



# Denmark's Integrated Peace and Stabilisation Engagements 2018

**The Whole-of-Government Steering Committee**



# The Peace and Stabilisation Fund

## Annual Report 2018

**The Prime Minister's Office**

**The Ministry of Foreign Affairs**

**The Ministry of Defence**

**The Ministry of Justice**

**Frontpage image:** Danish stabilisation adviser in Mosul in November 2018 (photo: UNMAS/Cengiz Yar)

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## SUMMARY

In 2019, the focus of the integrated Danish stabilisation engagement will be the continued implementation of the multiannual programmes for Ukraine, the Sahel, the Afghanistan region and the Horn of Africa, respectively, as well as Denmark's contribution to the UN Peacebuilding Fund, all of which were approved in 2018. The next phase of the Syria-Iraq programme will commence and a new programme on maritime security in the Gulf of Guinea is expected to be approved with a planned start in 2019. In addition, funds have been set aside in 2019 to enable a flexible and rapid response to crisis situations and conflict affected areas that fall within the Fund's priorities.

In 2018, programmes financed through the **Peace and Stabilisation Fund (PSF)** contributed to distinguishing Denmark as a credible partner in the international community's focus on peacebuilding and stabilisation. This focus is an integral part of the UN Sustainable Development Goals (SDG), which recognise the link between peace and sustainable development. The PSF focuses particularly on contributing to achieve SDG 16 on peace, justice and strong institutions. Furthermore, depending on the specific programme, the PSF also contributes to achieving other SDGs, such as SDG 5 on gender equality, and, with its focus on fragile countries, also on countering irregular migration.

The priorities for the stabilisation efforts are determined on the basis of the political priorities for Denmark's foreign, defence, security and development policy, which are set out in several documents, including the Government's Foreign and Security Policy Strategy 2019-2020, the Danish Defence Agreement 2018-2023 and The World 2030: Denmark's strategy for development cooperation and humanitarian action. The stabilisation programmes are one component of a broad Danish international engagement that also comprises development assistance, humanitarian action, fragility reduction efforts, and military operational activities. As part of the Danish Defence Agreement 2018-2023, it was decided that the Defence Ministry's contribution to the Peace and Stabilisation Fund is gradually to be increased during the agreement period from approx. DKK 84 million to DKK 150 million in 2023.

In 2018, a number of new multiannual peace and stabilisation programmes were launched in countries and regions of strategic importance for Denmark. This reflected the Government's wish to play a role and take responsibility in areas where conflict and instability contribute to exacerbating developments that also impact negatively on Europe and Denmark. This applies, for example, to irregular migration, terrorism and cross-border organised crime.

The PSF's financially largest programme is the regional stabilisation programme for **Syria and Iraq**. The first phase of the programme expired at the end of 2018, and a new programme covering the period 2019-2021 has been launched. Taking into account the current needs in both Syria and Iraq – and the cooperation within the framework of the international coalition against ISIL – the stabilisation programme is directed at meeting the immediate stabilisation needs in the region. Mine action and basic services contribute to facilitating the return of internally displaced persons to newly liberated areas in Iraq and Syria.

In 2018, the PSF continued the regional pilot programme on preventing and **countering violent extremism (CVE) in the Middle East**. The focus of the programme, which covers efforts in Jordan, Lebanon and Iraq, is to strengthen the capacities of ISIL frontline states to prevent and counter terrorism. By strengthening the ability of local authorities to counter recruitment and financing of terrorism, Denmark contributes to halting the spread of violent extremism in the region.

Under the regional peace and stabilisation programme for **Sahel**, which concluded in the middle of 2018, Denmark continued in 2018 its support to the Centre for Humanitarian Dialogue (CHD) and the Danish Demining Group (DDG) and their work on promoting conflict resolution and fragility reduction in the border region between Burkina Faso, Mali and Niger. Within the framework of the programme, Denmark has also supported the establishment and development of the G5 Sahel Joint Force, which is a force designed to help stabilise the Sahel region, in particular in the border areas. A new phase of the programme for the Sahel region (2018-2021) was approved in 2018. The new

programme builds primarily on the previous activities, but also increases the focus on the G5 Sahel Joint Force.

The third phase of the programme for the **Afghanistan region** was launched in 2018 and runs until the end of 2020. In 2018, the programme focused primarily on support to developing and operating the Afghan police, support functions for the Afghan army and training of Afghan officers. In addition, it was announced that the programme would support the ongoing peace efforts in Afghanistan through financial support to the UN project Saalam Support Group.

On the **Horn of Africa**, the second phase of the peace and stabilisation programme concluded in 2018, and a new programme was launched for the coming four years. Since 2015, the second programme phase has contributed to promoting stabilisation, peace and statebuilding in Somalia, rehabilitation of al-Shabaab defectors and a strengthened regional standby force. The new programme builds on earlier priorities, but takes a broader, regional aim at violent extremism and additionally focuses on cross-border organised crime on land and at sea.

In 2018, Denmark concluded the first phase of a programme, which focuses on improving **maritime security in the Gulf of Guinea**. The programme has supported the building of regional maritime coordination centres and capacity building of special forces. A new phase of the programme with focus on promoting maritime security and maritime governance in the Gulf of Guinea is expected to be launched in 2019.

In 2018, it was decided to establish a new peace and stabilisation programme for **Ukraine**. The programme aims to enhance Ukraine's capacity to address the situation in eastern Ukraine through targeted support to Ukrainian authorities and defence institutions in order to promote stability and security in Denmark's neighbouring region to the east. Through the UNDP, Denmark supports a programme that strengthens local security and cohesion through capacity building of citizens' groups and local authorities. In addition, Denmark supports the ongoing reform of Ukraine's armed forces, including the competence development of

civilian employees and training of units from the Ukrainian armed forces.

Since the NATO Summit in Wales in 2014, capacity building and projecting stability in NATO's neighbouring regions have become increasingly prominent items on NATO's agenda. Denmark supported NATO's efforts in 2018 through personnel contributions and financial support to **NATO's capacity building efforts in Iraq, Georgia and Tunisia**.

In **Libya** in 2018, Denmark supported efforts that aim to help stabilise conflict-affected areas, strengthen the legitimate and internationally recognised state authorities as well as foster support for participation in the local election processes.

In 2018, Denmark supported three key elements of the **International Atomic Energy Agency's (IAEA)** work. Firstly, the IAEA's work on mitigating the risk of nuclear terrorism was supported. Secondly, Denmark supported the IAEA's key role in monitoring the nuclear agreement with Iran, which aims to ensure that Iran does not develop nuclear weapons. In 2018, Denmark also supported IAEA's North Korea unit, which for instance has contributed to enhancing the IAEA's ability to monitor North Korea's nuclear programme.

Lastly, in 2018 the Peace and Stabilisation Fund provided support to the **UN's efforts to enhance its ability to conduct peacekeeping activities**. Denmark supported training in the use of information and communication technology (ICT) at a UN training centre.

