

THE HUMAN SECURITY DIVISION (HSD)
OF
SWITZERLAND FEDERAL DEPARTMENT OF FOREIGN AFFAIRS

Formative Evaluation

Civilian Component of ECOWAS & EMP

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The Formative Evaluation (FE) was commissioned by the Human Security Division (HSD) of the Swiss Federal Department of Foreign Affairs to assess the impact of its financial contributions to the Civilian Component (CC) of the Economic Community of West African States (ECOWAS) Standby Force (ESF) in Abuja, Nigeria, and the Ecole de Maintien de la Paix Alioune Blondin Beye (EMP) based in Bamako, Mali. The evaluation was carried-out by Ms. Oury Traore, an International senior Consultant with expertise in Peace and Security, Coaching, Human Rights, Gender, Organizational and Leadership Development.

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ACRONYMS & ABBREVIATION

ACCORD	African Centre for the Constructive Resolution of Disputes
AFDEM	African Civilian Response Capacity for Peace Support Operations
APSA	African Peace and Security Architecture
APSTA	African Peace Support Trainers Association
ASC	African Standby Capacity
ASF	African Standby Force
AU	African Union
CC	Civilian Component
CCCF	Civilian Component Conceptual Framework
CDPF	Civilian Dimension Policy Framework
CCC	Community Communication Centre
CMI	Crisis Management Initiative
DPKRS	Directorate of Peacekeeping and Regional Security
ECOMIB	ECOWAS Security Mission in Guinea-Bissau
ECOMOG	ECOWAS Ceasefire Monitoring Group
ECOWAS	Economic Community of West African States
EERT	ECOWAS Emergency Response Team
EMP	Ecole de Maintien de la Paix Alioune Blondin Beye
ESF	ECOWAS Standby Force
EU	European Union
HSA	Human Security Advisor of the Swiss Federal Department of Foreign Affairs
HSD	Human Security Division of the Swiss Federal Department of Foreign Affairs
IPSTC	International Peace Support Training Centre
KAIPTC	Kofi Annan International Peacekeeping Training Centre
M&E	Monitoring & Evaluation
MINUSMA	UN Multidimensional Integrated Stabilization Mission in Mali
MoU	Memorandum of Understanding
NDC	National Defence College

OECD/DAC	Organization of Economic Committee and Development/Development Assistance Committee
PAPS	Political Affairs Peace and Security
PLANELM	ECOWAS Civilian Planning Element
PSC	Peace and Security Council
PSOs	Peace Support Operations
RBM	Results-based Management
RECs	Regional Economic Communities
RMs	Regional Mechanisms
SEVAL	Swiss Evaluation Society Standards
SSR/G	Security Sector Reform/Governance
SOPs	Standard Operating Plans
TCEs	Training Centres of Excellence
ToRs	Term of References
UN	United Nations
US	United States of America
WACSI	West Africa Civil Society Institute
WANEP	West Africa Network for Peacekeeping
WANSA	West African Network on Small Arms

EXECUTIVE SUMMARY

This Formative Evaluation is the first external assessment of the Swiss government's support for the development of the Civilian Component (CC) of the West Africa Regional Standby Force (ESF), a project being implemented by l'Ecole de Maintien de Paix Alioune Blondin Beye (EMP) and the Commission of the Economic Community of West African States (ECOWAS). The Civilian Component project has been receiving funding from the Swiss Government through the Human Security Division (HSD) of the Federal Department of Foreign Affairs (FDFA) at the level of EMP since 2008 and subsequently expanded to include the ECOWAS Commission in 2009.

This report was commissioned by the HSD *“to determine to what extent the objectives of the two institutions have been reached and to what extent the activities made a contribution to the reinforcement of civil capacity in the region”*. The report assessed the performances of the civilian component of the two institutions using the evaluation framework of the OECD/DAC and the standards of the Swiss Evaluation Society (SEVAL Standards). The assessment was carried-out from July to September 2015 and adopted a participatory approach involving key stakeholders from ECOWAS and EMP as well as other strategic partners relevant to the process.

The HSD-funded project enjoys high level of political support both in the EMP and in ECOWAS as most stakeholders considered the Swiss funding very strategic and invaluable towards the realisation of the civilian component. This high level of political support is largely driven by the fact that the civilian component was the missing pillar of the ECOWAS Standby Force (ESF) alongside a relatively developed military and police component. The evaluation noted that the civilian component of both EMP and ECOWAS are still relevant in light of the emerging security challenges facing the West African peace and security landscape. This complex environment requires that ECOWAS and TCEs develop their institutional capacity and expertise to keep producing high quality customised-training programmes to strengthen the training pillars of ESF.

During the course of this evaluation, varying levels of success in the two institutions were recorded. However, the findings noted that it is a challenge to directly link Swiss government's contributions to every result of the projects as some of the outcomes are intangible, thus making it difficult to measure. Nonetheless, in general terms, the evaluation revealed that the technical and financial support of HSD to both institutions has produced some concrete results towards the realisations of the project's objectives. As a result of the Swiss Government funding, the civilian cell at EMP is well-established, fully equipped, reasonably staffed and operational. The civilian component at EMP is, to a large extent, on course to realize its main objective, which is to produce a pool of trained civilian personnel in the region for ESF. Judging from participants' feedback and interviews of stakeholders, EMP civilian training program has raised significant awareness on the multi-dimensionality and integration of Peace Support Operations (PSOs) in the region. The civilian courses, although in majority targeting civilian participants, also include the military and police trainees. Likewise, most courses under the responsibility of the military component of EMP also include civil and police participants (e.g. DDR, SSR). Participants also testified that the courses were relevant to their field of work. Today, EMP is gaining visibility in Mali and in the region for its specialised courses on civilian issues in Peace Support Operations (PSOs).

At the level of ECOWAS, although its civilian Planning Element (PLANELM) is now established and reasonably operational, results of Swiss Government funding are difficult to measure due to the over-centralization and bureaucratic nature of the organization. However, one measure of success that can

be directly attributed to the Swiss Government contribution is the fact that the Civilian PLANELM of ESF is now staffed and equipped. As a result, the three components of the ESF are now operational, despite the on-going slow delivery and execution of the civilian component. The Policy Framework of the Civilian Component has been adopted by Member States, the ESF Civilian Website has been tested and the ESF Roster is well underway.

A key concern revolves around the sustainability of some of the project core activities, in particular personnel, in both institutions, at the end of external funding. Currently, the project is fully financed by HSD at the level of EMP with the exception of a few add-on courses. At the level of ECOWAS, HSD being the main contributors¹ to the civilian component of ESF has been covering the salary of one of the four positions of the Civilian Planning Element (PLANELM) for almost two years and is financing most of the relevant activities.

The evaluation also noted several challenges associated with the implementation of the civilian component projects. While efforts were made to improve collaboration between ECOWAS and the TCEs (including EMP), there appears to be room for improvement.

On the whole, the evaluation exercise revealed that the civilian component of both institutions is on course to achieve its objectives considering its outputs, outcomes and short-term impacts. Key among the recommendations of the evaluation process for HSD, EMP and ECOWAS are as follows:

At the level of HSD

1. It is recommended that HSD continues to support the civilian component in both institutions since it is an important niche for Switzerland and is highly relevant for integrated missions in West Africa and to the overall African Peace and Security Architecture (APSA).
2. HSD should begin to put in place a comprehensive sustainability strategy and phasing out plan to safeguard this important project in the region.
3. There is a need to diversify the funding of the civilian component at EMP. More partners should be encouraged to come on board to ensure sustainability.
4. HSD together with other partners including the European Union (EU), and the German Cooperation (GIZ) should consider holding joint annual working meetings to discuss and review areas of support to maximise resources issues of peacekeeping training, deployment and impact.

