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Evaluation of the Norwegian Resource Bank for Democracy and Human Rights (NORDEM)



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Evaluation of the Norwegian Resource Bank for Democracy and Human Rights (NORDEM)

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Responsibility for the contents and presentation of findings and recommendations rests with the evaluation team. The views and opinions expressed in the report do not necessarily correspond with the views of the Ministry of Foreign Affairs.

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Abbreviations and Acronyms

APSO	Agency for Personnel Service Overseas (Ireland)
BiH	Bosnia-Herzegovina
CANADEM	Canadian Resource Bank for Democracy and Human Rights
CMI	Chr. Michelsen Institute
CSCE	Commission on Security and Cooperation in Europe
DPKO	UN Department of Peace Keeping Operations
DEO	District Electoral Officer
EP/FPJA	The Norwegian MFA Department of European Policy, Foreign Policy and Justice Affairs Section
EPRDF	Ethiopian People's Revolutionary Democratic Front
EU	European Union
HR&D	Human Rights and Democratisation
HRU	UNTAET Human Rights Unit
ICRC	International Committee of the Red Cross
ICTR	International Criminal Tribunal for Rwanda
ICTY	International Criminal Tribunal for the former Yugoslavia
IDEA	Institute for Democracy and Electoral Assistance
IDPs	Internally Displaced Persons
IHB	Danish International Humanitarian Service
INTERFET	International Force East Timor
MFA	Ministry of Foreign Affairs, Oslo
MoU	Memorandum of Understanding
NATO	North Atlantic Treaty Organisation
NEBE	National Electoral Board of Ethiopia
NFPI	Norwegian Foreign Policy Institute
NGO	Non-Governmental Organisation
NIHR	Norwegian Institute of Human Rights
NORAD	Norwegian Agency for Development Cooperation
NORDEM	Norwegian Resource Bank for Democracy and Human Rights
NOREPS	Norwegian Emergency Preparedness System
NORSTAFF	NRC Emergency Response Force

NRC	Norwegian Refugee Council
OAS	Organisation of American States
ODIHR	OSCE Office for Democratic Institutions and Human Rights
OHR	Office of the High Representative
OSCE	Organisation for Security and Cooperation in Europe
REACT	Rapid Expert Assistance and Cooperation Teams
SAFDEM	Southern African Resource Bank for Democracy and Human Rights
SCU	Serious Crimes Unit
SFOR	Stabilisation Force (in BiH)
SPO	Special Prosecutor's Office
SRSR	UN Secretary General Special Representative
SWEDHUM	Swedish Resource Bank for Democracy and Human Rights
UNAMET	United Nations Assisted Mission in East Timor
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNHCHR	United Nations High Commissioner for Human Rights
UNTAET	United Nations Transitional Authority in East Timor
UNV	United Nations Volunteers

Terminology Notes

For the sake of simplicity and clarity, in the report:

- “NORDEM” is referred to as the Agency. It has a secretariat with a staff of three at the NIHR and two part-time staff members at the NRC. By “NORDEM secretariat” is understood the above-mentioned staff. By “NORDEM constituent partners” is understood the following three partners: the NIHR, the NRC and the parts of the MFA that are involved with NORDEM-related questions. “NORDEM members” are persons entered on NORDEM’s two recruitment lists, “NORDEM delegates” are persons posted abroad by NORDEM and NORDEM secondees are persons seconded by NORDEM to another organisation.
- The NORDEM list, which is not the same as the Stand-by Force, was known as the Resource Bank until 1995. It was then split into the Stand-by Force and the Resource Base. We continue here to refer to the Resource Base as the Resource Bank since the term resource base embraces wider human resources in Norway.

Fact Sheet

The Norwegian Resource Bank for Democracy and Human Rights, NORDEM, was established in 1993 to assist the international promotion of democracy and human rights through the mobilisation of an adequate Norwegian human resource base.

NORDEM is now made up of a Resource Bank and a Stand-by Force. The Resource Bank consists of approximately 120 persons who are ready to render assistance and advice in different professional areas, including election assistance, democratic organisations, news media, minority protection, constitutional reform, rule of law, good governance, and human rights education.

The Stand-by Force, consisting of approximately 250 persons, was established in 1995 to ensure a high degree of preparedness for personnel categories in frequent demand. On 1–3 weeks' notice the Stand-by Force should be ready to deploy trained personnel within the areas of election assistance and observation, human rights monitoring, investigation of human rights abuses, and democratisation support projects.

On an annual basis, NORDEM carries out about 40 assignments (comprising 400–500 person-months) in approximately 20 different countries. More or less half of the assignments have fallen within the areas of election observation and election assistance, and the other half within the areas of human rights actions and democracy building. NORDEM's services have been in high demand among international actors. Most NORDEM missions in recent years have been requested by the Organisation for Security and Cooperation in Europe, OSCE, (mainly within the Balkans) but substantial secondments have also been rendered to the United Nations and others.

NORDEM is financed by the Ministry of Foreign Affairs. Since the establishment of the Stand-by Force in 1995 NORDEM has received approximately NOK 20 million a year: a total of some NOK 136 million since 1993. In that period of time, more than one thousand Norwegians have been posted by NORDEM for tasks abroad. General responsibility for NORDEM lies with the Norwegian Institute of Human Rights, whereas administrative and operational duties rest with the Norwegian Refugee Council.

Executive Summary

This evaluation of NORDEM, the Norwegian Resource Bank for Democracy and Human Rights was carried out by the Danish T&B Consult at the request of the Norwegian Ministry of Foreign Affairs (MFA) September 2001 – January 2002.

The purpose was to provide information on NORDEM activities 1993–2000 in relation to its secondment of personnel to international organisations such as the United Nations (UN) and the Organisation for Security and Co-operation in Europe (OSCE). Keeping in mind NORDEM's mandate to promote human rights and democratisation globally, the evaluation sought to evaluate secondments in terms of the possible impact on seconded organisations, host societies and on competence building in host societies and in Norway. Of particular concern was whether NORDEM was cost-efficient and effective in carrying out its tasks and in exploiting the relevant human resources in Norway. The management and administration of NORDEM was a further issue. Finally, the evaluation team was asked to make recommendations for the future strengthening of NORDEM including mechanisms to render its activities more professional, streamlined and institutionalised.

Methodology

Qualitative and quantitative assessments were conducted. Three country case studies provided substantive contextualising of NORDEM activity and led to analysis and recommendations based on actual NORDEM assignments. The quantitative element was provided largely by the data derived from NORDEM's database and questionnaire-based surveys and through a study of data relating to supply of and demand for secondees, and seconded organisations, taken from NORDEM's archives. Interviews with personnel at MFA and the Norwegian Institute for Human Rights (NIHR) and the Norwegian Refugee Council (NRC) and archival research,

supplemented by comparative analysis, where relevant, provided information for an analysis of NORDEM from the point of view of management and policy issues and other relevant issues.

Field studies were assigned in Bosnia and Herzegovina (BiH), East Timor and Ethiopia. Each was the subject of a field trip by team members with relevant expertise assisted by a local consultant. These cases reflected the scope (geographical and otherwise) of NORDEM activities, and provided analysis on, in the case of East Timor, an assignment that was somewhat problematic for NORDEM and the MFA. The Ethiopian assignments (predominantly sending research personnel from the NIHR on election and human rights work) and the East Timor assignment (providing personnel and technology to the UN for serious crimes investigations) are atypical in NORDEM's normal activities, but provide useful insights into the function of organisations like NORDEM as an external actor in the democratisation process in transitional states. Conversely, the BiH assignment represents the country to which the far greatest number of NORDEM members has been seconded. Reflecting this, the OSCE is the seconded agency to receive the greatest number of NORDEM personnel. Each field study involved prior desk research and interviews; field-interviews with stakeholders, including local organisations and relevant institutions and, to the extent possible, with NORDEM secondees at their work stations.

Main Findings

The overall finding was positive in terms of NORDEM's efficiency and effectiveness to act on its mandate to second staff to international organisations, to prepare and support secondees for their tasks, and in terms of the relevance of the staff seconded to the priorities and needs of the seconded organisation. The main exception to this general finding was

NORDEM's involvement in the Serious Crimes Unit in East Timor. Local management difficulties and the structural difficulties of running serious crimes investigations within a UN Peacekeeping Mission were, however, contingent factors.

- The evaluation concluded that while no direct causal relationship could be ascertained between the NORDEM secondees and the greater promotion of democracy in the country of assignment, a generally positive assessment was made of their impact on the locality. The work of NORDEM delegates related to reading rooms and political resource centres (Bosnia) and to substantive research findings (Ethiopia) were among the contributions to cooperation and networking in the host countries and to their democratisation process.
- It was concluded likewise that NORDEM secondees had a positive impact on the democratic values of the seconded organisations, but methodological difficulties in making a definitive assessment must be noted. Evaluation from Bosnia indicated that Norwegian personnel in international organisations had an above-average impact in this respect, albeit incremental.
- The evaluation concluded that NORDEM had the capacity to deploy timely and adequately trained staff from its Stand-by Force to actors such as the UN measured in relation to their demand. Concerning supply of senior personnel for senior positions within international organisations, for which the MFA wants "to create a demand", NORDEM's delivery capacity is less convincing. Amongst the complex of underlying causes, the problem of full taxation of NORDEM delegates abroad appears to be of importance.
- It was concluded that NORDEM was a cost-effective organisation when compared to other similar organisations.
- More could be done on the part of NORDEM to stimulate the development and upgrading of Norwegian Human Resources, such as through additional training of candidates, individual mentoring of potential candidates and information dissemination in Norway in relation to the NORDEM opportunities.
- In relation to the possible enhancement of Norwegian society and the professional capacity of secondees on their return, the conclusion was positive regarding spontaneous effects of the assignments abroad, but it was felt that more could be done to organise and support secondees on completion of assignment – particularly those returning from long-term assignments.
- In relation to local capacity to supply personnel instead of NORDEM, the overall conclusion was that gradually in most cases secondees could, theoretically, be substituted by locals but frequently, for political reasons, neutral "outsiders" were needed for tasks in sensitive political areas. In cases as the 1999 elections in East Timor, only internationals could have carried out the task.
- There is scope and need for a better communicated and more visible NORDEM presence abroad, to promote contacts to relevant partners. In Ethiopia, a need to distinguish NORDEM staff from the Norwegian Embassy was detected.
- It was concluded that NORDEM's current management structure is not optimal. It will be important for NORDEM to develop a structure which maintains its independence from the MFA but acknowledges the needs for coordination and cooperation and also an information management system that can sustain the organisation through its future development.

Main Recommendations

- To ensure full and adequate utilisation of the relevant Norwegian resources, support for Norwegian foreign policy and adequate operational independence of NORDEM, through coherent management, a Steering Committee for NORDEM made up of five members should be created, with two representatives from MFA, one from NIHR, one from NRC and a chairman from outside the constituent parties. The other designated members of the Committee should identify the chairperson. In the event of equity of votes, the Minister of Foreign Affairs should appoint him/her. The head of the NORDEM secretariat should be a permanent observer to the meetings of the Committee. The Committee should normally meet every second month, and normally only deal with questions of a general nature.
- The Committee should elaborate a short and clear mandate and policy guidelines for NORDEM. To support this activity, the NORDEM secretariat should ensure that adequate and up-to-date management information is available, including aggregate figures on the quantitative aspects of NORDEM's activities, syntheses on the experiences gathered from the assignments of the NORDEM delegates and a system for benchmarking NORDEM performance.
- Initiatives should be taken to promote use of the newly acquired experience of NORDEM returnees to Norway, including networking among members, and dissemination of experiences.
- The possibilities for additional upgrading of the Norwegian resource base by offering new options for courses for NORDEM members, and for individual mentoring for potential members, should be explored.
- Priority should be given to the solution of the present taxation problem for the NORDEM secondees.
- A study should be undertaken of current and possible future tendencies regarding the need for international personnel assistance within human rights and democracy, including good governance, rule of law and conflict resolution. The consequent need of the Resource Bank and the Stand-by Force should be considered in relation to this.
- Consideration should be given to supplementing the present focus of NORDEM activity, that is, recruitment for secondments to international organisations, other types of recruitment of Norwegian staff for international positions within human rights, democracy and similar areas.
- More direct communication between NORDEM and the seconded organisations and other employers of NORDEM staff should be established to give feedback and increase pro-activity in relation to the sharing of experience and problem solution.
- As a rule, NORDEM should avoid complex operational management roles in specific projects. Instead, cooperation should be established with NORAD to obtain support when needed.

1 Introduction

Since 1993 approximately 1000 Norwegian specialists in the fields of democracy and human rights have been involved in NORDEM work. This effort corresponds roughly to 170 person-years, and represents a financial cost to Norway in the neighbourhood of NOK 136 million.

The purpose of this evaluation, as detailed in the Terms of Reference, is to provide information on the NORDEM's work up to now, to find out whether NORDEM has been used effectively and to assess whether it possesses the required capacity. Further, the evaluation team was charged with assessing the cost-effectiveness at NORDEM in comparison with similar organisations and its contribution to competence building in the democracy and human rights sector in Norway. Finally, the evaluation team was asked to set out recommendations to strengthen NORDEM.

The evaluation was conducted by T&B Consult, Denmark, September–December 2001, the Final Report being finalised in January 2002. The evaluation team consisted of Mr Gunnar Olesen, team-leader; Mr Ole Espersen (external quality assurance); Ms Birthe Nautrup; Ms Lisbeth Pilegaard; Mr Ole Stage (internal quality assurance); Mr Ulrik Sørensen; Ms Eilís Ward and local consultants in Bosnia and Herzegovina (BiH), Ethiopia and East Timor.

The initial field study in Oslo, in September, was undertaken by Messrs Olesen and Sørensen (archive studies, survey & statistical analysis) and Ms Pilegaard. The field study in BiH was undertaken by Mr Olesen, Ms Pilegaard and Ms Jazminka Dzumhar, in Ethiopia by Ms Birthe Nautrup and Mr Walleigne Alemaw, in

East Timor by Ms Eilís Ward and Mr Alberto Belo.

Following a purely methodological section, the report continues with a brief rundown of the background to the creation of NORDEM in section 3. Starting with a history of NORDEM, section 4 deals with the most pertinent issues related to the “Norwegian” aspects of NORDEM: the mobilisation and upgrading of the human resources for international deployment; management and policy formulation within NORDEM; and a picture of the quantitative elements connected with the activities. Section 5 compares NORDEM with organisations with similar aims in other countries. This is followed by a comparative assessment of NORDEM-related costs in section 6. Sections 7–9 contain the findings from the field studies and section 10 our conclusions. Our recommendations are set out in section 11.

The Terms of Reference are annexed together with lists of persons and institutions met and documents consulted.

The team would like to express its appreciation for the forthcoming manner, inspiration and dedication of the many persons we have contacted during this evaluation, including NORDEM's constituent partners: The Norwegian Ministry of Foreign Affairs, the Norwegian Institute of Human Rights and the Norwegian Refugee Council; persons recruited by NORDEM (“the members”); representatives of the seconded organisations; key informants as well as counterparts and beneficiaries in the field study countries.

2 Methodology

This evaluation is based on a participatory approach. Findings have been discussed with the stakeholders in the Ministry of Foreign Affairs (MFA), the Norwegian Institute of Human Rights (NIHR) and the Norwegian Refugee Council (NRC) at three successive workshops before the presentation of the draft report. Consequent adjustments have been made. During the process, the stakeholders were supplied with notes on progression and findings.

The findings mainly originate from the desk study in Norway and from field studies.

In the desk study, the following sources were used:

- Quantitative information mainly, but not exclusively, based on the NORDEM database, and NORDEM documents in the MFA archives
- Information and viewpoints from the interviews with
 - NORDEM stakeholders in the concerned departments at MFA, at NIHR and at NRC. For the latter two, this included both staff and board members
 - Former NORDEM secondees at a focus group meeting
 - Persons who participated in the founding of NORDEM, including the then political leadership and NIHR and NRC board members
- A questionnaire survey undertaken among the members of NORDEM
- Information on organisations with aims similar to NORDEM's in donor countries similar to Norway, through written material, telephone and e-mail correspondence.

Field studies were undertaken first in Bosnia and Herzegovina (BiH), and subsequently in Ethiopia and East Timor. During the field

studies, briefing and debriefing meetings were held with the Norwegian embassies and interviews were undertaken, to the extent possible, with NORDEM secondees, representatives of the seconded organisations, counterparts and beneficiaries and key informants. The three cases were quite different, which is why we present the results in separate sections. While it is not possible to apply the same concepts automatically in the field studies, their different nature enriches the evaluation as a vivid and realistic demonstration of the broad range and nature of the NORDEM activities and of the consequent challenges and difficulties.

At the first of the above-mentioned workshops, in September, a discussion note based on the desk study was presented together with the draft questionnaires and interview guides. The second workshop, in October, concentrated on the preliminary report from the field study in BiH. Early November, the results of the statistical analysis and of the surveys of the NORDEM members and Norwegian embassies covering countries where NORDEM delegates have worked, were presented for comments together with a note on NORDEM management and administration. The main aim of the third workshop, in November, was to discuss the preliminary draft final report before finishing the draft final report.

