ABSTRACT

"RECRUITMENT TO THE ORGANIZATION FOR SECURITY AND CO-OPERATION IN EUROPE'S MISSION TO BOSNIA-HERZEGOVINA. Applying organizational theory to effective peacebuilding"

Research on international peacebuilding has paid very little attention to the possible influence of internal organizational structures within the organizations carrying out the work. This thesis seeks to add to this knowledge, by providing insights into the recruitment and selection process of the Organization for Security and Co-operation in Europe (OSCE) in Bosnia-Herzegovina (BiH). The purpose of this study is to build knowledge about how the OSCE recruit, and use that knowledge to better understand the relationship between effective peacebuilding and organizational theory.

This thesis has applied a case study method focusing on one peacebuilding organization, the OSCE, and its mission in BiH. Data used include nine qualitative interviews and collection of pre-existing documentary data. The data showed that the OSCE has a complicated recruitment procedure. I have therefore seen it as fruitful to mainly focus on the recruitment by secondments in the analysis and discussion.

The main finding in this study was that the recruitment process is a very important factor in the effectiveness in OSCE in BiH. The recruitment procedure has not only positive consequences for the effectiveness in the organization. The very same formal rules and procedures, meant to make the organizational practices more effective, in fact strain it. The effectiveness of the OSCE in BiH appears seriously strained by several factors in the recruitment process. The main straining factors are the large influence on the recruitment and selection by stakeholders, the bureaucracy of the OSCE, the formal rules that strictly limits the flexibility in recruitment methods and the opportunity to be an attractive organization, and also validity and reliability problems in the selection practise. Since recruitment and selection is both costly and time-consuming, one can conclude, that the OSCE in BiH spends more time and money on recruitment, with less result, than they would need to.

Applying organizational theory to study an international peacebuilding organization in this thesis, has shown that there are that there is a greater complexity to the discussion on effective peacebuilding, than the scholarly field of international relations have been able to portray.

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LIST OF CONTENTS

ABBREVIATIONS

BiH	Bosnia-Herzegovina
BLA	Board and Lodging Allowance
CORE	Centre for OSCE Research
GFAP	General Framework Agreement for Peace
HRM	Human Resource Management
HRP	Human resource planning
IC	International Community
NORDEM	Norwegian Resource Bank for Democracy and Human Rights
OSCE	Organization for Security and Cooperation in Europe
SRSR	Staff Regulations and Staff Rules
UK	Great Britain
UNDP	United Nations Development Programme
USA	United States of America
U4	The Utstein group, consisting of Germany, United Kingdom, The Netherlands and Norway

LIST OF FIGURES

1 INTRODUCTION AND THE PURPOSE OF THE STUDY

1.1 Background and Rationale

After the cold war, the international community seemed to struggle to find a new line of direction in international politics. The end of the cold war sparked new civil conflicts, and at the same time created new opportunities for mediation in countries that had been proxy battlegrounds for the superpowers (Paris 2004: 16). UNs former Secretary General, Boutros Boutros-Ghali (An Agenda for peace, 1992) introduced the new concept of peacebuilding on the international agenda in 1992. The concept gained increasing currency and there was a shift in the international focus from peace-keeping during the cold war, to more complex peacebuilding operations.

According to Hampson (1997), a new pessimism has evolved among scholars and practitioners, in regards to the international community's ability to engage in successful peacebuilding after civil wars. Roland Paris (2004), however, disagrees and answers both Hampson and other peacebuilding critics, with an emphasis on the importance of peacebuilding as a means of managing civil violence and to avoid gross violations of human rights. Paris (ibid.) emphasize that any opportunity to improve the effectiveness of future operations should be vigorously pursued.

Until now the field of peacebuilding has, more or less, been "owned" by the scholarly field of international relations. There are many debates over the issue of international peacebuilding, when and how it should be implemented, and by whom. My argument is that the present academic debate concerning how peacebuilding operations should be conducted is seriously limited. More research on the organizational influence represents an opportunity to build new knowledge, and to make future recommendations to how effective peacebuilding should be conducted.

International peacebuilding is for the most part, conducted through organizations. Therefore, to examine the way these organizations work, how they are organized and which kinds of managing methods they use would presumably uncover relevant information about their ability to be effective and to implement the peacebuilding measures.

According to organizational theory, the human aspect is critical to the performance of an organization. ‘Firms have always had some kind of strategy – though not necessarily a successful one – and have always engaged human labour. In order to form a useful purpose, and to pursue desired outcomes, organizations inevitably rely on the talents of people’ (Boxall and Purcell 2003: 1). Applied to the concept of peacebuilding this means that the organizational strategies of international peacebuilding organizations (and how these affect the individual employees), have important implications for the success and effectiveness of their peacebuilding operation.

In this thesis, my intension has been to contribute to the peacebuilding research from this relatively new angle. My quest has been to combine the already existing theories in the two separate fields of peacebuilding- and organizational research. By applying a case study approach I have examined how an international peacebuilding organization is influenced by its management procedures.

Since organizational theory is an extensive field with many aspects, I have chosen to narrow down the focus to the recruitment process. Recruitment is one of the greatest challenges organizations face. A decision about a new employment has extensive consequences. It is a large economic investment if you look at the payment of wage for a longer period of time. Furthermore, those who are employed are to contribute to the productivity in the organization, and to the quality of the complete work being carried out (Nordhaug 2002: 20-21).

One of the first examples of the International Community (IC) involvement in peacebuilding activity is the operation in Bosnia-Herzegovina (BiH). After the war ended in 1995 BiH was a country in a baffled post-conflict situation, with weak governmental structures and a terrible human rights situation. Many IC organizations have been trying to assist in the peacebuilding work of building a stable, functional, multi-ethnic state in BiH. The Organization of Security and Co-operation in Europe's (OSCE) mission to BiH was the first large-scale international peacebuilding operation with a fully functional Democratization Department (Rasmusson, 2000: 5). This mission was established on 8 December 1995, in order to carry out the tasks set forth in the General Framework Agreement for Peace (GFAP) (Dia, 2002). This study has used a case study approach to examine the OSCE mission in Bosnia and Herzegovina (BiH).

1.2 Research questions

The research question I have set out to answer with this study is; *How does the recruitment procedure contribute to the OSCE as an effective organization in BiH?* The OSCE is one of the main peacebuilding organizations in BiH. The main assumption behind the research question is that the recruitment procedure in the organization has an impact on effectiveness. OSCE as a peacebuilder is therefore influenced by their organizational procedures. Therefore, the effectiveness of the OSCE as an organization will have an impact on effectiveness of OSCE as a peacebuilder.

Cambridge Advanced Learner`s Dictionary (2003: 391) define being effective as 'Successful or achieving the results that you want'. In this thesis, effectiveness is defined as 'the extent to which the organization is able to produce the results they are supposed to'. Applied to the OSCE, effectiveness means that the organization recruits the people who produce the best results.

In the context of this study one, naturally has to be very careful when talking about "effects" and "effectiveness". Organizational research is no exact science and involves a lot of uncertainty. When dealing with human relations in an organization there is little exact knowledge and no natural laws apply. Hence, it is difficult to give a sound recipe on how to measure in which way recruitment has a concrete impact on organizational effectiveness. The research question is a complex one. To help explore and understand the relationship between effectiveness and recruitment, two sub-questions have been formed;

1. What kind of procedure do the OSCE in BiH use to recruit staff?
2. How does the recruitment procedure influence on the effectiveness of the organization as described by staff members?

This study has a qualitative approach. This means that the object of these questions is to understand the relationship, rather than measure it.

1.3 Structure of the thesis

In this thesis I have first given an account for the underlying peacebuilding framework. I have defined how I have used the concept, and then reviewed the concept in relation to the peacebuilding activities in Bosnia-Herzegovina. This is followed by an exploration of the organizational point of departure and the theory on recruitment and selection. My main objective with this part has been to give an account of the most important human resource planning tools, since some of these have been applied when defining the methodology for the study.

The next chapter describes the methodology. The main purpose of this chapter has been to make the research process and the methods applied as transparent as possible, and to give a thorough review of the validity and reliability issues. The chapter on results has been divided into three sections. The first is a description of how the OSCE recruits, providing an answer to research sub-question number one. The second section provides an answer to research sub-question number two, by describing how some present and former employees of the OSCE regard the relationship between recruitment and effectiveness. The third section on results is a critical analysis into the findings in the two preceding sections. The final chapter consist of concluding remarks, recommendations for future practise and for further research.

2. THEORETICAL FRAMEWORK[1]

2.1.1 Peacebuilding and the focus in this study

Civil wars (which primarily take place within the borders of a single state and among belligerents who normally reside in the state) accounted for 94 percent of all armed conflicts fought in the 1990s, and the nature of the threat posed by these conflicts was both humanitarian and strategic. From approximately 90 percent of war victims being soldiers at the beginning of the twentieth century, an estimated 90 percent of those killed in the 1990s, by contrast, were civilians (Paris 2004: 1).

According to Roland Paris (1997) one of the main challenges facing the international community (IC) is the increasingly pervasive problem of civil conflict. Devising ways to respond to this violence and what to do once the violence stops have since the Cold War been an increasing concern of the IC. In response to these challenges, the IC have experimented with a number of different techniques for managing the problem of civil unrest and state failure. Most of these were deployed in the immediate aftermath of civil wars, with the goal of preventing a recurrence of violence (Paris 2004). Former Secretary-General of the UN, Boutros Boutros-Ghali, launched the concept of peacebuilding in his "Agenda for Peace" in 1992, where he defined the concept as follows: 'Peacebuilding missions seek to identify and support structures which will tend to strengthen and solidify peace in order to avoid a relapse into conflict'.

Since then, the concept of peacebuilding has developed to not only mean keeping former enemies from going back to war, but also addressing the root causes of conflict and even fostering development in non-post-war societies (Call and Cook 2003). This is a very wide definition which means it will not be very fruitful as a tool for this assignment. I will rather use the definition of Roland Paris (1997), who defines post-conflict peacebuilding as operations that aim to prevent violence from reigniting after the initial termination of hostilities.

1: This Chapter builds on Nørgaard (2004); Berge and Nørgaard (2003)

Up until now, the scholarly litterature have only addressed interorganizational concepts of peacebuilding. Scholars have explored and discussed issues as the legitimacy of the peacebuilding activities in the BiH, peacebuilding as western liberalization, the overlapping area of responsibility of the different IC organizations, and the effectiveness of specific peacebuilding activities. Even though these are very interesting issues, these will not be the focus of this assignment. The conceptual framework for this essay will be at the intraorganizational level of the OSCE. This refers to the internal interactions and characteristics of the organization, as opposed to the interorganizational level which refers to the external interactions among organizations and their environment (Jaffee 2001: 20-21).

John Paul Lederach (2001) is critical to peacebuilding being too crisis-driven, that the process defines it self by hopping from one urgent task to the next, at the expense of having a strategic focus and design for longer-term change. 'The impact of being crisis driven is that our lenses become narrow, myopic, and very short term' (Lederach 2001: 89). The advertising for a more strategic focus for peacebuilding, is shared by the four Utstein governments (U4), Germany, The Netherlands, United Kingdom and Norway. The U4 recommends a more strategic strategy for donor governments, that peacebuilding must be responsive to context and need, and must be sustained for the long term (Smith 2004). Also Call and Cook (2003) emphasize the correlation between longer time horizons and improved outcomes from peacebuilding operations.

According to Paris (2004) the peacebuilding operation in BiH has been nothing less than an enormous experiment in social engineering. And while the literature on peacebuilding has burgeoned since the end of the Cold War, few writers have underpinned the design and conduct of these operations. Paris claims further, that even though observers have dissected the strengths and weaknesses of many missions, they have paid relatively little attention to the basic premises upon which these operations are based. 'Such questions are important because they allow us to investigate whether the prevailing approach is, or is not, well suited to the task of consolidating peace in war-shattered states, and whether alternative means might be more appropriate' (Paris 2004: 4). This calls for a broader peacebuilding focus. Chopra (2000) recommends that peacebuilding also includes a focus on building national capacity.

2.1.2 Peacebuilding in BiH

Peacebuilding measures following the Dayton Peace-Agreement in Bosnia-Herzegovina (BiH) is an example of large-scale peacebuilding activity by the IC. Through numerous international organizations with the goal of assisting the building of a stable, functioning state, the IC has a heavy influence on the development of BiH. In this study, I have narrowed the field of my attention to an internal focus of the IC organizations, United Nations Development Programme (UNDP) and the Organization for Security and Co-operation in Europe (OSCE). To get fruitful comparative data I have narrowed the field of attention even further, to involve only the area of the organizations which help BiH in enhancing democracy.

Several scholars have questioned or condemned the success and effectiveness of the peacebuilding activities in BiH. Chandler (1999) has called the operation in BiH democratization without democracy, and is very critical to the way IC organizations have approached the challenge of building sustainable peace in BiH. Another example of a BiH peacebuilding critic is Waters (2004: 424) who claim 'Almost everyone agrees that Bosnia today is dysfunctional, its existence too contingent to take for granted, and so we reasonably may and properly should ask fundamental questions about its future, its people, and their state'.

My argument is that even though there probably are censurable aspects of the peacebuilding work carried out in BiH, this does not undermine the fact that peacebuilding is as a very important international tool to build a sustainable peace. A lasting and stable peace is very important for the country, its inhabitants and a stable world order. In order to avoid conflicts to reignite, my opinion is that the focus should be on how to improve the peacebuilding work being carried out, rather than discussing the pros and cons. This study closer investigates the influence by organizational structure, and is intended to contribute to this.

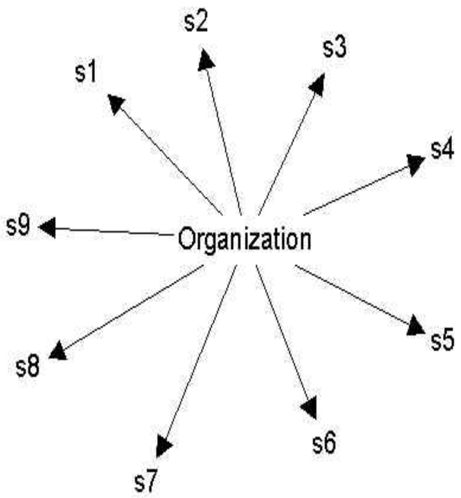
2.2 ORGANIZATIONS AND HUMAN STRATEGY

2.2.1 Organizational Theories

The field of organizational theories and how these affect the effectiveness of an organization is a very wide subject. Organizations affect each individual, as well as at the group, community, national and international levels. Definitions of self and human identity are shaped by the kinds of work people do and the roles they assume within organizations (Jaffee 2001). Organizations have been theorised from various points of views. The "wisdom" of Taylorism (classical management theory) has been heavily challenged by later theories, though it still has its followers. In the rest of this chapter I have described the choice of theoretical framework for this particular study.

