



Independent Evaluation of the Sustaining Peace in Mali and the Sahel Region through Strengthening Peacekeeping Training Capacities Project (Phase II)



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PREFACE

The Sustaining Peace in Mali and the Sahel Region through Strengthening Peacekeeping Training Capacities project aims to strengthen the capacities of the African Formed Police Units (FPUs) prior to deployment to the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) to better support stabilization in Mali.

The project is one of the Institute's largest capacity development undertakings in Africa and is implemented by the UNITAR Peacekeeping Training Programme Unit in partnership with the Ecole de Maintien de la Paix "Alioune Blondin Beye" (EMPABB). The project is supported with funding from the Federal Government of Germany.

This evaluation covers the project's second phase, from September 2017 to July 2018. Prior to this phase, an eight-month pilot phase was implemented from August 2016 to April 2017. The project is presently in its third phase.

The project's methodology included training of trainers and coaching in order to strengthen capacities of EMPABB to act as a centre of excellence. The evaluation assessed the project's relevance, effectiveness, efficiency, impact, and sustainability. In doing so, the evaluation not only assessed the project's performance over the course of phase II but also sought to identify the 'why' question by identifying factors contributing to or inhibiting the project's implementation and achievement of results. The evaluation issued a set of seven recommendations.

The evaluation was managed by the UNITAR Planning, Performance Monitoring, and Evaluation Unit (PPME) and was undertaken by Ms Emmanuelle Diehl, consultant and independent evaluator. The Unit provided guidance, oversight and quality assurance, as well as logistical support for fieldwork. The Peacekeeping Training Programme Unit's response to the evaluation and its conclusions and recommendations are outlined in the Management Response.

The PPME Unit is grateful to the evaluator, the Peacekeeping Training Programme Unit, EMPABB, the Federal Government of Germany, and the other evaluation stakeholders for providing important input into this evaluation.

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ACRONYMS

CNRSS	Conseil National de Réforme de la Secteur de la Sécurité
COESPU	Centre of Excellence for Stability Police Units
DUF	Directive of the Use of Force
EMPABB	Ecole de Maintien de la Paix Alioune Blondin Bèye
FPU	Formed Police Units
GEEW	Gender equality and the empowerment of women
HIPPO	High Level Independent Panel on Peace Operations
HR	Human Rights
IED	Improvised Explosive Devices
IPOs	Individual Police Officers
IPPOS	International Police Peacekeeping Operations Support
MINUSMA	United Nations Multidimensional Integrated Stabilization Mission in Mali
PCC	Police Contributing Countries
POC	Protection of Civilians
PPME	Planning, Performance Monitoring, and Evaluation Unit (UNITAR)
PTP	Peacekeeping Training Programme (UNITAR)
SOPs	Standard Operating Procedures
ToR	Terms of Reference
ToT	Training of Trainers
UNDPKO	United Nations Department of Peacekeeping Operations
UNPOL	United Nations Police
UNITAR	United Nations Institute for Training and Research

EXECUTIVE SUMMARY

Introduction and background

1. The Sustaining Peace in Mali and the Sahel Region through Strengthening Peacekeeping Training Capacities (Phase II) project was designed and implemented by the UNITAR Peacekeeping Training Programme in response to the positive feedback from the pilot phase I. This second phase has an overarching objective to contribute to the international and regional efforts to sustain peace in Mali and in the Sahel region as well as to strengthen the ongoing security sector reforms in the region. The project was designed in line with the overarching United Nations Policy (UNPOL) strategy as well as the donor's strategic interests in the region. The project's long-term objectives are to strengthen the capacities of the African¹ Formed Police Units (FPUs) to better support stabilization in Mali. The project's short-term outcome is to harmonize and standardize the knowledge base and skills required for the FPUs to properly deliver on their responsibilities and roles as part of the regional and international stabilization efforts in Mali. An indirect outcome of the project was to strengthen EMPABB's capabilities for longer term training sustainability. The second phase started on 22 September 2017² and was originally planned until May 2018 but was extended to 31 July 2018. The phase was fully funded by the German Federal Government with a total of Euro 1,694,396. The project's key beneficiary countries were Senegal, Benin, Burkina Faso and Mali. Nigeria, Togo and Egypt were also targeted countries but did not benefit from project activities.

