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Evaluation of the Nordic Africa Institute, Uppsala

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A report submitted to the Norwegian Ministry of Foreign Affairs

The Ministry does not accept any responsibility for the information
in this report nor the views expressed, which are solely those of
the authors



Preface

This study is based on a very large amount of written material, including an internal evaluation undertaken by NAI and independent evaluation reports on two of NAI's research programmes, a selection of NAI's publications and other publications by NAI staff and reviews of these publications, together with lengthy interviews with NAI staff during two extended visits to Uppsala, with selected personnel from the Ministries of Foreign Affairs in Denmark, Iceland, Finland, Norway and Sweden, and with a limited number of individuals who are knowledgeable about NAI and African research, including the two previous Directors of NAI and some former members of NAI's Council (see Annex 1). In a few cases key people were not available for interview, despite our repeated attempts. We are very grateful to those who have given us their time and spoken so frankly.

A draft of this report was sent to NAI and to the Ministries at the beginning of September. In response we received detailed comments. Those from NAI were discussed at length with them at a meeting in Uppsala on 23rd September and we have made changes to the report in the light of these and of the comments from the Ministries.

The scope of work as specified in the Terms of Reference (Annex 2) is very broad. The scale of the study has, however, not been large – only 30 person-weeks

including secretarial and administrative assistance – and this has led to some limitations in what we have been able to do. We should note, particularly, that we have not carried out a sample survey of users or potential users of NAI but selected only a limited number of persons as key informants. Also, it has not been possible to travel to Africa, so that the view from Africa is represented only by those few that we interviewed. The latter especially is a regrettable limitation of our work.

The core team consisting of Desmond McNeill, Eduardo Archetti and Rie Odgaard has been supplemented by a library specialist, Nancy Frank. Although her task was confined to this aspect of the study, we have integrated her work, which is fully endorsed by the whole Team, within the report. Secretarial and administrative support for the study was provided by the Centre for Development and the Environment, University of Oslo.

We have been most impressed by the practical assistance we have received in undertaking this study. Our thanks to the Director of NAI and all his staff for their full and generous cooperation. We truly hope that the study will play a constructive role in strengthening NAI as an institution.

The Study was administered by the Norwegian Ministry of Foreign Affairs on behalf of all the Nordic countries.

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Executive Summary

The Nordic Africa Institute (NAI) has been in existence for 35 years. During this period it has grown considerably and built up a reputation and a wide network of contacts in Africa and the Nordic countries. In the last decade, NAI has increased its budget by 60 % in real terms, and its staff commensurately. Its organisational status has changed; in 1988, the Nordic board was replaced by a Swedish board and a Nordic advisory council and, from 1996, a Nordic advisory council only. The nature of NAI's activities, and the balance between them, has also changed significantly. In the late 1980s, three Research Programmes were introduced, bringing a greater emphasis on research, and a larger financial contribution from Denmark, Finland and Norway. In recent years a further change has taken place, with a greater emphasis being placed on policy-related activities.

While adopting a historical perspective, this evaluation focuses especially on the past 5 – 10 years. The Team has relied heavily on NAI's own self-evaluation, interviews with members of staff and many others, and a large quantity of written material including NAI's own publications and reviews of them, other works by NAI staff, and independent evaluations of two of the research programmes. Our assessment of NAI's activities may be briefly summarised as follows:

The library has been and remains an important resource. It provides a valuable service not only to NAI staff and visitors but also to a wider public. Within its field of specialisation it can justifiably claim to be a centre of excellence within Scandinavia.

The publications of NAI have in the past fulfilled two important functions: first, making a substantive contribution to the body of knowledge about Africa; second, through NAI's policy of free distribution in Africa, supplying materials for researchers and others in great need of them. Some issues, such as the cost of the publishing activities, and the importance of peer review of all publications, need to be addressed, but we do not see the need for dramatic changes.

Over the years, NAI staff have, both directly and indirectly, made a substantial contribution to Nordic-Africa research. Generally, we would assess the work of

NAI researchers as very competent, but in few cases truly innovative. NAI staff have also participated in current debate in the Nordic countries by preparing materials and presenting these in different ways. NAI has organised seminars and conferences, and provided grants for travel to Africa, visits to NAI library, and visiting researchers from Africa. These appear to be well administered and to play an important part in NAI's overall activities. They have made a substantial contribution to NAI's networking role.

The administration of NAI – personnel management, budgeting and accounting, reporting, etc. – seems to function well. There are, however, uncertainties concerning the internal organisation of NAI and decision-making procedures which require action.

It is clear that NAI is well known both in Scandinavia and in Africa, especially because of its library, but also its publications, and the networking activities based on its research. This is a historical asset which NAI can continue to build on, although the precise role of NAI should always adapt to changing circumstances in Africa and Scandinavia.

The name of NAI precisely reflects its purpose: «Nordic» indicates a collaborative effort between all the Nordic countries; «Africa» indicates that it is concerned with that continent. But «Nordic-Africa» is in itself important because of the special relationship not only between the Nordic countries, but also between all of these and Africa. But what, more precisely, should NAI do, and by what criteria should its work be judged?

Although research is central to its activities, NAI is not a purely academic institution; it is what might be called a knowledge-based institution: producing, supporting the production of, and disseminating knowledge which may be of different kinds, for different audiences: academic, documentation, and policy (for researchers, the interested public, and policy-makers). Ideally NAI should do all these things, and do them well. But this is by no means easy and it is not uncommon for conflict to arise within an institution around these issues: Which activities should be emphasised? Which carry higher status? Which should be rewarded? At NAI in recent years these conflicts have led to a degree of polarisation

and antagonism between staff, expressed especially forcefully by many of the researchers.

The Team believes that the comparative advantage of NAI lies in its special character, neither a university department nor a consultancy firm, nor simply an applied research institution; but a «hybrid» dependent on its success on combining several activities. Ideally, it derives synergy from the combination of library, research (broadly defined) and publications, and it draws upon and stimulates activity in Africa and the Nordic countries, especially through its research support activities.

This view of NAI's role has implications for how it is to be assessed. It is customary to focus on two criteria: quality and relevance. If one is talking about research it is also customary to claim that both criteria can and should be fully satisfied, and that there is no conflict or trade-off between them. We do not agree; so long as quality is interpreted as academic quality and relevance is interpreted as usefulness for policy-makers. There are certain standards and dimensions of quality which must, of course, be satisfied: of rigour and clarity for example. But academic research is often expected to satisfy certain other criteria which may be dispensable where the primary aim is not to satisfy the editors of an academic journal. Conversely, much work which is of the utmost relevance for decision-makers should not properly be regarded as research.

In relation to its role, we believe that NAI should not seek to be the premier academic institution for research on Africa in the Nordic countries. This is not where its comparative advantage lies. Within NAI, however, opinions differ on this point. And this is a source of conflict in the institution. One solution, which it appears is being adopted – at least implicitly – by the Director, is to recognise that there are major differences but not seek to resolve them; to allow researchers more time and scope to pursue their own individual research interests and priorities, independent of their colleagues. We believe this is the wrong approach, for two reasons. First, NAI's strength and comparative advantage is that it is hybrid – in the best sense of the word: combining several activities to the benefit of each. If these activities become separate the institution begins to lose its special nature and comparative advantage; and no other Nordic institution could easily fulfil NAI's particular mandate. But another and perhaps even more compelling, argument is that such a division will make concrete

and even exacerbate the conflicts within NAI, with each group critical of the other. To function as an institution, NAI should be more integrated, not less. And the task of the Director, and all the staff, should be to achieve this.

Are there alternatives? The Terms of Reference refer to «the role – if any – to be played by NAI». Two other ways of using the resources would be for establishing an institution in Africa, or for providing support to national institutions. The first of these is not, in our view, a viable option under current circumstances. The second alternative, to replace NAI by national institutions, might be preferred if one judged that NAI is clearly failing to satisfy its mandate as a Nordic institution. Although we see some room for improvement in this respect, we do not regard the criticisms as fatal.

Our major concern is the serious internal problems currently facing NAI. These have to be resolved. If they are not then the future of the institute must be called into question, and radical alternatives considered, such as reducing the level of resources and concentrating these on the library alone.

In summary, NAI now faces two major and interrelated problems. First, the strategic choice which has been taken by the new Director does not enjoy widespread support internally; and although this choice is supported by influential members of the Council, it has not, in our view, been adequately thought through. Second, the internal evaluation and our interviews have revealed a substantial degree of internal disharmony, most forcefully expressed by many of the researchers. We have a number of recommendations, of which the two most important are directly related to these two points:

1. On the basis of this evaluation, and discussion both internally and in NAI's Council, a clear decision should be taken as to which road NAI should take, embodied in a Mission Statement, to be further expanded as a three year plan.
2. Immediate steps should be taken to deal with the internal disagreements that have arisen. This will require some changes to NAI's internal management structure and decision-making procedures and a committed effort by staff, and especially the researcher group, to discuss their differences and come to a unified and agreed strategy in the interests of the institution as a whole.

Chapter 1. Historical analysis

A Brief History 1962 – 97

The Nordic Africa Institute (NAI) was established in 1962. In the subsequent 35 years it has grown considerably, and changed in response to both internal and external factors, although its formal mandate has been only slightly modified. This chapter provides a summary history of this period, referring to a number of issues which are evaluated in more depth in subsequent chapters.

NAI was formed at a time when Africa was little known in the Nordic countries, except amongst a few missionaries and scholars, but when momentous changes were occurring – with the rapid decolonisation of the continent. Since then there have been major, though not always positive, political, economic and social developments in Africa. The Nordic countries – both their people and their governments – have been very actively engaged in these changes, as major aid donors, and as supporters in the battle against apartheid, often offering an alternative voice and an alternative perspective. In this engagement the Nordic Africa Institute (earlier entitled SIAS, Scandinavian Institute of African Studies) has played a significant part. Over the 35 year period, it has, through a range of different activities, become very widely known – in Africa, in the Nordic countries, and elsewhere.

It began at the initiative of a handful of people. A radio discussion in October 1960, in which participants included Bengt Sundkler and Sune Carlson, professors in church history and economics at the University of Uppsala, was followed by a motion in the Swedish parliament on 25th January 1961 suggesting the creation of an institute «possibly linked to the economics department at Uppsala University». In spring 1962, the report of a committee under Arne Bjørnberg's chairmanship began laying the foundations for the institute's establishment. It was Proposition number 100:1962 which formally initiated the two years of preparatory work under the committee («nämnden») for international aid, and Uppsala University. Carl Gøsta Widstrand, who had in 1958 completed his doctorate in ethnography with African specialisation, acted as Secretary to the committee. He became the NAI's first Director, remaining until 1984. A Nordic Institute for Asian

Studies (NIAS) was later established in Copenhagen. By contrast with NAI, which was a Swedish government initiative supported by other Nordic countries, NIAS was a Nordic institution, located in Denmark. Proposals for a similar Institute for Latin American Studies never materialised, although a Nordic Association for Latin America research was established, attached to the Institute of Latin America Studies at Stockholm University. Torgny Segerstedt, Professor of Sociology and Rector of Uppsala University from 1955–78 was chairman of the interim board till 30 June 1964. According to the statutes for the Institute from 1st July 1964 the Uppsala University Rector was ex officio chairman and Professor Segerstedt continued in this role until 1978.

NAI's purpose, according to its original mandate (1964) was, within the Nordic countries, «to further the study of African issues and «promote international aid activities relating to Africa»;; and, more specifically (3 §):

- *to further the education of personnel for aid work in Africa,*
- *through courses, lectures, seminars and other means to disseminate information concerning Africa and current African issues,*
- *to serve as a documentation centre for Africa research,*
- *to further scientific research and teaching on Africa*

In 1981 this mandate was modified slightly, with both the order and the wording of some of the tasks being changed. Most notably, the last point was moved up to the first, and the words «to further ...» were extended to: «to further and carry out ...»

In 1988 the mandate was again changed slightly. The task «*further the education of personnel for aid work in Africa*», was dropped, and was replaced as a sub-paragraph by «*further collaboration and contacts between Nordic and African researchers*», a point which had earlier been included as a more general paragraph (4 § of 1981) that: «*The Institute shall within its field of activity collaborate with authorities, organisations, institutions both within and outside Scandinavia*».

In summary, NAI's mandate has changed a little over

the years, with slightly more emphasis on research and research collaboration and the removal of the training function.

The key role played by professors from the University, together with the undoubted importance of the library collections on Africa, were determinant in the decision to locate NAI in Uppsala, and there has been little serious discussion of alternative locations since then. There have, however, been some relocations within the city, and it has, at times, been proposed to share offices with the University. NAI has been in its present offices for several years. These are very central, on a main shopping street in the city. The institute is spread over three floors, with the library on one floor, and the other staff divided between the two floors above. Space is rather limited and each floor has separate access.

Relations with the University of Uppsala have generally been good but are not particularly close, with the exception of the library where there is formal collaboration. The University Director was until recently the Head of the Board, but the University is now represented only by the Head Librarian, as member of the Council. There are links with some of the University departments – such as the Department of Peace and Conflict Research – but these are surprisingly few and are based on common interest and personal contacts rather than formalised agreements.

The activities of NAI initially centred round the library. In its second year of operation, the Institute began the travel grants for field study in Africa. A few years later grants were also offered for students from the Nordic countries to travel to Uppsala to use the library. Also at the end of the 1960s came the first Nordic Researcher. Although not specifically stated in its mandate, the activities of NAI have always been focused on the social sciences and, to a lesser extent, the humanities.

Over the last 35 years the organisational form of NAI has undergone some significant changes, with alternative solutions being sought to the central dilemma: how to have a truly Nordic institution which is nevertheless located in, and predominantly funded by, Sweden. It is by law a Swedish institution and was for over 20 years responsible to a Board with members from all Nordic countries. This was, strictly, not permissible under Swedish law, a fact which those who knew chose to overlook until the late 1980s when the issue was taken up by the Swedish Ministry for Foreign Affairs. (NAI

initially came under the Swedish Ministry of Education, but this was changed in 1981, at a time when the education budget was under pressure, whereas funding for foreign aid was more readily available.) The solution chosen (SFS 1988: 1124) was that NAI should continue as a government authority (»Statlig myndighet»,) but with a Board composed of members only from Sweden, supplemented by a Programme and Research Council (hereafter referred to as Council), with members from Denmark, Finland, Iceland, Norway and Sweden. In practice this meant that the Board would sometimes meet alone, but more usually there would be a joint meeting of the Board and the Council; although when formal decisions were to be made, the Board alone would make them. This was found to be an unsatisfactory arrangement, not least by non-Swedish members who, despite the fact that they were in effect present and active in discussions, were formally, and explicitly, accorded a secondary role. There was broad agreement that an alternative had to be found, and in October 1993 NAI was, in a letter from the Swedish government, invited to come with proposals for change in its organisational and legal status, «particularly in order to increase the influence of the other Nordic countries over its activities». For several months the Director and others explored alternative administrative arrangements, including the model of NIAS in Copenhagen, which is one of many organisations under the Nordisk Minister Råd (Nordic Council of Ministers).

In August 1994, in a letter to the Swedish Government co-signed by the Chairman and the Director, NAI recommended that its status should be changed from an authority to a foundation («stiftelse»), noting that its current organisational status excluded the possibility to appoint members of the Board who were not Swedish citizens. It was also proposed that the position of chairperson should rotate systematically between the countries, and stressed the importance for NAI's activities of securing funding over several years from all the Nordic countries.

There came, however, a new government in Sweden, which did not favour the formation of foundations and sought an alternative solution. In the course of 1995 a new proposal was made, whereby NAI remained an authority but the Board was done away with and only the Council – with both Swedish and non-Swedish members – remained. This effectively gave enhanced powers to the Director. This was enacted as SFS 1995:1352 which came into force on January 1st 1996.

To summarise very briefly: what was during the first two years an «institute» close to the university, became an «authority» with a Nordic board in 1964; in 1988, the Nordic Board was transformed into a Swedish Board and an Advisory Council, and then, from 1996, into an Advisory Council only.

NAI is financed by the governments of the Nordic countries, through a combination of three forms, each accounting for roughly equal amounts: core funding (from Sweden), medium-term assured funding for shared activities (from Denmark, Finland, Norway and Sweden), and ad hoc funding for specific activities (from whichever countries which wish to do so).

Iceland has always had a representative on NAI's Council and has during the last years expressed positive interest in becoming more closely involved. Until now, however, Iceland has made only minor financial contributions, on an ad hoc basis.

The first category of funds is voted annually by the Swedish parliament on the basis of a «regleringsbrev». This is in response to annual reports from NAI specifying activities and expenditures for the previous year, and requests for the following year. This may include extraordinary funding specifically linked to some purpose, such as the library.

The assured contribution from three other Nordic countries is something which has been linked to the expanding activities of NAI: first funds for travel and study grants, then for the Nordic scholars, and later the research programmes. These contributions are provided on the basis of agreements between NAI and the relevant body in each country. These contracts are now of three-year (earlier one-year) duration.

Additional ad hoc funding has been provided on the basis of contracts between NAI and, for example, SIDA, SAREC, DANIDA for undertaking specific tasks. Such funding may extend over a period of months or years. (Note: SIDA and DANIDA have recently undergone organisational changes and changes of name. In this report, however, we have used the names current at the relevant time).

The budget of NAI has grown steadily since 1962, with substantial increases most recently in the late 1980s, with the introduction of the new Research Programmes. The balance between the three types of funding, and

between countries, has varied somewhat (see Table 1.1). Since the mid 1980s Swedish core funding has remained fairly constant as a proportion of the total. The share of assured funding from the other Nordic countries increased, in the late 1980s, from about 5 % each to about 10 %, and has remained at this level since. Iceland does not contribute to core funding but pays for any services provided). The share of ad hoc funding has fallen. This comes from all the Nordic countries, but Sweden has been a major contributor here also, and has therefore, in total, probably accounted for at least half the total of NAI's funds over the period.

The number of staff at NAI has grown considerably over the years: increasing by nearly 100 % from 1970 to 1980, and by a further 50 % since then – to a current total of 35. The balance between activities as reflected in budget and staff has varied somewhat (see Tables 1.2 and 1.3). The division in the summary budget table is simply into library, publications, and research. Clearly it is the last-named (a rather broad category that includes also research support) that has grown, from just under 60 % in 1986 to 70 % in recent years..

The first Director of NAI, Carl Gøsta Widstrand, was an anthropologist, formerly a lecturer at Uppsala University. He remained Director for 20 years, playing a central role in shaping the institution. During his time, and especially towards the end of this period he took occasional sabbaticals to work, for example with UNDP, and others stood in for him. He believed it important that NAI should not only provide information but also undertake research, and the gradual introduction of the Nordic Researchers occurred under his Directorship. He left to become Professor at the University of Linköping.

He was replaced in 1984 by Anders Hjort af Ornæs, also an anthropologist. His own research interests were concerned especially with environmental issues, and he sought to develop NAI's research activities in selected fields, complementing work undertaken by universities in the Nordic countries. This led him to introduce the Research Programmes which represented a significant expansion for NAI. He, too, left to become Professor at the University of Linköping, in January 1993, and Karl Eric Ericson who had for many years been Head of Department, became acting Director for seven months.

In September 1993 the current Director, Lennart Wohlgemuth, took up his appointment, only the third Director in NAI's 35 year history. He is an administrator,

with very long experience from SIDA where he rose to a senior position. He has put special emphasis on NAI's policy-related activities, and seeks to keep in close touch with not only his contacts in SIDA and the Swedish Ministry for Foreign Affairs, but also the other Nordic countries.

The internal organisation of NAI has, in formal terms, not changed very much over the years. Initially it was too small to warrant separate sections. By the beginning of the 1980s it was divided into three divisions – library, research, administration – plus one person responsible for publications and one for courses and seminars. At the beginning of the 1990s there were some minor changes in classification, but broadly the organisation has in recent years consisted of four divisions, reflecting its three main activities (library, research and research support, publications) plus administration. More recently, however, the organisation of the research component has been the subject of discussion, leading, from June 1997, to the establishment of policy-related activities as a separate division.

