

# Mining the OSCE's institutional memory

## Ten years of the Researcher-in-Residence Programme

By Alice Nemcova

Leafing through nearly 180 research proposals that the OSCE's Prague Office has supported and promoted over the past ten years, only occasionally did my memory fail me as I recently tried to put faces to names. Most of the master's and doctoral degree candidates and political and social scientists who have spent from a few weeks to six months as Researchers-in-Residence in the Prague Office have left an indelible mark on my mind.

There has been no shortage of outstanding personalities in our midst: Professor Paul Gordon Lauren, a distinguished professor of history at the University of Montana, who came especially to gather material for his book on human rights; Chen Xulong of the University of Beijing and Michael Moser of the University of Wisconsin, who became good friends after discovering a shared interest in the role of small and large States in the shaping of the Helsinki Final Act; and a group of Italian researchers from Bologna whom we hosted in three batches and worked with over two years on a book about the co-operative aspects of the OSCE's presence in Bosnia and Herzegovina.

Admittedly, spending one's waking hours in the monk-like activity of reading and scanning manuscripts, and drawing up catalogues, indexes and chronological charts is not everyone's idea of an exciting job with the OSCE, which is better known for its conflict prevention activities and field operations. But over at the Prague Office, seeing a researcher's radiant grin or hearing an exclamation of triumph after weeks or months of inquisitive and persistent research is enough to make our day. This is the moment when one elusive missing link suddenly surfaces from a vast sea of seemingly disconnected data.

My understanding of the history of the OSCE region and the role of the OSCE's institutional memory was yet to be honed when I joined the secretariat of the Conference on Security and Co-operation in Europe (CSCE) in Prague in March 1991. This was a time of momentous geopolitical change. A few months earlier, the Charter of Paris for a New Europe had just heralded a new role for the CSCE: to promote and support stability and security in a new, post-Cold War Europe extending beyond the Ural Mountains.

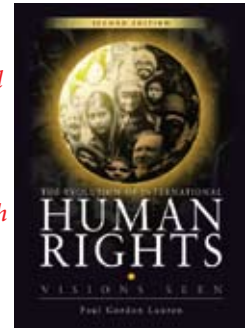
To support and sustain this formidable mandate, the Heads of State or Government agreed that it was time to give the CSCE a semblance

*"Any book of high quality — particularly one dealing with a topic as complicated and as sensitive as human rights — is dependent upon the quality and accuracy of its sources. In writing *The Evolution of International Human Rights: Vision Seen* (University of Pennsylvania Press, 1998 and 2003), I needed to consult original documents dealing with the negotiations surrounding the Helsinki Final Act, the origins of the OSCE itself, and subsequent efforts to advance human rights.*

*The documents made available to me by the most helpful staff of the Researcher-in-Residence Programme of the OSCE in Prague in June and July 2001 were simply invaluable. They provided information and insights that I would have never been able to discover anywhere else. For this, I am most grateful.*

*The book, which was nominated for a Pulitzer Prize, has been translated into Arabic, and is currently being translated into Chinese. It served as the basis for a 'Great Course' offered by The Teaching Company, entitled 'The Rights of Man'. A third edition of the book is being prepared."*

**Paul Gordon Lauren, Regents Professor, University of Montana**



of permanence by establishing a secretariat in Prague, a Conflict Prevention Centre in Vienna and an Office for Free Elections in Warsaw.

When the CSCE Council of Ministers met for the fourth time in Rome in 1993 and decided to move the secretariat to Vienna, they also agreed to leave an office in Prague to serve as a depository of historical documents. Although the goal of consolidating all the policy archives of the CSCE and making them available in digital format seemed daunting at the time, today the Prague Office is proud of the fact that a large part of its historical collections is now available on the public as well as internal OSCE websites in all the Organization's six working languages.

Having been responsible for documentation services at the meetings of the Committee of Senior Officials (forerunner of the Senior and Permanent Councils), and the first five CSCE Councils of Ministers for Foreign Affairs, I learned a lot about the flow of information during the negotiating and decision-making processes of these bodies. This experience proved most useful in carrying out our team's initiatives, such as designing a blueprint for an electronic document management system, which was launched in 2000, or the production of a CD-ROM containing 30 years' worth of conference documents (1972 to 2002).

From a public visibility point of view, one could conclude that the Researcher-in-Residence Programme is a well-kept OSCE secret and that the archives in Prague can only serve as a reference service. But those who apply to the Programme are aware that, once accepted, they will be granted direct access to a treasure trove of primary sources and will be able to devote their undivided attention to their projects.