Concerning the quality of the above sources, the results of the interviews were deemed adequate for the evaluation. This was also the case for the information gathered from organisations similar to NORDEM. Regarding the information gathered in MFA archives, MFA database on NORDEM and NORDEM's database, the team encountered some difficulties as part of this information was insufficient and not easily found – in spite of assistance forthcoming from the NORDEM stakeholders and from the MFA evaluation section.

The MFA files contain most of the correspondence related to secondments, including job descriptions from requesting organisations, suggestions for candidates, budgets and grant requests from NORDEM, and grant letters from MFA to NIHR. At NIHR and NRC, the team had access to annual reports, databases, end-of-assignment and other reporting from the NORDEM members.

In certain areas, documentation was incomplete or not existing, for instance in the area of performance of secondees: policy and strategy papers, overviews of secondment grants and annual aggregations of figures. For instance, for 1997–98 only budget figures exist as the result of specific problems that were rectified. Nor was it possible to obtain a precise overview of other, “extra-NORDEM”, secondments undertaken by MFA or related expenditures. For the early years, 1993–94, it was impossible to obtain complete figures, which is why we have not included the partial figures we actually managed to retrieve. Nevertheless, the quantitative information covers the period 1995–2000, in accordance with the ToR.

Evidently, the difficulties thus encountered also signify that available information has not been used as a tool for policy guidance or for management purposes. The lack of complete and consistent information certain lacunas in historical NORDEM files have resulted in a much more time having to be spent by the team to access documentation. This extra use of time is not deemed to have had a serious impact on the evaluation as a whole, however.

Under the field studies, interviews were made to the extent possible with NORDEM secondees, both current and, in some cases, former ones; representatives of seconded organisations; local counterparts; beneficiaries and key informants from other sectors in society or from the international community. The limited NORDEM presence in the field study countries has been sought remedied by interviews with former secondees.

Hence it has been possible to obtain responses to most of the questions raised in the ToR regarding the effects of NORDEM in the recipient organisations and countries. However, regarding an identifiable Norwegian effect on the results of the work of the seconded organisations, or on the nature of the work of these organisations, it has only been possible to provide very generalised accounts.

The survey among members, which was carried out by e-mail, resulted in 61 filled-out questionnaires from approximately 40% per cent of the sample, after a reminder. As with the interviews, the response percentage advises caution in drawing too firm conclusions, except in the case where the responses are unequivocal. The survey of 35 Norwegian embassies covering countries with NORDEM activities showed little else than that the embassies know very little about NORDEM, though they would like to know more. The team is aware of the methodological bias inherent in having talked or corresponded with a considerable number of NORDEM members, while obviously not having contact with those failed to qualify for membership. A non-biased approach is especially important when exploring recruitment criteria and methods. Another consideration is that some NORDEM members wish to be recruited again and may be aware of their consequent dependence on NORDEM and its decision-makers.

Overall, we believe it was possible to obtain most of the quantitative information needed. Also regarding qualitative information, it was possible to gain enough evidence to substantiate findings on most of the aspects NORDEM’s work. But, as mentioned above, in certain cases, information has been limited for various reasons. These limitations have been kept in mind when formulating our conclusions. Finally, note is made of the limited management information hitherto available to NORDEM.

3 Overall Context

The end of the Cold War, around 1990, hailed a change in international development cooperation. From focusing mainly on economic development in the Third World, also known as “the South”, it became legitimate and eventually mainstream to focus on the introduction of democracy and respect for human rights as conditions of development – and of development cooperation. In the former Communist states, also known as “the East”, a double political and economic transformation to democracy and a market economy topped the agenda, resulting in a troubled process in which most of the former Soviet Union and the Balkans experienced a serious economic and social backslide. Transition to formal democracy in the Balkans, the Caucasus and in large parts of Africa was accompanied by a vast number of armed conflicts. The Gulf War in 1991 influenced the agenda, while conversely, there was hope that peace would replace longstanding conflicts in South Africa and Israel/Palestine.

Thus, the early Nineties were marked by strong sense of optimism on behalf of peace, human rights and democracy. At the same time, though, new conflict dimensions were traced and humanitarian disasters occurred, both of which demonstrated to the international community the need for more structured systems of rapidly deployable, international emergency, peace support and “political” response and called for international operational assistance. Consequently, more staff and new categories of personnel with different qualifications were required in these “political” and peace-maintaining parts of development cooperation. There was an upsurge in the need for staff with experience from humanitarian work.

Within the space of a few years, democracy was formally installed in the majority of states of the world. However, outcomes were generally not as encouraging as hoped for. Throughout the last decade, it became increasingly evident that formal democratisation and economic liberalisation do not alone assure desirable

societal changes for the benefit of the public. Consequently, the third element in the political assistance triad, good governance, often combined with development of civil society, decentralisation and other ways of “deepening democracy”, has clambered higher and higher up the priority ladder. Thus, the World Bank has pursued the rehabilitation of the role of the state, and the centre of the UN development system, the UNDP, has defined good governance as its main *raison d'être*. To some extent, this again calls for new categories of staff, as opposed to the high priority assigned to election observers. This requires in turn a reassessment of the needs for personnel based on experience. While much has been achieved, a lack of co-ordination has also been visible, both on the donor and the recipient side. Combined with the time spent to develop of civil society in the new democracies, it gave reason to examine the planning and implementation of “political assistance”. Certain problems like the lack of experienced staff for new areas of cooperation in relation to elections for instance, have no doubt weakened efforts and increased the need for improvement of personnel deployment systems also within this area.

In the stated period of time, Norway has been a very active member of the international community in assisting peace processes, the promotion of democracy and of human rights. Foreign policy activism is further encouraged by Norway’s position outside the EU and consequent needs for independent positioning in the international community. It was, therefore, no wonder that the political leadership felt a need in the early 1990s to pioneer the development of mechanisms to employ relevant human resources. This resulted in 1991 in the formation of a much used humanitarian preparedness force called NORSTAFF. It was organised and administered by the Norwegian Refugee Council (NRC). Together with an equally newborn mechanism for emergency procurements and personnel, NOREPS, NORDEM would become the next step.

4 NORDEM Structure and Activities

4.1 History and Background

Inspired by NORSTAFF and accelerating needs for rapid deployment anywhere in the world, the then Norwegian Minister of Foreign Affairs Thorvald Stoltenberg, and State Secretary Jan Egeland, developed in 1992 in collaboration with international agencies and governments the idea of a Norwegian "Resource Bank" of human rights and democracy experts. In collaboration with the Norwegian Institute of Human Rights (NIHR), a systematic study was undertaken to map the existence of relevant Norwegian human resources within the following thematic areas:

- Elections
- Democratic organisations
- News/media
- Conflict resolution
- Minority protection
- Constitutional and legal guarantees
- Independent judiciary
- Equal rights
- Local administration
- Good governance and political accountability
- Political pluralism
- Human rights education

At a CSCE conference in Oslo, Norway in 1992, Stoltenberg launched the idea of NORDEM and from the beginning of 1993, at the request of and funded by the MFA, the NORDEM resource bank became operational, managed by NIHR, to mobilise and upgrade Norwegian human resources for quick and effective international intervention for the benefit of democracy and human rights, thus supporting goals and objectives of Norwegian foreign policy. (This formulation of NORDEM's mandate is the interpretation of the evaluation team, based on numerous sources. It was never spelled out formally.)

Up to 1997 under the Labour Government there was a close relation between the MFA top

management and NORDEM, which was used as a tool for an active Norwegian foreign policy, aiming at strong Norwegian visibility, also in relation to the activities of NORDEM (and NORSTAFF and NOREPS). The following results were regarded as highly satisfactory by the then political leadership, based not least on an early, quick and comprehensive Norwegian intervention in Bosnia. According to several sources, the change of Government in 1997 meant that closeness to NORDEM became less outspoken. The result was more autonomy to the NORDEM-constituent parties outside the MFA and a lower "Norway-profile" in relation to the provision of personnel and equipment.

Although it was initiated by MFA, it was clear from the start that the programme should be administered practically outside the MFA, and NIHR was identified as an appropriate implementation agency, functioning then as an independent institution. This was one of several other possibilities like the Norwegian Foreign Policy Institute (NFPI). In 1995, NIHR was integrated into the University of Oslo. Simultaneously, NRC was selected as a third partner in NORDEM, because of the expansion with a Stand-by Force. As an NGO, NRC had a more flexible accounting system to administer the allocations from the MFA.

Crucial operational experience within NRC was added to the NORDEM programme in 1995 with the creation of the "Stand-by Force". At the time the force consisted of staff with less demanding professional backgrounds related to human rights and democratisation issues, who could be deployed on short notice (1–3 weeks). The Stand-by Force has steadily overtaken the original role of the Resource Bank as the anticipated rapid deployment force, while the use of the still existing Resource Bank (now somewhat confusingly called "Resource Base"), run by the NIHR, has declined. (See Table 6–8).

In the division of labour between the parties, MFA mainly identifies NORDEM assignments,

based on requests from international organisations or bilateral initiatives. NIHR and NRC identify the secondees from a database of possible, selected and trained candidates, i.e., “the members” of NORDEM. Recruitment of those members, and the development and maintenance of the database, are both undertaken by NIHR and NRC in collaboration. In general, generic training of all members is undertaken by the NORDEM secretariat at NIHR, as well as pre-mission training and contact with secondees during assignments and the subsequent debriefings. NRC is in charge of the practical administration of the secondments.

Down the years, the same staff has been in charge of positions at NIHR and NRC managed by NORDEM. On the other hand, there has been frequent turnover of personnel in the concerned parts of the MFA. NORDEM staff have, consequently, developed practices without much interference from either MFA or NIHR or NRC top management. Board discussions on NORDEM have not taken place either at NIHR or NRC, except for the purpose of approving annual reports and decisions with financial implications. This practice, in organisations that have a formal responsibility for NORDEM, is based on the confidence of the boards in the capacity of the concerned staff for the smooth running of the programme.

The financing of the entire operation is covered mainly by MFA, a few per cent by NORAD, through individual appropriations based on applications from NIHR related to the assignments. It is explicitly mentioned in the various versions of the NORDEM co-operation agreements between NIHR and NRC, that all NORDEM-related costs must be externally funded.

As a pioneer in the field, NORDEM has supplied advice for the creation of similar mechanisms in a number of other countries, not least CANADEM, in Canada, operational in 1998. Further, together with CANADEM, NORDEM has, since 1999, assisted in the creation and development of the related Southern African

initiative, SAFDEM, which became operational in 2001.

Regarding the division of labour between NIHR and NRC the regime of the NORDEM arrangement was formalised only up to the implementation of the 2001 Framework Agreement between MFA and NIHR, which governs relations between the institutions involved, including NORDEM. The pragmatic nature of NORDEM is reflected in the absence of a central authority or coordinating body for the three parties. Thus, the division of labour is clear, as long as the activities guidelines are undisputed. But no authoritative body exists to interpret or develop the guidelines or to make specific decisions and resolve possible disagreements. This deficiency appears to have been the source of some discontent with the performance of NORDEM among its important clients at MFA.

4.2 Supply-related Activities

The Norwegian contribution to the international promotion of democracy and human rights by identifying and training mainly rapidly deployable, appropriate human resources may, in principle be pursued in a twofold way: by mobilising existing resources and by increasing those resources by upgrading them.

4.2.1 Mobilisation of the Norwegian Resource Base

NORDEM has mainly concentrated on the mobilisation of existing resources in connection with the activities mentioned below, here structured according to the (chrono)logical sequence of events related to the fielding of staff.

Recruitment

Potential candidates have generally been sought through advertising the opportunity to enter the force. In some cases, additional, individual contacts have been taken by NORDEM for specific requirements. The survey shows that informal communication among people is the most effective means of spreading knowledge of and interest in NORDEM, which may explain why public information about NORDEM has

been kept to a minimum. The screening of potential candidates takes place through an examination of their written applications and, for those who get through to the next stage, conduct at interviews which are normally carried out in groups.

A strong element of the NORDEM roster, compared to other national rosters, is that one of the preconditions for submission is a general advance disposability declaration from the employer (i.e., the members of the Stand-by Force). This has been one of the pillars on which NORDEM's rapid deployment capability has rested. At the same time, this requirement may be too demanding for the private sector which would explain its weak representation in the NORDEM membership.

Through consequent recruitment, a sufficient number of candidates have been identified for admission to NORDEM membership that satisfies international demands for seconded Norwegian personnel. (At least sufficient to satisfy that element of the demand which the Norwegian MFA finds itself able to fund. Without funding restrictions, the sky would supposedly be the limit, as Norwegian personnel are generally highly appreciated by international organisations.) Appropriate staff have been provided promptly in relation to the tasks. The one to three weeks' notice is often prolonged, this is due to the seconded organisation, not to NORDEM.

Training

The first training course for NORDEM personnel was organised in January 1996 and expanded and redesigned in 1997 based on an evaluation of the 1996 training, input from NRC, feedback from field personnel and the experience of the training consultant with human rights training. Due to the character of the programme as a stand-by force where the candidates at 1-3 weeks' notice shall be prepared for deployment, basic training is necessary and crucial as soon as the candidates are included in NORDEM. In addition to basic training, members of the Stand-by Force receive country-specific briefings prior to missions.

This preparation in Oslo is usually supplemented by information provided in the field upon arrival.

The aim of the training given is to enhance:

- The effectiveness of international human rights' operations and the legitimacy of funding them.
- Smooth relations with the other actors in the field, including government agencies, international and national non-governmental organisations, and
- To make sure that the secondees have a sufficient level of knowledge and skills as well as an appropriate attitude when conducting missions, enabling mutual respect between the population of the country and the members of the Stand-by Force.

The course has steadily been improved and the training manual produced by NIHR/NORDEM at the request of the UN High Commissioner for Human Rights is presently under revision in order to meet requirements. This manual, which was first published in 1997, is the first systematised pre-deployment training manual specifically targeting human rights' field missions. The manual is divided into three parts, which relate directly to the course programme:

- Factual information on human rights work, human rights instruments and monitoring mechanisms, human rights field missions, human rights NGOs and insight into substantive human rights provisions.
- Practically oriented manuals, which aim at guiding different aspects of human rights fieldwork.
- Prerequisites for effectiveness in the field - taking care of yourself.

During and after Assignments

NORDEM tries to keep in contact with seconded staff through visits from time to time by NORDEM staff to (largely NORDEM) assignment countries, and by encouraging seconded staff to send monthly reports to

NORDEM. When assignments come to an end, NORDEM staff go through thorough debriefings (not including automatic opportunities for counselling of secondees, though). The secondees (normally, but not always) write quite comprehensive end-of-assignment reports, for which the professional requirements have risen through the latter years.

Some of the reports are publicised by NIHR and, in principle, though not always effectively, shared with the seconded organisations and MFA. Recently, NORDEM has taken the initiative to ensure that the concerned persons in those organisations actually receive the reports.

4.2.2 NORDEM's Contribution to Competence Building in Norway

NORDEM has put more than one thousand (our estimate) Norwegian professionals experts through its training courses and about eight hundred through its pre-assignment briefings. Clearly, however, the most important contribution to competence building in Norway is the additional experience, and possibly skills, which the delegates bring back with them. As there has been no investigation into the nature and magnitude of this phenomenon, we have to rely on our survey for the following limited assessment: 39 secondees believe that secondment has had a positive impact on their career-related qualifications in Norway. Ten disagree. Of these 39, only a few mentioned actual work-specific competence. Most referred to personal growth and enhanced confidence, new insights and a new perspective on both the world in general and Norway in particular. Some of the secondees interviewed in Oslo were, however, more sceptical to the usefulness of the secondment experience which had been met with a lack of interest at their Norwegian workplaces. Others cited the very different nature of work in Norway.

Given that the average age of the respondents is 36, such answers may in our opinion safely be interpreted as a strengthening of international

qualifications in the Norwegian public sector at large, since relatively young people gain additional experiences that will form part of their qualificational background.

Some efforts have also been undertaken to involve other research institutions in Norway, albeit on an individual rather than institutional basis. However, we must refrain from wide-ranging conclusions given the limited data and the fact that a number of the interviewees, as mentioned, have expressed frustration over lack of opportunity to put their new-found experiences to use.

4.3 Demand-related Activities

Cooperation with the Seconded Organisations

In general, cooperation seems to have been good between NORDEM and the organisations requesting secondments. However, in spite of quite intense NORDEM provision of staff for the international organisations, collaboration has not reached the point of joint initiatives on recruitment planning or matters related to working conditions in the organisations. The international organisations have not actively sought to pursue their opportunity to recruit directly from the NORDEM lists.

The NORDEM partners characterise cooperation with specialised agencies like UNDP and UNICEF as professional, whereas secondments to the UN, in the field, often have a less clear mandate. Comparatively, secondments to OSCE have primarily been a result of ad hoc strategies, lacking the desirable amount of overall systematic planning.

From the side of the seconded organisation, the common opinion gained from interviews with representatives during the field studies and with key informants, is one of a high degree of satisfaction with the performance of Norwegian staff on international service, including NORDEM secondees, though there is a limited number of problem cases.