At the level of EMP

5. The Civilian Cell at the EMP is very much anchored in military cultures and approaches. It will be helpful to integrate more civilians in the senior leadership of EMP to diversity its staffing and reflect the principle behind the integration of PSOs.
6. EMP is recognized regionally and internationally as one of the three Training Centres of Excellence of ECOWAS, its remunerations scale should reflect such reality. The remunerations should be improved, as the institution needs to recruit more qualified facilitators to improve and sustain its work.
7. Women should be supported to play more roles in peacebuilding and peacekeeping training. EMP has to increase its efforts to ensure holistic gender analysis and gender mainstreaming

¹ GIZ is also paying the salary of the Head of the Civilian PLANELM and EU through its 10th EDF is making provisions to support the Civilian PLANELM of ESF.

strategies are undertaken in the design, delivery and evaluation of its training programs as well as in recruitment of instructors and trainees. EMP courses should also concretely explain how gender mainstreaming tools can be applied in the context of PSOs. Furthermore, the Senior Leadership of EMP should integrate more qualified women to engender its masculine composition.

8. EMP must include mediation as one of its training programmes. All the RECs/RMs are being encouraged to establish a mediation Unit. Today, mediation is recognized worldwide as the skill to mitigate most of the armed conflict in the region. There is also a worldwide recognition for the need to increase the pool of women mediators in Africa. EMP could certainly play a central role in this initiative.

At the level of ECOWAS

9. The Civilian PLANELM of ESF needs project management skills to facilitate the implementation of project activities and the preparation and timely submission of reports. Supporting staff to gain project management skills will give added impetus to the project in terms of systematic planning, implementation, monitoring and evaluation.
10. Monitoring and Evaluation (M&E) of the project should be improved. A results-based management should be included with clearly defined objectives and expected results. The M&E framework should include measurable outputs and outcomes (and impact) indicators disaggregated by gender. The reporting should focus on the achievements of the objectives and not only on the outputs of the activities.
11. It is imperative to improve the communication flow between the PLANELM and external partners to address the inconsistency in reporting and delays in implementation of project activities. ESF Civilian PLANELM must foster formal relationship with major regional civilian institutions involved in civilian capacity building such as the West Africa Network for Peacebuilding (WANEP); the West Africa Network for Small Arms (WANSA), the West Africa Civil Society Institute (WACSI), the West Africa Civil Society Forum (WASCOF), etc. Efforts must also be made to amplify visibility in Member States – this objective could be achieved by improving engagement with national civilian institutions, the ECOWAS Early Warning network (ECOWARN) focal points, the ECOWAS Emergency Response Team (EERT) members, etc.
12. ECOWAS is in position to improve collaboration with TCEs especially the Civilian PLANELM of ESF is poised to improve synergy with EMP Civilian Cell. More joint planning and activities should be organized. Formal communication infrastructure can also be built to enhance coordination and collaboration.

1. INTRODUCTION

The Human Security Division (HSD) of the Swiss Federal Department of Foreign Affairs commissioned an external, formative evaluation to assess its commitment regarding the creation and development of the reinforcement of the Civilian Component (CC) of the Economic Community of West African States (ECOWAS) and the Ecole de Maintien de la Paix Alioune Blondin Beye (EMP) in Bamako, one of the three Training Centres of Excellence (TCE) of ECOWAS and recognized by the African Union (AU) as a key training institution for peace support operations (PSOs) in Africa. This evaluation focused on the HSD's technical and financial support of the CC of the ECOWAS Standby Force (ESF) and the EMP since 2009 and 2008 respectively. The cooperation between the two institutions and the HSD continues to date with the on-going implementation of various activities and projects.

The stated objectives of the HSD's financial and technical contributions for the ESF are to:

- Create and reinforce the institutional civil capacity of ECOWAS for enhanced peace support operations that are responsive to modern-day multidimensional requirements on a long-term basis;
- Support ECOWAS in making operational the Civilian Component of its Standby Force, in line with the broader African Peace & Security Architecture (APSA);
- Ensure the ESF's effective functioning for rapid selection, recruitment, training and deployment of civilian personnel for AU and ECOWAS Peace Support Operations (PSOs).

Whereas the stated objective of the HSD's financial and technical contributions for the EMP are to:

- Support training on civilian aspects of peace support operations for civilian and military African peace operators in the field;
- Support the creation and the reinforcement of the CC in a sustainable way.

The responsibility for steering and implementation of the CC lies with the ECOWAS Commission and the EMP. The Swiss government's funding to both institutions responds to its broader policy of supporting the reinforcement of the civil capacity of conflict management in peacekeeping operations at regional level.

The purpose of this evaluation is to determine to what extent the objectives of the two institutions have been realised and the contributions they have made to the reinforcement of civil capacity in the region.

The objectives of the formative evaluation are to:

1. Analyse the structural conditions and mechanisms, as well as the quality of teaching and methods at the EMP, taking into account the regional political and geographical context of the two institutions (notably Swiss competencies, instruments and comparative advantage);
2. Identify and assess the performance of the programme at the level of outcomes. The aim is to determine whether outcomes can be directly attributed to the supported projects;
3. Provide recommendations on the direction to take and possible changes to be reflected in the next phase.

This report presents a brief background of the projects, and then highlights the findings of HSD's technical and financial support and closes with recommendations to help shape the delivery and execution of the projects.

2. PROJECT BACKGROUND

The growing interdependence between civilian, police and military components has resulted in a modification of the structures of peace operations, with the deployment of integrated missions like in the case of the United Nations (UN) Multi-dimensional and integrated Mission in Mali (MINUSMA). Envisaged by the UN in the Brahimi Report (2000) and defined by a directive addressing the process of integrated mission-planning, this model calls for a pooling of efforts towards an overall goal. This concept, which should be applied from the planning stage of peacekeeping operations, implies a close cooperation in the field, both between each component of a mission and between the mission and external actors on the ground.

In 2002, the African Union (AU) created the Peace and Security Council (PSC). The Protocol establishing the PSC provided for the creation of an African Standby Force (ASF) composed of multidisciplinary contingents with military, police and civilian components. The primary responsibility for contingent mobilisation lies within the Regional Economic Communities (RECs) which are called upon to prepare contingents for deployment.

At the level of the Economic Community of West African States (ECOWAS), the 1999 Protocol relating to the Mechanism for Conflict Prevention, Management, Resolution, Peacekeeping and Security called for the establishment of a regional Standby Force composed of multidisciplinary units to be made available by Member States. While ECOWAS has made significant progress on the military and police components of its Standby Force (ESF), tremendous efforts were needed to operationalize its civilian component.

In the ECOWAS region, three TCEs are responsible for providing specialized training for the ESF, including developing civilian expertise. These institutions are: Ecole de Maintien de la Paix Alioune Blondin Beye (EMP) for the tactical level training based in Bamako, Mali; the Kofi Annan International Peacekeeping Training Centre (KAIPTC) for the operational level training based in Accra, Ghana; and the National Defense College (NDC) in Abuja, Nigeria, for the strategic level training.

The ECOWAS Commission has long recognised the need for a capacitated civilian component to respond to the needs of modern multi-dimensional peace support operations in West Africa. It is in light of this need that in 2008 HSD began its engagement in the ECOWAS Region. The first Swiss Expert was deployed at EMP from 2009 to 2011. The Expert coordinated the first civilian courses held at EMP. The engagement of this first Swiss expert was also followed by the recruitment of two Malian experts, one of which was funded by Switzerland. The Swiss government contribution has, ultimately, led to the establishment of the EMP Civilian Component and the development of the conceptual Framework of a Civilian Component of ESF that was finalised and approved in November 2012 by the ECOWAS Commissioner for Political Affairs, Peace & Security (CPAPS). In keeping with its engagement in the region, the HSD continues to contribute to the development and reinforcement of the Civilian Component of the ESF in order to see it translate into an operational unit.

Overall, Switzerland has contributed to the operationalization and professionalization of the ESF and EMP's Civilian Component for eight and seven years respectively. Its funding ensures the necessary support for the development of training courses for civilian staff of African Peace Support Operations (PSOs) with the help of Swiss and African civil experts.

Switzerland temporarily suspended its technical and financial support to EMP in March 2012 due to the *coup d'état* in Mali. Partnership was resumed in 2013 with the financing of a national civilian expert and

the preparations of new courses. One year later, Switzerland was back to full engagement through financing civilian courses and the recruitment of three civil experts, serving as the staff of the Civilian Component of the EMP to date.