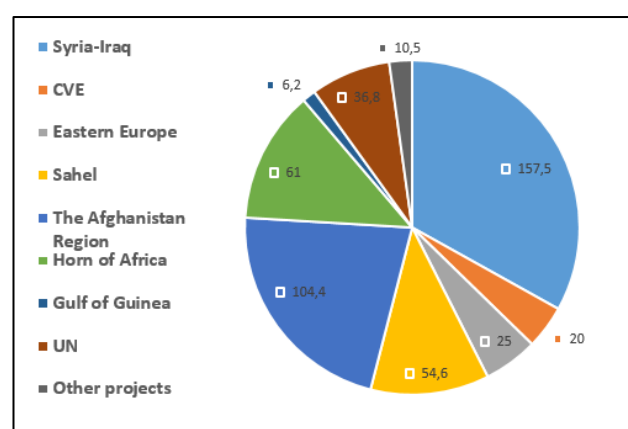


Figure 1: Allocation of PSF funds by region and programmes in 2018. The figures are specified in DKK million.



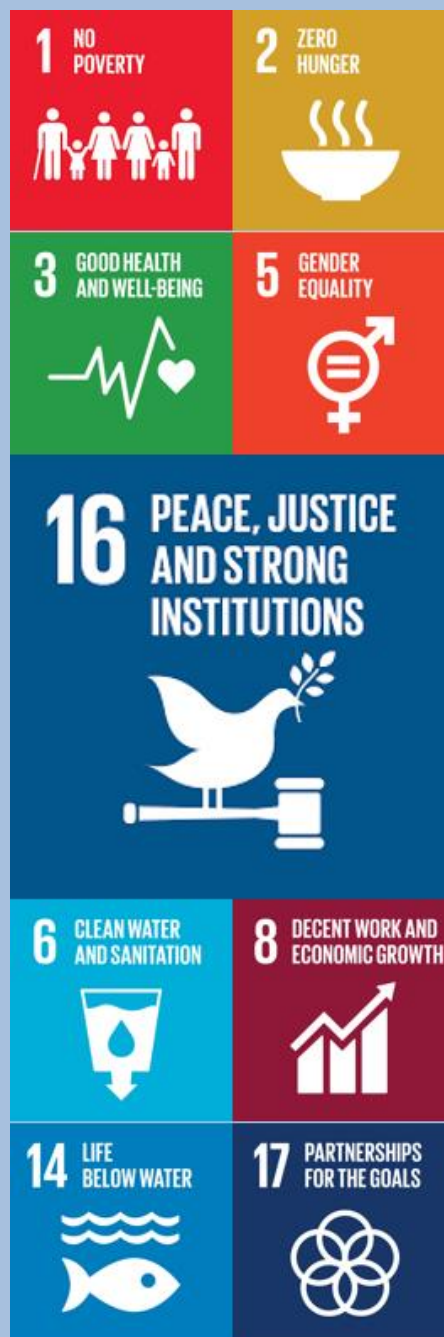
## DEPLOYED CIVILIANS

Besides the activities under the Peace and Stabilisation Fund, Danish civilian experts have been deployed to crisis management missions and election observation missions financed through **The Peace and Stabilisation Response (PSR)**. In 2018, PSR deployed or extended the deployment of 51 long-term advisers to crisis management missions in, for example, Iraq, Libya, Somalia, Sahel (Niger and Mali), Ukraine and Georgia. In 2018, 144 election observers were deployed to observation missions in, for example, Russia, Turkey, Lebanon, Macedonia/FYROM, Sierra Leone and Georgia.

During 2018, **the Danish National Police** had 38 police officers deployed as police advisers to crisis management missions and stabilisation programmes in, for example, Iraq, Ukraine, Somalia, Turkey/Syria, Lebanon and Kosovo. On 31 December 2018, 23 Danish police officers were under deployment. In addition, the Danish National Police in 2018 deployed a total of 68 police instructors to short-term training tasks in, for example, Ukraine and Iraq.

## PSF AND THE UN GLOBAL GOALS

The work of the Peace and Stabilisation Fund is centred around Global Goal 16: 'Peace, Justice and Strong Institutions'. PSF programmes also support Global Goals 1, 2, 3, 5, 6, 8, 14 and 17.



## THE PEACE AND STABILISATION FUND (PSF) IN FIGURES

The Peace and Stabilisation Fund is an interministerial fund with the objective to support efforts at the nexus between security and development. This is possible because the PSF comprises a mixture of funding resources from the Danish Ministry of Foreign Affairs and the Danish Ministry of Defence, and it can draw on professional expertise across government departments and relevant public authorities. This makes the PSF a flexible instrument that delivers on Denmark's foreign, security, development and defence policy priorities.

The PSF's funds are allocated to a number of regional programmes with particular focus on Syria-Iraq, Ukraine, the Sahel region, the Afghanistan region and the Horn of Africa. In addition, the PSF has a number of thematic focus areas such as countering violent extremism, promoting maritime security and non-proliferation of nuclear weapons as well as strategic support to international organisations, particularly the UN and NATO.

In 2018, the PSF held DKK 477.1 million, which is approx. DKK 100 million more compared to 2017. Of these resources, approx. 80% was development assistance (ODA). In 2018, there were three sources of funding under the PSF:

- The Ministry of Foreign Affairs' development funds (ODA).
- The Ministry of Foreign Affairs' non-development funds (non-ODA).
- The Ministry of Defence's non-development funds (non-ODA).

**Table 1: PSF-financing (in DKK million) in 2018**

Source of funding <sup>1</sup> (in DKK million)	Frame	Used	Unused
MFA (ODA)	380	379.6	0.4
MFA and MoD (non-MoD (non-DAC)	11.1	11.1	0.0
	86.0	85.3	0.7
<b>Total</b>	<b>477.1</b>	<b>476</b>	<b>1.1</b>

<sup>1</sup> MFA (\$06.32.08.80) reflects commitments, while the other two pools reflect disbursements.