So what subjects have drawn academics and practitioners to the Prague Office? The OSCE's field operations, especially the large missions in south-eastern Europe, lead the list, followed by issues in the human dimension, relations between the OSCE and other international organizations, and politico-military issues such as the security sector and disarmament.

A thorough review of the first decade of the Researcher-in-Residence Programme has revealed that, while a wide expanse of terrain has been covered, much more remains to be explored. This is not surprising, considering the debates and discourses stemming from a consensus-based political decision-making process in the OSCE. And besides, the archives in Prague span 36 years of dramatic moments of European history.

Years ago, a former colleague who was also a kindred spirit wrote a paper bewailing the absence of an analytical capability within the Organization. He touched upon the fact that irreplaceable information would be lost if nothing was done to

## Interested in becoming a Researcher-in-Residence? Contact:

OSCE Secretariat Prague Office  
 Researcher-in-Residence Programme  
 Náměstí Pod Kaštany 2  
 CZ-160 00 Prague 6  
 Czech Republic  
 Tel: +420 233 085 468  
 Fax: +420 233 083 484 or 487  
 docs@osce.org

Prague Office website:  
[www.osce.org/secretariat/13083.html](http://www.osce.org/secretariat/13083.html)

OSCE documents available to the public:  
[www.osce.org/documents](http://www.osce.org/documents)

The Prague Office staff pose with a poster commemorating a meeting of the Council of Ministers for Foreign Affairs in 1992, a significant historic event that took place in Prague. Left to right: Jiri Macke, Senior Finance and Administrative Assistant; Irena Seidlova, Office Assistant; Ambassador Jaromir Kvapil, Head of Office; Iveta Dzurikova, Secretary; Chris Hall, Archives Assistant; David Bednar, Senior Information Technology Assistant; Claire Loucks, intern; and Alice Nemcova, Senior Documentation and Information Assistant and Co-ordinator of the Researcher-in-Residence Programme. Not shown is Oldrich Hrabanek, Information Technology Assistant.



preserve the existing institutional memory: "The OSCE has a rich and interesting history which needs to be preserved. The Organization is too young to be losing its memory and too small to do everything in-house."

My friend was right to sound this ominous warning. Ten years on, however, he can rest easy since the OSCE's Prague Office has been providing Researchers-in-Residence with enough factual evidence to keep the history of the OSCE and its

painstakingly learned lessons alive for the foreseeable future.

**Alice Nemcova, Senior Documentation and Information Assistant in the Prague Office of the OSCE Secretariat, co-ordinates the Researchers-in-Residence Programme. She is also a focal point for records management within the OSCE, working closely with Conference Services, the Press and Public Information Section, and Information Management in Vienna.**

# Why should traumatic events have well-ordered archives?

By Martine Hawkes

**W**hen I arrived in Prague from Australia to conduct research for my doctoral thesis, my original intention was to focus on the reconciliation issues in the aftermath of genocide. However, as I became more familiar with the OSCE's historical documents, I found myself slightly altering my approach to the subject as I became drawn to the role archives play in responding to genocide and similar tragedies.

I was given invaluable access to the official documents of the Kosovo Verification Mission (KVM), which the OSCE deployed in late 1998 and had to withdraw in early 1999. This less organized material opened my eyes to the more invisible challenges of archiving and responding to traumatic events.

The discovery of this collection proved crucial to my research and has raised many interesting questions that it would never have occurred to me to ask: How can an archive be linear and well-ordered when it springs from trauma? Should the "archive of trauma" be as sequential and as acceptable as an ordinary library or a museum?

Surely it is only fitting that such an archive should be somewhat in disarray, as deciding what to keep and what to discard would not come easily to its guardians. After all, despite its seemingly "systematic" nature, genocide disobeys all "natural" orders. Surely it would be harder to bear if the archives of episodes such as these did not appear somewhat chaotic and unstructured? Perhaps the unofficial OSCE-KVM records tell us something of the uncertainty and the immobilizing effect of these traumatic events?

These are the questions that I am now in the final stages (I hope!) of exploring through my thesis. My three-month stint in Prague as a Researcher-in-Residence, from July to September 2006, was truly a unique opportunity to immerse myself in the process and philosophies that gave birth to an incredible archive.

Martine Hawkes is a Ph.D. candidate in philosophy at the University of South Australia in Adelaide, but is based in Melbourne.



The Prague Office serves as the depository of archival materials covering:

- The Helsinki process (1973-1975)
- The Organization's evolutionary phase as the Conference on Security and Co-operation in Europe, including three follow-up meetings and most expert meetings, as well the Stockholm phase of the negotiations on confidence- and security-building measures (1976-1989)
- The years during which the CSCE built its institutions and became an organization (1990-1995) and the launching of field activities (1991-2000)

Most of these documents are available in the six official OSCE languages: English, French, German, Italian, Russian and Spanish.