3. METHODOLOGY

The methodology adopted for this formative evaluation was forward-looking, issue and context-driven, participatory, emphasizing on concrete outputs. For information gathering purpose, the Consultant conducted briefings/orientations, desk review, field trips, interviews and consultations, observations of courses, semi-structured interviews, questionnaires and phone interviews.

3.1. Briefing

The assignment commenced with a phone briefing with relevant Senior Staff from HSD in Bern. This briefing informed the Consultant about the projects, clarified expectations, set out objectives, identified key partners and charted the way forward.

3.2. Desk Review

At the inception phase, a folder containing all relevant documents was sent by HSD from Bern to the Swiss Embassy in Dakar, Senegal. These documents included activity reports, project documents, budgets, working papers, proposals, emails, electronic communications among others relating to the project of the civilian components within ECOWAS and EMP.

3.3. Field trips and Consultations

Field trips began at the ECOWAS level in Abuja during the first week of July. The Consultant travelled to Abuja to meet officials from the ECOWAS Directorate of Peacekeeping and Regional Security (DPKRS), especially the staff of the Civilian PLANELM of ESF; the Human Security Advisor (HSA) of the Swiss Embassy in Abuja; key stakeholders such as Germany, the European Union (EU); etc. The consultant also carried-out a field trip to Bamako in early August to meet with the senior management, staff of the civilian unit, participants of the peacekeeping fundamentals course held during that period, course instructors, the Swiss Cooperation Office and other relevant stakeholders.

3.4. Questionnaires

Several customized sets of questionnaire were produced and sent via email to respondents in both institutions, as well as to the current HSD expert at EMP, and the former staff. Using the evaluation framework of OECD/DAC, the questionnaires focused on training, institutional issues and on the way forward. The feedback from respondents was very helpful.

3.5. Semi-structured Interviews and Phone Interviews

In-depth interviews were conducted with several respondents, and among participants of EMP courses. Follow-up Skype interviews were also conducted where possible to obtain further clarifications.

3.6. Focus Group

A small discussion group was held with the four staff of the ECOWAS Civilian PLANELM. Another focus group was held with 12 participants attending a course on Peace Support Operations (PSOs) during the visit in EMP early August 2015. The Consultant also sat in several courses at EMP to observe the process and assess the contents, delivery, etc.

3.7. Limitations

Efforts were made to ensure that the evaluation was inclusive and holistic. This presented some challenges given the vast differences of scope and organizational culture between the two institutions. Limitations on time and resources prevented face to face and in-depth inquiry with some of the key stakeholders. The Consultant has to resort to communicating via e-mail, Skype and telephone. The consultant was also unable to contact a few key stakeholders, especially development partners, most of whom were on vacation during the evaluation period.

4. ECOLE DE MAINTIEN DE LA PAIX

EMP has established itself as an indispensable training centre in the ECOWAS and the Economic Community of Central African States (ECCAS) regions, as it provides valuable support and training to many francophone peace and security institutions.

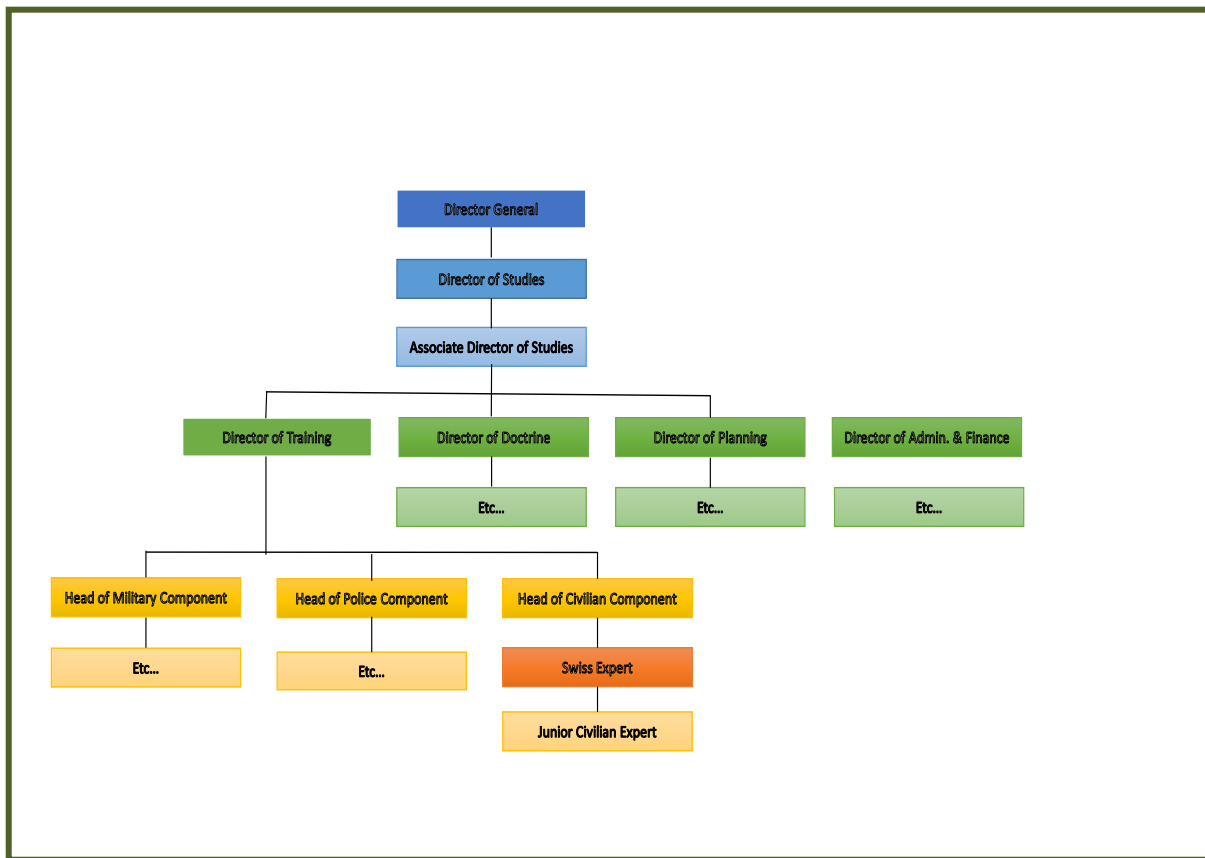
Over the years, EMP has developed strong operational management systems. Le *Conseil d'administration*² of EMP is composed of the Ambassadors of six contributing countries, in addition to the Malian Ministry of Defence. The Board of EMP meets twice a year to validate the training curricula and budgets. The Centre has a well-organised financial and administration department with strong internal control, internal audits and internal financial systems.

The EMP is under the Ministry of Defence; as such its senior leadership are all selected from the military. From the organigram below, EMP has at its top management several directors. The centre is led by a Malian Director followed by a Deputy Director from France occupying the position of Director of Studies with a Deputy Director of Studies. There are three Directors further below: the Director of Training (Directeur de l'Instruction); the Director of Planning (Directeur des Stages); and the Director of Doctrines (Directeur Etudes Doctrine).³ Civilian, police and military components all fall under the Director of Training. This means that the line of communication with the civilian component is all channelled through him.

² In 2007, EMP had 11 donors² including Argentina, Canada, Denmark, France, Germany, Japan, Mali, Netherlands, UK, USA, and Switzerland. Canada and US withdrew in 2012 during the political crisis and Argentina started withdrawing in 2009. Denmark also withdrew in 2010. UK is no longer present at EMP. Seven donors still remain on board providing each for a maximum of three years.

³ Please read EMP internal documents for the job descriptions of each Director.

ORGANOGRAM



4.1. Project Outputs

Outputs of HSD-funded project at EMP are evaluated on the basis of the training programme of its civilian arm in terms of staff, courses development and number of civilians trained for participation in ESF Peace Support Operations.

4.1.1. Staff

There are currently three⁴ staff members working at the civilian component of EMP. A Swiss Expert has been deployed from 2009 to begin the civilian programme of the Centre. The Swiss funding has enabled the recruitment of two additional expert staff from West Africa: the Head of the Cell recruited regionally and a junior staff member recruited from Mali.