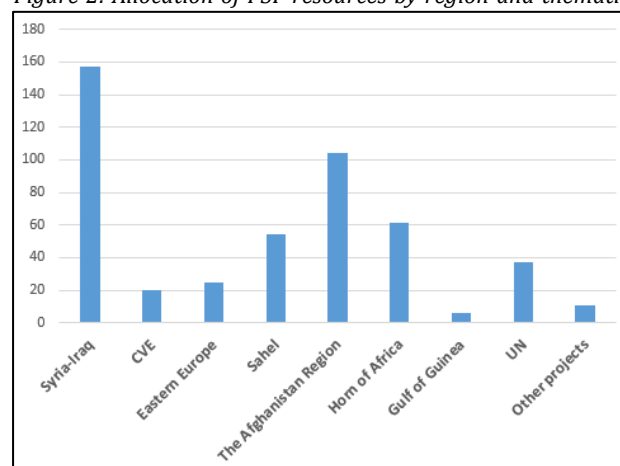
## SUPPORT ALLOCATED TO PROGRAMMES IN 2018

In 2018, the largest proportion of PSF resources were allocated to the regional stabilisation programme for Syria-Iraq with approx. DKK 157.5 million, which was an increase of almost DKK 30 million compared to 2017. The second largest budget item for the PSF in 2018 was the programme for the Afghanistan region, which was

allocated approx. DKK 104.4 million. In addition, the PSF financed the regional stabilisation programme for the Sahel region with approx. DKK 54.6 million. The CVE programme, with a focus on countering violent extremism in the Middle East, conducted activities for DKK 20 million, while activities in Ukraine and Georgia were supported with approx. DKK 25 million. In 2018, the PSF funded the programmes for the Horn of Africa and maritime security in the Gulf of Guinea with DKK 61 million and DKK 6.2 million, respectively.

In addition, the PSF funded efforts in Libya and Tunisia with DKK 6.5 million and DKK 2.3 million, respectively. Furthermore, the PSF supported activities under the International Atomic Energy Agency (IAEA) with DKK 1 million and the Organisation for the Prohibition of Chemical Weapons (OPCW) with DKK 600,000. Lastly, the PSF contributed almost DKK 36.8 million to activities conducted under the UN.

**Figure 2: Allocation of PSF resources by region and thematic**



programmes in 2018

In 2019, the Peace and Stabilisation Fund will in total hold approx. DKK 480 million, of which DKK 88.9 million is provided by the Ministry of Defence, while the Ministry of Foreign Affairs contributes DKK 380 million in development funds and DKK 11.2 million in non-development funds.



## PEACE AND STABILISATION FUND – GEOGRAPHICAL FOCUS AREAS

### Horn of Africa

Ethiopia  
Kenya  
Somalia

### Gulf of Guinea

Ghana  
Nigeria

### Middle East and North Africa

Iraq  
Jordan  
Lebanon  
Libya  
Tunisia  
Syria

### Asia

Afghanistan

### Sahel

Burkina Faso  
Mali  
Niger

### Eastern Europe

Georgia  
Ukraine



## REGIONAL PROGRAMMES

### SYRIA-IRAQ

The regional stabilisation programme for Syria and Iraq covering the period 2016-2018 aimed to contribute to countering ISIL and other extremist elements in both countries as well as promoting an inclusive political solution to the conflict in Syria and a more stable and inclusive Iraq. Due to a request for extension from partners, some activities will continue into 2019. At the end of 2018, a new three-year stabilisation programme (2019-2021) was adopted with a total budget of DKK 397 million. Both the previous and the new programme are primarily targeted at meeting the immediate stabilisation needs in the region and delivering support to moderate actors who provide an alternative to extremism.

The budget for the period 2016-2018 totalled DKK 568 million. A proportion of this budget was added in the programme's lifespan. In addition to contributions from the PSF, the programme incorporated DKK 20 million from the Danish-Arab Partnership Programme and DKK 135 million from the Ministry of Foreign Affairs' development resources. During 2018, the PSF specifically allocated DKK 164 million to the programme's three thematic focus areas: 1) political dialogue and peacebuilding, 2) resiliency and rapid response, and 3) community security and governance.

The following initiatives in 2018 can be highlighted:

- Continued support to the UN-led political process with the aim of promoting a political solution to the conflict in Syria. Besides supporting the UN Special Envoy to Syria (UNDPA), the programme supported two civil society organisations: Baytna and The Day After, which promote a moderate and democratic Syrian civil society.
- Support to the UN Mine Action Service (UNMAS) in Iraq for mine action activities in liberated areas such as Anbar, Salah Al Din and Ninewah. In 2018, Denmark also supported mine action activities through Tetra Tech in Syria.
- Support to stabilisation activities through the UN Funding Facility for Stabilisation (FFS) and the Syria Recovery Trust Fund (SRTF). In Iraq, stabilisation efforts are supported in cooperation with the Iraqi government, local authorities and UNMAS, so as to enable internally displaced persons to return to the newly liberated areas. The projects comprise, among other things, restoration of water supply and electricity as well as rebuilding of schools and hospitals. Similarly, Denmark supported basic stabilisation activities in liberated areas in Syria through SRTF, which with Danish assistance has helped support the basic recovery of local farming and agricultural livelihoods in the Raqqa province.
- Continued Danish support to the civil emergency response organisation "The White Helmets" in Syria, which has delivered critical rescue and emergency services since 2013 primarily in opposition-controlled areas.
- Support to "The International, Impartial and Independent Mechanism to Assist in the Investigation and Prosecution of Those Responsible for the Most Serious Crimes in Syria" (IIIM), whose task is to collect, process and evaluate evidence with a view to a potential legal tribunal in Syria as well as the NGO "Commission for International Justice and Accountability" (CIJA). Denmark also supported the police and justice sector programme Access to Justice and Community Security (AJACS) until September 2018, when the donor group behind AJACS decided to phase out support to the programme.
- Support to the UN efforts to promote reforms of the Iraqi security sectors, including supporting the inclusion of Iraqi parliament and civil society in oversight of security sector reform. Denmark supported the UN efforts with funding, partly for training police officers in collaboration with the Danish National Police. A Danish police adviser is deployed to Baghdad as part of the UN programme.
- Support to the activities under the UN reconciliation programme in Iraq (IRP) with the aim of launching a comprehensive Iraqi-led reconciliation process with focus on the previously ISIL-controlled areas. The process aims to promote the conditions for lasting peace and stability in Iraq and prevent a resurgence of sectarian conflicts.



*Baghdad in December 2018: Minister for Foreign Affairs Anders Samuelsen signs agreement on further*

## MINE ACTION IN IRAQ

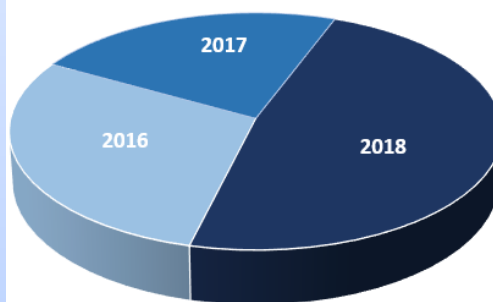
Booby traps and other explosive devices continue to pose a critical hindrance to effective stabilisation efforts and to the opportunities of internally displaced persons to return to areas which have been liberated from ISIL in Iraq. Therefore, Denmark has provided support to mine action in both Iraq and Syria.

In western and northwestern Iraq, the UN Mine Action Service (UNMAS) works closely with the Iraqi authorities and the UN stabilisation programme to identify and clear critical infrastructure of explosives. During the first nine months of 2018, 16,200 explosive remnants from war and 1,155 improvised explosive devices (IEDs), including 760 suicide belts, were cleared from the liberated areas.

