

Evaluation of Centre for Military Studies 2013

**Report by an international evaluation panel
21 June 2013**

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Evaluation of Centre for Military Studies 2013

1. Introduction and Summary

This report presents the outcome of the independent evaluation of Centre for Military Studies (CMS) carried out in spring 2013 by an international evaluation panel. The evaluation has been completed in accordance with the Framework Agreement between the Ministry of Defence and the University of Copenhagen, which states that an 'independent, external research evaluation' of CMS's activities will be conducted in 2013. The report's section 5 presents briefly the background for, and process of, the evaluation.

CMS is a centre at University of Copenhagen which "carries out strategic research and provides research-based public sector services with a focus on topical military and defence and security policy issues and provides an organisational framework for interdisciplinary research cooperation between the University of Copenhagen, other research institutions and other relevant parties."¹ The Centre was established on 1 April 2010 on basis of a decision by the parties of the Danish Defence Agreement. The annual budget of CMS is about 10 million DKK, primarily financed by the budget of the Defence Agreement.

In accordance with the Terms of Reference (annex 1), the overall purpose of the evaluation is to assess the quality of research and research-based public service at the Centre, and to support the continued development of the Centre's research and the research-based public service. The Terms of Reference emphasises that CMS's *development and development opportunities* shall be an important part of the evaluation, as the Centre is founded rather recently (in 2010). Therefore, and because the financing of CMS has already been decided by the Danish Parliament for the period 2013-2017, the Panel has placed its main focus on forwarding recommendations on future actions which CMS may implement during its coming development phase.

The Panel's approach in the evaluation is based on a model where CMS's development takes place during four phases. In section 2 we explain our model, related to the Centre and its work:

We find that CMS has accomplished the two first phases with great success, i.e. the start-up phase and the phase of establishment. Now CMS is facing the third phase, the consolidation phase. The transition to this third phase entails an important shift of development which is decisive for the Centre successfully ending in the fourth and final phase as a mature, sustainable centre. We wish to underline that the development which the centre now faces requires significant support and involvement of the central stakeholders for becoming successful.

Section 3 presents our concrete assessments of CMS's achievements and results hitherto, including assessments related to the five specific themes laid out in the Terms of Reference of the evaluation.

¹ Quotation from CMS's website, <http://cms.polsci.ku.dk/om/>

As described in section 3 we find, overall, that the extent and quality of CMS's work since its establishment in 2010 are impressive, all the more so given the small number of full-time research staff employed by the Centre. This holds true for the Centre's publications as well as for its various outreach and networking activities.

In section 4 we explain our specific recommendations for the development, and the decisive shifts of direction, which we believe CMS should go through now for successfully settle as a sustainable mature centre. ***Our specific recommendations include the following:***

- CMS should determine its future profile, by considering where it wants to position itself as the mature Centre. We see CMS as a publically-owned, internationally-engaged centre, which focuses on policy-relevant research and research-based information and advice that contributes to the country's defence and security policy – i.e. somewhere in-between a think-tank and a traditional university centre.
- CMS's "Styringsråd" should be abolished and replaced by an Advisory Board, the purpose of which should be to advise the Centre and assist in its development.
- CMS should establish clearer definitions of its concept of research of international quality and its concept of research-based advisory activity. The Centre is not the typical university group who undertakes theory developing basic research. The Panel sees the mature CMS as conducting solid applied research and publish in application-oriented, peer reviewed journals, rather than the basic, theory-developing research of a typical "pure" university centre. Thus, the journals that can be considered highly esteemed for CMS's publishing are not necessarily those that are highly rated for the traditional research group at the Faculty.
- CMS should prioritise a few, well-defined focus areas within which the Centre should conduct in-depth research of international quality.
- A critical mass of resources and personnel is of utmost importance to succeed for both ensuring a solid, focused and long term development of core-competencies and maintaining the various user-oriented services. To fulfil today's objectives and those outlined by the Panel, we find that a reasonable critical mass of staff should be at least 20 employees, of whom at least 8 should be permanent staff members.
- It is of crucial importance with a stable, long term core funding for permanently employing at least 3-4 persons. We recommend that this core funding of approximately 2-3 million DKK per year should be co-financed by the University and the Ministry of Defence for ensuring an adequate balance between orientation towards practice and scientific depth of the Centre's research. In addition the Centre should work more systematically and actively with medium- and short term fund-raising – directly from the stakeholders as well as from national and international public and private funds.

- The competencies of CMS should be less dependent of individual staff members by becoming more broadly anchored in the organisation; and the framework of career opportunities for each position in the Centre should be made more clear.
- CMS should expand its international interaction, including strategic alliances and collaborative projects with external international research groups and institutes, and strategic recruitment of high-level international fellows. It is important, however, to keep balance between foreign high-level expertise and internal development of competencies of the staff for ensuring organisational stability of the Centre’s core competencies.
- CMS should consider to strengthen further its interaction with practice, including consider making the military analyst employment system more flexible.

2. The four development phases of CMS

As mentioned in the introduction and summary, the Panel’s evaluation takes basis in a model where CMS’s development takes place during four phases. In this section we explain our model on those four phases in relation to CMS and its work. Our phase model for CMS’s development is shown in figure 2.1.