# Japan: Learning from democratic control of defence policy

by **Isao Miyaoka**

I had long been interested in finding out more about the OSCE Code of Conduct on Politico-Military Aspects of Security, a landmark agreement adopted at the highest level by the participating States at the Budapest Summit in 1994. I was especially curious about how international norms concerning the democratic control of the armed forces were being promoted; I believed that Japan should loosen its bureaucratic grip on its self-defence forces and pursue a more democratic way.

Earlier, the OSCE's Prague Office had, at my request, sent specific electronic files and hard copies of documents to me in Japan. At a certain point in my research, however, I felt I needed to carry out a more systematic document search myself and to have direct access to as many records as possible.

The Researcher-in-Residence Programme afforded me the ideal vehicle to do so. Although my stay in Prague was brief — from March to April 2004 — the comprehensive database placed at my disposal, the well catalogued documentation, and the exceptionally helpful staff made it possible for me to carry out my research with maximum efficiency.

This research-friendly environment was consistent with a key principle that the OSCE advocates: transparency. I believe that the OSCE's credibility would be even further enhanced if it established a mechanism for declassifying restricted documents after a lapse of ten years or so.

My view is that the Researcher-in-Residence Programme deserves to be better known among scholars all over the world. I know of no other similar programme offered by other security-related institutions. The OSCE should be proud of this activity and continue to strengthen it as a model for other international organizations.

**Isao Miyaoka, D. Phil.,**  
is an Associate Professor  
at Osaka School of  
International Public  
Policy, Osaka University,  
Japan.



*“From March to May 2008, the OSCE’s Researcher-in-Residence Programme offered me a privileged first-row seat to observe the history and workings of one of the world’s most sophisticated international organizations. The opportunity to consult the archives and the extensive library, the multifaceted exchange with peers and experts, and the stimulating work environment contributed enormously to a successful outcome of my work on my master’s degree thesis on the role of armed non-State actors in security sector reform.”*

**Christoph Buehler (Switzerland), Geneva Centre for the Democratic Control of Armed Forces and University of St. Gallen**

# National Minority issues

## Historical documents reveal alternative views

By Matti Jutila

When minority issues reappeared on Europe's political agenda during the final years of the Cold War, the Conference on Security and Co-operation in Europe (CSCE) served as a forum where governments discussed the subject and where they eventually adopted new norms for minority protection and related monitoring mechanisms.

The decisions and declarations of these meetings are readily available on the Internet. But the online route is not quite sufficient when one is writing, say, a doctoral thesis on the transnational governance of minority rights in post-Cold War Europe. By taking part in the Researcher-in-Residence Programme in September and October 2005, I was able to study the discussions and debates that went into the making of European minority policies.

Other researchers before me have already noted how the formation of the minority rights regime was influenced by developments in the former Yugoslavia and in parts of the former Soviet bloc. The minority protection system that has emerged since then is widely considered to be a rational response to the challenges facing the European continent.

Initially, I shared this view. Later on, however, I became more critical of it. I started investigating how this "rationale" had been constructed. My hunch was that it might have been built on an old and disputed theory stating that "nationalisms" in Europe were divided into Eastern (ethnic and "bad") and Western (civic and "good") nationalisms. An analysis of the speeches delivered at the Helsinki Summit in 1992 and other conferences supported my hypothesis.

This dichotomous view of European nationalisms, I believe, was essential in building the political rationale behind a minority protection system in which some countries are suspected of minority rights violations and some are deemed blameless — based not on the evaluation of their actual minority policies, but on their position in the dichotomy. The results of my study will appear in a forthcoming issue of the *European Journal of International Relations (EJIR)*, published by SAGE.

I found it illuminating to go through the endless stream of powerful speeches and statements delivered at the Helsinki Follow-Up Meeting

Matti Jutila is a researcher at the Aleksanteri Institute, the Finnish Centre for Russian and Eastern European Studies. He is a Ph.D. candidate at the University of Helsinki's Department of Political Science.



in 1992 by various parties to the conflict, describing the situation in Yugoslavia. Had the Researcher-in-Residence Programme not granted me access to restricted material, it would have been impossible for me to gain valuable insights into the process that has led to today's commitments concerning minority rights.

Of course there remains the problem that material classified as restricted cannot be directly cited in publications. But it is sometimes possible to find ways to get around these constraints. In the library of the Finnish parliament, I discovered the same verbatim records from the

Helsinki Summit that I had studied in Prague, also marked restricted. And so, in my forthcoming article, I attribute direct citations to the "restricted" material in the library.