An Analysis of the Period 1962–97

The major change during this 35 year period has been the growth of NAI, primarily driven by the expansion of research. Although this growth has been fairly steady over the period, two developments have been especially important: the introduction of the Nordic Researchers in the 1970s and the Research Programmes in the late 1980s. With the expansion of research there has been expansion of associated activities – notably seminars and conferences and publications. But research networking also increased with the Research Programmes. The most recent shift has been to more policy-related activities. What has caused these changes?

External factors in Africa and The Nordic countries:

During the last 35 years Africa has been transformed, moving into the era of independence. In economic terms, the continent has moved from the optimistic days of planned growth, and into the painful era of structural adjustment; in political terms, from mostly one-party states to mostly multi-party states. Particularly important, both for Africa and the Nordic countries, have been the fortunes of South Africa, with the defeat of the apartheid system. In social terms, the lives of Africans have been transformed – not least through education. And the changes have been especially dramatic in higher education. In 1962 there were in many Africa coun-

tries only a handful of graduates; today there are many thousands throughout the continent, many of them unemployed. And these include increasing numbers with Masters and Doctoral degrees. The universities have mirrored – and also influenced – the economic, political and social changes. In the 1960s and 70s there were a number of good universities in Africa, with functioning infrastructure, including libraries. But with ailing economic fortunes, much of what had been built up then declined. And both universities and individual academics have sometimes suffered at the hands of political regimes with which they were not in favour.

Research in and on Africa has to some extent reflected these changes. The resources available for Africans to carry out research have been limited, despite the increasing numbers of graduates competent to undertake the work. In times of economic hardship, able African academics had to find other ways to supplement or even replace their earnings; in some cases in employment wholly unrelated to academia; or perhaps working on studies for aid agencies or NGOs. Some of the best have left the African universities for well-paid jobs in Western universities or the international bureaucracy. Contrary to the expectations of the early 1960s, many countries have not reduced their dependence on aid; and this applies to many universities, and even such an important research agency as CODESRIA. A powerful indicator of the rise and fall of research in Africa is the number of academic social science journals which were established and then disappeared in this period.

Research on Africa by those outside, whether in the Nordic countries or elsewhere, has not suffered to the same extent. But in contrast to other area studies, research on Africa has been very focused on development and aid issues, or at least the topics covered have to a considerable extent reflected such concerns: for example structural adjustment, democracy and human rights.

This has created a situation in which although the possibility for equal partnership has increased, in that there are many more able African graduates, the context has remained unequal: with a high degree of dependence on foreign support.

In the Nordic countries the situation has also changed very considerably. Knowledge of Africa has increased enormously: both with many thousands of people working in Africa and many thousands more studying it: through development studies, history, political science, anthropology, etc. In the early years of its existence,

Table 1.1 Sources of Funding for NAI, 1985/86 to 1995/96.

(a) In constant 1996 prices ('000 Sw. Kr.)

	85-86	86/87	87/88	88/89	89/90	90/91	91/92	92/93	93/94	94/95	95/96
Sweden	5258	5572	5721	5393	6663	7766	8051	8276	8212	8666	8455
Denmark	752	936	997	1014	1885	2238	2023	2152	1916	2394	2730
Finland	652	784	802	963	1815	2238	2047	2003	2102	2044	2040
Norway	703	1138	1047	1005	1613	2272	1960	2202	1751	2394	2231
Supplementary	6984	6364	6174	7881	6285	6224	6711	5582	6641	6911	7872
Total	14349	14793	14742	16257	18261	20737	20791	20214	20622	22409	23328

(b) In constant prices: Index (1985/86=100)

	85-86	86/87	87/88	88/89	89/90	90/91	91/92	92/93	93/94	94/95	95/96
Sweden	100	106	109	103	127	148	153	157	156	165	161
Denmark	100	124	133	135	251	298	269	286	255	318	363
Finland	100	120	123	148	278	343	314	307	322	313	313
Norway	100	162	149	143	229	323	279	313	249	341	317
Supplementary	100	91	88	113	90	89	96	80	95	99	113
Total	100	103	103	113	127	145	145	141	144	156	163

(c) Percentage shares

	85-86	86/87	87/88	88/89	89/90	90/91	91/92	92/93	93/94	94/95	95/96
Sweden	37	39	39	28	36	37	39	41	40	39	36
Denmark	5	6	7	6	10	11	10	11	9	11	12
Finland	5	5	5	6	10	11	10	10	10	9	9
Norway	5	8	7	6	9	11	9	11	8	11	10
Supplementary	49	43	42	48	34	30	32	28	32	31	34
Total	100	100	100	100	100	100	100	100	100	100	100

there were few institutions in the Nordic countries with substantial knowledge and expertise on Africa. Today this is no longer the case. The library is something of an exception, but when it comes to research, there are many other institutions with as many, or even more, persons working on Africa. This includes not only those with which NAI has close links – Centre for Development Research (CDR) in Denmark and Christian Michelsens Institute (CMI) in Norway – but also others, especially universities; in many cases these are as large in terms of Africanists as is NAI. In Denmark, Roskilde University Centre, and the Universities of Aarhus, Aalborg and Copenhagen have considerable competence – the last-named having a Centre of African Studies of their own. In Norway, the Universities of Oslo and Bergen each have considerably more researchers working on Africa than there are at NAI, in some cases concentrated at specific Centres or Departments.

In Finland, expertise is more widely spread. In terms of number of people involved, the Africa research milieux are comparatively small, but they have increased considerably in number since the establishment of NAI. The biggest concentration of social science African research is probably found at the Institute of Development Studies, University of Helsinki. African research, though mainly within the humanities, is also carried out at the Department of Asian and African Studies, University of Helsinki, where the *Nordic Journal of African Studies* is published by the Nordic Association of African Studies. Responses received to an inquiry sent to 20 universities in Finland show that there are many Africa research and teaching activities (mainly within the technical and medical sciences and the humanities) in various parts of Finland. Finland (Helsinki) is also host to the United Nations University, World Institute for Development Economics Research (WIDER), to which a number of Africa researchers are attached.

In Sweden, there are also many researchers working on Africa. Most of these are based in traditional departments, such as anthropology: notably at Uppsala University, and also Stockholm, Lund and Gothenburg. In the field of political science, NAI has had some links, both via individuals and programmes, with, for example, Stockholm and Gothenburg. There is no Swedish centre of development research, comparable to CMI or CDR, but a Centre for Africa Studies has just been set up at the University of Gothenburg.

Thus, since NAI was first established, both the number of individuals and milieux conducting research on Africa in the Nordic countries has increased enormously – mainly, but not exclusively, at universities and other institutions of higher education. NAI is, however, distinct – not only by virtue of its Nordic scope, but also its networking role and multi-disciplinary staff.

What has perhaps changed least in the context of NAI's activities is the Nordic-Africa relationship. The Nordic countries remain interested in and committed to Africa to an extent and in a way which differs substantially from their relationship to other Third World countries, although there have been changes here too.

Internal factors. Within NAI, a number of factors have been at play. The number and level of competence of the researchers has increased substantially, and their expectations and motivations have also perhaps changed. Among the other staff there has been more stability, both in terms of persons and perhaps of views. From our interviews it appears that the primary agent of change has been the Director; and, in broad terms, research, led by the Director, has been the driving force for change at NAI, with other staff usually representing more continuity. He has, of course, been answerable to both his staff and his Board, or Council. And the changes made have to varying extents been hammered out in discussion in both fora.

But, as noted above, the formal mandate of NAI has not altered much over the years. And although the annual plans give some indication of priority and strategic choice in the short term, there have been no strategic plans. In August 1992, NAI did produce a 3-year budget for the period 1993/94 to 1995/96. This was prepared by the previous Director in accordance with a directive of 1991 and was approved by the Board shortly before he left. The document set out what had been achieved and argued for a period of consolidation, without major change of course. A Research Strategy document was recently prepared and presented both internally and to the Council. It identifies some of the central issues, and includes some important proposals, but it does not constitute a major choice of strategic direction.

In summary, the activities of NAI have not only grown but also changed considerably in the last 35 years, adapting to the developing situation in the Nordic countries (by, for example, initiating research programmes on topics not well covered by other research milieux),

changes in personnel at NAI, and changes in direction indicated by those who direct and finance NAI.

Today, NAI stands at a cross-roads at which important decisions need to be taken about the way forward. (More accurately, perhaps, the Director has begun to move down one particular road, without carrying many of the other staff with him). This point has been asserted by almost all that we have interviewed: sometimes expressed as a need for a «Mission Statement». This, indeed, appears to be a major reason why we have been commissioned to undertake the study. And it emerges clearly from NAI's own self-evaluation, a document which has been very valuable for our work, as a source of both information and opinion. Here, every member of NAI was given the opportunity to express their views, based on the Terms of Reference for this study. Most of the researchers chose to do this as individuals; some of the others submitted group reports. One thing which emerges clearly from it is that there are widely divergent views as to which way NAI should go forward, linked to a perception of what it is and has been in the past. These divergent views also appear to have created or exacerbated antagonisms between staff and groups of staff.

External perceptions and visions for the future: In the Nordic countries, among those working on Africa, NAI is well known and, by many, regarded as a resource – with the library often being singled out for special mention. It is seen to have changed, with less emphasis on its role as a meeting-place and source of solidarity, and more on research. As regards perceptions in Africa, we are not very well placed to judge, since the scope of the study did not extend to visiting selected countries. On the basis of information available, however, we formed the clear impression that NAI is very well-known, especially through its publications, in Finland, Norway, and Sweden; but notably less so in Denmark.

As regards visions for the future, not all – understandably – had clear or strong views. And the views that were expressed were far from consistent. Those who valued NAI for what it had been in the past nevertheless recognised the need for change with changing external circumstances. Very few proposed that it should be closed down, although some stated that its continued existence should not be taken for granted, and welcomed a thoroughgoing review of its role. And one or two of those interviewed suggested that it should rather be located in Africa. Among past and present Board

Members, much emphasis was placed on the Nordic dimension. Despite, or some argued because of, the expanded European Union, it is important for the Nordic countries to collaborate, especially in relation to aid. On other issues, notably the nature of NAI's activities, and types of research, those interviewed were less clear and unanimous. Not all were aware how controversial these issues were internally, and several recommended seeking a balance, without being specific as to what this would imply.

Internal perceptions and visions for the future. The Internal Evaluation, supplemented by interviews with a very large number of staff, indicated that views among all the staff were very varied. And these were in some cases – especially among researchers – strongly expressed. Should NAI be a centre of academic excellence or a source of policy advice? Should it be concerned mainly with the production or the dissemination of knowledge? Should its research be on Africa or in Africa? Should it look more to other European countries and USA for inspiration? Some sought to find a middle ground between such alternatives, while others argued that difficult choices had to be taken which could not satisfy everybody. But few denied that there was a great need for a clear and accepted statement of direction.

To summarise: NAI is an unusual organisation, a «hybrid» in the best sense of the term, undertaking several different but interrelated tasks. (Hybrid is a concept used in social sciences to refer to something that is of mixed origin. In analysis of ethnicity, identity and popular culture, for example, it is positively related to creativity, cultural strength and political vigour. Hybridity is invoked in many analyses as a positive force in the world. In this report the concept of hybrid is used for making sense of the specificity of NAI as an organisation. For us a hybrid organisation is based on openness and networking. NAI is dependent on networking and it is through a complex system of internal and external social interactions that its activities are carried out. NAI may therefore claim to be a typical modern institution, while most university departments are «pre-modern», striving with strict boundaries and disciplinary purity).

The purpose of NAI is to bring about, both directly and indirectly, the production and distribution of knowledge; knowledge which may be of three kinds (for three audiences): academic, documentation and policy (for researchers, the interested public, and decision-

makers). What is the appropriate mix of activities and types of knowledge? The answer to this question must be based not only on consideration of the merits of NAI's hybrid nature, but also its quality: how well does NAI perform its three central tasks, and the associated «networking» activities?

We have sought to illustrate the role of NAI in Figure 1, showing its three «core» functions, embodied in the library, research and research support (broadly defined) and publications. These are, ideally, interrelated, creating a synergy effect, both between functions (i.e. the library is used by the researchers, who in turn produce publications) and also within each function (notably a synergy between the different researchers).

But this core is only a part of a much more extensive system, which NAI both feeds off and nourishes. There are very large numbers of people in Africa and in the Nordic countries (and, to a lesser extent in the rest of the world) involved in this system, as producers and users of knowledge. And it is this especially which makes NAI significant. The actual or potential links here are

many, indicated by the thinner arrows in the diagram. Thus, the library receives publications from both Africa and the Nordic countries and makes them available to both (mainly through library visits, but also inter-library loans). Individuals from Africa and the Nordic countries contribute to the activities at NAI, either by visiting or, more commonly, by participating in networks of collaboration. And NAI publishes works by individuals from Africa and the Nordic countries as well as from NAI, and distributes these widely.

This complex system has developed over time, and the emphasis placed on different activities has changed. For example, publications in recent years are mainly by NAI staff whereas they were formerly largely by outsiders. NAI thus combines many functions, each of which could, in principle, be undertaken by another type of institution. For example, the library could be at the University; the travel grants could be administered by a Research Council; the books could be issued by a publishing house. The challenge, but also the special character of the organisation, lies in this hybrid character. How can it best work?

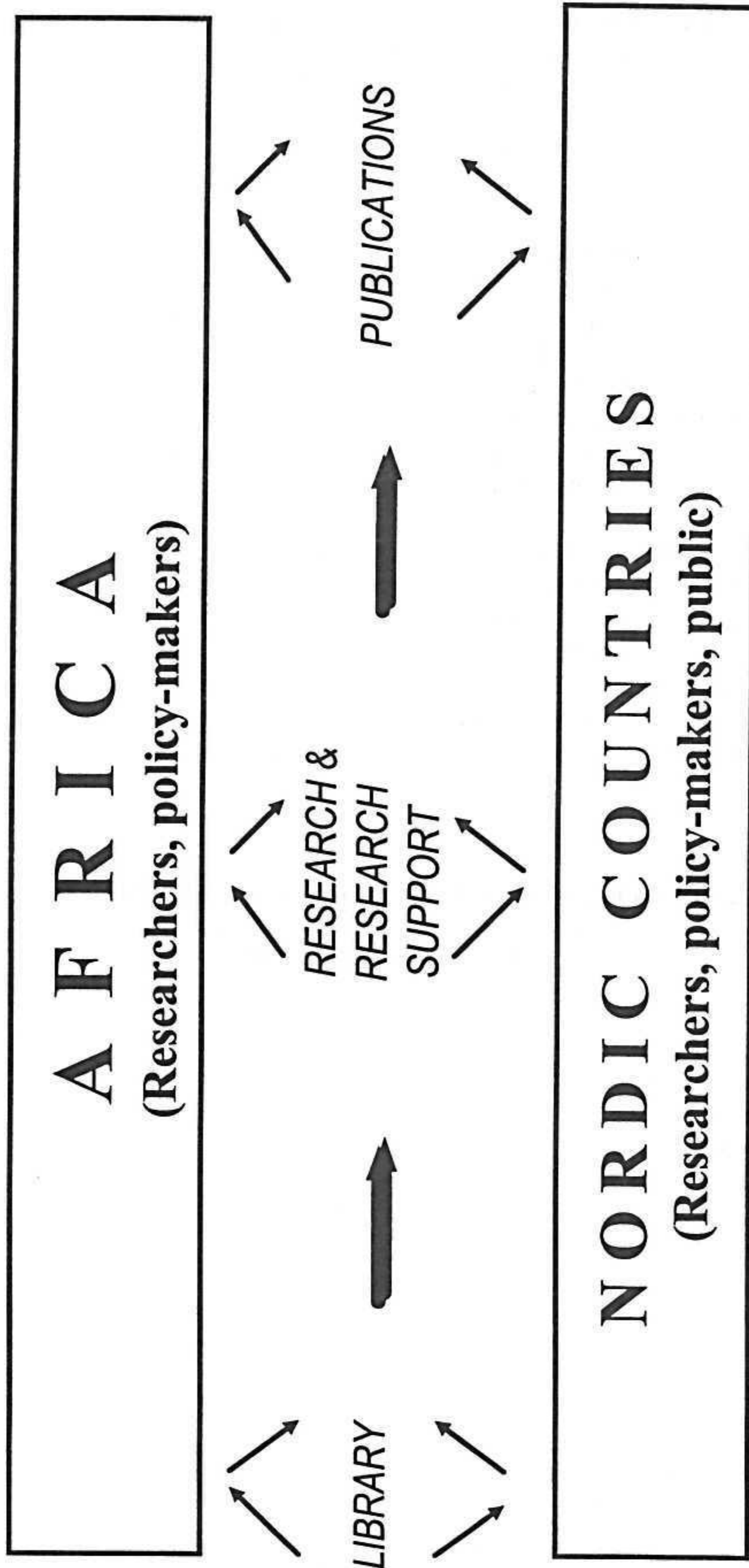
Table 1.3 NAI Staff: Number of Posts, by Division: 1970, 1980, 1989 – 96

Year	1970	1980	89/90	90/91	91/92*	92/93	93/94	94/95	95/96
Director	1	1	1	1	1	1	1	1	1
Library	3	5	5.25	6.5	6.5	7.5	6.9	7.9	6.7
Research and related activities		6	6.5	9.5			17.5	16	16.85
a) Nordic researchers					5.5	6.5			
b) Programme researchers					4.5	4.5			
c) Research proj.					2.5	3.5			
d) Sem/info.			1	1	2.5	3.0			
Courses and seminars		1							
Publications	1	1.5	2	4	4.5	3.75	3.95	3.95	
Administration	6	9	13	12	7.5	6	8	7.3	6.4
TOTAL	10	23	28.25	32	34	36.5	37.15	36.15	36.9

* In this year there was a redistribution of posts within the institution, but without substantial implications for the organisation. «Seminars and information» shifted to «Research support and information», and in the following year this was incorporated under «Research» (then renamed «research and research activities»).

For the years 1989–96 the figures are taken from the Årsredovisning/Årsframställning for the relevant period. Staff seconded from Uppsala University Library (2.4 positions) have been included. The figures also include a varying number, sometimes 1 – 2, employed through «AMS» (Arbetsmarknad).

Figure 1. The Role of NAI



Chapter 2. Organisation, finance and personnel

External Organisation and Finance

According to its current mandate (svensk forfattnings-samling 1988:1124, repeated in SFS 1995:1352) NAI shall, within the Nordic countries:

1. further and carry out scientific research on Africa,
2. further cooperation and contacts between Nordic and African researchers,
3. serve as a documentation centre for research and studies on Africa,
4. inform about research on Africa and current African issues.

As noted earlier, the «Institute» became a government authority in 1964, with a Board composed of members from all Nordic countries. In 1988, the Board was replaced first by a combination of a Board and a Council, and then by a Council only. As from 1st January 1996 (SFS 1995:1352) the powers and responsibilities of the (Programme and Research) Council as specified by the Swedish Ministry for Foreign Affairs are as follows (unofficial translation):

1. supervise and function as advisory body for the institute's activities,
2. indicate the direction of the institute's research, especially the research programme,
3. appoint researchers at the institute where the research leader, if possible, shall represent another Nordic country than the Director,
4. consider other important questions which are referred to the Council by the Director.

Since the Council is formally an advisory body, these powers are necessarily less than those both of the earlier Board, and of the Board of the proposed authority. Their scope also appears to be rather more limited, although broader than that of the former Council, but it is not easy to be precise on this point since the actual role of the new Council will depend very much on how they and the Director choose to work. The intention, in keeping with the spirit of the letter referred to above which proposed that NAI become a foundation, appears to be that the Council will, as far as its legal status permits, play a role similar to that of a Board.

This letter included a longer and more explicit list of decision-making powers. Some of the specific points seem to be followed, although they are not formally included in the statutes (SFS 1995): for example, that the chair shall rotate between the Nordic countries, that the employee organisations have the right to be present with a maximum of two members; that the Director is appointed by the foundation for a period of six years, with the possibility of extension for a further maximum of six years. It was also recommended that 3-year plans be prepared.

