



NORDEM

Annual Report 2011

- Providing civilian capacity in human rights and democratisation

Contents

1. About NORDEM.....	2
2. Recruitment and assignments	3
2.1 Recruitment	3
2.2. Long term assignments.....	4
2.3. Activities related to elections and election observation.....	6
2.4 Preparation and follow up of secondees.....	7
2.5 Terms of engagement	8
2.6 Gender and aspects relating to Sec. res. 1325	8
3. Training	9
3.1 Basic training course	9
3.2 Election observation training	9
3.3 Rule of law roster, Ministry of Justice	10
3.4 Seminar for Norwegian parliamentarians	10
3.5 External trainings	11
4. Research	11
5. Strategic activities.....	11
5.1 The UN's Review of Civilian Capacities.....	11
5.2 JMTs.....	12
5.3 Review of Norwegian roster mechanisms.....	13
6. Cooperation and partnerships	13
6.1 UN.....	13
6.2 OSCE.....	14
6.3 EU.....	14
6.4 The Carter Center	15
6.5 Meetings and seminars	15
7. Organisation.....	16

1. About NORDEM

NORDEM, the Norwegian Resource Bank for Democracy and Human Rights, was established in 1993 at the initiative of the Norwegian Ministry of Foreign Affairs (MFA) with the purpose of promoting human rights and democratisation, primarily by providing personnel to international organisations. NORDEM's mandate includes human rights monitoring, rule of law, institution building, elections, good governance and other related fields.

NORDEM is organised as a programme at the Norwegian Centre for Human Rights (NCHR) at the University of Oslo. The secretariat of NORDEM manages a roster of approximately 300 qualified individuals. Personnel from this roster were sent on assignments to eight different receiving organisations in 2011 on 80 individual assignments.

Both the management of NORDEM and the secondments of personnel are financed by the Norwegian Ministry of Foreign Affairs.

More than 2000 individuals have been sent on assignments through NORDEM since 1993 and contributed to the establishment of democratic institutions and the implementation of human rights. Personnel seconded through NORDEM have for example headed the OSCE's democratisation department in Bosnia and Herzegovina for several years and assisted in the creation of the ombudsman institution, participated in the establishment of the serious crimes unit in East Timor, managed the restitution of property rights in Kosovo, headed OSCE missions in Central Asia and coordinated the strengthening of state actors in the Eastern Democratic Republic of Congo. NORDEM has also provided election observers to international observation missions in countries all over the world.

2. Recruitment and assignments

2.1 Recruitment

One of the key activities of the NORDEM secretariat is to identify suitable candidates for assignments. Candidates are identified based on the requirements in the vacancies provided by the requesting organisations. NORDEM nominates selected candidates to the receiving organisations, which then approve their preferred candidates.

Most secondees are selected among the pre-screened and trained candidates in the roster. Almost 200 applicants were screened in the yearly recruitment process to the roster in 2011, out of which 44 were admitted to the roster after interviews, language tests and reference checks. In order to be considered for election assignments applicants had to document relevant higher education, excellent language skills, availability and at least three years of relevant work experience, including experience with analysis and report writing. The requirements for applicants interested in long term assignments were tailored to typical positions that NORDEM is likely to recruit to in 2012. They included at least three years of work experience related to international legal standards and instruments, institution building, legal analysis, project management/implementation or political analysis.

Personnel on the NORDEM roster are offered relevant trainings and assignments. There is no guarantee of assignments and no stand by remuneration. Roster members are obliged to keep NORDEM informed of changes in their contact details and availability and renew their membership on a yearly basis through the signing of a letter of intent. This document must also be signed by their employers, who affirm that they will grant leave for assignments if possible. Contact and CV information is stored in a database that was developed in the course of 2011, which functions as an archive of roster members as well as a recruitment tool.

Due to an increasing specialisation in the positions NORDEM second to, there is more often than before a need to recruit specifically to certain positions because the competence is not found in the roster. In such cases, NORDEM uses national and international networks to identify suitable candidates. Most seconded positions are in practice restricted to Norwegian citizens, but for positions open to other nationalities NORDEM has also recruited citizens from other states, including from the global South.

2.2. Long term assignments

31 individuals were seconded to 28 long term positions in 2011. Most of these were on assignments that last for more than a year. The secondees were stationed in the Balkans, Central Asia, Vienna, the Hague, Geneva, Brussels, the Democratic Republic of Congo and South Sudan. Long term assignments amounted to 39 % of the overall assignments through NORDEM, an increase compared to previous years.

