

MINISTRY OF FOREIGN AFFAIRS
MINISTRY OF DEFENCE
MINISTRY OF JUSTICE



**DENMARK'S INTEGRATED
STABILISATION ENGAGEMENT
IN FRAGILE AND CONFLICT-AFFECTED
AREAS OF THE WORLD**

Cover photos, left to right:

Touareg, Sahel, West Africa, 2003. Photo by Jørgen Schytte

Afghan school children, Kabul, Afghanistan, 2007. Photo by Franz-Michael Skjold Mellbin

Young woman, Berbera, Somaliland, 2011. Photo by Tania Schimmell

Back photo:

Danish C-130 transport aircraft and French soldiers, Timbuktu, Mali, 2013. Photo by Frederik Siemssen

PREFACE

A PRIORITY IN THE INTERNATIONAL ENGAGEMENT

With a strong tradition of international engagement and cooperation, Denmark contributes actively to the promotion of a more peaceful and just world. Danish security policy is based on Denmark's aspiration to play an active role in managing global security challenges. Similarly, our development approach combines protecting human rights and promoting justice in the fight against poverty. We know from experience that we can only protect ourselves and our security through international engagement and cooperation.

Fragile and conflict-affected states constitute one of the greatest global challenges to peace and security. In order to achieve significant and sustainable results in preventing genocide, humanitarian disasters, refugee flows, piracy and terrorist attacks, we must develop our tools and the way we work to be able to contribute swiftly to the stabilisation of a given situation. We must also be prepared to take the necessary risks as we encounter these complicated challenges.

Stabilisation efforts in fragile states are important for development and security. Denmark, working together with other international partners, can make a difference by supporting the economic development of the world's poorest countries, providing preparedness and capacity to prevent crises from developing,

contributing to international peace-support efforts, and by deploying Danish civilian experts to the world's conflict areas.

Stabilisation efforts typically involve the combination of a variety of instruments with diplomatic, development assistance and military engagement being particularly important. We aim to achieve better interaction between the relevant civilian and military instruments, as well as strengthening the coherence of the civilian instruments. To have the best possible effect, a coordinated application of the various instruments is essential – and requires a keen eye for the dilemmas that will inevitably arise. The Danish Government wants to strengthen the integration of Denmark's diplomatic efforts, development initiatives and military instruments as we work to stabilise fragile and conflict-affected states.

In recent years, Denmark has gained valuable experience in applying an integrated approach through our participation in significant international stabilisation efforts. From Afghanistan over the Horn of Africa to the Sahel, various combinations of development, military and political engagements have been an essential element of the overall Danish contribution. The individual instruments have not been applied in isolation.

The Danish Government attaches great importance to preventive action. It is the Government's vision to strengthen the international response so as to prevent situations developing into a threat to stability, rather than having to take action after a conflict has erupted. We will pursue an active and responsible security policy, allowing us to address the causes, rather than treat the symptoms, of conflict.

It is not a question of *whether* we are to engage in stabilisation efforts, but of *where* and *how* Denmark is to engage in the future. This will always depend on a balancing of needs as well as on what benefits Denmark's interests, the international community, and Denmark's voice therein. When we engage, it will take the form of contributions to overall international efforts and be applied in close cooperation with our international partners.

The point of departure is continuity in accordance with existing Danish policies, with greater emphasis on preventive efforts. One of the four priorities of the Danish development policy is to support stability and protection in fragile states and areas. Similarly, the Danish Defence Agreement 2013-2017 emphasises *integrated* stabilisation efforts: military engagements, including peace-support operations, military capacity building,

and Danish Home Guard volunteers are elements of Denmark's overall contribution to stabilisation. Contributions are made by civilian personnel posted abroad, such as diplomats, civilian experts, police officers, and volunteers from the Danish Emergency Services. Civil society organisations are also an important and active contributor to the Danish stabilisation effort with solid knowledge and experience gained from their many activities in fragile states. The Danish Government prioritises an open dialogue with civil society and we should keep in mind that the Danish business community will be able to contribute with sought-after competencies.

From the prevention of extremism to the fight against piracy off the Horn of Africa and peacebuilding in fragile and conflict-affected states such as Afghanistan, South Sudan, Somalia and Libya, Denmark has an interest and a responsibility to engage. Many challenges remain and we shall continue to improve our contribution to international peace and security by learning from our previous international stabilisation engagements. In that way we are likely to foster an increasingly valuable and significant Danish contribution to international peace and security.

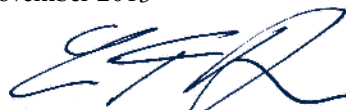
Copenhagen, November 2013



The Minister for Foreign Affairs



The Minister of Defence



The Minister for Development Cooperation



The Minister for Justice

EXECUTIVE SUMMARY

WORKING JOINTLY FOR PEACE AND STABILITY

The stabilisation of fragile and conflict-affected states is a crucial challenge in the 21st century. This is reflected in significant Danish engagements in recent years, such as Somalia, Mali, Syria and Afghanistan. Fragile states are challenged in terms of capacity or determination to provide the basic functions that constitute the necessary foundation for development and security. This may have huge consequences in the form of extreme poverty, refugee flows, safe havens for terrorists, and economic crime.

Integrated stabilisation efforts lying at the nexus between security and development are a special priority in Danish foreign policy. Denmark has many different capacities at its disposal for stabilisation efforts, including diplomacy, development cooperation, military and police contributions. An integrated approach is applied at many different levels – strategically and operationally.

In order to strengthen the coherence and impact of Denmark's efforts abroad, the Danish Government has prepared this overarching policy for Denmark's integrated stabilisation efforts. The policy brings together specific lessons learned from the field

and presents guidelines for Denmark's future stabilisation efforts.

To support the joint stabilisation efforts, a Peace and Stabilisation Fund has been established. Development assistance accounts for half of the Fund's resources. The Fund is administered jointly by the Prime Minister's Office, the Ministry of Foreign Affairs, the Ministry of Defence, and the Ministry of Justice. The Fund makes it possible to react swiftly and flexibly in crisis situations.

The past decade has provided a number of lessons that can help to strengthen Denmark's approach to stabilisation:

- Stabilisation efforts need to be based on a thorough understanding of the causes of conflict. Without insight into local and regional political dynamics and priorities, it will be difficult to provide sustainable results. This underlines the need for local dialogue and ownership – and a focused Danish presence.

- A shared understanding of the task at hand must be ensured among the implementing actors. This implies early involvement and joint training across civilian, military, and development policy divisions.
- Capacity and institution-building must be key elements in the Danish effort. This contributes to preventing conflicts and, consequently, to more long-term stability.
- Innovation and willingness to take risks are crucial to stabilisation. Stabilisation efforts often take place in very fragile states, which means that they will involve a certain level of risk whether operational, fiduciary, reputational or security-related. Hence, it is necessary to think along new lines in order to achieve results.
- Denmark must take into account the human rights situation in the individual countries. Stabilisation efforts should include clear imprints in terms of, i.a. education and training in human rights and international humanitarian law.
- Danish efforts must be part of an international framework, including the UN, the EU and NATO. Denmark is a small country and it can achieve greater results through regional, international, and multilateral cooperation than it can bilaterally.
- There is a need for aligning expectations on an ongoing basis, both at home and abroad. Development in fragile and conflict-affected states does not improve from one day to the next. These are generally long haul efforts, which require realism and patience.
- There is a need for continuously monitoring and evaluating the results of the Danish stabilisation efforts. This may contribute to ensuring that efforts work and that resources are used effectively.

Creating peace and stability in fragile and conflict-affected states continues to present many challenges although learning from past experiences will help make the Danish contribution even better. The Danish Government's stabilisation policy aims to ensure the greatest possible cohesion and, more importantly, impact in the countries it engages in.



Afghan girl, Feyzabad, Afghanistan, 2008. Photo by Franz-Michael Skjold Mellbin

CONTENTS

A PRIORITY IN THE INTERNATIONAL ENGAGEMENT	1	LESSONS LEARNED TO STRENGTHEN DENMARK'S FUTURE INTEGRATED EFFORTS	30
WORKING JOINTLY FOR PEACE AND STABILITY	3	Engagement must be based on a thorough understanding of the drivers of conflict	31
HOW TO WORK WITH INTEGRATED STABILISATION EFFORTS?	7	A common understanding of the task and joint training	32
Integrated stabilisation efforts – a foreign policy priority	9	Capacity and institution-building are key to long-term stability	35
Preventive security is the path to lasting stability	12	Calculated risk appetite and ongoing development of contributions	36
The Danish Whole-of-Government Structure today	14	Promotion of human rights	39
Danish stabilisation capacities for international engagements	16	Working multilaterally and regionally	40
The Peace and Stabilisation Fund	23	Align expectations at home and abroad	42
Integrated approach internationally	25	Ongoing learning and results measurement	43
		STRENGTHENED EFFORTS IN THE FUTURE – CONCLUSIONS	45

1.

HOW TO WORK WITH **INTEGRATED** STABILISATION EFFORTS?

WHY ARE STABILISATION ENGAGEMENTS IMPORTANT? – THE CONSEQUENCES OF INSTABILITY

It is a typical feature of well-functioning and stable states that they have robust systems and mechanisms that are capable of preventing and managing conflicts with peaceful means. It implies that the population has considerable trust in the state and the legitimacy and capacity of existing institutions. Fragile states and societies are characterised by insufficient capacity or determination to provide the basic functions that are necessary in order to foster development and security, and to protect the population's fundamental human rights.

More than a third of the world's poorest people live in fragile states or conflict-affected areas. In many countries, fragility and armed conflict imply huge costs for the local population, the surrounding region, and the international community. The consequences are humanitarian, economic, and security-related, reducing the opportunities of national development and growth in the long term. While the number of people living on less than

USD 1.25 a day has declined globally, this trend does not apply to fragile states. Forecasts from the World Bank and the OECD predict that half the world's poorest people will live in fragile states by 2015. The decline in global poverty has not included the populations in fragile states. Poverty reduction is, however, not the only area where fragile states lag behind. When it comes to the UN Millennium Development Goals, fragile states perform drastically poorer than other developing countries.

