

# Statement

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97/7

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**NOTES FOR AN ADDRESS BY  
THE HONOURABLE LLOYD AXWORTHY,  
MINISTER OF FOREIGN AFFAIRS,  
AT THE CONSULTATIONS WITH  
NON-GOVERNMENTAL ORGANIZATIONS  
IN PREPARATION FOR THE 53RD SESSION  
OF THE UNITED NATIONS  
COMMISSION ON HUMAN RIGHTS**

**OTTAWA, Ontario  
February 5, 1997**

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criminalize the sale of children, child prostitution and child pornography, and to extend their jurisdiction extraterritorially.

During my recent visit to India, I held discussions on ways Canada could work with India to tackle child labour in that country, including through our newly established \$500 000 Child Development Fund. Also in India, I discussed with NGOs the possibility of applying child-impact assessments to our development programs. Since my return I have raised this idea with my colleague Don Boudria, and CIDA is following up on this proposal. I welcome your views on this initiative.

### **Making Human Rights an Integral Part of Foreign Policy**

Canadian values, including the promotion of human rights, are an integral part of our broader foreign policy. We are committed to integrating human rights activities into the peace, security and development activities of the UN; in the same way, we are committed to integrating them into our own international relations.

We are also developing new tools of foreign policy. In a time of profound international change, we recognize that conventional tools need to be bolstered. Last year I announced two major new tools: the peace-building initiative, and the Canadian International Information Strategy. Both of these have important human rights elements built into them, and as such they will expand our capacity to deal with human rights issues.

The peace-building initiative, supported by a Peace-building Fund, aims to increase Canada's capacity for rapid, co-ordinated and flexible responses to intrastate conflicts. These conflicts, marked by severe human rights violations and repeated cycles of violence, have become increasingly prevalent in the post-Cold War era. Under the initiative will fall a range of human rights activities aimed at building capacity in societies previously riven by violence, such as:

- promoting free access to the media;
- providing human rights training; and
- establishing a roster of human rights experts to assist with these projects.

I am pleased to be able to announce today the operationalization of the Canadian stand-by roster of human rights experts. This roster will ensure that skilled Canadians - such as yourselves - will be able to support the peace-building activities of Canada, the United Nations and other international organizations through human rights protection, monitoring and reconstruction. The roster has been established initially within the Department of Foreign Affairs and International Trade. When it is fully operational, however, its administration will be handed over to

an agency outside government. Departmental officials at these consultations can provide you with more information on the roster, including how to apply. You can also refer to the new human rights page on the departmental website.

I would also like to announce at this time that, in co-operation with the members of the NGO-led Peace-building Contact Group, we will be holding this Friday the first of the consultations on peace-building that I announced last October.

The Canadian International Information Strategy is another new tool with great potential in terms of human rights. In an era of globalized economies, international communications networks and shifting issue-based "coalitions of the willing," we must recognize that the mouse, if not mightier than, is at least as mighty as the missile. The Strategy will be a concerted effort of government and the private sector to make more effective use of modern communications technologies to achieve Canada's international objectives.

In this context, we are developing a strategy to use information technology to:

- present Canada, and Canadian values such as respect for human rights, to the outside world; and
- achieve foreign policy goals, including human rights goals, in new ways.

The Strategy is still in the early stages of development, but I see great potential. We are already considering ways of using information technology to counter hate propaganda, train journalists and promote free media, and provide human rights education. New technologies also play a key role in giving dissident groups and human rights advocates access to information and dramatically improved capacity to communicate. The use of the Internet by opposition groups in Serbia is one of the clearest examples of how new technologies are being put to the service of democracy.

#### **Looking Toward the 50th Anniversary of the Universal Declaration**

In the coming year, I am committed to maintaining Canadian activism on human rights and our focus on key areas such as outreach to Canadians, the rights of the child and Aboriginal rights. We will be developing innovative ways to promote and protect human rights within the peace-building initiative and the Canadian International Information Strategy. And we will be preparing to celebrate the 50th anniversary of the Universal Declaration of Human Rights in 1998.

The Universal Declaration has been a shaping force in our world for almost 50 years. Celebration of this important anniversary

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AN EVALUATION OF:

THE CANADIAN RESOURCE BANK FOR DEMOCRACY  
AND HUMAN RIGHTS

CANADEM

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FOR:

THE OFFICE OF THE INSPECTOR GENERAL, SIXE  
AND  
THE PEACEBUILDING AND HUMAN DEVELOPMENT DIVISION, AGP  
AT THE  
DEPARTMENT OF FOREIGN AFFAIRS AND INTERNATIONAL TRADE

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APRIL 9, 1998

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## EXECUTIVE SUMMARY

### INTRODUCTION

This report provides the results of an evaluation of the Canadian Resource Bank for Democracy and Human Rights (CANADEM). The evaluation was requested by the financial sponsor, the Peacebuilding and Human Development Division (AGP) of the Department of Foreign Affairs and International Trade (DFAIT) and facilitated through the Office of the Inspector General, Evaluation Division (SIXE).

### CANADEM PROFILE

CANADEM is an organization funded by DFAIT and designed to support international field missions through the provision of Canadians skilled in peacebuilding, human rights and democratic development. It pursues this goal by creating and maintaining a resource bank, a roster of experts and a stand by force of Canadians with these skills. Names are submitted to international organizations who mount field operations. There is also an outreach component to CANADEM's program, building networks with its international client base and forging partnerships with Canadian NGOs, NGIs and government.

CANADEM seeks to influence the quality and capacity of the United Nations and other international organizations to mount rapid reaction and multi-dimensional field operations. CANADEM provides a window into the civilian Canadian peacebuilding/human rights network, striving to increase Canadian representation in international operations and Canadian capacity in these fields.

The organization was created in February of 1997 and operated with 1.66 person years at a cost of \$256,615 in its first fiscal year. Prior to its official opening, \$45,740 was spent on preliminary investigations and scope definition, for a total DFAIT investment of \$302,615 to date.

### KEY FINDINGS

CANADEM's *objectives* in this, its first year of operation, have been geared towards an incremental building process. The level of achievement is below that which was expected in the planning process. Foundational issues of staffing, physical location, work processes and operating procedures, which were planned by mid 1997, are now in place.

The delay in achieving objectives is explained by:

- ▶ uncertain financing, resulting in three budget exercises in fiscal year 1997/98 and delayed recruitment. Full time staff were not hired until September, 1997 and February of 1998, respectively.
- ▶ physical relocation from DFAIT to Carleton University in March 1997, and then to its current location in April, 1997.
- ▶ changes in organizational form, from within government, to negotiations with two

## Evaluation of CANADEM

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NGI/NGOs, to current pursuit of incorporation as an independent NGO.

CANADEM provides a *service* to Canadians by promoting individuals for international assignments and to international organizations, notably the United Nations, by serving as a central point of contact for peacebuilding and human rights expertise. The demand for services has been constrained by CANADEM's desire to actively pursue opportunities only after the resource bank reached a threshold of 200. This was achieved in March of 1998.

However, initial marketing activities have been undertaken and the evaluation found that the international community places a high value on these potential services. Precise demand forecasts could not be made. Similarly, domestic clients were very supportive of the existence of this mechanism to access international field opportunities.

CANADEM's *costs* to date total \$302,615, solely funded by DFAIT. Alternative sources of funding, with the possible exception of CIDA, do not appear viable. Measures of effectiveness are premature as the organization has been dedicated to constructing itself, as oppose to full service delivery. It has built a resource bank of 201 and responded to 17 requests for personnel. A total of 77 Canadians have been nominated for assignments, but actual placement data is not available.

CANADEM's financial and organizational instability has been a time consuming source of concern. Optional service delivery models include variations on being contained within or at arms length from government. If political sensitivities are not deemed to be an overriding consideration, there are four potential departmental homes - DFAIT, CIDA, RCMP or the PSC. Without conducting a cost analysis, DFAIT would appear to be the most suitable.

If CANADEM is to retain an arms length status, it could be contained within an existing NGO or be established independently. The former would appear to be the most efficient model. However, there are unresolved questions on the rationale for pursuing incorporation which need to be discussed by the sponsor and CANADEM.

*Outcomes* are also constrained by the relative infancy of this operation. The existence of CANADEM was seen, by domestic and international clients, to be a positive demonstration of Canada's commitment to human rights and peacebuilding, as well as to UN reform.

Other intended impacts include improving field operations, facilitating rapid reaction of civilian expertise, increasing the presence of Canadians in field missions and building Canadian peacebuilding and human rights capacity. The measurement of success in effecting these changes will prove challenging and CANADEM needs to address how it will define success.

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### CONCLUSIONS

The rationale for CANADEM continues to be widely supported and verbally valued by clients and partners. Specific demand forecasts could not be made by the international clients. However, they did speculate that the service would be both needed and accessed.

CANADEM experienced a number of growing pains in first year which constrained the speed with which they became operational and commenced service delivery. There is a gap between the expectations of the sponsor and CANADEM's perception of its scope and focus. These can be bridged through clear articulation of a strategic vision for the organization, accompanied by a process of an annual business planning and activity based financial proposals.

### RECOMMENDATIONS

It is recommended that:

1. CANADEM prepare an strategic vision of how it sees the program evolving over the next three to five years, with specific reference to how it will contribute to the Canadian Peacebuilding Program.
2. The sponsor and CANADEM address the issue of organizational form, prior to concluding the incorporation process.
3. CANADEM rework its budget request for 1998/99, linking expenditures to the objectives/activities outlined in their recent strategic planning document.
4. CANADEM propose a format for quarterly operational reporting to the sponsor, to include demand / supply analysis (volumes, skills, etc) and highlights of marketing activities.