At their meeting in March 1996, the Council proposed a more detailed specification of their tasks, which should serve for an interim period and be reviewed again in 1997.

The Council consists of two members, and one substitute member, from each of the five Nordic countries. At least one of the members shall represent the country's research community. An additional member shall represent the University of Uppsala library. (Earlier the Board consisted of a chairperson and a maximum of four others; and the Council consisted of the Board plus a maximum of seven, later amended to eight, others. Appointments to Researcher posts were made by the Board, others by the Institute). The Council members are appointed by the government for a specified period on the basis of recommendation from the respective Nordic country. The Council appoints its own Chairperson.

In practice this means that the Council (like its predecessor organisations) consists of a combination, in roughly equal numbers, of administrators (from aid agencies or foreign ministries) and researchers (often from institutes with close links with NAI, such as CMI and CDR). In the past, a fair degree of continuity has been maintained; some, both administrators and researchers, have been members for periods of several years – not necessarily continuously. And some of the members, usually researchers, have had close professional acquaintance with NAI, as visiting scholars or even staff. But several of the current members are relatively new. The current Chairperson, Klaus Winkel, is from Denmark, where he is Head of the Department for Evaluation and Research, Ministry of Foreign Affairs.

The Council meets twice a year, alternating between Uppsala and the other Nordic countries. Typically the meetings last for several hours, allowing some time for presentation of, for example, the annual report or the progress of a specific research programme as well as debate on specific issues. The amount of time required for travelling, from all over the Nordic countries makes these meetings a significant investment of effort for a large number of senior people, and attempts are made to maximise the benefit of these meetings for all concerned.

Each of the three types of funds for NAI is provided on the basis of a different type of agreement.

Core funding from Sweden is provided through a «regleringsbrev», based on the annual budget approved in Parliament for each financial year. The «regleringsbrev» states NAI's overall objectives, as specified in its mandate from 1995. In addition, it states its general objectives, and sets out in more detail its activities under three headings: research and seminars, library and documentation, publications. It requires that NAI provides annual reports on each of these.

SIDA accounts for the lion's share of Sweden's total budget for international aid, which falls into two categories: «international development collaboration» and «collaboration with Central and Eastern Europe». The former is further divided into «aid activities» and «aid management», with «aid management» allocated mainly to SIDA (about 98 % of the budget) and the balance to NAI (7.921 million Sw. kr in 1997).

In addition to its core funding NAI also receives a Swedish contribution to the Nordic jointly financed activities (3.550 million Sw. kr in 1997). This amount has increased in recent years, apparently reflecting the positive attitude of the Swedish Ministry for Foreign Affairs to NAI's current activities.

The funding from other Nordic countries has in the past been provided on the basis of contracts which each specify that they cover the cost of one Nordic Researcher plus approximately 1/3 of 2 secretaries; and § of NAI's grants for travel and library visits, seminar and conference activities, the three Research Programmes, and part of publications. From annual agreements these have become three-year agreements, each providing an annual lump sum of about 2 million Swedish kronor (roughly the same amount as before). The wording of

each of these is generally similar, although some are slightly more concrete as regards expected results. As part of the condition for this funding, the agreements specify that NAI shall:

- a) On request (dependent on available capacity) undertake minor tasks («utrednings- og informasjons oppdrag»,) without cost, and for agreed amounts undertake larger assignments provided these do not conflict with NAI's other activities;
- b) send free copies of publications to Danish/Finnish/Norwegian major libraries;
- c) provide library services to Danish/Finnish/Norwegian libraries;
- d) reserve a position for a researcher from each Nordic country and strive to engage researchers to the Institute's research programme;
- e) seek to locate some of NAI's conferences and seminars at relevant Danish/Finnish/ Norwegian institutions;
- f) give NAI's guest researchers the possibility to give seminars at relevant Danish/Finnish/ Norwegian institutions;
- g) advertise NAI's travel and study grants in Denmark/ Finland/Norway. Stipends shall be allocated between the Nordic countries on the basis of quality.

The third type of funding, which is ad hoc, is governed by contracts with individual agencies, typically aid-giving bodies in the Nordic countries. Three recent examples will suffice.

- Contract with SIDA: Aid Effectiveness in Africa. Standard Agreement to fund salary (for one Swedish researcher), plus travel and minor expenses for a period of 6 months at a cost of 320,000 Swedish kronor for the completion and presentation of report material from the whole project and the Zambia study. This is a supplement to an ongoing project.
- Contract with Norwegian Ministry of Foreign Affairs: Research component «poverty, conflict and gender» for a period of three years at a cost of 2.6 million Norwegian kroner. «To contribute to strengthening competence-building in research on poverty, conflict and gender issues in the Nordic countries and the developing countries». This is a supplement to the Research Programme on poverty. (About 70 % of the total budget is channelled to the University of London, largely for salaries, for both Nordic and British researchers and students. The balance is to

NAI, mainly for salary. We find it hard to see how this arrangement fits in with NAI's mandate).

- Contract with SIDA: Social Context of Structural Adjustment in Sub-Saharan Africa. 1.5 million Swedish kronor over 2 years. Primarily fees and expenses to researchers and research assistants in a number of African countries involved in the programme. This is a supplement to the Research Programme on structural adjustment, which also has additional funding from other Nordic sources.

Each of these financiers requires some form of reporting. Probably the most stringent are those specified by the Swedish Government in their annual «regleringsbrev». This covers all NAI's activities, whatever its source of funding, and requires detailed analyses of costs related to activities, submitted a few months after the end of the financial year. In recent years, due to new government regulations, NAI have produced very full reports, including quantitative analyses, some more instructive than others. In addition, each Nordic country requires reports, of both activities and expenditures, in relation to their specific contracts; and each individual contract has its reporting requirements. Broadly, however, it seems that, apart from specific budgets and accounts, the annual report in Swedish («årsredovisning»,) meets the reporting needs of the various actors. This goes also for the Council itself. An Annual Report, in English, is also produced each year. This is less analytical and financially oriented than the «årsredovisning», providing information, rather than formally reporting, to a wide audience, both in and beyond the Nordic countries.

In addition, NAI submits each year a proposed budget for the following year, together with an annual plan («verksamhetsplan»). Thus the Director is in practice required to satisfy and report to several masters, with expectations, which, in theory at least, may not be fully compatible. This does not appear to have created a formal problem for NAI, but the question does arise: by what means are these competing priorities resolved into an integrated plan of action? Here the Council, formerly the Board, might be expected to have a key position. But is this in fact the case?

Formally, the Director has considerable executive power, with the powers of the Council being limited in scope and advisory. But those who finance NAI have, at least in the medium and long term, considerable influ-

ence. These are, first and foremost, the Swedish Ministry for Foreign Affairs, and next the respective ministries from the other Nordic countries. All of these are represented on the Council. This has both positive and negative implications. The positive is that, in meetings with the Council, the Director is dealing with many of the same people with whom he also negotiates bilaterally on a regular basis, so that there is little danger of lack of continuity and communication. On the negative side, those in the Council with whom the Director is not in regular contact, notably the researchers, are likely to be less well-informed and may feel – and indeed may actually be – marginalised. And the Council, as a body, may not function in a unified and integrated manner.

The appointment of Director is a crucial decision. It is evident from the historical analysis of NAI that the Director has always put his personal stamp on the institute, and the position is now formally more powerful than before. When the previous Director, Anders Hjort, declared his intention to leave after 8 years in the post the search for a replacement began with urgency, with the Chairman of the Board playing an active role. Applicants from Sweden were, through notices in the press, invited to express interest in the position. The number that did so was small. Very few were interviewed and none of these was found to be suitable. The desired combination of research competence and administrative ability proved hard to find. Possible candidates were approached directly, but in confidence. The search for the desired combination of talents proved not to be easy, but a possible solution was under consideration when a very concrete proposal was made by the Swedish government to appoint Lennart Wohlgemuth. He had very long management and administrative experience in SIDA, including several years as Head of Education division and later Head of the Sectoral Department («Sektoravdelning»), and it was felt that his lack of research competence could be made up for by the Research Leader, also to be appointed soon. The proposal to appoint Lennart Wohlgemuth was not tabled for discussion at the joint meeting of the Board and Council in May 1993, but presented as a fait accompli. Although not adversely commenting on the individual appointed, members expressed concern at the manner in which the decision was taken, and regretted that a researcher, also possibly from one of the other Nordic countries, had not been chosen. At the time it was thought that NAI would soon become a foundation, opening the possibility of recruiting a Director from any of the Nordic countries. The Board and Council ex-

pressed the view (at their meeting in May 1993) that the appointment should be for a limited period only. However, NAI instead was reorganised as an authority («enrådhetsmyndighet»), the Board was abolished, and in 1996 Lennart Wohlgemuth's appointment was extended for a longer period. Again the matter was presented to the Council as a *fait accompli*. Council members expressed strong concern at this, and the Council subsequently received a letter from Statssekretæren of the Swedish Ministry for Foreign Affairs expressing his regrets.

In terms of the organisation and financing of NAI, three major and interrelated issues deserve comment:

Swedish dominance:

Both by virtue of its organisational form as a government authority and its financing, the NAI is governed predominantly by Sweden. The Director and members of the Council are well aware of this, and have expressed their eagerness, in the interests of making it a truly Nordic venture, to counteract this imbalance. Certain measures have been taken. For example, the Director travels to the various Nordic countries to meet with key people; and the Chairperson is chosen from one of the other Nordic countries. Despite this, certain crucial decisions have been taken with minimal or even no reference to the Council, displaying at best a lack of sensitivity on the part of Sweden. Two important examples are worth noting. First, the decision concerning the major change in NAI: not to a foundation, as expected, but to a new type of Swedish governmental authority without a Board and with the formal power vested in the Director (SFS 1995). Second, the appointment, and subsequent extension of the appointment, of the current Director. In each case, although we have been informed in our interviews that some members of the Council were consulted, the matter was not presented for discussion.

The role of the Council

What can and should be the role of the Council? It has the great merit of being a truly Nordic forum. But do its members have the powers, the information, and the necessary time to ensure that NAI follows an appropriate path? This will depend in part on its formal mandate, and in part on how this is implemented – in the interplay between the Director, the Swedish Government and the other Nordic members. Formally, its powers are neces-

sarily only advisory. Nevertheless, it can be an effective forum for making differing views known, and for ensuring that strategic decisions are thought through and explicitly formulated. It can be specified that certain decisions cannot be taken before they have been discussed in Council, and certain information must be made available to the Council. The agenda for the meetings can, and in our view should, be prepared in a way which presents and problematises key issues. The fact that the Director has very considerable decision-making power, and that the Nordic Ministries of Foreign Affairs have substantial, though varying degrees of weight in relation to NAI's overall financing, is, in our view, a reason to ensure that differing views, both from outside and inside NAI, are made known – and, even if only briefly, discussed. It may also be helpful if the form of the protocols is changed so as to better summarise such views and discussion.

Lack of a clear and agreed plan

The mandate for NAI is broad. Although its activities are further specified in other documents, most notably the «regleringsbrev» from the Swedish government, there is scope for considerable flexibility within these – regarding, for example, the balance between activities. The staff, and also others, expressed to us the need for some clear decisions to be made about NAI's direction. The new Director felt that he was responding to clear signals from Sweden, and to varying extents the other Nordic countries, when he initiated a shift in direction towards more policy-related activities. But staff at NAI feel that this occurred without due consideration. Although we understand from some of the council members that these matters have been discussed in Council, the protocols make only limited mention of this, and do not contain a clear statement that a change of direction is necessary or how this should be done. Similarly, neither the annual «virksomhetsplan» nor the Research Strategy make this clear. The Director certainly has the power to make such a change, and from our interviews it was apparent that this was welcomed by some very important Council members. But if, as we suggest, the implications of such a change have not been clearly thought through, and the staff are not either convinced or clearly instructed that such a change must be made, then the outcome is likely to be unsatisfactory. Hence, we affirm, the need for a clear Mission Statement

Internal Organisation, Finance and Personnel

Problems in the Classification of NAI's Activities

From the written materials available it is difficult to classify NAI's activities in a coherent way. As the following summary shows, there are significant inconsistencies between the mandate, the budget, the Swedish government «regleringsbrev», the «årsredovisning» and NAI's organisation chart and list of staff. The Terms of Reference for this study, which seek to list NAI's activities in a structured way, represent a combination of several of these. Variation is especially great in relation to research (broadly defined), and in the following list this component is elaborated on in more detail.

Mandate (SFS 1995:1352):

- further and carry out scientific research on Africa;
- further cooperation and contacts between Nordic and African researchers;
- serve as a documentation centre for research and studies on Africa;
- inform about research on Africa and current African issues.

Organisation chart:

- Library
- Research and Research Support (Research Programmes; Nordic Researchers; Research Projects; Seminars, grants, information)
- Policy Related Activities (in the new version of the organisation chart, from June 1997)
- Publications
- Administration

Årsredovisning – Summary of results:

- Research and Seminar Activities (Research Programmes; Nordic Researchers; Other Research Activities; Research support; Seminars; Policy-related Activities)
- Library
- Publications

Årsredovisning – Personnel, organisation

- Publication activities
- Library
- Research activities
- Administration

Budget:

- Library
- Publications

- Research support and information
- Research programmes; Nordic researchers; Other research projects and collaboration (including «external projects».)

«Regleringsbrev»

- Research and seminar activities
- Library and documentation section
- Publications activities

Terms of Reference:

- Research: three core programmes, Nordic researchers, specific (externally funded) research programmes, and applied/requested research and studies; networking, etc.
- Library
- Publications
- Information and policy role
- Other services (grants, visitors, seminars and conferences).

Some degree of inconsistency is not unusual in an institution which has existed for many years and is currently undergoing change, and one cannot reasonably expect complete congruence. But the foregoing does, in our view, indicate the need for a clearer view of what NAI's various activities are and how they interrelate. To contribute to understanding, and if possible improving, the situation we have prepared the following two matrices. In each case we have divided NAI's activities into four: library, research (broadly defined), research support, publications; and have compared these, first with NAI's mandate (dividing item one into two sub-items) and then with our own threefold division of NAI's role (to produce, support the production of, and disseminate knowledge).

In the various written sources summarised above, we suggest that there are two main sources of terminological confusion; first, a confusion between «Research and research support» and «Research and related activities», and second, a confusion between Research (narrowly defined, meaning academic research) and Research (broadly defined, meaning the production of knowledge – but not necessarily for an academic audience). In addition, policy-related activities appear in a variety of forms. Where should they fit in, and how do they relate to research? This relates to the problem of the words «research» and «researcher», which, rightly or wrongly, tend to be associated with «academic research/er». NAI is, we argue, concerned with knowl-

edge in a wider sense than the term «research» often implies. Lacking an alternative term, we suggest that the word «research» is used, but that it is broadly defined, making it clear that the knowledge so produced can and should be used in a number of different fora: so that NAI researchers work with and for academic researchers, policy-makers, and the interested public. And

policy-related activities may involve the production of new knowledge or the dissemination of knowledge. (This is, we suggest, consistent with the statement in the «regleringsbrev» that «It is expected that the institute's combined knowledge is made available through information activities directed towards politicians, aid administrators, journalists, etc.»)

Table 2.1 Classification of NAI's Activities

<i>NAI's Mandate</i>	Library	Research	Research Support	Publications
1a) further scientific research on Africa	x	x	x	x
1b) carry out scientific research on Africa		x		
2) further cooperation...between... researchers	(x)	x	x	(x)
3) serve as a documentation centre	x			
4) inform about research on African issues	x	x	x	x

<i>Team's Classification*</i>	Library	Research	Research Support	Publications
Produce knowledge (1b)		x		
Support the production of knowledge (1a,2)	x	(x)	x	(x)
Disseminate knowledge (3,4)	x	x	x	x

* Numbers in brackets refer to the mandate above.

Thus we shall, in this report, use the term «research» in a broad sense, to mean the production of knowledge: for academics, policy-makers or the public. We shall use the term «research support» to refer to travel grants, researcher visits, seminars, etc., and avoid the term «related activities».

Organisation

The organisation chart for NAI is shown in Figure 2. This has been the subject of debate for some time and we have included two slightly different versions (A and B). The following presentation takes its starting point in version A, but includes comments on the new version B which was formally approved after the Team began its work. (Ref. NAI Administrationsnytt, 12th June 1997). Three particularly problematic issues have been the role of the Research Coordinator/Leader, the role of the Management Group, and the relationship between policy-related activities and research. These are taken up below.

According to the former chart, the staff are organised under four groups: research and research support, publications, library and administration – although not all fall neatly into this categorisation. A substantial majority of the staff at NAI are women, although among the researchers the balance is roughly equal.

The majority of the staff are Swedish. The exception is within the categories of Nordic Researchers and Research Programmes, where the majority are non-Swedish. The majority of the staff have permanent positions; the exception being the researchers almost all of whom have fixed-term contracts. Although the «non-researchers» do not form a homogeneous group in terms of tasks, the Team did gain the clear impression that the Swedish/Nordic dimension is also of concern within NAI.

The library has been and remains a well-defined group with clear responsibilities. The only substantial issue here is the relationship with the University of Uppsala

Figure 2. Organisation Chart



A)

Library	Research + Research Support				Publications			Administration			
	Nordic Researchers	Research Programmes	Research Projects	Seminars Grants Info.	Publications			Finance	Personnel	Data	Other

B)

Library	Research + Research Support				Policy Related Activities		Administration			
	Nordic Researchers	Research Programmes	Research Projects	Seminars Grants Info.	Policy Related Activities		Finance	Personnel	Data	Other

library. Some of the posts (2.4 to be precise), including that of Head Librarian, belong to and are paid for by Uppsala University library. But University of Uppsala and NAI have different salary schedules and methods for dealing with temporary replacement in case of, for example, illness. There has been considerable stability of staff over the years, although a new Head has been appointed in recent years, having competed successfully with internal candidates.

The tasks of the Publications Division are also well-defined. Here, there has been one significant internal change in personnel, with the former Head moving to take charge of a new Programme «Cultural Images in and of Africa», and being replaced by the former Head of Administration, but otherwise there has been little change.

The administration also has clearly defined tasks, which are divided into finance, personnel, computer services («data»), and other. The new Head, who took over when her predecessor moved to publications, has considerable experience with different tasks within this Division. Many of the administrative and other support staff have been attached to NAI over a long period, sometimes with breaks for leave of absence and changes of position.

The division entitled «research and research support» is the largest and, in organisational terms, rather less homogeneous. For historical reasons, the research is divided into three types, entitled: Research Programmes, Nordic Researchers and Research Projects. The third type is the most heterogeneous, including both policy work and a documentation/ information programme. Research Support refers to tasks of an administrative character in which researchers are centrally involved, such as conferences, Africa Days and the administration of grants. A number of staff in the «research and research support» division divide their time between different research programmes and even, in some cases, also with other divisions. As regards Research Assistants, it seemed from our interviews that these fell into two groups, with rather different functions and career aspirations.

The Role of the Research Coordinator/Leader

The position of Research Coordinator was introduced some years ago, and under the previous Director there was a rough division of responsibilities as regards re-

search, with the Research Coordinator being primarily responsible for the Nordic Researchers, and playing a senior «supervisory» role in relation to them. With both a new Director and a new Research Coordinator the question of the Research Co-ordinator's role has been under discussion for some time, but without being satisfactorily resolved. We would draw attention to several points. First, there has been extended discussion about this post, reflected in differing job descriptions, and even title, over an extended period of time. Second, some of the researchers, in our interviews, argued that the position was still unclear; noting, for example, that the person in this post could not both represent the researchers and sit in the management group. Third, there is some duplication of tasks – for example with the Nordic Researchers in the screening of applicants for grants. Fourth, Nordic Researchers are increasingly at post-doctoral level, and the type of supervisory role which was earlier attached to this post may no longer be appropriate. In summary, we believe that there are serious structural problems in the definition of this post, relating also to other organisational issues such as the role of the management group and the classification of NAI's activities, which are still far from resolved. And several of the functions can, we suggest, be carried out by other researchers. (The position of Research Coordinator/Leader is in our view not made more clear by adding a further sub-division entitled «research co-ordination» as in version B of the Organisation Chart shown in Figure 2).