Rule of law

Seven individuals were deployed to positions within the field of rule of law. Two judges and one legal officer in EULEX were tasked with mentoring and advising the judicial authorities in Kosovo. A senior judicial officer in OSCE was responsible for a project aimed at improving the civilian process in Albanian courts. Two legal officers in KPA were in charge of handling property restitution cases in Kosovo. A witness protection expert in MONUSCO's Joint Human Rights Office was responsible for a project offering protection to victims and witnesses in five high profile court cases in the Democratic Republic of Congo.

Political analysis/advice

Five secondees had tasks related to political analysis, monitoring and advising. One political advisor in the International Civilian Office monitored and provided advice with regards to political processes and government institutions in Kosovo. Two long term

observers monitored and reported on election processes and democratic participation in South Sudan. One program officer in the OSCE Conflict Prevention Centre in Vienna was the responsible desk officer for Central Asia. One analyst at the same centre provided analytical support to the chairmanship related to crisis and conflict management and was responsible for strengthening the OSCE's early warning capacity.

Human rights

Six individuals were deployed to positions within the field of human rights. Five civilian observers were seconded to three positions (two replacements during 2011) in MONUSCO's Joint Monitoring Teams, in charge of monitoring the human rights situation and advising local state officials in the Eastern Democratic Republic of Congo. One consultant was sent to the the OHCHR's Human Rights Defenders mandate in Geneva in order to analyse and respond to information about the situation of human rights defenders and contribute to their protection. A junior programme officer in the OSCE provided legal support to staff in the secretariat and to the Democratization Unit within the Office for Democratic Institutions and Human Rights.

Capacity/institution building

Five secondees mainly worked on projects or programmes aimed at strengthening and supporting national institutions. Two field coordinators in MONUSCO's Stabilisation Support Unit were in charge of coordinating the implementation of a national stabilisation plan in Goma and Bunia respectively, both in the Democratic Republic of Congo, in cooperation with national authorities and international actors. One coordinator in MONUSCO's Sexual Violence Unit supported the national authorities in Bukavu in the Democratic Republic of Congo in the implementation of a national action plan against sexual violence. A policy officer in the Joint Donor Team in South Sudan managed projects supporting the government's work in the field of education. A programme manager in the EU Commission's Directorate General for Enlargement was

responsible for a programme supporting national authorities in the Western Balkans in resolving the housing situation of refugees and internally displaced persons in the region.

Strategic management/support

Six individuals held senior management positions or provided support to such functions. NORDEM seconded the head of the OSCE's mission in Tajikistan as well as the mission's head of the Political/Military Department. A senior executive officer to the head of the OSCE's mission in Bosnia and Herzegovina functioned as advisor and chief of cabinet. NORDEM also seconded two individuals to the position of advisor (one replacement during 2011) and the secretary of the OSCE's High Commissioner on National Minorities in the Hague. The project co-ordinator in the OSCE's Office in Turkmenistan had the overall responsibility for the oversight of the projects of the office.

2.3. Activities related to elections and election observation

61 % of NORDEM's assignments in 2011 were related to elections. 31 short term and 18 long term observers were sent to 17 election observation missions. 22 observers were sent to the operations of the OSCE's Office of Democratic Institutions and Human Rights in Kazakhstan, Albania, Macedonia, Kyrgyzstan and Russia. The EU received 19 Norwegian observers to its missions to Sudan, Chad, Uganda, Nigeria, Zambia, Peru, Nicaragua, Tunisia and DRC. Eight observers were sent to the missions of the Carter Center in Liberia and Egypt. One observer was seconded to the Organisation of American States' operation in Haiti in relation to the second round of the elections.

NORDEM's close to 20 years of experience with international election observation has also increasingly become a resource in relation to election related activities in Norway. At the request of the MFA, NORDEM developed a study programme and hosted two delegations of elections administrators and parliamentarians from Iraq (one visit in April and the other in September), and one each from Turkmenistan, Somaliland and Puntland (all in September). The visit provided the delegates with an introduction to the

Norwegian election system and election administration as well as the opportunity to study the preparations to and administration of the local elections in Norway. The programme included meetings with leading academics in the field, Norwegian politicians and parliamentarians, the public broadcaster, the media regulatory agency, the Press Complaint Committee, election administrators at different levels and representatives of the MFA. The delegations observed the voting, counting and tabulation in different boroughs in Oslo on election day.

2.4 Preparation and follow up of secondees

Briefings are organised shortly before departure of all personnel seconded by NORDEM, whether they go on a weeks' or a year's assignment. The briefing contains an introduction to the mandate and receiving organisation as well as a presentation of the political situation in the country of assignment held by an external country expert from a research institute or other relevant institutions. Administrative and security aspects of the assignment, methodology and reporting are also covered.