'The great problem with classical management theory is that it ignores the possibility that there are influational factors that make some structures more appropriate than others' (Rollinson, Broadfield and Edwards 1998: 481). This stands in contrast to the theoretical framework I have chosen for this study. The contingency theory, one of the more recent organizational theories, defines it 'that the most appropriate structure for an organization is one that matches its particular circumstance' (ibid.). A consequence of this is that one can expect organizations that face complex, uncertain environments to also adopt a more complex organizational structure. 'Organizations whose structures are not fitted to the environment will not perform well' (Borgatti 2001).

The contingency theory is concerned about dependence and power and pays attention to stakeholders and the various interests that these may have within the organization. The economy determines who has the power 'To the extent that the company needs it's suppliers less than they need it, the company has power. Organizations that have power over others are able to impose elements of structure on them' (ibid.). Stakeholders are defined as 'people or groups with an interest in the activities of an organization and the outcomes of those activities, whether or not the organization has an interest in them' (Rollinson, Broadfield & Edwards: 1998: 47). Borgatti (2001) underlines the fact that stakeholders have interests in what an organization does, and that they may or may not have the power to influence the organization to protect their interests. Figure 1 presents two different types of organizations in regards the relationships between the stakeholders.



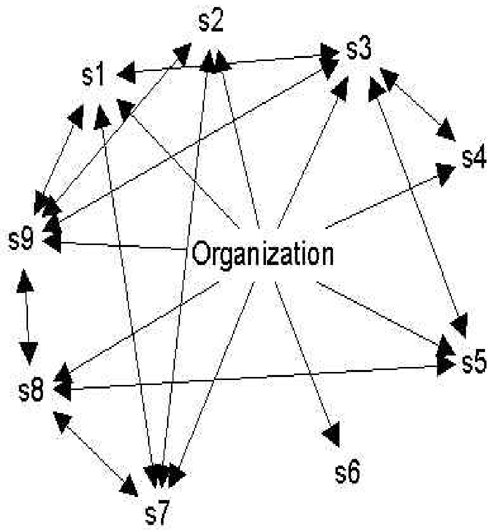


Figure 1A, Unconnected stakeholders (Burgatti, 2001) Figure 1B, Well-connected stakeholders (ibid.)

When the stakeholders are unconnected with each other (Fig. 1 A) this usually means that the organization has more power. Different stakeholders have various interests. These might coincide on some issues and not on others. When the stakeholders on the other hand, are well-connected (Figure 1 B) this means they can coordinate their efforts and might, to some extent, control the organization (Burgatti 2001).

As I will come back to in later chapters, the OSCE is an organization with relatively strong stakeholders. A lot of power is in the hands of the stakeholders, with the delegations in the Permanent Council. This council is the main regular decision-making body in the organization, it makes all decisions by consensus and it meets on a weekly basis. Even though the different member countries in the OSCE seem to be strongly connected in relations to the OSCE head quarters, it seems like the stakeholders are much less connected in relation to the OSCE at mission level.

2.2.2 Human Resource

Since dealing with human relations in an organization is such a wide and complex area, and since the organizations experience a lot of uncertainty the organizations turn to Human Resource Management (HRM) and Human resource planning (HRP). By applying HRM and HRP, the organizations try to reduce some of the uncertainty they face, and to renew and maintain their level of expertise (Nordhaug 2002: 29). Human Resource Management (HRM) refers to systematic planning, rewarding and development of an organizations human resources, according to the organizations superior goals and strategy (Nordhaug 2002: 10).

HRP is a narrower concept than HRM. It is concerned with forecasting the future needs of the organization in terms of skills, expertise and competence, of analysing the availability and supply of people, of drawing up plans to match supply to demand and of monitoring the implementation of the HRP. It is concerned with forecasting demand for people and competences in relation to organizational plans and strategies (Cornelius 1999: 28). Thus, HRP underlines the importance of staff recruitment. According to Cornelius (1999: 28-29) 'the recruitment plan arises out of the human resource plan and is concerned with attracting the "right" employees to give the organization a competitive edge'. In the recruitment plan Cornelius (1999: 30-54) mention eight important steps which need to be followed. These steps are described in Figure 2 below.

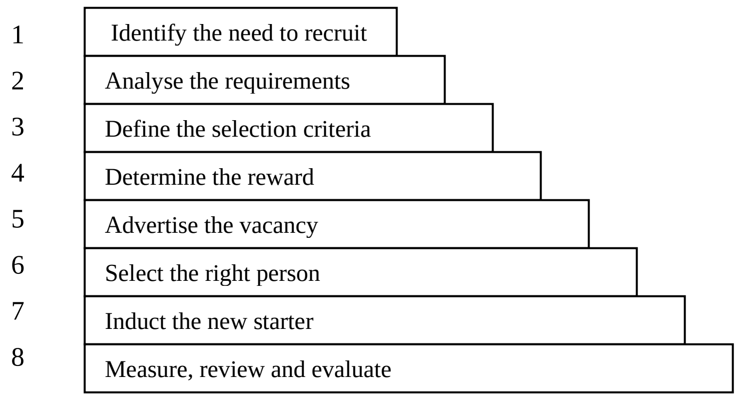


Figure 2, The recruitment process according to Cornelius (1999:30-54)

2.2.3 "Diversity Advantage" and Managing Diversity

According to Nelarine Cornelius (1999: 21-27), organizations are now recruiting from a diverse labour market, which provides them with opportunities to exploit the "diversity advantage", by providing a pool of talent for the organization to meet its existing and future objectives. Exploiting the "diversity advantage" means creating an organizational environment which is attractive to diverse labour markets and able to respond to changing social and demographic patterns.

'Innovative firms attempt to recruit talented people who can help them develop a stream of new products and processes. They therefore use all possible channels to generate a heterogeneous group of applicants' (Boxall and Purcell 2003: 141).

In the international context, the term "culture" refers to two different determinants, organizational culture and national culture. While *organizational culture* refers to the traditions, beliefs, norms of behaviour and management style in an organization, *national culture* refers to the language, codes of conduct, attitudes to human rights, ethical standards and historical influences that characterize behaviour in a particular region or country (Cornelius 1999).

The issue of *cultural diversity* may arise within an organization when there exists a blend of national cultural influences. Managing cultural diversity gives an opportunity to exploit the "diversity advantage", but at the same time it constitutes a challenge. Managing people across cultures may create misunderstandings, uncertainty and different expectations both in the employee – organization - relationship and between individuals. Culture can be powerful, and the dilemma between external adaptation and internal integration must be reconciled (Trompenaars and Hampden-Turner 2004).

Managing diversity provides competitive edge by recruiting the best people[2] for the job regardless of their ethnicity, age, gender or other individual characteristics. It is about recognizing that people from different backgrounds, cultures and experiences can bring new ideas and perceptions to a workplace.

2: By best people I refer to the previous mentioned, people with the greatest potential

As prerequisites to a diverse culture into which a diverse group of employees are to be recruited, Cornelius (1999: 27-28) lists:

- Top management commitment
- Auditing and assessment of needs
- Clarity of objectives
- Clear accountability
- Effective communication
- Coordination of activity
- Evaluation

If organizations seek to be truly diverse, the recruitment plans need to take diversity in to account in their human resource planning, claims Cornelius (1999: 28). The recruitment plan should also be concerned about retaining, growth and development of those employees, in order to enable them to maximize their contribution to organizational effectiveness. Too often, however, there is a gap between what organizations preach and what they practise. Consequently, it is difficult to find "hard" evidence of a demonstrable link between employee performance and organizational performance in measurable terms (Cornelius 1999).

2.2.4 Recruitment and Selection

'No organization can be successful without competent employees, this is why the recruitment and selection is one of its most basic and critical tasks' (Grimsø 2004: 5, my translation). Recruitment and selection is one of the most important tools to influence the human aspect of an organization, as earlier mentioned. In the extension of this, following organizational theory, recruitment and HRP are important factors for successful peacebuilding. To avoid a far too wide and unclear discussion about the influence of HRM on peacebuilding, I have concentrated on influence the by HRP and recruitments instead. On the one hand, I define HRP and the recruitment process as one; referring to the whole process from attracting potential employees to the employment, induction and evaluation. Selection, on the other hand, is a more limited concept and refers to the specific work-related individual evaluation and the succeeding selection of candidates (Kahlke and Schmidt 2002).

Recruitment and selection are both costly and time-consuming. It is therefore essential that there systematic and objective approach is applied to recruitment and selection, in order to select from a diverse range of applicants and to minimize the possibility of selecting a “wrong” person (Cornelius 1999). Boxall and Purcell (2003: 129) also underline the importance of recruitment and selection stating that ‘failure to recruit workers with appropriate competence will doom the firm to failure or, at the very least, to stunted growth’. Failure to recruit effectively and accurately can provide an organization with much waste of time and money. A much used indicator of failure in the recruitment area is turn-over statistics. This is the total number of people who leave a company.

‘The purpose of recruitment and selection procedure is to find the “best” person to fill an organizational vacancy’ (Cornelius 1999: 32). This definition uses a very scientific approach. In my opinion there might not be a “best” or “wrong” person. More modern humanistic traditions do not refer to these absolute definitions, and rejects the idea that there is only one “best” way to organize. The theoretical lenses I have used through this thesis is the contingency theory. According to Antonio Strati (2000: 43) the contingency theory does not imply that all methods are equally efficacious. Rather it argues that ‘the best way is contingent in its nature, in the sense that it depends on the environment in which the organization operates’.

2.2.5 Previous Research

I have been able to find only one study, which has direct relevance to the recruitment in regards the kind of organization as the OSCE. Annette Legutke, from the Centre for OSCE Research (CORE) at the Institute for Peace Research and Security Policy, at the University of Hamburg conducted a study on “Working in OSCE Field Missions; -Recruitment, Preparation, Working and Employment Conditions of OSCE Seconded Personnel” in 2003 (Appendix 3 on CD). This report has not been published, but was provided to me by the Norwegian Institute of NORDEM. The CORE study was initiated by the Training Section at the Department of Human Resources, a department at the main office of the OSCE in Vienna. This study was based mainly on surveys addressing all relevant groups working in OSCE field missions, and including representatives from the OSCE Secretariat. In other words, the study is not about the OSCE in BiH in particular, but the OSCE missions in general.

The project aimed at identifying strengths and weaknesses in the system. The key recommendation made was;

> *'The OSCE needs to urgently invest in its human capital in the field, in order to enhance the functioning and effectiveness of the field missions and to increase the sustainability of its programmes and projects. All current efforts intended to improve the missions` effectiveness can only have a positive impact when they consider the strategic importance of human resources in their process'* (Legutke 2003: v).

The report pointed out several critical aspects of the OSCE as a workplace, and that 'the current employment conditions for seconded personnel do not offer a broad choice of stimulating incentives and thus have a negative impact on the mission members` job performance'(ibid.).

Legutke (2003: 4) admits that the research was of a too complex nature to delve deeper into the subjects. She concluded that almost all issues in the report would need further research and analysis. I have used this report as a source of data, but have been careful with it since the data are of general character and not BiH specific.

2.3 *THE RECRUITMENT PROCESS*

There are various approaches as to how the recruitment process should be carried out. In this section my intention is to review relevant existing theory about the recruitment process. The purpose of this is to generate some main categories to build on in the methodology. To do this, I use Cornelius (1999) as a point of departure. Additionally, I build on other sources which are relevant to answering the research question.

'The superior object with using a systematic evaluation and selection process, is that the whole selection progress is thoroughly considered to increase the accuracy in the employment' (Kahlke and Schmidt 2002: 258, my translation). This means that it is important to have a systematic approach in order to get the best results possible from the recruitment process. This means that the recruitments are adjusted to the environment the organization operates within, so that the internal features of the organization mach the requirements of the environment.

I build the assessment of the critical recruitment steps on the thinking of Cornelius (1999: 30-54). The following characterisation use her work as a starting point, but also draws from other sources in order to build fruitful categories. Figure 3 describes the seven steps, considered critical in the recruitment process. The rest of the chapter describes each phase in more details.

1. Identify the need to recruit
2. Analyse the requirements
3. Determine the reward
4. Advertise the vacancy
5. Select the "best" person
6. Induct the new starter
7. Measure, review and evaluate

Figure 3, The recruitment process as I see it

Identify the need to recruit. If a proper human resource plan is drawn up, the manager will know whether there is a need to recruit. Before the decision to recruit is made, the possibility of making the requirements of the job more flexible should also be considered. There is a strong link between flexible working and diversity (Cornelius 1999: 30-31).

Analyse the requirements. To find the 'best' person for the job requires that the criteria against which an individual is to be selected, is identified. To help collect information systematically, four main methods can be used, job analysis, role analysis, attributes analysis or competency analysis. In the job analysis it is important to analyse the future competence requirements both in the particular position and in the organization as a whole (Lai 1997).

It is obsolete to think that organizations always can recruit exactly the experience they want in individuals, like many classical theories seem to argue. Sometimes the organizations probably can, but this shouldn't necessarily be the primary focus of the recruiter. Providing candidates have the basic qualifications needed to perform the tasks, the focus should shift towards hiring the *underlying potential of individuals*. 'If trying to build a strong core of workers around whom a "high-performance work system" will be based, or if trying to create "organizational agility", it is important to recruit for long-run trainability and adaptability' (Boxall and Purcell 2003: 142). Hence, the focus should shift from trying to recruit the one "right" individual, to the one with the greatest potential. However, this requires that the recruitment process is able to reveal the underlying potential of the candidates.

To define the criteria against which applicants are to be assessed and selected, it is essential to have a fair and systematic selection process. An organization should value candidates according to job descriptions, role definitions, person specification, determined attributes or competence identification (Cornelius 1999: 32-33). When the recruiter knows what aspects of performance are valued, candidates can be selected who are not only capable of filling the job but who will also be highly effective, leading to the achievement of the objectives of the organization. When not dealing with low complexity work, but jobs with greater ambiguity in decision-making, differences in skills and judgement become more pronounced. Because there is a phenomenon of large performance variation, this requires thoroughly considered recruitment strategies (Boxall and Purcell 2003)

Determine the reward. This includes both pay and benefits. “Fair” pay means giving consideration to the market rate and also to the relationship between the reward packages within the organization. It is also important to work within the legal requirements of the equal pay legislation and to judge ‘fairness’ of the reward being paid (Cornelius 1999: 35-36). There is also another dimension to this step in the recruitment process. According to Boxall and Purcell (2003) some firms are powerful recruiters because they are well-resourced, which enables them to pay larger wages. The capacity to offer better pay and greater internal development opportunities, gives the organization a competitive edge. ‘Some firms (“Status quo” recruiters) have resource advantages but do not use them thoughtfully’ (Boxall and Purcell 2003: 141).