The most serious international consequences include severe refugee flows, movements of armed groups and weapons across national borders, and the disruption of important trade and supply routes. In extreme cases, fragile states become safe havens for terrorists who launch their attacks on surrounding countries and the international community.

AFGHANISTAN: THE MOST COMPREHENSIVE INTEGRATED EFFORT – SO FAR

The intervention in Afghanistan is an example of how Denmark has applied an integrated approach to a complicated stabilisation effort and made use of the entire array of instruments. The engagement has moved from a coordinated effort made up of civilian and military instruments to joint planning and mutually supportive activities in geographical areas, where it has made sense. The integrated approach has been particularly relevant due to the many different Danish instruments involved. In Afghanistan, Denmark has been present politically, militarily, and financially with:

- Diplomats, technical assistants, and a defence attaché at the Danish Embassy in Kabul.
- Up to 750 troops, including combat and transport aircraft, infantry, tanks, special operations forces, and other military contributions.
- Police deployed to the European Union Police Mission to Afghanistan, EUPOL, and bilaterally as mentors in Helmand.
- Economic assistance for reconstruction and development, as well as funds to relieve the protracted humanitarian crisis, including the reintegration of returning refugees. As of 2013, Afghanistan is the single largest recipient of Danish development assistance.

The integrated approach has been applied at all levels: political, strategic, and tactical. The broad political coalition behind the Danish Defence Agreement has involved the political parties' spokesmen for foreign affairs, defence, and development cooperation. The integrated approach was initially reflected in the proposals for Parliamentary resolution regarding the military effort adopted by the Folketing (Danish Parliament). In these, the civilian effort was described as part of the basis for resolution. The civilian engagement was also described in detail in the Danish development strategy for Afghanistan. With a view to further strengthening the integrated approach, the first inter-ministerial strategy for Denmark's joint efforts in Afghanistan was adopted in 2008. At the strategic level, there has been close contact between staff in the Ministry of Foreign Affairs and the Ministry of Defence as well as their subordinate authorities. At the level of Deputy Permanent Secretary, a Task Force was set up with several monthly meetings. At the tactical level in Afghanistan, civilian stabilisation advisers were attached to the PRT's (Provincial Reconstruction Teams) in Badakhshan and the Helmand Province, respectively, where the majority of the Danish soldiers were deployed. There has been close cooperation between the Danish military unit and civilian stabilisation advisers, i.a. on collecting relevant information and initiating reconstruction projects. This has contributed to creating coherence between the civilian and military efforts.

Not only the surrounding region suffers from the consequences of armed conflict and fragility. Large groups of migrants may travel far away from the affected regions, including to Denmark and other European countries. Furthermore, international criminal networks use the most fragile parts of the globe as transit countries and safe havens. Similarly, terrorist organisations may exploit the absence of law and order and the presence of large groups of young people without employment or hope of a better future. The same applies to the piracy activity taking place from bases in, e.g. Somalia's most unstable regions, which has huge implications for Danish and international trade.

Hence, Denmark must engage in stabilisation efforts in fragile and conflict-affected countries. Danish engagement will always depend on a balancing of specific needs as well as what benefits Denmark's interests, the world community, and Denmark's international voice therein. Where Denmark's direct political and economic interests are at stake, Denmark must take action. It is essential that Danish engagement benefits a world community characterised by law and order, stability, and development. International law and the legitimacy this lends to an intervention will benefit a small country like Denmark. Lastly, stabilisation efforts are likely to contribute to giving Denmark more "clout" internationally and, indeed, a greater opportunity to influence events.

INTEGRATED STABILISATION EFFORTS – A FOREIGN POLICY PRIORITY

This policy paper focuses on the integrated stabilisation efforts lying at the nexus between security and development in fragile and conflict-affected countries. The aim of the paper is to establish a common framework and concept clarification for the various partners involved in stabilisation efforts. At the same time, it presents benchmarks for Denmark's continued engagement in integrated stabilisation efforts. The paper describes Denmark's present position and how Denmark has been involved in integrated stabilisation efforts in recent years. Furthermore, the paper gives a summary of some of the most important lessons learned by Denmark in this field.

Since the turn of the millennium, the integrated approach has been considered a key tool for stabilisation. The *objective* is stable countries that are conflict resilient, which is crucial to successfully fighting poverty, vulnerability, insufficient security, and violations of human rights. An integrated approach is one of the *approaches* used to make the different efforts and instruments interact, support and reinforce each other with a view to reaching the long-term objective. The integrated approach implies that relevant partners work on the basis of a shared analysis of a given challenge and subsequently assess which instruments are most expedient in order to attain the agreed targets. An integrated approach is not based on a fixed formula and does not imply that all instruments are put to use in all situations. An integrated approach is useful both at the strategic and tactical levels, and it contributes to optimising the effect of diplomatic efforts, development assistance, and military tools.



Livestock market in Hargeisa, Somaliland, 2010. Photo by Tania Schimmell

WHAT IS AN INTEGRATED APPROACH TO STABILISATION EFFORTS – AND WHAT IS IT *NOT*?

An integrated approach (sometimes referred to as “comprehensive approach”) is an approach where all authorities or parts of an organisation (e.g. the UN) involved in a given stabilisation effort work together towards a commonly defined stabilisation goal. This encompasses collaboration on planning, implementation, and lesson learning regarding political, development, and security-related efforts. An integrated stabilisation effort may take place before, during, and after a conflict. Integrated stabilisation efforts may well be applied without any military element. The military tool is only one of many that may be used in a given situation.

As an integrated approach typically encompasses security-related efforts, the approach is not immediately compatible with humanitarian assistance in operational terms. If humanitarian actors are perceived as biased, i.e. supportive of a specific party to a conflict, it will affect their capacity to provide effective protection and assistance to those in distress that are not affiliated with this party. At the same time, there is a risk that the assistance might in fact contribute to the drivers of the conflict. Consequently, the assistance risks doing more harm than good. Hence, Danish humanitarian assistance rests squarely on humanitarian principles which underline, i.a. that complete neutrality and independence are preconditions for

being able to reach all groups in need of help. It is, however, also important to bear in mind that even if humanitarian assistance efforts are not directly integrated with other Danish efforts, there will be situations where they take place concurrently. Often they will be mutually dependent to a certain extent – humanitarian actors, for example, build up resilience to resist the impact of crises and conflict, and the police and military may contribute to fostering security, which also benefits humanitarian actors. In these cases, there may be a risk that the two efforts – in spite of being separate – will be perceived as connected. This may result in more insecurity for the humanitarian organisations and limit the humanitarian space. Therefore, Denmark works for the best possible interaction – but not confusion – of the efforts.

The integrated approach is often mistakenly confused with *civil-military cooperation* (CIMIC). However, CIMIC is a tool used to support the operational military work and may constitute a sub-element in the overall effort. An example of this is when, in the local community, alliances are established through dialogue and small projects to protect own troops’ freedom of movement.

At the strategic level, an integrated approach takes form of, e.g. the drafting of common strategies for engagements in specific countries or ongoing cooperation between partners in fora such as the Danish Inter-ministerial Whole-of-Government Stabilisation Committee. At the tactical level, an integrated approach may take the form of specific cooperation between civilian advisers and military personnel in connection with Denmark's other activities in a given country or region, e.g. in Afghanistan, Pakistan, and East Africa.

An integrated approach will typically imply a dynamic process taking place during the planning as well as the implementation of an engagement. Integrated efforts use different instruments as the conditions of the specific situation change. One of the objectives of an integrated approach is to ensure that all relevant partners have the opportunity to identify and clarify common goals and means when drafting common strategies, concepts, and programmes. This is, i.a. the lessons learned from the counter-piracy effort off the Horn of Africa and from drafting plans for engagement in Afghanistan, most recently the Afghanistan Plan 2013-2014. Occasionally, individual instruments will, however, be integrated on an ongoing basis, concurrently with developments. One example of this is the recent Danish involvement in Libya where the military was put to use at short notice whereas Denmark's other efforts – given development on the ground – were initiated subsequently as part of an overall strategy for Denmark's engagement in Libya.

At the beginning of the 21st century, the integrated approach in a Danish and international context is evidenced by the establishment of structures and processes (e.g. inter-ministerial coordination and country task forces) as well as institutional

implementation of this form of integrated efforts. Benefiting from this early experience, a Whole-of-Government Stabilisation Committee was established as well as a Peace and Stabilisation Fund and a Peace and Stabilisation Civilian Capacity Response. These institutional developments sought to support Danish civilian and military contributions and coordinate the array of diplomatic, military, development policy, and other civilian (police and emergency management) tools that may be included in an integrated stabilisation effort.

PREVENTIVE SECURITY IS THE PATH TO LASTING STABILITY

Danish and international experience show that preventive security assistance is expedient in fragile states as a supplement to the general development cooperation. This ensures that drivers of conflict to the greatest extent possible are managed before they erupt into unmanageable open, violent conflict, reducing the humanitarian and economic costs of a potential conflict. Better conditions are created for local ownership and more sustainable development opportunities in the long term. Accordingly, contributing to preventive action supports both humanitarian considerations, and development and security policy priorities.