Purpose, scope and methodology of the evaluation

2. The evaluation was undertaken by the UNITAR Planning, Performance Monitoring, and Evaluation Unit (PPME) in close consultation with the Peacekeeping Training Programme Unit (PTP) and other project stakeholders. As planned and in accordance with the UNITAR evaluation policy, an external evaluator was contracted to conduct this independent evaluation of phase II of the project. At the time of launching the evaluation, a decision to pursue the project into a third phase had not yet been taken or confirmed. As the second phase finished in August 2018, the evaluation was summative to provide an assessment of output and outcome results achieved and to provide lessons to be learned. The findings helped issue a set of recommendations, adjusting the project's next phase. The specific objectives of the evaluation can be found in the Terms of Reference (ToR) in annex 1.
3. The evaluation focused on relevance, effectiveness, efficiency, impact, and sustainability criteria, in accordance with the 2016 Norms and Standards of the United Nations Evaluation Group. The evaluation also reviewed project management. The evaluation was based on a mix-methodology combining qualitative and quantitative tools that were

¹ African is specialized as the FPUs in the MINUSMA are also composed of non-African police forces. However, the donor wanted to focus on the African FPUs specifically.

² Based on the donor agreement, the dates of the second phase extend from 22 September 2017 to 31 July 2018 while in the project document the dates refer to the period from 15 August 2017 to 31 March 2018.

gender and human rights sensitive. The evaluator conducted the evaluation between August and October 2018 with field missions to Mali, Burkina Faso and Benin. The evaluator reviewed documents (see annex 3) and conducted in-person interviews with 28 stakeholders (21 male and 7 female) as well as conducted two group discussions of trainers and two with police officers (1 in Mali and 1 in Burkina Faso) trained under the project (two female and five male officers)³. A survey was administered in English and in French in-person to police officers and trainers during the field mission. In addition, a list of trainers' emails was available and the survey to trainers was only sent online. Some limitations were identified such as the difficulties of accessing Police Contributing Countries (PCCs) across all targeted countries, as well as the trained FPU that had already been deployed to United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA). The methodology enabled the evaluator to triangulate the data to conclude on the findings and issue a set of recommendations. The key audience of this evaluation report are PTP, the Bamako-based Ecole de Maintien de la Paix "Alioune Blondin Beye (EMPABB) and the German Federal Government.

Main findings

Relevance

4. The project was found to be relevant to the beneficiary countries (Benin, Burkina Faso, Senegal and Mali), but not to all initially planned countries (Nigeria, Egypt and Togo were also targeted to benefit from the project). Despite the efforts to contact the PCCs by EMPABB and UNITAR, these latter countries did not respond to the calls for training because they either had their own training centres or there was a lack of effective communication between EMPABB-UNITAR and the PCC focal points. This led to missed opportunities. Furthermore, Mali has been severely impacted by a civil war and transnational criminal networks that have been affecting the whole Sahel region since the 2012 coup d'état. The country is at war in the north and has become the recipient of the one of the largest ever UN peacekeeping operations, MINUSMA, whose mandate is to secure peace and protect civilians. The project was found to be relevant to MINUSMA's mandate and to the security sector reform efforts undertaken in Mali by the international community and the Government of Mali. The project was also aligned with UNITAR's mandate and the 2030 Agenda for Sustainable Development (SDG 16: Peace, Justice and Strong Institutions). The project also supported the implementation of UN Security Council resolutions 1325⁴ and 2242⁵ on women's role in peacekeeping. The

³ The group discussions were first conducted with both female and male participants and then the evaluator took the female officers apart to ask them additional questions.

⁴ <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N00/720/18/PDF/N0072018.pdf?OpenElement> Landmark resolution on Women, Peace and Security. The Security Council adopted [resolution \(S/RES/1325\)](#) on women and peace and security on 31 October 2000. The resolution reaffirms the important role of women in the prevention and resolution of conflicts, peace negotiations, peace-building, peacekeeping, humanitarian response and in post-conflict reconstruction and stresses the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security. Resolution 1325 urges all actors to increase the participation of women and incorporate gender perspectives in all United Nations peace and security efforts. It also calls on all parties to conflict to take special measures to protect women and girls from gender-based

project was aligned with the UNITAR 2018-2021 Strategic Framework (specifically, strategic objective 1.1 on peace ⁶ (support institutions and individuals to contribute meaningfully to sustain peace) and, previously, the 2014-2017 Strategic Framework (objective 4.2,⁷ improve the preparedness of civilian, military and policy personnel to serve in peace operations). Overall, the project was viewed as relevant to most stakeholders and to the context in Mali.