So far, all the senior leadership of the school are military and male personnel. This reflects the history of the school. Yet, it does no longer reflect the participants' diversity; EMP's training activities or the reality of contemporary peace support.

⁴ 1 Senior expert & Head of the cell (West African), 1 Medium expert (Swiss) and 1 Junior expert (Malian).

4.1.2. Training

Switzerland through its HSD developed the civilian component of EMP piece by piece with the development of a training needs assessment⁵ and the deployment of a Swiss expert⁶ who established the foundation for the training unit. The deployment of a Swiss Expert enabled the development of the first courses of the civilian component of EMP based on the Kampala Report on the Civilian Component of ASF and the UN Standards. The gender course was developed by Canada and was presented for the first time in March 2011, while the first Swiss expert was still in Mali. Later more specialised courses were developed such as Human Rights in Peace Support Operations (PSOs), etc.

New courses on transitional justice, elections, child protection are being developed based on the evaluation reports of courses participants. Courses on Security Sector Reform (SSR) and gender were both introduced in 2011. The SSR course was facilitated by the Geneva Centre for Democratic Control of Armed Forces (DCAF).

EMP has introduced two annual Trainings of Trainers (ToT) that would have multiplier effects. ToT mainly serves to train identified outstanding course participants to become temporary instructors in EMP courses.

4.1.3 Participants

EMP has implemented several training courses⁷ that are highly solicited in the region. During the last civilian training courses held in August 2015, more than 200 civilian applications were received for 15 places. This is an indication of the growing demand for EMP courses among civilians.

All the courses have the participation of both the police and military components of the ESF, though the majority of the participants are civilians. The number of participants in a course is normally 25 participants and 19% of the participants were women. This participation rate might look limited. However, if you disaggregate data considering the components (military, civilian and police), it becomes clear that the percentage is significantly higher for the civilian component, for a very simple reason: civilian participants are invited and selected on the basis of their expertise and professional experience contrary to the military and police who are nominated by their governments.

For the military and police, they are sent by their national authorities and it is difficult to influence its gender composition. In 2010, the participation of women in all civilian-led courses organised was 30% in total. For the first four months of 2011, it was 33%. Today the overall participation of women in civilian courses is on average at 30%. According to EMP's records, women's participation in the courses has steadily increased through the years. Below is a table showing the numbers of women's participants in all EMP Courses.

⁵ The last Training Needs Assessment was held January 27-28, 2015. Recommendations were made how to improve EMP Training course and the institution as a whole.

⁶ The first Swiss Expert, Dr. Jean-Marc Flückiger was deployed at the EMP in 2009.

⁷ The training courses at EMP covers, among others: Foundation Courses for Civilian in PSOs; Civil and Military Cooperation (CIMIC); Gender; Gender in Post-Conflict; Human Rights and PSOs; Disarmament, Demobilization & Reintegration (DDR), Security Sector Reform (SSR), Training of Trainers (ToT) on Child Protection, etc. However, a few civilian training courses have been sponsored by Save the Children, the International Organization for the Francophonie and the Geneva Centre for the Democratic Control of Armed Forces/ the International Security Sector Advisory Team (DCAF/ISSAT).

Women Participations in EMP's Courses⁸

Year	Numbers of Women Participants
2009	10
2010	23
2011	85
2012	43
2013	75
2014	88
2015	102

4.2. Project Results

Swiss support to EMP is contributing towards the realisation of the Peace and Security Architecture of ECOWAS in particular and the African Peace and Security Architecture (APSA) in general. During the course of the evaluation, an irony that became increasingly evident is the fact that seventy (70%) of all PSOs take place in French-speaking countries, yet the Francophones are significantly under-represented in peace missions, particularly at decision-making and planning levels. As half of the African continent speaks French, EMP has the capacity to cater to Francophone not only from West but also Central and East Africa: two conflict-prone regions. EMP courses are helping Francophone participants to access translated educational materials (including UN documents) that are usually available only in English.

EMP is the only TCE cohabiting with a peacekeeping mission (MINUSMA) facing complex security situations and humanitarian emergencies (terrorism, protection of civilians, etc.). The training at EMP is contributing to a much-needed increase of the civilian resources in Mali where there is currently a greater need because of the conflict, as some of the courses have notably been attended by in-duty peacekeeping personnel as well as government officials. EMP has now produced a pool of trained Malians with expertise in key aspects of peacekeeping and responding to MINUSMA's own training needs. EMP has also signed an MoU with MINUSMA, the Cairo Regional Centre for Training on Conflict Resolution and Peacekeeping in Africa (CCCPA) and conduct courses with them jointly. They exchange instructors with the International Peace Support Training Centre (IPSTC) and the KAIPTC.

EMP entered into a MoU with African Civilian Response Capacity for Peace Support Operations (AFDEM) in 2011 to establish the first-ever roster for civilian experts for peace operations on the African continent. The roster was used to deploy EMP trained people in peace operations. This roster has served as the precursor for the development of other rosters by the African Union and RECs/RMs.

According to the feedback from the participants, the civilian trainings at EMP are highly relevant and allowed them to have deeper perspectives on civilian works in PSOs and further enhanced their capacity.

⁸ The decrease in numbers in 2012 and 2013 can be explained by the political climate in Mali.

EMP's civilian training courses are also targeting the youth as they are planning to train about one hundred (100) university students on human rights issues at the end of the year 2015, as they did in December 2014 and 2013. The involvement of youths in EMP's training is very strategic as they are the recruitment base for armed groups. Their involvement will also have a multiplying effect in the long run as they will help propagate these important human rights and security concerns to the community.

4.3. Challenges facing Implementation

While tremendous progress has been made toward developing a sustainable civilian training programme at EMP, implementation is not without its challenges. Reporting of the project at EMP is done on an annual basis. This does not give room to identify problems and provide timely remedies.

4.3.1. Management and Personnel

Currently, all three staff from the Civilian Unit are men but the last two Swiss civilian experts were women. In general, gender integration within the school appears to be a challenge.

In the administration and management aspect, there have been problems with line of communication which could be a result of cross-cultural issues and inadequate induction process. Lack of respect of staff job descriptions (*cahier des charges*) and bypassing of lines of management might stimulate internal tensions among staff as the organizational process is thus being deliberately undermined. The net effect of this can be an erosion of team building and healthy working environment giving grounds to interpersonal conflicts between some senior staff members and expatriate including Swiss experts. However, some of the interpersonal conflict could be as a result of the fact that the military has its own working culture that civilians do not understand and vice versa. Regarding conflict with expatriate, cross-cultural issues and lack of a proper induction could be among the drivers⁹.

The staff of the Civilian cell at EMP are overstretched in light of the scope and scale of work. Moreover, the retention rate of instructors is also a challenge since EMP is unable to pay competitive fees like KAIPTC and NDC. The consultancy fee is the lowest among the three TCEs. EMP has a small pool of facilitators but many have already left citing low fees as the main cause and those remaining are also threatening to leave soon.

4.3.2. Funding, Course Design and Gender

EMP does not attract enough long-term funding which is in part due to the fact that the bulk of donors mainly focuses on Anglophone institutions and projects. In light of fund and personnel constraints, EMP is also over-stretching its human resources with several engagements across the world (e.g. EMP instructors gave pre-deployment courses in Cambodia for Cambodian military contingents to be deployed to MINUSMA). While such an initiative is good for EMP visibility and bring in extra income, it places strains on staff capacity.

The selection of the participants for the civilian courses is usually done in line with strict criteria on the basis of expertise and professional experience. Regarding the gender aspect of the civilian component, it is work in progress. The participation of women in the courses is increasing. The contents of the gender course have yet to create a major shift in the perceptions of the participants in their behaviors

⁹ KAIPTC went through similar experience when the British were managing the centers.

and their work. The way the course is thought is more anecdotal than theoretical and practical in relation to regional and international norms and standards.

Participants who participated in the focus group discussion at EMP also stated that some of the courses should be deepened. In this sense, organizing ToTs and bringing groups for new courses design might not be cost and time effective. Some of these initiatives can be done through email, Skype, etc.