1. Start-up	<i>Positive characteristics:</i> Entrepreneurial. Committed. Innovative. Flexible. Public/news oriented.
2. Establishment	Un-structured. Floating. Ambiguous (in selection of topics) Dependent of individuals.
3. Consolidation (Focused development towards the mature centre)	<i>Positive characteristics:</i> Clear long term strategy and objectives. Clear structure. Clear role. Robustness, independence, international profile Clear focus in terms of activities and topics (prioritising, de-selecting)
4. The mature centre	Broad anchoring of competencies. Entrepreneurial Committed. Innovative. Flexible. Public/news oriented <i>Negative characteristics:</i> Un-structured. Floating. Ambiguous (in selection of topics). Dependent of individuals

Figure 2.1 Four-phase model for CMS’s development from start-up to mature centre

CMS has successfully accomplished the two first phases and should now consolidate for becoming a mature Centre

In the view of the Panel, CMS has gone through two development phases, namely the *start-up phase* and the *phase of establishment*. The start-up phase is the phase preceding the official founding of CMS: In the start-up phase the stakeholders, not least the parties of the Danish Defence Agreement, discussed the future destiny of CMS’s predecessor, Danish Institute for Military Studies (DIMS), which was an independent research unit supported by and located at the

Royal Danish Defence College (FAK). It was decided to found CMS as a centre conducting research and providing research-based public sector services, fully integrated at University of Copenhagen and financed via the budget of the Defence Agreement. The phase of establishment is the 3 year phase that CMS now has passed as research and service centre at the University. In this phase the Centre has been staffed and entered well into operation. The establishment phase is now nearing its end – not least through the present independent evaluation of the Centre.

As described in further detail in section 3 in the report, the Panel finds CMS's achievements and results during its three years of establishment impressive. In relation to our four-phase model, we find that CMS's approach for developing has been very well suited for the start-up phase and the phase of establishment, including features such as innovativeness, creativity, flexibility, ambiguity, etc. (see figure 2.1 further below).

CMS is now facing the third phase, the *consolidation phase*, in which the good results and activities established in phase 1 and 2 should be consolidated. In phase 3 the young, enthusiastic Centre must focus on a more structured and targeted strategic development, for achieving that quality and position which is the ticket to the fourth, mature phase. We see a duration of about 5 years for phase 3, as it takes about 8 years (of which 3 have passed hitherto) to establish a mature, professionally well-founded research environment (according to the literature it takes 2 PhD generations plus a couple of years).

The transition from phase 2 to phase 3

Phase 3 is *not* about doing more of the same as in phase 2, or doing it better. On the contrary the Centre should do differently in the third phase. Some of the features that were great strengths in the first two phases are not necessarily strengths in the third phase. In phase 2 it was important to be entrepreneurial and “make the business running” by giving space to the people who like to “run with the ball” within their fields of interest. CMS had to make itself visible and undertake a multitude of service activities for meeting stakeholders' expectations to the newly established Centre – the Centre was founded due to unfulfilled needs.

Thus, in the phase of establishment the stakeholders (University of Copenhagen, the parties of the Defence Agreement and the Ministry of Defence) have joined in their common interest for establishing the Centre. The stakeholders have strained their individual interests to some extent – which is willingly done in a “honeymoon-like” phase where focus is on the many new activities that fulfil the needs. Clearly, the present “constructive ambiguity” at the Centre is preferable for all stakeholders, as the Centre meets the needs of all stakeholders in this phase. In contrast, a common planning of a *sustainable* mature centre at long term is more difficult to agree on due to the differences between the basic interests of the stakeholders.

It is the clear opinion of the Panel that the “constructive ambiguity” is not preferable in phase 3 if the Centre should end successfully in phase 4. In phase 3 a number of decisions must be taken: Which kind of centre should CMS develop into at a long term? What are the important strategic choices of direction? Etc. Therefore “strategic clarity” is necessary in phase 3, including a significant change of governance style:

- From entrepreneurial development to consolidation
- From dependence of individuals to more structural and organisational anchoring
- From quantity to quality

- From ambiguity to focus
- From actuality to long term planning
- From enthusiastic pioneering to enthusiastic seriousness

The mature CMS should still be characterised by innovation, entrepreneurship and orientation towards practice, while not as theory-driven, abstract or other-worldly. However, sustainable work of international quality is not obtained by continuing undertake a multitude of activities initiated ad hoc on basis of occurring incidents and demands. A common, focused and structured plan is necessary for ensuring consolidation and quality.

In this connection we wish to emphasise that the CMS faces a *decisive shift of development* for successfully becoming the mature, sustainable centre. The shift is not easy to carry through. Some difficult choices should be made, and they require significant understanding, involvement and support from CMS's stakeholders. The coming development of CMS is even more difficult due to the changing environment, with fewer defence resources, a lower operational tempo, decreased public support for expeditionary operations but the continuation of a multitude of threats.

The mature centre

The Panel finds the ultimate goal is CMS entering into phase 4. We see the mature, sustainable CMS as a practice-oriented, international research centre holding the following important characteristics:

- Research quality of international standard.
- Well-established, systematic strategic collaboration with other international research centres, thus placed as an important node in the international community within the field.
- Resources of critical mass for undertaking the multitude of tasks of an international research centre of good quality, including the research-based information and advice services nationally.
- A strategy which both clarifies the Centre's core competencies in the international research collaborations and illuminates the broad and multi-faceted topics which must be addressed in the national context.
- A core financing which allows a long term focused development, while ad hoc new projects should be financed by short- and medium term funding.
- In-depth research focused within a well-defined research area with prioritised topics, within which the Centre conducts in-depth research and builds up its core competencies. As illustrated in figure 2.2, this should not entail a rigid centre as regards its user-oriented topics and tasks. On the contrary, an important quality of the Centre is an ability to innovate a broad array of knowledge areas on basis of its core competencies. This innovation in relation to the surrounding world is actually the *raison d'être* of the mature research centre. The focus in terms of topics and tasks is the means and not the target.
- Innovative contacts on a strategic level with the surrounding world. Events, advisory services, facilitation of networks etc. are not organised accidentally or unsystematically, but well-planned and with organisational efficiency. These activities should not take the

time and resources from the building and maintaining of the core competencies, i.e. the research, including the effort for establishing the international profile.