Advertise the vacancy. The person specification, attribute or competence definition should provide the information on which the recruitment advert wording will be based. The image portrayed by the organization’s recruitment advertisement can determine the image held by customers and those applying to the organization. Recruiters, who wish to appeal to a diverse labour marked need to be especially aware of this. Advertisements should appeal to all sections of the community and use positive visual images (Cornelius 1999: 36-38).

Select the best person. If recruitment and selection processes are carried out systematically, there is a greater likelihood of a fair and effective selection process. Selection decisions should be based on a range of selection methods. Particular care needs to be taken with selection methods to ensure they are “fair” and non-discrimatory. In order to increase the certainty of selecting the “best” applicant in a “fair” way, it is good practice to use a number of different methods of selection. All methods of selection should be validated against results and be constantly reviewed to ensure fairness and reliability (Cornelius 1999: 54).

Kahlke and Schmidt (2002: 18, my translation) claim the recruitment process should consists of six phases. In my opinion they have a too technical approach to the entire recruitment process since their phases includes little about the context in which the recruitment take place. At the same time, Kahlke and Schmidts six phases are a good summary of the selection process. Figure 4 shows the selection process and describes the questions and issues in each phase.

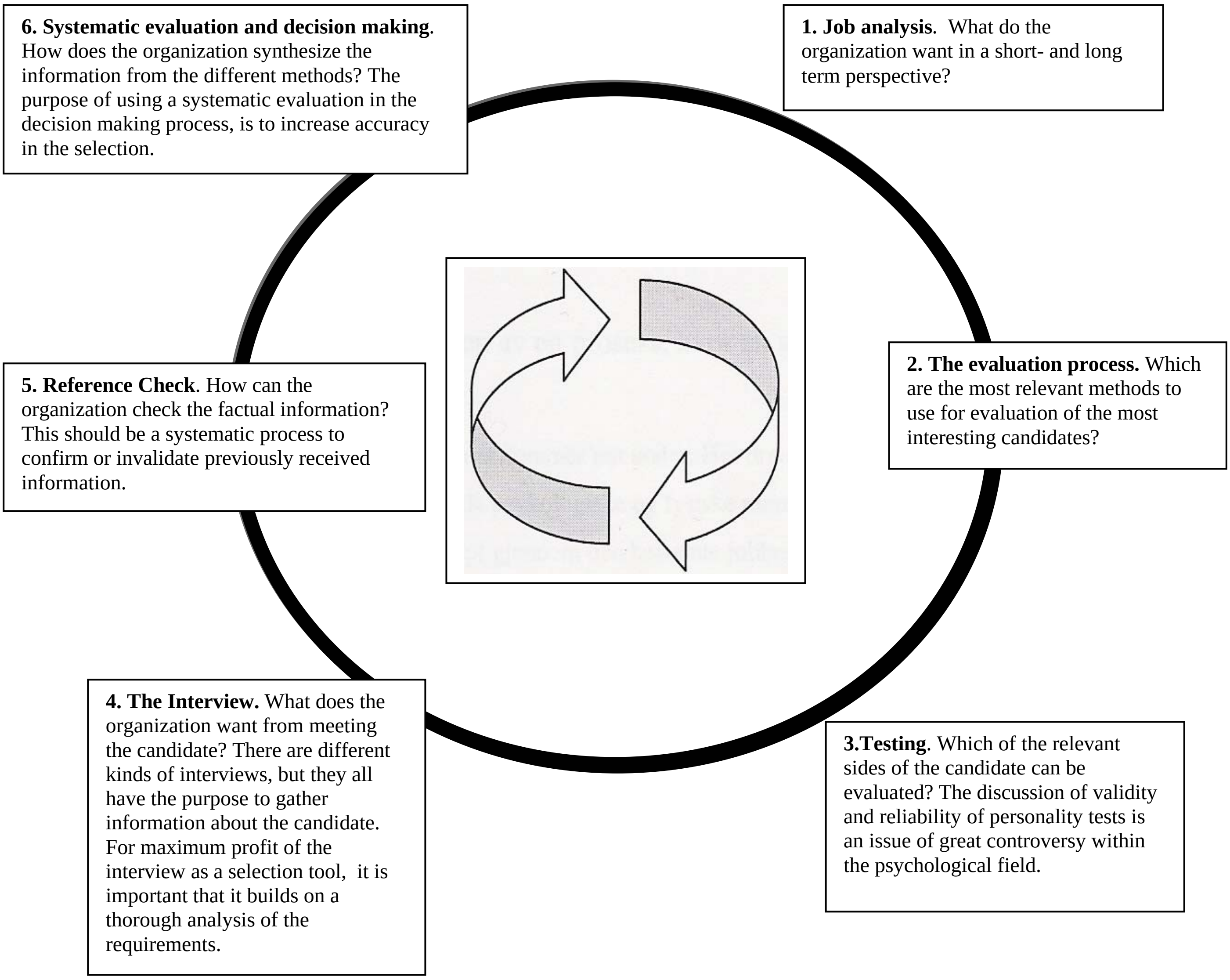


Figure 4, The selection process, building on the thinking by Kahlke and Schmidt (2002)

This overview of the entire selection process includes the different triangulation methods and sees them as a system. Triangulation can improve the quality of the selection by presenting a more adequate picture of the candidates. When this process is used in following parts of this study, the first part of the selection phase (Job analysis, point A) are covered in the recruitment phase 2, analyse the requirements.

One widely accepted principle in decision making is the merit principle; 'This entails the employment of the best person for any given job, through recruitment which is based on explicit merit rules which are specified and contestable' (Legutke, 2003: 6). However, in reality no organizations operate purely on a merit system (ibid.)

<u>Induct the new starter.</u> Research shows that many new employees face an "induction crisis" in their first six weeks of joining a new organisation, and that turnover rate of new starters are very high during these weeks (Cornelius, 1999: 51-52). The purpose of induction is to help new employees to adjust to their new jobs and organizational environment, to help them become fully integrated, and to prevent a high incidence of early leavers. It is important that the new starter is being met on a regular basis, to check their progress and understanding. It is also important that departmental and organizational expectations are clear and that opportunities exist for feedback and discussion, so that new starters know what standards are expected of them (ibid.).

<u>Measure, review and evaluate.</u> ' It is essential to audit, review and evaluate the recruitment and selection procedure regularly' (Cornelius 1999:54). This is a summary facility, where the point is to learn from mistakes and to improve the routines, so that one proceeds to the next recruitment process with extended experience and knowledge.

3 METHODOLOGY

3.1 Qualitative research

To answer my research question, it is natural to use in-depth qualitative research methods. Characteristics to qualitative research is to concentrate on a few variables, where one tries to find as many aspects to each as possible. ‘The purpose of qualitative research is to obtain rich data to build theories that describes a setting or explain a phenomenon’ (Rubin and Rubin 1995: 87). Strauss and Corbin (1990: 17) define qualitative research as ‘Any kind of research that produces findings not arrived at by means of statistical procedures or other means of quantification’.

Qualitative research builds theory step by step from examples and experiences. Generalisations are not the goal in this type of research, because it is much too uncertain. But the mode of generalization is, in the long run, analytical generalization (Rubin 1995: 87; Yin 2003: 32). Qualitative analysis of data has the goal to build theory inductively (Strauss and Corbin 1990).

There are different types of qualitative research traditions; ethnography, phenomenology, grounded theory and others. One major controversy between the different qualitative traditions is the question about how to treat the data. In this thesis I have chosen to build on grounded theory. This is a methodological approach, which advocates that data and theory are in a continuous dialogue. Strauss and Corbin (1990: 24) define grounded theory approach as ‘a qualitative research method that uses a systematic set of procedures to develop an inductively derived grounded theory about a phenomenon’. The research findings in grounded theory constitute a theoretical formulation of the reality under investigation (Strauss and Corbin 1990). This thesis however, does not purely follow the grounded theory approach. I have used a combination of different methods in order to try to build a heuristic understanding and to find answers to my research questions.

3.2 Case study method

Since my research question is a "how" question, and implies investigating a contemporary phenomenon within a real-life context, it is natural to use case study research. The technical definition of a case study research is defined by Yin (2003: 13-14) as:

"1. A Case study is an empirical inquiry that

- Investigates a contemporary phenomenon within its real-life context especially when
- The boundaries between phenomenon and context are not clearly evident.

2. The Case study inquiry

- Copes with the technically distinctive situation in which there will be many more variables of interest than data points, and as one result
- Relies on multiple sources of evidence with data needing to converge in a triangulating fashion and as another result
- Benefits from the prior development of theoretical propositions to guide data collection and analysis"

Conducting a case study is the most relevant research strategy to use here, because my research questions imply covering different contextual conditions, which might be highly pertinent to the phenomenon studying question (Yin 2003: 13)

Phenomenon and context are often hard to distinguish in real-life situations. This makes the technical characteristics of a case study very important. Since my field of interest involves a lot of uncertainty in the data collection, it has been important to narrow the field down as much as possible. To only investigate the narrow case of OSCE in BiH, allows me to concentrate on finding as much data as possible and as necessary. This is the reason why I have chosen to perform a revelatory single-case study. Observation and analysis focus on a phenomenon that has been subject to very little previous scientific investigation (Yin 2003: 42).

A single case study has the drawback that it does not provide basis for replication logic. It will not be possible to draw any generalizations from this study. The data and analysis from this study are only meant to provide information about this particular case. This way of combining the two different academic fields of Peace and Conflict Studies and Human Resource Management is new, which makes the findings from this case will, in my opinion, therefore be of much interest in itself. To maximize the external validity, in spite of being a single-case, I have given great weight on analysing and comparing the collected data against the existing theory.

3.3 Description of the Organization for Security and Co-operation in Europe (OSCE)

The conceptual framework for this thesis is at the intraorganizational level. This refers to the internal interactions and characteristics of an organization. Jaffee (2001: 20-21) defines this approach as to include labour-management relations, formal and informal interactions among employees, internal organizational design, methods of organizational control, and organizational culture. The organization is typically viewed as a largely closed system, as opposed to the inter-organizational level which refers to the external interactions among organizations and their environment (ibid.). Even though the focus in this thesis is on the intraorganizational level, it is the data i.e. the opinions of my informants, which decides which are the parts of the intraorganizational level that will be more closely investigated and analyzed.

The organization in this case study is the Organization for Security and Co-operation in Europe (OSCE). This is the largest regional security organization in the world with 55 participating States from Europe, Central Asia and North America. The Organization employs about 3,000 staff members in totally 18 missions and field activities around the world (www.osce.org/general).

The OSCE Secretariat in Vienna is headed by the Secretary General, and represents the administrative body of the organization. The Secretariat provides operational support and functions as a link between decision-making bodies and the other institutions of the organization and the missions (Legutke 2003: 5).

The unit of this analysis, the mission unit in BiH, have approximately 800 employees. It is made up of a head office in Sarajevo, four regional centres and 20 field offices, covering the entire country. The Mission's work is divided into the departments of Education, Democratization and Public Administration Reform, Human Rights, and Security Co-operation (http://www.oscebih.org/overview/mandate.asp?d=7).

3.4 The Process of Data Collection

One of the most important matters in conducting a research of good quality is reliability. 'If work is reliable, two researchers studying the same arena will come up with compatible observations' (Rubin and Rubin 1995: 85). However, 'Reliability is not something that can be calculated precisely' according to Chris Hart (2005: 349). If the data are not correct, the conclusion will be based on false premises. In order of maximizing the reliability of this study, I have tried to make it as transparent as possible. It is important that any other researcher who would follow the same procedures as those used in this study, should arrive at the same findings. Another important component I have tried to use, in order to increase the reliability, is to maintain a clear chain of evidence. The reader of this case study should be able to follow the derivation of evidence, from the initial research to the ultimate conclusions (Yin 2003: 105).

At the same time, keeping a clear chain of evidence is also important in order to maximize construct validity. To maximize construct validity is to 'establish correct operational measures for the concept being studied' (Yin 2003: 34). In my opinion, by finding out about how the employees view the recruitment of the OSCE will provide interesting and relevant answers to the research question.

One of the major strengths of using case study research for this thesis is the opportunity to use many different sources of evidence. Therefore, triangulation has been prioritized in the data collection. Data triangulation means collecting information from multiple sources, but aimed at corroborating the same fact or phenomenon. Triangulation of data is important to address problems of construct validity. The multiple sources of evidence provide multiple measures of the same phenomenon (Yin 2003: 97-100).

3.4.1 Key informants

The key informants for this thesis are people who have been seconded to positions with the OSCE in BiH in previous years, and people who are currently working in the OSCE in BiH, at management level. For anonymity reasons, I have given these informants fake names and a number. I have also censored their working title and the name of the department they have worked in, or are working in at the moment. The informants were originally of both genders, but for anonymity reasons I have chosen to censor this as well, by naming everyone with a male name.

1. *Philip,* from Norway. He was seconded to OSCE in BiH from 2002 to 2003. This post was in a department in the Head Office.
2. *Frode,* from Norway. Who were seconded to a field office the first period, and to a department at the head quarters in the second one.
3. *Alex,* from the Great Britain (UK). He is positioned in a top management position in one of the departments of the OSCE. He has previously had several other postings in the OSCE.
4. *Alan,* from the United States of America (USA). He is positioned in a top management positition in one of the departments of the OSCE. He has previously had several other postings in the OSCE.
5. *Reece,* from Ireland. He is positioned in a top management position in one of the departments of the OSCE. He has previously been seconded to another position in the mission.
6. *Espen,* from Norway. Have previously been seconded to OSCE in BiH a couple of times. The first time at a field office, and another time in a department in the Head Office.

In addition to these anonymous key informants, I have performed interviews with three other people. At the Norwegian Resource Bank for Democracy and Human Rights (NORDEM), I conducted one interview. NORDEM is the Norwegian body who, on the basis of consultations with the Foreign Ministry, recruit and train

Norwegian personnel for secondment to the OSCE (http://www.humanrights.uio.no/english/nordem/index_ny.html#1).