5. ECOWAS STANDBY FORCE (ESF)

The discussion around multi-dimensional and integrated peace support operations began within ECOWAS in 2005. It became increasingly apparent that PSOs were very important, if not indispensable, after the interventions of the ECOWAS Ceasefire Group (ECOMOG) in Liberia. However, the integration of the three multi-dimensional components of military, police and civilians within the ECOWAS Standby Force did not materialize until the start of the partnership with Switzerland.

5.1. Project Outputs

In 2009, Switzerland recruited a consultant to develop the Conceptual Framework of the Civilian Component of ESF, which outlined its roadmap as informed by the framework already laid out at the level of the African Standby Force (ASF). The Conceptual Framework gave birth to the Civilian Dimension Policy Framework, which was developed in 2011 and validated by member states in August 2015.

At present the civilian PLANELM is fully staffed and operational – all the four positions as stated in the ASF Civilian Report have been filled. HSD has been paying the salary of one of the positions, the Training and Rostering Officer, for 2 years¹⁰. Germany is paying for the salary of the Head of the Civilian PLANELM and ECOWAS and APTSA are paying for the other two positions (i.e. the Planning and Coordination Officer and the Logistics Officer). Furthermore, through HSD funds, the PLANELM was equipped with four laptops and desktops.

The Swiss funding also allowed for the recruitment of two Information Technology (IT) consultants to work on the Civilian Component Website and the Civilian Standby Roster of ESF. These two assignments were initially the responsibility of the ECOWAS Community Communications Centre (CCC). However, due to their workload, they could not take the work as expected. The two assignments have been completed by the Consultants. The CCC was generally positive about the work including the website and web pages for the roster on the ECOWAS web portal. Access to the website is through the following URL: <http://www.cizics.com/ecowas>. The pages are yet to be uploaded onto the ECOWAS website.

ECOWAS has announced plans to convene a meeting wherein it will identify and induct national focal points in each of the Member States that will be responsible for assisting ECOWAS in generating awareness on the roster and identifying potential candidates. The Commission is also in the process of developing a human resource policy framework for a directive that will provide guidance on the recruitment, deployment and management of civilian personnel in ECOWAS PSOs. All of these are

¹⁰ Agreement was initially made for HSD to cover the salary only for 1 year.

critical next steps in terms of operationalizing of the ECOWAS component of the African Standby Capacity (ASC) roster.

5.2. Project Results

The validation of the Civilian Dimension Policy Framework (CDPF) by Member States goes to demonstrate the importance the West African region places on this project. This is a crucial document that could provide important guidance in terms of short, mid and long term agenda setting for the civilian component. The CDPF also contains an implementation plan that specifies key aspects of work that would assist in operationalizing the policy. The civilian website has also been tested to verify interoperability with the CCC Platform and should be loaded shortly. The African Standby Capacity (ASC) roster was launched in Addis Ababa in June 2015. The next critical phase of this roster will be its population by RECs including ECOWAS that is now working on this assignment.

Another key highlight of the project result is the importance of the civilian component of the ESF both at regional and international level. The Swiss support has opened up gateways for other partners to contribute towards the realization of the civilian component of the ESF. The staff at ECOWAS was very complementary regarding the contributions of the Human Security Advisor (HSA) within the Swiss Embassy in Abuja. According to the partners, he provides valuable technical support to the Civilian PLANELM and single-handedly contributed to increasing the visibility of the civilian component at the level of developments partners by including a number of concerns in the agenda given that Switzerland is co-chairing the Peace and Security Thematic Group. He was praised for having an open-door policy and for his hard work and technical support to their work.

5.3. Challenges facing Implementation

The main challenge to the project is largely the bureaucratic nature of ECOWAS which resulted in unnecessary delay in project implementation.

5.3.1 Management and Personnel

The Civilian PLANELM is not being strategic enough and staff morale is low. The Civilian PLANELM staffs do not have significant control and authority over project design and implementation as well as disbursement of funds. Late payment of some salaries can affect the morale of the personnel. Another impediment to long term planning for the programme is the fact that positions are short-term, requiring staff to re-apply for contract renewal.

At ECOWAS level, there are still some frictions and challenges between personnel from English- and French-speaking countries. These challenges to ensure geographical and linguistic balance can at times lead to the recruitment of personnel without the requisite expertise and skills. This can impact negatively on project management across the ECOWAS Commission.

5.3.2. Project Management

One of the challenges has been the difficulty for the civilian team to implement their activities in a timely and systematic manner. Planning does not happen systematically within the component, which is also an organizational shortfall faced by the wider Directorate/Department within which the component resides. Implementation plan does not in any systematic way inform the annual, mid-year or other

plans. Part of the challenges stems from capacity limitations of current staff in setting priorities, identifying opportunities, implementing and engaging dynamically with other sectors within the PAPS Department and the wider ECOWAS Commission.

Furthermore, though a work plan has been developed by the civilian component, concrete engagement with development partners and funding proposals to drive implementation have been insufficient. As to the time of the field trip at the ECOWAS level, long delays in the submission of reports continued to undermine contractual obligations and smooth project management and oversight. The report covering Switzerland's support to the first year of the Training and Rostering Officer was for instance submitted one year late¹¹.

The component is also not empowered to effectively engage strategically with partners to maintain momentum and support. This narrow focus limits potential benefit of technical supports that the component could be receiving from other organizations.

Knowledge management is also another major issue with the entire ECOWAS Commission as information are over centralized, and not shared. There is no common server to preserve the institutional memory of ECOWAS CPAPS.

Information on the administration & finances are not easily accessible. Despite the time and efforts spent to collect the required information, the consultant could not get any substantive information from the External Funds in charge of the financial issues of the Civilian Component at ECOWAS

6. OVERALL FINDINGS OF HSD PROJECT

It is to some extent difficult to directly link Swiss government's contributions to every result as some results are intangible which makes measuring them quite challenging. Nonetheless, the general findings show that EMP and ECOWAS Secretariat are moving in the right direction in spite of the inherent challenges within these organisations.

6.1. Relevance

Support to the ESF and EMP's Civilian Components are part of HSD's Sahel Regional Program Strategy to mobilise civilian expertise in West Africa. The civilian component is particularly relevant as it is now widely accepted that Peace Support Operations (PSOs) must be multi-dimensional and led by civilians. Switzerland has been at the forefront of supporting the establishment and professionalization of the civilian component in West Africa, which is beginning to materialise, both for the benefit of the region and for the full operationalization of the ESF and ultimately the African Peace and Security Architecture (APSA).

The development of the civilian component of the ESF is in line with the ASF policy directive to ensure the establishment of multidimensional planning capacities and capabilities at the continental and regional levels. There is a general agreement about the necessity of applying comprehensive approaches in peace operations so as to target the array of challenges related to the human rights, political, and other emerging issues concerning civilians in PSOs. Most peace operations today are

mandated by the deployment of a mission beyond what a purely military intervention would be able to achieve. They are mandated to support political reconciliation processes, state authorities to protect civilians, the extension and consolidation of state authority, to monitor and report on human rights and so forth. Addressing these mandated tasks becomes more efficient when multidimensional capacities are employed.

6.2. Effectiveness

The program activities of both institutions are contributing towards the achievement of the strategic goals of the HSD, in particular enhancing the civilian capacity of conflict management in peacekeeping operations in West Africa. The project implementation at ECOWAS level has lacked in effectiveness, with substantial delays in realising some activities such as the Roster and the Civilian Dimension Policy Framework. Much attention is given to organising events to the detriment of following up on other projects. There is need for improvement in project planning and management.

The financial investment made by the Swiss Federal Department of Foreign Affairs over the last seven years has had significant impact in the development of civilian resources in peace operations in West Africa. The joint efforts of EMP and ECOWAS along with the technical and financial support from Switzerland are strengthening the training pillars of the Civilian Component of the ESF over the long term, and will ultimately bolster the operational capacity of the African Union Peace and Security Architecture (APSA).

