


















Deployment Facility for Peace and Democracy (DFPD) 2023 - 2027

Key results: <ul style="list-style-type: none"> Deployment of approximately 40 Danish experts to civilian crisis management and approximately 120 election observers annually. Approximately 350 well-qualified readily deployable Danish civilian experts are maintained in a roster. Strengthened Danish presence in prioritised, fragile environments, incl. through presence in well-functioning missions where Danish presence is otherwise limited. 	File No.	2022-6879						
	Country							
	Responsible Unit	MNS						
	Sector							
		<i>DKK million</i>	2023	2024	2025	2026	2027	Total
	Commitment	30	30	30	30	30	150	
	Projected Disbursement	30	30	30	30	30	150	
	Duration	Five years						
	Finance Act code.	§ 06.32.08.60						
	Head of unit	Marianne Kress						
Desk officer	Bertil Moesgaard Andersen							
Reviewed by CFO	Max Mortensen							
Justification for support: <ul style="list-style-type: none"> The DFPD is aligned with the development cooperation strategy: “The World We Share: Denmark’s Strategy for Development Cooperation” (2021), including the How-to note for implementation – Peacebuilding and Stabilization (2022). The DFPD is aligned with the Foreign and Security Policy Strategy (2022) The DFPD is aligned with the Strategic Framework for the Peace and Stabilisation Fund (expected January 2023) 	Relevant SDGs							
								
	No Poverty	No Hunger	Good Health, Wellbeing	Quality Education	Gender Equality	Clean Water, Sanitation		
								
	Affordable Clean Energy	Decent Jobs, Econ. Growth	Industry, Innovation, Infrastructure	Reduced Inequalities	Sustainable Cities, Communities	Responsible Consumption & Production		
								
	Climate Action	Life below Water	Life on Land	Peace & Justice, strong Inst.	Partnerships for Goals			
	Major risks and challenges:							
	<ul style="list-style-type: none"> The Danish civilian crisis competencies may not match changing demands from the international community. MFA and the administrator actively address the risks for deployment to fragile and unstable environments. This includes proper training and preparation of deployed experts. Challenges in relation to security clearance of DFPD advisors 							

Objectives for stand-alone programme:

Contribute to local capacity development and crisis management as well as support to democratic governance through the observation of elections in fragile democracies.

Environment and climate targeting - Principal objective (100%); Significant objective (50%)

	Climate adaptation	Climate mitigation	Biodiversity	Other green/environment
Indicate 0, 50% or 100%	NA	NA	NA	NA
Project 1	NA	NA	NA	NA
Project 2	NA	NA	NA	NA
Project 3	NA	NA	NA	NA
Total green budget (DKK)	NA	NA	NA	NA

PSR (engagement as defined in FMI):	Partner	Total thematic budget: [million]
Engagement 1 – activity budget	The Consultant	133 DKK mill.
Engagement 2 - administration budget	The Consultant	17 DKK mill.
Total		150 DKK mill.

Note: Add projects, as relevant.

Note: In PMI, an interactive version of this appropriation cover note is available at the “Grant” page under “Budget”.

Ministry of Foreign Affairs, Department for Migration, Stabilisation and Fragility

File no.: 9227963

1. Title: Udsendelsesfacilitet for Fred og Demokrati 2023-2027/Deployment Facility for Peace and Democracy 2023-2027
2. Partners: EU, OSCE and UN Organisations etc.
3. Amount: DKK 150 million
4. Duration: February 2023 - February 2028
5. Presentation to the programme Committee: 25 October 2022
6. Previous Grants:
 - DKK 30 million in 2017, § 06.32.08.60
 - DKK 30 million in 2018, § 06.32.08.60
 - DKK 30 million in 2019, § 06.32.08.60
 - DKK 30 million in 2020, § 06.32.08.60
 - DKK 30 million in 2021, § 06.32.08.60
7. Strategies and policy priorities:
 - The World We Share: Denmark's Strategy for Development Cooperation (2021)
 - Foreign and Security Policy Strategy (2022)
 - Strategic Framework for the Peace and Stabilisation Fund (expected January 2023)
 - How-to note for implementation of "The World We Share" – Peacebuilding and Stabilisation (2022)
8. Danish National Budget account code: § 06.32.08.60, Stabilisation and Conflict Prevention
9. Desk officer: Bertil Moesgaard Andersen
10. Head of Department: Marianne Kress

Summary:

The Deployment Facility for Peace and Democracy (DFPD) is a Danish secondment mechanism for civilian advisors with two focus areas – crisis management missions and election observation missions. The instrument facilitates agile and flexible deployment of advisors through open calls and of election observers through a stand-by roster. The strategic framework of the DFPD is planned to be integrated into the Peace and Stabilisation Fund (PSF), which is an instrument that enables Denmark to contribute to stability and peace in fragile and conflict-affected contexts. The inclusion of the DFPD and advisors from the Danish National Police in the PSF is a new initiative, which aims to create synergies among advisors and between programs so that Danish expertise is used more efficiently. Financially, DFPD and the PSF will still have separate funding.