Preventive security implies broader and more context-orientated engagements. The key to long-term stability is to address the underlying drivers of conflict. Some of the elements that may contribute to conflict are inequality, poverty, and ethnic and cultural differences. A substantial part of Danish develop-

ment assistance specifically targets these factors, enabling a preventive and stabilising effect. Preventive action may also be of a military nature. Through long-term capacity building of recipient countries' military structures and capabilities, the Danish Armed Forces can contribute to enabling fragile states to manage their own security to a greater extent. This may be achieved through Justice and Security Sector Reform, a comprehensive approach to building up of a country's security institutions. Justice and Security Sector Reform is a matter of developing the country's judicial institutions, police force, prison service, coast-guard, border control, defence etc., as well as the necessary democratic control of these. This approach has been applied in, e.g. East Africa and in Afghanistan. Here, the build-up of military structures and capabilities has contributed to the present situation where national security forces have practically taken over the tasks from the international forces. Also, the Danish support for the development of the Baltic countries' security structures after the countries gained independence may be seen in this light. In many post-conflict situations, the engagement must relate to informal structures that greatly influence order and security locally. These include i.a. traditional mediators, village patrols, and local militias/guards. Each case necessitates careful consideration and analysis of how Denmark and the international community can work pragmatically and realistically with local partners – and with respect for democratic principles and human rights.

We do not know *when* the next conflict arises. However, there is robust knowledge about *where* conflicts may erupt and what the potential consequences will be. Obviously, Denmark cannot be engaged in all countries throughout the world.

AFRICAN SOLUTIONS TO AFRICAN CHALLENGES

Since 2007, East African countries with the support of i.a. Denmark and the other Nordic countries have developed the Eastern Africa Standby Force (EASF), whose objective is to contribute to conflict prevention and resolution – primarily in the region. Cooperation within the framework of the EASF comprises training and education of military personnel as well as civilians and police forces, joint exercises, and a fixed meeting schedule for the military leadership and the region's defence ministers. The ambition is to establish, by 2015, a 5,000 strong EASF force comprising robust military forces, a police component, and civilian experts. In addition to the visible results obtained, the EASF contributes to building networks and trust across the East African countries' security structures. The EASF has improved cooperation among the contributing countries, enabling African forces to provide security in Somalia today – and to be prepared for other potential conflicts in the future.

We need to prepare in the best possible manner by being present in selected priority countries, where Denmark can make a difference. This requires focused action, contributing to addressing the drivers of potential conflict as well as ensuring the right capabilities are available to the international community if a conflict were to arise.

THE DANISH WHOLE-OF-GOVERNMENT STRUCTURE TODAY

Following the adoption of the Defence Agreement 2004, an inter-ministerial Whole-of-Government Structure was set up to ensure better coordination across government agencies, and in 2010 a Whole-of-Government Stabilisation Committee was established comprising deputy permanent secretaries from the Ministry of Foreign Affairs, the Ministry of Defence, the Prime Minister's Office, and the Ministry of Justice. The Stabilisation Committee is a forum for strategic and operational decision-making. It is authorised to administer the resources of the Danish Peace and Stabilisation Fund. The Committee members meet regularly. In addition, geographical and professional task forces are established on a needs basis, including a counter-piracy task force and an Afghanistan task force. A small inter-ministerial secretariat was established in 2009: The Whole-of-Government Stabilisation Secretariat which provides assistance in terms of coordination and collaboration on an inter-ministerial basis. It is also responsible for policy development concerning fragile states and stabilisation, for overall administration of the Peace and Stabilisation Fund's activities, as well as for strengthening civilian capacity and lesson learning in the field of stabilisation.

The Whole-of-Government structure constitutes the institutional, strategic organisation of the Danish integrated stabilisation engagement. However, as evident from this policy paper, an integrated approach is applied at many other levels and directly between various actors without involving the formal Whole-of-Government Structure.



Puntland Special Protection Force, Garowe, Somalia.

Photo by Tania Schimmell

MALI: AN INTEGRATED STABILISATION CONTRIBUTION

The Danish engagement in Mali is a good example of an integrated Danish stabilisation effort, where a variety of tools were used in a flexible manner for the purpose of responding to both short-term and long-term challenges. As the crisis in Mali developed, it became clear at an early stage that an integrated effort was needed to address the various causes of the crisis, from poverty and inequality to insufficient security and radicalisation.

The Danish Government allocated a total of DKK 125 million for the period 2013-2017 through its Peace and Stabilisation Fund to the “Sahel Initiative”. This comprises support for peace and reconciliation, anti-radicalisation, and security efforts in Mali and the broader Sahel Region. At the same time, other streams of development assistance have made it possible to launch regional and local mediation and conflict resolution initiatives.

In the course of autumn 2012, the threat increased from the Al-Qaeda in the Islamic Maghreb (AQIM), after the movement had assumed control of large parts of northern Mali. In January 2013, President Traoré of Mali requested assistance from the international community under UN Security Council Resolution 2085. In January 2013, France decided to accommodate the Malian request for support. Four days later, a broad majority in the Danish Parliament (Folketinget) approved a Danish military contribution to the French led international military engagement, to support peace, stability, and civilian protection. Denmark provided a transport aircraft. This is illustrative of how a focused Danish contribution can provide an operational added-value.

Furthermore, in March 2013 the Danish Government contributed through the Peace and Stabilisation Fund to the

African-led International Support Mission to Mali (AFISMA). The purpose of AFISMA was to contribute to the capacity building of Malian security forces and to support Malian authorities’ effort to regain control of the areas in northern Mali. AFISMA transferred its authority to the UN Multidimensional Integrated Stabilisation mission in Mali (MINUSMA) on July 1, 2013.

Contributions to Mali and the region are integrated with Denmark’s other engagements in the region. This includes Denmark’s long-term development assistance to Mali, Niger, and Burkina Faso, the peace and stabilisation efforts in Niger and Libya, such as Danish contributions to EU Crisis Management, as well as Danish civilian and military support for the build-up of the African Peace and Security Architecture through the African Union and the Economic Community of West African States.

Developments in the humanitarian situation are monitored closely and in 2013 the Danish Government contributed to humanitarian efforts in the region with DKK 10 million in support of the World Food Programme as well as another DKK 10 million to the International Committee of the Red Cross. Furthermore, Denmark has provided DKK 100 million to the UN Central Emergency Response Fund, which allocates funding for acute emergencies or mounting crises. In early 2013 alone, more than DKK 100 million has been allocated to humanitarian assistance.

Lastly, a reference group has been established with representatives of Danish NGOs, researchers and journalists, with the purpose of ensuring an open dialogue and lessons-learned sharing regarding developments in Mali.

DANISH STABILISATION CAPACITIES FOR INTERNATIONAL ENGAGEMENTS

Denmark operates a variety of diplomatic, development policy, civilian (including police), and military capacities that can contribute to international stabilisation efforts:

DIPLOMACY

Active political engagement is a cornerstone of Denmark's international presence. Through many years' presence in partner countries and in international organisations, Danish diplomats have established relations and networks that can be of key importance when conflicts are building up. Through these relations and networks, diplomacy contributes to an understanding of drivers of crises and different societies' grievances.

By means of diplomacy Denmark seeks to positively influence developments in partner countries. Likewise, Danish priority agendas are promoted in international organisations, in order to mobilise international consensus when action is needed, to contribute internationally to providing solutions to crises. The best, if not the only, way to manage and solve conflicts is through negotiation and political settlements between the parties involved. In such situations, representatives of the international community can contribute to establishing dialogue and assume roles that, given the right time, can be conducive to reconciliation. Mediation efforts of this nature are often based on trust and understanding developed during a long-term presence.

DANISH DIPLOMACY HAS IMPROVED THE LEGAL FRAMEWORK FOR COUNTER-PIRACY EFFORTS

An example of how a Danish diplomatic effort has made a difference is the Danish engagement in the Contact Group on Piracy off the Coast of Somalia (CGPCS), where Denmark as chair of the judicial working group has been instrumental in supporting the establishment of the legal framework for prosecuting pirates. Danish diplomats have chaired the negotiations of a number of agreements regarding the transfer of convicted pirates to prisons in Somalia and have ensured the conduct of judicial proceedings. This effort is backed by a stabilisation programme for the region, which supports the build-up of the region's justice sectors by way of prison building, legislation, training of prison personnel as well as the education of judges, defence attorneys, and prosecution authorities.

The Danish Government prioritises diplomatic efforts to promote international cooperation on Responsibility to Protect (R2P). R2P is concerned with states' collective responsibility for protecting civilian populations from genocide, ethnic cleansing, crimes against humanity, and war crimes. Similarly, Denmark prioritises international cooperation aimed at ensuring that individual countries take responsibility for and become better at prosecuting these types of crime (Positive Complementarity).

DEVELOPMENT COOPERATION

Denmark has a broad development assistance engagement and is perceived as a strong development partner as well as a credible development policy promoter. This yields Denmark's leverage, prestige and opportunities to promote the aims and objectives of the strategy for Denmark's development cooperation, "The Right to a Better Life". The strategy draws on the coherence between several different policy areas and it provides a solid foundation for a poverty-orientated development policy with a focus on human rights, democracy, green growth, employment, and sustainable development.

Within the overall, poverty-orientated development assistance, significant support is aimed at conflict prevention and the promotion of stable and inclusive societies. Among its priority areas, Danish development assistance focusses on stability and protection. This includes the build-up and reconstruction of vital societal institutions, the creation of growth and employment and, more generally, the establishment of the best framework for citizens' inclusion and participation in political life, to foster citizens' trust in the state. For example, surveys conducted in Afghanistan show that job creation and economic



Democratisation in Zimbabwe: Hearing in Magistrates Court in Murewa, 2011. Photo by DANIDA

“NEW DEAL” FOR THE INTERNATIONAL ENGAGEMENT IN FRAGILE STATES

Denmark works actively towards implementing the global agreement, *New Deal for Engagement in Fragile States*. New Deal aims at ensuring that international efforts for peace, stability, and development in fragile and conflict-affected states become more effective and rest on local ownership. Denmark is particularly involved in the New Deal process in Somalia, South Sudan, and Afghanistan. Together with East Timor's Finance Minister, the Danish Minister for Development Cooperation co-chairs *the International Dialogue on Peacebuilding and Statebuilding*, which includes donor countries from the OECD and the fragile states' organisation, **G7+**. In this context, Denmark plays an important role in the work towards strengthening the dialogue between national partners, donors, other development partners, multilateral organisations, and civil society. The goal is to promote integrated international efforts based on specific **Peace- and Statebuilding goals**, directed specifically at the stabilisation of fragile situations. The G7+ have defined the following five goals, which set out focus areas for providing assistance to countries characterised by fragility and conflict.