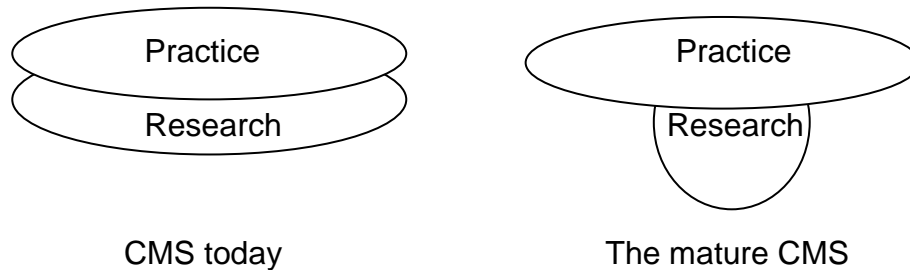


Figure 2.2. The Panel sees the mature CMS as a practice-oriented, international research centre. The mature Centre should conduct solid in-depth research of international quality within a well-defined area of topics, but continue to provide research-based services within a broad area of topics to the Danish authorities, politicians and other clients.

There are several reasons for the newly established centre to aim at the mature phase, including the following:

First, it is the Panel's experience that it will be difficult for the Centre to be innovative and set a broad national agenda within its field, if the Centre does not hold the characteristics of the mature centre. At length an un-mature Centre will find it difficult to continue being the independent voice with an edge that makes a difference in the national debate. To avoid becoming a part of "the establishment"/to not lose its independence/ the Centre should, eventually, be well-integrated in the international community within its field as this establishes a systematic counter-weight to the national context.

Second, if focus is on responding to ad hoc occurring new political challenges, there is a high risk of moving more and more to consultant work based on earlier research results instead of conducting new research for creating new knowledge – in a busy everyday full of events, short-sight expectations and deadlines, it can be very difficult to find the space and inspiration for initiating new, relevant research. In contrast, the mature Centre could establish systematic and organisational processes that would ensure time for and focus on new research and new innovative research results, including quality control and international publishing of this research.

Third, it is important the Centre reach the mature state for maintaining its "raison d'être" at a university. A newly established research centre is relevant for a university due to its external financing and its innovative approach and interaction with practice. But at length this is not enough for the mother institution, who would normally expect the more traditional objectives of a university group to be met, such as research quality of international standard and publication of peer-reviewed articles. As explained in section 4, we see the mature CMS as both conducting research of international quality and publicising peer-reviewed articles, but in the field of applied research rather than the theory developing basic research which is undertaken by a typical university group. The coming development therefore entails the University's understanding for the Centre's particular profile, cf. section 4.

3. Assessments of CMS's development and achievements in the first 2-3 years period

This section presents the Panel's concrete assessments of CMS's achievements and results during the period since its establishment in 2010 to present, including assessments related to the five specific themes indicated in the Terms of Reference. The assessments on the hitherto achievements of the Centre are brief, as the Panel has placed main focus on forwarding recommendations for CMS's future actions and directions in section 4.

Overall assessment

The Panel is of the opinion that the extent and quality of CMS's work since its establishment in 2010 are impressive, all the more so given the small number of full-time research staff employed by the Centre. This holds true for the Centre's publications as well as for its various outreach and networking activities.

The Centre has done remarkably well in a military context, which over the last fifteen years has been characterised by a heightened operational military tempo, greater civil-military cooperation, new kinds of security partnerships and the emergence of new types of threats to Denmark and its allies – from cyber attacks to challenges in the Arctic.

CMS has among other things established well in the University of Copenhagen, established good links to policy makers especially the parties of the Defence Agreement of the Danish Parliament, published a multitude of publications, conducted a multitude of events and created well-developed links to stakeholders in private sector.

We thus find that CMS, so far, has provided a very good research-based framework for the Danish public debate within the continuously developing defence and security agenda.

Specific assessments as regards the five themes in the Terms of Reference

CMS's processes and workflows have facilitated the Centre's output

CMS has conducted research and completed a multiplicity of research-based products and activities, such as publications, seminars and facilitation of networking, concerning several different defence and security topics.

The Panel finds that the Centre has shown a significant agility in providing services swiftly on the continuously changing demands for topics from its users and stakeholders.

The multitude of activities and topics, many of which have been initiated on basis of dialogue with the users and stakeholders – measured against the small number of staff – reflects that the Centre has established processes and work-flows well suited for developing its activities. Combined with the high user satisfaction expressed in the recent user survey, it also reflects that CMS operates in a well-organised dialogue with its users and stakeholders, including the Ministry of Defence, the parties of the Defence Agreement, the Armed Forces, industry and more.

This assessment was further supported at our meetings in late April 2013 with central users and stakeholders, all of whom expressed satisfaction with their cooperation with the Centre. Also according to user survey, CMS should continue working with its current activity types and addressing the topics which it addresses today.

CMS is highly productive and its activities are useful and of high quality

According to the recent user survey, all the different categories of CMS users/stakeholders express high satisfaction with CMS and its activities. Thus, in the survey a large majority of each different user category find that CMS's activities are useful both in general and for their own work. In addition large majorities of the respondents find CMS's activities of high or very high quality. The Panel obtained the same perception of usefulness and quality from the users and stakeholders with whom we met in end of April 2013. We therefore join this positive assessment of high usefulness and quality of the Centre's activities.

In addition, we find that the Centre has been highly productive. Given the small number of staff, we are impressed by the vast amount of different activities completed by CMS on a multitude of relevant topics.