NORDEM Operation Areas

Practically speaking, NORDEM has been a provider of secondees to international organisations. NORDEM does not interfere with the recruitment of Norwegian staff to regular, international positions nor with the recruitment of junior professional staff. In NORDEM's lifetime, there has been a considerable demand for this type of international assignment, where the various arms of the UN system and later OSCE have been the great demanders. The increasing supply of NORDEM secondees for OSCE has been influenced by the conflicts in Europe and by the Norwegian participation in the OSCE chairmanship troika 1997–99.

Earlier, NORDEM had several collaboration agreements with UN organisations. However, in 1997, the UN General Assembly decided to curtail the UN secondment practices in order not to favour wealthy member states. Falling UN-demand was more than compensated by demand from OSCE in the following years. Now, however, a falling demand for NORDEM

secondees may be foreseen, depending, of course, on the future developments in the outside world.

Regarding international promotion, the opinion at MFA is that MFA has made an adequate effort to make NORDEM known internationally, and sees no need for a further information strategy. NORDEM itself seems to rely entirely on oral and informal means of self-promotion. The only publicly available information is a small brochure, which has not been updated since 1997.

4.4 Quantitative Elements of the NORDEM Activities

Table 1 gives an overview of the volume of the NORDEM activities since 1995. To appreciate the full extent, it should be seen together with Table 2, which shows the gross number of man months (1812,05) corresponding to the number of secondments.

Table 1. NORDEM Assistance, 1995 – 2000

Year	Countries	Total number of requests	Number of requests cancelled or withdrawn*	Total secondments	Number of persons seconded
1995	7	17	7	10	35
1996	9	30	9	21	138
1997	28	34	2	30	174
1998	24	54	13	41	196
1999	25	52	5	47	134
2000	21	52	2	50	155
Total		239	38	199	832

*Note: * Information on applications cancelled or withdrawn is sparse. An assessment of the qualitative information related to each cancellation or withdrawal reveals that only in a couple of instances has this occurred due to lack of funding. As for the remaining cancellations little is known of the reasons.*

Table 2 clearly shows the high degree of concentration on the core activities of democracy building, election activities and human rights promotion. Apparently, some of the other original NORDEM categories of

activity have been used very little. Part of the explanation, though, seems to be a new categorisation system, where the categories “OSCE” and “Trial Observation” are not applied.

Table 2. NORDEM Assignments by Sector, Aggregated 1995 – 2000

Sector	Secondments	No. secondees	Man months
Democracy building on a national level, including good governance, political pluralism and news media	20	122	778,00
Election assistance	21	231	245,60
Election observation	104	370	268,90
Human rights monitoring, including minority protection and equal rights (gender)	8	19	107,00
Investigation of human rights abuse	16	44	246,00
Human rights education	1	3	0,30
Conflict resolution	2	4	14,00
Development of local administration	1	1	0,75
Development of independent judiciaries	0	0	0,00
Constitutional reform, including constitutional and legal guarantees	0	0	0,00
OSCE	21	24	133,00
Trial Observation	5	14	18,50
Total	199	832	1812,05

Notes: Categorisation is based on information on the individual assignments. The first 10 categories correspond to those set out in ToR. The last two have not been applied. NORDEM may still be engaged in such activities without entries in these categories. Two additional categories have been added in the database, namely "OSCE" and "Trial observation". The latter is self-evident; the first covers approved requests to OSCE covering multiple sectors. This category includes most of the others.

Table 3 shows the wide variations concealed behind the gross numbers of NORDEM secondees. While the largest number of persons seconded is found in the short-term secondment category, mainly as election

observers or election supervisors, the heavyweight category in terms of man months is the long-term secondees which counts for nearly two-thirds of the total in terms of man months.

Table 3. Length of NORDEM Assignments, Aggregated 1995 – 2000

Length of assignments	Requests approved	No. of people seconded	Total no. of man months	Average length of secondment (months)
Less than 1 month	71	412	205,5	0,50
1 – 2 months	53	183	263,75	1,44
3 – 5 months	22	66	227,8	3,45
6 months or more*	47	157	1115	7,10

* In the category "6 months or more", 30 of the 46 secondments are extensions of existing secondments. In addition it should be noted that the totals in this table do not add up to those of the other tables since for a number of secondments the length and number of man months are not specified.

Geographical Distribution of the NORDEM Assignments

As shown in the regional overview in Table 4, by far the largest recipient of NORDEM assistance in geographical terms is Europe, or more precisely, Ex-Yugoslavia, including the Hague Tribunal. This is supplemented by a more limited presence in a number of the former communist countries in Central and East Europe. The second largest NORDEM region is

Africa, where Rwanda, followed by Ethiopia and South Africa, counts for most of the secondments.

Within the rather limited presence in Asia, Cambodia and East Timor have been the largest recipients. In the Americas, the largest recipients have been Haiti and Guatemala. In the Middle East, almost all secondees have been fielded in the West Bank area.

Table 4. NORDEM Requests Approved. By Region, Aggregated 1995 - 2000

Region	Requests approved	No. of people seconded	Total no. of man months
Europe	127	569	1463,75
Africa	37	126	239,80
Asia	17	44	52,40
Middle East	3	53	26,10
Central Asia	7	11	14,50
Caribbean	2	8	6,00
Central America	5	19	8,50
South America	1	2	1,00
Total	199	832	1812,05

Table 5. NORDEM Assignments. By Country, 1995 - 2000

Country	Secondments	No. secondees	No. man months
Albania	14	27	51,00
Algeria	1	2	1,00
Armenia	6	15	6,00
Austria	1	3	0,30
Azerbaijan	2	6	3,50
Bangladesh	1	3	3,00
Bosnia	20	285	779,25
Bulgaria	1	7	3,00
Cambodia	1	10	20,00
Chechnya	1	2	0,50
China	2	4	1,40
Congo	2	3	11,00
Croatia	10	19	50,75
Czech Republic	1	3	1,50
East Timor	3	10	120
Eritrea	1	2	0,75
Estonia	1	1	1,00
Ethiopia	9	22	42,50
FRY (Serbia & Montenegro)	14	36	56,00
Georgia	10	16	27,25
Guatemala	4	16	6,50
Haiti	2	8	6,00
Hungary	2	7	2,75
Jordan	1	1	0,10
Kazakhstan	3	5	4,00
Kenya	2	17	13,00
Kosovo	9	60	216,60
Kyrgyzstan	3	5	5,25
Laos	1	1	0,50
Latvia	6	6	29,25
Liberia	1	2	1,00
Lithuania	1	1	1,00
Macedonia (FYROM)	12	20	32,25
Mali	2	3	1,25
Moldova	2	6	13,00
Mozambique	2	6	3,50
Netherlands/FRY (Tribunal)	6	19	138,00

Country	Secondments	No. secondees	No. man months
Nicaragua	1	3	2,00
Nigeria	1	10	7,50
Pakistan	1	4	2,00
Peru	1	2	1,00
Russia	6	20	14,10
Rwanda	6	16	93,00
Slovakia	3	7	15,00
South Africa	4	14	38,00
Tajikistan	4	4	22,00
Tanzania	3	11	10,30
Uganda	1	6	6,00
Ukraine	3	11	17,50
Uzbekistan	1	1	1,00
West Bank/Gaza	1	50	25,00
Yemen	1	2	1,00
Zambia	1	2	1,00
Zimbabwe	1	10	10,00

Table 6 shows that the largest client was the OSCE-ODIHR, accounting for more than two-thirds of the total volume. The second largest client was the UN family, corresponding

to approximately 20 per cent. The remaining are a variety of bilateral recipients and others, including NIHR's own activities, corresponding to 2-3 per cent of the total.

Table 6. NORDEM Assignments by Seconded Organisations, 1995 – 2000

Organisation	Secondments	No. of people seconded	Total no. of of man months
Bangladesh Election Commission	1	3	3,00
Council of Europe	2	3	4,60
Eritrea National Election Commission	1	2	0,75
Ethiopia National Electoral Board	2	2	14,00
EU	1	10	10,00
IEC - UN	1	2	4,00
KwaZulu Natal Church Leaders Group	1	3	8,00
Mali National Election Commission	2	3	1,25
Mozambique National Election Commission	2	6	3,50
NIHR	9	37	41,50
NIHR China Programme	1	3	0,40
NIHR - OAS	1	4	3,00
NORAD	1	2	1,00
Norwegian MFA	2	54	26,00
OAS	7	25	12,50
ODIHR	40	81	70,60
OHCHR	2	7	42,00
OSCE	76	442	1171,55
OSCE-ODHIR	14	32	23,00
Pakistan National Election Commission	1	4	2,00
South African Election Commission	1	5	25,00
UN	12	52	144,50
UNDP	3	8	7,50
UNDP - EU	1	1	3,30
UN - DPA	1	2	1,00
UNES	1	2	3,00
UNHCHR	6	19	71,00
UNICTR	2	3	15,00
UNICTY	3	12	98,00
University of Jordan	1	1	0,10
Yemen National Election Commission	1	2	1,00
Total	199	832	1812,05

Professional Composition of NORDEM

As demonstrated in Table 7, the NORDEM Stand-by Force has been growing slowly but

steadily since its formation in 1995 to the present level, which is considered sufficient to meet quickly applications for assistance.

Table 7. Development of the NORDEM Stand-by Force

Year	Members beginning of the year	Applications received	Number of persons interviewed	Number of persons included
1995	0	150	90	70
1996	70	?	?	60
1997	130	250	100	50
1998	175	?	75	45
1999	220	200	50	30
2000	250	225	40	20

Note: Figures from NORDEM Annual Report

Table 8 indicates that qualifications of the NORDEM Stand-by Force and Resource Bank staff are weighted in the direction of political science, law and anthropology. (We assume that “researcher” and “social scientist” cover the same categories.) It is worth noting that anthropologists are entirely absent from the Resource Bank, in spite of their high

representation in the Stand-by Force. When assessing the significance of the figures, it must be taken into account that active police and military personnel have their own rosters from which they are normally recruited for international assignments. Norwegian judiciary staff are also recruited through other institutions on an ad-hoc basis.

Table 8. Educational Background of NORDEM Members, 2000

Education	Stand-by Force	Resource Bank
Anthropology	25	0
Business Admin*	3	0
Economics*	1	1
International Relations*	1	0
Legal Professional Judge	2	0
Legal Professional	43	11
Military	5	0
Political Scientist	63	9
Police	15	4
Researcher	24	8
Social Scientist	27	3
Total	209	36

Notes: – The above figures originate from the NORDEM database.

– *Recently introduced categories: registration among membership is thus incomplete.

In the survey, however, a somewhat wider picture emerges of educational background than in this table, indicating a rather loose categorisation system in the database.

Sociological Composition of NORDEM Membership

No statistical information exists on sociological characteristics like age, experience and gender. However, interviews with NORDEM staff have allowed us to establish that the average member is “in his/her mid-thirties” (supported by the survey, where the average is 36). This age appears to be quite young considering the fact that only a few elderly members would raise the average considerably.

For many staff members, this means that work experience is limited to a few years or is completely non-existent. In contrast, other members possess quite comprehensive experience. This overall tendency is confirmed by our survey which shows that one-third of the respondents are single, and two-thirds are childless.

Genderwise, there is almost balance between the sexes, which is remarkable considering that the same is hardly the case in what could be termed “NORDEM-prone professions” in Norway. (In the survey, though, we have only 25 female respondents compared to 36 male respondents.)

Almost all NORDEM members come from the public sector (NGOs included). Given the kind of professionalism required, this is to be expected, but it is nevertheless surprising that there is not a stronger private input from the consultancy sector or companies working internationally.

Table 9 shows NORDEM’s present “shop window” geared to meet demands in the international donor-financed labour market. Due to the incomplete data base (see notes), the figures must be taken with a grain of salt. Nonetheless, it is surprising to note absence of any significant difference in the composition of Resource Bank and the Stand-by Force.

Table 9. Professional Positions of NORDEM Members, 2000

Category	NORDEM Stand-by Force			Total	Resource Bank
	Active without assignment	Currently seconded	Temporarily inactive		
Democratisation Officer	69	9	28	106	6
Economic Affairs	1	0	0	1	0
Human Rights Investigator	18	0	5	23	16
Human Rights Monitor	80	8	38	126	17
Legal Advisor	13	1	5	19	5
Human Resource Management	43	5	9	57	19
Local Government Experience	5	0	1	6	2
Election Supervisor	45	6	8	59	14
Short Term Observer	111	13	46	170	22
Long Term Observer	28	3	8	39	1
Political Analyst	11	5	3	19	3
Media	12	0	2	14	2
Parliamentarian Experience*	0	0	0	0	0
Total	436	50	153	639	107

Notes: * (New category. No registrations yet, but experience is represented among other categories).

The figures in Table 9 correspond to the number of people with any given qualification. Since a great number of people have qualifications within more than one category, the total number of "qualifications" is therefore greater than the number of members of the task force/resource bank.

As for Table 8 and Table 9 the figures related to the Resource Base are incomplete. The consultants were told that due to previous changes in the database software and structures of NORDEM only about 50 per cent of the experts in the original database had been transferred to the new database and hence been included in the present tally.

4.5 Policy, Management and Administrative Issues

As mentioned above, NORDEM partners are MFA, NIHR and NRC. At MFA, the NORDEM programme is institutionally placed under

- The Department for Human Rights, Humanitarian Assistance and Democracy, Section for Human Rights and Democracy, concerning secondments to agencies outside of Europe.
- Regarding secondments to organisations within Europe, the Department of European Policy's Section for Foreign Policy and Justice Affairs (EP/FPJA) is responsible. This section became deeply involved in NORDEM issues in relation to the Norwegian OSCE chairmanship.
- In addition, there are common areas of interest between NORDEM and MFA's Personnel Department.

Between NIHR and NRC, there seems to be a generally constructive collaboration. NIHR needs NRC as a practical and more operational organisation, whereas NRC benefits from the expertise and academic resources available at NIHR.

However, the relationship does reflect some imbalances, as NRC has become mainly a practical implementing agency for NORDEM with a limited influence on more complex issues within the programme. According to NRC, it has more to offer regarding operational experience, training and briefing and therefore wishes to be more involved in the design and running of the programme. But at the same time, it acknowledges that it might itself make use of NIHR resources in a more pro-active manner. Both NIHR and NRC confirm that working together on an everyday basis creates no difficulties.

Administration

NIHR defines itself as NORDEM's centre. It tends to see MFA mainly as a donor and as a programme designer within the framework of the Institute more than as a close partner. Yet, both NIHR and NRC underline that business with MFA runs smoothly, and they have good working relations with each other. Also, the overall view within MFA is that the NORDEM programme as such is successful, and that its secretariat handles its job satisfactorily, especially in the field of short-term election staff.

Based on the archive studies, the case-by-case administration of NORDEM appears to be marked by effective decision-making and an expedient flow of the necessary documents. This observation is supported by interviews with officials in NORDEM constituent parties. NORDEM members share the opinion that the procedures regarding preparation, approval and implementation of decisions run smoothly. Thanks apparently, not least to the very well established and close knit relationship between NIHR and NRC on NORDEM. Decision-making at MFA on necessary appropriations has been speedy and flexible.

What is lacking from an administrative point of view is particularly a better sharing of information within MFA, where, for instance, the NORDEM-reports are apparently not always passed on to all concerned parties. In addition, the institutional memory in all concerned NORDEM parties leaves much to be desired. For instance, it was not possible to locate all MFA databases which contained information on NORDEM appropriations for the period of time in which we were interested.

Management

Basically, administrative practices at NORDEM have been satisfactory. However, a few cases of disagreement have been found between MFA and NORDEM about recruitment of candidates for assignments. Here, MFA has used its financial clout to insist on its own chosen options.

However, this is not a problem which belongs to administrative practices as such, but can be put down to NORDEM's informal and loose managerial set-up. Without an authoritative decision-making body, disagreement tends to lead either to a display of force or frustration.

It is also worth noting that in spite of cases of disagreement and certain outstanding issues on management and policy, as described below, all parts of MFA and the Norwegian Foreign Service seem to support the overall idea, that a personnel recruitment and fielding agency like NORDEM should operate independently of MFA, partly for practical reasons in relation to comprehensive recruitment, which MFA is not and should not be geared for. Partly for political reasons – given the often sensitive nature of democracy and human rights-related tasks of NORDEM delegates, separation gives wider room for manoeuvre for Norwegian embassies.

However, most of the Norwegian embassies involved are not particularly well informed of the existence of NORDEM and what it represents.

Several MFA sections would like to increase contact with NORDEM, establish closer co-operation and clearer management structure. It is emphasised that no written, tripartite agreement between MFA and the implementing partners, NIHR and NRC, exists (contrary to that between NIHR and NRC). This is seen as a problem constraining the ability of MFA to influence NORDEM's mandate and programme. It is further regretted by MFA officials that they lack overall information on secondments organised by NORDEM and those organised by MFA.

Recruitment

In the MFA, critical opinions were voiced about NORDEM's selection and screening of candidates. In addition, it is the impression that NORDEM is not fully up-to date with needs in the field of the seconded organisations. It was stated that personnel requirements have changed in line with changes in crisis patterns and types of political conflicts around the world.