These five goals are:

1. Legitimate politics – Foster inclusive political settlements and conflict resolution.
2. Security – Establish and strengthen people's security.
3. Justice – Address injustices and increase people's access to justice.
4. Economic foundations – Generate employment and improve livelihoods.
5. Revenues and services – Manage revenue and build capacity for accountable and fair service delivery.

The Danish effort as co-chair of the International Dialogue reflects the Danish Government's prioritisation of ensuring the best possible international framework for providing effective development assistance to fragile states and situations. Following these principles, bilateral development assistance of 1.3 billion DKK was allocated to fragile states in the 2013 Finance and Appropriation Act.

development are top priorities. In this respect, the international community's shared contribution may help to promote stability and long-term development.

Danish development cooperation attaches much importance to local ownership and to supporting broad and inclusive participation in development processes. A decisive contribution is made through the comprehensive Danish support to civil society. Often, international and national civil society organisations are necessary interim providers of basic services to ensure that social services reach the population in local areas if the state is absent and security conditions are challenging. Civil society cooperation at local level also contributes to ensuring the right balance between Danish efforts in fragile states, contributing to promoting human rights, strengthening access to political decision-making, as well as enhancing democratic control of public authorities, including the security structures.

The International Dialogue on Peacebuilding and Statebuilding stands as a strong political initiative undertaken by the affected states themselves.

In the future, the aim of the overall Danish engagement in a conflict-affected or fragile state as well as ensuring coherence between the various Danish contributions within an international framework will be outlined in Country Policy Papers for Denmark's priority countries. In countries where it is relevant, integrated efforts will enter as part of the total engagement.

Together with diplomatic efforts, the development assistance may often be a key instrument which is used in a given stabilisation effort.

MILITARY CAPACITIES

The creation of basic physical security is a fundamental element of many stabilisation efforts and will most often include military tools. In the military field, Denmark has a broad array of land, air, and sea capabilities that can conduct traditional military operations as well as contribute to building effective security institutions. Military operations of benefit to a stabilisation effort may be peacekeeping operations under the auspices of the UN, but can also include peacemaking and "hot" operations such as the NATO-led operation in Libya, the counter-piracy efforts off the Horn of Africa, and the overall effort in Afghanistan.

Military capacity building is a catch-all term, referring to the activities that are best undertaken with military means to help empower the partner to respond to their own security challenges. Building security forces may take place through, e.g. advising on institution-building and training, mentoring and education of decision-makers, military leaders and military units. It does not imply that the military assumes the tasks of civilian actors.

Military capacity building may take place during a conflict and can also be used preventively. The Danish Armed Forces have, e.g. contributed special operations forces to military capacity building in Afghanistan as part of the Afghani assumption of security control. The Danish Armed Forces also contribute to the build-up of military capacities in countries where no Danish force contributions are deployed. In East Africa, assistance is provided for the build-up of Kenyan coastguard capacity and the Eastern Africa Standby Force (EASF) to ensure long-term stability in the region. Since the conflicts in the



Kenyan Naval Officer, Mombasa, Danish-Kenyan naval cooperation, 2011.
Photo by Tania Schimmell

Balkans in the 1990s, the Danish Armed Forces have also maintained security cooperation with the countries in the region, contributing to long-term positive developments for the region's security institutions. Adding to this, the Danish Home Guard has capacities that may be used in stabilisation efforts. The Danish Home Guard has been assigned operational tasks as guards, and has participated in the training and education of security forces.

Furthermore, military capacities may be deployed where civilian actors request support due to lack of physical access or due to a severe security situation. The objective of military support for civilian reconstruction is to assist the launch of civilian reconstruction activities at the earliest possible stage. Such military support allows, at the country's request, to help (re)establish the basic societal structures necessary for achieving stability. In exceptional cases, the Danish Armed Forces provide assistance to humanitarian relief efforts, e.g. support to the transport of personnel and material. This was, e.g. the case with the earthquake and flooding in Pakistan in 2005 and 2010, respectively. Another example was the military escort of the UN World Food Programme vessels to Somalia in 2007-2008, which was necessary in order to prevent a humanitarian disaster. The use of Danish military capacity in humanitarian efforts will be based on international agreements, such as Military and Civil Defence Assets (MCDA) guidelines.

THE CONTRIBUTION OF MILITARY OPERATIONS TO STABILISATION

Military efforts may constitute an important contribution to stabilisation. Context is crucial as well as the overall aims and objective of the support. The Danish Armed Forces may in principle contribute military capacity building within all the tasks that the Danish Armed Forces perform at home and in international operations. The Danish Armed Forces are trained and educated to undertake the entire spectrum of operations from military capacity building in times of peace through peace-support operations to large and high-intensive combat operations. Even if peace-support and peace-enforcement operations are those most often connected with stabilisation, the entire spectrum of operations may have a stabilising effect as elements of a comprehensive political strategy. Contributions by the Danish Armed Forces to stabilisation may take place before, during, and after armed conflict. When military contributions are included in stabilisation efforts, human lives are often at stake, and it is therefore extremely important to ensure shared expectations and a shared understanding of the risks involved.

POLICE CAPACITIES

There is an increasing need for police presence in crisis management operations, and both the UN and the EU attach increasing importance to police deployments. Denmark can contribute up to 75 annual secondments of police officers to international missions. Danish police have participated in peace-support operations for many years. In recent years, Danish police officers have primarily been deployed through the EU to, e.g. Kosovo and Afghanistan. In the future, greater importance will be attached to the needs of priority countries in Africa. The deployed police officers work as leaders and trainers, passing on high Danish standards for police work and in that way contribute to modernising law enforcement in fragile states.

CIVILIAN CAPACITY

Increased international and Danish focus on fragile states has resulted in a greater need for civilian experts that may be sent abroad at short notice, a so-called civilian capacity. This includes civilian experts who may be posted as advisers to conflict zones and unstable areas. This applies in particular to the early post-conflict recovery phase in case of limited local capacity and when major risks of recurring conflict exist. It is important in these situations to be able to react swiftly to maintain security, build trust in political processes, strengthen national capacity, and create the foundation for lasting peace. Initiatives in the justice sector (Rule of Law) are also critical in stabilisation efforts. Denmark can contribute by supporting multilateral efforts financially or by making own capacities available.

It is important that Danish efforts target areas where the greatest possible effect can be expected. For a number of years, Denmark has learned lessons from engagement in fragile states. Lessons learned from, among others, Afghanistan, Liberia and South Sudan show that competent Danes in international missions can play an important role in terms of stabilisation, conflict prevention and peacebuilding. Many of the civilian capacities and the deployment of these are coordinated by the Danish Peace and Stabilisation Response (previously, International Humanitarian Response). Here, personnel have been deployed to cover areas such as integrated management and planning, security and justice sector reform, and local capacity building.

Civilian experts can play decisive roles in fostering cooperation, partnerships, and achieving results. An example of this has been the posting of civilian experts to the Afghan Ministry of Education, where they have provided guidance on the structuring of the ministry, pay reform and new procedures that may contribute to creating a more effective education sector. The Afghan population often mentions progress in the education sector first when asked to assess progress. Another example has been the stabilisation advisers posted to the Helmand Province. Their task has been to initiate the initial reconstruction in areas where it was too dangerous for civilian organisations to work without protection. The stabilisation advisers have worked closely with the military forces in the area.

In some cases, the Danish Security and Intelligence Services (PET) may contribute. Rather than contributing with actual deployments, PET provides knowledge and experience of how to counter radicalisation through Danish stabilisation support and international cooperation.

CAPACITIES OF THE DANISH EMERGENCY SERVICES

Many fragile states are situated in areas that are frequently affected by natural disasters, and they often find it much harder to manage the consequences of natural and humanitarian disasters than well-functioning states. The right response to disasters may be decisive in terms of preventing a fragile state from developing into a conflict area. Like civilian relief organisations, the Danish Emergency Management Agency (DEMA) contributes acute relief of the consequences of disasters. This was seen, in connection with the extensive flooding in Pakistan in 2010-2011, when DEMA contributed water purification capacities, emergency hospitals, IT equipment as well as a tent camp. DEMA's support in Pakistan is today perceived as best practice. DEMA also contributes to long-term development of emergency management capacities in recipient countries. This involves the structuring and organisation of emergency services, emergency management planning, and support for development and initiation of emergency management training programmes. An example of this is DEMA's engagement in the Balkans, where the Agency provided guidance to national authorities and organised seminars and educational activities.

PARTICIPATION OF VOLUNTEERS

Volunteers from both the Danish Home Guard and DEMA are used to an increasing extent for international tasks. They contribute with rescue, guarding and training competencies, such as the Danish Home Guard's guarding tasks in Afghanistan and Kosovo. Tasks of this kind embed international stabilisation efforts in the Danish society broadly. The Danish business com-

munity can also support stabilisation efforts by providing sought-after competencies and solutions.

THE PEACE AND STABILISATION FUND

Efforts in fragile and conflict-affected states require financing in excess of what may be regarded as official development assistance. In accordance with international agreements, development funds can not be used to build military security forces. Accordingly, a number of countries, including Denmark, have introduced financing mechanisms that make it possible to support a broad spectrum of stabilisation efforts. In that way it is possible in practice to accommodate the need for flexible and coherent planning and contribute complementarily to long-term development assistance.

The Danish Peace and Stabilisation Fund can be used to support multilateral and bilateral efforts that underpin broad stabilisation initiatives, reconstruction and capacity building projects at the nexus between security and development. The Fund is composed of resources from Official Development Assistance as well as from other budgets, and is financed by the Ministry of Foreign Affairs and the Ministry of Defence. To ensure a coordinated approach and strategic application of the Fund's resources, the inter-ministerial Whole-of-Government Stabilisation Committee decides which interventions are to be supported and presents strategic guidelines for the activity of the Fund.