The Researcher-in-Residence Programme is essential to helping scholars gain a better understanding of OSCE policies and the processes behind their development. The OSCE archives contain draft declarations and proposals that did not make it into the final documents and that cannot be found from public sources. The best way researchers can return the favour is by undertaking research-based constructive criticism of these policies and processes.

# OSCE and EU interaction

## Preventing conflict in the Baltic States

By Stefan Gänzle

The OSCE clearly has a competitive advantage over other specialized research institutes and libraries in that its Prague Office boasts a complete collection of CSCE/OSCE documents dating back to the launching of the Helsinki Process in 1973. I was keen to gain access to these archives, which I knew would shed light on my topic of interest: OSCE and EU interaction aimed at preventing conflict in the Baltic States throughout the 1990s. The OSCE's Researcher-in-Residence Programme provided an opportunity for me to do so, but it did not offer any financial support. However, I was fortunate enough to be granted a scholarship by the German Academic Exchange Service (DAAD), which funded my two-month stay in Prague under the Programme in February and March 2001.

Co-operation and co-ordination between interlocking institutions in post-Cold War Europe have rarely been the focal point of interest within the halls of academe. The relationship between the OSCE and the EU figures prominently in my doctoral thesis, which I completed in 2003 and which the Nomos press published in 2007. It makes a case for improved theoretical concepts relating to the making of EU foreign policy in general and the EU's activities in the northeastern Baltic Sea region in particular.

The withdrawal of Russian troops from the territory of Estonia, Latvia and Lithuania, minority problems and border disputes were just a few of the many political issues that the OSCE had to tackle after the Baltic States were admitted to the CSCE in 1991. The Researcher-in-Residence Programme in Prague enabled me to carry out an in-depth study of relevant policy issues between the individual Baltic States, as well as between all of them and the Russian Federation.

I also examined all the initiatives that the EU had thus far launched under the umbrella of the OSCE, such as the Stability Pact for Europe, which was adopted under the EU's Common Foreign and Security Policy in 1993, and which was presented through the diplomatic platform of the OSCE's Permanent Council.

The core concept behind EU foreign policy was mobilization of all the relevant actors in the region to pursue the common goal of a stable, secure and prosperous Northern Europe. By "integrating" both the individual countries and

Stefan Gänzle is a senior researcher at the German Development Institute (DIE) in Bonn. He has just returned from a four-year teaching stint at the University of British Columbia, in Vancouver.



the institutions engaged in the Baltic Sea region into the drafting and implementation process of various foreign policy initiatives, the EU has managed to strengthen its capacity to solve problems in a complementary manner, which, in turn, enables it to pursue its overriding objective of strengthening its role in international affairs.

The Prague Office showed a great deal of interest in my studies and

helped me to identify interesting persons to interview within the OSCE itself. I was able to visit the Secretariat and the delegations of Estonia and Latvia to the OSCE in Vienna. Overall, I not only benefited academically, but I also had a wonderful time with interesting people from different places — even beyond the "Vancouver to Vladivostok" orbit — in an exciting city with golden roofs shimmering in the sun.



Scholarly studies based on research carried out at the Prague Office are keeping the OSCE's institutional memory alive and are enabling the international community to learn lessons.

# Northern Ireland learns policing lessons from the Balkans

By Trevor Service

It seems like a lifetime ago that, in 2003, I was awarded one of five Royal Ulster Constabulary Bursaries in Northern Ireland to undertake research on policing methods based on partnerships. The concept behind the bursary scheme was to encourage officers of what has since become the Police Service of Northern Ireland to identify good practices in policing that we could learn from.

The topic I chose to explore was “Partnerships and Confidence-Building in the Post-Conflict Balkans”. It seemed a natural personal and professional choice for me. Certain aspects of the situation in the south-eastern European countries were similar to ours at home. We had divided communities, had emerged from a long history of violent and bloody civil strife, and were going through a peace process. The police, both in Northern Ireland and in the Balkan States, had been engaged in bringing about changes that sought to make them more accountable and acceptable to all sides of the community.

I spent some time examining archive material on the region under the Researcher-in-Residence Programme of the OSCE’s Prague Office before meeting members of the Strategic Police Matters Unit at the OSCE Secretariat in Vienna. This proved to be most useful and helped put things into context for my month-long field research in Croatia, the former Yugoslav Republic of Macedonia and Kosovo.