NORDEM maintains contact with secondees and representatives of the receiving organisations during their assignments in order to ensure that they obtain the required support and guidance, to monitor their performance and to acquire more knowledge about the work and operations of the receiving organisations. Field visits to personnel on long term assignments are regularly carried out. In 2011, NORDEM visited secondees in DRC, South Sudan, Kosovo, Tajikistan, Brussels and Vienna. Long term secondees write regular reports to NORDEM, which are shared with the MFA. Secondees are evaluated by their supervisors in the field at the renewal or expiry of contracts in order to ensure the quality of the work carried out and contribute to lessons learned.

All secondees report to NORDEM in writing upon completion of their assignment. The reports include recommendations on the work of the receiving organisations and of NORDEM and are included in the final reporting on each assignment to the MFA. Reports are no longer routinely published, but are shared with external actors upon

request. Debriefings are organised after all assignments. MFA representatives are invited to the debriefings and often participate, which completes the information provided by the reports.

2.5 Terms of engagement

Seconded personnel receive a salary and risk and hardship allowances if applicable. Those who are not paid a per diem or similar from the receiving organisation receive an overseas allowance and their accommodation expenses are covered. All personnel are insured under a comprehensive insurance scheme and those who are members of the Norwegian welfare system acquire pension entitlements in the State Pension Fund. New terms of engagement were introduced in 2008 applying to accompanying family members. So far, one female and four male secondees have benefited from this arrangement. Personnel on assignment sign the NORDEM Code of Conduct.

In 2011 NORDEM initiated a review of how Norwegian labour law and the receiving organisations' legal frameworks relate to the secondment of personnel. A law firm was engaged to carry out the review, which was completed by July 2012.

2.6 Gender and aspects relating to Sec. res. 1325

In line with the action plan of the Norwegian MFA on the implementation of the Security Council Resolution 1325 on Women, Peace and Security, NORDEM aims at seconding the same number of women and men, at recruiting women to positions traditionally dominated by men and at building a gender perspective in to training and other key activities. NORDEM has for many years seconded roughly the same number of men and women, but men have tended to be overrepresented among personnel in long term positions. Recently this tendency has been reversed. In 2011 55% of all the secondees were women, and 61 % of the personnel on long term assignments were women. This trend is caused primarily by the assignments in MONUSCO, where it has been easier to recruit women than men with the required skills, for example proficiency in French.

Gender aspects are both integrated in trainings offered by NORDEM and covered in specific sessions.

3. Training

3.1 Basic training course

NORDEM's five days' Basic Training Course in Democratisation and Human Rights Related Field Work was held in September 2011 with 22 participants from the NORDEM roster. Three external participants attended the course; one local staff member from an OSCE mission, one member of the Folke Bernadotte Academy's roster and one member of the AFDEM roster. The course is offered to all newly recruited members of NORDEM and aims at preparing them for assignments.

The course covers human rights law, human rights monitoring, international humanitarian law, democratisation processes, gender aspects of peace operations and security in the field. The participants were also introduced to different international organisations and actors that they may be seconded to or cooperate with in the field, such as the OSCE and the UN. Some of the organisations were presented by staff from head quarters. Current and former secondees gave presentations on their work as examples of NORDEM assignments. The course is highly interactive and employs discussions, group work and role play in order to engage the participants and promote learning and development of relevant skills. The trainers and lecturers were international and national experts within their respective fields.

3.2 Election observation training

The election observation training course was held in November 2011 for 25 participants, 24 members of the NORDEM roster and the head of the elections team in the Norwegian Ministry for Local Governance and Regional Development. The latter also gave a

presentation on the experience of Norwegian authorities in relation to the OSCE's observation of the national elections in Norway in 2009. The course is mandatory for all election observers seconded by NORDEM who do not have previous election training. The course covered election observation methodology, election standards and processes, election systems, the structure of an election observation mission and the role of a short term observer. The course uses an interactive methodology and the participants were involved through discussions, group work and role play. The trainers were two highly experienced election observers who regularly provide trainings for various international and national organisations involved in election observation.

3.3 Rule of law roster, Ministry of Justice

As in previous years, NORDEM contributed to the training organised by the Ministry of Justice for the members of its rule of law roster. NORDEM provided advice and assistance with regards to contents, lecturers and course literature. The course was held in March 2011 for 28 participants; judges, prosecutors, corrections officers and a barrister. The course covered international human rights, human rights in criminal cases, international corrections work, international project work and health and security in the field.