THE PEACE AND STABILISATION FUND

2011-2014

- Established as a result of the Defence Agreement 2010-2014 and extended by the Defence Agreement 2013-2017.
- In total between 2010 and 2014: DKK 930 million, approx. half of which is development assistance.
- **Regional programmes**
 - The Horn of Africa 2011 – 2014 (DKK 215 million).
 - Afghanistan/Pakistan 2011 – 2014 (DKK 185 million).
 - Europe 2011 – 2014 (DKK 68 million).
 - Sahel Region 2013 – 2017 (DKK 125 million).
 - Capacity building of Afghan security forces, also post-2014 (on average DKK 100 million annually).
- **Crisis preparedness**
 - For example support to Libya (DKK 20 million), South Sudan (DKK 25 million) and Syria (earmarked approx. DKK 20 million).

The resources of the Peace and Stabilisation Fund are used on the basis of a number of cross-cutting principles to ensure that the Fund complements other Danish initiatives. These principles include:

- **Integrated approach:** The integrated approach must be mainstreamed in all efforts. The efforts must be seen in context and generate synergy with other Danish and international efforts in that country or region.
- **Regional focus:** Stabilisation tasks are often performed on a cross-border basis and are often of a regional nature. One of the strengths of the Fund is that it has been designed to manage stabilisation tasks with a regional scope.
- **Willingness to take risks:** To a greater extent than other efforts, the Fund may support particularly high-risk interventions. The specific balancing of risks will depend on whether the potential results of the effort can outweigh the risk of losing the investment, in whole or in part.
- **Flexibility:** The efforts must be flexible, taking into consideration the fact that the picture of a conflict often changes rapidly. Swift responses to new challenges are made possible due to the flexible framework of the Fund with frequent meetings of the Whole-of-Government Stabilisation Committee as well as a pool of unallocated resources.

The fundamental conditions for stabilisation are that there will often be competing and sometimes incommensurable needs for the financing of interventions in fragile states, for example

INTEGRATED EFFORT IN SOUTH SUDAN LAUNCHED IN 2012

South Sudan gained independence in July 2011 after decades of civil war, and Denmark moved in rapidly with an overall development and stabilisation programme. Based on international experience and evaluations, it was obvious that there was a need for an integrated approach to development, democratisation and security if any of the individual efforts were to have an effect in a thoroughly militarised society like South Sudan. The DKK 205 million programme runs from 2012 to 2015 and is a good example of an integrated effort with long-term assistance operating side by side with political, humanitarian and peacekeeping engagements. The Danish engagement is targeted at core priorities in South Sudan's peacebuilding and Statebuilding processes, and focuses on two components: good governance and security/conflict prevention.

The Peace and Stabilisation Fund contributes DKK 25 million and, in collaboration with the UK, supports security sector reform as well as the promotion of civil-military coordination in the UN through adviser assistance to the UN Office for the Coordination of Humanitarian Affairs. The Danish Armed Forces have posted a number of officers to the UN mission in South Sudan, UNMISS. In addition several Danish civilian advisers have been posted to the European Union Aviation Security Mission in South Sudan, including the head of the mission.

requirements of on the one hand predictability and long-term capacity building, and on the other hand flexibility and swiftness. This is accommodated by the two windows of the Fund: A recurrent programmatic window which contains multi-year regional programmes, which focuses on long-term institution-building, and which can accommodate the need for large and non-earmarked contributions to multilateral organisations' efforts. The other quick response window contains funds that can be realised swiftly and flexibly in connection with emergency needs.

The Peace and Stabilisation Fund's efforts are integrated to a maximum extent with the common country programming of the development assistance, for example through common overall country policy papers, which is the case with respect to Afghanistan and Somalia. In South Sudan, the support from the Peace and Stabilisation Fund is integrated in the long-term development assistance.

INTEGRATED APPROACH INTERNATIONALLY

Even though Denmark is a small country with limited resources, it aims to contribute to the international stabilisation agenda and in this way leverage Danish efforts international. Denmark is not only using best practice, it also strives to develop it. Danish contributions to as diverse interventions as in Afghanistan, South Sudan, Liberia, Mali and in the Balkans have received international recognition. In the context of the UN, the EU,

and NATO Denmark has taken the lead in terms of better integration and coordination at all levels. Many countries have gained valuable experience of the integrated approach, not least the UK, the USA, Canada, and the Netherlands. Denmark is in close dialogue with partners with respect to specific efforts in, e.g. Somalia, Mali, Afghanistan, and Syria. At the same time, Denmark gives priority to ongoing lesson learning and exchange of experience, for the purpose of strengthening future international efforts. Jointly, it is possible to achieve additional influence in international organisations. It would exceed the framework of this paper to describe the specific lessons learned by stabilisation partnerships, but it goes without saying that they enter into the ongoing adjustment of the Danish approach.

NORDIC COOPERATION

The Nordic countries have a long history of close cooperation. This also applies in relation to stabilisation efforts where cooperation takes place primarily through the Nordic defence and security policy cooperation (NORDEFECO). The cooperation which rests on principles of flexibility and transparency has shown that when faced with high-risk and difficult tasks, a Nordic approach has greater potential impact. A good example of joint Nordic efforts is the engagement in the Eastern Africa Standby Force. Furthermore, the Nordic countries have jointly contributed to the security sector reforms in the Balkans, Ukraine, and Georgia.

INTEGRATED APPROACH IN THE UN

With its unique legitimacy, broad array of instruments and global presence before, during and after an armed conflict, the UN is the key player in most stabilisation efforts, both at the overall level of global policy (i.e. human rights) and at the operational level, e.g. in the form of mandator and implementing partner. In many cases, the UN is the most important partner in relation to Denmark's engagement in fragile states. For a number of years, Denmark has promoted the integration of UN efforts at country level. It is a matter of greater impact at country level and more effective use of scarce resources. Considerable progress has been achieved in the UN reform process, the objective of which is to create greater coherence across policy areas, a clearer division of labour, and greater coherence between UN actors at country level. Integrated peacekeeping and peacebuilding missions may contribute to a common strategic framework for UN efforts with a joint head of mission, an overall budget, an overall programme, and a joint headquarter. In this way, the UN works towards strengthening effectiveness, coordination and quality across the organisation's diverse efforts (peacebuilding, security, development and humanitarian efforts).

COMPREHENSIVE APPROACH IN THE EU

The EU is an increasingly important player in the foreign policy field. This is also the case regarding crisis management, conflict prevention and peacekeeping. The establishment of the European External Action Service in 2010 has provided a stronger basis for the implementation of the EU's common foreign policy in practice. However, even if the foundation has been strengthened, it is still perceived as a challenge to ensure the impact, which the EU should be able to achieve given its magnitude. Therefore, in connection with the Danish EU Presidency in 2012, the Danish Minister for Foreign Affairs initiated a debate about an enhanced comprehensive approach in the EU. The Commission and the High Representative of the Union for Foreign Affairs and Security Policy are now drawing up a strategy for a comprehensive approach in the organisation, and Member States are at the same time working towards increasing the effectiveness and integration of EU crisis management procedures. Denmark has been instrumental in this process and has for example, in collaboration with a number of like-minded countries, presented specific recommendations for ways in which procedures may be targeted towards improving the comprehensive approach.

THE UN – A KEY PARTNER FOR PROMOTING PEACE AND STABILISATION

The UN is an important, if not *the* most important, partner in terms of peace and stabilisation engagements in fragile and post-conflict states. The UN is paramount to peacekeeping missions and to the supply of specific support implemented through UN funds and programmes – but it is also the most important partner in terms of determining the international framework within which stabilisation efforts are conducted. This applies both to country-specific Security Council resolutions (mission mandates, sanctions, etc.) as well as normative resolutions regarding women, children, the protection of civilians, and natural resource management in conflict and post-conflict situations.

In 2005, the UN established an actual peacebuilding architecture in recognition of critical shortcomings in the management of the difficult transition to lasting peace in post-conflict situations. With i.a. Danish support an inter-governmental Peacebuilding Commission (PBC), a Peacebuilding Support

Office (PBSO) and a peacebuilding Fund (PBF) were set up. The ambition was to break down silo thinking and bring the UN together around a coherent peacebuilding strategy. The intention was, furthermore, to ensure political attention and mobilisation of resources for post-conflict countries that did not figure high on the international agenda, where focus shows a trend towards countries in active conflict. This peacebuilding architecture has not yet met the high expectations. In spite of having contributed to results in some post-conflict countries and the initiation of reforms within the UN, the peacebuilding architecture has not so far resulted in a genuinely new approach to fragile and post-conflict states in the UN. The political will and determination is there, and Denmark continues to work with relevant partners to promote the agenda at the UN, which includes creating coherence with the “New Deal” engagement.

Due to the Danish defence opt-out, Denmark cannot participate in the drafting and implementation of the Union's decisions and actions within the field of defence. This limits Denmark's participation in some of the EU's integrated efforts in fragile states. Examples of this are EU training missions in Somalia and Mali, both of which are building local security forces.

Through the EU cooperation in the field of civilian protection, Denmark has over the past 10 years developed a dedicated capacity for mutual assistance in case of natural and man-made disasters and accidents both inside and outside the Union. This work comprises the use of all available civilian as well as military capacities in a given situation and is designed in a structured manner, which includes a so-called module-based approach. The module system, set up on Danish initiative, implies that the capacities are interoperable, meaning they can be trained and operated together in conflict and disaster areas. The purpose of the cooperation is to ensure better coherence in the preparedness and response planning in relation to preventive measures, capacity building, and capacities for emergency response.