CMS's research is independent

As regards the independency of CMS's research, the Panel joins the users' assessment in the recent user survey. According to the survey the Centre's research results are based on good scientific conduct. The very definition of good scientific conduct entails independent and unbiased research. We therefore find CMS's research independent, given its focus on particular research fields within defence and security policy. Our assessment regarding independence is underlined by that, according to the user survey, CMS's research results "are sufficiently objective and unbiased in the view that CMS undertakes research in subjects which are relevant for the security and defence agenda"².

Fine approach as regards focus on the four themes agreed in the Centre contract

In the Performance Contract of 2010 between the Ministry of Defence and CMS it was agreed that CMS should focus on the following four themes: Danish Defence Policy, Comparative Studies, Function and Purpose of Military Capabilities, Strategy and Policy Studies.

We find that CMS has published several works (reports on research-based analyses, books, anthologies etc.) within the four themes agreed. As could be expected in view of its young age, CMS has not yet published an impressive amount of peer-reviewed scientific articles, but the Panel was informed that the Centre has several manuscripts in pipeline.

We therefore find the extent of published works impressive, particularly in view of the limited resources of the Centre, and we join the assessment in the user survey that CMS's publications, as well as its research, are of high quality. As earlier mentioned, we find that the Centre has shown an impressive agility for developing and providing information and advice, on a multitude of specific defence and security topics, on basis of demands from users and stakeholders. We thus conclude that CMS has developed the field within the four main themes, while at the same time continuously adapted its topical direction to swiftly meet the needs of the users at any time.

² Quotation from the report "Survey on the users' satisfaction with Centre for Military Studies", 2 May 2013, page 3.

CMS facilitates knowledge sharing, networking and innovation

The Panel finds that CMS facilitates knowledge sharing and networking within its field. This assessment is partly based on the satisfaction with the Centre's network activities conveyed by the users and stakeholders with whom the Panel has met. The central actors all commended the Centre for creating forums of debate. In addition, according to the user survey, the users assess their participation in a CMS activity has contributed to expansion of their network.

Today, CMS's research collaboration and networking with other research groups, particular in terms of joint research proposals, are not comprehensive. However, this was also not to be expected as the Centre cannot be considered a typical research group at a university – CMS's purpose is not only to conduct research, but also to provide research-based public sector services to, among others, the parties of the Danish Defence Agreement and to the Ministry of Defence. In addition, we see an increasing scientific publication with other researchers. Thus, given the Centre's young age, user-oriented scope and very few scholars, its research cooperation and networking is highly satisfactory, including international research networking and visiting scholar activities.

Furthermore, we find that CMS facilitates innovation in its fields of knowledge, via its multitude of dissemination and advice activities. Also this assessment is based on statements from the users and stakeholders with whom we have met, and on the user survey, according to which CMS's activities contribute to new, relevant knowledge in general, as well as for the users' own work.

Fine extent of research-based teaching and other dissemination of knowledge and findings

The Panel has noted that the extent of the CMS's research-based teaching at the University does not fully match the typical scholarly extent, of a group of similar size, at a university. However, we find the extent of teaching large in view of the Centre's resources and scope, and even more so in recognition of the multiplicity of its teaching and lecturing tasks, not only including university teaching and supervising but also teaching at the Royal Defence College and lectures to the public, politicians and civil servants. It is positive that the Centre continues developing its teaching activity, well integrated with the educational activity of the Department of Political Science.

As explained further above, we find that CMS's other dissemination of knowledge and findings – such as events, publications and network facilitation – is both useful, of high quality and of impressive quantity. In addition we join the positive assessments, conveyed in the user survey, of CMS's website being useful as well as user-friendly.

4. Recommendations for the future development of CMS

In this section, the Panel focuses on conveying some of those strategic issues, which we recommend CMS and its central stakeholders consider – with the aim of achieving a joint strategic clarity which can bring the Centre successfully through phase 3. We will both raise some issues, which we find important for the stakeholders and CMS to discuss, and forward our points of view on how some of the issues could be resolved.

Think-tank, traditional university centre or in-between? CMS should determine its future profile

There are many kinds of research-related organisations involved in defence and security policy processes, including the following:

- 'Pure' think tanks that focus mainly - often even exclusively - on informing or impacting policy such as Royal United Services Institute in London.
- Wholly-owned organisations that sit inside larger organisations, for example inside a Defence Academy, which encourages staff to undertake some research as a compliment to other tasks such as concept development or military education.
- Research institutes, often inside universities, that focus on basic research rather than engaging with practitioners.
- Organisations that reside between these such as War Studies at King's College, University of London or the RAND institute in the United States, that undertake both applied and basic research as well as teaching and consultancy work.

CMS has to date tried to be a bit of everything. That has served the Centre – and its stakeholders – very well in the start-up phase. But there are a number of tensions inherent in trying to be everything. And while these tensions have been managed until now, they will likely turn into problems if they are not addressed in the coming development phase of CMS.

The mature Centre should have a clearer, more focused profile: There is a need to decide where CMS would like to place itself - or at least move to. Each choice has advantages and disadvantages. The question to ask is where CMS's capabilities lie - and/or could lie - and how it can best fulfil its main function, which is ultimately to support Danish defence and security policy.

The Panel believes that CMS should move in the direction of acting like *a publically-owned, internationally-engaged centre, which focuses on policy-relevant research and research-based information and advice that contributes to the country's defence and security policy*. It is important to be clear what such a focus means - and, crucially, what it does *not* mean.