Mine action is a precondition for being able to initiate efforts to rebuild bridges, schools, hospitals and restore water supply, electricity supply, etc. It is estimated that approx. four million Iraqis have returned to the areas from which they fled, while approx. 1.8 million Iraqis are still internally displaced.

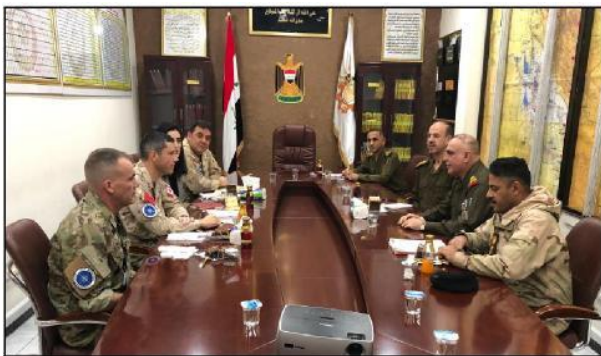
In 2018, Denmark supported UNMAS activities in Iraq with DKK 44.5 million, which brings the total Danish support to UNMAS in Iraq to DKK 92.5 million since 2016.

### Danish Contribution UNMAS



- **2016** - 27 mio. kr.
- **2017** - 21 mio. kr.
- **2018** - 44,5 mio. kr.

In 2018, on the basis of a request from NATO, Denmark contributed with two experts in logistics and HR to NATO's capacity building efforts in Iraq. During shorter visits to Baghdad, the experts provided advisory support within their respective areas of expertise to units in or under the Iraqi Ministry of Defence in the framework of NATO efforts. The logistics adviser focused on the possibility to implement a National Codification Bureau (NCB) with the objective of creating the platform for a modern, effective and transparent logistics system. The project focuses solely on the implementation of a NATO Codification System in the Iraqi Ministry of Defence. The HR adviser worked on establishing a train-the-trainer programme with the aim of strengthening HR training in the Iraqi Ministry of Defence. A secondary project was to establish a train-the-trainer project with the aim of strengthening the user-based HR-related IT training in the Iraqi Ministry of Defence. Both projects are supported by NATO Mission Iraq (NMI) as well as international partners. The project will continue in 2019.



*The Danish Home Guard's logistics adviser during a meeting with the Iraqi army's logistics unit.*

#### **COUNTERING VIOLENT EXTREMISM IN THE MIDDLE EAST**

Since 2016, the PSF has supported a regional pilot programme on preventing and countering violent extremism (approx. DKK 60 million from 2016-2019) with focus on strengthening the capacities of the ISIL frontline states - Lebanon, Jordan and Iraq - to prevent and counter terrorism. The programme, which will be phased out in 2019, has during the implementation period complemented other Danish and multilateral activities in the region, and is a unique programme in a complex and sensitive region.

There is a considerable need in the region to strengthen respect for the rule of law in regards to terror cases, including conviction on the basis of evidence rather than confessions. This need has increased after the military victory over ISIL in Iraq. Denmark therefore supports the UN's delivery of training to investigators, prosecutors, defence lawyers and judges in collaboration with national police schools in the areas of collection, analysis and safeguarding of evidence, preparation of court cases, etc. The experience from the first training programmes has been translated into training manuals in Arabic, which are adapted to the three countries' national legislation.

Blocking the sources for financing is one of the most effective ways to counter terrorism. For this reason, capacity building of the three partner countries' national Financial Intelligence Units has been a priority. A Danish senior adviser conducted staff training courses, assisted the installation of a UN-developed IT system and preparation of a risk analysis for Jordan. Iraq participated actively in courses, drew up a national anti-money laundering and countering the financing of terrorism strategy, and signed a partnership agreement with the State Prosecutor for Serious and Economic Crime (SØIK) during a visit to Denmark. The project was phased out in 2018. This bilateral Danish pilot programme is expected to continue as part of a large-scale multilateral programme financed by the EU stabilisation instrument.

At international level, there is increased focus on the necessity to incorporate local actors in early preventive efforts. Through support to the global municipality partnership 'Strong Cities Network', Denmark contributed to establishing local prevention networks in a number of municipalities in Lebanon and Jordan. The networks are the first examples in the Middle East of permanent municipal structures for coordinating and supporting local initiatives targeted at preventing and countering radicalisation. The programme builds on relevant elements of the Danish prevention model, in which municipal ownership plays a key role in preventing radicalisation and is inspired by experience from both Danish municipalities and the National Centre for Prevention of Extremism under the Ministry of Immigration and Integration. The Danish-supported efforts are delivered in close coordination with the national governments. Based on experience and lessons learned during the project, local prevention became an element in Lebanon's new



national strategy for prevention of violent extremism. In 2018, the programme granted funds in order to enable Lebanon's newly created national co-ordination unit under the prime minister's office to facilitate implementation of this local community effort.



*The prevention network in Saida Municipality, Lebanon, teaching school teachers from the municipality and the nearby UNRWA refugee camp, Ein El Hilweh, in prevention of radicalisation among young people.*

Lastly, the programme contributed to facilitating strategic 'counter-communication' online in Iraq through credible sources. They counter ISIL's messages and ideology as well as promote reconciliation in positive and realistic narratives.

## UKRAINE

In 2018, it was decided to initiate a new peace and stabilisation programme for Ukraine. The programme aims to improve Ukraine's capacity to address the situation in eastern Ukraine through targeted support to Ukrainian authorities and defence institutions with the aim of promoting stability and security in Denmark's neighbouring region to the east. The programme has a total budget of DKK 120 million for the period 2018–2021.

The Ministry of Foreign Affairs' support aims to strengthen community security and cohesion through capacity building of both citizen groups and local authorities with the aim of being able to deliver better public services and security in the area up to the 'contact line'. In addition, two legal advice centres are supported. The support will be delivered as part of the UNDP's general 'Recovery and Peacebuilding Programme' targeted at eastern Ukraine. The programme is co-financed with the EU and a number of other countries and managed from a project implementation office in the town of Kramatorsk in the Donetsk province.

In 2018, the Defence Ministry's activities in the programme included training of Ukrainian soldiers and instructors through a military interpreter contribution to the Canadian training mission in Ukraine, Operation UNIFIER. It also included the deployment of an adviser to NATO's liaison office in Ukraine, which has contributed to developing civilian competencies in the defence and security sector within, for example, reform implementation. Furthermore, Ukraine's armed forces were supported through support to the ongoing reform of the armed forces. Specifically, support was given to competence development of civilian personnel serving in the Ukrainian armed forces, medical rehabilitation, training of units from the Ukrainian armed forces (in partnership with Canada and the UK), capacity building of maritime special forces and revision of training doctrines in the Ukrainian armed forces towards NATO standards.