The development of the civilian component in West Africa is a “niche” for Switzerland, which can hardly compete with other “big donors” in supporting peace operations capacities in Africa.

6.3. Efficiency

According to the signed agreement, the project at both EMP and ECOWAS did not record any financial mishandling. The projects benefited from regular internal audits. The audits at the level of EMP were conducted by a local accounting firm. The general findings of the audit did not uncover any financial discrepancy of significant proportion (for detailed information about spending per activity, please refer to audit reports).

EMP is by far the TCE that implements effective training more efficiently. Currently, EMP is effectively delivering its training programmes despite limited budgets and staffing resources when compared to its counterparts – KAIPTC and NDC. EMP is also the most effective in integrated planning and multi-dimensionality despite the fact that its staff composition is more military-centric. They do not use heavy interpretation services; the training materials are regularly revised to ensure that they are up to date. The cost of consultancy fee at EMP is lower than any of the TCEs. The financial and administrative infrastructure at EMP seems to be adequate although during the period of the Coup d'état, there were rumours of mishandling.

At the level of ECOWAS, information on the administration & finances are very complex, making it extremely difficult to access crucial information. It seems like the Civilian PLANELM is having some difficulty to absorb the funds available to them and to strategically come up with concrete activities to implement, in particular with a mid to long-term vision. This does not appear specific to the Civilian component and may to a large extent be a result of the limitations and complexities of the institutional environment. Donor support and oversight has thus had to adapt in a highly flexible way, rather than

the opposite. Closer cooperation and more frequent meetings of the Project Management Team would increase efficiency.

6.4. Impacts

At this stage, it is difficult to ascertain the ultimate impact of the project. However, the project outputs hold great potentials and will ultimately impact positively on ESF and APSA. Thus, Swiss government's funding stands to receive value for money in the long-term.

6.4.1 EMP & ECOWAS

Since the project's inception at EMP, a significant number of civilians have undergone training. This will significantly address the issue of shortage of civilian experts in Africa. EMP established a MoU with AFDEM, which is a roster for civilian experts for peace operations on the African continent. This MoU also contributed in deploying EMP trained people in peace operations. This is important insofar as EMP is not only providing training, but also makes a contribution to operationalize this training by giving participants a possibility to be part of a roster to deploy civilians in peace operations.

The benefits of human capital are spilling into the wider region where expertise can be used within ESF for the greater good of the African Standby Force (ASF) when it becomes fully operational.

Furthermore, in the political context of the region, the project will inevitably strengthen the institutional linkages between ECOWAS and EMP and will foster more coordination and coherence between the two institutions.

Switzerland, through its Embassy in Abuja, has played an instrumental role in creating greater awareness amongst the various stakeholders on the civilian dimension agenda. As the Chair of the Peace & Security Group of Development Partners, it has managed to increase the visibility of the civilian component project amongst partners. Moreover, a significant amount of momentum has been generated around the rostering work of the ESF civilian component. The completion of the roster will increase the pool of expertise and will also serve to facilitate cooperation between the Commission and the TCEs so as to work towards bridging the training – rostering – deployment gap.

An added value for this project is the creation of a critical mass of individuals and institutions that will stand ready to support the work of ESF. These individuals and institutions can be deployed to support the ESF.

The trainings are targeting institutional African staffs that are already working in the field of peacebuilding. The training used at EMP is contributing to a much-needed increase of the civilian resources in Mali where there is currently a greater need because of the past crisis, as some of the courses have notably been attended by on-duty peacekeeping personnel as well as government officials.

6.5. Sustainability

Sustainability is understood as the probability for the continuity of the project in the long-term. Sustainability could be explored through several lenses. As a starting point, the foundation for sustainability is that there will be a high demand for civilian capacity building. As indicated above, and in case of this project, it is evident that the need for civilian capacity is considerable. The increase in the

training applications also suggest that there is an increasing demand for instance in EMP for civilian capacity.

To a large extent, enabling conditions for sustainability have been established. Stakeholders express a shared commitment to the programs and project beneficiaries, namely EMP and ECOWAS, are demonstrating increasing ownership of the process. The civilian component is recognized as part of the ASF pillars. Thus it is embedded in EMP and ECOWAS institutional functions.

The immediate challenge to the smooth operations of the project is insufficient funding for permanent personnel. This is not a major challenge for ECOWAS as it may be delaying institutionalization of positions to get donors to fund them. Institutionalization of positions, with formal recruitment process, should be pursued. This is however unlikely to happen soon, as the EU's 10th EDF is set to cover for a number of positions, perhaps without sufficient institutional buy-in, and delaying conversion of these donor-funded positions into permanent ECOWAS positions.

The dependency on a small number or one single donor(s) for funding of personnel poses a threat to the entire civilian component within both institutions.

7. KEY RECOMMENDATIONS

There is considerable potential for the HSD-funded civilian component projects at the levels of EMP and ECOWAS to succeed. There is already the political will and general support at regional and international level for this project. To improve implementation of project activities, there is need for improvement on several fronts at the levels of EMP, ECOWAS and HSD.

7.1 AT THE LEVEL OF EMP

7.1.1 Institutional Capacity

- Strategy must be developed to diversify funding at the level of EMP. One of the sustainability strategies could be for EMP to charge a fee for some of its courses. This strategy can be developed in collaboration with MINUSMA as EMP could be the training institution to support the training of staff development of the mission.
- EMP is a regional and international centre of excellence, the remunerations should also reflect that reality, as the institution needs to recruit more qualified facilitators to improve and sustain its work. Poorly remunerated qualified facilitators will use the professional reputation of EMP to enhance their CVs, but will eventually move on to greener pastures.
- A retreat should be organised at EMP where all the staff with no exception – from the Director to the cleaner, will go through a teambuilding process.
- The Centre is very much anchored in militaristic cultures and approaches. It will be helpful to integrate more civilians in the senior leadership of EMP to reflect the true integration of PSOs in the staff composition.
- New staff members to EMP must go through induction process to understand their job descriptions and the organizational culture. This could prevent unnecessary staff conflict. In addition staff members should, from time to time, be given the opportunity to attend training for staff development.
- The Civilian Unit of EMP should institutionalize an internship programme to enhance its staff current capacity and mentor youth across the region. Major graduate programs across the world – especially in Europe and US seek credible institutions such as EMP to host their interns who could support the work of civilian component Unit of EMP as they are currently over-stretched.
- EMP does need to have a well-equipped library/documentation facility. This will help EMP as a training institution that on a day to day basis, impart knowledge and skills. In addition, an on-line library project should also be considered to help EMP's instructors' access teaching and learning materials.

7.1.2 Training and Gender

- Women should be supported to play more roles in peacebuilding and peacekeeping training. EMP has to increase its efforts to ensure holistic gender analysis and gender mainstreaming

strategies are undertaken in the design, delivery and evaluation of its training programmes as well as in recruitment of instructors and trainees.

- Gender should be systematically addressed in all the project activities. It would be a minimum requirement for EMP to report on female representation in the training, documentation processes and conflict analyses and assessments. Additionally, there is a need to underscore the role of women in PSOs, and to specifically implement activities that are targeted at women thematic experts and civil society organizations. A gender situational analysis should be carried-out to set benchmarks; and support training of ECOWAS personnel. There is also the need to document good practices and innovative responsive interventions of women in PSOs.
- The gender course should be thought in a way that will change perceptions and attitudes. To achieve that goal, emphasis should be on the understanding of culture, perceptions, gender concepts and strategies. More emphasis should be on recognizing and overcoming one's own resistance. In addition, the positive and crucial roles women play should be highlighted, shared and taught across as best practices and case studies exist in the region. The course should also concretely explain how gender mainstreaming tools can be applied in the context of PSOs.
- To the extent possible trainees should be able to learn from real life cases. Building on the nascent relationship between EMP and MINUSMA, areas of collaboration could allow the sharing of cases possibly facing the Mission or the Malian peace process.
- Training efforts must also target traditional leadership structures where most human rights violations are taking place. Efforts should be also made to involve more women and youth who are victims of security challenges.
- Training should include refresher courses and opportunities to bring those already trained together for reflection and analysis. This can be done through surveys and interviews to make it more cost-effective. The use of both practical and academic literature adds to and enriches the training. There is such a dearth of francophone literature in the field.
- EMP should start planning to introduce an e-learning program to be able to reach a larger audience including those on the field. Currently EMP is collaborating with POTI to link participants to their e-learning programmes. Before full engaging in e-learning programmes, there is a need to undertake an institutional assessment of such programmes to assess its feasibility.
- EMP must include conflict analysis and mediation as one of its core competencies because of the needs for preventive diplomacy. AU is currently making strides in the field of mediation in collaboration with the African Centre for the Constructive Resolution of Disputes (ACCORD), and Crisis Management International (CMI) and with the financial support of Finland. All the RECs/RMs are encouraged to establish a mediation Unit. Mediation is the skill needed today to mitigate most of the armed conflict in the region. The civilian component at EMP can plan and implement (host) bi-annually the biggest mediation simulation in the region.