I also conducted one interview at the Norwegian Embassy in BiH. There is one additional person, whom I have interviewd by e-mail. This is a person who work in the recruitment department of the OSCE Head Office in Vienna. She is responsible for the secondments on behalf of the OSCE as an organization. Neither of these informants requested to be anonymous. These additional people I have interviewed are:

- *Hege Mørk*, Senior Executive Officer in NORDEM
- *Henrik Ofstad*, Norwegian Ambassador in Bosnia-Herzegovina (BiH)
- *Carol Lasetzky*, Senior Recruitment Assistant in the Head Office of the OSCE, in Vienna

3.4.2 "Getting in and Getting on "(Maaløe 1996: 140) –Getting access to the informants

'To gain access is dependent on the key informants and whether or not they see profit in it' (Maaløe 1996:140, My translation). I have tried to get data from different employees at various levels of OSCE in BiH, and from various other sources. Initially, I contacted the OSCE by e-mail, finding the addresses on their home pages. I sent e-mails to several addresses, to be sure to reach someone. Interestingly, all I got was automatic responses, thanking me for taking an interest in applying for a position, which I had not done. I then called the Head Office in Vienna and spoke to the recruitment department which was very helpful. They asked me to send an e-mail to their personal address, which I did. The answer to my questions came very quickly from Carol Lasetzky. This informant also provided me with the internal documents that guidelines recruitment to the OSCE, the Staff Regulations and Staff Rules (2003, Appendix 4 on CD) and Staff Instructions (No. 17/2004, Appendix 5 on CD).

To get me started on the mission level, I was lucky enough to have some contacts who are working in BiH, after a previous study trip to the country in 2004. I approached one of my contacts, a Norwegian that work for another organization in BiH. He recommended me two names of Norwegians that he knew had been seconded to the OSCE in BiH previously. He provided me with e-mail addresses which I used. One of these contacts responded immediately that he/she was willing to participate. This person is called Frode. The other contact did not respond at this point. Therefore I searched the web, found another e-mail address and sent another e-mail. In this process I read NORDEMs online newsletters which mentioned the name of an additional person who had been seconded to the OSCE in BiH. I searched the web and also found Philips e-mail address and approached him/her directly. Philip also responded immediately that he/she was very happy to participate. I conducted both of these interviews before the study trip to BiH. The second person had still not responded. Then, shortly before my leave for BiH, this informant, Espen, called me up and explained that he/she had had a leave of absence, but would be happy to contribute, and we set up a meeting for when I got back.

In advance of my study trip, I arranged two meetings with international personnel in the OSCE that I had met before. One of these informants recommended other employees in the OSCE, that I also contacted. After several e-mails were not replied to and phone calls to other people at lower levels in this department, I got one additional interview. I can not reveal who is who of these three informants. The reason why I regard this as necessary is that I see it as possible that someone could find out the real names of the informants I have met before, since these meetings were booked through official OSCE channels.

One of my Norwegian informants recommended me to contact the embassy in BiH, and arrange a meeting there. On my previous visit to Sarajevo I had met the Norwegian Ambassador, Henrik Ofstad, whom I contacted once again. There was no problem getting an appointment with him.

I was also recommended by another of my Norwegian informants, to contact people lower down in the hierarchy of the OSCE, which I tried to do. This proved very difficult. When I approached people who worked in the personnel departments of the head quarter or a regional centre in advance of the trip, I was told they had no authority to provide any information. I needed to get approval from their superior who again forwarded me to their superior, and with whom it proved difficult to get the access I wanted. My intensions where that it might be possible to use one of the informants who work high up in the personnel department as a door-opener after the interview with him, but it was clear that the hierarchic organization in the personnel department was closed during my visit. It must be added that the Head of Recruitment seemed very positive to my project when I approached her in advance of my study trip. Unfortunately she was away on leave during my visit.

Ideally, the composition of informants should include employees from all different levels of the organization. However, the selection in this thesis is limited. There is a weakness in my composition of interviewees, since all of the present employees are at top-levels of the organization, and there are no representative from the personnel department who works with recruitment firsthand. Even though this composition of informants is confined, the informants I have carried out interviews with, have provided me with extensive information, colourful opinions and a lot of data.

The informants have given me much data, from different angles. They are positioned in different departments, are of different ages, from different countries, have different backgrounds and came to the OSCE mission in BiH at different times. I am therefore of the opinion that the sum of my interviews gives relevant and important data, enough to provide good validity in the conducted research and for analysis to be made.

3.4.3 Anonymity

The names of the three informants from the head office of the OSCE in Vienna, NORDEM and the Norwegian Embassy are all open and official. The reason for this is mainly that not any of them asked for protection of their opinions. In addition to this, the interviews with these persons have only been for background material, to cross-check the information given me from the other informants and to give me basic, factual information. Hence, there are no references to their opinions or claims in this thesis.

I have chosen to make all my informants from the OSCE mission in BiH anonymous. This has been a more complicated matter, since several of them did not ask for anonymity, while others strongly emphasized that this was an absolute condition for talking to me and sharing their opinions. I have considered various ways of executing this, and have concluded that the best way of fulfilling my vow is by giving them all anonymity. For transparency and reliability reasons, I have referred individual statements to each informant in the later text. It is then obvious, that giving fake names to all, and censoring some of the information is important to make it difficult to recognize the individual informant.

For ideal reliability and transparency, all informants should be open and official. On the other hand, this was an important condition to get many of the interviews, and to allow the informants to speak freely. In my opinion, the quality of this research still is at a high level, and that accepting anonymous interviews have added important contributions to the research, and to the ability to give a thorough answer to the research question.

3.4.4 Carrying out the Interviews

The interviews with the Norwegian informants where carried out in Oslo, Norway, with the exception of the Norwegian Ambassador whom I met at the Norwegian Embassy in Sarajevo, BiH. The interviews where conducted in Norwegian for reasons of simplicity (Appendix 1). It would have been unnatural to use a foreign language, when both interviewer and interviewee were Norwegians. The consequence of this is that I have had to translate the answers and claims that I have used in this thesis. There is therefore also the possibility that some of the meaning in the words and sentences will disappear a long the way. I have been conscious about this, however, and tried very hard to pass on the true intensions. All other interviews have been carried out in English (Appendix 2).

An observation I made when conducting interviews, was that it seemed like the closer the interviewees where to be responsible for the recruitment procedures in the OSCE, the less critical they where to how they functioned in the organization. One of my informants who where high up in the personnel department seemed to find little critique against the recruitment process at all. He even rejected claims that were clearly stated by all the other informants. My guess is that the reason for this is both that he personally bears administrative responsibility for the recruitment procedures, but at the same time is the only one of the informants who is not directly involved in the recruitments. This might indicate that additional interviews with other people, who worked with recruitment in the personnel department, might not have provided very much further information.

I had a presumption in regards all interviews, that the informants might have their own agenda. Anonymous interviewees probably have “less to lose” by telling the truth, but might also have reasons to be subjective in their opinions. This is why I have seen it as so important to interview more than one about the same issues. These informants have no knowledge of what information the others have given me, which has made it possible for me to cross-check the data they have provided me with. At the same time, the present employees, and especially the informants in leading positions, may have had reasons to provide me with a “sunshine” story, because they are people with a clear interest in the issue. And as mentioned in the previous section, the more responsibility the informants had, the less critical they were. In the interviews, I have tried to find the slant of the interviewees (Rubin and Rubin 1995: 139). In the long run, they should all have an interest in the organization’s potential strengths and weaknesses being exposed, in order to potentially improve their work.

All of my informants seemed very open and friendly in the interview setting. They answered my questions and associated further. But there were, of course, personal differences between the informants. One thing I noticed in particularly one interview was that the informant spoke so much and so fast, that it was hard to know if he/she had answered my question at all. Another complicating factor was that the interviewee constantly ended his/her sentences with ‘you know’, ‘okay?’ or other words that made me confirm his claims. This made it difficult to keep a clear path through the interview. I tried different methods around this, which didn’t seem to help much. It was a good thing I had the tape recorder, which made it possible to transcribe the interview and search for the answers. But when I sat down and transcribed, I was surprised: for many of the questions he/she didn’t provide any real answer at all, in particular to the most critical questions. This does not allow to conclude, whether this was intentional or not, but it limited the profit of the interview.

3.4.5 Using a tape recorder in interviews

I have taped all interviews, except the one with the Norwegian Ambassador, and one of the interviews with a previous seconded from Norway. ‘Recording interviews on audiotape helps get the material down in an accurate and retrievable form’ (Rubin and Rubin 1995: 126). Before taping the interviews I asked for permission, all of them agreed. Some of my informants initially seemed a bit intimidated by the recorder, but they all relaxed after a little while. My experience with using a tape recorder is that it did not prevent the interviewees from providing revealing information. They appeared to trust that I would honour our agreement of keeping their individual opinions anonymous, and that I would not misuse the information (ibid.).

Another possible disadvantage of using a tape recorder is that it involves mechanics that require attention. I used a new professional recorder, I always made sure that the batteries functioned, and I always took notes in addition to the recording. ‘Taking notes forces you to listen and hear the main points, and also provide backup in case of the inevitable technological foul-up’ (Rubin and Rubin 1995: 127). I always checked the recorder immediately after the interviews, to see if it had worked. Fortunately, it always did. In addition to this, immediately after the interviews I wrote down what I remembered as the most important points/views, just in case something would happen to the tape recording, and to help me in the later analysis.

The reason I chose not to use the tape recorder on two occasions was that it seemed unnecessary. The tape recorder is a very helpful tool when an interviewer receives extensive information, where notes might be incomplete alone. But, the interview with the Norwegian Ambassador was too short for this being necessary. Taking notes was highly sufficient. The interview with the former seconded was the last to be conducted. At this time I had experienced that the saturation point (Rubin and Rubin 1995: 72-73) drew near, and therefore could expect that taking notes would be sufficient.

3.4.6 Self-Consciousness as an Interviewer

Having interviewed people from cultures foreign to my own, has made it important to be conscious about my own role as interviewer and interpreter. All the interviews have given important knowledge and angles to keep in mind through the research. At the same time the fact that half of the informants are Norwegian has given me a challenge, not to be limited to a “Norwegian way” of seeing the recruitment to the OSCE in BiH. I have tried to be as objective as possible and to find and describe the truth as the interviewees see it. I have also had the intention of maximizing the completeness of the research. I have interviewed all persons from the OSCE I gained access to. This has made it possible for me to understand the complex muliti-step process, and find robust answers to the research questions. The interviews I have made have provided me with grounded and accurate information, with depth, detail, vividness and nuance. This has enabled me to get as complete a picture of the research arena, as possible (Rubin and Rubin 1995: 73-76).

3.5 *Data Collection Methods*

3.5.1 Qualitative Interviews

One of the main methods of collecting data has been qualitative interviews. This is a flexible, iterative and continuous approach, which is aimed at giving thick description about complex phenomena (Rubin and Rubin 1995). I have conducted thematic interviews to find out how the recruitment process is operationalized. A thematic study is, to a large degree, a very subjective experience. Therefore, it has been very important to be deliberate end explicit in my methodological choices throughout the process.

I have conducted various types of qualitative interviews, because I have adjusted them to fit the setting and the informant. Most of the interviews have been thematic interviews, based on an interview guide. The interview guides is attached to this report (Appendix 1 and 2). The themes that were used where based on the previously explored theoretical categories. Main themes used in the interview guide were: personal experiences with the different levels of the recruitment process, personal opinions about the recruitment- and selection process, and opinions about major strengths and weaknesses.

There were two exceptions, where I have used an open interview approach, and e-mail interview. E-mail interviewing was used as an initial approach, to establish some contact when it was impossible to meet in person. The reason for using an open approach, was because this informant was external to the OSCE, and I therefore didn't know what was the most relevant questions to ask. This meeting was also of a more informal kind, hence I decided a formal interview guide would strain the conversation and not be very fruitful.

An e-mail interview. To ensure that my data from the OSCE is as valid as possible, I have been very conscious in trying to find as many sources of evidence as possible. My initial interview by e-mail where with an employee at the head quarter of OSCE. In my opinion this was a good way to establish some first-contact and receive information about the OSCE strategies and how the recruitment strategies are from their point of view. Interviewing by e-mail has disadvantages to interviews in person. It is a limited provider of information since the dialogue is replaced by monologue, it is only possible to get written data and you loose the advantage of nuance in the interview. In spite of these and other possible disadvantages, I found an informative approach, which has supplemented the other data in a fruitful way. The e-mail interview has given information from another source than the OSCE in BiH themselves, and it has given the informant time to think the questions through.

Thematic interviews. All other interviews have been conducted in person. I have conducted a total of seven thematic interviews. ‘This type of interview involves the implementation of a number of predetermined questions and special topics. These questions are typically asked of each interviewee in a systematic and consistent order, but the interviewers are allowed freedom to digress; that is, the interviewers are permitted to probe far beyond the answers to their prepared standardized questions’ (Berg 2004: 80-81). The thematic interview method has therefore allowed me to discuss the same themes with all my interviewees (Appendix 1 and 2), but at the same time ensured me flexibility to pursue interesting topics which have appeared in the different interviews.

As mentioned, I have also performed one open interview. ‘In an unstandardized interview, interviewers must develop, adapt, and generate questions and follow-up probes appropriate to each given situation and the central purpose of the investigation’ (Berg, 2004: 80-81). The purpose with this interview was to cross-check some of the claims of the employees in the OSCE, not to integrate him as to find the answers to my research question. Because Norway is a member of the OSCE, and because the participating states influence the secondments of the organization to a large degree, it was interesting to hear both the official policy and the unofficial opinions from one of the stakeholders involved.

3.5.2 Documentary Data

To get more in-depth knowledge about the recruitment procedures, and a sounder triangulation, I have put weight on alternative approaches to gather data. I have also gathered “pre-existing data”, which is data that exist at any given time (Hellevik 1999, My translation). Additional data which I have used, has been both official information about the OSCE and their recruitment process on the internet, as well as internal documents and facts received through my informants (Appendices 4 and 5 on the CD).

I have spent time reading official evaluations of OSCEs peacebuilding efforts in BiH, both by former employees (Rasmusson 2000; Rustad 1998) and external scientists (Bothe, Ronzitti and Rosas 1997; Crocker, Hampson and Aall 1999). I have also received some unofficial reports through NORDEM (Dia 2002; Legutke 2003). This has given me valuable background information, and suggestions for what I might look for. At the same time, I have tried to stay conscious about not letting this to make me biased in the research.

3.6 Data analysis

"The goal is to integrate the themes and concepts into a theory that offers an accurate, detailed, yet subtle interpretation of your research arena" (Rubin and Rubin 1995: 227). The purpose of this thesis has been to build understanding about the relationship between recruitment and effectiveness in an international peacebuilding organization. As this study uses a qualitative approach, the goal with the data analysis is to understand more about the relationship, not to measure it using quantitative techniques.