*Danish soldier instructing Ukrainian soldiers as part of British-led training in Dnipro.*

## SAHEL

In June 2018, Denmark's first regional peace and stabilisation programme for the Sahel region was concluded. The programme, which was launched in 2013 with Mali, Niger and Burkina Faso as priority countries, had a total budget of DKK 125 million. The second regional Sahel peace and stabilisation programme was approved in 2018. It has a total budget of DKK 166 million, of which DKK 45 million is provided by Norway and forms part of a delegated partnership with Denmark. The former programme complemented Danish country programmes in Mali, Burkina Faso and Niger, and the same applies to the new programme. The programme was focused on regional dialogue and reconciliation between different population groups, fragility, democratic control of the security sector as well as countering violent extremism and organised crime. The activities comprised:

- Support to the Danish Demining Group and Centre for Humanitarian Dialogue, which in the border area between Burkina Faso, Mali and Niger builds the capacity of local communities to address local conflicts.
- Support in order to increase democratic control of the security sector in Mali, Niger and Burkina Faso through the National Democratic Institute in partnership with the Geneva Centre for the Democratic Control of Armed Forces.
- Support to a regional UN programme (UNODC) on countering violent extremism and organised crime. Support was also given to a one-year project in 2017, The Sahel Maghreb Research Platform, which was conducted by the Danish Institute for International Studies (DIIS) together with Voluntas, with a focus on analysing the changing security dynamics in the region. The objective was to contribute to policy development for Denmark's engagement in the region.

In parallel with the programme, the Danish Home Guard has supported capacity building of the Mali National Guard in a partnership with France and contributed with an instructor to the regional training centre Ecole de Maintien de la Paix (The Peacekeeping School) in Bamako, which the Ministry of Defence also supported with funding for courses.

In collaboration with France, Denmark has also contributed DKK 7.5 million to a joint force part of the regional G5 Sahel cooperation. The force comprises troops from the G5 Sahel countries, Mali, Burkina Faso, Niger, Tchad and Mauritania and it aims at countering terrorism and cross-border organised crime, such as trafficking of migrants, narcotics and arms. The Danish funds have primarily been directed towards reinforcing the force's ability to counter the threat posed by improvised explosive devices. In this regard, support was also provided to a pilot project through the Institute for Security Studies (ISS) "Evidence-based analytical support to the G5-Sahel Joint Force", which has focused on the work of monitoring and capacity building of the G5 Sahel Joint Force.

In general, the first regional Sahel peace and stabilisation programme achieved important results and demonstrated that the selected activities have made progress on tackling the considerable security challenges facing Mali, Burkina Faso and Niger.

The difficult security context has worsened during the programme's lifespan and has at times made it difficult for partners to work in the region. However, the activities have been able to continue thanks to the partners' effective networks in the region and solid local knowledge. It has proved decisive to have a bottom-up approach to conflict resolution that takes account of complex local dynamics and the fundamental fragility in the region that are the root causes of, for example, irregular migration. This is an approach that the partners have had the capacity and expertise to deliver. The deteriorated security situation in central Mali and the border area between Mali, Burkina Faso and Niger has an influence on the activities' long-term impact, but it has also highlighted the relevance of the activities, many of which will continue under the new programme. The challenges that the programme has sought to help address require long-term efforts, and there are no quick or easy solutions to the many security-related challenges in Sahel.

The objective of the new regional Sahel peace and stabilisation programme is to contribute to ensuring stability, rule of law and security in the Sahel region. The programme stretches from 2018-2021 and will primarily build on the activities and experience from the first programme. New elements are additional support to the G5 Sahel Joint Force, including support to development and implementation of a human rights framework which aims to ensure the Joint Force respects human rights and to strengthen trust between the troops and the local population. In addition, Denmark will support the purchase of personal protection equipment for the Joint Force as part of a project through the EU. As part of the programme a military adviser based in Bamako will be deployed to Mali.





*Parliamentarians from Mali, Burkina Faso and Niger meet in Bamako in June 2015 to share experiences.*

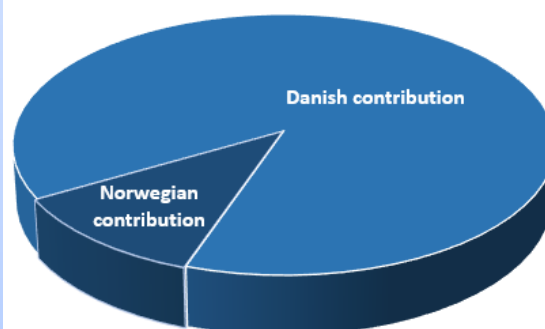
## DEMOCRATIC CONTROL WITH THE SECURITY SECTOR IN SAHEL

The support for the National Democratic Institute (NDI) and the Geneva Centre for the Democratic Control of Armed Forces (DCAF) has been allocated to their work on strengthening democratic control of the security sector in Mali, Burkina Faso and Niger. This has taken place through capacity building and training of parliamentarians and civil society in all three countries. This has involved working closely with the security and defence committees in the respective National Assemblies and has focused on promoting coordination and sharing experience between the committees, partly by working to harmonise relevant legal texts and identifying gaps in security legislation and security policy. The parliamentarians have also met with inhabitants in the shared border region, Liptako-Gourma, in order to gain a first-hand impression of the security-related challenges facing the local populations.

In relation to civil society, the support has been aimed at building the capacity of a large number of local civil society organisations from the three countries, with focus on increasing the local population's involvement in exercising democratic control of the security sector. The organisations have, for example, been trained in advocacy and reporting on the security situation. Similarly, they have participated in joint workshops with parliamentarians and representatives from the three countries' defence ministries with the aim of promoting cooperation between the partners.

In the period 2013-2018, Denmark, with Norwegian co-financing, supported NDI and DCAF with a total of DKK 22 million. In 2018, the support totalled DKK 5 million. The engagement has contributed towards achieving Global Goal 16 – peace, justice and strong institutions.

### Danish and Norwegian contribution to NDI and DCAF



#### Danish contribution

DCAF DKK - 1 million

NDI DKK - 18,5 million

#### Norwegian contribution

NDI - DKK 1 million

## THE AFGHANISTAN REGION

In 2018, a third phase of the peace and stabilisation programme for Afghanistan was launched, covering the period 2018 to 2020. The programme builds on the previous two phases of which the latest phase concluded at the end of 2017. Under the new phase, focus is maintained on the strategic engagements within stabilisation of Afghanistan and the region in order to bolster Denmark's interests in relation to preventing transnational threats, addressing root causes arising from fragility, promoting regional stability and supporting regional development. Lessons learned from the two previous phases have been integrated into the new phase, including a pilot project on trust-building activities between regional security actors.

Phase III focuses primarily on Afghanistan and complements the other Danish activities in Afghanistan, including development cooperation, the humanitarian action as well as military efforts, as described in the Country Policy Paper for Afghanistan 2018-2020. The third phase has a total budget of DKK 308.25 million.