Effectiveness and project management

5. The project is designed to benefit and partner with EMPABB. As an implementing partner, EMPABB was responsible for logistics and coordination of the activities across the beneficiary countries. 90% of informants were satisfied with EMPABB's organization and logistics around the planning of the trainings. However, it was noted that there is the need to strengthen coordination with key stakeholders and to ensure a clear rotation process of trainers' deployment to training missions in the beneficiary countries. The evaluation did not find evidence of an active project board, as foreseen in the project document. Such a board could help the project's objectives align with other players' activities, help share lessons learned and experience as well as strengthen the positioning of EMPABB.

6. The project achieved most of its planned outputs. A total force of 616 Police Unit officers, 38 EMPABB trainers and 26 Focal Points of the Police Contributing Countries were trained. One of the drawbacks of the project was the poor coordination with planned countries and MINUSMA. Despite some challenges, the methodology deployed throughout the project's outputs was praised as very useful and one of the key success factors was having the training sessions conducted by Malian police officers who received a certificate of completion during the first phase of this project or through similar projects at EMPABB. Understanding and considering the challenges and cultural taboos of the local context were viewed as key to the success that can be replicated to other peacekeeping projects or missions.

violence, particularly rape and other forms of sexual abuse, in situations of armed conflict. The resolution provides a number of important operational mandates, with implications for Member States and the entities of the United Nations system.

⁵ Security Council General 13 October 2015 Resolution 2242 (2015) adopted by the Security Council at its 7533rd meeting, on 13 October 2015. The Security Council, reaffirming its commitment to the continuing and full implementation, in a mutually reinforcing manner, of resolutions 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), and 2122 (2013) and all relevant statements of its President, Bearing in mind the Purposes and Principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security. <http://unscr.com/en/resolutions/2242>

⁶ http://www.unitar.org/sites/default/files/uploads/unitar_strategicframework_web-new.pdf

⁷ <https://www.unitar.org/sites/default/files/uploads/strategic-framework-jan2016.pdf>

Efficiency

7. Assessing cost efficiency requires an analysis of deliverables against budgeted and actual costs, as well as determining if outputs were produced as budgeted and whether any alternative approaches would have produced the outputs in a more cost-efficient manner. While information on planned and actual deliverables against the budget was known, the assessment was difficult to carry out since expenditure reports for phase II (from both EMPABB and UNITAR) were not available at the time the evaluation was undertaken. A review of deliverables as reported in the project's log frame under annex 5 indicates that while planned deliverables under a number of results areas were surpassed, some planned deliverables were only partially achieved. Despite some challenges, the informants were rather generally positive about the timeliness of the trainings. Alternative more cost-efficient formats such as e-learning were not seen as appropriate given the absence of regular access to internet, which would jeopardize the current ratio of 100 per cent of FPU's trained before deployment. Alternative sources of funding were not sought for after this project phase. However, the evaluator discussed the need to have a diversified fundraising strategy. Project management intends to seek complementing funding sources for the project and/or other similar ones.

Impact

8. The log frame of the project document was designed with quantitative indicators only that are not sufficient to measure mid-term or longer-term impact. While short-term results were observed during the phase, according to the numerical quotas of trained FPU's or trainers, the contribution to longer term objectives could not be measured.

Sustainability

9. The sustainability of training programmes is critical, and it was the focus of this project. The evaluation found that it is paramount to build local capabilities and strengthen local counterparts and that capacity building activities therefore help foster a greater sense of ownership and build capabilities at the local level. Donor funding is viewed as the stepping stone to stronger independent institutions, and this project is trying to achieve that objective. Phase II did not yet have an exit strategy or a fundraising strategy which should be considered for future phases to strengthen EMPABB and the PCCs as well as UNITAR's project.