Grounded theory lay a lot of emphasis on theoretical sensitivity. This is defined as 'The ability to recognize what is important in data and to give it meaning' (Strauss and Corbin 1990: 46). Strauss and Corbin (1990: 41-42) explains that one can come to the research situation with varying degrees of sensitivity, depending on previous reading and experience relevant to an area. 'It is theoretical sensitivity that allows one to develop a theory that is grounded, conceptually dense, and well integrated – and to do this more quickly that if this were lacking' (ibid). Theoretical sensitivity can come from several sources, as literature, professional experience, personal experience and the analytical process itself.

In grounded theory it is important that the theory is used to stimulate theoretical sensitivity, but not provide all the concepts and relationships that are to be investigated. 'We do not want to become steefed in the literature as to be constrained and even stifled in terms of creative efforts by our knowledge of it!' (Strauss and

Corbin 1990:50). As mentioned earlier, I use grounded theory approach as point of departure, but use a combination of different methods in order to build heuristic understanding. I am not testing the existing theory. In the analysis of the data in this study, I have rather tried to build on existing theory trying to find a greater understanding of the research problem.

According to Yin (2003), every case should strive to have a general analytical strategy, defining priorities for what to analyze and why. In this case study, I have tried to have a basis in the theoretical point of departure through the study. The theoretical basis has provided me with predefined categories, which have helped to focus attention to certain data and to ignore other (ibid.). At the same time, it has been important to allow the data to provide additional categories. To be able to answer the research questions, I have also seen it as important to first develop a case description. This has helped me to identify the appropriate causal links to be analyzed (ibid.).

Coding. According to grounded theory approach, it is important to transcribe and analyze the entire first interviews before going on. This early coding gives guidance to the later field observations and interviews (Strauss and Corbin 1990). This is something which I have prioritized. I have used quite some time on transcribing and analyzing the initial interviews, before I went on to only transcribe information that was relevant to the coding. This enabled me to find concepts, and start to build the data into theories about how the OSCE perform their recruitment and how the informants see it affecting the organizational effectiveness. It also provided me with the possibility to take this preliminary analysis, and test it in the later interviews and data collection methods. I have seen this as a very fruitful process.

I have used deductively developed categories for the coding, but have strived to find the perceptions of my informants in an inductive manner. ‘In order to present the perceptions of others (the producers of messages) in the most forthright manner, a greater reliance on induction is necessary. Nevertheless, induction should not be undertaken to the exclusion of deduction (Berg 2004: 273). I have strived to let the concepts, ideas and explanations emerge through an active interaction with the informants.

Insight and understanding of the collected data have emerged from my theoretical sensitivity, most importantly from literature and as I have interacted with the data. As I have studied and analysed the data, I have strived to find their genuine meaning. One dangerous pitfall could be “cherry picking” the most suitable results. I have tried to give as representative a picture of the data, as possible.

4 FINDINGS

4.1 DESCRIPTION OF THE RECRUITMENT PROCESS

The purpose of this section is to give an answer to the first sub question of the research question; *What kind of procedure do the OSCE in BiH use to recruit staff?* The presentation here is structured by using the seven phases of the recruitment process, as described in figure 3 and presented earlier in this report. For each phase, an account of the most important features is given. Finally, there is given a description of how the diversity potential is being taken advantage of.

The recruitment procedures of each member country are an important part of the recruitment to the OSCE, but have not been the focus of this thesis. In order to make this study comprehensible, the focus throughout the analysis is only on the recruitment at the OSCE level.

The recruitment in the OSCE is conducted in three different ways for three different types of employment. The recruitment procedures are based on detailed directions from the head office in Vienna. One way the OSCE recruit, is BiH inhabitants on national contracts. Nationals are mainly recruited to positions as general service staff or as local professionals. Nationals work mainly at the lower levels in the organization, there are 126 national professional posts and 421 general service staff positions (Informants Alan and Reece). The second way to recruit employees is by secondment. Secondment means that the candidates for vacancies are nominated and remunerated by their OSCE member state. At present, there are 119 seconded to the OSCE mission in BiH. The third way, in which the OSCE recruit employees to BiH, is by contracted international positions. There is a limited number of fixed term contracts for only seven posts, and they are only used for the recruitment of what is identified as “key administrative posts” Alan claimed.

4.1.1 Identify the need to recruit

There are generally two ways of identifying a need to recruit in the OSCE in BiH. This happens when either someone is leaving their position, or if the head of department decides there is a need in the organization for a new post. The OSCE promotes itself as a non-career-organization which means that the staff is hired on a limited appointment for a specific position (Legutke 2003: 27).

Annual cycle. There is an annual cycle of looking at the size and shape of the departments. The head of each department looks at the size and shape of their part of the organization, and evaluates whether or not this is on line with their mandate and what they assume will be the future tasks. Priority areas might develop a need for additional personnel and less prioritized fields might have excess expertise to what is really needed. This evaluation takes place each December. The nationals are on one year contracts, which get evaluated together with this process every December.

Seconded Staff. Seconded staff are on six months contracts which begins and ends throughout the year. There is a relatively high turn-over on the international staff which on average stay in their position from one year to one and a half (Appendix 3). There are several ways of identifying a need to recruit to a seconded position. One is when the participating countries who remunerate the seconded decide that they want to end it. They will then have to inform the OSCE of this, two months in advance. If he/she decides it is time to move on, they have to give a two weeks notice. If the OSCE want to let someone go because of breach of codes of conduct, disciplinary measures, folding of the position or other, it will have to follow the strict regulations by Staff Regulations and Staff Rules, Article IV (SRSR 2003), which is approved by the Permanent Council in Vienna.

International Contracted Personnel. International Contracted personnel usually have fixed two-year terms of contracts which also tend to begin and end throughout the year (SRSR article III: 3.01). This gives some extent of predictability to when there will be a need to recruit.

4.1.2 Analyse the Requirements

The advertisement of vacancies include both mandatory and desirable requirements, which are distributed on general minimum requirements, field of expertise requirements, level of professional competence requirements, mission specific requirements and a list of tasks and responsibilities. These are specific and various requirements which cover a broad level of knowledge, capabilities and attitudes.

According to the OSCE Staff Rules and Staff Regulations (2003) a vacancy notice need to include “Clear and objective criteria” which the candidates will be screened on. Other than this, there is no reference in this official document as to what these criteria’s should include. The general minimum requirements are provided by the personnel department in Vienna, and form a base for all positions in the OSCE.

The process of analysing additional requirements seems to be linked very closely to the organization’s preparation for the job specification. This is reviewed and prepared by the person leaving the position, unless it is a new post. With new posts opening, the head of the department decides what is required together with a couple of their staff (Informant Alex). After this the requirements are run through the Personnel department, to make sure it fulfils the usual standards. If it is a local post, the requirements are finally approved by the mission personnel department. If it is an international position, it is thereafter forwarded to Vienna as a vacancy notice.

4.1.3 Determine the reward

The principle for salaries and entitlements are stated in the SRSR, article V, where the OSCE states that their cost of remuneration under no circumstances shall exceed the standards established in the United Nations common system.

According to the SRSR (2003: 206), the locally contracted staff are paid by a salary scale which is established by the Secretary General of the OSCE. These salaries are in principle supposed to be established as generally applicable to local salary levels and BiH income tax system. According to my informants in the OSCE mission in BiH, it is the personnel section in the mission who drafts the terms and conditions for local employees and then seeks the approval from the permanent counsel. These terms and conditions are designed to be competitive to other international organizations in the country as well as the best local service employers.

All international mission members are paid a Board and Lodging Allowance (BLA) of presently 100 Euros a day. “This is intended to cover at least partially the living expenses incurred by international mission members assigned or appointed to a mission” (SRSR 2003: 39). Salaries of international contracted OSCE officials are determined by the net salary scale applicable in the United Nations common system to staff in the professional and higher categories (SRSR 2003).

The OSCE has no responsibility for the remuneration of internationally recruited staff. The head office in Vienna has the entire responsibility for negotiations and salaries for the international contracted position. The remuneration of seconded personnel is the responsibility of each sending state, and they all have different practices. Some states tend to pay very well, as for instance Great Britain and Sweden are known to do, while others do not pay salary at all. It is especially the Eastern European countries who have a tendency to pay little or no wage besides the BLA from the OSCE (Informant Alex and Reece). This is completely the responsibility of the government involved.

4.1.4 Advertise the Vacancy

Advertisements for local posts are handled by the personnel department in the mission, who put it on the mission intranet and internet site. Depending on the kind of post, it is also put in the newspapers for advertisement. Advertisements for local positions normally have a two-week deadline for applications.

Advertising of the international positions, both contracted and seconded, is the responsibility of the personnel department in Vienna. They issue the vacancy notices to the delegations of the participating states and on the OSCE web-site. International contracted positions are also given the widest possible circulation to the OSCE delegations, web-site, as well as other appropriate specialized media. The international positions have an application delaine of two weeks after disclosure.

Although the SRSR (2003: 12) have the regulation that all recruitment shall be transparent and subject to open competition, there are some flexible ways around the official recruitment procedures. According to all of my informants, it happens that people are requested to apply for certain positions. Two of my informants have themselves been recruited on the basis on such requests. For the national- and international contracted positions this could have a direct influence on the appointment because this is entirely a decision of the OSCE. For the seconded positions there is a check in the two-level process, where the participating states have to approve and support any applications for seconded positions.

4.1.5 Select the Best Person

The evaluation process. The evaluations of the recruitment tools is strict and bureaucratic. In principle, the rules and tools of the game are set by the personnel office in Vienna. It is possible for the mission to use additional selection tools but the cost of these must be covered by the mission. According to my data sources, the departments in the OSCE mission in BiH all use the same recruitment and selection tools, without evaluation. They follow the instructions from the personnel office at the headquarters, without much individual thought to the post in question.

Testing. There is little use of testing as a selection tool. There is some use of language tests for candidates to certain national positions. Posts, which demand a fluent knowledge of English, like assistant interpreters posts, use language tests as a tool in the selection process. The Standard Recruitment Procedures (SRP) (Staff Instructions No. 17/2004) section 10.3 also states that the candidates to international contracted posts are to take a written test prepared by the recruitment section of the secretariat. The test is supposed to give ‘an objective and measurable assessment of relevant skills, competencies, abilities and qualities of the candidates’ (Staff Instructions No. 17/2004: 10.3). The test results are meant to be an important contributing factor to the decision making process. For seconded there is no use of tests at the OSCE level.

Interview. The interviews in the OSCE are always performed by an interview board. The interview board consist of an odd number, in case of disagreement (Informant Alan). The different levels of the organization, relevant to the post, are represented in the panel. This normally constitutes one representative from the personnel section, whether from the regional office, mission head office or headquarters in Vienna. There is a representative with relevant expertise in the subject matter, and usually a representative of the programme manager in the mission. The personnel section is there to make sure that the guidelines from Vienna are being complied with.

When the OSCE is recruiting someone for a national post, the mission handles all the screening. To find the most interesting candidates to be interviewed, they first go through the applications and create a long-list. This is done by putting aside all the applicants who does not comply with the necessary qualifications and requirements listed in the vacancy notice. The long-list is forwarded to the programme manager to confirm the screening. Then the list is evaluated even closer, and a short-list of the most interesting candidates is created. The short-listed candidates will then be contacted for interviews.

For international positions there is a similar process, only that the recruitment section in the secretariat is involved, too. For these positions it is the personnel department in Vienna who is responsible for the employment, together with the hiring programme manager. For all international posts the recruitment section in Vienna receives the applications and creates the long-list. When the long-list for international contracted posts has been created, it is submitted to the Head of Mission for approval. It is then sent to the relevant Programme Manager (or representative) who, in co-ordination with the recruitment officer prepares a short-list for interview. The long-list for seconded vacancies is complemented by a written report from the secretariat, containing recommendations along with supportive reasoning for this (Staff Instructions No17/2004: section 9). This list is forwarded to the relevant mission together with a list of the rejected candidates.

When recruiting officers on international contracts the Head Office in Vienna has more direct responsibility than when seconded personnel is hired. The interview board then consists of two representatives from the secretariat together with two from the mission, while the board interviewing candidates for seconded positions only consist of representatives from the mission (Staff Instruction No.17/2004: Section 10 and 11).

The interview board for contracted personnel performs their interviews in person, in Vienna. They are, according to the official instructions, not to be aware of the test results when they perform their interviews. The questions and the structure of the interview is not a subject to rules and regulations, but rather the responsibility of the individuals who constitute the interview board. The interviews for the seconded vacancies are usually performed by telephone. If the candidate is in the country it is performed in person. However, most of the candidates are not in the country, and based on practical and financial considerations, the candidates are not brought in by air. The interviews are used to receive additional information about the candidates. They usually last about an hour, and are based on the standard application form and impressions the candidates gives on the telephone (Informant Alex).

Reference check. The official guidelines for recruitment to the OSCE only refer to the initial evaluations of the applications. There is no formal procedure to check the information that is provided through the forms, not for recruitment to any position. There is no reference in the Staff Instructions (No. 17/2004 or the SRSR 2003) to any reference check of the candidates. However, the CORE report (Legutke 2003: 10) refers to reference checking, where the personnel office at the Head Office is entitled to check the references of candidates to senior positions. The only additional provider of structured reference information might be the personnel files, established for all

OSCE officials. This can only provide information if the candidate has been employed with the OSCE on a previous occasion.

Systematic evaluation and decision making. The synthesizing of the different methods is a limited challenge, since there is little use of triangulation in the selection process. The OSCE in BiH base their decision making mainly on the interview, except for the internationally contracted posts and local posts with certain linguistic requirements (see point 5.3).

The interview panels document their evaluation of the candidates in a written reports signed by all members. The final employment decisions are, according to the instructions from Vienna, made by the Head of Mission. For contracted positions this is conducted in consultation with the Secretary General in Vienna. The Chief of Recruitment has the responsibility to inform the candidates of the employment decision in writing. Following the decision of employment of seconded personnel, it is the responsibility of the Recruitment Section in the Secretariat to inform the nominating authorities of the outcome of the selection process (Staff Instructions No.17/2004: Section 11). The nominating authorities then have to inform their candidates.

4.1.6 Induct the New Starter

In the early mission years there were little emphasis on induction. More recently there has been development in regards the induction procedures. With time this has had focus and the OSCE has gradually developed three levels of induction. For new international employees, the OSCE has developed an introductory course in Vienna. The course lasts two days and ‘gives general information about the OSCE and how it does its business’ (Informant Reece). At the second level there is a one day mission briefing for all new employers, nationals and internationals. Here, it is mission specific topics and departmental briefs on the agenda. Depending on where the employment is, there is an additional induction at the individual level at one’s region centre, field office and so on. Deployment and practise of the official routines can take some time.