On a more operational level, it is recommended that CANADEM:

5. Create a map (with names, organizations, last contact date etc) of its international network and domestic partnerships, to institutionalize and measure the marketing process.
6. Institute follow up mechanisms to determine placement rates and reasons for nominees not being deployed.
7. Create automated mechanisms to allow for analysis of the demand for their services
8. Review and revise the application and search processes to more fully capture the elements of peacebuilding within the resource bank.
9. Prioritize its efforts to focus on the creation of the roster of experts and stand by force
10. Explore, with its peer network, ways in which information may be shared to better assess the impact of its operations
11. Link expenditures on training to gaps in Canadian capacity. Collaborative work with the CPCC could focus this effort and be a source of information on training and conferences for CANADEM's membership.
12. Review its newsletter in light of suggestions/information needs identified in the member survey.

## 1.0 INTRODUCTION

This report provides the results of an evaluation of the Canadian Resource Bank for Democracy and Human Rights (CANADEM). The evaluation was requested by the Peacebuilding and Human Development Division (AGP) of the Department of Foreign Affairs and International Trade (DFAIT) and facilitated through the Office of the Inspector General, Evaluation Division (SIXE).

AGP is the sole funding source for CANADEM and, in anticipation of fiscal year 1998/99 contribution decisions, is interested in assessing the effectiveness and cost efficiency of this organization.

The report first provides information on the approach taken to the evaluation. This is followed by evaluation findings which profile the nature and scope of CANADEM. Specific questions relevant to the program's objectives, services, finances and outcomes have been posed by the evaluation clients and are addressed as evaluation issues.

Conclusions and recommendations are designed to address the evaluation clients' overriding question - *"is the 'business case' for continued DFAIT financial support for CANADEM still valid, and if so, at what level relative to the organization's expected future needs and its likely ability to meet the expectations of DFAIT?"*

## 2.0 METHODOLOGY

The written and electronic records on CANADEM were reviewed. This includes the historical record of the organization's origins, finances, current operating procedures and administrative practices. The electronic records reviewed include the Internet web sites on Canada and Peacebuilding, CANADEM and the Canadian Peacebuilding Coordinating Committee, as well as the actual CANADEM Resource Bank.

Thirty five (35) interviews were conducted, thirteen in person and twenty two by phone. The scope of contributors is outlined in Appendix A. Information was sought from those in Government who are associated with CANADEM, international clients of CANADEM's services and individuals who are familiar with other roster arrangements. While an original list of contacts was provided by AGP and CANADEM, interviewees also provided additional sources (notably multilateral agency sources).

A survey was designed and administered, by e-mail, to a sample of CANADEM's members. Results have been constrained by the time frame (three weeks) given to conduct this

## **Evaluation of CANADEM**

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evaluation. However, 31% of the resource bank (the population) was surveyed, with a 41% rate of return or response. Survey results reflect input from 13% of the population and are aggregated in Appendix B.

### **3.0 EVALUATION FINDINGS**

Evaluation findings are presented here in two parts. The first section profiles this organization and the key elements of CANADEM's program. The second section pursues specific questions raised by the evaluation clients. Both sections integrate the information collected from all sources.

#### **3.1 CANADEM Profile**

A logic model was prepared following a review of the documented record on this organization. It provided a precis of what CANADEM is designed to do, how it pursues its objectives and the desired end results. The model was tested, modified and verified during the interview process, resulting in the program description contained in Appendix C. This version represents a common understanding of CANADEM, a consensus on its purpose, actions and intended impacts, as are detailed below.

##### **3.1.1 Origins / History**

The evolving nature of multilateral missions in the late 1980s and early 1990s gave rise to a need for an expanded and more diverse cadre of expertise, beyond military personnel. "UN operations in Cambodia, El Salvador, Namibia, Somalia, Haiti and Mozambique are prominent examples of peacekeeping operations that involve an attempt to resolve domestic instability that threatens regional peace and security, and assist the return to civil society."<sup>1</sup>

One Canadian response was the Civilian Police Arrangement. This \$10 million, two year agreement (fiscal years 1997/98 and 1998/99) provides up to 50 full time equivalent police to be deployed in international missions. The interdepartmental arrangement provides for funding from the Canadian International Development Agency (CIDA), management through the Royal Canadian Mounted Police (RCMP) and policy direction from DFAIT.

Concurrently, it was recognized that the constitution of international missions should also include civilians with human rights expertise. A second Canadian response to the changing

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<sup>1</sup> *'Policy Framework for the Civilian Police Arrangement.'* Regional Security and Peacekeeping Division (IDC), the Department of Foreign Affairs and International Trade (DFAIT).

## Evaluation of CANADEM

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nature of international missions, described by one interviewee as the "last piece of the puzzle," was the promotion of civilian human rights expertise in international operations. CANADEM is one of the tools or mechanisms to accomplish this.

CANADEM has its roots in Canadian human rights policy. A broad study, authored by the current Executive Director of CANADEM in May 1996 entitled *UN Human Rights Operations: Principles and Practice in United Nations Field Operations*, contained 75 recommendations aimed at improving field operations. The report was prepared for the, then Human Rights and Justice Division (now the Human Rights Division/AGH) at DFAIT. Several of the recommendations spoke to the need for national preparedness in providing civilian human rights personnel for these operations.

Specifically, recommendation # 42 - "it is recommended that Canada and other governments consider funding the creation and maintenance of national human rights standby mechanisms as a resource for the UN and other regional bodies, and that they model them upon the Norwegian Resource Bank for Democracy and Human Rights (NORDEM) so as to facilitate inter-agency coordination and cooperation" - gave birth to CANADEM.

In October of 1996 the Minister of Foreign Affairs announced at the United Nations General Assembly that Canada would create a mechanism to provide access to domestic human rights expertise. Following initial start up work, CANADEM was officially launched, and announced at the annual NGO consultations, in February of 1997.

During its first year of operation, in addition to normal start up activities, the organization has faced a number of challenges, which are particularly relevant to this evaluation. They include:

- ▶ three physical locations/moves - originally located in DFAIT, then at Carleton University and finally its current location on Nicholas Street.
- ▶ four budget exercises - three contribution agreements were negotiated for fiscal year 1997/98 and a fourth is under review for fiscal year 1998/98
- ▶ four 'institutional' homes / organizational structures - the program was originally within DFAIT, then attempted negotiations to co-locate at Carleton University failed. An agreement was in effect for seven months for CANADEM to function under the Canadian Council for International Cooperation (CCIC, an umbrella NGO) and currently work is underway to have CANADEM incorporated as an independent NGO
- ▶ a change in funding sponsorship - funding was moved in November, 1997 from AGH to AGP.

The response to and impacts of each of these challenges are addressed in the following profile and evaluation issues.

### 3.1.2 Mandate

The mandate of CANADEM, as articulated in their literature, is to **“create and maintain a resource bank of Canadians with skills in areas such as human rights, peacebuilding or democracy, to serve as a standby mechanism for the United Nations and other international agencies conducting field missions.”**

CANADEM was originally founded under a human rights and democratic development label, through the Human Rights Division (AGH) in DFAIT. Its original literature speaks of human rights and democracy expertise in the roster and its foundational operating processes reflect this focus.

Funding was moved to the Peacebuilding and Human Development Division (AGP) in the fall of 1997. This change in accountability and sponsorship was the result of resource availability, as opposed to being initiated by any formal decision on a mandate change for CANADEM. However, subsequent discussions between CANADEM and AGP did result in a broader scope and label for the roster, which now includes peacebuilding.

Without wading too deeply into issues of definition, human rights and democratic development are seen as subsets of peacebuilding activities in Canadian foreign policy parlance. The peacebuilding spectrum of activities includes early warning, environmental security, physical security, individual security, *human rights*, conflict resolution, social reconstruction, *governance and democratic development*, institutional/civil capacity building, policy development, assessment and advocacy and, finally, cross cutting training in all of the above.

While the term ‘peacebuilding’ has been incorporated into CANADEM’s mandate, the degree to which it has been fully integrated into operational practices is an issue of concern. This is more fully explored below.

The evaluation inquiry process demonstrated a widespread understanding CANADEM’s mandate. Virtually all evaluation contributors, financial sponsors, employees of CANADEM and its clients, were very familiar with this *raison d’être*, as well as the following goals for the organization.

### 3.1.3 Goals and Objectives

CANADEM has two primary goals, which are contained in its literature and were validated through the interview/survey process:

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- ▶ 1. to support UN and other such international initiatives which otherwise would be delayed, compromised or even abandoned due to the UN's ability to rapidly identify qualified personnel, and
- ▶ 2. to help place skilled Canadians, and ensure that Canada is better represented on those UN field activities which have a priority for Canada.

In addition, CANADEM's internal operations manual lists two further goals:

- ▶ 3. to provide a cost effective foreign policy tool, based on active partnership with Canadian human rights experts, including non-governmental organizations, academic institutions, and individual Canadians drawn from the public and private sectors, and
- ▶ 4. to influence the evolution of human rights and other such field operations within the UN and other international organizations.