3.4 Seminar for Norwegian parliamentarians

At the initiative of the international secretariat of the Norwegian Parliament NORDEM held a one day election observation training for 10 Norwegian parliamentarians who participate in the missions of the OSCE's Parliamentary Assembly. Six staff members from the international secretariat of the Parliament and the secretariat of the Nordic Council were also among the participants. The course was held in February 2011 and covered election observation methodology, international standards, the structure of an election observation mission and the role of a short term observer. Staff from the NORDEM secretariat and the Norwegian Centre for Human Rights were also involved in the seminar as trainers.

3.5 External trainings

Two members of the roster were sent as sponsored participants to a one week security training, HEAT, arranged by the Norwegian Refugee Council.

4. Research

NORDEM and the Norwegian Centre for Human Rights received funding from the Norwegian Ministry of Foreign Affairs to carry out the research project “Majoritarian democracy, quotas and minorities” studying electoral quotas for minorities in political systems in post conflict countries. The project was completed in the spring of 2011 and the study published as a NORDEM Report in September with the title “Electoral Quotas and the Challenges of Democratic Transition in Conflict-Ridden Societies.” Nils Butenschøn and Kåre Vollan are the main authors of the study, which has also been researched by Bjørn Erik Rasch og Tonje Merete Viken. The findings of the research were presented in the Ministry of Foreign Affairs. The first edition has been distributed and the second edition printed.

The aim of the study has been to scrutinise the conditions for successful democratisation in societies that have experienced civil war or other strong internal conflicts. It looks at the use and effect of quotas that aim at ensuring that minorities are represented in the political system. The research provides a broad overview over all the relevant political systems in the world where this type of quotas are employed and includes in depth studies of three countries that the authors know particularly well; Lebanon, Bosnia and Herzegovina and Nepal. In these three cases the report also provides recommendations for changes in the respective election systems.

5. Strategic activities

5.1 The UN’s Review of Civilian Capacities

Norway has been involved in the UN's review of civilian capacities, aimed at improving the access to qualified civilian personnel for UN missions and agencies. The review resulted in a report entitled "Civilian Capacity in the Aftermath of Conflict" which included a set of recommendations. Of particular relevance to NORDEM's work was the proposal to provide for more effective partnership through a "civilian partnership cell" and that the UN should use more extensively the existing mechanisms that can deploy personnel as experts on mission on a temporary basis. NORDEM participated in several meetings regarding the review and the resulting recommendations, including in a panel during a conference on the follow up of the recommendations in New York in June. In the autumn of 2011 the MFA included NORDEM in the preparatory work on the first of three planned regional consultations on strengthening partnerships on civilian capacities, co-hosted by Indonesia and Norway in Bali in March 2012.

5.2 JMTs

As one of two seconding agencies, NORDEM has sent civilian observers to MONUSCO's Joint Monitoring Teams (JMTs) in the Eastern DRC since the project's inception in 2009. Teams consisting of two UNPOL police officers and two civilian observers have been deployed in prioritised areas in order to support the stabilisation and restoration of state authority in the region through monitoring and mentoring of state officials and in order to monitor the human rights situation. The project had a difficult start but gradually the teams became a very valued asset due to their knowledge of their areas of responsibility and good relations with the local population, authorities and other actors. The teams have provided useful information and analysis to many different sections of MONUSCO from areas where the international presence is very limited.

The Swedish government, who initiated the project, ended its support in August 2011. As the only remaining donor, Norway continued to second three civilian observers through 2011. Both donor countries were aiming at the UN taking the full responsibility for the project, but MONUSCO was unable to respond in time to keep the teams fully functional

after the decrease in external funding. The UN has, however, expressed the clear intention to ensure the continued existence of the teams and taken the initiative to finding a solution. Both the Norwegian mission to the UN, the Norwegian MFA and NORDEM have worked intensively to ensure the continuity of the project. NORDEM has also, in close cooperation with the civilian observers provided lessons learnt and recommendations on the future organisation of the teams.

5.3 Review of Norwegian roster mechanisms

Early in 2011 UD created a working group mandated to create a strategy for Norwegian civilian crisis management. NORDEM and other roster mechanisms in Norway have contributed actively in this work by participating in discussions and providing inputs to the strategy. The strategy will be completed in 2012.

6. Cooperation and partnerships

NORDEM seconded personnel to eight different receiving organisations in 2011; the OSCE, the EU, the UN, the Carter Center, the OAS, the International Civilian Office in Kosovo, the Kosovo Property Agency and the Joint Donor Team in South Sudan. In many cases, this cooperation involves signing a memorandum of agreement/understanding that ensures that secondees receive the supervision and administrative support required to perform their assigned tasks, that they receive an ID and are included in the organisation's security arrangements.