The lack of senior personnel among the potential candidates was also mentioned, as was the fact that there were too few staff with senior legislative or military backgrounds. MFA identified current needs for personnel and officials with experience from public administration, law and legislation. It was noted that the same personnel seem to be seconded regularly – which did not leave much space for new people to be deployed.

From interviews with MFA officials, we established that a few high-level persons are recruited every year for international secondment by MFA outside NORDEM and without being entered on the NORDEM lists. This is apparently done partly because NORDEM salaries are too low, and partly because some senior persons do not want to be bothered with the NORDEM standard procedures.

Salary

At the MFA and among key informants, the viewpoint was expressed that the salaries offered to seconded personnel were too low to attract a greater number of the desired senior personnel. The view was that salaries should be adjusted up to the level of the person's current work salary in Norway. It was said to be a

problem that the NORDEM secretariat does not want salary to be a key factor when recruiting personnel. Based on this understanding, NORDEM applies a salary scale which does not aim at being competitive.

In 1997 MFA adopted a new salary scale principle, breaking with that of compensation of prior salary. Instead, salary was to be determined on the basis of position in the field and additional allowances were to be the equivalent of embassy secretaries in the assignment country. The new scale developed by NRC has four levels ranging from yearly salaries of NOK 231,000 to 316,000 (considerably lower than compensation for senior staff), with sums up to 450,000 in exceptional cases. To assess financial remuneration realistically the entire package of allowances and per diem need to be examined. After adding these, remuneration becomes considerably higher and financially more attractive.

Both our interviewees and the survey give the clear impression that the salary question is not a big problem, whereas full taxation in Norway is considered a serious annoyance by the secondees.

5 NORDEM-like Structures in Other Countries

The existence of NORDEM-like national rosters for international assignments is not a precondition for seconding national citizens for such tasks. Multilateral organisations like the UN, the OSCE and the EU, have developed their own, global rosters, which are open for admissions to qualified staff from any member state. An independent institution like International IDEA (Institute for Democracy and Electoral Assistance) also possesses an international recruitment system.

Global rosters do not, however, replace the need for national ones. They are obviously not able to pursue the specific foreign policy objectives of the individual member states in terms of filling certain types of positions in international organisations by their citizens, or in terms of giving priority to specific interventions from several possibilities. From a recruitment-professional point of view, national rosters are recognised as better able to identify and develop adequate human resources within a national context, which would be known in detail. The maintenance of national control over the screening, selection and submission processes, in the context of national transparency, independence and clarity of purpose and criteria appears to be the best, most efficient and sustainable means to provide personnel for international work.

Preference for national level operations has been adopted by the OSCE in its REACT roster and recommended in the Brahimi Report on the UN. While all applicants to the REACT Stand-by Force must meet general minimum requirements and, depending on the area of operations or level of position, established criteria set out by the OSCE. They must also fill out a common application form which is processed nationally.

5.1 Profiles of Comparable Organisations

Since the upsurge of “political assistance” since the early 1990s, several countries have created

national rosters similar to NORDEM's. More or less simultaneously, though, NORDEM was among the first, lending inspiration to others.

The EU has embarked on a long-term project to professionalise its election observation teams through the creation of a single EU-managed database for all member states, and the creation of a code of practice, which forms the core in the common training of observers. The EU has drawn up a professional code of conduct and a set of guidelines for the selection of electoral observers. Recruitment in the US for positions in international organisations is outsourced to a private company. This does not impede, however, that the Government itself identifies candidates for high-level positions or prescribes the company what type of personnel it should look for.

The Canadian Resource Bank for Democracy and Human Rights

CANADEM was established as a result of difficulties that the Canadian Foreign Ministry had in deploying personnel in Rwanda 1994–95. It became operational in 1998. CANADEM is formally an independent institution with its own board. Its *raison d'être* is the creation of a database of Canadian personnel for international positions within both political and humanitarian assistance. CANADEM screens applicants less thoroughly than it is the case in the Nordic countries and does not provide training for the applicants. There is a large number of personnel on the list, including people with qualifications in the humanitarian subjects, ca. 2,000, and CANADEM has supplied candidates to more than 80 separate agencies.

Interested individuals are subject to a primary screening through a telephone or face-to-face interview that broadly focuses on personal and cultural skills. A questionnaire is filled out by the interested individual and, checked (for inconsistencies etc.) if necessary. A second screening occurs when a request for personnel comes in to CANADEM, where the request is

matched against the register. CANADEM's function here is essentially to provide a "short-list" of possible candidates from the register and it is understood that the requesting agency will follow up with a final selection/screening process. In practice, however, international organisations tend not to have the resources to do so and rely generally on the short-list provided.

The situation described above is the most common mode of operation at CANADEM. However, there are three other ways in which the organisation helps match personnel to requests:

- **Targeted short list with applicant-organised submissions.** If a short list has been made, the individuals on it apply directly to the interested organisation.
- **General call up.** This is when the whole or part of the list is made aware of the job to be filled. Applicants ask CANADEM to submit their application to the requesting organisation. CANADEM ensures that only people with the right qualifications for the job (as set out by the requesting organisation) are submitted.
- **General call up with applicant-organised submissions:** This is when the whole or part of the list is made aware of the job to be filled. Applicants apply directly to the requesting organisation. In this case, there is no CANADEM guarantee that the applicants fill the requirements.

APSO Ireland

The Agency for Personnel Service Overseas (APSO) operates an Election Register, a Rapid Response Register and a service known as Special Services Overseas. Each function is based on the development of a register of qualified individuals. Suitable applicants are offered according to the needs of the international organisations (such as the UN) and NGOs. Selection is undertaken by APSO, which also carries out briefings and training across a range of areas such as project

management, emergency health care and mediation and conflict transformation. APSO also provides language training. The Electoral Register is used to provide election monitors and other electoral staff for whom placement can be arranged by an implementing agency. APSO has no formal process for performance evaluation although it does provide debriefing opportunities for all personnel.

The Danish International Humanitarian Service

The Danish International Humanitarian Service (IHB) is a line-unit in the MFA. The different tasks political and humanitarian, are divided between MFA, NIHR and NRC in Norway, though the MFA has the final word. In this way, no space is left for disagreement between various bodies. The price is an experienced overburdening of this unit with the practical tasks, which NORDEM was constructed to take away from the MFA, and a consequent wish for outsourcing them, either in a NORDEM-type arrangement or to a private company. IHB attempts to encourage the spread of assignments by mainly avoiding more than six-month assignments. It encourages social and professional interaction among members. It has built a network with which members and stakeholders are very pleased.

SWEDEHUM

The Swedish Resource Bank for Democracy and Human Rights (SWEDEHUM) was established as a unit at Sida. It operates a roster very similar to that of IHB, supplying candidates for assignments mediated by the Swedish MFA. As such, it works in a way quite similar also to NORDEM, though SWEDEHUM is also part of a network with several other decentralised Swedish rosters, one of which is a common roster for Swedish development NGOs.

Both SWEDEHUM and IHB mainly recruit staff for secondments, as does NORDEM. The principle underlying pay is based on compensation for loss of former salary. Recruitment, training and briefing methods are inspired by NORDEM, but the training courses are shorter.

5.2 Comparison of Costs

If it were at all possible, a systematic comparison between the costs combined with the running of NORDEM and those of a similar structure in other countries would anyway require considerable effort as profound and comparable figures do not appear to be readily available anywhere. If comparisons should be exact, also fluctuating exchange rates and different taxation systems should have to be taken into account. However, some relevant indicators can be found which relate to deployment and administration costs (see Table 10 below).

Assignment Costs

Standard gross NORDEM costs related to the fielding of a secondee are estimated at roughly

NOK 70,000 per month today as against approximately NOK 50,000 over the last five years. (It has proven difficult to reach a precise consensus about these composite figures.) The core element in the cost is salary, which varies on a scale from NOK 19,000 to 26,000 per month, to which is added a variable package of allowances for the secondee, such as the following (in NOK): (inconvenience: 2,500–4,500; risk 2,000–5,500, foreign service supplement 6,800–12,000; as well as travel and insurance outlays. Altogether, they amount to the figure given above.

Short-term assignments are comparatively more expensive than the longer ones. OSCE assignments are less expensive than others, because the OSCE covers part of the costs.

Table 10. Financial Costs of NORDEM Assistance, 1995 – 2000

Year	Project manager	Recruitment	Secondment	Budgeted Total	Accrued overheads		
					NRC	NIHR	Total
1995	353,000	460,000	12,611,324	13,424,724	1,049,813	547,729	1,597,542
1996	400,000	401,173	20,189,290	20,990,463	1,641,454	856,411	2,497,865
1997	349,156	450,000	18,512,931	19,312,087	1,510,205	787,933	2,298,138
1998	405,000	460,000	23,619,958	24,484,958	1,914,724	998,986	2,913,710
1999	464,500	525,000	20,885,504	21,875,004	1,710,625	892,500	2,603,125
2000	652,000	460,000	23,105,050	24,217,050	1,893,773	988,056	2,881,829
Total	2,623,656	2,756,173	118,924,057	124,304,286	9,720,594	5,071,615	14,792,209

Notes – “Project Managers” are current costs related to NIHR-NORDEM Manager.

– “Recruitment” are expenditures related to the recruitment activities.

– The figures in the first half of Table 1 are taken from the annual reports of NORDEM/NIHR and grant letters from the MFA. “Accrued overheads” figures are calculated on the basis of these. The figures included are budget figures. According to NIHR actual consumption is approximately 15% lower than budgeted. Consequently, overheads have been calculated on the basis of the budgeted grants minus 15%.

Among the organisations most similar to NORDEM, the Danish IHB standard gross assignment cost is considered closer to NOK 70,000 than 50,000, probably because secondees are paid the same as for the job they have left (at least in the public sector), in addition to the allowances. This basic principle is applied generally within international development agencies, Red Cross for instance. The Danish Red Cross standard estimate is almost as high as that of IHB. In Sweden, assignment costs are

estimated to be about NOK 80,000 per month. NORDEM assignment costs are therefore somewhat lower than those in comparable countries.

Administration Costs

MFA also covers the administrative costs run up by NIHR and NRC. Until 2001 these costs were granted through a 14 per cent overhead on individual assignments, of which 4.2 per cent went to NIHR and 9.8 per cent to NRC.

In addition, special grants are allocated to cover costs related to the NORDEM manager at NIHR and for personnel recruitment. In 2001, NORDEM became party to a new five-year framework agreement between MFA and NIHR, which stipulates the coverage of three positions in the NORDEM secretariat, with a 60 per cent allocation for the NIHR. Consequently, the secondment overhead was reduced to 10 per cent, all for NRC. In addition, MFA covers what approximately corresponds to a half-time NORDEM position at NRC.

Considering NORDEM's international presence, including travels by NORDEM staff etc., an overhead of 10 per cent is not exaggerated compared to other Norwegian or international standard, even though the Norwegian Helsinki Committee operated similar secondments at an overhead of 5per cent in the mid-nineties. However, the additional MFA funding for a number of NORDEM secretariat positions, and for recruitment purposes, does inflate the figures slightly.

6 Bosnia-Herzegovina (BiH) Field Study

Since the Dayton General Framework for Peace Agreement in late 1995, the international community has built up a comprehensive and complex civilian engagement in BiH, to the amount of approximately USD one billion. This comes in addition to SFOR, the large NATO-led peacekeeping force. UN organisations, OSCE and OHR, (the Office of the High Representative specially constructed for BiH), were mandated to participate in and supervise the civilian implementation of the Dayton Agreement thus creating an international-led administration system on several levels.

Based on reconciliation between the parties, mainly focusing on the return of the very large number of refugees and IDPs and their recuperation of property, the ambitious aim is sustainable development of an effective democratic state, ruled by law, to secure the human rights of all citizens. The progress of Civil society, the free media, and, not least, the transition to a viable market economy should also be obtained. In other words, the political and economic revolution of the post-communist countries must take place at the same time as the effects of the war are overcome.

There has been a tacit understanding that the above results of these ambitious and costly operations should be accomplished within a few years. Phasing out has been precipitated by the advent of new politically and financially demanding crises in Albania, Kosovo and elsewhere. While systematic phasing out has not yet begun, donor contributions are already declining. In response, international organisations have initiated the streamlining process that has been called for throughout the process, to avoid duplication of efforts and to economise on funds and international manpower.

Phasing out operations does not appear to be a result of a sense of missions being completed in the organisations. Rather, the feeling seems to prevail that the Dayton Agreement is not a

viable solution for BiH in the long run. Economic and social prospects seem rather bleak, political activity is low and politics in low esteem. The country appears grossly over-administered and corrupt. The free media are not well developed. But there is no war, the infrastructure is improving, encouraging signs of democratisation are emerging at the local level and the economy appears less catastrophic given the widespread grey and black economy, which appear to be very dynamic.

Norwegian and NORDEM Support

For Norway, peace and development of post-war BiH has been a high priority and considerable aid has been provided, including secondment of NORDEM personnel, mainly to OSCE for activities related to elections, protection of human rights and, in particular, democratisation of society. Measured in terms of persons, most secondments (171 man-months) have been related to elections. In man-months, a large majority have gone to democratisation efforts (74 persons, 529 man-months), which appears to be regarded among BiH donors as a "Norwegian area". Norwegians have headed the corresponding OSCE department for several years. In addition, a large Norwegian attachment has been seconded to the Hague Tribunal.

Lately, the Norwegian MFA has, apparently, specified five secondments, mainly to OSCE, as the size of NORDEM personnel commitment in BiH. Four are deployed in democratisation programmes and one to the OHR political analysis department. This is a drop in secondments from 14, confirming the declining political importance of BiH for Norway. In addition to the NORDEM secondments, the MFA occasionally undertakes its own secondment of Norwegians to high-level positions.

OSCE democratisation officers in Bosnia currently work mainly on governance matters at different levels, functioning as a sort of

combination of an ombudsman and an advisor to the municipalities. Promotion of participatory political parties and the engagement of youth and women in politics is also part of their duties, while the once high priority of civil society building has been scaled down due to unsatisfactory results. "Rule of law" has not lost importance. In fact, BiH has become a centre for human trafficking. But as an outcome of the above-mentioned streamlining process, responsibility for this issue is being transferred to other agencies.

6.1 Findings Related to OSCE

It is supported by numerous sources, and to some extent by the organisations themselves, that complicated and ambitious goals are not always matched by a corresponding high internal level of professionalism. In such an environment, good performance in often demanding jobs tends to depend rather exclusively on the secondees' personal qualifications and stamina. OSCE, the main employer of NORDEM secondees in BiH, is a nation-wide field structure. It appears even more influenced than the other international main players by having most staff seconded on a short-term, normally half-yearly, basis from its 52 member countries. Member-state practice in terms of recruitment, qualification criteria and financial remuneration of the secondees varies greatly. Some countries send very inexperienced staff. Others do not pay any salary, leaving them with the OSCE per diem (USD 90 per day), whereas the US and the UK offer attractive financial incentives. Norwegian salaries place NORDEM secondees among the better remunerated, though not at the top. OSCE representatives in BiH regret they are unable to influence member-state policies, at least in the short run.

Concerning the practical and financial sides of secondment, most past and present Norwegian secondees were satisfied. There was one issue bothering them, however: those seconded directly by MFA, or deployed by the Norwegian police or military, are partly exempted from the

Norwegian tax system, while those on the NRC payroll are not.

It is a problem for OSCE to accommodate the needs for senior and qualified staff. While the original goals of stabilising the situation have been replaced by more professionally demanding development goals, it has become more difficult to attract people with the necessary qualifications. While experienced people often wanted to work in BiH five years ago, most are now inexperienced juniors, decreasing the average age of the corps to about 30. Their Bosnian counterparts are normally experienced senior people. Only a small percentage of OSCE staff have an economic or business education, compared to a large majority with qualifications in law or political science, reflecting early post-Dayton demands. The somewhat volatile nature of the OSCE mission seems reflected in a limited institutional memory and quick changes of operational objectives guiding the work. According to observers, priorities change with managers or external events; for instance, focus on participation of youth in politics changes to human trafficking, and then to anti-terrorism.

Concerning current, monthly reporting to NORDEM, there is uncertainty about the purpose, to whom the reports should be available and what the content should be. Lack of clear guidelines leads to different practices and some frustration among secondees, who in some cases do not report, either out of confusion about how to do it or out of lack of time in a busy work situation where since reporting internally in OSCE is time-consuming. The secondees sign a confidentiality agreement with OSCE and reporting information about OSCE to NORDEM could be interpreted as a violation of this agreement.

End of assignment reports are sent to OSCE and NORDEM. If the reports are similar was not made clear to us, nor was it clear to OSCE's Personnel Department. The team only had the opportunity to see the reports sent to NORDEM, which are often thorough and

contain proposals on how to improve job performance in the future as well as constructive criticism regarding internal OSCE procedures. They appear to be serious and a good source for organisational learning. However, the OSCE Mission's Personnel Department is not aware of these reports, even though some are published by NIHR.