The third goal relates to the arms length relationship of the roster from government (funded by, but located outside of government). This is purportedly designed to achieve cost effectiveness, by being "unencumbered by inevitable constraints on civil servants." CANADEM's independence from DFAIT was also explained by "the many political sensibilities when working in areas such as human rights and democracy. It is strategically valuable that CANADEM is not, nor is it seen to be, a direct arm of the Canadian government."

This goal is critical to the organizational structure of CANADEM and to the options for organizational design from which one can choose. This is explored more fully under evaluation issue #3 - finances - in section 3.2.3.

The fourth goal speaks to the rationale for establishing a bank of available Canadian expertise for field missions and one of the organization's intended impacts.

These organizational goals have been pursued through specific operational objectives. The objectives have been articulated in the form of deliverables within statements of work in personal services contracts with the current Executive Director and in contribution agreements between DFAIT / CCIC and between DFAIT / CANADEM as an independent organization.

Chronologically, the objectives trail can be traced as:

Oct. 1996 to Jan. 1997 (personal services contract)

- ▶ prepare definition for scope and content of roster, draft public relations

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documentation and press release, prepare operational manual, investigate and obtain software, initiate liaison with international organizations.

February to March, 1997 (personal services contract)

- ▶ construct database.

April to July and extended to October, 1997 (contribution agreement AGH / CCIC)

- ▶ enhance and refine the database by May 31, 1997,
- ▶ complete office procedures, job descriptions and recruitment by May 31, 1997
- ▶ register candidates / applications received to date with a roster target of 200 by July 31, 1997
- ▶ complete definition of screening process and begin screening with a tentative target of 20 by July 31, 1997
- ▶ prepare and implement a public information strategy to selected NGO's and government agencies
- ▶ market roster to international agencies
- ▶ liaise and network with similar organizations such as NORDEM

November, 1997 to March, 1998 (contribution agreement AGP / CANADEM)

- ▶ define roster structure and screening process in writing by December 31, 1997
- ▶ restructure the roster (application form and data elements) to incorporate peacebuilding skills by March 31, 1998
- ▶ set targets for increasing the roster by January 15, 1998
- ▶ create a marketing strategy by January 15, 1998
- ▶ mail introductory letters and brochures to international contacts by Feb. 15, 1998
- ▶ present a training plan by January 15, 1998
- ▶ prepare a strategy for developing partnerships within the NGO and domestic government agency communities, designed to establish CANADEM as a primary contact point for human rights and peacebuilding experts, by January 15, 1998

### **3.1.4 Clients**

CANADEM's clients can be captured in two distinct groups. The first group consists of multilateral organizations who may mount international field operations and the second, a domestic group, are Canadians with the requisite human rights, peacebuilding or democratic development skills. These are the direct beneficiaries of CANADEM's services.

CANADEM also serves DFAIT, AGP in particular, by delivering a program designed as a tool of foreign policy. The domestic NGO community and other government departments involved in, or associated with, international operations are seen to be partners, but may also call on CANADEM's services to supply experts.

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### 3.1.5 Activities

CANADEM's primary activities include:

- ▶ 1. Create and maintain a bank of Canadian expertise
- ▶ 2. Market CANADEM to domestic and international clients
- ▶ 3. Nominate Canadians for field operations

These activities are accomplished through the following tasks or sub activities:

- \* solicit & receive membership requests
- \* coordinate/facilitate training
- \* create & update web site
- \* liaise with NGOs & NGIs
- \* forge networks with like operations
- \* track the demand for specialized expertise
- \* screen applicants
- \* update data bank
- \* create & distribute brochure
- \* liaise with international organizations
- \* monitor field operations
- \* communicate with members

### 3.1.6 Resources

*Financial resources*<sup>2</sup> committed to the start up and ongoing operation of CANADEM to date include:

1. October 16, 1996 to January 31, 1997	\$ 32,240
2. February 1, 1997 to March 31, 1997	<u>\$ 13,500</u>
Fiscal year 1996/97	Sub total \$ 45,740
3. April 1, 1997 to July 31, 1997	\$ 49,755
4. August 1 to October 31, 1997	\$ 70,620
5. November 1, 1997 to March 31, 1998	<u>\$136,500</u>
Fiscal year 1997/98	Sub total \$256,875
	<b>Total \$302,615</b>

The funding arrangement during the first two periods was in the form of personal services contracts between the current Executive Director and DFAIT/AGH. The third and fourth periods were covered by a contribution agreement between DFAIT/AGH and CCIC, with corresponding contracts between CCIC and CANADEM. The final financial agreement was between DFAIT/AGP and CANADEM.

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<sup>2</sup> Figures quoted are gross amounts, including GST.

## Evaluation of CANADEM

Periods one through four reflect actual expenditures. The fifth period is the planned costs, as expenses for this period are not yet consolidated. CANADEM estimates it may be roughly \$20,000 underspent.

*Human resources* absorbed 100% of the financing in fiscal year 1996/97. The part time services of the current Executive Director were contracted to get CANADEM organized and started.

Staffing in the last fiscal period has included the continued part time efforts of the Executive Director (.5 person years) plus an office manager who was recruited in September, 1997 and has been on staff full time since (.6 person years). CANADEM also used consulting contracts with two individuals from April, 1997 to January, 1998 providing program officer/assistant services (roughly .4 person years). One of these individuals was recruited full time as a program officer as of February, 1998 (.16 person years). The total human resource commitment to this initiative in 1997/98 has been 1.66 person years. Salaries consumed 45% of the budget for a total expenditure of \$116,360.

There are currently two full time employees and a part time Executive Director on staff at CANADEM, entering into the next fiscal period.

*Physical resources* purchased during the last fiscal year include furniture and equipment for three workstations, meeting table and chairs, and associated office shelves. There are three computers, software, a printer and a fax. Capital expenditures in fiscal year 1997/98 total \$32,320 or 13% of the budget.

Operating costs, including rent, postage, communication costs, travel, printing and office supplies total \$55,520 or 22%. A training fund makes up the balance of the budget at \$30,000 or 12%. A detailed breakdown of the budget is contained in Appendix E.

### 3.1.7 Outputs

The most visible output of this organization is the data bank. It is to be organized into three tiers - a general resource bank, a roster of experts and a stand by force. Those applying to CANADEM with some level of experience/expertise in stated fields are registered into the resource bank after a paper screening of their credentials on the application and résumé. It is anticipated that this source will ultimately grow to approximately 1,000 names. The resource bank currently houses 201 names<sup>3</sup>.

The roster of experts will be drawn from the resource bank, and put through a screening

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<sup>3</sup> Effective March 11, 1998

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process to identify those with a high level of experience/expertise. The screening process to compile the roster of experts, while defined, has not yet been undertaken. The projected size of this tier is 300 individuals.

The stand by force is a subset of both the resource bank and roster of experts. This group will contain those who have declared an ability to be deployed immediately, usually for rapid reaction missions of a shorter duration (two to four months). Targets for the size of this component have not been set and individuals for this list are not yet identified.

Outputs from the marketing efforts of CANADEM include a brochure, a web site and a newsletter distributed to members. Documented marketing strategies exist for forging greater links into the international community and partnerships with domestic NGOs, NGOs and government. Domestic and international networks, while notoriously difficult to qualify and quantify, are outputs from marketing efforts.

Nominations for international field missions and the placement of Canadians in these field operations are also outputs of CANADEM's services. Numbers between these two outputs will vary as CANADEM puts forward several nominees for a given post and does not have control over recruitment decisions or the availability of deployment costs.

CANADEM nominated roughly 77 Canadians in its first year of operation. Mechanisms are not in place at present to identify the number of placements.

### **3.1.8 Impacts**

The intended impacts of this program are pointed in two directions, towards the international community and domestically.

First, CANADEM is intended to improve the quality of field missions by promoting the inclusion of multi-dimensional civilian skill sets. This impact is closely linked to Canada's interest in UN reform at large, and in the emphasis on human rights, democratic development and peacekeeping/building in Canadian foreign policy.

The second intended impact is to facilitate the rapid deployment of civilian expertise for field missions. The existence of the Department of National Defense, and now the Civilian Police Arrangement provide single and easy access to national resources in these fields. CANADEM is designed to provide a similar, one stop shopping mechanism for civilian expertise in designated fields, which will allow for rapid reaction to impending (and actual) international crises.

A greater 'Canadian presence' in international field missions is also an intended impact and

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one which is closely linked to a key Canadian foreign policy objective - the projection of Canadian values and culture.

The fourth and final intended impact is focussed on the domestic environment. The anticipated effect of increasing the numbers of Canadians on international missions is to build the level and depth of Canadian expertise in this field. It was also envisaged that CANADEM would facilitate some training and information exchange within the Canadian peacebuilding network, augmenting the expertise base.

### 3.2 Evaluation Issues

The clients for this evaluation have posed some specific questions which were explored through the inquiry process. They are highlighted and addressed below as evaluation issues.

#### 3.2.1 Objectives

##### *What has been the level of achievement of objectives?*

Formally created in February of 1997, this has been a start up year for the organization. The level of achievement is primarily measured against an incremental building processes. There has been some slippage in achieving objectives, most notably during the first six months of operation. Performance against key objectives is summarized as:

##### Resource bank

- ▶ target of 200 achieved by March, 1998 versus July, 1997.
- ▶ future targets now set at 400 by mid 1998 and 600 by the end of 1998.
- ▶ integration of peacebuilding into skills definition completed at a high level only.

##### Screening

- ▶ definition and target of 20 screened by July, 1997. Definition completed December, 1997. Preliminary screening of roughly 35% to date.