Conclusions

10. Overall, phase II was found to be successful, despite some operational and coordination challenges. The project was designed to respond to the need for strengthened FPU's and harmonized practices to avoid human rights' violations, uphold best practices and FPU's' Standard Operating Policies (SOPs), and observe police officers' behaviours in and after MINUSMA. Assessing behaviour change was viewed as innovative from key informants. The evaluation found that this assessment was not systematically done partially due to the security limitations in accessing FPU's once deployed but foremost because there is no monitoring framework with indicators to harvest along the FPU's' deployment time

within the project's log frame and within EMPABB overall as the key implementing partner. Otherwise, EMPABB fulfilled its role, despite coordination challenges with some counterparts in Mali and in the PCCs. While the project is not yet yielding measurable results with regards the peace process and the overall security sector reform in Mali and Sahel, it is contributing to its short-term objectives of reinforcing FPU's capabilities. The project is also aimed at furthering the implementation of the SDG 16. Despite operational challenges, the project has designed a capacity building model that is showing results in Mali and that is also replicable to other peacekeeping projects and missions.

11. The evaluation produced seven recommendations:

- Strengthen needs assessment and consultation prior to the design of the next phase;
- Consider key strategic documents for greater alignment with MINUSMA;
- Strengthen coordination with key stakeholders operating in Mali and the Sahel by formalizing the project board;
- Strengthen the framework for monitoring results such as knowledge and skills and attitudinal change, as well as define key measures of success for EMPABB to become a centre of excellence;
- Define and implement an incentive structure to encourage female participation, especially through the identification of female trainers;
- Request detailed expenditure reports mid-course of the project to better monitor expenditures of implementing partners; and
- Develop an exit strategy and a fundraising strategy to ensure continuity of activities.

12. In addition to the recommendations, the evaluation produced five lessons to be learned: theory without practice is critical as shown by this project for effectiveness; duplication of activities is not a problem if the training methodology is effective; ongoing communications with focal points and key counterparts is critical for the effectiveness, impact and success of the project; assessment of behavioural change is important to gauge the effectiveness and sustainability of training; and lastly, it is critical for the cultural context on the conflict and peacekeeping operation to be integrated in the training modules.

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I. INTRODUCTION

Background and context

13. The Sustaining Peace in Mali and the Sahel Region through Strengthening Peacekeeping Training Capacities (Phase II) project seeks to contribute to the international and regional efforts to sustain peace in Mali and in the Sahel region as well as to strengthen the security sector reforms ongoing in the region. The project's long-term objectives are to strengthen the capacities of the African⁸ Formed Police Units (FPUs) to better support stabilization in Mali. The project's short-term outcome is to harmonize and standardize the knowledge base and the skills required from the FPUs to properly deliver on their responsibilities and roles as part of the regional and international stabilization efforts in Mali.

14. The second phase started on 22 September 2017⁹ and, although originally planned to end in May 2018, the phase was extended to 31 July 2018 with the donor's agreement. The second phase followed a pilot phase that trained officers in Benin, Senegal and Mali. Based on positive feedback from the trainees and the German Federal Government, a second phase was launched to capacitate other contingents prior to being deployed to the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA). Through their presence and interaction with national counterparts, FPUs deployed to MINUSMA aim to have a direct impact on the creation of permissible conditions for sustainable peace in Mali. More specifically, police forces aim to contribute to building capacities while functioning at the same time as role models. This process shall in turn increase the confidence in the role and functioning of the security sector in Mali as well as contribute to a change in perception in the wider population. To that end, the German Federal Government contributed Euro 1,694,396 to finance phase II. The project was implemented and managed by the UNITAR Peacekeeping Training Programme Unit (PTP) and the Ecole de Maintien de la Paix Alioune Blondin Beye (EMPABB),¹⁰ the primary implementing partner and institutional beneficiary, based in Bamako, Mali. The project was aligned with the German Federal Government's policy towards Mali with the focus on reducing fragility, defusing conflicts, violence, terrorism, and preventing human rights violations.

Evaluation methodology and scope

15. The evaluation assessed the relevance, effectiveness, efficiency, sustainability and impact of the project. The evaluation's purpose was to provide findings and conclusions to meet accountability requirements and draw a set of recommendations and lessons learned to contribute to project improvement and organizational learning. The evaluation

⁸ African is specialized as the FPUs in the MINUSMA are also composed of non-African police forces. However, the donor wanted to focus on the African FPUs specifically.

⁹ From the Donor Agreement dates of the second phase go from 22 September 2017 to 31 July 2018 while in the project document the dates refer from 15 August 2017 to 31 March 2018.

¹⁰ Translated as the Alioune Blondin Beye School of Peacekeeping.