The fact that CMS needs to be internationally-engaged, seeking to embed itself in an international network of contacts, does not mean that it should not be domestically-focused. CMS has been created to support the Danish government, parliament and society. But the best way to remain relevant nationally is to learn from, and be engaged with, research and policy developments outside of Denmark. In today's interconnected world, it makes most sense for an organisation like CMS to connect and collaborate with researchers and practitioners from abroad rather than just in Denmark. In a field such as defence and security policy - which, for a small country like Denmark, is inherently multilateral, regional or bilateral in nature - this is additionally the case.

Therefore, while it may appear logical for CMS to focus on cooperation with other organisations in Denmark, for example University of Southern Denmark or DIIS, the truth is that CMS will improve more by finding issue-based partners wherever they may be located. For example, if CMS seeks to study the role of Special Forces, cooperation with US and British organisations will make better sense than cooperation with Danish ones.

As a part of a sharper profiling, it could be considered whether a clearer division of work, between CMS and other publicly funded Danish actors working within the field of defence and security policy, would be beneficial for the Danish policy work within the field of defence and security. If this should be realised, it would demand consensus between the actors and support from the stakeholders.

At long term, a focused, clearly profiled CMS could also be a great asset for Denmark's international profiling as regards defence and security policy. One possible example to follow is Sweden where Foreign Minister Carl Bildt makes frequent use of think tanks and research organisations to create international awareness of and support for Sweden's policies and capabilities. The Panel can see no reason why CMS could not work with the Ministry of Defence and the Ministry of Foreign Affairs and key embassies to organise outreach and events that coincide with ministerial visits or priority activities e.g. the Danish EU Presidency, so as to showcase CMS and provide a partly 'Made in Denmark' platform for ministerial outreach. For example in Washington DC, CMS could collaborate with Brookings or CNAS on events. In Brussels, CMS could work with DANATO to create a regular event at the time of Defence Ministerials. This level of active cooperation between CMS and the Danish authorities will be beneficial for both parties. Denmark is a small country, with limited (and, for defence, decreasing) resources, which speaks to a greater use of the resources that have been made available.

Another example, to consider, is CMS to profile itself around an annual publication and/or event, as a way to brand the organisation especially internationally, create a regular opportunity to bring the Centre's many stakeholders together and to create synergies across its work streams. For example, IISS has the Military Balance, ECFR has the Foreign Policy Scorecard. Such an annual product should ideally reflect CMS's core strengths - its focus on the military, its engagement in policy development and its culture of innovation.

We wish to strongly emphasise, though, that the above two examples are for consideration only. They would demand extra resources and finances for CMS to initiate and maintain. Moreover, they should be given low priority in the coming phase, where the Centre's radical shifts of governance etc. should be prioritised.

Governance: Change from Steering Committee to Advisory Board

The governance structure of CMS has worked well in the transition from the Danish Institute for Military Studies (DIMS) in keeping a broad range of stakeholders involved with the Centre, especially the Ministry of Defence and University of Copenhagen. But in CMS's next phase it would be preferable to make a number of changes in order to establish clarity of responsibilities, and security of funding and expectations.

First, it is preferable to more clearly establish that the overall leadership of CMS lies at the University of Copenhagen. The relationship between CMS and the Ministry of Defence is crucial, but should not be confused with the Centre's formal, hierarchical relationships.

Second, it would be preferable to discontinue 'Styringsrådet'. Though Styringsrådet's existence offered a number of advantages in CMS's phase of establishment, its role is too unclear to help

CMS in its new phase. It would better to set up an Advisory Board tasked with advising the Centre's leadership and offering CMS a challenge function by e.g. discussing suggestions and forwarding critical questions regarding the operation and development of the Centre. In addition, the Advisory Board could help CMS in its coming transition towards the sustainable mature centre. Members of the Advisory Board may be some or all of the following: CMS could consider to include some or all of the following members of the Advisory Board: A senior representative from the Danish Ministry of Defence, a senior representative from the Danish Ministry of Foreign Affairs, a flag officer from the Danish military, a senior NATO official, a director from a foreign, preferably a British or an American, defence-related think tank, 1-2 international researchers, including one from another Nordic country, an expert in fund-raising, as well as the Head of the Department of Political Science. To anchor the Centre abroad and at home, the chair of the Advisory Board could be e.g. the British or American representative in the board, with the Ministry of Defence representative as the deputy chairman.

The Advisory Board is best served by *not* having participants from other universities and institutes such as DIIS, University of Southern Denmark, and the Defence Academy. The Panel believes that this would create friction between the organisations and advantages to the other organisations, but not CMS. Due to the part overlap in work fields and in sources of financing between CMS and such other organisations, a competitive component cannot be excluded between them.

Change of strategy as regards resources and finances of the Centre

Today, CMS is almost exclusively financed through the budget determined in the Danish Defence Agreement. In November 2012, the political parties decided to prolong the funding of the Centre to cover the time period 2013–17. In 2012 the budget amounted to approximately 10 million DDK, of which 9 million came from the Ministry of Defence. The University receives an overhead of 30 % of this funding and it allocates co-financing of some academic and administrative resources to the Centre. CMS has a core group of about six scholars.

In the coming third phase, one of the important tasks for CMS and its central stakeholders is to consider and decide the strategy on the financing of the Centre, in order to achieving the focus and target-orientation necessary for building the sustainable mature Centre.

As explained in the specific recommendations further below, we find that the strategy for the mature Centre includes permanent core financing supplemented with medium term funding, as well as active fund-raising for short- and medium term projects. The Ministry of Defence should still be responsible for a significant part of the financing, but the University should also participate with permanent financing, and the Centre's fund-raising for projects should ensure a broad anchoring of the work.