##### Roster

- ▶ parameters of the roster defined December 1997. The roster of experts and stand by force are not created.

##### Staffing

- ▶ to be completed by May, 1997. Uncertain financing led to three aborted recruitment exercises. Two full time staff hired (September and February respectively) and supported by a part time executive Director position.

## Evaluation of CANADEM

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### Administrative

- ▶ procedural documentation by May, 1997. Three volumes of operations manuals fully document the office practices and the organization, completed December, 1997.

### Marketing

- ▶ marketing and partnerships strategies created January, 1998.
- ▶ CANADEM has initiated liaison with other NGOs and is a member of CCIC and the Canadian Peacebuilding Coordination Committee.
- ▶ Marketing of the resource bank has commenced within the international community. The extent of this network could not be precisely determined and has been constrained by CANADEM's desire to actively pursue opportunities only after the resource bank was built to 200.

Looking collectively at the objectives, CANADEM has now reached a position, which, on paper, was expected to be achieved by mid 1997. Financial uncertainty and the resultant lack of dedicated personnel are the dominant reasons for this lag.

### 3.2.2 Services

#### *What has been the demonstrated level of demand for CANADEM's services from Canadians? from international organizations?*

Canadian demand for CANADEM's services is reflected in the volume of individuals in the resource bank (201) and the potential value the facility may have to domestic actors who are involved in international peacebuilding activities.

It has taken longer than anticipated to reach the threshold of 200 for the resource bank. This has been attributed to the instability experienced by the organization in its first year. With office location, procedures and staffing now finalized, CANADEM has set targets for the level of the resource bank and roster of experts. The degree to which these are met will illustrate domestic demand.

International demand for nominees from the resource bank is detailed in Appendix D. There have been 19 requests for nominations. Seventy seven (77) names were submitted for these opportunities. Curiously, most of the requests from international organizations, which are received by e-mail, do not specify the actual number of vacancies or opportunities. They simply request names for human rights monitors etc. This makes it impossible to ascertain the precise number of opportunities which were presented.

Five of the requests were channelled through government departments (DFAIT (3), CIDA

## Evaluation of CANADEM

and RCMP), one was from the Pearson Peacekeeping Centre and the remainder came from international organizations.

The nature of demand falls predominantly towards human rights monitors. However, this is a function of the application and search request forms and the way in which skills are identified. These documents do not break down those skills which would be associated with the different activities captured under the peacebuilding label.

On this note, one interviewee from the international community commented that he believed there would be less need in future for general human rights monitors "en masse as in Rwanda" and a greater need for specialized expertise such as policy analysts, experts in administrative law, electronic specialists and those familiar with institution building.

Three requests were outside the normal parameters of CANADEM's services - forensic police, a speaker and an aid project. The latter two are interesting adjuncts to potential sources of demand and the first was referred to the RCMP.

A number of interviewees commented on the lack of international activity in 1997 which would require the services of CANADEM. Changes within the UN and notably in the Office of the High Commissioner for Human Rights was given as part of the reason for low demand. None of the interviewees could speculate on future demand.

### *Does CANADEM provide a "value added" service to Canadian clients? International clients?*

The survey of CANADEM members, which is summarized in Appendix B, indicates that the rationale for this resource bank is well understood and supported by the members. This support is of course, to be somewhat expected from members. However, 58% of respondents indicated that they would find it difficult, and have to resort to word of mouth or networking, to obtain these types of assignments in the absence of this service.

Fifty eight percent (58%) of those who answered this survey are also listed on other rosters, and 33% of these compare CANADEM favourably to other roster arrangements. Forty seven percent (47%) of those on other rosters felt it was too early to compare the level of services.

While qualitative remarks on the surveys were summarized for brevity, there was a strong, positive commentary provided by a number of respondents on the importance of this function to Canadian foreign policy and to international endeavours in general. Thirty one percent (31%) rate CANADEM's services as excellent and 77% gave a rating of 3 and above on the scale of 1 to 5 (where five = excellent and 1 = poor).

## Evaluation of CANADEM

Interviews with international organizations revealed strong support for CANADEM. While most understood the organization is new and needs to be tested, comments such as "extremely beneficial in principle" and "an important and valuable mechanism for rapid reaction" were given in different iterations by the majority of those interviewed.

Two interviewees had personal experience in using CANADEM to obtain resources and were favourably impressed with the professionalism and speed of response. In both cases the opportunity fell through, one due to a funding problem and the other related to UN bureaucratic difficulties.

Funding for deployment was the one qualifying comment. The value of the resource bank to international organizations was cited to be very dependant on the link between nominations and funding. Deployment costs are a critical issue to the selection of personnel. This requires CANADEM forge close relationships with partners in CIDA, DFAIT and the NGO community.

### 3.2.3 Finances

#### *Has the initiative been cost-effective?*

CANADEM is estimated to cost \$256,875 for its first year of operation. Start up activities, as opposed to program delivery, dominated their agenda for much of this period, making effectiveness difficult to assess. They did however respond to 17 requests for personnel and nominated 77 Canadians. One crude calculation of cost effectiveness would indicate that it cost \$3336 to nominate each individual for an international operation.

More precisely, 59 of these nominations took place in the last quarter and taken against three months of operating costs, mean that it cost an average of \$1088 for each nominee. A similar calculation with actual placement data, when available, would be more meaningful.

Comparisons with other roster arrangements was attempted. However, this is difficult due to variations in institutional arrangements, scope and functions. NORDEM, referenced earlier as the model for CANADEM, operates under two Norwegian NGOs and is financed by the Norwegian Foreign Ministry. It is estimated to cost \$400,000 annually and employs four people full time. It has approximately 250 people in the data bank, split between a stand by force and experts roster.

While NORDEM deployed 145 people in one year (which would mean an average cost of \$2758), its focus and 79% of deployment was for electoral observation, an activity which CANADEM does not manage.

## Evaluation of CANADEM

The Public Service Commission (PSC) houses a roster of approximately 1700, who are interested in international work. The criteria to get on the roster is a Masters degree, 10 years experience and a second (or more) languages. No specific skills or field of expertise are targeted. Screening consists of a paper review of the application and CV. Interviews or reference checks are generally not done.

This is an employment service for permanent job vacancies with international agencies. There is a desire to get Canadians in at the highest levels and in proportions commensurate with the level of Canadian funding to each organization. To this end, some monitoring of the numbers of Canadians employed in international organizations is done, primarily through Canadian Embassies. Names are not put forward where Canadians are strongly represented on the staff of a given agency.

There are 6.5 FTEs dedicated to this service which receives job vacancies directly from international organizations. They put forward 342 nominations in 1997 and 43 were successful. They have been averaging a 12% - 15% success rate annually. Costs for this program were not available as other functions are also handled in the unit and general, corporate support is provided through the PSC.

A number of NGOs also house rosters, from which individuals are drawn on a contractual basis. Attempts to obtain financial information on the costs of managing a roster within an NGO were either not available or not forthcoming.

In the absence of true benchmarks and in view of the newness of this program, definitive conclusions on cost effectiveness are premature. A review of the financial records, while not an audit, shows funding was directed towards intended purposes.

### *Are there realistic alternative sources of funding for CANADEM outside of DFAIT?*

Interviewees were queried on possible alternative sources of funding and none, outside of government, were identified. A specialized employment service of this type in the private sector would generally be able to obtain fees from either the individual being placed or the firm hiring the position. Neither of these two sources can reasonably be considered as viable funding options for CANADEM.

Several interview sources point to the appropriateness of sole government funding, noting the goals of the organization as a "tool of foreign policy." The only funding question which did arise during the evaluation was the possibility of CIDA also contributing. The financial arrangement for the roster and deployment of civilian police was given as an example.

## Evaluation of CANADEM

### *Are there alternative methods of delivering the services provided by CANADEM?*

In view of the limitations on funding sources, the alternative delivery models would appear to include:

- ▶ delivery from within government
- ▶ delivery as a special operating agency (SOA)
- ▶ delivery from within an existing NGO
- ▶ delivery as an NGO
- ▶ delivery from within an international organization

Two of the alternatives were discounted during the course of the evaluation. Consultations with the Alternative Service Delivery Branch of Treasury Board revealed that conditions for establishing a SOA do not apply well to CANADEM. There is significant effort expended in the establishment of an SOA, which is not really conducive to small operations. SOAs are designed for larger operational programs. The smallest SOA at present has a staff of 40.

Delivery of this service from an international source was considered as international agencies are the primary beneficiary of the services. Serious concerns were raised about the viability of maintaining a roster, on an international level, which is current and useful. Distance from the actual environment, the magnitude of the effort on an international scale and the organizational problems in international agencies were cited as prohibitive factors.

CANADEM has undergone variations of the three remaining organizational forms since its inception. It was originally housed within DFAIT (from the fall of 1996 to February, 1997). A decision was taken (by DFAIT/AGH) to situate the roster outside of the department. The rationale for this decision was the political sensitivities, previously mentioned, and that DFAIT is a policy department. The roster, considered a program designed to deliver one aspect of foreign policy, was believed to be more appropriately located outside the Department.

The next organizational form was to situate the function within an existing organization, first an NGI and then an NGO. CANADEM was located at Carleton University for a brief period, February and March of 1997. They co-located within the Social Sciences Department, but left when negotiations over financing failed.