The induction routines at the third, individual level seems to be very dependent on if-, and which person has been employed previously and the priorities of your superior. My informants described how also in recent years, newly recruited persons have received totally different inductions to their specific tasks. One informant has the experience of a hand-over, where she got training from the person who was leaving the post. According to other sources this is not allowed, and must therefore be seen as a singular incident. Other informants described having experienced that they arrived at their employment position without any information at all, about it. They had to start from scratch, without any archive or other sources of information about previous work done by their predecessors.

4.1.7 Measure, Review and Evaluate

The responsibility for measurement, reviews and evaluations lies with the secretariat in Vienna. 'The recruitment process shall be reviewed on a regular basis by the Director for Human Resources in the secretariat in consultations with Heads of Institutions and missions' (Staff Instructions No.17/2004). They are in touch with the personnel department in the mission, but the mission is only a body entitled to comment.

The OSCE in BiH has no internal routine for the evaluation of their recruitment process. The heads of departments are not a part of the evaluation, even though these have great responsibility in the selection. There is generally little awareness as to how these procedures are evaluated and everyone seems to be settled with the regulations and routines instructed by Vienna. In 2003 there was an external evaluation report about the recruitment, selection and preparation procedures in the OSCE filed missions in general, in addition to an analysis of the working and employment conditions (Legutke 2003, in Appendix 6). This research report was performed by a research centre in Hamburg who was doing it in collaboration with the Training Section at the head quarters in Vienna. The findings from this study have had some limited consequences for the routines in the OSCE. These minor changes seem all to be concerned about induction procedures (see point 6).

4.1.8 Diversity Advantage

'Recruitment shall be based on a transparent process, subject to open competition among nationals of participating States and without regard to gender, race, colour, religion and beliefs nor to ethnic or social origin or to nationality' (SRSR 2003: 12). This quotation is a very clear statement, which stands in contrast to 'taking full account of the principle of recruiting staff from all OSCE participating States on a fair basis and the importance of achieving gender balance within the Organization' (Staff Instructions No. 17/2004, section 5.2 and SRSR, section 3.01.b). On the one hand, the OSCE official instructions state that there shall be no regard to nationality or gender in the recruitment, none what so ever. In the next section, on the other hand, the quotation states that there is to be a consideration of balance between the different member countries and to gender. These different statements in the SRSR (2003) and Staff Instructions (No. 17/2004) are in contradiction and convey a confusing message. Should the recruiters not to take nationality and gender in to consideration, or should they, in order to achieve a fair balance?

According to my informants, nationality has a great influence on the recruitment process. Departments responsible for recruiting get telephone calls from embassies, Alex stated that 'the more senior the job, the more politicized it becomes'. Different countries keep an eye on their statistical representation in the organisation. The general rule seems to be that the member states strive for a balance between the percentage of budget payment and their corresponding representation among the international staff. There is also the question of political prioritizing in the different member states. Some countries, like Denmark do not see BiH as a priority area, and therefore do not second any staff members. Some countries seem to prioritize particular areas of work, like the USA, is known to feel strongly for education reform (Informant Alex). At the same time, this is linked to the chairmanship of the OSCE, which changes every year. 'What you see normally is a rise of people from that particular country, in to the missions when the chairman in office comes' (Informant Alan). This is supposedly because the country wants to be represented and have more control over the work to be done.

The issue here seems to be about whether the diversity or equality (merit-) principle should be followed – or both – and how they should be related to each other. Either one seems to play a role at times.

4.2 ORGANIZATIONAL EFFECTIVENESS

This section of the thesis is to give an answer to (the second sub-question of) the research question; *How does the recruitment procedure influence on the effectiveness of the organization as described by former- and present staff members?* This section is an account on how the informants from the OSCE organization see the effectiveness of the OSCE being influenced by the seven levels of the recruitment process. In addition to this I will also give an account of how the informants see the relationship between the effectiveness, recruitment and how the organization exploits the diversity advantage.

The recruitment procedure of the OSCE in BiH is complicated with several various ways of being employed, as described earlier. Therefore, I have seen it as fruitful to focus only on the recruitment of international seconded staff, and have chosen to do this. The data shows that this recruitment method appears to be the most relevant for the OSCE as a peacebuilding organization. This is a way of recruitment, which seldom occur in traditional national organizations or bureaucracy, but which is common in organizations involved in international peacebuilding.

4.2.1 Identify the need to recruit

‘The OSCE recruitment procedure is best for people at the beginning or the end of their career’ Alex claimed. This statement is made based on the opinion that the terms and conditions for employment are not very good, with the short perspective on the contracts and difference in the terms and conditions from country to country. All of the informants seem to agree that the short time perspective has extensive impact on the organization. The informants see both positive and negative effects of the short time perspective on the OSCE.

<u>Positive effects.</u> One positive effects is claimed to be the opportunity this gives to the organization, to review the employment every six months. If the seconded is not believed to have been doing a good job, it is possible to let the person go. Another supposed strength with six month contracts is that they provide the organizations

regularly with ‘fresh blood, new ideas‘ according to Alan. The rationale behind this is that, ‘you don’t want to get stuck in the old ways’ (Reece).

The employment for six months can also be positive in an immediate post-conflict situation. Under harsh conditions without electricity or running water and in an unstable security situation, six months can be a long time. Therefore, the consequences of the six-month time-perspective can depend on the programme and its mandate. If the programme has a short-term focus, like demilitarization, short-term contracts are suitable. ‘It is important to have a turn-over, but at the same time, when things are going well and you are going towards the right end, how do you actually get the people to remain?’ Reece wondered.

Negative effects. The short time-perspective also has a great personal influence. The individuals know they are going to be there for a short while, which makes it important to get results in a short-term perspective, with less concern for the long-term consequences. ‘This is reflected when people try to do very much there and then, for the six months they are there, without any long-term perspective’ (ibid.). It can also be a problem as to the amount of energy employees are willing to put in to achieve results. ‘Most of the people recruited on six months contracts have a job at home, from which they only take a leave of absence. They leave their family at home and go down for a period or two. This is a problem, especially in a country like Bosnia, which is rather complicated’ Philip stated.

It is programmes which need a long-time focus that experience the greatest negative effects of six-month contracts. Alan gave the example, ‘Like for instance the democracy programme, it is better to have people for longer periods of time’. Democratization is about long processes, it is dependent on a relationship of trust between the OSCE and locals. Alan expressed his concern with this; ‘People constantly in and out interrupt that process, and the momentum you might have gained is sometimes lost’. ‘A year is a minimum to get a grip of things. So if you leave after six months, you have only just started to get to know the situation' Frode Olsen underlined.

Being successful and effective in peacebuilding is dependent on a good relationship with local institutions. The short time-perspective clearly has a negative influence on the ability to develop trust and good relationships with the local partners, which also affects the effectiveness. Frode has personal experience with this, 'They know you are there for a short period of time and this result in that they can be persuaded with only what they already agree with. They know that this person leaves in six months. Then there comes someone new that they can fool some months longer. This does not have such a negative effect if the replacements come one by one, but they are put into system in the international organizations'.

Another negative consequence of the high turn-over is on the programme manager side. 'Only one programme manager was still in place at the end of 2004, who had actually prepared the budget the previous year' Reece told me. When you consider the budget as a key programmatic tool, this is a weakness. This leaves the programme managers with little ownership to the budget and to the plans for the year.

'It is difficult to let people go, because their sending country will object. It is easier to say the post has folded, and then produce a slightly different post' (Alex). The opinions about the length of the contracts are unanimous. Every informant has the opinion that the secondment contracts in the OSCE in BiH should be at least a year. Some of the informants think the period of time should be even longer, up to two years in the positions which need a longer time perspective.

4.2.2 Analyse the requirements

'I think there is a scope to go and improve the forms that we use and to make the system more on-line than it is today' Reece admitted. Today there is little use of the web as a tool in the recruitment process. Reece advertise for a system with a catalogue of job descriptions, including a generic OSCE description, key features of the programme and suggestions for other specific requirements. ‘I think we have to make our system more user-friendly from that point of view, both for the applicants and for the programme managers’ Alan stated.

‘If I give you take the example of democratization. At the moment there are two principal aspects of work being carried out, one parliamentary side and one civic participation side. The kind of skills that you need to do both aspects of that work is very hard to find in one individual. I can tell you up front that nobody is going to exactly meet that. The thing is, do people have the capacity to go and adjust to that?’ Reece asked. He/she signalises with this that there is a search for the candidates with the “greatest potential”.

The ability to formulate the tasks and responsibilities that a position holds is another important part of determining the requirements. ‘The job analysis will never be able to cover the real requirements of a position. The OSCE cover itself by writing a sentence at the end of the list that the position can also include other responsibilities’ Espen claimed. At the end of the list of tasks and responsibilities in a vacancy, the OSCE writes; ‘Perform other duties as required’ (http://www.osce.org/employment/show_vacancy.php?id=2020).

‘When one is seconded or recruited to an international organization, as an expert, this also involves responsibility for personnel. I had management responsibility for some people, but was recruited on the basis of my field of expertise. I was not prepared to use so much of my time to mediate conflicts and follow up people who didn’t do their job’ Philip shared with me. The overview over requirements list many personal requirements, but little or no information that this involves project management or personnel responsibilities. ‘This is a problem of the international organizations. They base their organization on recruiting many nationals on lower levels, and internationals on higher levels. This leads to much focus on specialized knowledge and the personnel- and administration part is put away’ Philip said. The potential of letting the personnel staff assist the international personnel with the management, has not been exposed in the OSCE. The personnel staff in the mission to BiH is not involved in the management. Their role is limited to support the recruitment process.

As I will come back to later (sub-chapter ‘Measure, review and evaluate’), there are also the challenges of changing priorities in the organization. If the priorities change quite often, it could be more difficult to know the real requirements for a job, since they are likely to change in the future. It happens that the OSCE demand employees to perform work, which have no relevance to the requirements, on which they originally were hired. This has implications for the person’s ability to be effective and create results for the organization. ‘When people have job specifications, which might have no relation to what they are asked to do, that doesn’t stop them from being useless’ Alex stated.

4.2.3 Determine the reward

The fact that remuneration of seconded personnel is purely the responsibility of the sending nations has several implications. Some informants stress the negative effect caused by the fact that some countries doesn’t pay any salary at all. ‘If somebody is working for purely board and lodging allowance, there is always a possibility for people to move on once a better opportunity presents itself’ Reece stated. The respondents in the CORE report (Legutke 2003: 30) also stated that ‘the various remuneration set-ups of participating states discriminate against mission members and are thus perceived as unfair’.

Other focus on the problem that little leverage in rewarding, causes for the organization. Alex viewed this negatively, ‘The experts you want and the people who apply are not necessarily the same thing. For some expert positions it is impossible to get the experts that you need, for instance experts on intelligence military reform’. This is based on the fact that rewarding can not be used as a competitive advantage for the organization when it comes to secondments. Alex was very concerned about this, ‘It can be very difficult to get real experts to apply for seconded positions. These are often attractive people, and the terms for the secondments are not particularly competitive. What you are left with, is getting someone on consultancy rates'.

'OSCE has to rely primarily on seconded persons because half the payment comes directly from member countries' was the opinion of Frode. 'I think it is very unlikely that the sending states in OSCE are going to change their practice. What it is about is control. I think the reason for this is that the OSCE is build on what the larger member countries wants. They want greater influence on the positions and who becomes employed' Frode claimed.

4.2.4 Advertise the vacancy

'The deadline for two weeks is in principle a rather short time' Philip said. The secondment process is extensive and much time needs to be spent following through the formal procedures, before an application can be ready for evaluation. 'The result from this is that it is difficult to get the most qualified people to apply' Philip added. The number of applications is very limited by this.

There is some flexibility in the advertisement. Some are encouraged to apply for particular positions. 'That is a good thing, because the possibility to get someone with a special kind of competence increases' Philip said. 'You can advertise until you are blue in the face, but if the right person doesn't choose to, isn't attracted to apply then how can you do it?' Alex wondered. All of the informants agree that it does happen, that some are encouraged to apply for certain positions. The CORE report states that as many as 40% of the seconded staff assigned to the OSCE in 2003, were selected by the respective supervisor before the official application procedure (Legutke 2003: 12).

My informants had different opinions about the practice of encouraging particular persons. For instance, Alan disagreed with it, 'I don't like to do that, I don't think it is right. I think it is important to have a transparent process'. Others, like Reece did not mind as much, 'I think simply it is a fact of life. But the question is that, whoever is encouraged, they all have to go through the process. And all secondments involve the participating state as well'. The CORE report expressed a discontentment with this practice within the OSCE. 'In particular in large missions, many mission members experience there to be a problem with "too much nepotism"' (Legutke 2003: 13).

4.2.5 Select the best person

The evaluation process. 'Each of the 55 member states have different ways of how they put people forward. But once it gets to the delegation in Vienna, it is pretty much the same process' Alan shared with me. 'There is a lot of work being done on the secretariat level with the delegations, to try to standardize and parallize the approach that is been taken' Reece explained.

Testing. There is no testing of candidates for secondments at OSCE level. There is some use of testing in the selection process in some member countries, but this is very rare and not at the level of this study. The data gives the impression that there is a great rush in the recruitment of seconded personnel. The use of testing in a selection process requires greater investment it takes time and costs money. The rush and the short time-perspective on the recruitment might contribute to little interest in investing very much in these recruitments.

Interview. The informants have a unison view; that performing the interviews ideally should be in person. Because of practicalities most interviews are carried out by phone. 'When the interview is performed by phone, of course one looses some dimensions of the person you are interviewing' Philip admitted.

Alex revealed another weakness with the telephone interviews conducted in the OSCE mission in BiH, 'A telephone interview assumes that the person on the telephone is actually the person who claims to be, who is said to be the applicant. And I occasionally have my doubts about that'. The informant bases this statement on the fact that it is perfectly possible that somebody who speaks much better English than the candidate, can be the one to participate in the interview. 'When the person shows up it is very unusual to turn them around. Because you would get a huge protest from the sending state, because they pay to send their person to the mission' Alex said.

Reference check. There is no check of the references of candidates for seconded positions, at OSCE level. The only reference known to the OSCE is that the sending state supports the application. There is probably some use of reference checking in the selection process in some of the member countries, but this is not at the level of this study.

Systematic evaluation or decision making. Since there is little triangulation in the selection process, the systematic evaluation of each candidate is only based on the application and the interview. The decision making on the other hand, also has other considerations factor into it. 'It should be the best person who gets the job, but there is a continuous review by the sending nations of numbers, to check whether they are about right in the proportion of people deployed to field missions, in comparison with the percentage they pay of the total OSCE budget' Alex complained.