We also wish to underscore that a critical mass of resources and personnel will be of utmost importance for the Centre to succeed with both a solid, focused and long term development of knowledge and upholding the multitude of research-based information and advice tasks. To fulfil today's objectives and complete the initiatives recommended by the Panel, a reasonable critical

mass of staff should be at least 20 employees, of whom at least 8 should be permanent staff members (students not included).

In addition to these general observations, the Panel recommends the following:

First, in order to succeed, it is of crucial importance that at least 3-4 persons are permanently employed by means of a core funding which does not fluctuate on short term. In accordance with the typical level of university costs in Denmark, this would require a long term core funding of approximately 2-3 million DKK per year which should be given on a permanent basis, separate from the existing medium term funding from the Ministry of Defence. As shown in figure 4.1 below, we recommend strongly this funding of the core-competencies be co-financed by the University and the Ministry of Defence, in order to promote an adequate balance between the academic attention and the orientation towards practice, both of which aspects are imperative in the Centre's core-research.

Second, the Centre should work more systematically and actively fund-raising for short- and medium term projects. The Panel expects the University, the Ministry of Defence and the recommended future Advisory Board to take an active interest in assisting CMS in this effort. There should be a considerable potential in engaging Danish institutions and companies, such as the Armed Forces and shipping interests, and cooperation with international partners could be used to jointly raise money – directly from the stakeholders as well as from national and international public and private funds.

Third, CMS should further develop its cooperation with the Armed Forces as regards recruitment of officers with unique knowledge and experience to the Centre. The obvious starting point for recruitment should be CMS's programmes and projects. To this end, the scheme on employment of military analysts should be made more flexible, so that officers with relevant qualifications could join the research effort for shorter or longer periods, depending on the time framework the research project. The research projects we are talking about here should be of great interest for the Ministry of Defence and the Armed Forces, which therefore also are the natural sources of financing of these projects.

Fourth, the synergy between the rest of the University and CMS should be developed further. The Centre is a great asset for the University, because of its competence and reputation. Likewise, the Centre benefits greatly from being part of the University, including access to its students: PhD students, industrial PhD students and Post Docs are natural ingredients of a mature research centre. We have noted that students at the Centre see their affiliation as an excellent arena for knowledge-building and for a future career. This is a good starting point for recruiting more students who can contribute to the Centre's research and outreach activity.

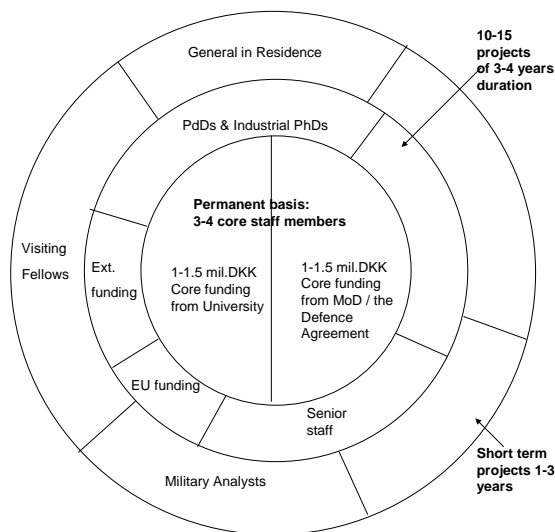


Figure 4.1. As regards resources and financing, the Panel sees the mature CMS as follows:

- Core funding from University of Copenhagen and Ministry of Defence for maintaining a core staff of 4-5 employees for long term stability.
- Funding from the central stakeholders and from public and private funds for projects of 3-5 years duration.
- Short term external funding for projects of 1-2 years duration

CMS should prioritise a few main focus areas for its research

In its start-up and establishment phase CMS has sought to conduct basic research within a broad variety of research topics. At the same time, the Centre is governed by the same demands for publishing in highly esteemed journals as any other research group at the University of Copenhagen. In view of the task of CMS include comprehensive work on services to users, combined with the limited resources of the Centre, it is not sustainable for the mature CMS to maintain its research competencies of international standard within a broad, or open, portfolio of research topics.

Therefore, the Panel is of the view that the Centre, as it now seeks to build on its achievements, would benefit from a clearer identification of its principal research themes and priorities, including de-selection of a number of topical areas. This would allow the Centre to conduct in-depth research within a few prioritised focus areas, and to profile itself internationally within these research areas. At the same time the focused in-depth research within the selected fields would establish solid evidence for the Centre's research-based service.

The Centre could e.g. select three clearly identified, well-defined areas of research, which concertedly cover a part of the (broader) topical field of the Centre's research-based service, and which also would be sufficient basis for a concrete, internationally recognisable research profile of high quality. The Centre's selection of its future focus research areas should of course be based on its present core competencies and strategic advantages. In the following, we suggest some concrete examples on themes which the Centre could decide to focus on.

We wish to underline, though, that it is not the role of the Panel to decide exactly what, or how many, those themes or priorities should be. Our concern is merely to highlight the need for a

better and more clearly articulated balance between breadth and depth of coverage in the Centre's research agenda.

In its "Self-Evaluation" report, the Centre listed four research themes, reflecting those agreed in the "Production and Service Contract for 2012 between the Ministry of Defence and CMS/University of Copenhagen", namely: Danish Defence Policy; Comparative Studies; Functions and Purpose of Military Capabilities; and: Strategy and Policy Studies³.

The Panel is of the opinion that some of these themes will simply be too vague for achieving a sustainable situation as the mature centre. Without wishing to impose any particular themes, let alone any particular wording, on the Centre, we believe that a sharpening of thematic focus would be in order. In view of the Centre's output and record of activities to date, as well as of our meetings with Centre staff and various "user-groups" in April 2013, we recommend that two overarching considerations should influence CMS's future, more precise choice of themes. Simply stated, these are:

1. the Centre exists to inform and to heighten the quality of public debate about Danish defence and security policy; and:
2. the Centre is *fundamentally* concerned with military matters, including broader questions pertaining to the use and threat of use force in international relations.