COMPREHENSIVE APPROACH IN NATO

The concept of a civil-military integrated approach has – not least due to a Danish initiative – become highly visible at NATO's agenda in recent years. With the adoption of the new strategic concept in 2010, NATO has confirmed the need for coordination of the civilian, political, and military contributions to an engagement as a crucial precondition of successful crisis management. In specific terms, it means a strengthening of NATO's capacity to interact and coordinate with civilian, national, and international partners. For this purpose, a small civil-military planning capacity has been established. It contains civilian expertise to ensure that civilian dimensions are reflected in the planning and that NATO can operate together with civilian actors – known as 'plug and play'. At the same time, it is recognised that there may be situations, where civilian actors cannot supply such a civilian capacity. In such cases, NATO – in the absence of alternatives – should be able to plan and implement a coordinated use of military and civilian capacities. It is not a question of NATO taking over civilian tasks.



Kenyan Rapid Response Forces undergoing training, 2013. Photo by the Danish Defence

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LESSONS LEARNED TO STRENGTHEN DENMARK'S FUTURE **INTEGRATED** EFFORTS

Lessons learned from stabilisation as well as the use of integrated efforts have been developed over the last decade. This applies to organisations such as the UN, the OECD, NATO, the EU, the World Bank, and to countries playing a leading role in stabilisation and preventive security.

In the first years after 2000, stabilisation efforts with an international military engagement were characterised by an enlarged version of the practical cooperation between military and civilian actors at local, tactical level from the Balkan missions of the 1990s. Not until the middle of the first decade of the new millennium did major learning processes begin, especially as a result of lessons learned from the comprehensive and complex missions in Iraq and Afghanistan, but also from smaller (but equally complex) peacebuilding missions in a UN context in Africa and other places.

Denmark is a member of a group of donors that invest strongly in stabilisation the so-called Stabilisation Leader's Discussion Forum. Besides Denmark, the Seminar Leadership Forum includes Great Britain, the USA, Canada, the Netherlands, Germany, France and Australia. Like Denmark, Great

Britain and the Netherlands have gained much experience from the use of pooled ODA/non ODA peace and stabilisation funds. There is a consensus that the funds contribute positively through integrated efforts that are complementary to other development assistance, civilian deployments and military operations. Another joint effort is to follow up on the UN Secretary General's emphasis on the importance of strengthening civilian capacity and of further incorporating targeted civilian capacity in integrated stabilisation efforts.

Furthermore, efforts have been launched to strengthen the measuring of results and the gathering of experience from previous stabilisation efforts in recognition of the current limitations in knowledge of what works (and what doesn't) in integrated stabilisation.

Against the backdrop of its own and international experiences, Denmark has continuously adjusted its approach to stabilisation. The following sections present a summary of key experience gained in the area and sets out benchmarks for Denmark's continued engagement in integrated stabilisation efforts.

ENGAGEMENT MUST BE BASED ON A THOROUGH UNDERSTANDING OF THE DRIVERS OF CONFLICT

In order to identify how best to contribute to stabilisation, the underlying causes and local context of a given conflict must be clarified, including what drives the conflict as well as the actors' changing interests and alliances. This understanding is vital as the point of departure for holistic planning and response.

The Danish "Policy towards Fragile States 2010-2014" underlines the need for realism and pragmatism in the work towards creating lasting, legitimate and inclusive political solutions. Activities need to be based on thorough context analysis and must rest on solid dialogue with national partners in partner countries, international exchange of information as well as on cooperation with academia and civil society.

An important precondition for a stabilisation effort to be sustainable is that it is based on national priorities. The point of departure for Danish engagements will be agreements drafted by the countries concerned. In fragile states such as Afghanistan, Somalia and South Sudan, there are agreements being developed, which link the most important prioritisation of the country's development to a financing plan. It is important that agreements of this type – in many places called "Compacts" – determine the Danish and international cooperation with the country in question. In other countries, there may be other types of agreements or prioritisation plans. The decisive aspect is that Danish efforts promote nationally and locally defined priorities and do not contribute to creating parallel structures or duplicating the activities of others. Danish efforts cannot

stand alone, but must enter into the international community's overall contribution to the stabilisation process, which the country itself is in charge of. Accordingly, Danish contributions will often enter into a multilateral effort.

In recognition of the necessity to strengthen local ownership and capacity, the Danish Government increasingly channels development funds through local authorities and programmes in accordance with the "New Deal" principles on support to fragile states. In Afghanistan, binding agreements on this have been concluded through the Afghanistan Compact, the Chicago Summit Agreement and the Tokyo Mutual Accountability Framework.

Denmark must contribute to finding solutions to underlying political conflicts. This is done i.a. in Denmark's regional peace and stabilisation programme for the Afghanistan-Pakistan region. The programme contains a component that directly supports initiatives for peace and reconciliation, concurrently with a component contributing to capacity building of the Afghan security forces.

In Mali and the Sahel Region, Denmark has specifically contributed to context analysis and local dialogue with a focus on not just symptom treatment, but also on the underlying causes of conflict. The development in Mali illustrates that the international community can improve the coherence between analysis and action with a view to taking preventive action more seriously. With Mali still fresh in memory, the Government will support peace efforts involving the general public and underpinning sustainable peace.

This also means that efforts should be focused on regions where Denmark, e.g. through a long-term presence,

DANISH NGOS – AN EXAMPLE FROM AFGHANISTAN

The involvement of Danish, international and local civilian organisations may prove decisive for supplying relevant, targeted support. Prior to the international intervention in Afghanistan in 2001, a number of Danish civilian organisations had for many years worked there to help the poorest and most vulnerable groups among the Afghan population. It turned out to be invaluable to be able to draw on the organisations' experience and needs analyses when massive civilian support for Statebuilding and social development was to be provided swiftly in order to to stabilise the country. When the World Bank, immediately after the Taliban regime had been overturned, initiated its Post Conflict Needs Assessment, these organisations' experiences were included and used. For example DACAAR's multi-year experience of a community-based approach was used in the planning of the high-profile National Solidarity Programme, which Denmark's Afghan partners today consider one of the most successful programmes. The programme was co-financed by Denmark. Since then, Danish NGOs have entered into the professional Danish Afghanistan network, which also comprises researchers and journalists who meet with the Danish Ministry of Foreign Affairs and the Danish Ministry of Defence to discuss new strategies, developments in Afghanistan, and lessons learned from the implementation of assistance.

has special competencies to support stabilisation. By adding weight to few prioritised efforts, the Danish resources are used most effectively.

The Danish Government considers it important for sustainable, long-term stabilisation to promote more inclusive peace and reconciliation processes. Furthermore, Denmark will adopt a more systematic approach in terms of monitoring its efforts, i.a. with a view to counteracting any unintended consequences.

A COMMON UNDERSTANDING OF THE TASK AND JOINT TRAINING

Since the turn of the millennium, civilian and military actors have developed better mutual understanding of what it means to conduct stabilisation engagements. Efforts involve many different partners and it is a challenge to break down silo thinking. An integrated approach takes time and requires building trust and common understanding. It is not an easy job to reach a consensus on a shared goal across professional backgrounds. It often involves differences in perspective and strategic exchanges about the direction in which to proceed. International experience shows that there is a significant need for shared analysis, planning and coordination among international donors, regional partners and local actors. There is mixed experience of the implementation of this in practice, but there is increasing recognition of its importance.

For military actors, there has been a shift of focus from primarily seeing the key task as combat operations to also viewing



Libyan rebels celebrating Benghazi being under rebel control, 2011. Photo by Scanpix

AN EXAMPLE OF A PREVENTIVE AND FOCUSED INTEGRATED APPROACH IN PRACTICE: COUNTER-PIRACY EFFORTS

In Somalia, from where Danish ships have been exposed to piracy, a holistic approach has been adopted in response to the problem. Recognising that piracy is a problem rooted in the fact that many young Somali men see no other way of gaining a livelihood than through high-risk piracy, Denmark has provided military contribution in the form of Danish frigates and support vessels participating in NATO's Ocean Shield operation in the Gulf of Aden and a civilian contribution to improve the livelihoods for Somalis. In addition, Denmark supports the UN in securing a better judicial system, police and prison service in Somalia with the purpose of strengthening the government structures that are necessary to ensure stabilisation in the long term and ensuring that imprisoned pirates get a fair trial.

conflict prevention as well as peacebuilding as part of the military toolbox. This regards doctrines, operational plans, trainers, and education. Lessons learned from the large and complex missions in Iraq and Afghanistan have contributed to this. An example of preventive cooperation is the establishment of the African Peace and Security Architecture, supported by Denmark and the Nordic countries by way of funding military advisers to the AU and the EASF.

It is important to establish shared expectations among the different actors involved in stabilisation on behalf of Denmark. Both military personnel and development advisers should have knowledge of each other's organisations and the common objectives of the effort. It is important that all potentially involved partners receive advance training and education about stabilisation, are informed about the guidelines and practices of other partners, and develop a common language. It is paramount that all partners have a clear idea of the objective of the Danish effort and how it relates to national/international stabilisation objectives and other partners' joint efforts. At the same time, there must be an open discussion of which costs/risks are acceptable in the process. Ex-ante common analysis of the causes of conflict should be accompanied by an early common understanding of which actors can contribute competencies to achieve parts of the common objective. Therefore, it is important to involve all relevant actors as soon as a fragile and conflict-affected situation for potential engagement is identified.

Knowledge of the capacities of others also supports the possibility of taking swift and effective action with the right resources at decisive points in time, e.g. in connection with a destabilising escalation of a conflict.

Danish integrated, civil-military training options of relevance to stabilisation include joint training, joint participation, seminars and courses, civilian training and briefing of deployed Danish soldiers, pre-deployment courses as well as civilian support for concept development of military exercises. Naturally, it is not only before a given stabilisation effort that a common understanding and joint training must be ensured. This needs to be kept up during the engagement, through ongoing coordination and knowledge sharing, also in the field.