Under the programme, the justice and security sectors in Afghanistan are supported, particularly the Afghan security forces (police and military) and trust-building activities between regional security actors. In addition, efforts were made to support peace and reconciliation through small-scale dialogue initiatives.

In 2018, the peace and stabilisation programme for Afghanistan had a total grant of DKK 102 million. The following specific activities in 2018 can be highlighted:

- The Afghan police was supported through the Law and Order Trust Fund for Afghanistan through a delegated partnership with the EU, which was transferred to the UNDP during 2018.
- Support to financing the Afghan army through NATO's Afghan National Army Trust Fund.
- Dialogue-fostering activities, including conferences attended by representatives from Afghanistan and Pakistan.
- Support to education and training of future military commanders at the Afghan National Officer Academy, including female officer cadets.



*Through the peace and stabilisation programme for Afghanistan, Denmark supports education and training on the law of armed conflict and fundamental human rights for future military commanders, including female officer cadets.*

In November 2018, the Minister for Foreign Affairs announced that Denmark will support a specific dialogue-fostering initiative with DKK 2.2 million that supports the Afghan government's peace negotiations with the Taliban.

## THE HORN OF AFRICA

The second phase of the peace and stabilisation programme for the Horn of Africa (2015-mid-2018) concluded in 2018, while a new phase for the period 2018-2022 was launched. The second phase of the programme has contributed to protecting and safeguarding Danish interests through a number of important results for the region and for Denmark's security and prosperity.

The programme has supported conflict management related to the establishment of the federal state structure in Somalia, contributed to increasing the presence of public authority across Somalia, and rehabilitated hundreds of al-Shabaab defectors with the aim of countering violent extremism and terrorism. Danish advisers and military instructors have trained Kenyan and Uganda troop contributions to AMISOM prior to deployment to Somalia in countering improvised explosive devices (C-IED) and civil-military cooperation. Danish support has also contributed to developing the East African Standby Force's (EASF) capacity, which is now deemed able to undertake non-complex missions on a small scale, and facilitated training of African military, police and civilians in respecting human rights and international law obligations through partnership with the International Peace Support Training Centre.

Through a number of activities, the programme has also contributed to fighting piracy and improving regional maritime security. This has been achieved by strengthening coastguard capacity and facilitating prosecution of arrested pirates and transfer of convicted individuals to Somali prisons that conform to international standards. Danish support has also contributed to improving the Kenyan navy's ability to enforce its authority at sea, which has involved use of a bridge and navigation simulator commissioned in 2018. In addition, the commissioning of test facilities for ship engines has increased the Kenyan navy's ability to exercise regulatory control in its territorial waters.

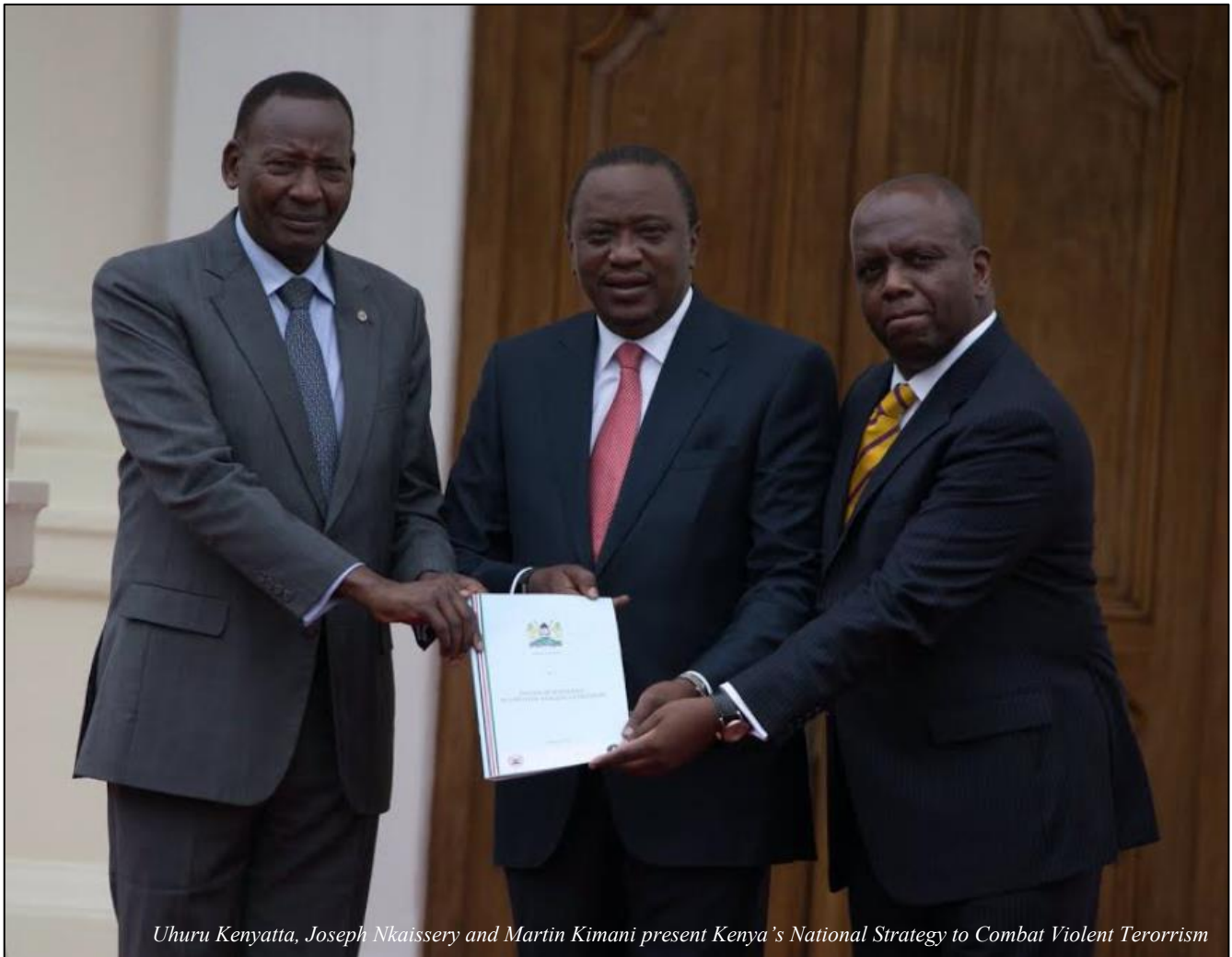
The programme in Ethiopia has also contributed to expanding the authorities' capacity to combat money laundering and counter financing of terrorism, which has contributed to the initiation of a number of high-profile corruption cases. As a result of a close partnership between the Danish Se-

curity and Intelligence Service (PET) and the Kenyan authorities, Kenya now uses parts of the "Danish model" for early identification and management of radicalisation and violent extremism. Lastly, the programme has contributed to increasing awareness in Kenya about biosafety and biosecurity in relations to hazardous biological substances and countering biological threats.