7.2 AT THE LEVEL OF ECOWAS

7.2.1 Institutional Capacity

- The Civilian PLANELM needs technical assistance in project management to help them facilitate implementation of project activities and preparation and timely submission of reports. Additional two members of staff with project management expertise will give added impetus to the project in terms of systematic planning, monitoring and evaluation.
- There is need to develop a standard operating procedure (SOP) to serve as guidelines to facilitate planning and project implementation at ECOWAS. Especially it will define issues such as internal and external communications, meetings, report, etc.
- It is imperative to improve the communication flow between the PLANELM and external partners to address the inconsistency in reporting and delays in implementation of project activities. In the region, many regional Non-governmental Organizations (NGOs), some Peace Support Operations (PSOs) training institutions, and some of the ECOWAS structures/units have also been involved in the capacity building of civilian expertise for years. Some of these training institutions or regional NGOs are also working closely with ECOWAS. While the collaboration between ECOWAS and the TCEs is important, the civilian component will also benefit from the bulk of the civilian expertise produced outside of these three training institutions. Focusing only on the civilian capacities produced by the TCEs will leave untapped the immense civilian capacity available in the region needed for PSOs. ESF Civilian PLANELM must foster formal relationship with major regional civilian institutions involved in civilian capacity building such as the West Africa Network for Peacebuilding (WANEP); WANSAN, WASCI; etc.¹²
- Concrete efforts should be made to enhance engagement with national institutions to improve outreach and increase visibility with the member States. Regular joint-activities could be organised with various focal points in Members States.
- More focus should be on the creation and development of core documents which will help anchor the civilian Component PLANEL at ECOWAS.

7.2.2 Project Implementation & Reporting

- The current project plan is activity-based with a limited focus on vision of the ESF capacity. Therefore, measures should be explored on how the project could be better anchored with existing capacity development interventions of the ASF. The Project Documentation should also clearly demonstrate how it is linked with the APSA. The project might also benefit from the recent APSA assessment (which was validated in the beginning of 2015). It will provide information about the AU's capacity development needs.
- Monitoring and reporting of the project should be improved. Though efforts have been made to develop a Results Framework, it lacks indicators which could be used to track the outputs and outcomes of the projects. As a matter of fact, only EMP presents numeric indicators which are also disaggregated by gender. Such numerical output indicators (e.g. numbers of beneficiaries)

¹² Please read civilian Conceptual framework for the complete list of these regional organizations.

are needed to assess the cost-efficiency and particularly, in development of sustainability strategies (to define what resources are needed to continue with the activity after the project is ended).

- Knowledge management, sharing of information and institutional memories are major challenges within CPAPS. There is no formal organizational process to share information, and to store reports on a server to ensure business continuity in the event a staff member leaves. Efforts should be made to help CPAPS integrate the organizational processes that will help them retain and manage the information and preserve critical institutional memories. Most of the works done within ESF are stored on individual computers – meaning that all the work done now by the ESF Civilian PLANELM are at greater risk if personnel's computer system get crashed.

7.3 AT THE LEVEL OF HSD

7.3.1 Donor Coordination

- To encourage reflection and critical introspection, the HSD should provide space and opportunities to engage in reflective practice about their training, for example through annual meetings where they can deliberate on their approaches, training methodologies, impact and lessons learned;
- More frequent meetings and joint activities among donors and project beneficiaries would promote horizontal learning and information sharing that will help to identify pressure points in the implementation of project activities and find solutions. At the ECOWAS level, the EU, GIZ and HSD should consider holding joint annual working meetings to discuss and review issues of peacekeeping training, deployment and impact.

7.3.2 Monitoring and Evaluation

- As HSD is moving towards the results-based approach, it should also encourage its application in the projects. The project should ensure that all the partners have sufficient capacity in RBM and that M&E is used as a management tool to ensure that the set objectives are achieved.

7.3.3 Project Sustainability

- The issue of sustainability is a major challenge within both institutions because in the event that the Swiss funding is withdrawn, the projects will collapse at the level of EMP and will be affected at the level of ECOWAS. In order to ensure sustainability of the activities and achievements of the project, it is advised for the project partners to develop a *sustainability strategy*, which would identify means to sustain the necessary activities and achievements of the project, and which would include an analysis on how the project could be better institutionalised within EMP and ECOWAS operations.

8. CONCLUSION

The civilian component of ESF is a niche area for Switzerland in promoting peace and security in Africa. The technical and financial support of the HSD has been very instrumental in the implementation of the civilian component at both the levels of EMP and ECOWAS.

The Formative Evaluation recommends the continuation of Swiss government's financial and technical support. It can be said that the achievements made are quite satisfactory in view of the challenges faced by both institutions. On the whole, there is scope for the sustainability of the project as the general training and infrastructure will leave a certain level of capacity and knowledge to support and build national infrastructures in member states. Despite the very slow pace of project implementation, ECOWAS has finally managed to establish its civilian PLANELM. The civilian cell at EMP is fully operational and has been able to realize to a large extent, the objectives set out. The training programmes have raised significant awareness on civilian issues, and the multi-dimensionality in peace support operations. EMP has tremendous untapped potential and is very relevant in Africa especially in addressing the training gaps in the Francophone region.

The challenges hindering the performance of the civilian component in EMP and ECOWAS need to be addressed in time to sustain the gains made so far. Challenges are in relation to limited institutional capacity in project management, staff and knowledge retention, weak coordination and accountability mechanism within both institutions.

More efforts are needed to further enhance integrated planning with ESF. It is important for the project to continue underscoring the need for joint initiatives and collaboration between ECOWAS and EMP. Collaboration between them can be enhanced by improving exchange of information, sharing of experiences and lessons learned to promote synergies and address coherence and duplications in training.

Moreover, HSD needs to expand its technical support to facilitate and help in project implementation and in a timely manner. Effective systems for the documentation of best practices and project lessons should be fully integrated into the project. There should be a sound monitoring framework, including relevant output and outcome (and impact) indicators disaggregated by gender. The project should ensure that sufficient capacities to develop good quality monitoring system exist. The Project Document for the possible next phase should be subjected to an external appraisal which will check that all the measurers for good results-based proposal are in place. This will ensure the good quality project implementation and M&E.

9. ANNEXES

9.1. Questionnaires

EVALUATION FRAMEWORK FOR THE CIVILIAN COMPONENT OF ESF

RELEVANCE

This area will explore whether the program's outcomes are consistent with the strategic goal of HSD. The consultant will look at whether the objectives and activities of the interventions respond to the needs of both institutions and also the region regarding civilian capacity.

1. Were the instruments and strategies used appropriately to achieve the outcomes?
2. What is the exact value / benefit of the projects in the political context of the region?
3. Is the technical and financial support of the HSD adequate and relevant regarding the objectives of the institutions?

EFFECTIVENESS

The evaluation will look at how and to what extent the defined program objectives have been met. The consultant will look at indicators and outputs - if defined – and will assess the direct or indirect impacts of objectives on both institutions.

1. How effective were the projects overall?
2. What are the central challenges and obstacles and how were they confronted?
3. Have the CCs of ECOWAS and the EMP been able to achieve their objectives?
4. To what extent can generated outcomes be attributed to HSD-supported projects?
5. How effective are the organisational structures (administration, staff) put in place and how effectively do they interact?
6. Is the technical and financial support of the HSD effective in the given context?