I met Paul Richardson, a British police officer and police adviser with the OSCE Mission to Croatia and together we embarked on a whirlwind tour of Eastern Slavonia, where Paul arranged meetings with police and community representatives in Vukovar, Osijek and Ilok. I also visited the police academy in Zagreb and community groups in Knin, close to the Bosnian border, to satisfy my interest in police training and reform, especially as they relate to community policing.

From Croatia, I proceeded to the police academies in the former Yugoslav Republic of Macedonia and Kosovo, looking at how they trained police officers in community policing.

After a hectic month, I returned home to Belfast and spent another couple of months writing up my observations. Perhaps one of the most startling findings I came up with was at the Kosovo Police Service School, which at the time was being run by the OSCE (it has since evolved into the Kosovo Centre for Public Safety Education and Development).

Trevor Service is a Police Inspector with the Police Service of Northern Ireland. He has been a police officer for 26 years and works in leadership development at the Police College in Belfast. He is responsible for designing and implementing training for community policing officers and has carried out research into community policing in south-eastern Europe, the United States and Sweden.



Trevor Service (left) and a police officer in Ilok, Croatia.

I had been invited to sit in on “community safety action team” training. This was an attempt to bring both sides of the community together in problem-solving involving police and other partners. To an outsider, this might not mean a lot. But when one is from somewhere like Northern Ireland or Kosovo, this would be considered a remarkable achievement.

The experience made such a huge impact on me that I returned again to the Kosovo Police Service School in 2005, solely to observe the same training on behalf of the Police College in Belfast. Kosovo police officers were somewhat bemused — but

pleased — that I was there wishing to learn from them, whereas a few years earlier, in 1999 and 2000, I had been mentoring fledgling local officers as part of my duties under CIVPOL, the UN Civilian Police programme.

Perhaps this was a reflection of the progress that the KPS had made in this short period. The training methods they had adopted, especially in relation to problem-solving and working with communities and other partners, certainly gave us in the Police Service of Northern Ireland food for thought concerning joint training with community representatives and police officers.

# Post-conflict rehabilitation

## Healing the trauma of war

By Erin Martz

I found out about the Researcher-in-Residence Programme purely by searching the Internet. With the help of the staff of the OSCE's Prague Office over a one-month period this past summer, I looked over documents containing information related to post-conflict rehabilitation. My goal was to analyse the multilevel processes and programmes that have led to the successful protection and rehabilitation of both individuals and communities after conflicts and wars.

This is the topic of my book, *Post-Conflict Rehabilitation: Creating a Trauma Membrane for Individuals and Communities and Restructuring Lives after Trauma*, which is scheduled for publication in the spring of 2010.

Apart from my research work in Prague, I exchanged views with several OSCE staff members in Vienna by e-mail and over the phone, and that gave me a better sense of the work that was being done by the OSCE participating States in my area of expertise.

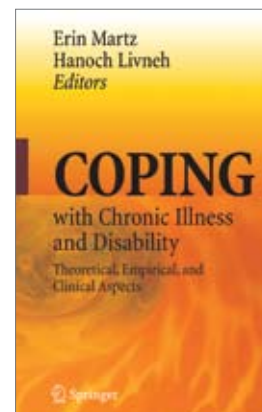
During my research, terminological differences between post-war reconstruction and post-war rehabilitation came to light. I gained new insights that found their way into the introductory chapter of my book, namely: At the international level, reconstruction — which can be considered part of development — is defined as the broad-based rebuilding of countries after conflict or war, especially in terms of infrastructure, such as roads, and physical resources needed for governments to function.

Rehabilitation, on the other hand, refers to the healing of the human being. This involves individual interventions to address psychological trauma or physical injuries and disabilities, for example, or the economic, social and political reintegration of groups of people at the community level.

Naturally, as my background is in rehabilitation counselling, education and research, I wish that more could be done to address the human concerns, but I do understand that resources to help countries recover from wars and conflict are often spread too thinly.

**Erin Martz, Ph.D. and Certified Rehabilitation Counsellor, teaches in the Rehabilitation Counselling Programme of the University of Memphis (Tennessee, USA).**

By taking part in the OSCE's Researcher-in-Residence Programme, Erin Martz sought to take her research from the individual to the community level.



*"I was granted full access to the extensive library and archived collections of the Prague Office from February to April 2008 while working on my master's degree thesis analysing the role of "Europeanization" in the engagement of the EU and the OSCE in Kosovo. The opportunity to read between the lines of restricted documents provides researchers with a fresh look at well-known facts and events. The possibility to consult with OSCE experts, who are always ready to offer valuable advice, makes the Researcher-in-Residence Programme particularly important for scholars working on OSCE-related issues."*

**Vera Axyonova (Kazakhstan), Intercultural Communication and European Studies, Fulda University of Applied Sciences, Germany**