Nationality appeared as one of the deciding factors in the selection of candidates. 'Sometimes, so I've heard, you end up with people that the country wants, but who doesn't have the degree of experience or background that you might have wanted for that particular position. And that impacts negatively on the ability for that person to do the job, and that department of the mission being effective. Sometimes it works out, sometimes it doesn't' Alan told me. This is further accounted for in the sub-chapter about the diversity advantage.

4.2.6 Induct the new starter

'The induction courses I went through were much theory and little practice. The focus was largely on the area of conflict' Frode said. Frode had participated in the formal induction courses, but he/she thought the training had been poor. 'I didn't have any archives when I started. It seemed like the person who had the job before me had just disappeared. There where no information about previous projects. You spend the first three to four months just trying to get into things, to find out what had been done before' Frode exclaimed.

It is obvious that the induction procedures lack consistency in their implementation in the OSCE in BiH. Several of the informants had experienced a poor induction, which had negatively influenced their ability to be effective in their work. 'The first time I was with the OSCE in BiH, there was no induction. The person who had the job before me had burnt all his papers before he quit. However, the last time I came down I experienced a good briefing through an overlap with the person leaving my position' Espen explained.

4.2.7 Measure, review and evaluate

The responsibility for this phase of the recruitment process, is placed with the personnel department in Vienna. 'There is quite an extensive discussion between the personnel department in the mission and the secretariat when the recruitment regulations are being reviewed. But the primary responsibility ultimately lies with Vienna' Reece stated. This implies that the rest of the organization, including the heads of departments who have a great deal of responsibility in the selection process, are without any influence on the guidelines for the formal recruitment practice.

There seemed to be a consensus view among the informants, that the OSCE in BiH is a bureaucratic organization. However, there seemed to be different opinions about the implications this have on the effectiveness. Several of the informants were very vague on this issue, while others where quite clear, like Philip and Espen. Philip stated, 'what is particular about OSCE in BiH is that the organization is very large, very political and has a very central and important mandate. That creates a giant need for quality assurance. It is very hierarchic and bureaucratic. Because of the great need for quality assurance, the efficiency is reduced. This also reduces the drive in situations where quick action is needed'. Espen had a similar view, 'The OSCE is not a very effective organization in BiH, but at least it is better than the UN. It used to be more effective in the beginning, and it used to include a more experienced work force. A larger number of inexperienced personnel increase the need for rules and regulations to ensure a minimum standard on the work being done. But this reduces the effectiveness'. *It seems like the OSCE effectiveness is reduced by the structure of the organization.*

Several informants also refer to the changing priorities in the organization to cause reduced effectiveness in the organization; 'When the election department was closed, the people where moved to the education department, without any previous expertise in the field. That is not very good' Espen said. Alex supports Espen`s claims that the organization experience changing priorities that negatively affect the effectiveness, 'So you end up doing the job you're told to do, with the people and the resources that were given to you, to do a different job. And that's quite difficult'. There were different opinions about this issue among the informants. Espen and Alex, on the one hand, referred to the changing priorities as having a serious negative impact on the effectiveness of the organization. Alan, on the other hand, had another opinion; 'We have a new chairman in office every single year. Each comes in with a different set of priorities. But in a well established mission like in Bosnia, these kinds of priorities are normally absorbed in to the work they are already doing'.

Philip has personal experience with the negative effects of the changing priorities, 'I was recruited mainly because of my expert knowledge in a certain field. However, when I had just started working, this was no longer a priority field in the OSCE management. They where stuck with a person who had much competence within this certain field, was recruited with this purpose, but then the organization at a higher level decided this was no longer a field of priority. So I ended up doing other things than what I really wanted to do'. Philip was convinced that this change of responsibilities had a major negative effect on his/her ability to be effective in the job.

Espen suggested a change in the OSCE procedures, 'I miss a comprehensive long-term perspective in the OSCE'. A lot of reports are produced, but they are more a management tool than an actual report. They are more concerned with activity than results'. Espen thought there should be a greater emphasis on the reporting system as a management tool, which could be used to increase the effectiveness. Frode was concerned with another issue, ‘one problem with the OSCE is that it has traditionally included much military personnel, which is important in the beginning of an operation, but less important in the later phases of a peacebuilding process. The different phases require different types of personnel. But it is clear that in the present organization in BiH, a lot of personnel remains from the first phase’. Frode claimed that the OSCE has done a poor job adapting to the changed requirements of the post-conflict situation in BiH. He/she advertised for a greater emphasis on adjusting the organization to the different phases of a peacebuilding operation.

4.2.8 Diversity advantage

The OSCE is an international organization, with a diverse pool of employees. ‘We all work towards an international public sector standard. It’s not an American standard, not an Irish standard and not a Russian standard, it’s an international public sector standard. I have seen people from practically all countries do a phenomenal job’ (Reece).

It seems like there is an intention in the OSCE to look at the underlying potential of the candidates, in addition to the formal qualifications. Reece signalled this, ‘I think the real question all the time, is a question of suitability. So, who can actually do the job? It is a question of balance between qualifications and experience, and getting things done’. This sounds close to an ideal approach to recruitment, but there seems to be other dimensions to the process as well. Other informants state that it is not always the formal or informal qualifications of a candidate that determines the selection. For instance Philip is of this conviction; ‘Very often it is not the person with the best qualifications who is selected. There is a political dimension to it as well’. This issue is also discussed in the section about ‘systematic evaluation and decisionmaking’ (5.6).

Reece underlined the importance of exploiting the diversity advantage, ‘If you only recruited persons with a certain background, this mission would not work. It is a question of balance and ownership. Where you are from, what gender you have or what you're ethnicity is, is irrelevant. I think it distracts you from the job at hand. I think it might be interesting to note that we've always tried to maintain a very good balance of the OSCE participating states with the mission'. The self-contradiction shown in the description of the recruitment process in the former chapter ('Diversity advantage') is repeated through these statements by Reece. First he/she states that nationality does not come in to account in the recruitment process. At the same time the informant claims to keep a balance of different nationalities is a goal in it self. Every other informant admitted that nationality does play a relative role in the selection of international candidates. When Reece was confronted with this self-contradiction, he/she would only admit that nationality potentially played a role at the head of department level.

<u>Nationalization.</u> Previously there has been a process of nationalization. This means that the OSCE has changed international positions into local positions, with the intension to build national capacity. 'It makes more sense from both an effectiveness point of view, and also from a cost- efficiency point of view to go with local professionals where you can. From an efficiency point of view, it makes more sense to go with locals where you can, because you have greater continuity' Reece exclaimed. In spite of the claims of these positive effects of nationalization, this process is not active at present. 'The nationalization process stopped with the new head of mission. He put a halt on it until it could be reviewed and compared with the policies in Vienna' Alan said.

<u>Diversity of sending states.</u> There are large differences between the sending countries. The differences in the standards of living, average income and other, creates challenges for the OSCE. 'When the alternative at home is to receive a very small military pension, and what you are getting here is five times this military pension, than what is the incentive for working yourself out of a job? So you can go home and be hungry? What you are looking at have an economic side that sometimes turn an international mission in to a rest home for the retired with not very good pensions. And I don't know how you do anything about that' Alex revealed.

The diverse labour force of the OSCE in BiH also creates other challenges. Differences of culture can sometimes create confusion, misunderstandings or conflicts. ‘There is of course a dividing line between the seconded, or the internationals that have been there for several years, and those who have been there for a short period of time. But there are not really much conflicts between these international employed. On the other hand, when you refer to the division between local- and international employees, certainly there are conflicts. People who are employed in the international organizations in general, are often accused of coming to Bosnia because they are not able to get a job at home’ (Philip).

<u>Power.</u> Another factor creating friction in the organization is power. Espen explained, ‘There is an enormous amount of power play in the organization. This is both attached to individuals and countries. There is a difference in the OSCE, between the field where they are more oriented towards finding solutions, on the contrary to the head office where there is more concern about mission gossip. But this is of course an individual matter’. The struggle over power is believed to exist both on the individual level and between the different stakeholders and the organization. There seems to be a clear division of interests between the different stakeholders at the OSCE. According to several informants, some member countries also use the secondment system to get rid of their own excess personnel. Alex stated both these issues; ‘Some of the sending states see the OSCE as a place where they can park people to get them of their books, and others see the OSCE as a mechanism for advancing an agenda for that particular country. So the motivations for each of the countries are slightly different, and that is reflected in the sort of people they put forward’.

I did not hear anything mentioned about any alliances between the stakeholders, or any other connection of relevance. According to Burgatti (2001), this means the organization has more power. At the same time, another consequence seems to be that the organization is under a lot of pressure from the different stakeholders with various interests. This indicates that it is the most powerful stakeholders that have the largest effects on the organization. ‘The countries that contribute financially to the OSCE most, or who are very loud, are the ones who gets most people in’ (Philip). Espen acknowledged this, ‘Italy is very good to push their people forward, who seem to come from the circle around Berlusconi. Another country concerned with power is Ireland. They try to push people to control the positions in economy and finance’.

Trends in peacebuilding. All the informants agree that something similar to “trends” in peacebuilding has developed. Philip expressed this; ‘The people that work in Bosnia are international people who skip from country to country. They might stay in the OSCE for a couple of years, before they jump on to something else. They won’t be too attached to one place’. Alex explains further, ‘you meet the same people everywhere. They have migrated from BiH to Kosovo, to Afghanistan and some to Iraq. But Iraq is different, because it is so blooming dangerous. The place they are all gathering now is the Sudan’.

The post-conflict situation, which is on the international agenda and gets media coverage, is a variable in where the most experienced peacebuilding personnel is located. Established missions with less international focus risk a brain drain of personnel. Alan explained, ‘this influences what kind of people that do come, and obviously the quality of the kind of projects that OSCE deliver in the country. There has been a brain drain from international organizations in BiH for several reasons. One of the most important reasons is 1) that many of the individuals who work in this game, are adrenalin junkies. They want to be where the action is. People tend to stay in their position for two years maximum. And the general perception in this type of work is that if you don’t move around, it is seen as a negative thing. So you find people hop-skipping and jumping all over the place, and you run in to the same people everywhere. You are always looking for your next job. This puts a lot of strain on the organizations, because they have to be recruiting continuously’. Philip also underlined this fact, ‘there is also the question of getting the right conflicts on your CV for career purposes’.

Alan explained further, ‘Reason number 2 to why there is a brain drain is the organizations. They want to capitalize on their existing resources, and move people with experience further to build up new projects. Reason number 3 is the individual countries. According to the national politics in the sending states, they prioritize where they want to send their best people’.

These three reasons for sending the most experienced personnel to the “hot” post – conflict areas has had implications for the mission to BiH, which was the first OSCE mission of this large size aimed to support peacebuilding measures. ‘The experienced do no longer go to BiH. From 1999 there has been a strong development in the country, where they now mainly recruit people with little and no previous experience in peacebuilding’ Espen claimed. This statement indicates that the pool of applicants to vacancies in the OSCE mission to BiH have been seriously limited since the international media coverage and priorities shifted from BiH to other areas.

4.3 ANALYSIS AND DISCUSSION

This section of the thesis is intended to give an answer to the main research question. *How does the recruitment procedure contribute to the OSCE as an effective organization in BiH?* This chapter is an analysis and a discussion over the research findings described in the two previous sections. It will also discuss the relationship between the findings and the theoretical background of the study, as well as the implications of the results for the OSCE as a peacebuilding organization. The OSCE has a complicated procedure of recruitment, which is why I have narrowed down the focus of analysis, to investigate only the influence by the recruitment of seconded personnel.

4.3.1 Identify the need to recruit

When the OSCE identify the need to recruit they have a very short time perspective to their recruitment. There is not drawn up any proper human resource plan and the high turn-over makes it very difficult to forecast the future demands for people and competencies (Cornelius 1999). That the turn-over is very high, has both positive and negative effects on the effectiveness in the organization.

<u>Positive effects.</u> The positive effects of the short time-perspective is that it is a chance to review the employment and to provide the organization with a continuous flow of “fresh blood and new ideas”. In an immediate post-conflict situation there can also be very harsh conditions which might make it difficult for international personnel to execute peacebuilding work for longer periods of time.

<u>Negative effects.</u> The negative effects of the short time-perspective are several. On the individual level, the short time-perspective makes it rather difficult to be effective. This primarily because new employees use quite some time to get an overview of the situation and the specific challenges of a particular post. It also provides negative effects in that the short-term employment produce insufficient job-security and limited career-perspectives (Legutke 2003: vii).

Peacebuilding is also about long processes, like democratization. It depend upon a relationship of trust between the internationally employed and the local government and institutions. The high turn-over of employees probably causes loss of important expertise and organizational memory. The short time-perspective can disrupt the feeling of trust and obligation among the local partners. A further negative effect of the short time-perspective is related to management. The budget as a key programmatic tool is weakened when there is a continuous high turn-over in the management.

4.3.2 Analyse the requirements

The requirements for working in an OSCE field mission are rather high. This also sets high requirements for the review of the qualifications of applicants during all stages of the recruitment and selection process (Legutke 2003: 8).

Analysing the requirements have implications for the effectiveness in the OSCE mission in BiH. The recruitment procedure is currently not up to date, and it has a scope to go on being more userfriendly through greater use of on-line tools. The complexity in the composition of the individual demands seems to have given a custom of stating extensive requirements for international positions. But these are not able to cover the real demands in the particular vacancy.

This may imply that the requirements need more thorough thinking, and that the focus probably should shift from job-specific requirements to personality specific requirements. The OSCE seem to have a tradition for stating very extensive requirements for the international positions. But these requirements seem to be quite standard and technical. They do not cover requirements regarding management knowledge or project management.

With the high turn-over rates and the fact that the OSCE defines itself as a non-career organization, the OSCE is not building a “high performance work system”, which Boxall and Purcell (2003: 142) claim is important for long-run trainability and adaptability. This means that the OSCE is not exploiting an organizational possibility to increase their effectiveness.

Even though one of the informants implied that the OSCE is searching for the underlying potential in candidates in the OSCE, it does not seem like this is integrated to the process of analysing the requirements. Because of frequently changing priorities in the organization and the complexity of the individual demands, my opinion is that it is important to put less emphasis on specialized knowledge, and a greater emphasis on personal attributes adjusted to the particular position and the “potential” of a candidate. If the OSCE did a better job with this, it might be possible that more of the employed are not only capable to fill a job, but who also will be highly effective (Boxall and Purcell 2003: 142).