CAPACITY AND INSTITUTION-BUILDING ARE KEY TO LONG-TERM STABILITY

Building legitimate and representative local and state institutions is very important for long-term sustainability of stabilisation efforts. The difficulties and time horizon of building legitimate and effective local institutions and promoting inclusive political processes are often underestimated. These development processes are comprehensive and require patience and the long haul. Against this background, capacity building, through the efforts of i.a. civilian experts and deployed Danish Armed Forces, plays an increasingly important role. A significant



Coast guard cooperation, Port of Aden, Yemen, 2013.
Photo by Tania Schimmell

element of capacity building is a strengthening of democratic control of the security sector. Support for justice sector reform (Rule of Law) is often key to ensuring long-term stability.

A comprehensive review of Danish civilian capacities from 2010 has contributed to identifying opportunities for strengthening and upgrading the pool of Danish civilian experts within sectors where Denmark has special skills. This has translated into the change of the previous International Humanitarian Response to the present Peace and Stabilisation Response. The Peace and Stabilisation Response has a strengthened strategic focus on civilian experts for international crisis management missions and has increased coherence with other prioritised Danish stabilisation efforts. In addition, Denmark has worked actively towards strengthening the capacity of the UN and the EU for rendering assistance more rapidly and effectively with the right civilian capacities.

It is a key priority to ensure that Denmark holds the right and swiftly deployable capacities. Focus in the future will be on strengthening incentives structures for Danish civilian experts as well as upgrading of Danish experts within special key areas. Finally, specific consideration will be given to supporting triangular "South-South" civilian capacity cooperation.

Forthcoming, a significant task for the Danish Armed Forces will be to contribute effectively to integrated stabilisation efforts. The Defence Agreement 2013-2017 emphasises, that the Danish Armed Forces must also in the future be able to participate in stabilisation operations and in preventive efforts. All three services, including the Danish Home Guard, must be

able to contribute to military capacity building and to military support for civilian capacity building. The ability to participate in military capacity building internationally needs to be strengthened. In the Home Guard, a capacity building centre will be established in order to manage the Home Guard's support to capacity building, reconstruction and other international contributions. All contributions will be coordinated thematically and geographically, adhering to Denmark's overall foreign and security policy, and will be prioritised in relation to local demand.

CALCULATED RISK APPETITE AND ONGOING DEVELOPMENT OF CONTRIBUTIONS

Concurrently with its increasing engagement in fragile states, Denmark has worked on developing a better international approach to risk management. The international risk management meeting in Copenhagen in 2010 took its point of departure in lessons learned from i.a. Somalia and Afghanistan and was the seed for international cooperation on common risk principles and strengthened efforts locally.

It implies considerable risks to implement stabilisation efforts. The work may be dangerous and there is always a risk that the project will fail to achieve the desired results. At the same time, the aim is to minimise unintended negative effects of the efforts ("Do no harm"). However, experience has shown

that this is far from easy. The large assistance funds in circulation in fragile states such as Afghanistan may contribute to maintaining unjust or undemocratic practices and must be counteracted by the construction of democratic control mechanisms.

From the Danish Government's side, there is a willingness to accept a higher risk due to the potential gains from a stabilisation effort. Risk management is, therefore, not only a matter of limiting risks, but equally much a matter of balancing risks against the costs involved if the international community chooses not to engage. An example of engagement is Denmark's contribution to AMISOM in 2011-2012. There was an urgent need for stabilisation of Somalia and support towards establishing a state with territorial control, which would have positive consequences for Somalia's suffering population. Even if the security situation in Somalia remains fragile, AMISOM has been able to force the militant Islamists of Al-Shabaab on the defensive.

It is important to acknowledge that stabilisation efforts hold dilemmas. Thus, it is crucial to consider the potential risks when planning. It is also necessary to integrate compliance with and the fostering of human rights in stabilisation efforts.

An example of a Danish engagement which, on the basis of a risk assessment in 2012, was suspended is the establishment of a regional peacekeeping capacity in Rwanda. The cooperation had been established under the auspices of the Eastern Africa Standby Force as a contribution to the build-up of the African security architecture and, consequently, African management of conflicts in the African continent. However, Danish support

for Rwanda's Rapid Deployment Capacity was suspended in the autumn of 2012 as an independent group of experts under the UN Security Council found reason to believe that Rwanda supported a militia in the eastern Democratic Republic of Congo. Hence, the Danish Government had been willing to participate in a project involving both risks and potential gains in the form of a stronger regional capacity to contribute to peace and security. The project was closely monitored and in line with indications of Rwanda's involvement in the Democratic Republic of Congo becoming clearer, it was suspended.

It is well-known from international and Danish experience of development assistance that it is impossible to make and use standard manuals that apply to all conflicts at any given time. Therefore, efforts must be adjusted in accordance with the circumstances. As a supplement to its contribution through the multilateral organisations, which often have a strong presence in the affected areas, Denmark endeavours to develop experience with a number of minor pilot projects that can be applied to targeted efforts where, for example, new, more high-risk methods can be tested. If they prove successful, these new methods may subsequently be scaled up. At best, pilot projects have a catalytic effect, meaning that a small project that becomes a success may grow and become a model for or source of inspiration to an enlarged effort. The Peace and Stabilisation Fund is a specific instrument for testing efforts of this type.

DANISH PILOT PROJECT WITH A CATALYTIC EFFECT: COMBATING ECONOMIC CRIME IN ETHIOPIA

Since 2012, the Danish State Prosecutor for Serious Economic and International Crime (SØK) has cooperated with the Ethiopian authorities on a Danish pilot project that is a component of the Peace and Stabilisation Fund's programme for the Horn of Africa/East Africa 2011-2014. The project draws on Danish competencies within the justice sector and aims at building national structures to combat money laundering, financing of terrorism, and other types of economic crime constituting a current threat to stability in the Horn of Africa. The initiative comprises support for the establishment of a financial supervisory institution, the implementation of legislation in the area as well as training of 300 civil servants, primarily within judiciary and financial institutions. Moreover, Denmark supports regional cooperation and knowledge sharing through

UNODC, which provides training in prosecuting transnational economic crime for the Ethiopian prosecution service and Ethiopian judges.

Through focused support to combat economic crime, which is an area that does not traditionally attract donor support, Denmark places itself as a pioneer in the international stabilisation effort in the Horn of Africa. At the same time, the project is an example of a pilot effort that has achieved results and has become a source of inspiration for similar initiatives under the auspices of the EU and the UN. A Danish-led group is currently working on a study of regional law enforcement and ways to prevent financing of terrorism, which is to result in a specific project proposal for the EU.

PROMOTION OF HUMAN RIGHTS

Denmark's contributions to stabilisation must take into account the human rights situation in the respective country of operations. This is part of the Danish development policy, "The Right to a Better Life – Strategy for Denmark's Development Cooperation". It implies, i.a. that Danish contributions to the capacity building of security forces – military as well as police – include clear imprints of human rights education and training. This work will involve cooperation with other donors in order to ensure sufficient impact of the effort and will take into account relevant UN resolutions and Responsibility to Protect (R2P).

The promotion of human rights is mainstreamed in Danish foreign and development policy. Work for human rights often encounters opposition. Nevertheless Denmark pursues a targeted, consistent and principled human rights policy across the board, working bilaterally and multilaterally in a regional and international context to promote and protect human rights. There are not many easy, quick wins in human rights work. On the contrary, a persistent effort is necessary: the long haul. In its policy, the Danish Government takes into consideration the long-term effect of human rights and has drafted the strategy for development assistance with this in mind. Naturally, this consideration also applies to stabilisation efforts.

Another key area is establishing and cooperating with local civil society organisations and government organisations that work for the promotion of human rights. Denmark was, for

PREVENTION OF TERRORISM AND COMPLIANCE WITH HUMAN RIGHTS

Denmark supports the idea that effective prevention of terrorism and compliance with human rights are not contradictory but complementary goals that are mutually reinforcing. Denmark works actively for a human rights-based approach to be promoted in programmes that support terrorism prevention. During the Danish EU Presidency in 2012, Denmark headed the work of drafting and adopting common guidelines for the EU in this area. The next step is to support the adoption of a similar frame as part of the UN Global Counter-Terrorism Strategy to ensure that terrorism prevention efforts internationally always include education and training in human rights compliance.

instance, the main donor behind the set-up of the Afghanistan Independent Human Rights Commission. The Danish Armed Forces brief the Commission when Afghan detainees are handed over to the Afghan authorities. Similarly, there is cooperation with regard to monitoring the detainees.

At the same time, the Danish Government continuously assesses the risks of human rights violations and if necessary suspend the engagements on this basis. In 2013, the Danish Government suspended support for drug reduction and cross-border control through the UN (UNODC) in Iran, following an assessment of the risk of human rights violations.

WORKING MULTILATERALLY AND REGIONALLY

With its strong multilateral profile and considerable contributions to the UN system, Denmark is well placed to influence the UN in the direction of more effective, flexible and integrated efforts in fragile states. Denmark works both at the level of headquarters and the missions to improve the division of labour, complementarity and cooperation among international actors, including the UN, the EU, the World Bank as well as regional organisations such as the AU and ECOWAS, which play an increasingly key role in stabilisation in Africa. At the same time, organisations are assessed by their ability and determination to enter into donor coordination and division of labour. It is a specific priority for Denmark to contribute to strengthening the interaction between multilateral organisations' peacebuilding support, including the UN Peacebuilding

Fund and the UNDP Thematic Crisis Fund for Crisis Prevention and Recovery, the EU Instrument for Stability, and the World Bank State and Peace Building Fund.

Targeted Danish military and civilian deployments to UN peacekeeping missions, i.e. together with the Nordic countries, can contribute to strengthening the UN's operational capacity and increasing the coherence between Danish bilateral and multilateral efforts. Denmark prioritises a more strategic and focused engagement in relation to UN peacebuilding at all levels. This implies that efforts will be made to enhance the UN's capacity for achieving peacebuilding and stabilisation and to ensure that the UN provides results based on an integrated approach in the field. Furthermore, the strategic dialogue with the UN about Danish priorities will be strengthened. This also relates to the amount of and strategic position of Danes in the UN, especially at country level. The newly established UN pool under the Danish Peace and Stabilisation Fund will help accommodate these priorities.