The new phase of DKK 150 mio. will enable the continuation of the DFPD during the period February 2023-February 2028 (hereafter “2023-2027”). It will allow the DFPD to annually second approximately 40 civilian advisors for crisis management missions and approximately 120 election observers. Typically, crisis management advisors will be seconded through the EU and election observers will be deployed through OSCE. Secondment of crisis management advisors to UN missions is also a priority.

For 2023-2027 the daily administration of the DFPD will be outsourced to Niras A/S based on the tendering process, which was launched in 2022. Previously, tendering processes for the administration of the DFPD have been launched in 2013 and 2018. As the day-to-day administrator, the company has handled the practical implementation, mainly administrative functions related to the advisors; namely by handling the admission, training, logistics, interview-preparation of the DFPD advisors as well as the ongoing contact with them before, during and after deployment.

The DFPD has been considered an efficient and well-functioning mechanism in internal assessments. In the new phase the DFPD will be reviewed in 2025 to assess progress and provide recommendations for possible adjustments.

There are two new focus areas for the period of 2023-2027. First, it is a priority to further explore and acquire more experience with civilian crisis management secondments to the UN – and on a long term basis to other international organisations. Secondly, it is a priority to formulate strategic principles for election observations.

Programme Objectives:

The overall objective of the Deployment Facility for Peace and Democracy (DFPD) is to contribute to local capacity development, stabilisation and crisis management through efficient and timely secondment of Danish civilian advisors to international missions. Furthermore, the DFPD supports the strengthening of democratic governance through the deployment of election observers to monitor elections in fragile democracies.

The DFPD is an instrument for strategic support to 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

engagements in fragile contexts, e.g. through the Peace and Stabilisation Fund, the DFPD is a tool to further Danish development, foreign and security policy priorities¹.

Strategic Considerations:

Objective 4 of Denmark's *Strategy for Development Cooperation "The World We Share" (2021)* - states that *Denmark must deliver safety and security through peace-building and stabilisation*. The Strategy emphasises *support to the EU civilian missions in crisis areas*. This is in line with the work of the DFPD. An emphasis is also put on capacity building of institutions – the secondment of Danish civilian advisors in crisis management missions is an important tool to promote Danish interests with the long-term objective of supporting the foundation of sustainable peace and development in fragile and conflict-affected areas.

The how-to note for implementation of "The World We Share" – Peacebuilding and Stabilisation (2022) emphasises the whole-of-government approach to peace and stabilisation interventions. Therefore, decision making regarding DFPD targets, policies and strategies is planned to be moved to the Steering Committee of the Peace and Stabilisation Fund in 2023. This will ensure involvement of the Ministry of Defense, Ministry of Justice, and the National Police and thereby strengthen the whole-of-government approach.

It is underlined in the *Foreign and Security Policy Strategy (2022)* that the EU constitutes Denmark's most important foreign policy platform. Therefore, Denmark has also prioritized the EU's Common Security and Development Policy (CSDP) missions and currently has the second most secondments to the missions per capita (Finland is number one). Therefore, the DFPD is a valuable tool in terms of promoting Danish interests and values throughout the CSDP instrument.

Through the DFPD, Denmark will continue to work actively to build local capacity, enhancing the capacity of the international missions with DFPD experts and strengthening Denmark's presence in and knowledge about fragile countries, where Danish presence is otherwise limited. As such, the DFPD is a mechanism that can strategically further Danish contributions to multilateral peace and stabilisation engagements and contribute to a greater impact of the overall Danish efforts in conflict-affected and fragile contexts. Priority will be given to secondments in geographical and thematic areas of strategic importance to Denmark, including to countries that are on the agenda of the PBC or the UNSC.