With these considerations in mind, and having looked at the in-house expertise available at the Centre today, a more focused list of themes *may* include one or more of the following:

- 1) Danish Defence and Security Policy
- 2) Arctic and Maritime Security
- 3) Technology and the Changing Character of War
- 4) Public International Law and the Changing Character of War
- 5) The Use and Utility of Force in International Relations.

This list is certainly not meant to be exhaustive. It merely seeks to illustrate the point made above regarding the appropriate balance between breadth and depth of research focus. There are four obvious advantages to sharpening the focus along these lines.

First, it provides categories which are more manageable around which current research can be organised and areas of cross-thematic collaboration can be identified. For example, work on UAVs/drones fits naturally under themes 3) and 4). Likewise, work on piracy can be grouped under 2).

Second, it provides the "outside world" with a much clearer sense of what the Centre is actually up to. This will aid its efforts to form meaningful relationships with various user-groups, as well as promote its international interaction with other research groups and individual scholars.

Third, it provides more useful categories for the purpose of external fund-raising. For example, one can imagine external funders being approached to support the whole or part of the Centre's "Arctic and Maritime Security Programme".

Fourth, if the Centre were to expand in the coming years, the themes provide possible organisational pillars around which expansion can be based.

³ Self-Evaluation – Centre for Military Studies, 24 May 2012, p.8

Another important aspect of CMS's development towards more focus is to discuss and define the concepts of the Centre's "research of international quality" and "research-based information and advice". Could e.g. a CMS-researcher provide research-based information and advice for years without publishing in international journals? Should publishing be in particular journals for CMS meeting university requirements for publishing? If phase 3 should be successfully completed, this issue must be resolved – unclear or incomplete strategies mean dissented expectations, among the different stakeholders as well as among the staff, and are vulnerable to shifts in management or resources.

The Panel's opinion regarding this matter is that CMS's research should still be empirically-grounded. The staff of scholars should produce peer-reviewed work, but their aim should not be to publish in theoretical Mode II-type publications (e.g. Millennium, Journal of Common Market Studies) but instead to publish in more applied Mode I-type publications (e.g. Survival, Washington Quarterly, Foreign Affairs). Herein should lie the distinction between what staff at CMS do and what their colleagues in the Department of Political Science do: CMS is not the typical university group who undertakes theory developing basic research. Instead the Centre should focus on conducting solid applied research which is published in specific application-oriented, peer reviewed journals. This important shift must be supported by the University to work in practice. The rating list of journals at the Faculty of Social Sciences should not be used for measuring the publishing of CMS, since the journals that can be considered highly esteemed for CMS's publishing of its (applied) research are not necessarily those which are highly rated for the traditional university groups at the Faculty. We believe that making this distinction will create a more fair comparative balance between CMS and other parts of the University.

Change of strategy as regards the staff of CMS and their core competencies

For solving its different tasks and maintaining its expertise within its focus areas of topics, it is important for CMS to maintain a multiplicity of competencies by attracting a variety of employees. Some permanent staff members should focus on the long term and international developments which demand in-depth work for obtaining solid and robust knowledge. Other permanent staff members should be skilled in conducting shorter projects on actual topics. Also PhD students, Industrial PhD students and post docs are natural ingredients in a mature research centre. Further important types of staff are: visiting scholars, military analysts, in-residence staff (e.g. general in-residence), administrators and student assistants – for facilitating close and running contacts to, and exchanges with, practice. The competencies of the staff should include skills within the fields of communication, innovation, network building and operation of networks.

In addition to these general observations, the Panel has a number of more specific recommendations on staff and competence issues in the following. We wish to emphasise that these recommendations cannot be implemented instantly, but should be developed during the course of phase 3; and we regard the indicated concrete examples as possible, not compulsory, ways to pursue the challenges. We also find it important to underline that a successful implementation of new recruitment and employment strategies and frameworks requires support from CMS's stakeholders.

First we note that the hitherto success of CMS has been very dependent of the individuals: CMS is 'one-deep' across almost all its main work areas. If one researcher leaves, then all of CMS's research, within that researcher's area, will more or less end. This present situation leaves CMS too vulnerable to personnel changes.

It is therefore important for CMS to consider, in phase 3, its dependency of individual employees. We find it crucial that the Centre is well anchored – both in terms of core-staff, core-competencies and clear structural and organisational anchored strategies and procedures – such that its can continue undamaged in case 2-3 core employees leave. A mature Centre is not impaired should one or two persons leave. We believe that to address this challenge, CMS needs to organise, to a larger extent, its research projects around themes or programmes and look to create teams of people who can collaborate on the projects, thus creating a more sustainable basis for its work.

Second we find it important that CMS develops further its strategy as regards its international interaction.

Here, we recommend CMS to establish strategic alliances with external research groups, including collaborative projects, and with a small group of international research institutes. This can enable the Centre to expand and supplement its critical mass of knowledge and skills, as well as produce more research results – jointly with the alliance partners – than the CMS staff can do alone. A comfortable side effect here is that such alliances would make the centre less vulnerable to staff changes.

We recognise CMS recruiting of foreign scholars and inviting of visiting fellows for short term employments. Clearly, it is beneficial for the Centre to include international high-level scholars, and has been even more so in the phases of start-up and establishment. So far, the Centre has maintained a fine balance: Too many foreign scholars may have hampered the Centre's interaction with the Danish practical context; and the risk of discontinuity in the Centre's core competencies is higher by including foreign scholars, to the extent that they join the Centre for only shorter periods of time.