Recruitment of a suitable person for this post proved to be difficult. When it was first advertised, none of the applicants was found suitable. The post was re-advertised and the present incumbent applied, was found to be the strongest candidate, and was ranked first. Although it had been hoped to find a non-Swede (the Director being Swedish), it was considered important not to leave this post unfilled, in view of the need to complement the Director with regard to research competence.

The position of the Research Coordinator/Leader is proving difficult, if not untenable, because her role is so unclear. This problem has been exacerbated by the fact that her formal qualifications are not those of a social scientist (in contrast to most of those she is required to lead or coordinate), and she, like the Director, is Swedish (although it has been expressly stated that this is not an ideal combination, in the interests of promoting the Nordic nature of NAI). She was recruited in accordance

with standard procedures, in competition with a number of other applicants, but the above considerations have combined to severely undermine her position in relation to several of the researchers.

The Role of the Management Group

According to NAI's Administrationsnytt number 16, dated 12th June 1997, the leadership of NAI consists of the Director and Associate Director (Karl Eric Ericson, who is also head of publications), together with a management group composed of these two plus the Chief Librarian, Research Coordinator/Leader, and Staff Manager. The group, which meets approximately every two weeks, does not have decision-making powers, but members shall exchange information, and discuss issues on which decisions are to be taken and report back to their respective divisions. Before decisions are taken, the issues shall be discussed in the relevant division or, where more than one is affected, in groups set up for the purpose. For the annual Plan and Budget, proposals shall be prepared within the respective divisions, followed by a planning meeting for all staff, before negotiations with the trades unions. This allows a degree of decentralisation and participation by staff in the allocation of resources.

This account is in line with the broad picture we gained from our interviews with NAI staff, although they did not all see the picture so clearly. Whether this is because there have been real changes recently, because the staff were ill-informed, or because the system has not been operating fully is difficult to say, but from our interviews, especially but not exclusively with researchers, we gained a clear impression of dissatisfaction with NAI's various fora – a sense that decisions were not reached by proper and transparent procedures, but also that time was wasted in meetings; in addition to those referred to above there are weekly meetings of all staff for exchange of information. In accordance with Swedish law, the trade unions play an important part in the decision-making process. They have a mandate to express their opinions on all important issues before the Director makes the final. Some of the staff, especially the researchers, expressed limited confidence in the Management Group; relating this also to the unclear role of the Research Coordinator/Leader, and the fact that all five members of the Management Group are Swedish.

These problems have perhaps been exacerbated by the

leadership style of the Director which has been characterised as «management on the move». Although this is intended as a positive as well as a negative description, when coupled with a sense of unclear guidelines and decision-making procedures it has led to concern among the staff, especially (but by no means exclusively) those who disagree with the decisions taken. It should, however, also be noted that some degree of dissatisfaction is to be expected in any organisation of this kind; and it was clear from our interviews that there had been internal tensions also under previous Directors.

The Place of Policy-related Activities

«Policy-related» could in principle cover a wide range of activities, from policy-related research, through documentation/information of relevance to policy-makers, to consultancy work. Part of the problem concerning the place of policy-related activities at NAI lies not only in differing attitudes to it, but also what precisely this broad category is to include. (See «Problems in the Classification of NAI's Activities» above, and the last section of Chapter 3).

An important organisational issue is whether to create a separate division or subdivision for policy-related activities. This has been controversial both because it concerns the priority given to policy-related work within NAI, and because it involves placing the Director in a line activity. There is strong disagreement within NAI concerning these activities: for example, whether they can properly be called research, how much priority should be attached to them, and whether they impose a net cost on NAI. The last point is discussed under «Internal Finances» below. On the broader issue, the Team's view is that policy-related research is a valid and important component of NAI's work; but that it should form an integral part of NAI's research, broadly defined – not set apart as a separate activity with its own division, as in the new version of the Organisation Chart. This we believe, will encourage the disintegration of NAI's activities to the detriment of its comparative advantage.

Internal Finances

Each year the Director prepares a preliminary budget after discussions with the various divisions. This procedure provides a good opportunity for decentralised decision-making and internal discussion of strategic issues.

Normally, the amount available in the budget is fairly easy to forecast, with the possibility of increasing it by ad hoc projects. Early in the financial year definite allocations can be made. (The budget for 1995/96 is shown in Table 2.1). The degree to which others apart from the Director have control over these allocations varies. Programme Researchers have full authority over their budgets, and are encouraged to augment these from other sources. Nordic Researchers have annual allocations which are at their own disposal, although the amounts vary somewhat according to the timing of, for example, the major conference which each of them is required to organise at some time during their employment. The budgets of Project Researchers are also normally at their own disposal, once the amounts are agreed. Division Heads each have a specified budget which has normally been discussed both within the Division and with the Director, although it is probably less than that originally requested. The uncertainties in the allocation of funds relate mainly to additional funding, or cuts in expenditure at the margin, and how services, especially project-related activities, are costed and charged for.

If there is a need for a reduction in expenditure, certain items which are more discretionary will, necessarily, be

threatened. One example is publications; another is conferences which may be deferred to the following year. The funding of most of NAI's activities appears to be relatively secure and stable, and concerns expressed by staff concerning budgetary procedures relate mainly to some specific examples of what they saw as unclear or inconsistent decision-making rather than major strategic issues.

A possible exception is the question of charging for services. It is common for institutions such as NAI which undertake work of an applied character to charge an amount for these services which very amply covers their cost, thus allowing other activities to be cross-subsidised. In the case of NAI it seems that the reverse may be the case; and that the amounts charged do not always even cover full cost. The Director has noted that NAI is required by its agreements to provide minor assignments without charge, but there is clearly a spectrum both of types of activity and extent to which they are initiated by NAI or by external agencies, and the charges appropriate in each case will vary. This issue has recently been taken up in NAI's Council, and the Director has, in June 1997, come with some more concrete proposals.

Table 2.2 NAI's Budget 1995/96 by Main Budget Headings

Budget Head	Amount (000 Sw. Kr)		Share (%)
Administration			
Salaries	5,720		24.9
Other Administration	2,645		11.5
Activities			
Library		900	3.9
Publications	1,350		5.9
Research Programmes*	3,762		16.4
Other research and collaboration*	3,208		13.9
Nordic Researcher Group*	1,954		8.5
Knowledge development	350		1.5
Research support and information	3,115		13.5
– seminars/conferences	(1,210)		(5.3)
– seminars/external	(380)		(1.7)
– travel grants	(935)	(4.1)	
– study grants	(200)	(0.9)	
– guest researchers	(280)		(1.2)
– information	(110)		(0.5)
TOTAL	23,004		100.0

* Salaries included.

Personnel and Recruitment

Procedures for the recruitment of researchers vary according to the three different types. *Programme Researchers* are recruited on the basis of free competition after advertisement throughout the Nordic countries. An internal procedure is followed, and the Board (now Council) is asked to approve. Quality is the overriding criterion, although consideration appears also to have been given to, for example, balance between countries and sexes. The advertisements have attracted an adequate number of applicants, including several from Africa and a few other non-Nordic countries. Upon interview, rather few have been found suitably qualified, but it has not been necessary to re-advertise the positions. As well as proven research abilities, based primarily on publications, Programme Researchers are expected to have other qualifications which will equip them to undertake the various tasks – networking, research design etc. – involved in this position.

Nordic Researchers. These are advertised in the relevant country. The procedure is similar except that the country concerned is also actively involved. In recent years the level of academic competence of applicants has risen, so that it has been possible to recruit researchers with Ph.Ds or their equivalent. Proven research ability is the criterion for ranking. The relevance of their topic to other research at NAI is not a specified criterion for selection, although this has been discussed. The position is open for various different disciplines under social sciences and, to a more limited extent, the humanities.

Project researchers. These have not been recruited through competitive procedures, although one has been transferred from another permanent post within NAI. Often, the person and the funding have been linked, with, for example, SIDA paying a part of the salary. The Council is normally not consulted with regard to such recruitment.

Career opportunities: for Researchers NAI is a temporary posting: normally of 3 to 6 years. The majority have come from university (most common), research institutes, or aid management. Although universities do not perceive NAI as a typical academic institution, it can provide good career opportunities. Thus the Re-

search Coordinator and Programme Researcher positions would not normally attract Professors, but offer rewarding experience which would also qualify the incumbents to obtain more senior positions thereafter, possibly also at a university. The Nordic Researcher position provides an excellent opportunity for both own research and networking, which could lead on to a position at a university or other research institute. It is less easy to categorise the third group of researchers since this is far less homogeneous.

For Assistants in the research group there has been little tradition of career advancement within NAI. As noted above, however, a distinction appears to exist between those who may wish to use their experience at NAI as a step in a research career, not necessarily at NAI, and others who do not have such ambitions.

We have been impressed by the quality of the support and administrative staff, judged from their inputs to the internal evaluation and our interviews and other contacts with them in the course of this evaluation. We have not attempted to carry out an analysis of their effectiveness, but will only note that, in numerical terms, the administration is large by comparison with a university department, but not by comparison with applied research institutes in the Nordic countries.

Another controversial issue concerning personnel concerns the presence or absence of NAI researchers at Uppsala. Their duties require that they travel a good deal: to conferences, on fieldwork, establishing and maintaining contacts in the Nordic countries and in Africa. And some flexibility is allowed for researchers to spend time at home, for writing or reading. The focus of concern, however, has been on those who have their home and effective base far from Uppsala, and therefore spend relatively little time at NAI. Certainly this detracts from the synergy of NAI, and the creation of a unified and stimulating environment.

Clearly researchers have to travel, for fieldwork and for networking in Nordic and African countries. But for NAI as an institution it is important that a critical mass of researchers are physically present for most of the time.

Chapter 3. Assessment of NAI's activities

Library

Introduction

The NAI library is a special library concentrating on social sciences literature from/about the entire African continent; specific emphasis is on modern (post-colonial) Africa. It contains ca. 43,000 titles (books, pamphlets), ca. 700 current periodicals and newspapers and a large collection of government documents (budgets, constitutions, statistics, development plans, parliamentary papers).

Library staff members have library and computer education appropriate to their duties. They display efficiency in performance of their library specialities and are familiar with reference works, indexes and electronic data sources concerning Africa. In discussing their work in the library they express individual concern about their function in the library and about the function of the library as a whole. The result is a focused collection of books, serials and reference materials, with an expert staff to evaluate sources and serve the public.

The library's importance for the Nordic countries lies in the priority given to Nordic researchers, institutions and public. It is active in Nordic library cooperation: in acquisition of materials not otherwise available in the Nordic countries; in providing interlibrary loans; in giving prompt attention to information requests; and in registering its holdings in union catalogue.

Expert knowledge about how to find knowledge is rare and valuable. A special library is important because it provides a concentration of expertise and materials concerning a subject area. With only a small group of people such a library can save the time of highly paid researchers, can help train others in effective searching techniques and can provide quality information to its target group (s). The NAI library has increased its output (cf. statistics for book loans, copying, questions answered) in recent years despite difficulties: staff-shortages due to retirement and long-term absence; lack of adequate library space (requires constant recataloguing of library materials to storage and use of staff time in fetching ordered items); an antiquated computer system unable to exchange data with other computers (necessitates double cataloguing of materials). Without

resolution of these problems the quality of the library's function may well decrease.

Self-evaluation

The library's self-evaluation of March 1997, its «måldokument» of March 1997 and the individual evaluations provide a useful summary of the library's history, activities, problems and plans for the future. Considering the current budget and personnel situation, the library staff sees the third and fourth points of the NAI's mandate as the most pertinent:

- to serve as documentation centre for research and studies on Africa;
- to inform about research on Africa and current African issues.

We believe that point 2 of the mandate also concerns the Library:

- to further cooperation and contacts between Nordic and African researchers.

Core activities of the library have been to serve NAI as a documentation centre and to provide high quality information on Africa to all who request it. When NAI began in 1962 it had three staff including a librarian on loan from Uppsala University, and 150 books. Since then its activities, especially research, have increased very considerably, and the library has become primarily a research library. During this same period general public interest in Africa has grown; inquiries from schools, journalists, policy-makers and Africans living in the Nordic countries have increased, and there is currently no other library in Sweden which provides information relevant to their needs. There is a constant need to strike a balance – in collection management, purchases, allocation of staff-time – between demands for support to NAI research and service to the general public. In addition, the library is integrated in networks of Swedish and Nordic interlibrary cooperation, sharing information, answering inquiries and providing interlibrary loans and copies of articles.

Allocation of resources

The library seeks to maintain its selective focus on Africa. When NAI staff make purchase requests, there

is an attempt to reach agreement about whether to buy or borrow desired materials. The regular display of new books (received through purchase and gift/exchange) gives NAI staff the opportunity to examine and comment on new materials, also to discuss their needs and adequacy of library function. Periodicals constitute a large expenditure and take much space. Both lack of shelving and tight budgets (partly caused by new emphasis on electronic media and increasing institutional subscriptions rates) have forced cancellation of some titles, those most commonly available or available in electronic form, in consultation with NAI staff. In general it seems that NAI staff is quite satisfied with these policies.

Library staff members purchase general materials for public information on the basis of request, holdings of the libraries in the other Nordic countries and budget restrictions.

Reaching target groups

NAI staff:

NAI lacks a data network, so the library network, with its catalogue and CDROM databases, cannot be accessed from NAI offices. The library's catalogue cannot be accessed through Internet because of Bibelation's limitations. NAI staff must physically come to the library to search for books and references, and this is unsatisfactory. Efficient instruction in use of the library catalogue and searching for data is difficult to achieve before NAI staff have access from their offices, for the library has no quiet temporary work areas. Within the constraints of staff shortages and the lack of a NAI data network which can access the library catalogue, the library staff does its best to assist NAI staff members. These efforts seem to be recognised and appreciated.

External users:

Services are concentrated on scholars, students, research institutions and libraries and adults with special interests concerning Africa. Those who come to the library receive as much help as time allows; they receive assistance/instruction in searching the library's data bases, can use materials in the library and have unrestricted borrowing privileges for circulating books. External requests from research/university libraries (received by letter, telephone, fax, e-mail) are given prompt attention. Library staff evaluate individual requests for information, do simple searches in the li-

brary's catalogue or send reprinted lists containing suggestions for books and Internet addresses. Extensive searches (over 15 minutes) may be charged for, if, for example, they are on behalf of private companies. They are then priced at cost, currently estimated at 200 Swedish kronor per hour.

One group in particular, schools and public libraries requiring general materials in the Nordic countries' languages or simple English, deserves special mention. SIDA used to have a library which served these groups well, but this is now closed to the public. This category of users has now turned to NAI for service, but NAI library does not stock the kind of materials they need. As part of its effort to address this problem, the library has been active in a committee to establish a Swedish resource centre for these groups (Norway and Denmark already have such libraries).

The staff seem to make valid priorities concerning use of time, help to users and necessary restrictions. Externally in the Nordic countries the library is highly regarded, and NAI staff seem to find library personnel very helpful.

The balance of acquisitions

The NAI library seems to have a good balance between purchases of books and periodicals. A rule of thumb for periodical expenses in social sciences libraries is between 50 % and 75 % of budget. NAI library's periodical/book budget balance is about 64 %/36 %, though nearly as many books are received in exchange or as gifts as are purchased. Because of lack of space, selection from books received through gifts and exchanges is strict; emphasis is placed on collecting items not available elsewhere in the Nordic countries, especially grey material. The collection of government documents is extensive and unique in the Nordic countries.

Library budgets are usually determined well in advance, based on: fixed expenses such as binding and subscription costs; average costs of book purchases; anticipated expenses for equipment, supplies, utilities, etc. Although a budget can be somewhat flexible early in the year, it can be difficult to find funds for unexpected major purchases, e.g. to support the start-up of new NAI research projects. No item for library funds to support externally-funded projects appears in the budget. There are indications that increased emphasis on collecting general cultural and current background materials

would provide useful support to NAI's projects and researchers.

Much attention is given new developments in electronic texts, both reference databases and full text documents such as newspapers and government documents. It is hoped that newspaper and periodical subscriptions through Internet can solve problems of late delivery and storage space.

Relationship with Uppsala University Library

The NAI library began as a branch of Uppsala University Library (UUL) but is now independent; many of the older staff seem fiercely determined to maintain its present independence and flexibility as a special library under NAI. Newer employees are not so definite about keeping their distance. UUL, on the other hand, seems to regard NAI as a somewhat difficult, but very valuable, branch library, whose independence must be tolerated. NAI Library could undoubtedly rejoin the UUL system. For example, the Dag Hammarskjöld Library, formerly independent, has recently been incorporated in UUL. UUL gave NAI free access to its Internet address and CDROM databases in 1995. Of the library staff, 2.4 including the head librarian are employed by UUL. This employer split has caused salary and staffing problems (see Chapter 2) but does not cause problems of loyalty to NAI. NAI staff are clear over advantages of the UUL connection, and they do not want to risk losing them. There is a feeling that proximity gives Uppsala University students and staff greater privileges than other user groups receive and that nothing more is proper or necessary. Thus, there is resistance to closer cooperation with UUL – e.g. use of their data system for book loans, which would help UUL but not NAI, (see below).

As an independent library NAI can make its own priorities, placing emphasis on the NAI staff, interlibrary cooperation and groups defined by NAI's mandate. As a branch library its primary loyalty would be to staff and students of the university, then to Swedish and Nordic interlibrary cooperation. NAI library can make extraordinary budget requests to Swedish Ministry for Foreign Affairs as has happened for 1998 with the computer system. As a part of UUL, its needs would not receive special attention. UUL budget cuts might well make it necessary to stop, or severely reduce, services to the general public.

Bibelation

Bibelation, the library's data system, was developed by Christian Michelsens Institute (CMI) more than 10 years ago and is now outdated and partly unable to support modern library functions (e.g. exchange of data with other systems, budget and periodical control). Although CMI's library is trying to hire a new data expert to keep the system functioning, many formerly participating libraries have already selected other data systems. Bibelation cannot be modernised without great expense; results and timetables would be uncertain, and this is impractical for a small group of libraries.

The library has put in a special budget request, 800,000 Swedish kronor, for replacement of Bibelation, and the internal evaluation committee, is in the process of looking at available systems. The hope is to keep Bibelation functioning for at least a year; in that time it should be possible to choose, install and test another system. In the meantime, any correcting of problems must be done by consultants in Bergen – at consultant prices.

UUL's system is now outdated, but a new version is being launched by VTLS this summer. UUL will take this opportunity to evaluate other systems, but they see no possibility of change for about a year and a half. Since UUL does not know which system it will choose, there is no pressing argument for NAI to choose UUL's current system. If the budget request is denied, it may be necessary, eventually, to use whatever new system UUL chooses. There would be advantages in data exchange if NAI and UUL used the same data system, but the two libraries have different data needs. Indexing of its periodicals and combining these articles with books in its library catalogue have given NAI unique access to all of its library materials. Quick searches provide information about all relevant material. Article indexing is not of interest to UUL. Some of the independent systems, such as ALEPH, offer both article indexing and use of common data base for multiple users (depending upon the server chosen). This could mean continued cooperation between the research institutes in the Nordic countries now using Bibelation. All these choices must be evaluated.

Further cooperation and contacts between Nordic and African researchers

If this part of NAI's mandate were extended to include the library, and its staffing were appropriate, much could be achieved in contacts and cooperation with

African libraries and librarians. The library itself has taken initiative by sending 3 staff members to the Zimbabwe Book Fair (the 1997 theme is Libraries) this autumn. The Swedish Library Association will be sponsoring seminars and meetings at the book fair. African researchers attached to NAI could, with library help, be encouraged to strengthen their local library resources.

Exchange programmes for NAI and African librarians and exchange of information with African libraries and African librarians, especially through use of Internet, could be very beneficial.

With headquarters at UUL the IFLA (International Federation of Library Associations and Institutions) Core Programme for the Advancement of Librarianship in the Third World (ALP) has a number of programmes and seminars for African librarians within Africa. Programme members are very enthusiastic about working with NAI librarians. They have a large network established throughout Africa and see many valuable areas of cooperation. The Director of NAI has apparently expressed enthusiasm for such cooperation.