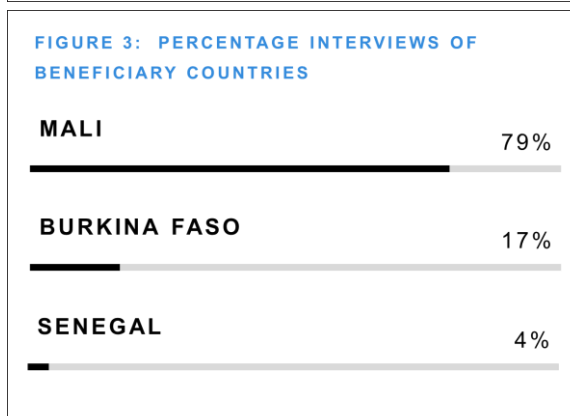
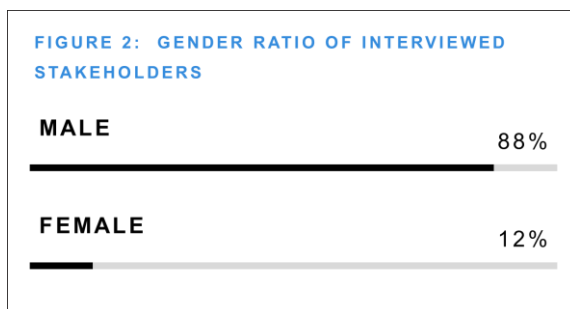
not only assessed how well the project performed, but also sought to answer the 'why' by identifying factors contributing to (or inhibiting) successful implementation and achievement of results.

16. As the second phase of the project finished in July 2018, the evaluation is summative in nature, although a third phase of the project was launched in August 2018 and after the evaluation had been initiated. The findings, conclusions and recommendations from the evaluation aim at informing the implementation of phase III from 2018 and 2019 and any subsequent phase. The evaluation covers the period of the second phase of the project, and at the time of launching the evaluation, it had not yet been decided that the project would have a phase III.
17. The evaluation was conducted by UNITAR's Planning, Performance Monitoring and Evaluation Unit (PPME) in accordance with the Monitoring and Evaluation Policy Framework and international criteria, norms and standards in evaluation. PPME contracted an external evaluator to conduct the evaluation. The evaluator reviewed the period from 22 September 2017 to 31 July 2018 and implemented the different phases of the evaluation using a human rights and gender-sensitive mixed qualitative and quantitative methodology. The use of this evaluation report is intended for UNITAR PTP, EMPABB, the donor and other project relevant stakeholders. It is hoped that any lessons learned stemming from the evaluation will be of use to wider audiences within UNITAR, including programme units engaged in similar capacity building initiatives that incorporate a training of trainers' approach.
18. The evaluation adopted a phased approach comprising of four stages as captured below:



19. The desk review focused on documents provided in the Terms of Reference (TOR), but additional documents were requested by the evaluator and supplied by project management during the field mission (see annex III). The desk review was complemented by interviews, both

in-person and through skype/phone calls following the field work. A total of 29 (22 male and 7 female) stakeholders were interviewed, as seen in figure 2¹¹. Figure 3 also shows the geographic origins of the informants. These informants included the PTP staff, field partners, trainers, the donor and beneficiaries. Field visits were conducted in Mali, Burkina Faso and Benin. Two group discussions¹² were held with the trainers and two discussions (1 in Mali and 1 in Burkina Faso) with police officers being trained under the project (2 female and 5 male officers).



20. In addition to the interviews and group discussions, a survey in English and French was deployed in-person to police officers (127 male and 7 female) and trainers (5 male, 0 female) during the field mission. A list of trainers' emails (23 male, 0 female) was available and the survey to trainers was administered online. The response rate from the survey delivered in person was 100 per cent; the survey deployed online received 10 responses from 23 surveys sent (43 per cent response rate).