We recommend the Centre to make some clear strategic decisions, in the third phase, regarding recruitment of foreign scholars who bring high level expertise into the Centre but for shorter periods of time, and of younger staff who develop their competencies over time within the Centre for becoming highly skilled, permanent staff members. For optimising the plans on recruiting PhD students and Post Docs, it is important to ensure clear agreements with the foreign scholars concerning their future in relation to the Centre.

Furthermore, in its strategy, the Centre should ensure clear connections between its priority projects and the expertise of the foreign scholars, and clear ties between the visiting fellows and specific projects in the Centre. Fellows need not only come from the research community but could be drawn more broadly. For example the Centre could consider diplomats, EU and NATO officials, business people etc. to the extent that such competencies are relevant for the Centre's development. Ideally, specifically-created funding arrangements could be created for these posts e.g. the 'AP Moeller Fellow', 'EU Fellow, or 'Nordic Defence Fellow' etc.

Third, we recommend the Centre to consider making the military analyst employment system more flexible. Today the Centre employs two military analysts, each for a three year period, in

order to facilitate mutual exchange of information between the Defence Command and the Centre, and for ensuring inclusion of practical defence aspects into the works of CMS. This system appears to have worked satisfactory in the start-up and establishment phases of the Centre. The military analysts are well integrated staff members, and their expertises add valuable knowledge and orientation towards practice to the competencies of the Centre.

However, the future *mature* Centre might benefit from becoming more flexible, by allowing military analysts be posted for shorter periods than three years, e.g. one year, with the purpose of meeting the specific needs, originated from the Centre's projects, for practitioners' experience. CMS should also consider to offering *short term* postings to military officers, especially those who have just returned from active operations. Ideally, CMS should create an arrangement with the military whereby returning commanding officers are offered the chance to spend three months at CMS, downloading their insights, before moving on to their next posting.

In addition CMS could consider to promoting the interaction between its engagement with practitioners and its research on a long term, focused, and organisationally anchored basis – e.g. by establishing a very senior permanent position as 'General-in-Residence'.

Fourth – as specified further above – the Panel sees the mature CMS as conducting solid applied research rather than the basic, theory-developing research of a typical “pure” university centre. This entails that researchers who wish to go on to an exclusively academic career may, over time, become dissatisfied with the absence of time dedicated to peer-reviewed basic research - and, fearing that their work will not be recognised by potential employers, leave for employment in more traditional research-based organisations. To avoid this problem, the framework for each position in the Centre should be made clear, already at time of employment, as regards the career opportunities in the job, as well as the opportunities in subsequent jobs.

In addition, the Panel has observed that the PhD projects at CMS differ from the typical PhD project at a university in the sense that they require contributions to the Centre's information and advice tasks. The Panel finds it positive that this challenge has been solved by decreasing the teaching obligations of the PhD students in relation to the typical teaching obligations of a PhD student. We encourage the Centre to establish, in general collaboration with the University, a clear framework for the obligations of PhD students at the Centre, with a decreased demand for teaching, e.g. conducting only one course instead of the typical three, when there is a demand for joining some of the CMS projects.

5. Background for and process of the evaluation

The evaluation of Centre for Military Studies (CMS) has been completed in 2013 in accordance with the Framework Agreement between the Ministry of Defence and the University of Copenhagen, which states that an 'independent, external research evaluation' of CMS's activities will be conducted in 2013.

According to the Terms of Reference for the evaluation (annex 1), the overall purpose of the evaluation is to assess the quality of research and research-based public service at the Centre, incl. the quality, usefulness and independency of CMS's activities (products, processes and work-flows);

and to support the continued development of the Centre's research and the research-based public service.

The evaluation was carried out by an external, internationally composed evaluation panel holding relevant expertise in relation to the Centre and its work. The Panel was constituted by the following four members (annex 2 contains a brief presentation of the Panel Members):

Independent Consultant Søren Barlebo Rasmussen (Chair)
Professor Mats Berdal, King's College London
Strategic Adviser Daniel Korski, the European Council on Foreign Relations
Professor Rolf Tamnes, Norwegian Institute for Defence Studies.

Pia Jørnø, independent consultant and science writer, served as process consultant and academic secretary for the Panel.

The Panel completed the evaluation during April to June 2013. The overall time-schedule for the evaluation is attached as annex 3. In accordance with the Terms of Reference, the Panel based its evaluation on facts about the Centre, obtained from the following sources:

- A self-evaluation report elaborated by CMS in spring 2013, and several background documents on CMS. A list of the background documents is attached as annex 4.
- A report on a survey on users' satisfaction regarding CMS, completed in spring 2013.
- Information from users, stakeholders and staff and management of CMS, with whom the Panel met during its assembly 29-30 April 2013 in Copenhagen. The programme for the Panel's two days assembly is attached as annex 5.

The Terms of Reference specifies five themes as parameters for the self evaluation and the user survey. Therefore the Panel also took basis in these five themes for preparing a framework of seven themes to address while reading the background material and at its meetings with users, stakeholders and staff and management of CMS. The framework of the Panel's themes is attached as annex 6.

The Panel's approach in the evaluation has been based on a model of four phases through which CMS's development takes place (as further described in section 2 of the evaluation report). In addition, the Terms of Reference emphasise that CMS's *development and development opportunities* shall be an important part of the evaluation, as the Centre is founded rather recently (in 2010). Therefore, and because the financing of CMS has already been decided by the Danish Parliament for the period 2013-2017, the Panel has placed its main focus on forwarding recommendations on future actions which CMS may implement during its coming development phase.