UN Secondments

For the period of 2023-2027, it will be a priority to continue exploring other civilian deployment options for crisis management advisors. In 2022, more than 90 pct. of crisis management advisors from the DFPD are seconded to EU missions. This is not necessarily a problem as long as EU CSDP missions are considered the best way to contribute to the DFPD objectives. Until now, the full potential of secondments of crisis management advisors to other international organisations has not been fully explored. An important way to further explore civilian crisis management deployments is to second DFPD advisors to UN missions which play an important role in crisis management around the world i.e. UN currently has 12 active peacekeeping missions with more than 14,000 civilian peacekeepers. Seconding to UN

¹ See Annex 2 for a contextual description of the DFPD.

missions could also support Danish priorities in the UN, e.g. the UN Peacebuilding Commission membership (2023-2024) and UN Security Council-candidature for a non-permanent seat (2025-2026).

Background

The concept of a Danish flexible roster of civilian experts to be seconded to fragile contexts began in 1994 with the establishment of IHB “Det Internationale Humanitære Beredskab” (the International Humanitarian Response). Since then, thousands of experts from the roster have been deployed to short and long-term international assignments, with tasks ranging from crisis management, peace-building, monitoring humanitarian reconstruction, and election observation in fragile democracies around the world.

In 2012, IHB was renamed to PSR (Peace and Stabilisation Response) to better reflect the focus on peacebuilding and stabilisation interventions. At the same time, the humanitarian rosters were discontinued from the DFPD and the administration was transferred to the Danish Refugee Council, Danish Red Cross and Doctors Without Borders. In 2023 the name was changed to DFPD to better reflect the election observers and the fact that DFPD is a deployment facility rather than an actual response mechanism.

The Administration of the DFPD was tendered in international competitive bidding in 2013, 2018 and 2022. The contract, in all instances following the bidding process, was awarded to the Danish consultancy company NIRAS A/S with five-year contracts covering administration services for DFPD from February 2013 to February 2028.

Annually, approximately 40 civilian advisors are deployed to crisis management missions, primarily to the EU and approximately 120 election observers are deployed mainly to the OSCE. Other secondments include the UN and NATO as well as other international organisations on smaller scale. The duration of assignments range from one week to 4 years.

In recent years, secondments to the civilian missions under EU’s CSDP have taken up most of the DFPD financial resources. Particularly for 2022, developments in Ukraine led the DFPD to focus particularly on recruitment, training and deployment to the EU Advisory Mission in Ukraine. In addition, the DFPD continued to focus on Sahel and the Horn of Africa, in line with the overall political priorities. Moreover, valuable insights into the EU’s mission planning has been provided through deployments to the Civilian Planning and Conduct Capability (CPCC) in Brussels.

In 2022, as of 1st of October, the DFPD is seconding 49 advisors to crisis management missions and deploying 41 observers to election observation missions (the number of election observers is still affected by after effects due to covid-19 and is expected to rise to around 120 per year in 2024). Current deployments as of 1st October 2022 are listed in Annex 1.

Priorities:

From 2023 and onwards the DFPD will be incorporated into the Peace and Stabilisation Fund (PSF). This means that the inter-ministerial PSF Steering Group will have biannual discussions on targets, and priorities (missions, positions, etc.) of the DFPD. The aim is to ensure stronger synergies between the DFPD, the international advisors of the Danish

Police and other Danish peace and stabilisation engagements by involving the Ministry of Defense and Ministry of Justice in the strategic dialogue and priorities of the DFPD.

Generally, the DFPD prioritises geographic and thematic focus areas in line with Denmark's development, foreign and security policy priorities. In terms of geography this means that the main focus has been on Danish priority countries e.g. in the Sahel, Horn of Africa, Iraq, and Ukraine. The thematic focus areas are areas such as climate/security and women, peace and security. The priorities are continuously updated to the changing context.

Experience shows that the demand for timely civilian expertise continues to be high and the competencies required of the advisors are becoming increasingly complex. In addition, the competition among candidates proposed by the different countries has further enhanced the technical requirements and has subsequently led to a more comprehensive and meticulous recruitment process by the EU. Currently, the DFPD deploys advisors with technical expertise in a wide range of topics such as of rule of law, P/CVE, gender, climate/security and criminal investigation.

The deployment of DFPD advisors for crisis management missions follow four guiding priorities:

1. Consolidating the geographical focus of deployed DFPD advisors to politically prioritised countries and regions particularly in alignment with strategic direction given by the PSF Steering Group.
2. Aiming for secondments of advisors to strategically important positions in the civilian CSDP missions as well as other international organisations (UN, NATO etc.). These include leadership positions and positions focusing on gender, criminal investigation as well as positions that young DFPD advisors can use as a stepping stone to further their career in CSDP missions.
3. Continuing targeted gender-balanced recruitment (in 2022, the gender balance of DFPD deployments is 68 % men and 32 % women).
4. Bolstering synergies with other Danish engagements and lessons learned of DFPD advisors (deployment of experts with prior experience in missions, to missions/regions with Peace and Stability Fund programs etc.).