The library staff are very positive about cooperation with African libraries and librarians, but activities are limited by the budget and personnel available.

Publications

Introduction

The Publications Division began its activities in the middle of the sixties with the publication of seminar proceedings and research papers. At the moment, in addition to the Head of the Division, there are four other staff, in charge of copy editing, lay-out, contacts with the printer, sales and invoicing, typesetting and customs dues for the library. In the early years some of the seminar proceedings took up urgent political and social problems in Africa (territorial boundaries, African relations with the Soviet Bloc and China, adult education and refugee dilemmas). They had a salient impact on the academic community and the public in general. Moreover, two books published very early became best-sellers in Scandinavia. These books were Karl Eric Knutsson's *Tekniskt bistånd i traditionella samhällen* and Julius Nyerere's *Socialism i Tanzania*, published in 1968 and 1969 respectively. These editorial successes made NAI a visible and attractive «publishing house».

In the seventies the publishing activities were consolidated. The number of edited books and monographs by young Nordic scholars increased and many of them were well received in academic journals. The publication of a special series with relevant thematic and by country bibliographies was successful and made manifest the quality of the Library of NAI. A joint publishing venture with the Centre for Development Research in Copenhagen was launched in this period. Six books were printed from 1979 to 1981. The increase in the number of research reports issued was remarkable and many of them were reviewed in academic journals. This is unusual and reflects the fact that NAI at that time had a special status as an interesting and dynamic African research and documentation milieu. The publications covered a vast range of sociological and historical themes with special emphasis on development problematics. In this expansion the publication of single books and research reports by African scholars was noticeable. Books in Swedish were also issued and the series *Kvinna i u-land* reached a larger public. Six volumes were published between 1978 and 1982.

This expansive trend continued during the next two decades with the consolidation of research reports and seminar proceedings of NAI. Works produced by senior Nordic researchers were published and the Monographs of the Finnish Society for Development Studies were added. Special series like «Energy, Environment and Development in Africa», «Current Issues in Africa» and «Studies of Law in Social Change and Development» linked to specific projects reinforced NAI's image of a multi-disciplinary institution. The increasing scientific production of the internal research programmes cemented the research profile of the Publications Division and created a new context for the publication policy. In the beginning, books written by external scholars were as important as those written internally but at the end of the eighties this was not longer the case. The aim to publish the research results from NAI programmes was more important than the publication of research carried out by independent Nordic or African scholars based at universities or research centres (with the exception of the special agreement with the Centre for Development Research in Copenhagen, which came to an end some years ago, or the Finnish Society for Development Studies). At the same time and, due to the character of the research programme networks, which are mostly coordinated by Nordic and African scholars, the published volumes reflected and reflects the state of research in many English speaking African countries. The

exposure of young and well known African scholars to the international academic community is without doubt one of the most positive aspects of this recent development.

Publications in Swedish oriented towards a larger public still exist but they constitute as before a small number in the publications catalogue. In this connection, it is worth mentioning that new initiatives were taken such as *Afrikabiblioteket* and *Afrikafakta*, which were launched in the nineties, but several of the relatively successful publications, for instance *Kvinna i u-land*, were not continued.

The publications division is not a commercial enterprise. It has always been subsidised, directly or indirectly (joint ventures and subsidies for specific publications). The free distribution of copies both to African and Nordic institutions and scholars has been and still is the most common justification for its non-commercial functioning. However, a considerable number of free copies go for review and exchanges with institutions in Europe, North America and the rest of the world. This is clearly illustrated in table 3.1.

Table 3.1 Free Copies of Publications distributed by Region, 1991–96 (Sw. Kr.)

	Nordic	Africa	Other*	Total
1991	144,000	136,000	120,000	400,000
1992	162,000	153,000	136,000	450,000
1993	144,000	136,000	110,000	400,000
1994	108,000	102,000	90,000	300,000
1995	126,000	119,000	106,000	350,000
1996	122,000	116,000	102,000	340,000
Total	959,000	906,000	800,000	2,665,000

* Europe, North America, rest of the world, review and exchange copies.

The totals in Table 3.2 indicate that the total cost of free copies is higher than the income generated from sales. In terms of costs this is compensated by the fact that NAI gets books and publications in exchange for free copies. It is clear, however, that the sales policy has not been dictated by a need to guarantee the financial autonomy of the publications division. The contract with Almqvist & Wiksell International in Stockholm for international distribution has not been a success. The same is the case with the results of the direct sales through distribution agents in London or the USA. However, some improvements have been made during the last two years and the income from sales has increased considerably, from 364,000 Swedish kronor in 1991/92 to 501,000 in 1994/95 and 658,000 in 1995/96. The direct sales from NAI explains this new and positive trend. In the period 1991–96 NAI these amounted to 1.9 million Swedish kronor, accounting for almost 80 % of the total of all sales (see Table 3.3), a very satisfactory achievement.

The decision to publish or not depends on the kind of publication submitted to NAI. Externally submitted manuscripts were and still are sent to referees for an independent evaluation while the «internal» products are usually assumed to be of sufficient quality for publication. However, the good external works still published are normally subsidised by different donors. NAI do not take unnecessary risks on external works. The increasing intellectual production at NAI in recent years has led to a considerable change in the publication policy of NAI, with a clear tendency to emphasise their own publications. It is important to point out that the category «internal» is large and comprises seminar proceedings produced by those responsible for research programmes, Nordic scholars or associated researchers who organised conferences with NAI support, as well as edited volumes and books by NAI researchers. The productive capacity of the publications division has increased during the past years and since 1993 between fifteen and twenty titles have been published yearly.

The total cost of the publications division in 1996 was 3,372,000 Swedish kronor. This includes a share of the costs of NAI's administration and infrastructure; the direct production costs represent only 29 % of the total cost (see Table 3.4). In the same year 18,921 copies of books and reports were printed. This implies that the average all-in cost of a single copy was 178 Swedish kronor, and the average direct cost (excluding staff and overheads) was 66 Swedish kronor. Although, as noted above, an increasing percentage of this is now recovered from sales, the unavoidable conclusion is that the costs of publication are very high. Alternatives to the existing publications division do exist: to transform NAI into a commercial publisher, to reduce the level of output or, without increasing staff numbers, to increase the total production. Such choices are not simply economic, however, because the sales policy is not solely guided by material considerations.

Table 3.2 Total Sales of Publications, by Outlet, 1991 to 1996 (Sw. Kr.)

Africa Book Centre (London)	144,967
Almqvist & Wiksell	145,879
Red Sea Press, USA	60,670
Seelig (Svensk bok)	136,750
NAI	1,871,549
Total	2,359,815

Table 3.3 Annual Sales of Publications by NAI, 1991–96 (Sw. Kr.)

1991/92	270,443
1992/93	379,549
1993/94	278,515
1994/95	433,105
1995/96	509,937
Total	1,871,549

Table 3.4 Total Cost of the Publications Division in 1996 ('000 Sw. Kr.)

Direct costs	1,266
Wages	1,657
Building (share of NAI total)	117
Administration (share of NAI total)	332
Total	3,372

It is important to point out that during all these years the division has functioned with a staff in charge of book production (copy editing, typesetting, lay-out and contacts with the printers) and sales, that now amounts to five persons, without a formal editorial committee or an editorial director. The role of the head of the division has always been one of an administrator rather than one a real editorial, i.e. one who, with the help and advice of an editorial committee is responsible for the overall intellectual profile and vision. He or she can take decisions that eventually may conflict with the interest of researchers to publish given manuscripts or even redefine a given publishing policy. The policy of the publications division has usually reflected the changes in research at NAI more than impulses coming from internal autonomous decision-making processes taking into account a more complex set of criteria such as market conditions, publishing trends, scientific products in general, the needs of African or Nordic institutions and so forth. The PD is, thus, an extremely dependent unit both financially and intellectually, without a real capacity to define a publishing agenda based on general research knowledge or on well defined goals and profiles.

The publications of the division have always been heterogeneous in terms of number of copies, target audience, production process (internal products or externally evaluated books), kind of research reflected in the publications (individual or collective, monograph or edited volume, more finished or just working papers, in English or in Swedish), and technical quality of the printing. The present publishing policy of the PD is almost entirely determined by NAI's current internal activities.

The conclusion of this short historical examination is that one of the main achievements of the PD has been, over a long period of time, the diffusion and dissemination of the results of research financed by the Nordic countries and carried out by Nordic, Nordic-based and African scholars. Its role as a generator of «general knowledge» on African countries, problems and dilemmas for the general Nordic public, has decreased over the years. This may simply be because the general public receives basic information through other sources. However, the analysis of the publications printed in the period 1992–96 indicates a notable change, namely that since 1994 the number of publications which can be classified as belonging to the broad category of «documentation and policy» has increased. In this category

we include the series *Afrikabiblioteket*, *Current African Issues*, *Afrikafakta*, *Studies on Emergencies and Disaster Relief*, and publications such as Olukoshi and Wohlgemuth's *A Road to Development* and Wohlgemuth's *Bistånd på utvecklingens villkor*. This trend reveals the interests and preoccupations of the new Director as well as the hybrid character of the intellectual production and, consequently, the editorial policy of NAI.

Of the documentation and policy publications, 13 were in Swedish and 10 in English. All the research publications were in English.

Table 3.5 Types of Publication, 1992–96

	Research	Documentation and policy
1992	7	1
1993.....	9	2
1994	9	6
1995	12	6
1996	12	8
Total	49	23

Analysis of Reviews of NAI's Publications

In order to evaluate the impact of NAI's publications the existing and well organised archive of reviews was consulted. Special attention was given to the period 1986–1996 and our analysis concentrated on research and scientific production. For obvious reasons, documentation and policy publications were not reviewed in scientific journals.

Quantitative analysis

NAI's publications, measured by the quantity of reviews, are given considerable attention in the academic community. Since the seventies NAI has succeeded in getting and keeping a niche as a publishing house with a considerable production.

The majority of the books are reviewed either in general interdisciplinary development oriented journals, like *Development and Change*, *Labor, Capital and Society* and *Journal of Developing Areas*, in interdisciplinary regional African journals, such as *Canadian Journal of African Studies*, *African Journal of the International African Institute*, *African Urban Quarterly*, and *Journal*

of Contemporary African Studies, or in disciplinary regional African journals such as *African Economic History*. A minority are reviewed in what may be considered key discipline specialised journals like *Ethnos*, *Social Anthropology* or *The Journal of Politics*.

It is positive to note that some of the research reports, especially those that are «quasi-books», are reviewed. This seems to be a tradition that goes back to the seventies.

The number of publications that are briefly summarised or simply announced in periodicals or weekly magazines dealing with Africa and published in English, Italian, French or Spanish, or commented in African journals and magazines is impressive.

Content analysis

In general the publications are reviewed and praised as having good academic standards, making empirical contributions to the knowledge of African problems and situations, promoting the publication of the work of African scholars, and bringing together different disciplinary approaches in dealing with defined topics of research.

Very few books are defined as making substantial scientific contributions and advancing new knowledge. Some of these are in the seminar proceedings series.

Very few books are heavily criticised. It is of special interest in this connection to mention that some of the seminar proceedings are criticised for not having a good structure, putting together papers of uneven quality («some are profound and highly analytical, some are superficial and descriptive»), difficulty in assembling the papers into organisational themes («assembled book rather than the product of a centralised effort»), lacking a comparative perspective (it is pointed out that in some cases the choice of cases or countries is not clear enough), a substantive focus («collections like the one under discussion often lack a clear internal cohesion...some contributions do not even deal with small towns but with state capitals»), a clear conceptual framework and an editor's concise and coherent introduction or concluding chapter («he (the editor) seems to have abrogated his responsibility as editor too much» and the «volume is quite disparate»).

It is evident that printing conference proceedings as books is problematic. The form chosen, a formal book and not a seminar or research report, invites the reviewer to treat the publication as «finished», and, consequently, to criticise it for not fulfilling the expectations. A volume of proceedings will always reflect the unevenness of any conference. It is obvious that a more rigorous control is needed in the future. Edited volumes, whether the product of seminars or not, need a special editorial effort to transform them from a mere collection of papers into books with a coherent framework. The pressure to publish appears to have been so high that systematic editorial work has in some cases been overlooked.

Technical standards

Until 1990 some of the books and seminar proceedings were criticised for not having an integrated bibliography and a subject and/or author index. Moreover, grammatical and typographical errors in the English books were observed. In some cases the errors were related to poor editing and lack of systematic editorial control. The editing was under constant examination and criticism.

The absence of such remarks regarding the books produced and printed during the last five years is striking. This indicates that the PD has seriously taken into account the critical remarks in order to reach the present better level.

The quality and originality of the cover designs and printing as well as the size of the books varies often in relation to the series and kind of publication. The negative side of this policy is that some books seem more finished than others.

Research

Introduction

During the past 20 years research has been given a more and more prominent place at NAI. The increased focus on research at NAI has been a gradual process beginning in 1969 with the employment of the first Nordic researcher, who was recruited in Norway, but jointly financed by Denmark, Finland and Norway. Based on the positive experiences with this arrangement all the Nordic countries (except Iceland) have since then financed one Nordic researcher each.

In addition to the Nordic researchers a number of people have worked at NAI since early in its history with research, documentation and information activities during shorter and longer periods – some of them in fact for many years, and some during more than one period.

However, the main expansion in research activities and in the number of researchers at NAI has taken place since the late eighties. During that period a number of core funded research programmes have been started, and in addition a number of research cooperation projects and other, mainly externally funded research projects, have been launched. There are at present 12 researchers employed at NAI.

The research activities of NAI have always been focused mainly on the social sciences, and to some extent the humanities. Although it has never been explicitly stated in its mandate that the emphasis should be on social science research this has always been the case, and it was reaffirmed, for example, at a meeting of the Council (1994:1) that NAI «shall continue to be a generator for Nordic social science research about Africa». Some have claimed that NAI is dominated by anthropologists. In numerical terms, this is easily refuted. But there is a tendency to associate the image of an institution with that of its Director (the previous Directors have both been anthropologists) and it is clear that the position as Director at NAI is a rather powerful one. This has no doubt been an important factor in shaping the profile of NAI's research. It is notable, certainly, that among the social sciences, economics has only been very sparsely represented at NAI.

Nordic Researchers

There are four Nordic Researchers at NAI and the position as Nordic researcher entails not only own research but also other activities such as seminar arrangement, inter-Nordic networking, assessment of applications for study and travel grants, participation in seminars and conferences, giving lectures, and contributing to NAI's information activities. Some years ago, it was stated that own research should constitute 50 % of the total time. We were told that this has been increased in recent years to 70 – 80 %, but this figure is not formalised, and at least some of the Nordic Researchers currently spend less time than this on their own research. The Nordic researchers choose their own research topics independently of the thematic research activities carried out at NAI. This is, as mentioned in a number of annual reports, seen by NAI as ensuring a wider research focus.

The topics worked on by the present Nordic researchers are:

- Nomads of the Drought in Sahel: Survival Strategies
- Democracy, Human Rights and Contemporary Islam in Africa
- Credit Institutions and the State in a Developing Economy
- A Cultural Analysis of Small-Scale Enterprises in Tanzania

The researcher working on the last mentioned topic left NAI this year, and a new researcher has just been recruited.

Examples of other topics worked on by the Nordic researchers during the past 5 years are:

- State, Environment and the Peasants in Ethiopia
- Change, Economic Strategies and the Gender Order: the Case of Western Burkina Faso
- The Post Colonial Model and Recent Development in Tanzania and Kenya
- Female Ethnic, Religious and Professional Identity in Senegal
- The Colonial State and Beja: A Study of the Early Colonial Period 1900–1939
- Relations in Technical Cooperation

The Nordic researchers are recruited on the basis of academic merit. The positions as Nordic researcher are advertised in the respective Nordic countries. There is no specification of topics to be addressed by the research, and the only condition mentioned is that the research should be concerned with development in Africa.

Since the first Nordic researcher was employed at NAI in 1969 there have been a total of 20–25, each of them working there for a varying number of years. Denmark, Norway and Finland have had an almost equal number of Nordic researchers at NAI, while there have been fewer from Sweden.

The scholarly backgrounds of the Nordic researchers reflect the multi-disciplinary research environment at NAI. Thus from Denmark there have been two historians, one from literature/media, one sociologist, and one anthropologist. Finland has recruited two anthropologists, one historian, one political scientist and two geographers. From Norway have been recruited one political scientist, one economist, one sociologist, one geogra-

pher, one anthropologist, and two historians. There have, it seems, been only three from Sweden; despite the fact that this is a fixed term position, one has been on leave and during this period there have been four substitutes: two economists and two anthropologists. During the period June 1986 to January 1991, the number of Nordic researchers has varied between two and four. Thus the Danish, the Finnish and the Norwegian were vacant during various periods in 1987/88, the Norwegian position also in 1989/90, and the Swedish position was transformed into the Research Leader post during the period November 1988 to January 1991.

The nature of the group of Nordic researchers has changed considerably over the years. Earlier they consisted of mainly fairly young scholars for whom a research position at NAI came immediately or soon after finishing a degree (Bachelors or Masters, or in a few cases 'magister' degrees). Some of them have tried to use the stay at NAI to finalise PhD dissertations. There is a growing tendency at NAI that Nordic researchers are PhD holders, or senior scholars with academic qualifications comparable to a PhD.

The presence of the Nordic researchers has been an important element in maintaining NAI's image as a Nordic institution. However, a number of problems have appeared in recent years leading some to question whether this category of research activity should continue.

A number of those interviewed have argued that in some instances it has been difficult to attract qualified Danish researchers, especially in the 1980s. NAI decided, after discussion with the Danish board members, that it would be better to have a junior Danish researcher at the institute instead of no Danish researcher at all. The same problem has been mentioned, although less strongly, in relation to Sweden. The Swedish research position was vacant for some years during the 1980s.

The low salary level for Nordic researchers has also been mentioned. It could be that this limited the number and the formal qualifications of applicants from Denmark at some points in time. (It should be noted, however, that the magister degree, which is based on long-term independent research, is in principle comparable to a PhD). But this problem has also been mentioned by Swedish Nordic researchers, who come from outside the Uppsala area. They are less advantaged than researchers from the other Nordic countries in terms of

housing allowance, and expenditures incurred when moving to and from Uppsala. Due to the short-term nature of the Nordic researcher post, Swedes may not be able or willing to settle down in Uppsala, thus implying extra costs. In general the salary situation for the Nordic researchers has been said to be unsatisfactory considering that positions are to be filled with very well qualified researchers.

It has been suggested that Uppsala is not attractive as a place. There are, however, a number of Danish social scientists employed at Uppsala University departments. The accompanying spouse problem, which has also been mentioned, is equally shared by Norway and Finland; yet well qualified researchers from these countries have come to NAI.

NAI has a reputation among some Nordic Africa researchers as a somewhat formal and hierarchical place, and since the introduction of research programmes the relative status of the Nordic researchers has perhaps fallen. The research programmes are certainly more advantaged in terms of financing than the Nordic researchers.

It is a common problem for many of the Nordic researchers that they do not finish what they set out to do while at NAI. The many other activities in which they have to be involved, and the many more in which they often become involved while at NAI, make prioritising difficult, with the effect that they often find too little time left for research.

The fact that the Nordic researchers work on their own topics defined independently of other research activities also carried out at NAI makes it difficult to ensure a minimum of coherence in NAI's research profile. In addition to the fact that researchers have a variety of disciplinary backgrounds, they work with topics so different that scholarly interaction becomes very difficult.

Research programmes

Research activities at NAI have been expanded considerably through the research programmes. These were established as a result of discussions both internally at NAI and in the Board and Council. The aim was to focus on current issues for the African continent, to be inter-Nordic and multidisciplinary. The applicability of the programme research for aid institutions was also emphasised.