Effectiveness of the controlling and steering of the projects by HSD:

- Was the projects' oversight and controlling through the HSD appropriate?

EFFICIENCY

Will assess the cost effectiveness of activities in each institution as well as other related costs which may had impacts on outcomes.

1. Resource efficiency (investment in relation to outcome) of ECOWAS' and the EMP's activities taking into account the specific contexts: were available Swiss funds used economically in terms of structures (salaries, running costs, etc.) and the funding of the actual activities?

2. Did the programme partners work efficiently and according to the state of the art, regarding their respective contexts?
3. How developed are the structures of the CC at the two institutions and what is still required for the CC to be autonomous?

IMPACTS

The impacts will look at the impacts in terms of enhanced capacity, pool of trainees, impacts of training beyond the course, impacts on ESF and APSA, etc.

1. To what extent has the CC of the two institutions been developed and reinforced?
2. What goals have been defined at the beginning of the process and to what extent have they been achieved?
3. What impact will the projects have in the long term for the institutions?

GENDER INTEGRATION

This criteria not only look at the number of trainees disaggregated by gender, also the gender consideration in recruitment of staff, gender component in training materials, etc.

Gender (refers to all criteria)

- Were gender aspects appropriately reflected in the programme?

SUSTAINABILITY

Sustainability is understood as the probability of continued long-term project-derived outcomes and impacts. The evaluation will identify and assess the key conditions or factors that are likely to contribute or undermine the persistence of benefits after the project ends. It will look at resilience to risk over time and ownership of beneficiaries.

1. How sustainable are the effects of the programmes and what are the ongoing positive effects?
2. Which conclusions can be drawn from the lessons learnt and how do they affect the ongoing and future programmes of the two institutions?
3. Will the partners be able to manage the programmes in a successful autonomous way (independent from Switzerland) and which instruments do they need to achieve this goal?

INTER-INSTITUTIONAL LINKAGES

Will look at how the support of HSD for the civilian component has managed to establish linkages between EMP and ECOWAS and even the African Union (AU) at policy and institutional levels.

STAKEHOLDER PARTICIPATION/PUBLIC AWARENESS

The consultant will also assess the mechanisms put in place by both institutions with the support of HSD in terms of identification and engagement with stakeholders/partners. The consultant will examine

the degree and effectiveness of collaboration/interactions between the various partners and institutions during the course of implementation of the program.

IMPLEMENTATION APPROACH

This section includes an analysis of the project's management framework, adaptation to changing conditions (adaptive management), partnerships in implementation arrangements, changes in program design, and overall program management. Ascertain to what extent the program implementation mechanisms outlined in the program document have been implemented - whether the program document was clear and realistic to enable effective and efficient implementation and whether the program was executed according to the plan.

ADDED-VALUE

The consultant will look at whether there are added-values for the institutions, training courses, ESF, APSA, HSD, etc.

OTHER

- Is the funding appropriate to the programmes and would a diversification of funding sources be recommendable?
- How are the relationships in terms of quality and quantity between ECOWAS and its three TCEs, in particular the EMP?

QUESTIONNAIRE - AU'S ADVISOR TO ECOWAS

1. What is the relevance of the Civilian Component of ESF?
2. Are Switzerland's Contributions to the Civilian Component made any impact within the institution? In the region? Please explain!
3. What have been the challenges with the operationalization of the Civilian Component PLANELM of ESF?
4. What are the missed opportunities?
5. What can be done to improve the performance of the ESF Civilian Component PLANELM?
6. Please identify some of the priority areas for the contributions of Switzerland?

QUESTIONNAIRE – BEKAYE COULIBALY

1. Quelle est la pertinence de la composante civile au niveau de l'EMP?
2. Quels sont les critères qui identifient la sélection des cours?
3. Quelle est la qualité des cours civils offert au niveau de l'EMP ?
4. Quelle est la contribution de la Suisse au renforcement des capacités civiles dans la région de la CEDEAO?
5. Quels sont les défis que l'EMP fait dans la mise en œuvre de ce projet?
6. Quelles sont les opportunités qui existent toujours au niveau de l'EMP en ce qui concerne la composante civile?
7. Quelle est l'efficacité en matière de coordination entre l'EMP et la CEDEAO?
8. Comment améliorer la performance de la composante civile au niveau de l'EMP?
9. Quels sont les défis que font face la cellule de la composante civile de la CEDEAO?
10. Quelles sont les opportunités qui existent au niveau de la CEDEAO ?

QUESTIONNAIRE – TRAINING OFFICER

1. What is the relevance of the Civilian Component of ESF?
2. What are the activities that have been financed by Switzerland?
3. What is the status of implementation of those activities?
4. Is regular reporting required with the Swiss' contract?
5. Are Switzerland contributions to the Civilian Component of ESF making any difference?
Please expand!
6. What are the challenges faced by the Civilian Component PLANELM of ESF?
7. What can be done to get value for money?
8. Please identify the priority areas that will help enhance the performance of the civilian component PLANELM of ESF?

QUESTIONNAIRE: The Civilian Component at EMP

We thank you in advance for your participation in this important process. We need your candid and timely responses!

Nous vous remercions d'avance pour votre participation à cet important processus. Nous avons besoin de vos réponses franches et opportunes !

1. **What Civilian training did you receive from EMP? Please Indicate the Date, Contents, etc!**
Quelle formation Civile que vous aviez reçue de L'EMP? S'il vous plaît indiquer la date, l'emplacement, matières, etc!

2. **How relevant was the training to your work?**
Quelle est la pertinence de la formation à votre travail?

3. **Did you have experiences in civilian component prior to that training?**
Avez-vous des expériences dans la composante civile avant cette formation?

4. **How was the training different from other civilian trainings? Please explain!**
En quoi cette formation était-elle différente des autres formations Civiles? S'il vous plaît, Expliquez?

5. **What are the impacts of the training? How useful has it been for you and your work? Did you learn new skills? Please elaborate!**
Quels sont les bénéfices de la formation? Comment a-t-elle été utile pour vous et votre travail? Avez-vous appris de nouvelles techniques? Elaborez!

6. **What aspects of the training did you like?**
Quels sont les aspects de la formation que vous avez aimés?

7. **What aspects of the training need to improve?**
Quels sont les aspects de la formation qui doivent être améliorés?

8. **How do you intend to use what you learned?**
Comment avez-vous l'intention d'utiliser ce que vous avez appris?

9. **What recommendations would you make to improve future training?**
Avez-vous des recommandations pour améliorer les formations futures?

Some Questions for Discussions – EMP

1. What is the political relevance of the Civilian Component to Switzerland Foreign Policy?
2. Are the trainings at EMP contributing to the strategic goal of HSD – to strengthen the civilian capacity of conflict management in Peace support operations?
3. What are the civilian courses that EMP has offered while you're working there?
4. What inform the selection of the courses?
5. Are gender issues integrated in the training? How?
6. How many participants are trained per course?
7. How many women are selected for each course?
8. How many civilian experts have you produced in the past 7 years?
9. What are the percentages of women's participation in the past 7 years?
10. How do you make sure that the trainings are in line with ESF and ASF?
11. What are the percentages of Francophone, Anglophone, Lusophone in the courses?
12. What efforts have been deployed to select women from all the linguistic groups of the 3 languages of ECOWAS
13. What is the quality of the training? – Contents, human resources, etc?
14. Is there an E-learning Program? Tell me more about it?
15. Do you have a database of all the trainees? If yes! How is it being managed?
16. How has been coordination between ECOWAS PAPS and EMP on the civilian Component?
17. How many staff have been working with the Civilian Component of the EMP?
18. Are the funding adequate for the activities?
19. What are some of the challenges you've faced while working with the civilian component of EMP?
20. Is the Civilian Component of EMP making impact? If yes! Describe them!
21. What are some of the opportunities that need to be seized?
22. How can HSD make more impact with the same amount of funding?

9.2. List of Participants

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To Be Completed!

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