Both the present and earlier phase of the programme operate with a high-risk profile. Although the programme can produce results, there have also been challenges that have undermined programme progress. This applies, for example, to delays due to political factors such as the election in Kenya in 2016 and the state of emergency in Ethiopia, as well as security challenges and inadequate respect for human rights. The programme has nonetheless succeeded in promoting Danish values through, for example, protection of children and vulnerable groups in AMISOM activities and regional peace-support training, provision of human rights training courses in prisons, and increased political participation of women in Somalia. In particular, the regional political climate has been challenging despite improvements in Kenya and the thawing of relations in Ethiopia during the last part of the programme period. The tensions between Somalia's federal government and the federal member states as well as a deteriorated security situation have posed a challenge to the programme's activities in Somalia. Increased influence and pursuance of interests across the Horn from particularly the Gulf has contributed to a turbulent regional context.

The new and third phase of the regional stabilisation programme for the Horn of Africa 2018-2022 has been launched. The objective of the programme is to contribute to peace and security in the region by strengthening the capacity and ability of local, national and regional actors to tackle and manage conflict and insecurity, counter threats and exercise enforcement of public authority. The programme builds to a wide extent on the activities during the second phase, but adopts a more regional focus on countering violent extremism. This is implemented through collaboration with IGAD and a greater focus on tackling cross-border crime on land and at sea that stokes violent extremism, and through a new partnership with the UN Office on Drugs and Organised Crime (UNODC). The four-year programme amounts to DKK 219 million.





*Uhuru Kenyatta, Joseph Nkaissery and Martin Kimani present Kenya's National Strategy to Combat Violent Terrorism*

## COUNTERING VIOLENT EXTREMISM ON THE HORN OF AFRICA

In the framework of the PREVENT engagement, the Danish Security and Intelligence Service (PET) has since 2013 cooperated with security authorities in Kenya on preventing radicalisation and violent extremism, including in particular al-Shabaab members. The partnership is a strategic partnership that partly focuses on sharing of knowledge between Danish social and security authorities on preventing radicalisation, popularly known as the Danish model or the Aarhus model, and partly on competence development of Kenyan security authorities in facilitating the exit of violent extremists from violent extremist environments.

The cooperation has delivered substantial results – not least due to a strong ownership among the Kenyan partners – and in several areas the Kenyan authorities have converted and translated the Danish instruments and experience to the Kenyan context. This is reflected in the “disengagement programme”, which the Kenyan government launched in 2018. The programme is a framework for managing defectors and returning al-Shabaab members and is heavily inspired by the Danish exit approach. In 2018, PET and Kenya's National Counter Terrorism Centre continued to expand the disengagement programme partly by training prison and parole release officers in the exit approach.

The engagement supports Global Goal 16 on peace, justice and strong institutions, which, for example, aims to reduce all forms of violence and related deaths (Target 16.1). The engagement has a total budget frame of DKK 7 million, of which DKK 1.65 million was used in 2018. The engagement, which originally ran until 2017, has been extended to the end of 2019.

## MARITIME SECURITY IN THE GULF OF GUINEA

In 2018, Denmark concluded the first phase of a programme which focused on improving maritime security in the Gulf of Guinea, in which Danish shipping has substantial commercial interests. The programme arose from the Strategy for the Danish Measures against Piracy and Armed Robbery at Sea 2015-2018. The Danish engagement has received great recognition for its maritime prioritisation and efforts in both international fora, including the multilateral forum *G7 Friends of the Gulf of Guinea Group* (G7++FoGG), and among the states in West Africa.

The activities in 2018 comprised the following, among others:

- Continued support to the EU programme, the Gulf of Guinea Interregional Network (GoGIN), with earmarked contributions to the regional maritime coordination centres and the countries' judicial rules and systems with the aim of facilitating prosecution of pirates.
- Continued support to IMO for strengthening harbour and port security.
- Continued deployment of a maritime military adviser to the Danish Embassy in Abuja who identifies activities that can strengthen local and regional capacities to meet challenges related to piracy and robbery at sea.
- Capacity building of maritime forces in Cameroun with the aim of training and exercising practical skills such as sanitation, boarding of ships, navigation and safeguarding of evidence.
- Implementation of an operational planning course in the Gulf of Guinea in cooperation with the USA and France with the aim of enhancing the coastal states' ability to plan maritime operations nationally, regionally and internationally.
- Infrastructure support to ECOWAS, in partnership with the German development agency GIZ in the form of a radio-mast and installation of radios in order to complete the maritime operations centre in Cape Verde.

- Continued Danish participation in G7++FoGG.

On the basis of the new maritime priority paper, a new phase of the programme is expected to be launched in 2019. Focus is expected to be on promoting maritime security and maritime governance in the Gulf of Guinea.



*Course participants and instructors on the FS MISTRAL's flight deck.*

## OTHER PROJECTS AND STRATEGIC EFFORTS

### NATO'S DEFENCE CAPACITY BUILDING – GEORGIA AND TUNISIA

At the Summit in Wales in 2014, NATO launched a capacity building initiative (*Defence and Related Security Capacity Building Initiative*) with the aim of contributing to stabilising NATO's neighbouring region and supporting NATO partners. As part of the initiative, capacity building packages were launched in individual countries, including Georgia and Jordan, in response to specific requests.

Activities were subsequently launched in additional partner countries, and most recently at the NATO Summit in July 2018 a capacity building initiative for Tunisia was launched. From the outset, Denmark has supported NATO's capacity building efforts with personnel and financial contributions to NATO's Defence Capacity Building Trust Fund. In 2018, Denmark also continued its engagement in Georgia and continued the deployment of a military adviser who in a Nordic-Baltic framework has contributed to the development of the NATO-Georgia Joint Training and Evaluation Centre. In addition, Denmark has donated funds to support implementation of the capacity building package to



Georgia, which besides the establishment of the training centre also comprises activities within logistics, procurement as well as strategic and operational planning.

After the launch of a capacity building initiative for Tunisia that comprised activities within cyber defence, countering improvised explosive devices and the special forces, Denmark in autumn 2018 also provided support to the implementation of the initiative in Tunisia through a donation to NATO's Defence Capacity Building Trust Fund. As mentioned on page 11, Denmark also supported NATO's capacity building efforts in Iraq.



The Danish Home Guard's military adviser at JTEC in Georgia.