6.2 Findings Related to Democratic Attitudes in Seconded Organisations

Most NORDEM secondees have had relevant qualifications for their jobs in OSCE. This is confirmed not only by our observations and the secondees' own reporting, but also by their employers, beneficiaries, counterparts and key informants. Generally, they had adequate educational and/or work-related experience for the assignments; they possessed the psychological strength to work without much support under demanding and sometimes solitary conditions; and they had the personal and professional qualifications to match their Bosnian counterparts.

It was noted as an extra plus for most of the NORDEM secondees that they were more experienced than the average OSCE staff member and that most of them had some international experience. To this overall picture must be added, though, cases of less convincing performance by NORDEM secondees, especially by short-term election staff. There were also technical problems for some in mastering written "project-English".

NORDEM personnel, as well as other Nordic personnel, are widely accepted by their counterparts because of their perceived egalitarian attitude, lack of a sense of "colonial superiority", and impartiality in relation to the rivalling factions. It was also mentioned by some that the Nordic countries take human rights issues more seriously than most other countries. Within the seconded organisations, Norwegian staff, including NORDEM secondees, are perceived as an additional democratic element, in the sense that they generally bring with them a well-developed

democratic, egalitarian and participatory organisation culture.

6.3 Findings on Effects Related to the Aims and Objectives of Assignments

There is no doubt that the NORDEM secondments have had a positive effect on the attainment of aims and objectives. In certain cases a particular "NORDEM-fingerprint" on the modalities of realisation can be identified, as in the case of the OSCE "women can do it" programme. Usually, it is difficult, though, to single out particular Norwegian inputs within the frame of this study, which would not have been produced by incumbents of other nationalities. The following paragraphs indicate how performance may be enhanced.

Recruitment and Preparations

In most cases, the Bosnia secondees interviewed in BiH and Norway were satisfied with the recruitment procedures. A couple expressed reservations, however, concerning the level of objectivity with which candidates are chosen for secondment by NORDEM. The allegation was that personnel were chosen irrespective of their knowledge of the problems involved and their country of origin. All secondees who had taken the general NORDEM training course were satisfied with it. There were no special course for different issues or for people from different countries, and in most cases no briefings from former secondees in similar positions. Concerning specific task-related briefings in Oslo, Vienna, Sarajevo and at BiH regional OSCE offices, level of satisfaction varies but is largely positive. On the plus side is the amount of information given and the consideration shown under the briefings. On the minus side, too much information is given at once. However good, the briefing is confined to a few days in all, leaving NORDEM personnel to rely on their own devices and colleagues when starting in their new job.

Many NORDEM personnel doing OSCE jobs have experienced this lack of introduction to their work as a problem. Often the former

incumbent did not submit an obligatory hand-over document. OSCE mission management lamented this situation, but maintained that it could not be changed, mainly because of the lengthy and uncertain recruitment procedure. It normally takes from one to four months in the OSCE-machinery before a new secondee is in place. Lack of hand-over routines is not only a problem for newcomers. We met frustration among former NORDEM secondees who felt that some of the outcome of their work was lost because of lack of continuity from past to present workers.

Job Performance

Concerning job performance of NORDEM secondees, the common impression is positive. Other indications are the practice of prolonging assignments for most long-term NORDEM secondees at least once, and the high quality of the end-of-assignment reporting, which shows engagement and seriousness.

In comparison with the performance of secondees of other nationalities, however, it is not always impressive. Further, no written staff evaluation system has yet been invented at OSCE. Against this background, any outside performance evaluation will be somewhat subjective. Anyhow, assessment of job performance would be difficult given the fluid nature of job expectations and possibilities. OSCE job descriptions are comprehensive, but not individualised for particular positions, and when it comes to specific activities, choice of content and methods are generally left to the secondee. One factor hampering job performance is the lack of certainty about the financial underpinning of the activities from OSCE. Insufficient resources at OSCE limit ability to give project support or, depend on the ability of the secondee to write applications/project proposals.

6.4 Strengthening Local Democracy and Networking

Under the headings of governance and political party development in local structures, certain project models are proposed for implementation

by field officers such as “political resource centres” or “reading rooms”, where the poorer political parties and the public can take part in political and civic activities. We had the opportunity to visit these democratic laboratories and users in Sarajevo and Bijelina and left with an impression of the relevance and effectiveness of these contributions to reconciliatory networking among the former enemies.

We also had an impression of the importance of the engagement of NORDEM secondees and their good relations with local counterparts and beneficiaries. Projects like the above-mentioned, therefore, may depend on funds external to OSCE, and NORDEM secondees have been able to mobilise funds from the Norwegian embassy. There was also a wish to use a democratisation officer from NORDEM to establish friendly relations with similar Norwegian organisations to help build more stable and long-term relations with democratic structures. However, such initiatives could only materialise subsequent to secondments to international organisations, which normally do not allow “private” initiatives.

6.5 Findings Related to the Possible Use of Local Staff Resources

From the outset, the international organisations in BiH, including OSCE, have employed a mix of international and national staff. In the beginning, national staff were only found in general service, translation and interpretation, and in the lower echelons of the professional categories. Gradually, however, more professional positions are filled with well-qualified Bosnian professionals, who at the moment fill 35 per cent positions and the number is rising.

Costs related to national staff are only a small part of the entire cost package of international staff. Thus, increased nationalisation is in line with present demands for streamlining, and therefore actively supported by the international community.

Still, related to, e.g., collaboration with non-complying municipalities, international staff with the impartiality and authority of the international community will be required. For certain categories of specialists in the fields of, e.g., economy and international legislation, it will be necessary to look for foreigners too. Bosnian NGOs would like to play a more active role in societal development. Especially concerning election observation under the mandate of OSCE, the Bosnian Helsinki Committee would like to organise increased participation of national resources. The committee expressed a desire to be taken into consideration for NORDEM secondments. The BiH Ministry of Human Rights and Refugees communicated its interest to develop direct partnerships with the OSCE member states rather than continue to go through the international organisations. The Ministry also expressed its interest in possible NORDEM secondments.

In the BiH donor community, only OSCE's Personnel Department was aware of the existence of NORDEM. The secondees define

their status as that of being employed by OSCE or other international organisations, paid by the Norwegian MFA and deployed by NORDEM. They use NRC for practical purposes such as travelling. On a yearly basis they receive a visit from NORDEM. Generally, they are satisfied with NORDEM, even though they are occasionally uncertain as to its precise role. Unlike its Canadian sister organisation, CANADEM, no up-to-date and exact information on what NORDEM stands for was found in BiH.

The Embassy's Role

The Norwegian Embassy uses NORDEM secondees as informal antennas in Bosnian society and the donor community. As mentioned above, NORDEM secondees may sometimes use Embassy funds. It is regarded as part of their normal responsibilities to try to put in place high-level Norwegian secondments and/or fill politically interesting positions, often in competition with other donor states. In addition, the Embassy performs a social task by assembling Norwegian personnel in BiH from time to time.

7 Ethiopia Field Study

NIHR has observed and studied political developments in Ethiopia since the Ethiopian People's Revolutionary Democratic Front (EPRDF) came to power in 1991. The activities were organised by the Institute partly under the NORDEM programme, partly under the "Horn of Africa Research Programme", primarily financed by the Norwegian MFA.

In 1996, Ethiopia became one of the main recipients of Norwegian development assistance. Since the Ethiopian-Eritrean war (1998–2000), however, Norway has not signed any agreement on bilateral cooperation, and the programme is temporarily suspended. At the same time, a considerable part of the country programme was reallocated into humanitarian assistance. Support to activities related to human rights and democracy continued, as did the direct support to local NGOs. It is expected, however, that during this year Norway and the Ethiopian Government will start a dialogue on future cooperation.

Since 1993, 25 delegates have been seconded through the NORDEM programme to Ethiopia and the programme has financed a total of 52,5 man-months. Fourteen man-months were spent on establishing a printing unit at the National Electoral Board (1 expert); ten man-months were used for election observations in 1995 and 2000 (7 experts); 18.5 man-months were used to finance 14 experts seconded to follow the so-called Dergue trials in the Federal High Court and in some of the regional courts; and ten man-months were spent assisting the Special Prosecutors Office (SPO) on criminal investigations under the previous regime with legal advice and training of prosecutors (2 experts). One expert assisted in discussions on constitutional reform.

Most NORDEM delegates have been seconded through NIHR. In this sense the programme in Ethiopia differs from NORDEM programmes in other countries to which NORDEM recruits secondees. In Addis Ababa there is, however, no

knowledge of NORDEM, and no one had ever heard about the programme. All activities financed by the Norwegian MFA, even research activities conducted by Norwegian researchers financed by other means, were looked upon as being under the authority and responsibility of the Norwegian Embassy by most people met during the mission. The present "unclear" situation raises expectations among some key stakeholders in the area of HR&D that the Embassy takes action as a direct follow-up on the conclusions in the research reports published by NIHR.

7.1 Findings Related to the Nature of Seconded Organisations

In the area of research, NIHR is pro-active in Ethiopia in defining research needs, designs and work plans. Further, NIHR also recruits the researchers participating in the different programmes. To the extent that the researchers also participate as registered election observers they naturally follow the standard rules for these tasks. The studies conducted by researchers seconded through NIHR are highly estimated by all people met during this mission except by NEBE, which criticised the studies for being biased towards the opposition parties. Further more, they indicated that the experts lacked understanding of the political and traditional culture of rural Ethiopia, mainly due to a lack of language skills and to a too short presence in the country and in the areas in which they were doing observations before and after the elections. However, this criticism was not supported by Ethiopian researchers, representatives of the opposition parties and local NGOs working in the area of HR&D, although some emphasised the importance of using local languages. Moreover, it was stated that it would be advantageous if the observers could observe the election process over longer periods to truly understand the interplay of the many factors influencing the results of an election.

The research conducted by the NIHR was not only highly estimated within the research community. The reports and books publishing the findings were also extensively read and used, not only by other researchers, politicians and human rights activists, but also by embassy staff and development agencies. It was appreciated from several sides that the NIHR research teams apply an approach to the understanding of rights that transcends the individual approach. This implies an examination of the particular socio-political context of human rights violations in different regions of Ethiopia in addition to records of individual cases of human rights violations.

By doing so, it was said, the researchers investigate the root causes of such violations and include economic and social rights in the analyses. Representatives of the research community, the political opposition, local and international NGOs and the international aid community all recommended that this research be continued, emphasising its uniqueness in Ethiopia. To augment geographical coverage, it was also recommended by several users of the research to extend it to all regions of Ethiopia.

Assessments by people met and in the written reports from different sides made available to the evaluation team on the elections affirm that the reports published by NIHR present a valid picture of the process of democratisation and the human rights situation in Ethiopia of today. NEBE claims, however, that the local 2001 elections (at least in Addis) represent a step forward towards democracy in Ethiopia. This conclusion differs from the conclusions in the report on the 2001 elections, written by two researchers at CMI.

In addition to election observation and research, the experts seconded by NORDEM have produced documentation on humanitarian law violation for the Dergue trials. There seems, however, to be less attention on the trials than the election process. Most people met during the mission were unaware of the fact that NORDEM/NIHR followed the trials and nobody had read the corresponding report from NIHR.

The Ethiopian Human Rights Council, which also monitored some of the trials, was concerned about what they saw as gross violations of human rights against people detained for almost 10 years without trial or court hearing.

7.2 Findings Related to the Possible Use of Local Staff Resources

The research in Ethiopia conducted by NIHR is unique in the country in its ability to guarantee a historical perspective on political developments, according to many observers. This unique position, besides its high academic standards, has much to do with the researchers' positions as foreigners coming from a donor country respected for its high democratic profile. Being foreigners, they had access to information, authorities and persons not normally accessible for Ethiopian nationals.

This kind of research contribution, it was stressed, is important to address critical issues in a situation where local media provide a government-based picture and where the views of the government and that of the opposition on the election process are equally exaggerated, though opposite. It was emphasised from all sides that the Norwegian researchers should continue to observe election processes as no local observers could take their place. It was, however, also stated by one national observer that the deployment of a large and diverse number of foreign observers to monitor election processes is not enough in itself to guarantee fairness and balance. In his opinion, this would require minority participation in the election administration, which at present tends to be very biased towards the ruling party.

7.3 Findings Regarding Effects Related to Aims and Objectives of Assignments

So far the NORDEM programme has mainly seconded academic personnel to Ethiopia, the technical expert who established the printing unit in the National Electoral Board of Ethiopia and the two legal advisers to the SPO being the

only exceptions. The printing unit is still working well and the former NORDEM delegate visits it when in the country, It is, however, outside the NORDEM programme. The expert did not complain about NORDEM but mentioned that the Ethiopia programme was not very supportive of technical assistance.

Most NORDEM staff in Ethiopia have been involved in the research programme from its establishment and were not given pre-assignment training, as they possessed the qualifications needed. The technical expert seconded to NEBE possessed the necessary qualifications from a similar assignment in Southern Africa and was not given any NORDEM-training either. Qualifications and job performance measured against the job description in this case seem to have been optimal.

7.4 Findings Related to the Role of the Assignments for Promoting Democracy

The programme has contributed substantially to the transparency of political and legal processes in Ethiopia. It is highly estimated by most people we met during the mission, including local NGOs. These NGOs feel empowered by this contribution. To the extent that a strong civil society is a precondition for democracy, the NORDEM programme has made a difference. The different organisations in the field of human rights and democracy visited during this evaluation had very limited knowledge about each other and were afraid of losing their license if they tried to network with other NGOs. Networking among NGOs in Ethiopia is important, a process to which NORDEM, according to many observers, could possibly have contributed with a more conscious information strategy concerning the dissemination of its findings.

7.5 Findings Related to the Contribution to Networking and Cooperation

The technical expert seconded to the NEBE printing unit did not comment on the reporting system within NORDEM. The researchers seconded through NORDEM to Ethiopia have all been assigned by NIHR to conduct election observation and human rights monitoring. The election observation assignments have generally been short, leaving limited time for reporting. The research reports are all in English. They are distributed to the Government and to other political authorities, political parties, research institutes, NGOs, embassies and international organisations. Most reports are distributed by NIHR and the researchers involved in the programme. Some of the research findings are also published internationally, contributing to international discussions on human rights' issues in Africa. NORDEM researchers in Ethiopia are also otherwise involved in research on this country which contributes to a cross-fertilisation of different experiences.

Cooperation between Embassy and researchers is generally considered to be good, although there have been controversies caused by unclear responsibilities between the parties, and due to a general perception in Ethiopia of the Embassy as responsible for all activities financed by MFA in Norway. So far, the research carried out has been targeted mainly at election and trial observations. However, the Ethiopian Government has announced that it will not need international observers in the future. This means that visas for foreigners will not be forthcoming for this purpose and if the research on political developments, including elections, is to continue, it is important that NORDEM ensures that secondees can enter Ethiopia and obtain rights to monitor the election processes as researchers.

8 East Timor Field Study

There have been no NORDEM secondees in the field in East Timor since early 2001. During our trip, we were only able to meet three former NORDEM secondees still residing in East Timor. The seconding organisation to which four NORDEM personnel were sent, UNAMET, no longer exists. Consequently, sections of the ToR for this evaluation could not be fully explored.

Background

5 May 1999, the Security Council mandated the United Nations Assisted Mission in East Timor (UNAMET) to oversee and run a popular consultation on the future of East Timor 30 August 1999. The consultation was followed by widespread violence perpetrated by pro-integration militia during which time the majority of UNAMET personnel were evacuated which meant that its mandate effectively collapsed. Subsequently, the Security Council mandated a multinational force, INTERFET, to, i.e., restore peace and security in East Timor. 25 October 1999, the Security Council authorised the establishment of UNTAET, the United Nations Transitional Authority in East Timor, mandated with overall responsibility for the administration of East Timor and empowered to exercise all legislative and executive authority including the administration of justice. UNTAET's term was initially envisaged as two-three years. Included in the mandate was the creation of an independent East Timor human rights institution, whose functions included the investigation of alleged violations of human rights and the conduct of public enquiries and it was agreed to set up a Serious Crimes Unit (SCU) within the mandate.

Norwegian and NORDEM Support for East Timor

All Norwegian assistance to East Timor has been channelled internally through MFA budgets for humanitarian assistance, democracy and human rights and through NORAD. Norway channels funds through multilateral routes and international non-governmental organisations, such as Caritas

and the ICRC. Multilateral funding has gone primarily through UNTAET and UNDP and a future emphasis will be the World Bank-administered Trust Fund for East Timor. The priority sectors for Norway are:

- Health and education
- Humanitarian assistance for the refugee situation
- Human rights and democratisation projects

In 2000, Norwegian assistance amounted to approximately NOK 46 million. In 2001, it is expected to closely total NOK 50 million. A total revision of assistance to East Timor will be undertaken prior to the conclusion of the UNTAET administration. The Ministry allocated NOK 3.2 mill. to the SCU project of which NOK 2.6 mill. will be used for the project. In all, a total of ten secondees were posted by NORDEM to East Timor in the period 1999–2001. Four of these were District Electoral Officers with UNAMET and the remainder were seconded, for varying periods, to SCU.