Sampling ratio of interviewees

21. The selection of the interviewees was based on a purposive sampling. A list of stakeholders was proposed by the project management team and complemented by the evaluator. It was critical for the evaluator to speak with several types of stakeholders from the project, including PTP, the trainee beneficiaries, the trainers, the donor, MINUSMA representatives, the FPU senior officers in charge of training plans for the

¹¹ The male to female ratio is skewed because project focused on foreign police forces in a peacekeeping operation comprised largely of male police forces. The ratio of female experts or police officers or trainers in this field are lower than in other sectors. It reflects the low ratio of female police or army officers in general in the Sahel Region as well as in the western world. As of 2014, women make up an average of 12.4 per cent of the personnel, and 9.2 per cent of the senior level personnel in Mali. <https://issat.dcaf.ch/Learn/Resource-Library/Country-Profiles/Mali-SSR-Background-Note>

¹² The group discussions were first conducted with both female and male participants and then the evaluator took the female officers apart to ask them additional questions.

police officers being deployed to MINUSMA and the countries' governmental counterparts. The evaluator resorted to meeting trainees for interview through referrals¹³ if police officers were on leave and available for a discussion with the evaluator

Limitations to the evaluation

22. Several limitations had an impact on data collection and analysis. The evaluator was aware of each limitation and took steps to mitigate effects where possible. These limitations are common to evaluations on capacity and training programmes and especially those whose beneficiaries are police officers. Hierarchical engagement procedures and deployment timings are always difficult to foresee and often lead to limitations in evaluation of police training.

Accessing police officers deployed to MINUSMA was difficult without email

23. The project management team, upon agreement with the PCCs, did not record the trainees' emails. In addition, and as is customary, FPU do not have easy access to the Internet, and do not share their emails. In addition, at the time of the evaluation, most trained police officers were deployed to MINUSMA in areas where security concerns prevented the evaluator from visiting. EMPABB helped as much as possible to inform the PCCs and MINUSMA's representatives of the field missions so small group discussions with trainees could be organized and the relevant managers and officers were made available for an informal discussion with the evaluator. Furthermore, and during the field mission, the evaluator tried to obtain WhatsApp group numbers to chat with some of the trainees, as it is a common communication tool used by police forces in such contexts. Police telephone numbers were not shared for confidentiality purposes, however. The evaluator met with 136 police officers (Malian) that were coincidentally undergoing training for a potential future deployment to MINUSMA. Furthermore, the evaluator had designed a questionnaire to administer in-person during the field mission with trainees. It is important to note that the evaluator only managed to survey and interview police officers from Mali and a few from Burkina Faso. This nuance was taken into consideration by the evaluator in the analysis and the report.

Outdated or missing PCC contact details for interviews and data collection

24. The evaluator obtained the contact details of each PCC from the targeted beneficiary countries during the evaluation's inception phase. Unfortunately, some of the contact details were outdated and could not be reached. Moreover, the field mission to Benin was not conclusive as the contact details were no longer valid as there had been a change of top leadership within the PCC in Benin and the contact details of the new focal point in charge of trainings had not been communicated to EMPABB. As a result, the evaluator did not meet with PCC in Benin, although the Beninese had benefited the most

¹³ A technique known as snowballing

from phase one. As shown in figure 3, the evaluator did not manage to speak with any PCCs from Egypt, Nigeria, Benin and Togo. At the request of the evaluator, EMPABB tried to seek additional contacts but these could not be obtained during the evaluation period. With regards to other stakeholders that were viewed as essential for this evaluation, one of EMPABB's senior directors managed to obtain the contact details for the Deputy Director of the Police Command Unit of MINUSMA. As the beneficiary of the trained FPU's, their feedback was critical for the evaluation.

Constraints for impact measurement

25. Based on the initial desk review, there was no baseline on peace drivers or drivers of the conflict against which the project's longer-term objectives could be measured. At the outcome level, no pre-testing was undertaken to be able to assess the FPU's skills gaps, and no control group was constituted to measure progress and change from those who have received the trainings and others who have not. To mitigate these limitations, the evaluator obtained some feedback from MINUSMA police commanding unit directors and senior officers on the level of training and professionalism of FPU's, in addition to testimonies from different trainees and key stakeholders to assess some level of change from pre-and post-trainings in the behaviour, reactions and respect of procedures by the FPU's.

Final narrative and financial reports were unavailable.

26. Finally, the evaluation was also undertaken prior to the implementing partner, EMPABB, and project management having completed the final financial and narrative reports, which were only due to be submitted to the donor in January 2019.

II. FINDINGS

27. The following sections present the findings according to the evaluative criteria of relevance, effectiveness, efficiency, impact and sustainability. An assessment of project management is also provided. The criteria were addressed based on a series of questions that were presented in the ToR (annex 1) and refined by the evaluator in the inception report. Each finding is based on triangulated data from the desk review, interviews, group discussions and surveys.