6.1 UN

Due to the broad limitations on the use of gratis personnel in the UN, secondments to the UN remain rather an exception. NORDEM has since 2009 provided a human rights expert to the OHCHR's Human Rights Defenders mandate in a very fruitful cooperation. In 2011 this person had the status of consultant. The UN mission in DR Congo, MONUSCO, has proven to be quite open to seconded personnel and has highly

NORDEM Annual Report 2011

appreciated these contributions. However, it has been necessary to negotiate and sign individual memorandums of agreement for each secondment. Two such new agreements were signed in 2011. NORDEM seconded a total of nine persons to seven positions in MONUSCO in 2011.

As one of several rosters, NORDEM cooperated with DPKO's Rule of Law Unit by distributing relevant vacancy notices to roster members and networks. NORDEM has also contributed to the development of the JMTs in MONUSCO and to the follow up of the UN's civilian capacities review (see above).

6.2 OSCE

OSCE has long been one of the main receiving organisations of NORDEM personnel, both election observers and personnel in long term positions. 22 of the 49 election observers sent by NORDEM in 2011 joined an OSCE mission and 11 of the 31 long term secondees were received by the OSCE. NORDEM has a good knowledge of and excellent relations with many parts of the OSCE due to this long standing engagement. NORDEM participated in the OSCE's yearly meeting on Training and Recruitment in Vienna in March and the Human Dimension Implementation Meeting in Warsaw in November. NORDEM also participated in the yearly meeting in the political and military dimension in July in Vienna.

6.3 EU

NORDEM seconds both election observers and long term personnel to the EU. NORDEM's election observers have since 2010 been fully integrated in the EU's election observation missions on equal terms as the observers from EU members states. Before this NORDEM covered operational costs for the Norwegian observers in the field, which involved negotiating a memorandum of agreement and a budget with the EU's service provider for each mission. The EU took the initiative to change this mode of cooperation in order to facilitate the process for all parties involved. This has made the preparations

NORDEM Annual Report 2011

for EU missions considerably less time consuming. NORDEM participates in the EU's Focal Points meetings, which usually take place twice a year. These meetings gather all the focal points for election observation of the member states and contributing states (Canada, Switzerland and Norway) in order to exchange information, assess past missions and discuss improvements. In 2011 NORDEM participated in one such meeting in Berlin and one in Brussels.

EULEX in Kosovo is the main recipient of NORDEM long term secondees to the EU. Two judges and one legal officer were seconded in 2011, and one additional legal officer was recruited. The cooperation with the EU about these positions has mainly been channelled through the Norwegian Mission to the EU. This has proven to be an effective way to address issues regarding these secondments. With the assistance of the Westren Balkans section of the MFA, NORDEM signed a new memorandum of agreement with the EU Commission on the secondment of an expert to the Directorate General for Enlargement.

6.4 The Carter Center

The Carter Center has gradually become a more important partner after the initial cooperation in South Sudan involving long term election observers monitoring the political and electoral process over more than a year leading up to the referendum in 2011. Regular election observers were sent to the elections in Liberia and in Egypt in 2011. Currently memorandums of agreement and budgets are negotiated for each mission.

6.5 Meetings and seminars

Apart from the ones already mentioned, NORDEM was represented in several meetings and seminars in 2011 with national and international partners. NORDEM held a presentation at the election observation course of the University of Bergen, as well as in a training for election administrators in a borough in Oslo. NORDEM also participated in a

consultation on electronic voting at the initiative of the Ministry for Local Government and Regional Development. As a member of a European network of providers of civilian capacity NORDEM participated in meetings arranged by the network, such as a workshop on recruitment methods for assessing soft skills. NORDEM was also represented in a meeting gathering representatives of several national institutions on human rights in the context of the Arab-European Human Rights Dialogue meeting in Berlin in May. The purpose of the meeting was to discuss human rights issues in the wake of the Arab spring.

7. Organisation

In 2011 the secretariat consisted of one finance assistant, one personnel assistant (a new position in 2011), two project coordinators and one director.

A new framework agreement on NORDEM for 2012 - 2014 was signed with the MFA in 2011. The new agreement entails a strengthening of the secretariat with two project coordinators, the financing of two administrative staff with core funding instead of overhead and an increase in NORDEM's activities in the field of democratisation. The budget for the management of NORDEM (salaries of the secretariat staff and costs related to recruitment, training and travel) is provided by the section for human rights and democracy and amounts to 8 million NOK per year. NORDEM managed approximately 32 million NOK for secondments in 2011 from seven different sections in the ministry.

Norwegian Center for Human Rights

www.jus.uio.no/smr/english/
info@nchr.uio.no