Similar guiding principles for deployments to election observation missions are being developed to ensure the alignment with Danish priorities. It is a general a priority for the DFPD to respond to open calls for election observation missions from the OSCE, the EU and The Carter Center and thereby contribute with election observers for as many elections as possible. The aim is to contribute to free and fair elections across the globe and thereby support credible and democratic governance structures, which is a prerequisite for sustainable peace.

A review will be carried out in 2025 with a view to assess efficiency and provide recommendations for possible adjustments, e.g. the efficiency of the deployment process, feedback from missions etc.

Coordination:

The DFPD is not the only Danish funded deployment mechanism for fragile contexts. There are other mechanisms within and outside the MFA (multilateral advisors, deployments through country programmes, the National Danish Police deployments etc.) that are administered separately. It is important that the DFPD coordinates efforts with the other deployment mechanisms to avoid competing for the same positions.

Instead, it is important to take into account positions with synergies between the DFPD and other relevant actors – country offices in the MFA, embassies, other deployment mechanisms etc. In recent years it is the experience that coordination between those actors has improved, mainly due to briefings with DFPD advisors before deployment, during the posting every six months and a debriefing after the posting.

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

The management and administration of the DFPD is currently organised as follows. The MFA holds the strategic and political responsibility, defines the overall objectives and direction of the deployments and ensures integration with Denmark's other peace and stabilisation engagements. A recruited administrator, supports the MFA in handling the practical implementation and administers the election observation roster; by handling the admission, training, logistics, interview-preparation and maintenance of the technical database in which the advisors are registered. However, the advisors are deployed through the MFA.

A continued focus on human resource management contributes to increase the relevance and efficiency of the DFPD. The selection and recruitment process is designed to attract, recruit, and deploy the relevant civilian advisors matching current policy priorities. However, as a small country with a limited pool of persons having the required professional competencies, a capacity gap remains; including of advisors who also master currently relevant languages such as French, Arabic and Russian. Against this background, efforts and means of the DFPD are directed towards enhancing the competences of the existing roster as well as to improve the learning cycle and draw on existing DFPD expertise to improve future engagements.

The emphasis on training and capacity building ensures the capacity to respond efficiently to the calls for contributions from the EU, OSCE, UN, and, in exceptional cases, NATO. This contributes to a more efficient overall use of resources and promotes greater coherence and synergy with other Danish stabilisation activities with the aim to have a greater impact of each deployment.

The contract with the current administrator will expire in February 2023. A new contract for administration of the DFPD for 2023-2027 will be procured through an international competitive tender during 2022. The new contract is expected to be signed in January 2023.

Budget:

The total commitment for the five-year period 2023-2027 amounts to DKK 150 million, which will be committed in annual instalments of DKK 30 million, subject to the approval of the Finance Act.

The funds will cover the costs for the new administrator for the daily management of the DFPD and costs for the deployment and training of about 160 civilian advisors and observers annually. This covers an annual average of 40 long-term deployment to civilian crisis management missions as well as an approximately 120 election observers (long and short term), depending on the number and requirements of EU, OSCE and Carter Center election observation missions.

The annual costs for the administrator for the daily management of the DFPD is currently 10.67 % of the total budget (the percentage was determined through the international tender in 2022) which amounts to approximately DKK 3.3 million annually. Of the remaining DKK 26.7 million annually, approximately DKK 3 million (10 % of the funds) will be prioritized for election observation missions and approximately DKK 23.7 million (79.33 % of the funds) will be prioritized for deployments to civilian crisis management missions.

Risk Management:

Administration

The DFPD is a tested mechanism and it has a proven track record during a number of years of implementation. The engagement is therefore considered to be of low risks at the administrative level.

Strategic Priorities

The strategic priorities and demand for specific competencies may change over time. It is a risk that the roster of Danish advisors does not match possible new demands and requirements set by the strategic priorities and the international community. Furthermore, the relatively low unemployment rate in Denmark might make it increasingly difficult to identify and attract the right candidates to high-risk posts. Furthermore, the deployments to EU-missions (1 year) as well as election observer missions (2-8 weeks) are short-term, which require a high level of flexibility of candidates due to the need to ask for leave of absence from their permanent employer, thus further limiting the group of candidates. Continued focus on training, strengthening of capacities and identification of new advisors are measures put in place to help mitigate these risks. It is, however, important to note that international organisations differ, both missions and in the recruitment process. An increased focus on UN secondments would thus require capacity building and expertise in UN missions, recruitment interviews etc.