8.1 Findings on UNAMET

UNAMET's demise meant that no significant information could be gained. The secondees were, however, recruited to carry out what they understood was election observing tasks and were surprised, on deployment, to discover that they were recruited as Electoral Officers. The training provided by UNAMET appears to have been sufficient to deal with the changed roles. Conditions in East Timor are particularly difficult, yet there is no evidence that NORDEM secondees did not acquit themselves well or were not well supported by UNAMET while carrying out their daily tasks.

More broadly, the report and discussions with secondees highlighted one failure of the UNAMET mission: its inability to provide protection for East Timor's population after the referendum. This despite the missions'

“promise” delivered by the DEOs that the UN would stay regardless of the outcome of the consultation. This was a difficult situation, personally, for UNAMET staff. One of the secondees commented in the report that it was difficult to feel pride in the mission because of the failure of the international community to provide security for the East Timorese. Local staff training was included in the UNAMET brief, but no independent evaluation can be made as to the role of Norwegian DEOs here.

The former secondees contacted for this evaluation were satisfied with the level of training and preparation given in advance of deployment. In particular the emphasis placed on their neutrality in the situation was very helpful. Again, evidence from the report seems to indicate that the secondees were well chosen for the task – they displayed a thorough appreciation of the mission mandate. As above, no other significant observations can be rendered. While no external evaluation of the NORDEM secondees can be made, their report again indicates a high degree of sensitivity to the task and its profoundly serious nature. This, in turn, appears to reflect well on their core democratic values and skills.

In relation to networking and cooperation, the secondees were well briefed. Detailed notes were kept by all throughout and the report will serve as an excellent historical document on the consultation and a valuable resource for future secondees to similar situations. The return of two secondees to the territory to contracts within the UN system (one to UNDP, one to UNTAET) indicates both an overall positive experience for them in terms of their professional development and, one may assume, a level of skill and ability to warrant UN positions. The short-term electoral experience in East Timor provided a professional bridge for both.

8.2 NORDEM, UNTAET and SCU

It is important to keep in mind that this evaluation is not of SCU per se but NORDEM's involvement therein. The work of SCU in East

Timor is important not just to NORDEM but to the Norwegian MFA. The provision of the information management system for serious crimes investigations and the secondment of investigators and other personnel is part of a Norwegian-niche “package”. This was provided in the past in, for instance Rwanda/ICTR and in the D.R.Congo and Kosovo for UNHCHR, and NORDEM proposes to develop this package for more widespread use within the UN system.

NORDEM's support for the work of SCU was originally meant to last from March to September 2000 but was extended to March 2001, at which point it ended. Support consisted in providing the data base and the information management system, and seconding personnel; two investigators, a data base manager who was also a crime analyst and three information technology/data base experts. Their contracts varied from a few weeks to 13 months. A significant point is that the constitutional basis of SCU in East Timor is unique in the history of other international institutions given a similar task. Unlike the International Criminal Tribunal in the former Yugoslavia (ICTY) for example, SCU is embedded within the bureaucratic structure of UN missions.

Although difficulties were encountered from quite early on in the establishment of the SCU, indictments have been brought forward and in December 2000, for instance, the first “crimes against humanity” charge was filed from the ten priority cases. Discussions with a range of interlocutors ascertained widespread criticism of these delays and also of overall management of the unit. It is apparent that there were five principal areas of difficulty in the broader environment. They were:

- Relations between the Human Rights Unit and the UN administration across the evolving institutional arrangements of the Unit
- Relations between SCU and civpol
- Relations between SCU and the Human Rights' Unit
- Relations between SCU and the East Timorese human rights' sectors and

- Public perceptions as to the progress of the work of SCU

In July 2000 the long-running difficulties came to a crisis point. Then, coinciding with the arrival of a second NORDEM-seconded investigator, the data base manager (a NORDEM secondee) indicated to NORDEM, SCU and the Norwegian MFA that he was withdrawing from East Timor to Darwin – technically within the mission area. They both remained there for a six-week period. Frustration with the lack of technical support for the database was cited as grounds for leaving. The action was, it seems, not unsupported by the head of the unit.

Negotiations between NORDEM, the Norwegian Embassy in Jakarta, and the UN administration (at the highest level), resulted in the secondee's return. NORDEM agreed to advance the cost of a server and to fund cars for their secondees. In December 2000, the inputting of data and clearance of the backlog of reports and information began.

In an interview with the Norwegian Ambassador in Jakarta, he expressed that:

- a) the Embassy had not been briefed on the SCU project from the beginning, and
- b) that NORDEM did not appear to be in control of the situation prior to and during the crisis.

It is not clear, however, where responsibility for communications lay. The MFA has acknowledged that the Embassy was not informed in the initial phase of the SCU project and that this is not normal procedure.

In the final analysis, the significant delays in getting the information package up and running and its continued incompleteness raise questions about the utility of this project to effectively and efficiently meet UNTAET's aims and objectives in relation to serious crimes investigations. These questions derive from concluding observations about the level of skills

and knowledge of NORDEM personnel to make advance needs assessments and appropriate recommendations and the appropriateness of the instrument given local conditions. In addition, the appropriateness of that instrument *vis-à-vis* sustainability and transfer of the system to East Timorese competence would be of interest, however, this component was not a part of the project. These observations must, however, be balanced against UNTAET's decision to retain the system and the fact that investigations and prosecutions have been ongoing despite the difficulties.

8.3 Findings Related to the Nature of the Seconded Organisation

As is clear from the above, the nature of UNAMET created many problems within which the difficulties of the SCU were embedded. Lack of accountability of staff, high levels of bureaucracy, the "gap" between DPKO in New York and the mission on the ground are systemic. More specific difficulties as the apparent lack of understanding of the needs of a serious crimes unit seemed to stem partially from the mission structure. It resulted in personnel, technical and logistical gaps.

Frustration with the UN structure was a universally expressed sentiment amongst NORDEM secondees contacted for the field study. From NORDEM's perspective these concerns raise two issues. Firstly, it is a customary function of a seconded organisation to provide required support in advance. Yet, international serious crimes investigations will often, by definition, be required in the kind of scenarios found in East Timor and organisations such as NORDEM are useful precisely because they can respond swiftly in difficult conditions. NORDEM moved forward on trust and on the nature of the specialised contribution that it could offer. In the absence of a Memorandum of Understanding (MoU), a letter from NORDEM to UNTAET set out the requirements. Secondly, once its secondees were in place, there was little NORDEM could do locally. However, the lack of a MoU between NORDEM and UNAMET, and

the absence of contracts between secondees and UNAMET did not help.

8.4 Findings Related to the Use of Local Staff and Resources

No doubt, the capacity of East Timorese, as stated in the 1999/2000 period, to provide an investigative and prosecutorial service did not exist predominantly because of the nature of the Indonesian administration. UNTAET has been training the national police force including in investigative skills. Prosecutorial skills are being built up although this may take considerably longer. The entirely international make-up of SCU was unavoidable. Capacity building was understood to be a function of SCU and in this regard, the efforts of the unit seem weak although it is not clear whether this stems from local management or from non-availability of local capacity. Almost two years later, SCU required the services of an international IT-expert to support the information management system when there appeared to be a wealth of information technology skill in the East Timorese population. Local NGOs simply do not co-operate with SCU because of what one human rights leader told the team was a “total lack of confidence” in it.

8.5 Findings Related to the Role of Assignments for Local Democracy

According to the Chief of Investigations, NORDEM secondees acquitted themselves appropriately in their duties. There is no evidence that individual secondees did not contribute positively to local democracy. However, if we look at the wider role of the unit

in the democratisation process, a different set of observations emerges. The problems that the unit has faced have had reverberations in the local community that extend beyond the judicial process. Local NGO leaders interviewed referred to the impact on the rule of law within East Timor to delays within the unit's work. It is difficult for locals to respect the rule of law and legal authorities when known perpetrators of serious crimes remain in their midst. Finally, observations were made about the lack of cooperation between the unit and local NGOs as not exemplary of democratic values.

8.6 Findings Related to the Contribution to Networking and Cooperation

Two of the secondees left their assignment prior to the completion of their contract and the commencement of a third secondee was delayed due to the Darwin action. Given this, it would be difficult to argue that the secondees were professionally enriched. However, in balance, a fourth secondee moved into a UN contract (P4 level) during his secondment and a fifth former secondee is currently being considered by UNTAET for an assignment. Discussions with secondees on this dimension almost universally identified the UN system, and its local management as the source of difficulty, not NORDEM or its relationship to them. There was one exception, however: criticism against NORDEM for its slowness to act during the crisis of 2000. In the words of a former secondee, NORDEM did not provide the support that would have been expected in these circumstances. It is regrettable that a final report has not yet been forthcoming on this assignment by the secondees.

9 Overall Assessment

9.1 The Framework

NORDEM has developed pragmatically, with a minimum of formalisation, in response to perceived needs. During its first five years of existence it was closely liaised with the political leadership, while relations have been more distant since then. The Stand-by Force has gradually more or less replaced the Resource Bank without a corresponding debate about the possible implications for the categories of personnel identified and recruited.

The administration of NORDEM has worked well in the tripartite set-up, with a close and effective division of labour between NIHR and NRC, and where MFA has promptly delivered inputs in the form of requests passed on from the international organisations and decisions and funds required for the operations.

However, from a management point of view, a lack of clarity regarding criteria for identification of candidates, selection procedures and decision-making has been detected, resulting in less than adequate methods of resolution of disagreements.

9.2 The NORDEM Cycle of Activities

The NORDEM members, according to the surveys and the interviews, experience the recruitment procedure as good and satisfactory. However, it has not been possible to get the opinion of the rejected candidates.

The training manual appears well conceived and well written, each chapter by experienced experts within their field. In addition the manual is edited in a way which makes it easy to use as a handbook in the field. Since the first courses, the number of training days offered has increased from three to five days for all (Basic Training Course in Human Rights Fieldwork). Election monitors and advisors receive additional training for three days. The number of participants is limited to 30 for each session.

Included are sessions about NORDEM, mandate, organisation, briefing and reporting practices. Almost all of the former secondees that responded to the questionnaire were satisfied with the generic as well as the assignment-specific training and briefings they received from NORDEM. They often recommend "more of the same". Some have mentioned, though, that the experience of former secondees might be used to a larger extent for these purposes. Key informants have aired the opinion that there should be a stronger element of country-specific content in the training and particularly in the briefings to prepare the delegates more adequately for their tasks.

Also measured in terms of the overall high degree of satisfaction of the seconded organisations with the Norwegian personnel, the results of recruitment and training have been good. The same is the case when measured by the esteem in which NORDEM is held among other comparable organisations in countries similar to Norway. Also when the content of the screening and training processes in these other organisations is compared with that of NORDEM, the comparison is advantageous for NORDEM.

When it comes to contact with NORDEM during assignments, the picture is more mixed, especially regarding the value of reporting and visits. Most of the responses we got from NORDEM members tended to be critical towards the monthly reports, for which they felt ill equipped. They felt that in terms of time constraints during busy assignments and in terms of instructions on what to write – and are allowed to write by their employers in the seconded organisations, which often maintain a high degree of confidentiality – instructions were far too vague.

Regarding the value of NORDEM visits in relation to the needs and problems of the secondees, the responses painted a mixed

picture. On the other hand, however, there was broad satisfaction with the with NRC contacts of a practical and administrative nature. The only complaints centred on too rapid turnover of NRC staff in the job which deals with these matters. They were also pleased with the debriefings at the end of their assignments, with the single exception of an expressed need for a standard offer of counselling.

9.3 The Mobilisation of Norwegian Comparative Advantages

NORDEM has been able to respond positively to a large majority of the requests it has received. The requirements in terms of expertise have largely corresponded with the categories of professionals identified in Norway, with the possible exception of the judiciary and local government areas. When the military and police and legal professions appear weakly represented in relation to the tasks facing NORDEM, this reflects separate recruitment systems for the active staff members of these professions.

NORDEM members comprise in terms of current employers a broad range of public agencies, and some NGO representation, from all over Norway according to our survey. In this sense, NORDEM realises existing potential.

A further question relates to the optimality of the mix of members, since they generally tend to be rather young and inexperienced, which can lead to difficulties in identifying the right candidates for senior positions which the Norwegian MFA is interested in filling. Different sources, both inside and outside MFA, have criticised the NORDEM Secretariat for allegedly recruiting people "similar to themselves". We found little support for this criticism, however, in recruitment criteria and procedures.

There is a corresponding desire among NORDEM stakeholders to enhance use of the most experienced elements in Norwegian resource base as well as to implement further competence building within the base. In

particular, there is a deep-rooted perception in some parts of the MFA that NORDEM lacks competence to adequately recruit senior people for senior positions in the international organisations.

According to NORDEM, however, their composition of members are in harmony with the requirements of the seconded organisations. NORDEM says, moreover, that it experiences problems sometimes in "selling" applicants with solid and relevant professional experience from Norway, but who lack much international experience and sufficient language and computer skills, to the seconded organisations. This despite the evident appreciation met with in Bosnia, the largest employment area for NORDEM secondees, of the Norwegian senior contribution to the democratisation efforts.

NORDEM refers further to sociological factors in Norwegian society when explaining the age-group represented among the members of the resource base, such as difficulties met combining international assignments with parenthood, (confirming our observations that three quarters of the delegates are childless), and the intense domestic career struggles people face at home. At the same time, such persons also tend to be less willing to accept financial burdens and taxation problems when working for NORDEM. However, the NORDEM secretariat feels that the attempts in recent years to redress the lack of balance in the composition of the membership have paid off in the sense that more senior people are now available than was the case some years ago.

Not all NORDEM members are actually given assignments. The long-term assignments are often given to returnees, which tallies with findings from interviews and the survey. This indicates that for a number of persons it has become a "profession" to be a NORDEM delegate. Recruitment-wise this is understandable as such people possess useful experience. But in relation to an optimal use of Norwegian human resources on outside

assignments, this practice must be characterised as counterproductive.

A similar schism exists between the common, well-founded desire for at least one year's secondment in international positions and the six-month assignment norm. In the Danish IHB, "professionalisation" of members is deliberately avoided, and attempts are made only exceptionally to allocate longer assignments than six months, to facilitate interplay between Danish professionals and international service.

9.4 The Upgrading of the Resource Base

In relation to the strengthening of the Norwegian international human resource base, additional methods might be employed by NORDEM. At present, only general job-related training and pre-assignment briefings are used. Upgrading of Norwegian human resources is, accordingly, quite narrow. When considering the difficulties of mobilising senior candidates for international assignments – and considering that we are talking about people often without much international experience who are supposed to do a good job in a relatively short period of time – it appears surprising that no supplementary courses in language and computer skills are offered, similar to those offered to Norwegians travelling to ordinary international jobs.

Likewise, a broader range of courses in, for instance, international affairs and working requirements, or individualised mentoring services for potential candidates on how to improve relevant qualifications (as practised by CANADEM) could be implemented in an effort to upgrade the Norwegian human resource base.

In addition to the acquisition of relevant skills, the social and moral aspects of the human resources represented by NORDEM are also factors catered for in other countries with similar corps. Members are sometimes encouraged to develop human and work-related networks, for instance through the creation of associations. In Norway, members complained

that the only thing they can do in relation to NORDEM upon return from an assignment is to wait for the call for the next one.

In a wider sense, it would appear natural and beneficial to encourage fertilisation between personnel with overseas experience and the public and private sector in Norway. Some interaction will probably always develop spontaneously. The interviews and survey present a mixed picture in this respect however, ranging from satisfaction to frustration. – It seems that nothing is done by NORDEM to encourage interaction. The opposite is the case at NORSTAFF, where the promotion of information in Norway by former NORSTAFF delegates is prioritised. The lack of encouragement at the social level is countered by the priority given by NORDEM to the integration of its activities with research at NIHR. As demonstrated by the Ethiopian Field Study, a fertile synthesis may emerge from this integration (which, however, has not yet progressed as much as might be desired, according to NORDEM and NIHR managements).

Based as it is at a human rights institute, there would seem to be opportunities for NORDEM to undertake a systematic study of its own activities to transform the current mass of information into active knowledge and operative management information. The essence of Norwegian experience from working with and for international organisations might be used for quality assurance and to provide benchmarks for performance assessment. Such new knowledge would come in addition to the writing and publishing of reports based on the end-of-assignment reporting by delegates which already takes place.

9.5 Possible Types of Assignment

This brings us to the question of whether NORDEM's target areas should continue to be confined to secondments, and whether secondments should be confined to intergovernmental organisations. NORDEM's recruitment and training experience might

possibly be put to use within a wider spectrum of personnel recruitment in Norway. It would also be useful to reflect on who could be the potential employers of Norwegian staff in the international promotion of peace, democracy, human rights and good governance. In that connection a number of international NGOs and SAFDEM-type bilateral contacts promoting local capabilities in relation to the identification and upgrading of personnel for the above purposes, could be considered as relevant for further scrutiny.

9.6 Local Capacity Building in Recipient Countries

A particular demand for NORDEM services is related to local capacity building in recipient countries. This occurs indirectly as a side effect of main NORDEM activities, or directly in the form of systematised, multi-level efforts, such as those implemented under SAFDEM. Given the high educational level in Norway in the areas of human rights, social development, the comparatively substantial resources allocated by the Norwegian Government and NGOs for these purposes, and the international esteem of Norway in such areas, a more active NORDEM stance in relation to local capacity development could have been envisaged.