The Danish Government places priority on ensuring a coherent approach across EU institutions and strengthened coordination between Member States. In its internal procedures the EU needs to become better at coordinating efforts both in Brussels and in the field. In addition, work must continue with a view to strengthening regional and multilateral cooperation on a cross-cutting basis, including between the EU, the UN, NATO and the AU, based on the different organisations' comparative advantages.

One option is to strengthen the EU's "early warning system" for the purpose of better identifying and monitoring countries and areas where there are risks of conflict. Denmark has also



First women to graduate as prosecutors from Hargeisa University, Somaliland, 2011. Photo by Tania Schimmell

pointed to the need for drawing up overall strategies for the EU's approach to a given crisis or country as a common basis for EU targets and instruments, ensuring a clear division of labour, and at the same time creating the opportunity for swift and flexible solutions.

ALIGN EXPECTATIONS AT HOME AND ABROAD

It is important to align expectations and closely check what promises are made in connection with our engagements. National partners, donors, and the many different organisations involved must strive to establish realistic expectations to what can be achieved and at what costs.

It is critical to have an open dialogue with the general public on why Denmark engages in fragile and conflict-affected states, what risks are related to this, and what can realistically be achieved. Danish contributions alone will rarely be strategically decisive in themselves, but the Danish engagement may nevertheless be valuable to reach the overall goals. It is also important to ensure coherence between ambitions and resources, both in the overall international action plan and in the Danish objectives. It will not always make sense to measure specifically the effect of the Danish contributions even if the individual projects need to be evaluated. Often, a sufficient Danish objective for an overall effort may be to contribute to the international community's total effort.

COMMUNICATION ABOUT AFGHANISTAN

Regular discussions among the Danish political parties behind the Afghanistan effort have been crucial in maintaining the Danish engagement. It has made it possible for the Danish contribution to be implemented in a manner that the political parties of the Afghanistan Agreement could identify with. Furthermore, broad communication to the general public has been prioritised. This has been achieved i.a. through websites with special focus on the Afghanistan engagement (www.DKiAfghanistan.um.dk), support for documentaries, teaching material for schools, apps, professional and popular publications, assistance to journalists, seminars and conferences, invitations to international experts, and the involvement of the Afghan diaspora.

ONGOING LEARNING AND RESULTS MEASUREMENT

Continuous monitoring and evaluation will need to be carried out systematically with a view to quality control and further development of the stabilisation efforts.

Denmark participates in international discussions under the auspices of the OECD/DAC, where a number of countries share experience regarding the evaluation of stabilisation. In relation to this, Denmark has been one of the leading countries in the development of special guidelines for evaluating conflict prevention and peacebuilding. Denmark will also in the future prioritise contributions to this work.

At the same time, it is important to acknowledge that evaluations of stabilisation efforts will often be subject to a number of special challenges. The complexity of the efforts with many different considerations and actors, a frequently changing context, a shortage of data, and security problems mean that it is necessary to adjust the methods traditionally used for evaluations of development assistance. It also means that evaluations need to take into account that stabilisation efforts – to a higher degree than other development efforts – take place at the nexus of Danish foreign, security and defence policy interests, which is why a promotion of these in itself may be a success criterion.

THE DANISH EFFORT IN LIBYA

The effort in Libya is an example of how Denmark has taken advantage of a series of instruments. Against the backdrop of an emergency situation, the Danish military contribution was deployed on very short notice. Subsequently, Denmark put several other instruments to use, brought together in a common strategy for Denmark's effort in Libya.

The Danish military effort was a very visible and significant contribution to the stabilisation of Libya. At the same time, Denmark participated through diplomatic channels in the international peace talks and comprehensive humanitarian assistance was provided. After the end of the armed conflict, Denmark contributed to stabilisation in a variety of ways. Under the Partnership for Progress and Reform, support was granted to the development of free media and human rights measures. Moreover, in 2012 an additional DKK 20 million was allocated under the Peace and Stabilisation Fund for security and justice sector development. In addition, civilian and military capacity building support is being considered, including from the Danish Home Guard for demobilisation support. Denmark has also contributed to comprehensive mine and ammunition clearance through the Danish Demining Group and DanChurchAid. Furthermore, the Danish civilian capacities have been used to support the EU effort in Libya. Lastly, through diplomatic channels Denmark has contributed to shaping the international community's effort in Libya, including that of the EU and the UN. The Danish business community also contributes sought-after competencies and solutions.



Iver Huitfeldt crew in dialogue with local leaders, Bay of Aden, 2013. Photo by the Danish Admiral Fleet

3.

STRENGTHENED EFFORTS IN THE FUTURE – CONCLUSIONS

Stabilisation efforts in fragile and conflict-affected countries are imperative in an active and responsible foreign policy, and an integrated approach is an essential tool in this respect. But an integrated approach is also demanding. Based on many years of active Danish security policy engagement during which valuable lessons have been learned about the practicalities of an integrated approach, the Danish Government will focus on how to improve our efforts and how best to combine them in the years ahead. Challenges to and opportunities for improving our contributions continue to exist. In order to contribute to international peace and security in the future, we must apply the lessons of our past experience.

We must also ensure that we have the necessary competencies and capacities to carry out a thorough analysis of often highly complex patterns and causes of conflict. We need to translate our analysis into action, and base it on local priorities. Subsequently, the Danish Government will focus on **strengthening the understanding of conflict and addressing the drivers of conflict through local solutions:**

- Placing geographic emphasis where Denmark has special competencies and interests.
- Taking the lead internationally for joint donor programming of efforts, based on agreements drawn up by the fragile states themselves (e.g. “New Deal Compacts”).
- Promoting inclusive political processes addressing the drivers of conflict.
- Prioritising education, training and employment for young people as preventive stabilisation.
- Monitoring unintended consequences of Danish support, also in stable priority countries.

It is critical for the implementation of integrated stabilisation engagements at country level and internationally to share a common understanding of the objectives and means and that all work jointly in the same direction. Therefore, Denmark will give priority to **ensuring a common understanding and joint planning across Danish partners:**

- Ensuring integrated planning where development assistance, military contributions and civilian deployments (including police) enter into the common Danish country policy papers and regional programmes.
- Strengthening joint training between civilian and military partners, e.g. through joint participation in courses under the auspices of the Ministry of Foreign Affairs, the Ministry of Defence, and the Ministry of Justice.

The Danish Government places great emphasis on preventive efforts. At the same time Denmark will continue to engage across the entire conflict spectrum, both during and after conflict. Preventive security implies support for the sustainable building-up of the recipient countries' and regional organisations' capacity to manage their own security and prevent conflicts. Therefore, **Denmark will contribute to long-term capacity and institution building both regionally and at the country level:**

- Building legitimate, inclusive institutions and strengthening social cohesion.
- Upgrading and focusing the Danish pool of civilian experts and strengthening the incentives structure with a view to accommodating international demand.
- Enhancing the Danish Armed Forces' ability to participate in capacity building internationally.

For Denmark to engage in international security and development considerable flexibility and willingness to take risks are needed. Hence, Denmark will **be at the forefront internationally in the innovation of stabilisation and in its approach to addressing the inherent risks of stabilisation:**

- Trying out new approaches to stabilisation, e.g. by using a part of the Peace and Stabilisation Fund for innovative pilot projects in cooperation with relevant partners.
- Accepting that stabilisation efforts involve risks, and developing risk management tools together with international partners on an ongoing basis.

The human rights situation in fragile states is often challenging. Accordingly, it is essential that stabilisation efforts promote human rights and a democratic culture. Denmark will work to **promote human rights through its stabilisation engagements:**

- Supporting democratic control of the justice and security sector through Danish engagements and deployment of personnel.
- Offering support for human rights education and training in connection with capacity building of security forces.

The multilateral organisations play an increasingly important role in maintaining peace and security across the world. These organisations will often be central to stabilisation in fragile states. Denmark will strengthen multilateral solutions by **working multilaterally and regionally**:

- Strengthening the UN’s capacity for integrated peacekeeping and peacebuilding, i.a. through policy dialogue, civilian and military deployments. Specific strategic funds have been allocated under the Danish Peace and Stabilisation Fund.
- Strengthening the effort to present early and specific offers of contributions to UN peacekeeping missions, e.g. together with the Nordic countries.
- Working for better integration between multilateral and Danish efforts and between global peacebuilding, statebuilding, and stabilisation funds in the UN, the EU and the World Bank.
- Taking the lead in promoting an integrated approach in the EU and in NATO.
- Increasing the number of Danes in relevant positions in international missions.

In order to ensure support for Danish stabilisation engagements, including a joint willingness to take risks, it is imperative to align expectations regarding the objective of the efforts, the duration of efforts, as well as when and what partial results are expected to be achieved. The Danish Government will give priority to **aligning expectations both at home and abroad**:

- Communicating openly about Denmark’s stabilisation efforts – also about risks and limitations.
- Engaging in dialogue about Denmark’s stabilisation efforts, both in Denmark and abroad.

Ongoing improvement of international and Danish contributions to promoting peace and stability requires strengthening the tools for measuring the effect of the engagements. Denmark will prioritise **lesson learning and the monitoring and evaluation of results in Denmark’s stabilisation engagements**:

- Strengthening quality control and the development of the stabilisation efforts through systematic M&E.
- Initiating international cooperation in measuring the effect of stabilisation efforts.
- Supporting fragile states’ own work to measure efforts through the “New Deal” cooperation.
- Launching a cross-cutting review of the Danish Peace and Stabilisation Fund and its predecessor, the Global Frame.



Democratisation in Burma: Owner of a bookstore, 2013. Photo by DANIDA

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