A more economical arrangement was found within the Canadian Council for International Cooperation (CCIC). This is an umbrella organization for NGOs which are active in international development. It provides networking, information, leadership, training, coordination and represents its members' interests with Government. CANADEM functioned as a wing or branch of this NGO (while maintaining its name and distinct role) for seven

## Evaluation of CANADEM

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months (April to October of 1997).

The most recent organizational form for CANADEM is that of an independent NGO. CANADEM is currently pursuing incorporation as a NGO. There is some conflict as to the rationale for this move. CANADEM believes it to be required by the funding sponsor, to allow for more direct contractual arrangements (DFAIT to CANADEM). However, the funding sponsor (AGP) is under the impression that this was a move which CANADEM believed to be necessary and initiated.

The decision on what organizational form should be adopted should be based on where the service can be best delivered. Implicit to this issue is whether or not this service needs to be 'outside' government in order to maintain legitimacy, neutrality and efficiency. Opinions on this issue vary greatly.

Interviews done within government, revealed mixed opinion. Some felt there was no compelling reason to have the organization separated from government, particularly noting the sole funding issue. It was also commented that, as an independent NGO, CANADEM may be seen to be receiving preferential funding vis à vis rosters in other NGOs. Others reiterated the original rationale and the role of DFAIT as a policy, not program delivery department.

CANADEM itself believes its success is largely dependant on being, and being perceived as neutral and at arms length from government. It also points to the cost advantages of not being bound to government salary and procedural guidelines. Clients did not specifically differentiate the organizational source as a defining factor. Discussion with representatives from international organizations tended to include reference to rosters as a group, referring collectively to NORDEM, CANADEM and the Danish model, which is within the Foreign Ministry. One CANADEM member, of those surveyed, warned of need to avoid political interference.

If the issue of neutrality is not deemed to be critical and the program could reside within government, there are four potential 'homes' which could be considered - DFAIT, CIDA, RCMP or the PSC. While not exhaustive, some of the pros and cons associated with each of these locations are highlighted below.

The issue of cost efficiency has purposely been omitted. Without directed investigation, this evaluation is unable to conclude that costs will be adversely or positively affected, by virtue of being in or out of the government structure. While some procedural freedoms may exist outside of government, there may be offsetting gains through economies of scale. Costing relevant to each option would have to be undertaken to determine relative cost effectiveness.

**Evaluation of CANADEM**

	<b>Pros</b>	<b>Cons</b>
<b>DFAIT</b>	<ul style="list-style-type: none"> <li>*direct accountability</li> <li>*closer to funding decisions</li> <li>*links with elections roster</li> <li>*familiar with expertise/skills</li> <li>*links with international network</li> <li>*involvement beyond ODA-approved countries</li> </ul>	
<b>CIDA</b>	<ul style="list-style-type: none"> <li>*links with elections roster</li> <li>*potential cost sharing DFAIT/CIDA or arrangement like civilian police</li> <li>*familiar with expertise/skills</li> <li>*links with international network</li> </ul>	<ul style="list-style-type: none"> <li>*limited to ODA-approved venues</li> </ul>
<b>RCMP</b>	<ul style="list-style-type: none"> <li>*links with civilian police roster</li> </ul>	<ul style="list-style-type: none"> <li>*potential loss of focus within the CPA</li> <li>*unfamiliarity with the field/network/skills</li> </ul>
<b>PSC</b>	<ul style="list-style-type: none"> <li>*links exist with the international community</li> </ul>	<ul style="list-style-type: none"> <li>*potential loss of focus in larger program</li> <li>*speed of reaction, current nominations take months to enact &amp; up to a year to fill</li> <li>*requirement to be 'electronically' compatible with existing systems</li> <li>*unfamiliarity with expertise/skills</li> </ul>

If, on the other hand, the issue of neutrality is essential, the options are to have CANADEM under the wing of an existing NGO or operate independently.<sup>4</sup> Significant effort, and some costs, have already been expended towards the latter option. In the absence of compelling rationale for incorporation, it would appear to be more efficient to have this small operation contained within an existing organizational structure, such as CCIC.

This not only removes the cost and effort required to maintain a Board of Directors (required by incorporation), but affords some measure of consolidation of support services and associated economies of scale. It also allows CANADEM to 'tap' into established domestic networks.

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<sup>4</sup> None of the types of private firm statuses apply to this operation and incorporation as an NGO allows for certain tax breaks.

### 3.2.4 Outcomes

#### *What have been the effects/impacts of this initiative?*

The effects and impacts of CANADEM are, at this point marginal and this is primarily a function of its limited time in operation. However the evaluation did reveal some issues relevant to measuring the intended impact of CANADEM's services in the future.

The first intended impact is to influence the quality of field operations mounted by international organizations and this will prove very difficult for CANADEM to measure. The need for improvement has been identified in a variety of studies and evaluations, such as the one which gave rise to CANADEM. The desired improvement is the integration of human rights and peacebuilding (broadly defined) in field operations.

Measuring this intended impact is made difficult by:

- ▶ an apparent lack of baseline data on the 'quality' of field missions before this intervention
- ▶ the attribution of a small program, such as CANADEM, to any overall changes
- ▶ the attribution of one nation's efforts to the goal, which is shared by many states
- ▶ a lack systemic mechanisms and the costs of special studies to measure the ongoing changes/improvements in the quality of field missions

This is an area where CANADEM may make take advantage of the network of similar national rosters. They could share information on results and known activities in the field. They may also design some shared approach or framework to measuring success and consolidate evaluation efforts to overcome attribution issues.

The second intended impact, rapid deployment, is more easily quantified. It would appear from a review of the requests received, that CANADEM has been very prompt in responding to international needs. However, more detailed data should be retained to allow for demand and supply analyses, particularly regarding the timeliness of response.

While the data base can be searched electronically, there is not yet a function to retain and produce data on overall search activities. This is currently being designed and some suggested elements were provided to CANADEM during the interview process.

The third intended impact is to increase the presence of Canadians in field operations, promoting Canadian values, culture & expertise. Here again the evaluation did not reveal any baseline data, against which ultimate results may be measured. There have been 77 nominations put forward in the last year for field positions, but there is no data on actual

## Evaluation of CANADEM

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placements.

While it is recognized that there are several factors beyond CANADEM's control in the actual placement process, a comparison between nominations and placements will provide useful information on why there is a variance (ie: quality of candidates or deployment funding problems). Both factors are important for measuring CANADEM success and informing its planning process. Targets for placement rates should be set, although it is recognized that in the first year these will be highly speculative.

Another qualifier to measuring this impact is that not all international field assignments are channeled through CANADEM. Individual experts may be contacted directly. NGOs and NGIs have their own established international networks and some opportunities are channeled through government. CANADEM is pursuing a domestic marketing strategy designed to raise its profile and become a 'national point of entry' for these specialized skills and expertise.

The desire to increase Canadian presence in the field is also a reflection of Canada's commitment to human rights and peacebuilding issues. To some extent CANADEM has achieved a measure of success already in this area. The mere existence of this mechanism and the extent to which it is known (international and domestically) is a positive demonstration of this commitment.

This evaluation found that those interviewed from international organizations readily identified the CANADEM name and were familiar with what it is designed to do. Many applauded the creation of this national mechanism. Similarly, members in the resource bank were very supportive of the initiative and saw it as a reflection of Canada's commitment to peacebuilding and human rights.

Finally, the last intended impact is to augment domestic capacity in peacebuilding and human rights. This is to be achieved, in the first instance, by facilitating more field experiences and in the second instance, through selected training, networking and lessons learned or sharing of experiences. Impact in this area has not been realized to date, due to the lack of actual deployments and training activity.

The framework for measuring the impacts on the domestic community, and in planning activities (like networking and training), should be closely linked to similar work being pursued through the Canadian Peacebuilding Coordinating Committee (CPCC). They have undertaken a census of NGO work in this field, are working on a training data bank and have analyzed Canada's comparative advantage and gaps in peacebuilding capacity. CPCC is primarily, but not exclusively, made up of NGOs and CANADEM is a member. Collaborative work between these two organizations could avoid duplication and be mutually beneficial.

## Evaluation of CANADEM

Now, in the early stages of its existence, is an ideal time for CANADEM to consider how it will measure its results and impacts and justify its continued call on public funds.

*Are the expectations of CANADEM's sponsors in DFAIT and its clients in synch with the services it can provide?*

Client expectations of CANADEM seem to be in line with the services which they plan to provide. There are some variations, as demonstrated in the nature of suggested additional services in the member survey. Some members have expectations for services which go beyond the mandate of this organization. This could be remedied with additional communication.

International clients demonstrated an understanding of CANADEM's services. The one caveat in this area is the link between deployment funding and individual nominations. Two references of this sort were made. In one case the respondent hoped the issues could be handled seamlessly, and another was under the impression that CANADEM was responsible for both nominations and deployment costs.

There are issues relevant to expectations between the sponsor and CANADEM. These were evident in:

- ▶ the degree to which the peacebuilding concepts have been integrated into CANADEM's operational practices
- ▶ the reporting mechanisms instituted with the last contribution agreement
- ▶ the strategic objectives prepared by CANADEM, and
- ▶ the funding request for the upcoming fiscal year

While peacebuilding has been added to CANADEM's literature, it is referenced at only a high level in administrative documents, such as the application form (note Appendix F). As previously described, peacebuilding incorporates a significant breadth of activities, including human rights and democratic development work. The application form has retained detailed breakdowns of human rights experience, such as distinguishing between human rights monitoring, Canadian human rights law expertise and international human rights law. Yet peacebuilding experience or expertise is given as a collective or singular skill/experience category.