4.3.3 Determine the reward

The OSCE mission in BiH has no influence over the extent of the reward to international positions. The present fashion, in which the OSCE is organized when it comes to remuneration of international personnel, gives greater power to the larger member states of the OSCE. The economy determines who has the power (Borgatti 2001). OSCE is very dependent on its larger stakeholders, since they are the ones providing most of the funds and candidates.

The OSCE is left no leverage in using rewarding as a recruitment advantage. This is all up to the stake holder on the national level. When it comes to remuneration of international personnel, the way in which the OSCE is currently organized means the organization is not taking advantage of the possibility to have a “competitive edge” (Boxall and Purcell 2003: 141) in attracting candidates. I believe this fact also add to the political dimension of the recruitment process in the OSCE, as I will come back to in the sub-chapters ‘Selection of the “best” candidate’ and the ‘The Diversity Advantage’. This has major implications for the effectiveness in the organization. The OSCE has no financial competitive measures in attracting the “best” employees. The fact that the employment conditions for the seconded positions is not very attractive, probably make it difficult to get experienced and attractive employees to remain in the organization. The difference in the remuneration from the sending states is also not perceived as fair (Legutke 2003: 30; Cornelius 1999: 36), which probably can have a negative influence on the effectiveness.

6.1.4 Advertise the vacancy

A two week deadline is very short, and reaching it depends on quick reaction in the sending states. The willingness of the member countries to promote good candidates is crucial for the advertisement to provide qualified candidates.
This may also be contributing to the power of the stakeholder, who may or may not be interested in finding a candidate for the position.

The OSCEs “physical” advertisements for vacancies in BiH has a formal procedure which seems to be followed systematically. The advertisements states many requirements and, in my opinion, provides the reader with a positive image of a professional and competent organization. This might have a positive influence on the quality and size of the pool of candidates, which the OSCE selects from.

It seems like some people of the OSCE have found a flexible way around these formal rules, by sometimes encouraging particular people to apply. The CORE report (Legutke 2003), states that it is a very common way to recruit candidates. The opinions about this phenomenon seem to vary among the informants, but the CORE report was very negative towards this method. It refers to the fact that the encouragement of certain candidates undermines the merit principle, and implies a very subjective selection process. To undermine the merit principle can be very negative if the consequences are nepotism and discrimination. This is why I think it is very important to emphasise the need for open and transparent recruitment, where it is the whole interview panel that makes the employment decision. This selection decision must be based on the clear and relevant list of requirements. All the candidates should have the right to know why they possibly where not selected, even if they fulfilled all the requirements.

However, the personal encouragement of certain candidates could also be a good thing. Headhunting is a known phenomenon in the private sector, and a tool to get “the best” employees in important positions. But the encouragement to apply for a position should not constitute a right to be employed. There should be a line between encouraging candidates to apply, and in advance to sell off the vacancy. The interview panel should make a decision based on the actual pool of candidates, and which best suits the requirements, not be in a detent position where the selection have been decided beforehand. As long as the formal rules are still complied with, this procedure can potentially provide the organization with more influence on whom the applicants might be, and that a competent person is employed in the end.

The short deadline combined with the extensive recruitment procedures for the seconded posts make it difficult for qualified individuals to apply. Unless the organization takes personal contact with potential candidates, the composition of candidates is totally dependent on the stakeholders.

4.3.5 Select the best person

<u>The evaluation process.</u> The data gives the impression that there is very little evaluation of, and flexibility in which kinds of recruitment methods are being used on the mission level of the OSCE. It seems like the goal is to have a standardized process for all positions, rather than adjust it to the particular position in question. There is little reflection about the recruitment methods, and which gives more accuracy in the selection process. One cannot avoid the impression that the focus in the recruitment process is more on following the rules and procedures to avoid getting critique, rather than focusing on getting the “best” person for the job.

<u>Testing.</u> Use of testing in recruitment requires greater investment in the selection process. The use of tests in selection has the purpose of increasing the accuracy in the employment. With the rush in the recruitment to seconded posts and

with the short time-perspective on the employment, it seems like accuracy is not always the highest priority.

Interview. The use of interviews in the OSCE in BiH is extensive. This is the decisive method in the selection. It is therefore of vital importance that the interview is of good quality. The OSCE seems to be aware of this, and has extensive routines on who is on the interview panel, and how this is to function. Most of the interviews for seconded positions are executed on the telephone. A telephone interview will probably never be able to produce as much information about a candidate as an interview in person, because of the loss of all forms of non-verbal communication. But with high and systematic procedure it probably can be a serious and informative selection method, with good validity. Validity in this method seems to be prioritized, with a serious systematic procedure for interviewing.

The way, in which the OSCE uses this method, seems to be open for exploitation. Reliability and trustworthiness is threatened when it is possible for the candidate to provide a fake interviewee, whom the candidate might believe has a greater chance to get the post. If the interview panel is interviewing a “fake” candidate, this undermines the whole selection. The information which is decisive in the selection would be about the wrong person.

Reference check. The OSCE seem to conduct little reference check by itself. This means that the power on this level of the selection process is with the stakeholders, who endorse the candidate. The OSCE is then dependent on the good intensions of the member states, and that they are scrupulous in their screening

Systematic evaluation and decision making. The methods of selection is not validated against results, and constantly revised. This indicates a weakness in the fairness and reliability of the process (Cornelius 1999: 54). There is also no use of triangulation of methods to ensure a systematic evaluation or decision making. This also contributes to making the selection process in the OSCE in BiH vulnerable. The large degree of power sharing between the organization and its stakeholders provides the opportunity for powerful stakeholders to “push” candidates forward. This can have a negative impact on the effectiveness, both on individual- and department level.

4.3.6 Induct the new starter

The purpose of induction is to help new employees to adjust to their new jobs and organizational environment, and to avoid “the induction crisis” (Cornelius 1999: 52). The OSCE has developed a heavy focus on induction. They have tried to improve the induction process after the very critical evaluation in the CORE report (Legutke 2003). In recent years they have introduced new routines with the writing of hand-over documents and greater emphasis on help from local assistants or supervisors. But it still seems like the following of these routines have a scope to go on being fully integrated in the organisation.

It seems to be a clear lack of consistency. The individual induction experiences vary greatly, also in recent years. There have been developed extensive induction procedures. They seem to function well some of the time, especially on the general OSCE mission level. Other times, it seems like there has been little emphasis on a good induction, particularly on the departmental or individual level. This is probably partly because of the many changes in the induction procedures over the last couple of years. Another reason could be that this is a consequence of high turn-over (Appendix 3).

There are extensive rules that are supposed to regulate the induction procedure. But with so high turn-over rates, it must be difficult to have control and overview over the actual practise in such a large organization. Hence, the implementation of the induction procedures could easily be dependent on the individual priority and practise. The implementation of the induction procedures in the OSCE in BiH, seems to be a subjective matter, dependent on the priorities of the particular superior.

4.3.7 Measure, review and evaluate

This phase of the recruitment process is important to learn from mistakes and improve routines (Kahlke and Schmith 2002: 258), but this possibility is not used by the OSCE in BiH. The OSCE mission in BiH uses little time measuring, reviewing or evaluating their recruitment procedures. The organization is hierarchic and bureaucratic, and responsibility for this part of the recruitment process lies with the personnel department in Vienna, with only some remarks by the personnel department in the BiH mission. The hierarchic configuration of the OSCE seems to reduce the effectiveness in the organization.

There is also the issue of changing priorities that creates challenges to the organization's adjustment to the environment. This means that there is a real scope to go and improve the suitability which, according to the contingency theory, would have direct influence on the organizational effectiveness. A greater emphasis on the adjustment of competence, would probably create a more effective working environment in the organization.

4.3.8 The Diversity Advantage

The OSCE in BiH seems to try to exploit the diversity advantage through their recruitment. But this priority is being hindered by several obstacles. The first main obstacle is the formal rules and procedures that the organization in principle is obliged to follow. As described in earlier chapters, there is a self-contradiction in these rules of procedure, which makes the selection criteria confusing.

Managing diversity provides competitive edge by recruiting the best people for the job, regardless of individual characteristics (Cornelius 1999: 23). The fact that the larger stakeholders influence the recruitments on the basis of power, is a major obstacle to exploiting the diversity advantage, and getting the best people for the job. This probably has a negative influence on the organizational effectiveness.

Exploiting the diversity advantage assumes creating an organizational environment which is able to respond to changing social and demographic patterns (ibid.).

According to my informants it seems like the OSCE in BiH has not been successful in adapting to the changing environment, and to the different phases in peacebuilding.

Another obstacle to achieve effectiveness seems to be the different priorities of conflicts. Both the individuals, the organization and the stakeholders influence the fact that the most experienced personnel are located where the main international focus is. This means that for an established peacebuilding mission, like the OSCE in BiH, the personnel available is less experienced. The fact that international personnel seldom stay in a job for more than two years, probably also has an influence on the effectiveness of the organization. This means the OSCE in BiH has to have a continuous focus on recruitment, and that they have a short time-perspective on the recruitment.

Also the large difference between the sending countries and the national alternatives at home, for the seconded probably influence the effectiveness on the individual level. These factors probably affect the individual employees, in that they might experience less ownership to their tasks and loyalty to the organization, have less motivation for effectiveness, and therefore invest less in gaining results.

5 SUMMARY AND CONCLUSION

5.1 Research and Consequences

The efforts to build peace in post-conflict societies are of great importance. The number of international peacebuilding operations seems to be increasing, and the amount of funds that is spent on this purpose is huge. It is very important that these efforts to stabilize and build peace are successful. To increase the effectiveness in successful peacebuilding work would mean that positive changes would come quicker. To succeed in building sustainable peace would mean an increased chance of prosperity for people who today live in poverty and shattered societies.

In order to contribute to greater understanding of the relationship between organizational theory and international peacebuilding, the object of this research has been to investigate the relationship between the recruitment procedure in the OSCE mission in BiH, and its level of effectiveness. To be able to understand this relationship, I have first explored relevant existing peacebuilding and organizational theory. I have then given an account of how the OSCE recruit to its mission in BiH. Following this, I have analysed and synthesised the opinions of the informants presently or previously employed in the organization, and then discussed the implications of this relationship. The OSCE has a complicated procedure of recruitment, which is why I have narrowed down the focus of analysis to only analyse and discuss the influence by the recruitment of seconded personnel.

The main research question in this thesis is; '*How does the recruitment procedure contribute to the OSCE as an effective organization in BiH?*' To find an answer to this complicated question, I have seen it as fruitful to divide it in to two sub-questions. The first question is, '*what kind of procedure do the OSCE in BiH use to recruit staff?* 'The OSCE in BiH has three different ways of hiring personnel. The recruitment process is mainly regulated by formal rules and procedures, but is also influenced by inconsistency and power play between the organization and its stakeholders. The second sub-question is, *How does the recruitment procedure influence on the effectiveness of the organization as described by staff members?* My informants has revealed that the recruitment process of the OSCE in BiH, has several serious negative consequences, for example by the continuously changing priorities and the strong power play between the stakeholders and the organization.

Answering the two sub-questions, the findings, has helped me to find an answer to my main research question. The answer in a nutshell is; the recruitment procedure has not only positive consequences for the effectiveness in the organization. The effectiveness of the OSCE in BiH is seriously strained by several factors in the recruitment process. The main straining factors are the large influence on the recruitment and selection by stakeholders, the bureaucracy of the OSCE, the formal rules that strictly limits the flexibility in recruitment methods and the opportunity to be an attractive organization, and also validity and reliability problems in the selection practise. Since recruitment and selection is both costly and time-consuming, one can conclude that the OSCE in BiH spend more time and money on recruitment, with less result, than they would need to.

5.2 Conclusions and Recommendations

It has not been the purpose of this study to make generalizations about peacebuilding, but the answers to the research questions in this thesis show that there is a greater complexity to the discussion on effective peacebuilding, than the scholarly field of international relations have been able to portray. While Paris (2004: 4) and other scholars have focused on many strengths and weaknesses of peacebuilding missions, none of them have focused on intraorganizational issues. Effectiveness and successfulness in peacebuilding are also dependent on an effective organization and effective employees. This thesis shows that the formal rules and the practises clearly have an impact on the OSCEs effectiveness, and its ability to perform effective peacebuilding.

The findings and results in this thesis show that the OSCE in BiH could probably increase their effectiveness considerably, if they managed to implement various strategic changes in their recruitment process. Some of these changes could be;

- Initiate a political discussion in Vienna, in order to make the recruitment procedure more flexible, and adjusted to the contemporary demands. There should for instance be a discussion on the development in what the organization do, and which implications the different phases of peacebuilding have for the organizational structure. In this, there should be a discussion on whether the secondment system is the optimal way of employment in missions with a long-term perspective.
- The recruitment system of the OSCE should be made more on-line and user friendly. The information channels between the sending states and the OSCE in the missions could also be improved.
- The set of requirements should shift from a one-sided specialized technical focus to include a focus on the “underlying potential”, to make the organization easier to adjust to changing environments.
- There should be some fashion, in which the OSCE could use rewarding as a competitive advantage, especially for attracting employees with especially competitive knowledge. And also to build an organizational culture with career-opportunities, which secures a higher level of ownership in the organization, and longer career perspectives of the employment.
- The telephone interviews should be conducted in a way that makes sure that it is the candidate that participates.
- The heads of departments should be included in the evaluation of the recruitment process, and should be able to comment and make suggestions to the formal rules and procedures for recruitment.
- There should be more emphasis on the challenge of exploiting the diversity advantage. The self-contradiction in the formal rules of procedures should be corrected, and there should be a clear policy on this, and on the role of the stakeholders.

5.3 Recommendations on Further Research

Because the organizational approach to the issue of peacebuilding is a relatively new area of investigation, there should be conducted further research on many areas. In my opinion, it would be very interesting with a closer look at other peacebuilding organizations, at different phases of peacebuilding and in different countries. A quantitative research on the different peacebuilding organizations, their recruitment procedures and measurable peacebuilding results, would be of great interest. It would also be very interesting with a closer organizational investigation on the OSCE on different levels, but perhaps especially on the relationship between the organization and the stakeholders. My opinion is that it would be very fruitful to determine closer how different interests and power influence the peacebuilding process at the top-level, with the purpose of making recommendations on the structure and financing of international peacebuilding organizations.

5.4 Personal Comment

I have found this research process to be very interesting. The experience of making extensive methodological choices, how to approach possible sources of data and to conduct in-depth interviews have been tremendously educational. I have also found it very meaningful to have the opportunity to study closer an issue which I find exciting and very meaningful. The research process has been a confusing, frustrating, difficult and very fun experience.

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APPENDICES