9.7 Comparison with other Similar Agencies

The US and Canada clearly separate the database which represents the supply side of the labour market in international organisations, from specific actions taken to meet the demand for candidates from these organisations. The Danish system still integrates all functions in the same unit at the Danish MFA. The Swedish SWEDEHUM operates in a way similar to NORDEM in its relations with the Swedish MFA, but with stronger decentralised elements.

NORDEM is unique among agencies in combining supply and demand in the same institutional arrangement. It is one of the few

initiatives of its kind to specialise in “political assistance” as its only task. From the outset, NORDEM was also supposed to adopt a six-month assignment standard, but this has been mainly replaced with assignments shorter and longer than six months.

The NORDEM model is based on using the comparative advantages of the different actors. This has satisfied most of the involved parties. Among comparable systems, NORDEM is unique in its close relations with parts of the academic world, which gives it an extra asset. Cost-wise, there is no reason to believe that significant savings can be derived from choosing other institutional arrangements for NORDEM, given the effective performance of the present set-up.

9.8 Field studies

Influence on Democratic Practices and Attitudes within Seconded Organisations

No doubt, the NORDEM secondees have been, and been perceived as, a welcomed addition to the capacity of international organisations in BiH, especially OSCE. When in leading positions, they have had a positive influence on democratic practices within the organisations, but it is difficult to distinguish a substantial Norwegian impact between the multitude of impacts on those organisations.

The end-of-assignment reporting by the secondees does not seem to be fully converted into organisational learning as the reports are not systematically processed within NORDEM to extract lessons. There is only limited communication between NORDEM and counterparts in the personnel departments in the seconded organisations. Both parties and the secondees would gain from heightened intercommunication to solve practical matters and to learn from each other.

NORDEM secondees are generally well-qualified for their often quite demanding jobs. In most cases, they perform well in spite of the lack hand-over procedures, adequate training and support. They are, themselves, quite

satisfied with their jobs, despite a certain amount of frustration in relation to organisational matters in seconded organisations. In order to function well in the context of international organisations work, experience from complex bureaucracies, preferably international ones, would be an advantage.

Realisation of the Aims and Objectives of the Assignments

The focus of BiH secondments on democratisation appears to be in line with Norway's leading position in various fields, with an adequate concentration of efforts and in line with the future needs. The general perception is that qualifications and challenges are well matched. This point is supported by our observations. We found, for instance that NORDEM delegates have contributed positively to democracy and human rights. Regarding the types of assignment, democratisation and human rights education are among the strong points, whereas the standard of election supervisors is debatable.

Norway, together with few other countries, plays an important role in promoting HR&D in Ethiopia. The NORDEM researchers from NIHR and CMI in the area of political development are used extensively by political parties, civil society organisations, foreign embassies and international agencies. It is, however, a problem that NORDEM activities and human rights and democratisation activities initiated by the Embassy of Norway are viewed by most parties as embassy assistance. The role of NORDEM/NIHR is highly estimated in the research field, but without a clear public profile, the potential benefit from the programme decreases.

Apart from the confusion over roles, the secondees appear to have been well prepared for their task in East Timor in 1999. It is unlikely that electoral officers will be further required. The 1999 assignment was a one-off for NORDEM, although the context may be repeated in other post-conflict situations.

Contribution to Changes in the Democratic Situation

We have only met indications of the NORDEM secondees being well liked and respected on the ground in BiH thanks to their nationality, relative seniority and serious approach to the work. It is therefore fair to assume that they contribute positively to the promotion of democracy and human rights in BiH, even though verification is difficult to obtain.

At the decentralised level we met good specific results of the work of NORDEM secondees. It was mentioned by several people that their political experience had been helpful. But their work was necessarily limited by organisational and financial constraints. More country-specific training might help secondees comprehend new realities more quickly.

Promotion of the Use of Local Resources

In professional terms there is scope for increased replacement of international staff, also within NORDEM's areas of operation, in the recipient countries. This could be further pursued by NORDEM by upgrading staff in local government, academic and civil society structures. However, the limiting factor is often the politically sensitive nature of the tasks performed by NORDEM delegates, which creates a necessity for independence and impartiality.

To consolidate the ongoing reconciliation and development process, it seems necessary to promote a more intense use and strengthening of local capacities, to replace the international community in many areas. To support this upgrading of human resources, state and civil society structures are interested in NORDEM secondments. However, such support requires harmonious cohabitation between multilateral and bilateral engagements. This may be difficult to obtain in BiH, where the multilateral structures tend to supervise the bilateral ones.

Similarly, the role of Norwegian researchers in Ethiopia cannot be taken over in the near future by local researchers who do not have access to the resources and information needed for politically sensitive research.

Ethiopia Issues

The timeframes in Ethiopia for data collection, analysis and reporting are too confined for some of the researchers who have to rely on the goodwill of the research institutes where they are primarily employed. Both NORDEM's research neutrality and the diplomatic functions of the Norwegian Embassy would probably be strengthened if NORDEM personnel articulated more clearly their association with NORDEM rather than the Embassy.

NORDEM's contribution to the discussion on human rights and democratisation in Ethiopia among Ethiopians and expatriates could gain in importance if a more conscious dissemination strategy was developed for the Ethiopian research community and general public, including meetings with stakeholders, local and international NGOs, translation into Amharic and local languages spoken in the area, and seminars in the research community.

East Timor Issues

Apart from the confusion over roles, the secondees appear to have been well prepared, trained and chosen for their task in East Timor in 1999. In relation to future electoral secondments, similar problems are likely to be repeated in other post-conflict situations. One of the secondees suggested that counselling support should be offered automatically, and provided when required, following such difficult missions.

The people interviewed did not dispute the depth of SCU's problems, and they all agreed about the close connection between these problems and those encountered by NORDEM personnel.

But there were widely divergent differences of opinion as to the provenance of the core difficulty. Human rights interlocutors, for instance, argued that technical difficulties are inevitable in such work and should not be used to justify lack of substantive progress. Observations in two independent reports, from Amnesty International and the Fisk Report (commissioned by UNTAET), appear to support

this claim by identifying management difficulties as an integrated part of the unit's problems (echoed in a confidential letter of resignation of a former prosecutor, a copy of which was shown to the team).

Some of this criticism may reflect different cultural and operating norms between human rights and investigative processes. SCU personnel interviewed stressed that their work had to survive a courtroom examination and required heightened concern for due process and security.

From NORDEM's perspective the central issue was that the infrastructure for the information management system was not in place as anticipated. Whether the expectations were based on a valid understanding of local needs and environment, the absence of an MoU made it difficult for NORDEM, and its secondees, to fulfil their assignment. Finally, it appears that this technical dimension became intractably linked to the overall institutional, constitutional and managerial problems that emerged within SCU and which were largely outside NORDEM's influence.

9.9 Learning and Using New Skills from the Assignment

The secondees met in the field mainly state that their missions have been personally and professionally enriching. It has taught them to operate in complex and politically difficult environments, to take in huge amounts of information and to endure hierarchical and other time-consuming organisational demands found in international organisations. One seconded stated that he learned the virtue of patience and that it will be an asset when returning to Norway. Some have been reinforced in their wish to continue to work internationally and others look forward to use the knowledge they have gained for academic research in Norway. In general, the secondees see their NORDEM experience as relevant in relation to their future career possibilities.

10 Overall Conclusions

Our conclusions are structured according to the main focus areas of the evaluation.

10.1 Effectiveness and Impact related to Management, Communication, Training and Capacity Enhancement

Administratively, the present set-up has worked well between the NORDEM's constituent parties and in accordance with our understanding of its aims and objectives of NORDEM.

From an organisational point of view, NORDEM's independence of the MFA and the Foreign Service appears an adequate solution, politically and practically. But from a management point of view, it is a weakness that important questions remain to be resolved and that there is a lack of adequate mechanisms to do so and, indeed, to clarify NORDEM's mandate and the policy guidelines. A higher degree of formalisation of NORDEM's structures and procedures would promote a desirable clarity of goals, objectives and ease their fulfilment. It would also establish adjustment mechanisms and improve the possibilities of good communication between the concerned parties.

Because adequate procedures for sorting out the current flow of information and a consequent, effective management information system have yet to be developed, the basis for decision-making and reflection on ways and means is not as solid as it could be. Neither the MFA nor NORDEM has, at present, a precise overview over what has been accomplished to now, nor over the related costs.

The NORDEM training courses and pre-assignment briefings are considered to be good by almost all parties. The secondees are also mostly happy with their relations with NORDEM, with the exception of the monthly reporting issue.

External communication has been a low priority, probably because of an apparent confidence in the sufficiency of informal and oral communication, between international employers and, to some extent, the Norwegian supply side.

Not much has been done to encourage networking among members or to upgrade the Norwegian resource base. But there has been fertile interplay with other research milieus, even though it has not been as much as could have been expected. There has been no systematic follow up of the assignments after their completion, other than publication of reports, to ensure that benefits from the accumulation of international experiences are absorbed in Norwegian society.

This represents an area to work with, as spontaneous competence building further to NORDEM assignments has taken place, according to our survey. The picture is mixed, however, with frustration among returnees over lack of opportunities to put their newly won experiences to practical use, but the evidence for these views is limited to the survey and interviews conducted during this evaluation. Nevertheless, there is reason to believe that international work by about one thousand rather young people has had a positive effect on Norwegian public sector's overall "international preparedness".

10.2 Effectiveness and Efficiency in NORDEM's Response to Needs, Quality of Procedures and Candidates

NORDEM has realised its objectives in terms of the timely identification and recruitment of candidates, prepared them adequately for their assignments, end-of-assignment reporting and good debriefing procedures upon arrival back in Norway. Norwegian human resources are in high demand by international organisations and the common perception is that they have

worked well in relation to the tasks they have been given. Further, NORDEM is highly esteemed by sister organisations.

Apparently, there is an in-built bias in the NORDEM recruitment system towards younger people – in correspondence with most requirements set out by international organisations – whereas it has only succeeded to a limited extent in recruiting senior people, of which the MFA would wish a greater contingent. The initial idea of experienced people enriching their career at home with international engagements has partly been replaced by a younger average age among staff. Only little reflection seems to have taken place on the various uses to which the Resource Base and the Stand-by Force are put, and in relation to possible future needs and options.

As regards the balance of NORDEM's membership in terms of current staff and employers, a broad range of public agencies and NGOs all over Norway are represented. The costs of running NORDEM assignments could probably not be lower. Performance evaluation of secondees has only been systematised to a very limited extent.

Secondment and other types of staff provision are NORDEM's main activities. As the evaluation's field studies show, there is a wide variety of activities ranging from the research programme in Ethiopia to the rule-of-law package in East Timor. The success of the research programme underlines the potential promise of the combination of NORDEM's operational activities with study and research. The problems related to the rule of law package underline the difficulties that emerge when diverting into project management. Such a move does not appear sufficiently well considered, and, if a change in focus towards complex project management continues, this may divert concentration from NORDEM's core activities.

10.3 Relevance and Quality of Implementation through the Seconded Organisations in the Recipient Countries

We have met no cases of secondments to missions for which the purpose may be deemed inappropriate. But there were numerous cases where Norwegian seconded staff in varying degree, and sometimes quite seriously, have found it difficult to contribute to the objectives of the missions because of poor management in the seconded organisation. Still, the majority of the NORDEM delegates appear to have functioned well in relation to their tasks and the organisations in which they have been working, apart from a few exceptions. They have been a positive element in promoting democratisation and appreciated in the organisations to which they have been seconded. Yet the Norwegian contribution is too small to register a visible impact on the organisations.

In relation to NORDEM's impact on the aims and objectives of the seconded organisations, and in terms of strategies and job descriptions, it can be safely stated that it has been positive with regard to the secondees to OSCE and UN in BiH and East Timor, respectively. Our observations coincided with interviewee statements in the organisations included in this assessment.

There has been no independent consideration on the need for human resources or the performance of Norwegian staff, nor any corresponding changes in recruitment or training methods. With its internationally oriented research milieu, NIHR should be in a good position to spearhead collaboration with the MFA and with seconded organisations in this direction. Given Norway's high human rights and democracy stance, one might have expected that it might wish to form demands to a higher extent and influence the development of its personnel.

Considering NORDEM's task to mobilise the adequate forces in the Norwegian society, it will need to develop its product in a way that is in line with Norwegian foreign policy and benefits Norway as a whole. A framework should

therefore be put in place to enable a more reflected and conscious management and policy guidance of NORDEM and its ability to accumulate valuable experience.

Regarding NORDEM's work to enhance local potentials in relation to human rights and democracy, international staff should be replaced by local staff in situations in which conflicts appear to be protracted. This is happening in BiH. However, the process is subject to political constraints and as long as a situation remains sensitive, independence and impartiality of international staff are essential.

A more systematic enhancement of local capacity will presumably require specific initiatives, either bilaterally, through the assignment of NORDEM training delegates to national government or NGO partners, or

multilaterally through the support for the creation of more SAFDEM-type resource banks.

In addition, support initiatives in Norway to upgrade human resources in the recipient countries should be considered. This could involve an increased use of scholarships and study tours, exchange of staff and/or twinning arrangements between public sector agencies in Norway and the recipient countries or decentralised cooperation between local or regional authorities.

The 1992 comprehensive study on the resource base needs to be updated and include specific experiences in order to acquire a higher degree of realism concerning NORDEM's future direction. More targeted information about NORDEM in Norway would appear appropriate, granted more clarity first about the above directions.

11 Recommendations

The recommendations are listed by order of priority under the following three headings.

Concerning their possible implementation, we recommend an early creation of a steering committee. Even though the action combined with most of the recommendations could be placed rather easily between the actors within the present division of work in NORDEM, we see this action as a good opportunity to establish a co-ordinated approach, led by the new Committee.

11.1 Effectiveness and Impact related to Managerial, Communication, Training and Capacity Enhancement Issues

1. To ensure full and adequate utilisation of the relevant Norwegian resources, support for Norwegian foreign policy and adequate operational independence for NORDEM, a five-person Steering Committee for NORDEM should be created, composed of two MFA representatives, one from NIHR, one from NRC and a chairperson from outside the constituent parties. The other designated members of the committee should nominate the chairperson. In the event of equity of votes, the Minister of Foreign Affairs shall have the casting vote. The head of the NORDEM secretariat should be a permanent observer at the meetings of the committee. The Committee should normally meet every second month, and normally only deal with questions of a general nature.
2. The Committee should elaborate a short but clear mandate and policy guidelines for NORDEM. To support this activity, the NORDEM secretariat should ensure that adequate and up-to-date management information is available, including aggregate figures on the quantitative aspects of NORDEM's activities, synthesis of experiences of NORDEM delegates of their assignments and a system for benchmarking NORDEM's performance.
3. In relation to strategy, NORDEM should consider more specifically targeted initiatives to promote, bilaterally and multilaterally, the upgrading of human resources in relation to human rights and democracy in the recipient countries.
4. A policy should be elaborated regarding the length of assignments and sufficient diversity of recruited candidates.
5. Initiatives should be taken to promote the use of the freshly acquired experience of NORDEM returnees in Norwegian society, including networking among the members, and the dissemination of their added knowledge. Thought should be given to how NIHR could assist NORDEM by research and studies related to NORDEM's international activities.
6. The possibilities for additional upgrading of the Norwegian resource base by offering new courses for NORDEM members and for individual mentoring for potential members, should be explored.
7. Priority should be given to solve the present taxation problem for NORDEM secondees.
8. NORDEM should automatically offer counselling services for returning delegates.
9. The present system of monthly reporting by NORDEM secondees should stop. To ensure an effective channel for possible grievances and other communication with NORDEM headquarters, an electronic hotline should be established.
10. More and updated information about NORDEM should be readily available in

Norway, at the Norwegian embassies and abroad.

11.2 Effectiveness and Efficiency in NORDEM's Response to Needs, Quality of Procedures and Candidates

11. A study should be undertaken of current and possible future tendencies regarding needs for international personnel assistance within human rights and democracy building, including good governance, rule of law and conflict resolution. The consequent need of the Resource Bank and Stand-by Force should be considered in this relation.
12. Thought should be given to supplement the present focus for NORDEM activity, recruitment for secondments to international organisations, with other types of recruitment of Norwegian staff for international positions within human rights, democracy and similar areas.
13. Regarding future election supervision assignments, the recruitment, training and briefing of the secondees should be re-examined to ensure that they possess an adequate understanding of the nature of their task. Efforts should be made to avoid very short secondments.

14. NORDEM should consider the best practices of performance evaluation of secondees elsewhere in order to develop its own practice.

11.3 Relevance and Quality of the Implementation through the Seconded Organisations in the Recipient Countries

15. More direct communication between NORDEM and the seconded organisations and other employers of NORDEM staff should be established to enable feedback and increase pro-activity in relation to the sharing of experience and problem solution.
16. As a main rule, NORDEM should avoid complex operational management roles in specific projects. Instead, cooperation should be established with NORAD so that support can be obtained when needed.
17. Regarding a possible future role of NORDEM in relation to serious crimes investigations and prosecutions, a thorough needs assessment should be carried out in advance by an independent technical expert. The assessment should include the actual constraints and realities of the seconded organisation.