A variety of skills, knowledge and competencies are required for the different aspects of work that would be undertaken under a peacebuilding label, and while some of these are congruent with the existing categories, there are others which this format will not capture. It is a depth of definition which is lacking from the operational processes, raising concerns over the ability of CANADEM to make the best matches of personnel to opportunities and precluding

## Evaluation of CANADEM

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analysis of demand and supply in a manner most relevant to the sponsor.

Specific reporting requirements were implemented in conjunction with the most recent contribution agreement. A performance indicator agreement was reached between the sponsor and CANADEM, calling for frequent and specific management reports. This micro management process is time consuming to both parties and evidence of a gap between the expectations of the sponsor and the service delivered by CANADEM.

In response, CANADEM has prepared a plan with 12 "strategic objectives." These are really operational in nature, outlining activities and setting some targets for the upcoming year. Included in these objectives are activities which are of concern to the sponsor - supplementary training for members and encouraging other national civilian standby mechanisms. The concern is a matter of focus and emphasis. The sponsor would prefer to see a concentration on building the foundations of the organization, towards achieving more immediate results.

The objective relating to assisting with the creation of rosters in other nations raises an additional issue. The inclusion of developing country expertise in UN missions was an important theme in the study which gave rise to CANADEM. It also congruent with directions promoted in the Canadian Peacebuilding Program. However to envelop this activity within CANADEM's role, robs the sponsor of the ability to decide whether or not to actively pursue this action and at what cost.

The funding request for the upcoming fiscal year also demonstrates a gap between expectations and services. Here it very much an issue of perception, where CANADEM, modeled on the NORDEM organization, is moving its operations in a similar direction. The screening process to create a roster of experts is one example. An extensive process of résumé confirmation, reference checks, interviews and screening workshops is planned. This is a costly process, similar to the Norwegian model.

CANADEM views the financial request for future funding as well within expected parameters. The sponsor is faced with finite resources, \$1 million, within the Canadian Peacebuilding Program which is designed for all peacebuilding initiatives - globally. AGP must weigh the expected benefits of this program/organization against many competing alternatives. The magnitude of the \$400,000 budget request is seen very differently by the two.

This gap between the sponsor's expectation and CANADEM's delivery needs to be proactively managed. A good starting point is the common ground which both share - the organization's mandate and goals. Building on this base, CANADEM needs to clearly articulate its long term (3 - 5 year) vision and gain the sponsors acceptance. This would bridge the gap in perceptions of magnitude, focus and scope.

## Evaluation of CANADEM

A common strategic view of the organization would facilitate annual business plans and budgeting exercises. An activity based approach to budget submissions would allow the sponsor the freedom to select the program elements which they believed best satisfied their (AGP) objectives and were in a financial position to support. Reporting or monitoring mechanisms, such as quarterly or semi annual operations reports could provide the needed reassurance of results.

### 4.0 CONCLUSIONS

*In light of the above, is the "business case" for continued DFAIT support for CANADEM still valid?*

The rationale for creating CANADEM is widely supported by those contacted within government, the international community and the membership. It is considered to be a tool of foreign policy, designed to support international organizations mounting field operations by bringing forward Canadians with peacebuilding skills.

Specific forecasts of future demand were not forthcoming in this evaluation. However, the primary target for services, international organizations, suggested the service would be beneficial to their efforts.

CANADEM's effectiveness and efficiency in achieving stated objectives has been constrained by the focus on start up activities in the first year and by the instability it has experienced in organizational form and homes. It has now put in place the basic architecture required to produce results (including operational procedures, a data base, staff and a physical location). Preliminary work to create an international and domestic network has been undertaken, as demonstrated by the 201 names in the resource bank and 17 requests for personnel.

The investment to date has totalled \$302,615 and it is suggested that more time is required to reap the benefits.

*If so, at what level of financial support, relative to the organization's expected future needs and its likely ability to meet the expectations of DFAIT?*

The financial history and proposed budget were reviewed in an attempt to provide suggestions on the future level of funding. Appendix E provides a breakdown of estimated

expenditures<sup>5</sup> in 1997/98 and the proposed costs for 1998/98.

Significant increases are being requested in all areas, except capital expenditures. The organization had 1.66 person years of staff last year, currently employs 2.5 people and is requesting an additional program officer in 1998/99. This brings corresponding operating expense increases. The other large variance is associated with training costs and relates partially to the screening process discussed above.

The ultimate level of financial commitment is of course constrained by available resources. It is also importantly a function of the desired outcomes. A straight forward data base may be a small financial investment. However, if well qualified personnel are required, some measure of screening is required and results in additional costs. If the tool is to be actively marketed, notably to international networks, costs again rise. And finally, if the goal is not only to consolidate, but to build expertise or capacity, then some degree of training is required.

It is difficult to discriminate when costs are associated with the nature of expenditure. An activity based approach would better demonstrate the magnitude of effort involved in different aspects of this program. An activity based budget would facilitate negotiations between the sponsor and CANADEM and allow for more informed financial decision-making. Appendix E provides template for this approach.

### 5.0 RECOMMENDATIONS

It is recommended that:

1. CANADEM prepare an strategic vision of how it sees the program evolving over the next three to five years, with specific reference to how it will contribute to the Canadian Peacebuilding Program.
2. The sponsor and CANADEM address the issue of organizational form, prior to concluding the incorporation process.
3. CANADEM rework its budget request for 1998/99, linking expenditures to the objectives/activities outlined in their recent strategic planning document.

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<sup>5</sup> Spending for the first two contribution periods (to October 31, 1997) are confirmed as actual. However, actual expenses for the last period November 1997 to March 1998 have not yet been consolidated. CANADEM projects it may be \$20,000 underspent.

## Evaluation of CANADEM

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4. CANADEM propose a format for quarterly operational reporting to the sponsor, to include demand / supply analysis (volumes, skills, etc) and highlights of marketing activities.

On a more operational level, it is recommended that CANADEM:

5. Create a map (with names, organizations, last contact date etc) of its international network and domestic partnerships, to institutionalize and measure the marketing process.
6. Set targets/objectives for the level of placements and institute follow up mechanisms to determine placement rates, as well as reasons for nominees not being selected.
7. Create automated mechanisms to allow for analysis of the demand for their services
8. Review and revise the application and search processes to more explicitly capture peacebuilding competencies in the resource bank.
9. Prioritize its efforts to focus on the creation of the roster of experts and stand by force.
10. Explore, with its peer network, ways in which information may be shared to better assess the impact of its operations.
11. Link expenditures on training to gaps in Canadian capacity. Collaborative work with the CPCC could focus this effort and be a source of information on training and conferences for CANADEM's membership.
12. Review its newsletter in light of suggestions/information needs identified in the member survey.

**APPENDIX A**  
**INFORMATION SOURCES**

## APPENDIX A

### INFORMATION SOURCES

The following list is intended to demonstrate the scope and volume of information sources. As interviewees were assured of confidentiality, specific names have not been provided.

#### Within Government (17 interviews):

- ▶ Department of Foreign Affairs and International Trade (13 interviews)  
[including Peacebuilding and Human Development Division, Human Rights Division, Executive Director for Senior Assignments, North-American and Euro-Atlantic Security and Defense Relations Division, Regional Security and Peacekeeping Division, Missions in Vienna and Geneva, Area Management Office- Global and Security Policy]
- ▶ Canadian International Development Agency (1)
- ▶ Public Service Commission (2)
- ▶ Treasury Board (1)

#### International community (11 interviews):

- ▶ United Nations, New York, The Hague and Geneva (7)  
[Department of Peace Keeping Operations, Department of Political Affairs, UN High Commissioner for Refugees, UN Office of the High Commissioner for Human Rights, Office of the High Commissioner for National Minorities]
- ▶ International Federation of Red Cross, Geneva (1)
- ▶ OSCE, Warsaw (1)  
[Office of Democratic Institutions and Human Rights]
- ▶ National Coalition for Haitian Rights, New York (1)  
[contact served in several field missions, ongoing involvement in deployment]
- ▶ Quaker UN Office (1)  
[church based NGO supporting UN peacemaking' operations]

#### Domestic NGO community (7 interviews):

- ▶ CANADEM (3)
- ▶ CARE (1)
- ▶ Canadian Peacebuilding Coordinating Committee (1)
- ▶ Canadian Council for International Cooperation (1)
- ▶ Canadian National Red Cross (1)

**APPENDIX B**  
**CANADEM MEMBER SURVEY RESULTS**

APPENDIX B

CANADEM MEMBER SURVEY RESULTS

**Data:**

- Population     Resource bank consists of 201 members (as of March 11, 1998)
- Sample         Random selection of 80 members with e-mail addresses taken from the resource bank list. This sample was then reduced by 17 due to mailing problems (14 e-mail address errors and 3 formatting problems), for a final *sample size of 63 or 31% of the population.*
- Response       Twenty six (26) responses were received, for a response rate of 41%.  
The responses represent input from *13% of CANADEM's membership.*
- 

Address problems:

The following e-mail addresses were taken directly from the resource bank list and appear to have been transposed properly when sending the e-mail survey. However all were returned to sender with "fatal address errors" or "user unknown" messages. *CANADEM was provided with the list under separate cover, to check/update their directory.*