## LIBYA

The activities in Libya have the overall objective of contributing to the stabilisation of conflict-affected areas in Libya and promoting support for and participation in local election processes. In 2018, Denmark also supported a new project which focused on the holding of local elections in Libya in 2018-2019 with an allocation of DKK 6.54 million from the Peace and Stabilisation Fund. The programme comprises support to the Central Committee for Local Elections in Libya (CCMCE) and its work within four focus areas: (1) support to raising the population's awareness of elections (2) technical support to voters (3) support to capacity building, and (4) technical support to promote inclusion of women and persons with disabilities in the electoral process. The Danish contribution will be delivered through a delegated partnership with the US government's development organisation, USAID. The primary implementation partner of the project is the International Foundation for Elec-

toral Systems (IFES), which has longstanding experience of facilitating the holding of elections in developing democracies.

Between 2017-2019, Denmark also supports the *Stabilisation Facility for Libya* with DKK 10 million from the Peace and Stabilisation Fund. The facility's objective is to strengthen the legitimate and internationally recognised Libyan state authorities and promote national unity. The activities are implemented by the UNDP in collaboration with the Libyan government, local authorities and NGOs. The activities comprise, among other things, rebuilding of critical infrastructure as well as strengthening of local authorities' capacities to deliver services and local conflict resolution.



Training of the Central Committee for Local Elections in Libya (CCMCE). © Niklas Kabel Pedersen



Information material for voter registration from the International Foundation for Electoral Systems (IFES), which has been prepared in connection with holding local elections in Libya.

## THE UN PEACEBUILDING FUND

In 2018, it was decided to contribute DKK 100 million over a three-year period to the UN Peacebuilding Fund. The Fund aims to stabilise countries that have been or could be affected by violent conflicts through provision of quick, flexible and risk venture financing of conflict resolution and stabilisation activities. The Peacebuilding Fund is part of the UN peacebuilding architecture, and the UN Secretary-General, Antonio Guterres, has made the Fund a key element in the reform of the UN's peace and security work. The Fund currently finances over 200 projects in 27 countries. As part of its reform of the peace and security pillar in the UN, the UN Secretary General wishes to increase the Fund's budget five-fold and expand the number of recipient countries.

The Peacebuilding Fund does not have a specific geographical focus, but the bulk of the UN Fund's financing resources are allocated to African countries that have a high conflict level. Danish priority countries that have received support from the Fund include, Mali, Somalia, Niger and Myanmar. The Fund supports, among other things, the establishment of state functions in the areas of Somalia that have been liberated from al-Shabaab's control as well as inclusion of women and young people in the practical implementation of the peace agreement in central Mali.

## DENMARK'S UN POOL

Under the Peace and Stabilisation Fund, a so-called UN pool has been established, which in 2018 totalled DKK 4 million and focused on the UN's peacekeeping activities. In 2018, the funds were in general allocated to education and training activities as well as use of technology that underpins the ability to provide protection to civilians. There was also focus on supporting projects bolstering the efforts to reduce the number of UN troops killed.

In specific terms, support was allocated to training of UN staff officers and the development of a course for battalion commanders at the UN's *Train the Trainers Centre* in Uganda. At the UN Signals Academy, funds were donated to holding a four-week course on using information and communication technology in UN peacekeeping missions. It is intended that course participants subsequently share

what they have learned with their colleagues. Denmark has also supported the preparation of a handbook on UN peacekeeping work for employees deployed to UN missions as well as the development of material focusing on how to work with sensitive information and intelligence at UN missions. This includes developing an instructor package to allow for easy dissemination of the material. Lastly, funds from the UN pool were allocated to the Danish Defence Ministry's Veteran Centre to enable employees to visit the UN headquarters in New York, where the UN was informed about Danish experience and lessons learned in regards to veteran. The visit was organised in response to a request from the UN.



*Veteran Centre employees inform UN employees about Danish experiences and lessons learned in the veteran sphere, June 2018.*

## THE INTERNATIONAL ATOMIC ENERGY AGENCY, IAEA

The International Atomic Energy Agency (IAEA) plays a significant role in the international community's efforts to ensure that the member states comply with the Treaty on Non-proliferation of Nuclear Arms (NPT) of 1968, which is the cornerstone of the international efforts to prevent proliferation of nuclear weapons.

In 2018, Denmark supported three of the IAEA's key programmes. Firstly, Denmark supported the IAEA's Nuclear Security Fund, which contributes to efforts that aim to reduce the risk of radiological or nuclear terrorism. The Danish support to the IAEA aims to enhance the individual country's ability to manage nuclear security through capacity building, strengthen the framework for nuclear security globally and support capacities to prevent criminal and terror-related activity involving nuclear or radiological material. The grant runs from 2018 to 2021.

In 2018, Denmark likewise supported the IAEA's work on monitoring Iran's compliance with the Joint Comprehensive Plan of Action, which is an agreement on Iran's nuclear programme that was signed in 2015 between Iran and EU3+3 (France, Germany and UK plus China, Russia and USA). A vital element is the agreement's monitoring mechanism that is administered by the IAEA, which means the agency has a crucial role to play in monitoring and verifying the agreement. The IAEA's work is crucial for being able to establish whether Iran genuinely complies with all its commitments and obligations and to ensure that Iran does not develop nuclear weapons. Specifically, Danish funds are allocated, for example, to pay for deployment of inspectors, for extracting and analysing samples, as well as for operating laboratories. The grant covers the period 2017-2019.

Lastly, in 2018 Denmark supported the IAEA's ability to monitor North Korea's nuclear programme. North Korea's nuclear programme poses both a regional and global security threat, and the programme conflicts with the commitments set out in the Nuclear Non-Proliferation Treaty (NPT). The Danish contribution to the IAEA's North Korea unit has, among other things, contributed to enhancing the agency's ability to monitor North Korea's nuclear programme as well as collect, analyse and use related information. The funds have been allocated, for example, to procuring satellite images and to training and providing equipment to IAEA inspectors. The grant runs from 2018 to 2019.

#### **GUIDELINES FOR THE PEACE AND STABILISATION FUND**

In 2018, the Whole-of-Government Steering Committee approved the revised *Guidelines for the Peace and Stabilisation Fund*. The revision was conducted on the basis of the recommendations of an evaluation conducted about the PSF in 2014 as well as the comprehensive revision of Danida's Aid Management Guidelines conducted in 2017. The revision takes account of the PSF's interministerial financing and decision-making structure, but also ensures a more streamlined approach across the Danish financing instruments in relation to delivery of efforts in fragile and conflict-affected contexts.

#### **THE PEACE AND STABILISATION FUND IN 2019**

In 2019, the focus of the integrated Danish stabilisation engagement will continue to be on implementing the multiannual programmes for, respectively, Ukraine, the Sahel region, the Afghanistan region and the Horn of Africa, as well as Denmark's contributions to the UN Peacebuilding Fund, all of which were approved in 2018. The next phase of the Syria-Iraq programme will commence and a new programme for maritime security in the Gulf of Guinea is expected to be approved with a planned launch in 2019. In addition, funds are set aside in 2019 to enable a flexible and rapid response to react to crisis situations and conflict affected areas that fall within the Fund's priorities.