Annex I – Terms of Reference

Evaluation of NORDEM, the Norwegian Resource Bank for Democracy and Human Rights

1. Background

NORDEM, the Norwegian Resource Bank for Democracy and Human Rights, was established in 1993 to help promote the international process towards democracy and human rights.

NORDEM is made up of:

- a) A resource base of approximately 120 persons who are ready to render assistance and advice at short notice within 12 different professional areas, including election assistance, democratic organisations, news media, minority protection, constitutional reform, rule of law, good governance, and human rights education.
- b) A stand-by force, established January 1995, to ensure a higher degree of preparedness for personnel categories in frequent demand within the field of democracy and human rights. On 1–3 weeks' notice the stand-by force is ready to deploy trained personnel within the areas of
 - election assistance and observation
 - human rights monitoring,
 - investigation of human rights abuses, and
 - democratisation support projects.

The stand-by force is made up of approximately 250 persons.

On an annual basis, NORDEM carries out circa 40 different assignments (comprising 400–500 man months) in approximately 20 different countries. More or less half of the assignments have fallen within the areas of election observation and election assistance, and the other half within the areas of human rights actions and democracy building. Services of NORDEM have been in high demand from international actors. Most NORDEM missions

have in recent years been provided to OSCE (the Organisation for Security and Cooperation in Europe), but many secondments have been rendered to the United Nations and to OAS (the Organisation of American States).

NORDEM is financed by the Ministry of Foreign Affairs (approximately 18 million NOK for the period 1 January – 30 June 2000). The professional responsibility is vested in the Norwegian Institute of Human Rights, and the administrative and operational responsibility rests with the Norwegian Refugee Council.

In a white paper to the Norwegian Parliament (St. meld. nr. 21 (1999–2000)) regarding a plan of action for human rights, the Government has stated its intention to strengthen and expand NORDEM. The evaluation should provide guidance as to how this process may be carried out.

2. Purpose of the Evaluation

The main purpose of the evaluation is:

1. To provide information on the experience of NORDEM for the period 1993–2000 in providing personnel for assignments within the general areas of election observation and assistance, human rights actions and democracy building.
2. To find out whether NORDEM personnel have been used in accordance with priorities as described by the implementing organisations (seconded organisations), and to assess the overall relevance of missions performed in relation to democracy and human rights needs in national and local target groups.
3. To assess whether NORDEM has the capacity to deploy adequately trained personnel from its stand-by force for international assignments within time limits desired by main international actors as

OSCE and the United Nations, and to consider whether its resource bank of experts has the competence and experience desired by such actors.

4. To assess whether services provided by NORDEM personnel have been cost-efficient as compared to services rendered by similar organisations and institutions in other Western nations, and whether Norway has, through the NORDEM system, adequately exploited possible Norwegian comparative advantages in the areas of democracy building and human rights. In this connection, it should be assessed whether some of the services could have been provided at lower costs and with adequate quality from local sources.
5. To assess whether information and experiences obtained through NORDEM activities have contributed to competence building of professional actors in Norway.
6. To provide recommendations for the future strengthening and development of NORDEM, including ways of making the implementation of NORDEM assignments more professional, efficient and institutionalised.

3. Scope and Method

The evaluation should cover the overall assistance provided by NORDEM for the period 1993–2000.

As general **background material** the evaluation team should study relevant material in the Ministry of Foreign Affairs, the Institute of Human Rights, and the Refugee Council, such as correspondence, agreements, presentation pamphlets, annual and other reports; and the team should interview key people in the Ministry, the Institute and the Council, including persons in the secretariats and on the boards of the latter two institutions. The team should, if at all possible, contact persons that were instrumental in establishing NORDEM.

In addition the evaluation should include **in-depth studies** of selected assignments in the form of field visits to three geographical areas/countries where NORDEM has provided considerable assistance: Bosnia-Herzegovina, Ethiopia, and East Timor (Indonesia). These visits should include interviews with target groups, with NORDEM personnel and with representatives of seconded organisations. They should cover assignments within key areas of NORDEM activities, including election assistance and observation, development of democratic institutions, human rights monitoring and investigation of human rights abuses.

The evaluation should include an assessment of the **administration** of NORDEM support, inter alia the handling of the grants at the Ministry's level, the Ministry's collaboration with the Institute of Human Rights and the Refugee Council, the functioning of the relevant parts of the secretariats of the latter two institutions, and the training and deployment of NORDEM personnel. How was the financial management of the NORDEM programme? How did the seconded organisations and institutions get to know about NORDEM, and how does the NORDEM system ensure that it reaches relevant international actors? Should one consider additional information channels in order to reach other potential recipient organisations of NORDEM personnel? How is the processing of requests for NORDEM services in the Ministry, the Institute and the Council?

Quantitative elements related to the different assignments during the years 1995–2000 should be stated in the evaluation: The number of assignments that have been undertaken by the NORDEM resource bank of experts and the NORDEM standby force respectively during this period, classified by country, continent and type. The types of assignments should be characterised by the following labels:

- election assistance
- election observation
- human rights monitoring, including minority protection and equal rights (gender)
- investigation of human rights abuses

- constitutional reform, including constitutional and legal guarantees
- development of independent judiciaries
- democracy building on a national level, including good governance, political pluralism and news media
- development of local administration
- human rights education
- conflict resolution
- other categories as deemed appropriate by the evaluation team

Much of the above information is already available in the secretariat of the Norwegian Institute of Human Rights.

The **qualitative impact** of each assignment or type of assignments selected for in-depth studies in defined areas/countries should be assessed against those of the criteria mentioned below that are seen as relevant in each case:

- The aims and objectives for each assignment (or type of assignments) as described by the implementing organisation (seconded organisation), should be used as a baseline against which the effects may be measured.
- The extent to which the contact with NORDEM personnel and the implementation of the supported project influenced democratic practices and attitudes within the recipient organisation.
- The extent to which the NORDEM assignment was appropriate to achieve a change in the democratic situation or the human rights situation at the national or local level.
- The extent to which the assignment contributed to networking and cooperation between different organisations for democratic development or between different human rights organisations in the recipient country and led to further activities in this field?

The evaluation shall identify general lessons that can be used for future policy development, in particular as regards recruiting, training and

deployment of NORDEM personnel in the general areas of democracy and human rights.

4. Evaluation Team

The evaluation should be undertaken by a team of 3–4 people with legal, social science, public administration and/or human rights competence. Among them the team should possess particular competence and knowledge on Bosnia-Herzegovina, Ethiopia and Indonesia. Local expertise could be involved in case studies. Language requirements are English, Norwegian and as many of the relevant local languages as possible for the field visits.

5. Reporting of findings

The evaluation should result in a final report not exceeding 50 pages, including an executive summary of maximum four pages. The evaluation team will write a maximum two-page summary of major findings and recommendations, for publication in the Ministry of Foreign Affairs' Evaluation Summary series. The technical quality of the final report and the two-page summary will be such that they can be printed without any further rewriting or editing.

Throughout the evaluation, the team must make efforts so that the evaluation becomes a learning experience for persons, institutions and organisations in Norway involved as stakeholders in the NORDEM system. During the preparation of the report, the team should present its main conclusions and recommendations to the major stakeholders. Having completed the report, the team will present its main conclusions and recommendations in an internal seminar arranged by the Ministry of Foreign Affairs.

6. Timing

The evaluation should start in early September 2001. The final report should be submitted by December 20.

Annex II – List of Institutions and Persons Consulted

Norway

- Mr Thorvald Stoltenberg, former Minister of Foreign Affairs and UN envoy to BiH
- Mr Egeland, Jan, Special Envoy of the UN Secretary General to Colombia

Ministry of Foreign Affairs

Bilateral Dept.

- Ms Jorunn Mæhlum, Director,
- Mr Jens-Petter Kjemprud, adviser, the Africa Section
- Ms Gunn J Roseth, Higher Executive Officer, the Asia Section

Department for European Policy:

- Mr Jan Braathu, Deputy Director General
- Mr Øystein Bø, Assistant Director General
- Mr Jo Sletbak, Adviser
- Ms Laila Kind Rønholm, Higher Executive Officer

Dept. for Human Rights, Humanitarian Assistance and Democracy:

- Mr Lars Sigurd Valvatne, Principal Officer
- Mr Hans Fredrik Lehne, Special Adviser
- Mr Thor Gislesen, Special Adviser, former Ambassador to BiH
- Ms Siri Skåre, adviser, former NORDEM secondee
- Ms Stubberud, Higher Executive Officer

Personnel Dept.

- Ms Cecilie Landsverk, Deputy Director General
- Ms Wenche Myhre, Executive Officer

Evaluation Section

- Mr Jan Dybfest, Deputy Director General, Head of Section
- Mr Sigurd Endresen, Senior Adviser

NORAD

- Mr Sven A. Holmsen, Senior Adviser, former ambassador to Ethiopia

The Norwegian Institute of Human Rights

- Ms Trond Bakkevig, former Chairman of the Board
- Ms Lucy Smidt, Chairman of the Board
- Mr Nils Butenschøn, Director
- Ms Kristin Høgdahl, Project Director, NORDEM
- Ms Bergljot Hovland, Project Coordinator, NORDEM
- Ms Gry Kval, Project Coordinator, NORDEM

Norwegian Refugee Council

- Mr Arne Pran, Board member
- Ms Nina Juell, Advisor, NORDEM/NORSTAFF
- Ms Aase Vardøen, Administrator, NORDEM
- Ms Marit Mæhlum, Advisor

NORDEM members, former secondees, at Focus

Group Meeting

- Ms Ingvild Burkey, Political Scientist, Writer
- Mr Iver Huitfeldt, Judge
- Ms Ragnhild Krüger, Pedagogue, full time NORDEM delegate
- Mr Paul Nifah, computer specialist
- Mr Kjetil Tronvoll, researcher

Representatives of Similar Organisations in Other Countries

- Mr Frederik Frisell, Coordinator, SWEDEHUM, Sweden
- Mr Paul Edwards-Larose, Director, CANADEM, Canada
- Ms Marie Louise Wandel, Head of Section, IHB, MFA, Denmark
- Ms Randi Bjerre, Head of Delegates' Section, Danish Red Cross

Bosnia-Herzegovina

Local Counterparts & Beneficiaries

- Mr Dragomir Ljubojevic, Mayor of Bijeljina Municipality

- Mr Aras Boric, Head, Political Resource Centre, Sarajevo
- Ms Zorica Plakalovic, Political Scientist, *ibid.*
- Ms Dijana Tanic, youth politician from Serbian Party
- Mr Zenan Sabanac, youth politician from Bosniak Party

BiH Civil Society

- Mr Srdan Dizdarevic, President of Helsinki Committee for Human Rights in BiH

BiH Government

- Ms Kadrija Sabic Haracic, Deputy Minister for Human Rights and Refugees
- Mr Slobodan Nagradic, Assistant to the Minister for Human Rights and Refugees

NORDEM Secondees

- Ms Mona Dia, Senior Democratisation Officer Sarajevo Regional Office, OSCE
- Ms Jorunn Hageler, Democratisation Officer Field Office Bijeljina, OSCE
- Mr Sverre Johan Kvale, Head of Democratisation Department, OSCE
- Ms Siw Skjold Lexau, Democratisation Officer Sarajevo Field Office, OSCE

Norwegian Embassy, Sarajevo

- Mr Henrik Ofstad, Ambassador
- Mr Frode Overland Andersen, First Secretary

Other Embassies

- Mr Sam Hanson, Ambassador to Canada
- Mr Emil Baran, Counsellor/Head of Technical Cooperation, Embassy of Canada
- Mr Johs Dahl-Hansen, Ambassador to Denmark
- Ms Katrine Joensen, Programme Coordinator, Embassy of Denmark

The OSCE

- Mr Charles Briefel, Deputy Director for Human Rights Department, OSCE
- Mr John Ging, Chief of Staff & Planning, OSCE
- Ms Kim L. Taylor, Chief of Personnel, OSCE

The OHR

- Mr Christopher Harland, Head of Department for Human Rights and Rule of Law, OHR
- Mr Arthur Louis Molina, Director of Personnel, OHR

The UN

- Ms Madeleine Rees, Head of UN High Commissioner for Human Rights Office in BiH
- Mr Henrik Kolstrup, Resident Representative, UNDP (telephone conversation)

Ethiopia

Local Counterparts & Beneficiaries

- Mr Ato Assefa Birru, Head of the Board, National Election Board of Ethiopia
- Mr Ato Aklilu Mekuria, Public Relations Officer, National Election Board of Ethiopia

Civil Society

- Dr Mekonen Bishaw, Secretary General, Ethiopian Human Right Council
- Prof. Andargachew Tesfa, Vice President, Ethiopian Human Rights Council
- Mr Tsigu Wolde Senbet, Vice Chairperson, AA Women's Democratic Association.
- Dr Assefa Medhane, Researcher, AAU-PSIR Department
- Dr Alula Pankhurst, Associate Professor, AAU-Sociology Department
- Mr Dessalegne Rahmato, Manager, Forum for Social Studies
- Mr Ato Samson Getahun, Law Consultant, Inter African Group
- Mr Ato Sahilemariam Yirga, Director, Enweyay
- Ms Meaza Ashenafi, Chairperson, Ethiopian Women Lawyers Association
- Mr Arne Severaas, Country Director, Norwegian Church Aid

Opposition Parties

- Dr Beyene Petros, Coalition Leader, Southern Eth. Peoples Demo. Coali., Member of Parliament

- Mr Ato Almaz Seyfu, Head, Political Affairs, Oromo National Congress
- Mr Ato Gezahegn Hailu, Head, Organization Aff., Oromo National Congress
- Mr Ato Tadesse Gezaw, Secretary, Oromo National Congress
- Mr Ato Hailu Shawel, President, All Amhara Peoples Organization

NORDEM Secondees

- Mr Mike Fotheringham, Former NORDEM delegate, Assigned to National Electoral Board of Ethiopia
- Dr Abebe Hailu, Law Consultant, NORDEM-seconded personnel
- Dr Oyvind Aadland, Senior Researcher, Ph.D, NIHR, former NORDEM delegate

Norwegian Embassy, Addis Ababa

- Mr Oscar S. Oscarsson, Ambassador
- Mr Gunnar A. Holm, Embassy Secretary

Other Embassies and international agencies

- Mr Walter Stechel, First Secretary, German Embassy
- Mr Warner ten Kate, Second Secretary, The Netherlands Embassy
- Mr Luis Angel R. Gomez, Deputy Head of Mission, Spanish Embassy
- Mr Akefete Ephriem, Public Relations & Promotion Office, British Council
- Mr Wolfram Vetter, Political Advisor, European Union
- Mr James Polhemus, Democratisation & Governance Advisor, US Embassy-USAID

Telephone interviews with former NORDEM delegates to Ethiopia:

- Mr Kjetil Tronvoll, Research Director, Norwegian Institute of Human Rights, Oslo
- Mr Sigfried Pausewang, Senior Researcher, Christian Michelsen Institute, Bergen

East Timor

UNTAET

- Ms Kerry Brogan, Human Rights Unit, UNTAET
- Mr Patrick Burgess, Director Human Rights Unit, UNTAET
- Mr Peter Deck, Assistant to Denis McNamara, Deputy SRSG
- Mr Niels Olaf Gjone, Investigator, Serious Crimes Unit, UNTAET

East Timor NGOs

- Mr Antero Da Silva, Director, NGO Forum
- Mr Joaquim Fonseca, Head, Department of Policy Advocacy, Yasan Hak

Norwegian Embassy, Jakarta

- Mr Sjur Helge Torgersen, Ambassador
- Ms Anne Lilleøren, First Secretary .

Other International Governmental Organisations

- Mr Getu Reta, Chief of Party, East Timor Transition Project, USAID.
- Mr John Keating, European Commission Representative Office, Dili.

Former NORDEM Secondees

- Ms Beate Bull, UNDP, East Timor
- Mr Oyvind Olsen, former Chief of Investigations, Serious Crimes Unit, UNTAET.

Other interlocutors consulted for case study (telephone/email).

- Ms Sidney Jones, former director of Human Rights Unit, UNTAET.
- Mr Kai Grieg, former NORDEM secondee, UNAMET.
- Mr Halvar Tomta, former NORDEM secondee, UNTAET.

Annex III – References

The most important documentation for the evaluation consists in:

- Several hundred selected documents from NORDEM-related archives at the MFA, covering the background of the assignments and correspondence related to them
- The NORDEM database and the NORDEM-related parts of the MFA PROVIN database, which, however, is out of use, and could be only identified for the past in the Human Rights Section of the MFA.
- The Annual Reports covering Norwegian Development and Human Rights Cooperation as those of NIHR, NRC and NORDEM.
- NORDEM-related publications by NIHR, in particular those related to the field study countries

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- Ministry of Foreign Affairs, Oslo** *En kartlegging av erfaringer med Norsk bistand gjennom frivillige organisasjoner 1987–1999. Evalueringsrapport 4/2000, MFA*
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