The first programme, «Human Life in African Arid Lands» was started in 1987, and two additional programmes, namely «Urban Development in Rural Context in Africa» and «Political and Social Contexts of Structural Adjustment in Sub-Saharan Africa» were begun in 1989 and 1990 respectively. The two first mentioned programmes have now ended and been replaced by new ones: «Poverty, Welfare and Society in Africa: Local, National and Global Perspectives» (now called: «Poverty and Prosperity in Africa: Local and Global Perspectives») and «Cities, Governance and Civil Society in Africa». The programme «The Political and Social Context of Structural Adjustment in Sub-Saharan Africa» began in 1990/91 and is still continuing.

The research programmes have been organised in slightly different ways, but generally they are meant to be broad in scope and to include a range of activities: specific projects, workshops and seminars, publications etc. Each programme has a research coordinator who is supposed to spend a large part of his/her time on networking within the Nordic countries and with Africa. The actual range of activities carried out by the programme coordinators is large and includes supervision of PhD students, giving lectures, participating in international seminars and conferences as well as arranging seminars and conferences in connection with the programmes. As part of the networking activities, a number of researchers, especially from African countries, are engaged for shorter or longer periods in the research activities of the programmes. Such activities include data collection, and writing of papers for seminars and conferences. The duration of the programmes is a maximum of 6 years (3 years + 3 after assessment). According to the proposed research strategy («Nordiska Afrikainstitutets forskningsstrategi») the procedures in relation to choice of new topics for the programmes are as follows:

Researchers at NAI and sometimes also other researchers are invited to submit proposals for topics, which are discussed internally and presented to the Council for consideration. Once the topic is chosen, the position as research coordinator is announced and applicants are asked to formulate a brief programme outline based on the topic. Based on academic merit and the proposed programme outline a committee of researchers ranks the applicants and makes recommendations to management. Management then selects a candidate among the applicants and makes recommendations to the Council. This procedure appears to be an appropriate one, al-

though some of those interviewed commented that it did not always work so smoothly in practice.

A brief and for this purpose necessarily selective summary of the content of the research programmes is as follows:

«*Human Life in African Arid Lands*» (now ended). In addition to a number of seminars etc. a number of smaller projects were carried out under the auspices of the programme. For example 'The Somali Camel Research Project' which was a research cooperation project with The Somali Academy of Sciences and Arts, funded by SAREC. The following projects were also included in the programme:

- The Case of African Drylands and Balanced Camel Production
- Camel Pastoralism as Food System
- Ecological Stress and Political Conflict
- Adaptive Strategies in African Drylands
- Pastoralism and Agropastoralism
- State and Society in Africa's Drylands

«*Urban Development in a Rural Context in Africa*» (ended in 1995). During the first three years of its existence the programme identified eight separate research themes for analysis and after the extension another five were added. The themes formed the core of the research activities and provided the foci for conference and seminar themes. Examples of themes identified are:

- how people combine involvement in rural and urban activities
- the cultural assets of ethnic, kinship and neighbourhood networks
- the management of small towns and the provision and delivery of services
- the role of the small town as a 'filter' between a centre and a rural hinterland
- the function of the small town in the urban hierarchy
- the conditions of the poor and the nature of rural and urban poverty

«*Cities, Governance and Civil Society in Africa*» has been initiated to replace this programme. During 1996 more detailed planning was carried out, and a programme coordinator recruited, and the programme started with a workshop in December 1996.

«*The Political and Social Context of Structural Adjustment in Sub-Saharan Africa*» (still ongoing). Within the framework of the programme a number of research

themes have been addressed, by a group of African scholars, of which the following can be mentioned: agriculture, interest group politics and adjustment, women informal sector workers and adjustment, the new local-level politics of development, the politics of new religious movements.

The themes during the present phase of the programme are:

- private trading structures and networks
- the land question
- popular forms of social provisioning
- decomposition and recomposition of popular political identities

«*Poverty and Prosperity in Africa: Local and Global Perspectives*» was started in June 1994. One of the basic themes of the programme is research into images and concepts about poverty itself, the changes they have gone through in the past, how they have come to signify what they do, and how fresh ways of understanding and dealing with them can be developed. The research is centred on the following: how social identities are fashioned and altered over time, how social groups are created and change over time, how social inequality is maintained, and the possibilities for emancipatory social change and political practice. A number of analytical approaches are used in the programme, of which discourse analysis is one of the major ones.

Research components in the programme are as follows:

- The genealogy of the poverty concept
- Poverty discourse and development interventions
- Poverty, gender and conflict: The politics of reconstruction and redistribution
- The politics of environmental interventions
- Poverty, gender and the politics of reproduction
- Organisational forms, social movements, popular mobilisation and participation
- Cultural categories of wealth and the structure of property in pastoral societies
- Video visions of poverty and wealth in Africa

The «Poverty, conflict and gender» component of the programme is a collaborative activity between NAI, the University of London's Centre of African Studies, and the Gender Institute at the London School of Economics.

The multidisciplinary nature of the research programmes is reflected both within the programmes and

between them. In each of the programmes, researchers with different disciplinary backgrounds, mainly from political science, anthropology, sociology, history but also from law, African literature and sometimes from the natural and medical sciences, demography, philosophy and economics, have been engaged. The scholarly backgrounds of the coordinators of these programmes have been as follows: one sociologist replaced by a political scientist; one geographer; one sociologist; one trained in economic and social studies and an anthropologist; one anthropologist.

Two of the programmes, 'Human Life in African Arid Lands' and 'The Political and Social Context of Structural Adjustment' were evaluated in 1996, with very positive results. This is evident from the following quotations: (Evaluation of two research programmes at Nordiska Afrikainstitutet, October 1996).

«Both programmes can be seen as successful on the basis of achieved outputs in relation to inputs. ... The results of the research are commendable.... The outcome in writing has in general been of relatively high scientific standard, and has been well published. The themes treated have been relevant to both the general public of the Nordic countries, to the aid-organisations and to the African networks concerned.»

« ... beyond its intrinsic merits, the programme (Political and Social Context of Structural Adjustment in Sub-Saharan Africa) has been making an important contribution to capacity-building through its strong reliance on Africa-based scholarship. ... No less important has been the platform created for dialogue between researchers and policy makers on issues of the impacts of structural adjustment in African contexts.»

«The directors and personnel (of the «Human Life in African Arid Lands» programme) of the NAI-group have succeeded in identification of crucial topics for their activities: they have conducted fertile and innovative seminars, have had results effectively published and have – at least to some degree and personally – produced valuable scientific findings.»

The main recommendation of the evaluation is that the programme approach should be retained as a model for the work of NAI. The conclusions arrived at by the

evaluators clearly indicate that the two programmes have gone far in reaching the main objectives of using a programme approach model at NAI. Although some problems have been mentioned by others in relation to the research programmes, it is generally agreed that they have played an important part in strengthening of research in general at NAI.

Unlike the Nordic researchers, the programme coordinators are not necessarily from the Nordic countries. Until now there have been two from African countries, two from Britain, two from Norway and one from Sweden (the previous Director of NAI). Some have suggested that this may limit their ability to promote Nordic-Africa research. The evidence from our interviews, lists of seminar and conference participants, publications and the evaluation quoted above clearly shows that the programmes have contributed to make NAI much more visible on the African scene. In interviews we have been informed that the programmes have in some cases not succeeded very well in furthering the inter-Nordic dimension of NAI's work. What is important, in the Team's view, is not whether the coordinators have been or should be Nordic, but whether they have been sufficiently familiar with Africa research in the Nordic countries, and been willing and able to work with the Nordic Africa research milieu.

Other Research Programmes and Projects

A number of other programmes and projects with varying degrees of external funding, different scope and time schedule have been started at NAI. The first one was launched in 1988, and during the past four years four others have been started. The type of activities carried out are similar to those undertaken by other researchers at NAI, although there is more emphasis on documentation, information and policy-related research than in the case of the research carried out by the Nordic researchers and the Research Programmes.

«*The Southern Africa Programme*» was started in 1988 and is a joint initiative. Until 1994, the programme was exclusively financed by SIDA, but since then NAI has made a minor contribution to the total budget. The purpose of the programme is fourfold: 1) to strengthen Nordic research on Southern Africa; 2) to improve contacts between researchers in the Nordic countries and in Southern Africa; 3) to increase the capacity for studies of topics relevant to the discussion on future Nordic development assistance to southern Africa; 4) to pro-

vide information about Southern Africa in the Nordic countries. According to information in the internal evaluation, the activities of the programme have been composed of approximately 30 % academic research including arrangement of research seminars, lectures and supervision, 45–50 % policy-related research and fact-finding and 20–25 % information activities. In relation to the first-named, the focus has in recent years been on regionalisation in Southern Africa and perspectives on cooperation in the region. The theoretical orientation of the programme is based on economic integration theory, regime models and issues related to hegemony theory. The policy-related research has been concerned with such issues as: the effects of the international sanctions against South Africa, South Africa's political economy, regionalisation in Southern Africa and developments within the regional organisations SACU, SADC and COMESA, development assistance to South Africa and to regional cooperation in Southern Africa and import support to Tanzania.

«*Cultural Images in and of Africa*» was initiated in 1994. The aim of the project is to encourage both the study of negative stereotypes, possible counter-images of Africa in the Nordic countries and the dynamic cultural development in Africa, including popular culture, such as music and sports. The project concentrates on three inter-related themes: 1) the questions of identity in cultural formation, including ethnicity and national identity formation, 2) the formation of and changes in images of Africa in the West in general and in the Nordic countries in particular, with some attention to the images of Europe and the Nordic countries in Africa, and 3) an analysis and discussion of contemporary cultural forms of expression in Africa, with special reference to the self-images conveyed.

The idea behind the establishment of the programme was not to relate to current African research topics worked on by other researchers, but to take up an under-researched topic, namely cultural aspects of changes in the African societies, and culture as a creative factor. This has been done in order to counterbalance the gloomy picture of Africa portrayed by mass media as a continent only with catastrophes, wars and famines.

The research project has aimed at creating an open forum by, for example, not only approaching well-established researchers but making it possible for everybody interested in the research topic, and willing to pay a fee and travel expenses, to participate in conferences

and seminars arranged by the project. This has been done in order to stimulate new interest for studies and research on cultural issues in the North.

«*Aid Effectiveness in Africa*» was started in 1993. The first phase of the (now completed) programme was part of an international research project on aid-effectiveness coordinated by the Overseas Development Institute in London. The focus of the project during the first phase was on the aid relationship – the mode of interaction between donor- and recipient organisations – and its impact on aid effectiveness.

The second phase is run jointly by NAI and the Department of Peace and Development Research at Göteborg University, where the coordinator is based. Two new project activities have been started in this phase. The overall purpose of this project is to examine the objectives, efforts and experience in using aid to reduce poverty among poor and vulnerable groups of people in the 1990s. The most important part of the project will focus on experiences in the field. Research teams will, in collaboration with local researchers in six to eight aid recipient countries, work on the following main issues:

- the poverty situation and the government's own poverty agenda and its evolution
- the process of dialogue between the donors and the domestic authorities on poverty reduction objectives and policies
- a sample of case studies of poverty reduction interventions by the EU donors in the 1990s to reveal the main determinants of their effectiveness.

The second activity is «Research and Training Programme on Aid Evaluation». The programme has been started in order to establish a more stable academic basis for research on theories and methods for aid evaluation.

«*Gender Research on Urbanization, Planning, Housing and Everyday Life*» (GRUPHEL) is financed by SAREC, based at Lund University and conducted in cooperation with NAI. This is a project which NAI's Research Coordinator/Leader brought with her to NAI. The second phase was started in 1994. The empirical focus of the programme is on four countries in Southern Africa, namely Zambia, South Africa, Botswana and Lesotho. The research theme is: urbanisation and changing gender relations or, more specifically, the effects of urban and housing policies and planning on

gender relations in everyday life. There are fifteen African participants involved in carrying out the research. Empirical studies constitute the basis for an ongoing theoretical and conceptual discussion. Examples of topics worked with in relation to these studies are: urban survival strategies, gendered access to land, housing, urban transport and internal household processes such as conflict solution and violence. A special study on «Gender and Youth in George Compound», in Zambia, explores how the first generation born in a shantytown perceives gender and power relations at political levels, especially the political organisation within the neighbourhood. Furthermore the study explores the issues of gender and power at household and inter-personal levels, including sexual relations. The analytical approach in this study is based on theories which look at gender relations as power relations which are continuously constructed and reconstructed at all levels of society.

«National Liberation in Southern Africa: The Role of the Nordic Countries» project was launched in 1994. Its three main objectives are: 1) to document the involvement of the Nordic countries' societies in the liberation struggle in Southern Africa, mainly through the study of primary source material in government and NGO archives, but also through interviews with key actors; 2) to analyse the social, political and economic factors behind this involvement; and 3) to assess the role played by the Nordic countries in and for national liberation, political democracy and development in the Southern African region. The project has a supplementary objective, to support a parallel research project on 'The History of the National Liberation Struggle in Southern Africa'. This project was initiated in 1992 by the Southern Africa Regional Institute for Policy Studies in Harare, Zimbabwe.

An important part of the National Liberation Project has been devoted to the development of contacts with scholars and relevant key actors in both the Nordic countries and in Southern Africa, and to the identification and inventory of archival sources. The present phase of the project can be characterised as mainly documentary in nature, trying to identify and study archival sources, many of which have until now been classified as confidential and not accessible for research. The aim of the project, however, is to prepare ways for more in-depth academic studies at Nordic as well as Southern African universities. The project was initiated by NAI and is coordinated there, but research teams are established in Norway, Finland and Denmark.

Topics in this third category of research programmes and projects may be proposed by donor agencies or other financing bodies, or they may be initiated by NAI or by NAI in collaboration with a donor/financier. There does not appear to be any formalised procedure for assessment of topics and researchers.

The background of the persons coordinating these activities at present at NAI is as follows:

- three political scientists (two with long experience in development cooperation from Africa)
- one architect planner (the research coordinator/leader)
- one aid administrator (the Director)
- one with a background in economic history/ political economy

Until now all but one of the coordinators of these activities have been Swedish.

Most of the activities have been started in response to a felt need, especially in aid circles, to make NAI's work more relevant. NAI's activities during the past few years are indeed now regarded as much more relevant than previously, especially by some of those interviewed in the different Ministries of Foreign Affairs.

The very rapid expansion in this type of activity during the last few years has, however, raised concern internally at NAI, both among administrative staff and researchers, as well as externally. There is a feeling that there are now too many of these activities, that there is lack of coherence between topics dealt with, and too little interaction between these activities and other research activities at NAI, and some of the themes addressed are seen as no longer topical. A number of those interviewed have asked the questions: relevance for whom, in relation to what, and how? Researchers both at NAI and outside, but also some people from the aid community, have questioned whether these activities constitute research, and the research qualifications of the persons involved in them.

Concluding Remarks

In relation to the various research activities listed above, it is our impression that the links between them are very limited, although individual researchers do interact to some extent. In recent years there has been much discussion about research strategy and profile

both internally at NAI and in the Council. The discussions have resulted in the research strategy referred to above, which was approved by the Board and the Programme and Research Council at its meeting in April 1995 (Protokoll 1995:1). The strategy paper emphasises that NAI aims at carrying out research of high relevance and good academic quality, but stresses that NAI is not a purely academic institution. The paper identifies without fully resolving a key point in the discussions at NAI and outside, namely what should be the balance between different types of research at NAI. All the people interviewed – members of the Board and Council, representatives of the Nordic Ministries of Foreign Affairs, employees of NAI and representatives of other Nordic Africa research milieux – felt that NAI should not simply be engaged in academic research; but while some emphasised high quality research others put more emphasis on relevance, so that the question as to how one should assess the quality of NAI's work and what balance should be struck between its activities remains unresolved. In our view, there is a need for some clear and perhaps difficult choices to be made in relation to NAI's research strategy, and indeed NAI's overall direction.

Research support

Guest researchers

The guest researcher programme was started in 1982, and since then NAI has offered an average of 3 – 4 scholars per year the possibility of staying at NAI for 2 – 4 months, while working on their own research. Up to now a total number of 45 guest researchers from 18 different countries have visited NAI.

The aim of establishing the programme was to give African universities in crisis an opportunity to make use of the resources at NAI. Information about the programme is distributed to 150 universities in Africa. The programme is directed to scholars who are permanently attached to African university departments and other research institutions. It is open to those who have recently completed, or who are about to complete, their doctorate. Lately, efforts have been made to encourage female applicants.

Since the beginning of the early 1990s the topics of guest researchers have had to be related to the themes of the programmes in order to integrate the guest researchers more in the general research structure at NAI.

The selection procedures are as follows: the person administering the programme selects among the applications those which are in line with the formal criteria. Next, the programme coordinators, together with the research coordinator, recommend candidates. The final decision lies with the Director.

From statistical information it appears that since 1992 the disciplinary background of the guest researchers has been as follows: 7 political scientists, 4 geographers, 1 economist, and 1 sociologist. A total number of 112 people have applied since 1992 and their disciplinary backgrounds are as follows: 25 sociologists, 19 political scientists, 18 geographers, 15 economists, 3 anthropologists, 7 historians, 1 lawyer, and 24 from other unspecified disciplines. Geographically, the guest researchers who have been at NAI over the past few years are from the following countries: 4 from Nigeria and 1 each from Burkina Faso, Congo, Lesotho, South Africa, Tanzania, Uganda, Zambia, Zimbabwe, and Ivory Coast.

The guest researcher programme plays an important role in fulfilling one of NAI's objectives of furthering cooperation and contacts between Nordic and African researchers. The budgets for the guest researchers include one trip to one other Nordic country during their stay in Uppsala.

The fact that the number of applicants has been fairly large from the beginning, and has been growing gradually over the years, shows the need for the programme. Those interviewed see the programme as very important, and also see a need for expanding this activity. There is, however, serious concern in some of the Nordic countries, that so little funds are set aside for interaction between the guest researchers and the Nordic Africa research milieux outside Sweden. It is also felt that the other Nordic countries lack continuous information about the guest researchers visiting the institute. Those of the present and previous African guest researchers we have been able to talk to emphasise the importance of the programme very strongly, and also that it should be expanded.

In relation to the objectives of the programme it has been mentioned that it is not quite clear whether the guest researcher programme is seen simply as part of NAI's networking activities with African countries or whether it is also seen as a capacity building programme; that is, as a chance for less established young

scholars, who in general in their own countries have difficulties in getting access to international research circles. The fact that there have been very few female African guest researchers at NAI may indicate that the programme until now has mainly benefited some of the most well established African researchers.

Although some of the guest researchers have felt it somehow difficult to establish close contacts and scholarly interaction with the other researchers at NAI, others have chosen to keep to themselves in order to do as much work as possible while at NAI.

During the years there have been some cases of Nordic guest researchers visiting NAI for shorter periods. The possibility of formalising a system for guest researchers from the Nordic countries at NAI has been discussed internally at NAI, and has also been raised by some of those interviewed. There are a number of reasons why we think that the establishment of a Nordic guest researcher programme could be fruitful. First, such a programme could contribute to increased interaction between the Nordic Africa researchers from different milieux in the Nordic countries, and also give both African and Nordic guest-researchers a chance to come to know each other and each others' research milieux. Second, the Nordic as well as the African guest researchers would serve as a continuous new source of inspiration for the other researchers at NAI. Third, their presence could also assist the Nordic Researchers, and indeed the research coordinators, in supplementing and extending their networks in the Nordic countries. All these things could contribute to a strengthening of the inter-nordic profile at NAI.

Seminars and conferences

The arrangement of seminars is an integral part of both the work of the Nordic researchers and especially the research programmes. Each of the Nordic researchers is expected to arrange at least one seminar during a 3 year period. Arrangement of seminars and conferences is part and parcel of the networking activities, which compose an important element of the research programmes. Thus each programme is expected to organise two large conferences (or one large and two smaller ones) during a 3 year period.

The objectives of arranging seminars is to further and stimulate Africa research in the Nordic countries and in Africa, and to serve as a means of establishing contacts

between researchers from various Nordic countries and between Nordic and African researchers, and to make Africa research known in the Nordic countries and in Africa.