- |                             |   |
|-----------------------------|---|
| 1. Susannah Cameron         | scameron@uoguelph.ca                    |
| 2. Mark Eisenzimmer         | mse79logically.com                      |
| 3. Suzanne Friedrich        | sfriedr@fsw.utoronto.ca                 |
| 4. Ben Hoffman              | concilian@intranet.ca                   |
| 5. Karl Jorssen             | kjorssen@chat.carleton.ca               |
| 6. Nadia Liva               | nliva@pathcom.com                       |
| 7. Kathleen Mahoney         | kmahoney@acs.ucalgary.ca                |
| 8. Troy Myers               | cctml@nsh.library.ns.ca                 |
| 9. Sonal Pathak             | spathak@is2.dal.ca                      |
| 10. Langston McKenzie       | nathan-s@msn.com                        |
| 11. Samuel Steinberg        | samuel@cyberus.ca                       |
| 12. Paula Thompson          | thompson@cybens.ca                      |
| 13. Fransisco-José Valiente | chaire.strat@uqam.ca                    |
| 14. Marcia Waldron          | marcia_waldron_at_UNTAES-Vukovar@UN.org |

**CANADEM Member Survey Results**

Survey results are provided in bold beside each question. Quantitative results are given as the number of responses and as a percentage (ie: 5 - 20%) of the sample. Where a qualitative response was given by more than one respondent it is followed by the frequency of mention (ie: x 3). Numeric values may not sum to the total sample, where respondents failed to answer specific questions or provided multiple responses to a single question.

**CANADEM MEMBER SURVEY**

Please insert your response in the space provided and return this survey, via e-mail to [jua@cyberus.ca](mailto:jua@cyberus.ca). All individual information provided will be held as confidential. Aggregate survey results will be provided to CANADEM and the Department of Foreign Affairs and International Trade, who are sponsoring this evaluation.

**GENERAL:**

1. How did you first hear of this organization? From:

Brochure/CANADEM literature: 2 - 8%	CANADEM personnel contact: 6 - 23%
Associate/colleague: 3 - 12%	UN or International organization: 0
NGO: 3 - 12%	Department of Foreign Affairs: 3 - 12%

Other: 7 - 27%      Please specify: **University of Manitoba Research Office**  
**Human Rights Seminar by HR Internet**  
**Pearson Peacekeeping Centre**  
**CAIDC**  
**Internet**

**Evaluation of CANADEM**

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2. When was your last contact with CANADEM?

This month 16 - 62%

Three to six months ago 1 - 4%

Within last three months 7 - 27%

Over six months ago 0

**SERVICES:**

3. As a CANADEM member, what service(s) do you receive?

Name in bank (x 3)

information bulletin (x 12)

network, contacts (x 2)

have had one referral (x 3)

nothing, until opportunity arises

possible assignments (x 11)

information on training (x 4)

advice on CV and presentation

have had 2 prospective opportunities

nothing, CANADEM is building

4. How would you rate the quality of service? (5 = excellent and 1 = poor)

5: 8 - 31%

4: 2 - 8%

3: 10 - 38%

2: 1 - 4%

1: 0

5. Are there any other services that you would like to see provided by CANADEM?

1. More information on international assignments, what was available, number of openings, in what field, how many filled by Canadians, by CANADEM referral, what missions/operations are underway (x 10)

2. Information on training and conferences in the field (x 3)

3. Information on Canadian human rights and peacebuilding activities.

4. Too soon to tell (x 3)

5. No additional services, should just focus on roster and placement (x 2)

6. Web site should be linked to major human rights and peacebuilding organizations.

7. Closer links to elections roster

8. Promote networking opportunities

9. Provide info on consultancy jobs with NGO's

10. Unsure of what their main objective is

**Evaluation of CANADEM**

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6. Are you listed in other personnel roster systems? Yes 15 - 58% No 11 - 42%

If yes, where?

<b>CIDA consultants data base (x 5)</b>	<b>UN / UNDP (x 3)</b>
<b>Consulting &amp; Audit Canada (x 2)</b>	<b>Public Service Commission (x 3)</b>
<b>Elections Canada (x 2)</b>	<b>Quebec Government (x 2)</b>
<b>Red Cross (x 2)</b>	<b>Commonwealth</b>
<b>Care Canada</b>	<b>IADB</b>
<b>IFES</b>	<b>MSF</b>
<b>DPKO</b>	<b>IDEA</b>
<b>ADB</b>	<b>WUSC</b>
<b>Australian parliament</b>	<b>OECD</b>
<b>Plan:Net International Consulting Firm Roster</b>	
<b>National Graduate Student Registry</b>	
<b>International Centre for Reform of Criminal Law</b>	

7. How does CANADEM compare?

**very favourably (x 3)**  
**CANADEM is more proactive**  
**appear to better organized**  
**too soon to tell (x 7)**  
**get more feedback from others**  
**same as PSC**

8. Are you aware of any other rosters for placing Canadians in specific types of work, either domestic or international?

**Merx (formerly government Open Bidding System)**  
**Foreign Affairs**  
**UNOPS**  
**Youth Internships**  
**individual consulting firms (x 2)**

**\* Requested other rosters in this field be made known to members (x 3)**

## Evaluation of CANADEM

### OUTCOMES:

9. What do you see as the benefits or impact of CANADEM?

1. Greater visibility and profile for Canadians in peacebuilding, and strengthen Canadian commitment in this area (x 12)
2. Potential for providing good expertise and prompt response to UN and international organizations needing this (x 7)
3. Improve human rights monitoring and promote democracy around the world (x 4)
4. Opportunities for Canadians for challenging work (x 4)
5. Develop a cadre of skilled Canadians, increase Canadian capacity to participate in peacebuilding initiatives (x 2)
6. Too early to say (x 3)

10. How would you access field placements if this service did not exist?

- |  |                           |
|--|---------------------------|
| Networking, word of mouth (x 11)                       | MERX                      |
| Internet (x 5)   | UN data bank              |
| Newspaper (x 2)  | PSC                       |
| Very difficult (x 2)                                   | Couldn't / wouldn't (x 2) |
| Contact each agency or organization individually (x 7) |                           |

11. Do you have any suggestions for improving CANADEM?

1. Regular and expanded information bulletins to include how the roster is being marketed, who to, how many opportunities presented, how many successful placements, in what fields / expertise, in what regions, other missions / operations known to be underway (x 12)
2. Broaden the number of international and domestic contacts for new opportunities, and make personal contacts with international agencies re upcoming assignments (x 2)
3. Provide and advise of training opportunities, facilitate networking and events via the Internet (x 3)
4. Too early for suggestions, stay focussed on original mandate and purpose (x 3)
5. Keep close ties with DFAIT and CIDA
6. Target mailings to known experts for new members and publicize CANADEM in selected journals (x 2)
7. Create an electronic bulletin board to post notice of vacancies (x 2)

**Evaluation of CANADEM**

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12. Other comments?

1. Canada doesn't have "its share" of this type of work, often more of other nationalities (ie: Irish) more frequently found in the field
2. This is a very useful / important function and should be given time to prove its value (x 3)
3. Must keep the roster clear of political interference
4. Is there duplication or overlap with PSC? Government of Quebec roster? CARE? External Affairs? (X 2)

Thank you very much for responding to this survey. Your contribution is important to this evaluation and to CANADEM's continuing efforts to improve its services.

Please mail the survey to: [jua@cyberus.ca](mailto:jua@cyberus.ca)

Heather L. Buchanan  
Jua, Management Consulting Services

**APPENDIX C**  
**CANADEM LOGIC MODEL**

April 9, 1998

APPENDIX C - CANADEM LOGIC MODEL

Mandate:

Create & maintain a resource bank of Canadians with skills in areas such as human rights, peacebuilding or democracy, to serve as a standby mechanism for the UN and other international agencies conducting field operations.

Goals / Objectives:

- |  |   |
|--|---|
| 1. Support the UN & other international agencies mounting field operations | 2. Help place skilled Canadians in field operations |
|--|---|

Activities:

create & maintain a resource bank, expert roster & standby force	market CANADEM to international organizations & domestic specialists	nominate Canadians for field operations
--	--	---

Sub Activities:

*solicit & receive membership requests *screen applicants *coordinate/facilitate training *update data bank	*create & update web site *create & distribute brochure *liaise with NGOs & NGIs *liaise with international organizations	*forge networks with like operations *monitor field operations *track the demand for specialized expertise
--	--	--

Outputs:

resource bank, roster of experts and stand by force	web site, brochure, member newsletter	nominees for, & placements in, missions
---	---------------------------------------	---

Impacts:

- |   |
|---|
| <ol style="list-style-type: none"><li>1. Improve the quality of international field missions, through the inclusion of peacebuilding, human rights &amp; democratic development skills/expertise</li><li>2. Facilitate the rapid deployment of civilian expertise for field missions</li><li>3. Increase Canadian civilian presence in field operations, promoting Canadian values, culture &amp; expertise</li><li>4. Build Canadian capacity in human rights, peacebuilding and democratic development skills through international assignments</li></ol> |
|---|

**APPENDIX D**  
**DEMAND FOR CANADEM'S SERVICES**

## APPENDIX D - DEMAND FOR CANADEM'S SERVICES

Source	Date	Request	Response
1. PPC	Mar. 23/98	W. Saharan experience	1 nominee
2. OHCHR	Mar. 17/98	Afghanistan human rights monitors, forensic police	17
3. UN-DPA, Asia/Pacific	Mar. 13/98	Cambodia monitors	6
4. UN-OHCHR	Mar. 3/98	Burundi HRFOB	4
5. UNOPS via PRMNY	Feb. 27/98	Chad human rights	5
6. UN-DPKO	Feb. 6/98	Sierra Leone human rights expertise	4
7. UN	Feb. 6/98	Angola, Portuguese, high level sr. management	0
8. UNOPS	Feb. 6/98	UNOPS, law of the sea	0
9. UN-OHCHR	Feb. 3/98	Congo, police, investigators	4
10. CIDA	Jan. 28/98	Tadzhikistan, CIDA/World Bank project	4
11. UN-OHCHR	Jan. 26/98	Burundi-Rwanda, french, admin law, hr training	14
12. RCMP	Dec. 11/97	Moroccan briefing	0
13. OSCE	Oct. 20/97	Croatia, human rights advisor	7
14. DFAIT	Aug. 25/97	Kenya, human rights expertise	6

In addition to the search documents listed above, progress reports (numbers 4 and 5) for the periods June 1 to July 31, 1997 and August 1 to October 31, 1997 indicate a response was provided to the following requests:

- ▶ UN 3 requests, one each for the Democratic Republic of the Congo, Angola, and Rwanda
- ▶ DFAIT-UNSG for Zaire
- ▶ DFAIT- CARE for Bosnia

The precise date, nature of request and number of nominees<sup>6</sup> are not recorded.