High-risk environments

The Danish civilian competencies will often be deployed mainly to high-risk and unstable contexts. 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.

As a mitigating measure the MFA has worked together with risk management with the administrator to minimise and address risks. This includes proper training and preparation of the advisors, namely through mandatory First Aid Training, Hostile Environment Awareness Training (HEAT), and Conduct after Capture Training, and ensuring that the advisors are familiar with the environment they are to be deployed to through briefings conducted by the

receiving organisation or the MFA. The DFPD provides new HEAT courses or HEAT refresher courses to DFPD advisors holding HEAT courses older than five years.

Living and working conditions

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, much attention is given to ensure that threats in the areas of operation are limited as much as possible and that the mental health and the general well-being of seconded personnel is high.

For most high-risk postings, the MFA conducts an individual security assessment of the ability of receiving organisations to handle the security at the mission or posting. The deployment will be approved in accordance with MFA Instructions on the deployment of personnel on contract with the Danish MFA to difficult security locations. 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.

To increase well-being and job satisfaction of seconded advisors, the MFA has ongoing dialogue with relevant authorities, including the CPCC, voicing concerns over job satisfaction surveys with worryingly low results. In addition, the administrator has ongoing dialogue with MFA and the deployed advisors to ensure that the advisors receive help and relevant information (for example about whistle blower mechanisms) if necessary.

Risk Management Assessment Matrix

	Negligible	Minor	Moderate	Significant	Severe
Very likely			7		
Likely					
Possible		1, 4	2, 3, 6		
Unlikely					
Very unlikely			5		

Number	Risk
1	Risks regarding administration of the DFPD
2	Mismatch between roster and changing demands
3	Lack of candidates with the necessary skillset to match demands
4	Lack of high quality courses, interview-trainings etc. for secondments to other organisations than EU and OSCE
5	Lack of preparedness of the seconded personnel related to hardship living conditions
6	Living and/or working environment do not live up to MFA standards
7	Challenges in relation to security clearance of DFPD advisors

Annex 1 - Partners:

An international, multidisciplinary consultancy firm will be selected to administrate the DFPD. Other partners to the DFPD include the well-established organisations with mechanisms for receiving deployments to their international missions in fragile and conflict-affected areas, namely the EU, UN, OSCE, The Carter Center and NATO. The following missions have currently deployed DFPD advisors (as of 1st January 2023):

Missions:

- EUCAP Somalia, The European Union's Civilian Maritime Security Capacity Development Mission on Horn of Africa
- EUCAP Sahel Niger, The European Union's Civilian Capacity Development Mission in Niger
- EUCAP Sahel Mali, The European Union's Civilian Capacity Development Mission in Mali
- EUAM Ukraine, EU Advisory Mission for Civilian Sector Reform in Ukraine
- EUBAM Libya, The European Integrated Border Management Assistance Mission in Libya
- EUMM Georgia, the European Union Monitoring Mission in Georgia
- EUAM Iraq, the European Union's Advisory Mission in Iraq
- NMI, NATO Mission in Iraq
- Headquarters of the European External Action Service

In 2022 election observers from the DFPD were deployed to EU's Election Observation Missions and OSCE/ODIHR missions in the following countries: Bosnia and Herzegovina, Colombia, Hungary, Kazakhstan, Kenya, Lesotho, Sao Tomé and Príncipe, Serbia and Timor-Leste.

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 and it is a priority that Denmark delivers 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 peacebuilding with a stronger focus on justice, rule of law, governance and state building. The EU puts emphasis on a comprehensive approach to capacity building through civilian missions.

Likewise, the UN is 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. This aligns with Denmark's support to the UN Peacebuilding Support

Office, upcoming UN Peacebuilding Commission membership (2023-2024) and UN Security Council-candidature for a non-permanent seat (2025-2026).

NATO, while remaining oriented towards military defence, has also developed a focus on civil/military cooperation that in exceptional cases is eligible to ODA-funding. The OSCE has also proved willing to establish civilian missions with deployments to monitor conflict areas with the establishment of the Special Monitoring Mission in Ukraine.

These developments 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 DFPD works to contribute to promote peace and stability in hotspots and fragile areas around the world. The DFPD 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 – List of additional relevant documentation (available in Danish):

- <http://fsb.niras.dk/om-fsb.aspx>
- <http://um.dk/da/udenrigspolitik/sikkerhedspolitik/freds--og-stabiliseringsberedskabet/>