In addition to the seminars arranged by the Nordic researchers and the programme coordinators, NAI also have open seminars every second Thursday, open to the interested public. In all, NAI has arranged approximately 400 such seminars. Proposals for topics to be dealt with at these seminars mainly come from the researchers at NAI and the final decision lies with the research coordinator. A new approach is now being tried for the spring series, whereby seminars are organised around a common theme, for example democracy and human rights.

NAI has since the mid 1970s arranged Africa Days («Afrikadagarna»). These open seminars over a 2 – 3 day period are meant for students and researchers in the Nordic countries. Usually 'Afrikadagarna' have been arranged in Uppsala. There have been examples of 'Afrikadagarna' being arranged in other Nordic countries, but experiences have shown that then it is mainly persons from the country in which they take place that attend. The current proposal is that NAI arrange 'Afrikadagarna' every second year. Due to a lack of capacity and resources, 'Afrikadagarna' has not been arranged in the most recent years, but it again took place in Uppsala in September 1997 and on the basis of that experience, plans for the future will be made.

During recent years, that is especially since 1993, NAI has also arranged a number of commissioned seminars. These are undertaken in response to proposals from, for example, aid organisations. Since 1994 nine such seminars have been arranged. In all NAI has arranged a total of 58 seminars from 1990–96, of which 12 have been commissioned. Of these, 16 have taken place in African countries, 31 in Sweden (of which 26 in Uppsala), 4 in Denmark, 3 in Norway and 4 in Finland.

The seminars form an important part of NAI's activities, and require substantial resources both in financial terms and in terms of personnel. Our attention has been drawn to a number of problems in relation to the seminars, mainly concerning the extent to which they promote full Nordic-Africa collaboration.

The fact that many seminars have been arranged in African countries has definitely contributed to make

NAI much more visible on the African scene, and to the furthering of contacts between African researchers. However, the issue of participation from the Nordic countries in the seminars arranged by some of the research programmes, both in Africa and in the Nordic countries, deserves mention. In those seminars arranged by the programme «The Political and Social Context of Structural Adjustment in Sub-Saharan Africa» for which lists were available (8 out of 12 seminars) the numbers of Nordic participants were as follows: There were in total 226 participants. Of these there were 25 from Nordic countries, 13 researchers and 12 with an administrative background. Of the 13 researchers 3 were from Sweden, 4 from Norway, 3 from Finland and 1 from Denmark (who took part in two of the seminars). Of the 12 participants with an administrative background, 11 were Swedes and 1 Norwegian.

The number of Nordic participants in seminars arranged by the two other research programmes for which lists were provided («Urban Development in a Rural Context in Africa» and «Poverty and Prosperity in Africa»,) has been larger, with an overall total of 45 % of the participants from the Nordic countries. It should, however, be noted that 5 out of the 6 seminars on which these figures are based took place in Africa.

The figures in the table below show the total participation from each of the Nordic countries in all the seminars and conferences arranged by NAI in the period 1990 to 1996, including the Thursday seminars. It will be seen that Denmark and Norway have each accounted for 6 % of the total; which appears to support the claim by some of those interviewed that there is room for improvement in the inter-Nordic profile of NAI.

Table 3.6 Participants at NAI Seminars 1990–1996

Country	90/91	91/92	92/93	93/94	94/95	autumn 1995	1996	Total	%
Denmark	22	25	13	11	15	12	20	118	6 %
Finland	11	26	6	47	16	86	20	212	11 %
Norway	30	24	4	7	25	14	19	123	6 %
Sweden	51	66	21	35	81	62	225	541	29 %
Africa	46	86	106	256	77	68	105	744	39 %
Other	19	25	23	24	34	19	15	159	8 %
Total	179	252	173	380	248	261	404	1 897	

Concern has been expressed that the relatively large number of commissioned seminars during recent years has put too much pressure on NAI's resources, and that the topics dealt with are not equally relevant in relation to NAI's profile.

Travel grants

Since its establishment NAI has supported Nordic researchers through a travel grant programme. The travel grants are meant to cover travel and other expenses for Nordic scholars for brief research trips to African countries in connection with ongoing research projects. Each year an average of 30 – 40 grants are distributed, and since the start of the programme a total number of 2,452

have received a grant. Since 1990 an average of 0,9 % of NAI's total budget has been spent on travel grants. The size of the grants has during the same period been an average of 26,000 Swedish Kronor.

The grants are advertised in two daily newspapers in each of the Nordic countries and information about the programme is sent out to approximately 300 addresses at different Nordic universities and research institutions. The travel grants are also advertised in News from Nordiska Afrikainstitutet and on the Homepage. The deadline for applications is 16th of September.

A first screening of the applications is carried out by two from the administrative staff, during which process

applications which are not in line with the formal criteria are excluded. The group of Nordic researchers and the research coordinator go through the remaining applications and select those considered to be the best. The final decision about funding is taken by the Programme and Research Council.

For the persons involved, the work with the applications absorbs two full working weeks and there has been a great increase in the number of applications over the years. The applications are unequally distributed between the Nordic countries. With the exception of Iceland, Denmark sends the smallest number, but also from Finland the number is relatively small.

In 1994 this disparity was discussed, and it was concluded that the differences in the educational systems between the Nordic countries has resulted in Danish and Finnish applicants being disadvantaged compared to applicants from the other Nordic countries. Requirements for formal qualifications are now adjusted to the differences in the Nordic educational systems. In spite of the heavy workload imposed by the travel grants programme, there is general agreement at NAI that the programme is very important for NAI. Through the many applications, staff members at NAI get to know the research topics worked on by a large number of Nordic Africa researchers, and names of all applicants are registered by NAI. All outputs from the funded projects are received by the library. Concern has been expressed, however, that the rapidly increasing number of applications exceeds the capacity of the staff to deal with them.

Not surprisingly, the programme is highly valued by those who have got the grants, but also by many others, who know that they have the opportunity to apply in the future. In relation to future applications it has been argued, especially in Denmark, that the deadline in September is, for a number of reasons, very inconvenient, and may in fact be part of the reason why so few Danes apply.

It has been questioned whether NAI should in fact play the role of a 'mini research council', considering that there are now many other ways of obtaining funding in the Nordic countries. However, it seems that there are still big problems in the Nordic countries, especially for young scholars, in obtaining funds for minor field studies, and there does therefore still appear to be a need for the programme.

Study grants

The study grants programme has existed since the late sixties and aims at offering university students, teachers and journalists a chance of spending one month in Uppsala utilising NAI's library resources. Grants include a train ticket, housing, transport subsidy and pocket money. NAI also facilitates that the grant holders can use Uppsala University library. About 900 persons have received study grants since the programme was started. The annual number of grants distributed has averaged about 33.

The study grants are announced twice a year. Selection of applications is carried out by the person responsible for the programme in cooperation with the Nordic researchers and a representative from the library. Primary criteria for selection are: project proposal, availability of relevant material in the library. A third criterion related to gender and country is also used if there are a number of equally relevant and qualified applications.

As is the case with travel grants the number of Danes applying and receiving study grants is generally smaller than from the other Nordic countries.

The programme is viewed by NAI as an important element in keeping in touch with what is going on in relation to Africa research and studies in the Nordic countries, and the programme is seen as worth the relatively heavy workload implied. The library also receives various outputs resulting from the study grants.

At NAI the programme is also seen as an important element in building Nordic Africa research networks. Thus it is noted that many of the previous grant holders 'reappear' as travel grant applicants, as participants in NAI seminars etc. The programme is highly valued by the parties interviewed, and is no doubt one of the more important activities in relation to the furthering of the Nordic profile at NAI.

Other Tasks

As discussed at some length in Chapter 2, there is no agreed way of classifying NAI's activities. In this report we argue for a broad definition of research and for more rather than less integration of activities. In this final section we will, at the risk of repetition, make reference to some of NAI's tasks which might escape mention by virtue of the way in which we have chosen to present NAI's activities in this chapter – without wishing to

suggest that these should be brought together in their own separate division.

NAI performs important documentation and information tasks. The main documentary asset of NAI is the library which has been dealt with above. But NAI's research staff and other staff are also, as noted above, involved in documentary work, based on library studies, archival studies, and visits/fieldwork in African countries. Also, in addition to its publishing activity, which we have also dealt with above, its seminars and other research-related activities, NAI also produces and distributes information material of various kinds. In general, there are two overall objectives of NAI information activities, namely to inform about NAI's activities in the Nordic countries and in Africa, and secondly to inform about Africa. In the *News From Nordiska Afrikainstitutet* (previously called *Nytt fra Nordiska Afrikainstitutet*) which appears three times a year, both types of information, namely news about the institute and about Africa, are included. NAI also makes information pamphlets about all major research and programme activities at NAI, sends out seminar programmes, lists of publications, annual reports etc.

In general, NAI is producing and distributing widely much valuable information. However, although the volume of information distributed by NAI may seem large, views have been expressed that NAI does not make itself sufficiently visible in all the Africa research milieux in the Nordic countries. It has been suggested that NAI focuses too much on institutions already known to NAI, and is not sufficiently active in relation to the small, and in some places rather dispersed Africa research milieux, which keep cropping up. Some of those interviewed have expressed the view that *News from Nordiska Afrikainstitutet* appears too seldom.

NAI has since its inception, based on the expertise available, participated in current debate in the Nordic countries by preparing materials and presenting these in different ways. This has occurred through seminars (referred to above) and other types of participation in discussion in, predominantly, the different Nordic Ministries of Foreign Affairs and aid authorities. This commissioned work usually emanates from one country, but the institute always strives to involve representatives from other Nordic countries. In addition to consultancies conducted for the Nordic aid-organisations, work has also been carried out for, among others, Swedish Cooperative Centre, Kirkens Nødhjelp in Norway, and FAO. In recent years the Director and some other staff members have been involved in policy formulation on African aid and foreign policy in Sweden, Finland and Norway, and in the debate and policy dialogue on Southern Africa and Central Africa; and NAI has prepared an annotated bibliography on the European Union and Africa in connection with three of the Nordic countries preparing to enter the Union, and participated in dialogue on disaster relief and conflict resolution.

We do not have detailed information concerning the amount of time and money involved in consultancy type work. It appears that this is not, in total, substantial, but the amount varies considerably from one individual to another. There are some guidelines regarding consultancies. Some date back some years (for example the rule that the maximum for each of the Nordic researchers was two months consultancies per year) and others have very recently been prepared. The question of consultancies also raises some organisational and financial issues dealt with in chapter 2.

Chapter 4. Conclusions and Recommendations

Conclusions

NAI has, over the 35 years of its existence, built up a reputation and a wide network of contacts in Africa and the Nordic countries. The library has been and remains an important resource which provides a valuable service not only to NAI staff and visitors but also to a wider public, and within its field of specialisation it can justifiably claim to be a centre of excellence within Scandinavia. The publications of NAI have in the past fulfilled two important functions: first, making a substantive contribution to the body of knowledge about Africa; second, through NAI's policy of free distribution in Africa, supplying materials for researchers and others in great need of them. Some issues regarding publication policy need to be addressed, but we do not see the need for dramatic changes.

Over the years, NAI staff, both directly and indirectly, have made a substantial contribution to Nordic-Africa research. But problems have arisen in recent years which call for an agreed research strategy, in line with the role of NAI as a whole. NAI staff have also participated in current debate in the Nordic countries by preparing materials and presenting these in different ways. NAI has organised seminars and conferences, and provided grants for travel to Africa, visits to NAI library, and visiting researchers from Africa. These appear to be well administered and to play an important part in NAI's overall activities. They have made a substantial contribution to NAI's networking role. The administration of NAI – personnel management, budgeting and accounting, reporting, etc. – seems to function well. There are, however, uncertainties concerning the internal organisation of NAI and decision-making procedures which require action.

The name of NAI precisely reflects its purpose: «Nordic» indicates a collaborative effort between all the Nordic countries; «Africa» indicates that it is concerned with that continent. But «Nordic-Africa» is in itself important because of the special relationship not only between the Nordic countries, but also between all of these and Africa. But what, more precisely, should NAI do, and by what criteria should its work be judged?

Although research is central to its activities, NAI is not a purely academic institution; it is what might be called a knowledge-based institution: producing, supporting the production of, and disseminating knowledge which may be of different kinds, for different audiences: academic, documentation, and policy (for researchers, the interested public, and policy-makers). Ideally NAI should do all these things, and do them well. But this is by no means easy and it is not uncommon for conflict to arise within an institution around these issues: Which activities should be emphasised? Which carry higher status? Which should be rewarded? At NAI in recent years these conflicts have led to a degree of polarisation and antagonism between staff, expressed especially forcefully by many of the researchers.

The Team believes that the comparative advantage of NAI lies in its special character, neither a university department nor a consultancy firm, nor simply an applied research institution; but a «hybrid» dependent on its success on combining several activities. Ideally, it derives synergy from the combination of library, research (broadly defined) and publications, and it draws upon and stimulates activity in Africa and the Nordic countries, especially through its research support activities.

This view of NAI's role has implications for how it is to be assessed. It is customary to focus on two criteria: quality and relevance. If one is talking about research (and this is the main activity of NAI) it is also customary to claim that both criteria can and should be fully satisfied, and that there is no conflict or trade-off between them. We do not agree; so long as quality is interpreted as academic quality and relevance is interpreted as usefulness for policy-makers. There are certain standards and dimensions of quality which must, of course, be satisfied: of rigour and clarity for example. But academic research is often expected to satisfy certain other criteria which may be dispensable where the primary aim is not to satisfy the editors of an academic journal. Conversely, much work which is of the utmost relevance for decision-makers should not properly be regarded as research.

In relation to its role, we believe that NAI not only should not, but could not, be the premier academic

institution for research on Africa in the Nordic countries; although the research staff at NAI must certainly be adequately and suitably qualified. To attract more famous researchers through improved salaries and conditions is in theory possible, but academics in the Nordic countries are not highly mobile, and in order to attract top Nordic (or African) researchers onto their staff, NAI would need to increase the level of salaries and conditions to an extent which is not realistic. There are other factors too. For example, the system of recruiting on a limited (three to six year) basis has much to be said for it, but it makes it more difficult to create a «school» or «tradition» of African research at NAI.

But, as already noted, we do not recommend that NAI should seek to be the premier academic institution for research on Africa in the Nordic countries. This is not where its comparative advantage lies. Within NAI, however, opinions differ on this point. And this is a source of conflict in the institution. One solution, which it appears is being adopted – at least implicitly – by the Director, is to recognise that there are major differences but not seek to resolve them; to allow researchers more time and scope to pursue their own individual research interests and priorities, independent of their colleagues. We believe this is the wrong approach, for two reasons. First, NAI's strength and comparative advantage is that it is hybrid – in the best sense of the word: it combines several activities in one to the benefit of each. If these activities become separate the institution begins to lose its special nature and comparative advantage. If, to exaggerate, the research staff of NAI divide into 6 academic researchers, and 6 policy advisers, then it may be argued that it can easily be replaced by a university-based Centre of African Studies and a consultancy firm. Although there are many of these, there is no other Nordic institution which could easily fulfil NAI's particular mandate.

But another and perhaps even more compelling, argument is that such a division will make concrete and even exacerbate the conflicts within NAI, with each group critical of the other. To function as an institution, NAI should be more integrated, not less. And the task of the Director, and all the staff, should be to achieve this. Researchers should feel a commitment to the institution, and to its stated purpose. The aim should be to recruit a mixture of different types. One cannot expect that all will be equally good at, and interested in, the three types of knowledge production. But all should respect and recognise the importance of each type. And,

perhaps more controversially, those recruited should be required to engage at least some of the time in each of the three types of activity.

Are there alternatives? The Terms of Reference refer to «the role – if any – to be played by NAI» Two other ways of using the resources would be for establishing an institution in Africa, or for providing support to national institutions. The first of these is not, in our view, a viable option under current circumstances. To establish a truly sustainable institution would be extraordinarily difficult; to avoid, on the one hand, creating a dependent and privileged «island» institution in a selected African country, and, on the other, an institution which gradually declined from lack of the necessary economic support from its host country. Nor is it necessarily desirable to create a *Nordic* institute in Africa, even if it were feasible. This is not a suggestion we support.

The second alternative, to replace NAI by national institutions, might be preferred if one judged that NAI is clearly failing to satisfy its mandate as a *Nordic* institution. Although we see some room for improvement in this respect, we do not regard the criticisms as fatal.

Our major concern is the serious internal problems currently facing NAI. These have to be resolved. If they are not then the future of the institute must be called into question, and radical alternatives considered, such as reducing the level of resources and concentrating these on the library alone.

In summary, NAI now faces two major and interrelated problems. First, the strategic choice which has been taken by the new Director does not enjoy widespread support internally; and although this choice is supported by influential members of the Council, it has not, in our view, been adequately thought through. Second, the internal evaluation and our interviews have revealed a substantial degree of internal disharmony, most forcefully expressed by many of the researchers. We have a number of recommendations which are listed below, beginning with the two most important and wide-ranging ones, which are directly related to these two points.

Recommendations

1. On the basis of this evaluation, and discussion both internally and in NAI's Council, a clear decision should be taken as to which road NAI should take,

embodied in a Mission Statement, to be further expanded as a three year plan. Our own view is that NAI needs to be more integrated in terms of thematic focus (recommendation 26), and both more selective and proactive in relation to the policy-related activities it takes on (recommendation 12). Its strength lies in its being a hybrid organisation, fulfilling an important networking function for Nordic-Africa links. In the Nordic countries, NAI alone has this mandate. It should use its research competence to produce knowledge of different kinds – academic, documentation, and policy-related research – within certain defined thematic areas, and researchers at NAI should be competent to work on all three.

2. Immediate steps should be taken to deal with the internal disagreements that have arisen. This will require some changes to NAI's internal management structure and decision-making procedures (recommendation 5) and a committed effort by staff, and especially the researcher group, to discuss their differences and come to a unified and agreed strategy in the interests of the institution as a whole.

Against this background, we have the following more specific recommendations. (An asterisk* is used to denote those which will necessarily involve significant additional expenditure).

Organisation, Finance and Personnel

3. The present organisational form of NAI (an authority) is not satisfactory. However, since the preferred form (a foundation) cannot realistically be proposed at this time, we recommend that at least the Council should play a determinate part in all strategic decisions concerning NAI, including the appointment of the Director, the acceptance of new contracts, and the contracts (and extension of contracts) for all researchers. The interim mandate of the Council should be extended still further and agreed on a permanent basis.
4. The Council's active involvement in NAI affairs should also be increased by: extending the length of at least one of the two meetings each year; creating an agenda and form of presentation of issues which encourages informed and critical discussion (here the role of the Chairman will be especially important).
5. The management group should as far as possible reflect the different groups at NAI. More specifi-

cally, it should be expanded to include three researchers; at least two of them should be non-Swedish, and they should be wide-ranging in terms of competence and interests. This should be established as the most important internal forum for discussing strategic decisions. It is anticipated that this will be a significant improvement, but it may be necessary to take additional measures to improve and clarify decision-making procedures.

6. The position of Research Coordinator/Leader should be discontinued. Several of the functions can be taken on by researchers in the management group; notably, representing NAI's research externally, and representing the views of researchers internally.
7. All researchers should be expected to participate to varying degrees in the three different forms of research-based activity, and for future recruitment of researchers this should be an explicit requirement. A separate division for policy-related activities should not be established.
8. All staff, including researchers, should be required to be physically based at NAI.
9. For all staff, career opportunities – whether within or outside NAI – are important. In the case of Research Assistants, some of whom aspire to an academic career and others to an administrative career, it is especially important to review job descriptions and recruitment procedures.
10. NAI should work together with Uppsala University Library to resolve the problems that result from the library staff being employed on two different salary schedules and methods for temporary staff replacement.
11. Active efforts should be made to recruit non-Swedish administrative staff.
12. NAI should be more restrictive in taking on policy-related work: more specifically, such work should be related to current research at NAI to mutual benefit; it should be a requirement that more than one country contributes; and an overhead rate that reflects actual costs should be charged. But NAI researchers should also actively seek opportunities to have their work used for policy purposes.

Library

- 13.* The library should receive the help necessary to choose and install a data system which gives flexibility in searching its bibliographic database and

provides needed support for all administrative and «house-keeping» systems. This will involve considerable additional staff time.