**Experience to date = 19 requests for nominees and 77 Canadians put forward for international operations**

<sup>6</sup> In the absence of exact numbers, it is assumed one name was put forward for each of the five early requests for nominations.

**APPENDIX E**  
**FINANCIAL DATA**

**Evaluation of CANADEM**

**APPENDIX E - FINANCIAL DATA**

	1998/98 Proposed		1997/98 estimated actual		Variance	
	\$\$	% of total	\$\$	% of total	\$\$	% variance
person years	3.5		1.66			
Salary/benefits	208,329	51%	116,360	45%	+91,969	+79%
Capital	10,500	2.6%	32,321	13%	-21,820	-68%
Operating:						
rent	18,000		8,810			
travel	20,000		11,000			
communication	19,000		7,120			
office supplies	5,000		3,600			
print/copying	4,000		3,000			
publications	1,000		1,500			
postage	5,000		3,000			
insurance	3,000		0			
meeting rooms	2,000		0			
Bd of Directors	2,000		0			
other/misc	5,000		8090			
Professional fees:						
database consult	2,000		4,600			
service contract	1,000		0			
association fees	7,000		0			
audit fees	5,000		4,800			
legal fees	1,000		0			
graphics	500		0			
Op sub total	100,500	25%	55,520	22%	+44,980	+81%
Training fund	85,000	21%	30,000	12%	+55,000	+183%
<b>Total</b>	<b>404,329</b>	<b>100%</b>	<b>256,875*</b>	<b>100%</b>	<b>+147,454</b>	<b>+57%</b>

\* Spending for the first two contribution periods (to October 31, 1997) are confirmed as actual. However, actual expenses for the last period November 1997 to March 1998 have not yet been consolidated. CANADEM projects it may be \$20,000 underspent.

**APPENDIX E - CANADEM ACTIVITY BASED BUDGET**

Activities	PYs			Variable Costs							Total by Activity
	Exec Dir.	Off Mgr.	Prog Off.	Travel	Communica-tions	Print	Publica-tions	Postage	Prof. fees	Training fund	
Resource bank Maintenance											
Roster of experts Screening Maintenance											
Stand by force											
Marketing International Domestic											
Associates											
Lessons learned											
Training Training assistance Courses											
Peer network Liaison SAFDEM											
<b>Total by Expenditure</b>											

Fixed costs would involve rent, service contracts, audit fees and Board of Director meetings.

**APPENDIX F**  
**APPLICATION FORM**

April 9, 1998

# CANADEM

## Canadian Resource Bank for Democracy and Human Rights

### *Application Form*

We are delighted that you are considering registering for this resource bank of Canadians with skills in areas such as human rights, peacebuilding or democracy. For further information contact us at CANADEM, 1 Nicholas #1102, Ottawa ON K1N 7B7, Telephone (613) 789-3328, Fax (613) 789-6125 or E-mail: [canadem@ibm.net](mailto:canadem@ibm.net).

To apply, please send this form, a passport photo (*optional and confidential for when the UN or others might require a photo*) and your résumé. We need your résumé in good hard copy and on computer disk in WORD, WORDPERFECT or ASCII format to more easily place your information on our data base and to market your skills with the UN and others. It can also be sent as an E-mail attachment.

Use *Your Qualifications Overview* on the next page as a partial guide on what you might want to include in your résumé. International experience should be highlighted, i.e. at the beginning of your résumé. Other information that should be in your résumé includes:

- ▶ education and professional qualifications
- ▶ employment record

**Please fill in, or check the following boxes.**

Name: personal/given name (e.g. Mary) \_\_\_\_\_  
 formal family name (e.g. Smith) \_\_\_\_\_

Date of birth: \_\_\_\_\_ (*optional and confidential, for when we provide names for age restrictive programs*).

Canadian citizenship:  Yes  No

Address: home \_\_\_\_\_ postal code \_\_\_\_\_  
 mailing address if different \_\_\_\_\_ postal code \_\_\_\_\_

Tel. home: \_\_\_\_\_ office: \_\_\_\_\_ other: \_\_\_\_\_

Fax: \_\_\_\_\_ E-mail: \_\_\_\_\_

**(\*\*\* On all of the above, circle one preferred contact point. (hopefully e-mail\*\*\*)**

Preferred language of correspondence:  French  English

**Your other languages in general order of strength (list additional languages on a separate page):**

1 _____	Professional level:	<input type="checkbox"/> read	<input type="checkbox"/> write	<input type="checkbox"/> speak
	or Conversational level:	<input type="checkbox"/> read	<input type="checkbox"/> write	<input type="checkbox"/> speak
2 _____	Professional level:	<input type="checkbox"/> read	<input type="checkbox"/> write	<input type="checkbox"/> speak
	or Conversational level:	<input type="checkbox"/> read	<input type="checkbox"/> write	<input type="checkbox"/> speak
3 _____	Professional level:	<input type="checkbox"/> read	<input type="checkbox"/> write	<input type="checkbox"/> speak
	or Conversational level:	<input type="checkbox"/> read	<input type="checkbox"/> write	<input type="checkbox"/> speak
4 _____	Professional level:	<input type="checkbox"/> read	<input type="checkbox"/> write	<input type="checkbox"/> speak
	or Conversational level:	<input type="checkbox"/> read	<input type="checkbox"/> write	<input type="checkbox"/> speak

**Your Qualifications Overview**

To give us an initial idea of your qualifications, please check ✓ those boxes that you believe reflect some of your experience and knowledge base. You should ensure that these qualifications are reflected in your résumé which must be sent along with this application form. Those of you who work with data bases will recognize that we have included some of the key words we would use in a data search to pull out your name. So, in your résumé use the italicized words or variations of them when applicable. We will use many other key words, so do not worry about this too much.

**1 Peacebuilding and Human Rights**

- 1.1 *experienced in working within the Canadian peacebuilding or human rights communities*
- 1.2 *experienced in working within the international peacebuilding or human rights communities*
- 1.3 *peacebuilding or human rights development assistance (e.g. capacity building, technical assistance)*
- 1.4 *human rights monitoring, observation, or reporting*
- 1.5 *Canadian human rights law*
- 1.6 *international human rights law*
- 1.7 *international law of armed conflict*

**2 International / Foreign Knowledge: cultural and political**

- 2.1 *worked in foreign countries*
- 2.2 *other cultural experiences and sensibility*
- 2.3 *international political and cultural knowledge*
- 2.4 *knowledge of foreign legal systems*

**3 International Management**

- 3.1 *management experience in international field operations, eg. peacebuilding, peacekeeping, humanitarian*
- 3.2 *management experience in international organizations*
- 3.3 *experienced in international situations of political sensitivity requiring diplomacy & negotiation skills*
- 3.4 *worked in coordination with various field partners, eg: local government, local NGOs, international NGOs, UN agencies, donor governments, military peace-keepers, CIVPOL, etc.*

**4 Operational Skills**

- 4.1 *training: designing or delivering training*
- 4.2 *forensic investigative skills*
- 4.3 *information technology and communications (radios, computers, communications links)*
- 4.4 *financial or logistics management (finances, offices, accommodation, transportation)*
- 4.5 *treatment or counselling of victims, e.g. stress, trauma, torture, rape.*
- 4.6 *mediation, negotiation, conflict resolution*
- 4.7 *media, public relations, public education*
- 4.8 *identifying, recruiting, training, and assessing local interpreters*
- 4.9 *operations security for international and locally hired staff, offices/documents/computers, evacuations.*

**5 Personal Attributes and Skills**

- 5.1 *healthy*
- 5.2 *maturity, interpersonal skills, and ability to cope with stress*
- 5.3 *ability to operate in very difficult living conditions*
- 5.4 *ability to work in a team and work within precise operations procedures*
- 5.5 *driver's license*
- 5.6 *computer literate*

This and other information that I supply to CANADEM will be kept confidential, but I agree that it may be released to Canadian and international organizations seeking or deploying qualified personnel.

✗ Applicant's signature: \_\_\_\_\_

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DOCS  
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An evaluation of the Canadian  
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59767781