- 14.* NAI should develop its data capacities and network as soon as possible, so that researchers can access the library catalogue/databases from their offices. The estimated cost should be calculated and a plan of action drawn up in collaboration between the library and data personnel.
15. The library should work toward use of its Internet home page as an information source for the general public as well as NAI staff. The home page should have links to the library's catalogue and periodical lists, to full-text documents and periodicals and to reference sources for Africa.
16. The library staff should maintain and increase its competence in use of CDROM and Internet databases. Appropriate educational materials for use of NAI staff should be prepared.
17. The library should hold regular courses in library use: data-searching, bibliographic tools for African research, for NAI staff.
18. NAI staff should be encouraged to contact the library early when starting up individual or group projects. When appropriate, extra «project funds» should be budgeted for purchase of library materials.
19. Measures should be taken to provide more space: for library materials, for visitors and, not least, for scholars wishing to study at the library.

Publications

20. An editorial board should be established to discuss publication policies and to evaluate publications submitted to NAI. The board should be composed of three researchers and the Head of the Publications Division as secretary. Two of the three researchers should be external to NAI – preferably a researcher member of the Council. Two meetings a year should be sufficient.
21. There should be established a system of peer external review of publications submitted by NAI staff. The possibility to reject internal submitted works must exist; there should be no guarantee of publication. A fair evaluation system will undoubtedly secure a better quality.
22. It is especially important to be more selective and critical with regard to conference proceedings published as books. A much clearer distinction between conference proceedings and an edited volume should be made.

23. The aim is that publication by NAI will be a guarantee of quality. Although NAI should seek to publish the work of its researchers, the editorial board may recommend alternative channels of publication for highly specialised monographs.
24. This strategy will allow the publication of more externally submitted manuscripts of good quality; to increase the publication of competent research done by Nordic and African scholars should be an important objective of NAI.
25. The publications division is not a traditional commercial enterprise. The benefits associated with a generous system of exchange and distribution of free copies are significant. The increase of sales in recent years is a very positive trend. However, possibilities to reduce costs should be considered, and the division should make proposals as to how this may be done.

Research

26. NAI should develop a clear and more integrated profile for its research. Research themes and activities should be more unified and linked to achieve greater synergy and reduce conflict, especially between the more «academic» and the more «policy-related».
27. The category of Nordic Researcher should be retained, but they should be recruited so as to fit in with NAI's selected research themes. This need not necessarily imply that they work within the programmes, but, for example on cross-cutting issues which relate closely to NAI's chosen research themes.
28. There is a need for a critical review of the policy related to salaries and conditions for the Nordic researchers in order to make it equally attractive for researchers from all the Nordic countries to apply.
29. In the recruitment of programme coordinators, familiarity with both Nordic and African research milieux should be emphasised in addition to the other criteria.
30. Near the end of their three year period all researchers should be formally evaluated by a committee including at least one external person. This will necessarily require that there exists a clear job description setting out NAI's expectations of the research staff in relation to its overall purpose (ref. recommendation 1).

Research Support

31. Measures should be taken to increase the participation of researchers from the Nordic countries in the seminars and conferences arranged by NAI.
 32. NAI's policy and procedures in relation to taking on commissioned seminars/conferences should be reviewed. Similar criteria may be applied as in recommendation 12.
 33. The travel grant programme should be continued, but the possibility of changing the September deadline for applications should be considered.
 34. The study grant programme should be continued
 - 35.* The programme for African guest researchers should be expanded
36. Measures should be taken to ensure that the presence of guest researchers is of mutual benefit to NAI and the guest researchers
 - 37.* The budgets of the guest researchers should be increased in order to ensure more scholarly interaction between the guest researchers and the Africa research milieu in the other Nordic countries.
 - 38.* NAI should examine the possibility of offering short-term appointments as Visiting Researchers (with or without salary) from universities and institutions in the Nordic countries (including also Ph.D students).

Annex 1. List of Persons Interviewed

In the course of our work we have received information and opinions from many people in the research and aid community. The following is a list only of those formally interviewed. In a very few cases these interviews were conducted by telephone. Those interviewed by the library specialist are listed separately at the end.

NAI Staff

In preparing the Draft Report the Team had extensive interviews with the NAI and staff, and with a visiting African researcher and two visiting students. The Team Leader visited NAI three times, once accompanied by all three other Team Members, once by only Archetti and Odgaard, and once alone (the preliminary visit). The Director and all the researchers were interviewed, sometimes more than once, and usually by all three core team members (McNeill, Archetti, Odgaard). The majority, but not all, of the other staff – Research Assistants and Support staff, Publications, Library and Administration, were also interviewed.

Denmark

Ministry of Foreign Affairs

- Klaus Winkel, Head of Department (Chairman of NAI Council)
- Niels Dabelstein, Head of Section.

Nordic Institute for Asian Studies

- Thommy Svensson, Director

Aalborg University Centre: Department of Development and Planning

- Jacque Hersh, Director
- Pernille Bertelsen, Researcher
- Jens Möller, Associate Professor
- Johannes Schmidt, Associate Professor

Roskilde University Centre: International Development Studies:

- Hans Otto Sano, Associate Professor
- Signe Arnfred, Associate Professor

Aarhus University: Department for Social Anthropology:

- Bjarke Paarup, Associate Professor

University of Copenhagen: Centre for Africa Studies:

- Holger Bernt Hansen, Professor and Director

University of Copenhagen: Institute of Ethnology and Anthropology:

- Susan Whyte, Associate Professor
- Michael Whyte, Associate Professor

Centre for Development Research, Copenhagen

- Poul Engberg-Pedersen, Director (current member of NAI Council)
- Knud Erik Svendsen, former Director (former member of NAI Council)
- Karuti Kanyinga, PhD student from Kenya (has contributed to NAI research programme)
- Peter Gibbon, Senior Researcher (former research programme coordinator at NAI).
- Thandika Mkandawire, Guest Researcher at CDR, Director of CODESRIA.

Finland

Ministry of Foreign Affairs

- Anna-Liisa Korhonen, former member of NAI Council
- Helena Kyrönen, current member of NAI Council
- Kari Virtanen, Librarian
- Sirpa Mäenpää, Head of Planning and Coordination
- Juhani Toivonen, Head of African Unit
- Kari Karanko, Head of Evaluation Unit.

University of Helsinki: Institute of Development Studies

- Juhani Koponen, Associate Professor (former NAI researcher)

University of Tampere

- Pekka Seppälä, Researcher (former NAI researcher)

Iceland

Ministry of Foreign Affairs

- Thordis Sigurdardottir, Icelandic International Development Agency (member of NAI Council)

Norway

Ministry of Foreign Affairs

- Kåre Stormark, Head of Division (member of NAI Council)

University of Oslo, Department and Museum of Anthropology

- Aud Talle, Professor
- Rune Flikke, Research Fellow
- Jan K. Simonsen, Research Fellow.

Agricultural University of Norway

- Kjersti Larsen, Associate Professor

Christian Michelsen Institute, Bergen

- Gunnar Sørbo, Director
- Arne Tostensen, senior Researcher (former researcher at NAI and former member of NAI Council)

University of Bergen

- Leif Manger, Professor, Centre of Development Studies

Sweden

Ministry for Foreign Affairs

- Lennart Båge, Assistant Under Secretary
- Jan Cedergren, Director General (member of NAI Council)
- Agneta Johansson, Head of Section

Sida

- Carin Nordberg, Assistant Director General (former member of NAI Council)
- Sten Rylander, Assistant Director General (former member of NAI Council)

University of Uppsala

- Johnny Andersson, University Director (former Chairman of NAI's Board)
- Peter Wallensteen, Professor, Department of Peace and Conflict Research

- Lars Rudebeck, Associate Professor, Department of Political Science

Swedish University of Agricultural Sciences, Uppsala

- Kjell Havnevik, Professor (former Research Coordinator, NAI)

University of Linköping

- Anders Hjort af Ornæs, Professor (former Director of NAI)

Canada

Carl Gösta Widstrand, Professor (former Director of NAI)

Interviews by the Library Specialist

Uppsala University Library

- Ulf Göranson, Head Librarian
- Hans Nordesjö, Circulation, Reference
- Gösta Johnsen, Acquisitions
- Anita Åsberg, Personnel
- Gunhild Bäck, Systems Librarian

International Federation of Library Associations (advancement of librarianship in the Third World Programme), Uppsala

- Birgitta Bergdahl, Programme Director
- Birgitta Mossadek, Programme Officer
- Gunilla Natvig, Administrative Officer

Others (concerning the library's data system BIBELATION)

- Kirsti Hagen Andersen, CMI
- Terje Sande, CMI
- Dagfrid Hermansen, NUPI
- Gerd Stensby, NORAD
- Erik Gårde, Biblioteksentralen (agent for ALEPH)

Annex 2. Terms of Reference

Evaluation of The Nordic Africa Institute.

1. Background

The Nordic Africa Institute, NAI, was founded in 1962. The Institute can thus look back at more than 30 years as a Nordic centre for documentation, information and research on modern Africa. The Institute has been a Swedish government authority since 1964, jointly financed by the Nordic countries. NAI's budget for 1997 amounts to appr. SK 24.4 mill.

According to its statutes, the Institute has the task, within the Nordic countries,

- to further and carry out scientific research on Africa;
- to further cooperation and contacts between Nordic and African researchers;
- to serve as a documentation centre for research and studies on Africa;
- to inform about research on Africa and current African issues.

During recent years, research activities have been given a more prominent position, which has had a great impact on the other activities. The library of the Institute remains a central library on African affairs for the Nordic countries.

In its choice of subjects from Africa taken up by the Institute, it has been guided by the intention of being an important participant in future positive developments in Africa – through seminars, collaborative research between Nordic and African researchers and publications.

The Institute has put much emphasis on retaining its Nordic identity in connection with its activities and programmes and in making its services available to persons in the Nordic countries interested in Africa.

The initiation of the present evaluation is the result of decisions taken by NAI's Programme and Research Council at meetings in 1996. The evaluation shall take into consideration the results of, partly, a scientific assessment, carried out in 1996, of the two first research programmes of NAI, and partly, an internal evaluation to be carried out by NAI before the external evaluation.

2. Objectives of the Evaluation.

- 2.1. To assess the performance of the Institute in carrying out its tasks, as described in the statutes, and in implementing its other policy decisions and basic regulations as they have evolved over time.
- 2.2. To assess in particular the adequacy in these respects of the organisational set-up, the overall research policy, including the balance between 'programmes and projects, and the resources of NAI.
- 2.3. To consider the future needs for Nordic Africa research, documentations and information, the role – if any – to be played by NAI, and make recommendations for possible changes regarding tasks, priorities, organisations and resources that may enable NAI to play this role in the best possible way.

3. The tasks of the evaluation.

The evaluation should take on the following tasks, looking in particular at the period 1990–96 and proposing possible changes up to the year 2000:

3.1. *Nordic Africa research.*

Describe the present status of research, documentation and information on Africa in the Nordic countries as compared to the situation when the institute was established, and as a background for assessing the future needs for a Nordic Africa research institution.

3.2. *NAI's research.*

As regards the quality of the research, the evaluation shall refer to the scientific assessments mentioned above from which the main conclusions should be quoted.

The evaluation shall assess:

- the methods for choosing research areas;
- the justification of NAI's choice of research issues seen in the light of the overall needs for Africa research in the Nordic countries, other Nordic Africa research, and NAI's comparative advantages;
- the relevance of NAI's research against the background of the developments in Africa during the last 5–10 years, and the closer Nordic connections to

- these developments, including development cooperation;
- the balance and interaction between the three core programmes, the research of the Nordic researchers, the specific (externally funded) research programmes, and applied/requested research and studies;
- the interaction between NAI and other Nordic Africa research;
- NAI's role in furthering networking between African and Nordic researchers; the adequacy of strategy and plans for NAI's cooperation with researchers and institutions in Africa;
- the measures taken to ensure the quality of the researchers, and
- the scope and utilisation of the research output, including the balance between different types of research output.

3.3. Library

Assess the performance and conditions of the Library in relation to the overall tasks of NAI, and in particular

- the allocation of resources to meeting the demand of NAI researchers and the public at large (researchers vs. other), respectively;
- the extent to which the Library is reaching the relevant target groups and meet their needs, and
- the balance between the different media and between the acquisition of books, journals and grey material, and between different subjects and scientific disciplines.

Assess the implications of the special relationships and cooperation between the Library and Uppsala University Library and consider what is a proper balance between the Library being a specialized library or a research library serving to supplement the University Library.

If possible propose issues to be covered by a separate study of the Library's data base system (Bibelation).

3.4. Publications

Assess the publication policy against the objectives of NAI, and in particular

- the appropriateness of the various types of publications;
- the number of books published per year and its distribution on categories of authors;

- the adequacy of publication outlets and information dissemination in Africa;
- the marketing policy and the policy of providing books free of charge to African and Nordic research centres and universities, and
- whether NAI shall continue to act as a publisher in view of possible alternatives.

3.5. Information and policy role.

Assess the significance and relevance of NAI's contributions to the public debate and policy formulation in the Nordic countries as regards current African issues.

3.6. Other services.

Assess the relevance and relative weight given to remaining services, notably,

- grants for research trips to Africa;
- receipt of student visitors from the Nordic countries and of guest researchers from Africa, and
- arranging seminars and conferences, and the balance between such mainly arranged by the programmes and those aimed at informing the community outside the Institute.

3.7. Organization and resources

Assess

- the adequacy of the organisational set-up of the Institute, including the allocation of the responsibilities and authority, the recruitment policy and procedures of the Institute, the role and functions of the Programme and Research Council in providing guidance to the activities of the Institute;
- whether the resources of the Institute are used efficiently and in accordance with rules and regulations, and
- whether the resources as well as the size of the Institute – are adequate to ensure satisfactory implementation of the Institute's tasks.

3.8. Assessment of the Institute as a whole: balance and cohesion.

Assess the adequacy of the interaction and balance between the various activities, notably research, library and publication.

4. Implementation and reporting

The evaluation is planned to take place between April 1 and October 1, 1997.

The team should start by studying the documents listed in the Annex. The team is expected to interview relevant members of the staff, persons within the responsible ministries in the Nordic countries, representatives of relevant research institutions in the Nordic countries, and, if feasible, relevant African researchers.

A draft of the report shall be presented to the Institute for comments not later than September 1, 1997. The

report shall contain a summary (not exceeding 4 pages) of findings and recommendations. A final report shall be submitted within 14 days after the team has received the Institute's comments.

5. Composition of the team

The team will comprise three persons with expertise in

- anthropology
- social science/sociology/economy
- institutional and organisational issues pertinent to a research institution.

EVALUATION REPORTS

- | | | | |
|-------|---|-------|---|
| 1.87 | The Water Supply Programme in Western Province, Zambia | 1.96 | NORAD's Support of the Remote Area Development Programme (RADP) in Botswana |
| 2.87 | Sosio-kulturelle forhold i bistanden | 2.96 | Norwegian Development Aid Experiences. A Review of Evaluation Studies 1986-92 |
| 3.87 | Summary Findings of 23 Evaluation Reports | 3.96 | The Norwegian People's Aid Mine Clearance Project in Cambodia |
| 4.87 | NORAD's Provisions for Investment Support | 4.96 | Democratic Global Civil Governance Report of the 1995 Benchmark Survey of NGOs |
| 5.87 | Multilateral bistand gjennom FN-systemet | 5.96 | Evaluation of the Yearbook Human Rights in Developing Countries |
| 6.87 | Promoting Imports from Developing Countries | | |
| 1.88 | UNIFEM - United Nations Development Fund for Women | 1.97 | Evaluation of Norwegian Assistance to Prevent and Control HIV/AIDS |
| 2.88 | The Norwegian Multi-Bilateral Programme under UNFPA | 2.97 | «Kultursjokk og korrektiv» – Evaluering av studiereiser for lærere |
| 3.88 | Rural Roads Maintenance, Mbeya and Tanga Regions, Tanzania | 3.97 | Evaluation of decentralisation and development |
| 4.88 | Import Support, Tanzania | 4.97 | Evaluation of Norwegian Assistance to Peace, Reconciliation and Rehabilitation in Mozambique |
| 5.88 | Nordic Technical Assistance Personnel to Eastern Africa | 5.97 | Aid to Basic Education in Africa – Opportunities and Constraints |
| 6.88 | Good Aid for Women? | 6.97 | Norwegian Church Aid's Humanitarian and Peace-making Work in Mali |
| 7.88 | Soil Science Fellowship Course in Norway | 7.97 | Aid as a tool for promotion of human rights and democracy: What can Norway do? |
| 1.89 | Parallel Financing and Mixed Credits | 8.97 | Evaluation of the Nordic Africa Institute, Uppsala |
| 2.89 | The Women's Grant, Desk Study Review | 9.97 | Evaluation of Norwegian Assistance to Worldview International Foundation |
| 3.89 | The Norwegian Volunteer Service | 10.97 | Review of Norwegian Assistance to IPS |
| 4.89 | Fisheries Research Vessel - "Dr. Fridtjof Nansen" | 11.97 | Evaluation of Norwegian Humanitarian Assistance to the Sudan |
| 5.89 | Institute of Development Management, Tanzania | 12.97 | Cooperation for Health Development |
| 6.89 | DUHs forskningsprogrammer | | WHO's support to programmes at country level |
| 7.89 | Rural Water Supply, Zimbabwe | 1.98 | «Twinning for Development» Institutional Cooperation between Public Institutions in Norway and the South |
| 8.89 | Commodity Import Programme, Zimbabwe | 2.98 | Institutional Cooperation between Sokoine and Norwegian Agricultural Universities |
| 9.89 | Dairy Sector Support, Zimbabwe | 3.98 | Development through Institutions? Institutional Development promoted by Norwegian Private Companies and Consulting Firm |
| 1.90 | Mini-Hydropower Plants, Lesotho | 4.98 | Development through Institutions? Institutional Development promoted by Norwegian Non-Governmental Organisations |
| 2.90 | Operation and Maintenance in Development Assistance | 5.98 | Development through Institutions? Institutional Development in Norwegian Bilateral Assistance. Synthesis Report |
| 3.90 | Telecommunications in SADCC Countries | | |
| 4.90 | Energy support in SADCC Countries | | |
| 5.90 | International Research and Training Institute for Advancement of Women (INSTRAW) | | |
| 6.90 | Socio-cultural Conditions in Development Assistance | | |
| 7.90 | Non-Project Financial Assistance to Mozambique | | |
| 1.91 | Hjelp til selvhjelp og levedyktig utvikling | | |
| 2.91 | Diploma Courses at the Norwegian Institute of Technology | | |
| 3.91 | The Women's Grant in Bilateral Assistance | | |
| 4.91 | Hambantota Integrated Rural Development Programme, Sri Lanka | | |
| 5.91 | The Special Grant for Environment and Development | | |
| 1.92 | NGOs as partners in health care, Zambia | | |
| 2.92 | The Sahel-Sudan-Ethiopia Programme | | |
| 3.92 | De private organisasjonene som kanal for norsk bistand, Fase I | | |
| 1.93 | Internal learning from evaluation and reviews | | |
| 2.93 | Macroeconomic impacts of import support to Tanzania | | |
| 3.93 | Garantiordning for investeringer i og eksport til utviklingsland | | |
| 4.93 | Capacity-Building in Development Cooperation Towards integration and recipient responsibility | | |
| 1.94 | Evaluation of World Food Programme | | |
| 2.94 | Evaluation of the Norwegian Junior Expert Programme with UN Organisations | | |
| 1.95 | Technical Cooperation in Transition | | |
| 2.95 | Evaluering av FN-sambandet i Norge | | |
| 3.95 | NGOs as a channel in development aid | | |
| 3A.95 | Rapport fra presentasjonsmøte av "Evalueringen av de frivillige organisasjoner" | | |
| 4.95 | Rural Development and Local Government in Tanzania | | |
| 5.95 | Integration of Environmental Concerns into Norwegian Bilateral Development Assistance: Policies and Performance | | |