Relevance

28. The relevance criterion assesses the extent to which the project is aligned with the needs and priorities of the institutional and individual beneficiaries; the country context; the UNITAR strategic framework and mandate; and the 2030 Agenda for Sustainable Development and other relevant documents, including Security Council resolutions 1325

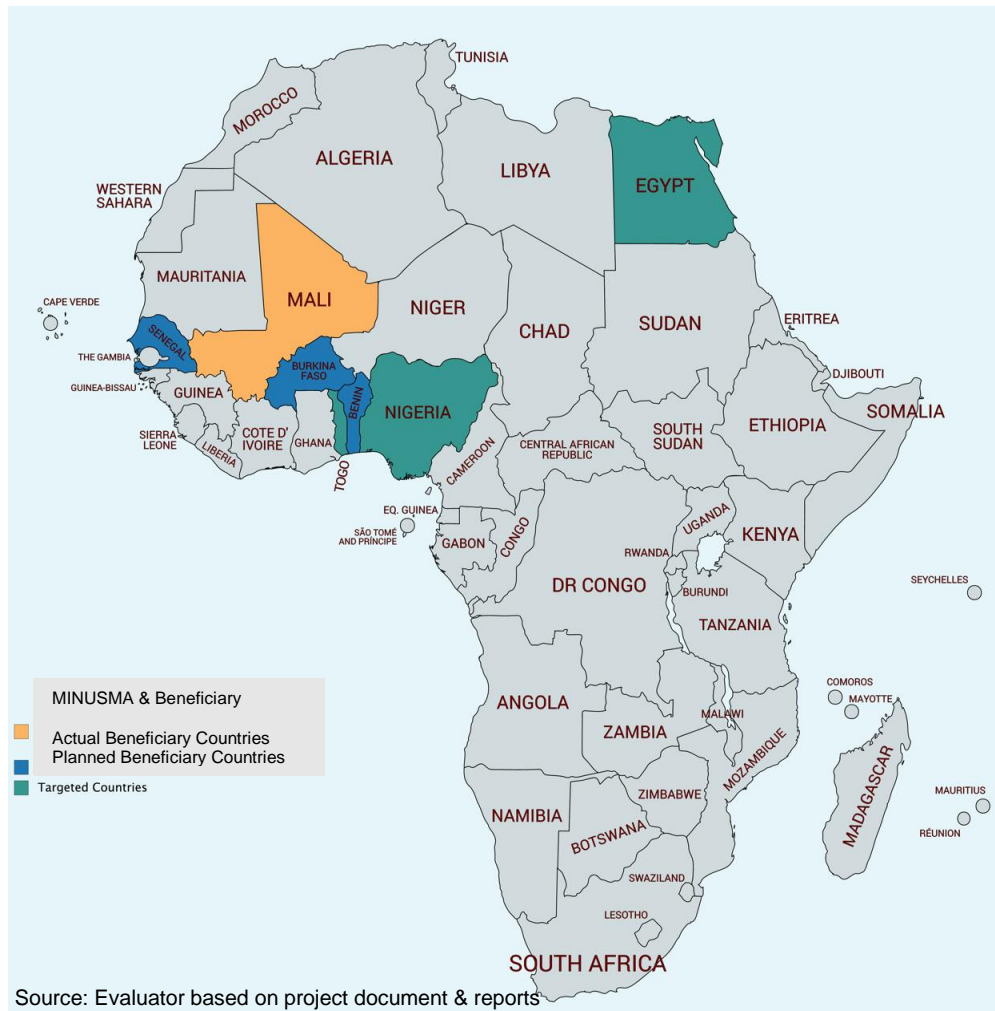
and 2242, and the resolutions' call for increasing the rate of women's participation as police peacekeepers.

Alignment with beneficiaries' needs

29. The project targeted African countries that deploy FPU to MINUSMA. These countries include Benin, Burkina Faso, Togo, Egypt, Niger, Nigeria and Senegal. They were identified and selected by PTP based on the priority countries of the donor. The evaluation did not, however, find evidence of any preliminary consultation prior to the design of the project. As a result, while some PCCs replied positively to the project's training opportunities, such as, Benin, Senegal, Burkina Faso and Mali, others from Egypt, Togo, Niger and Nigeria did not. This represents half of the initially planned countries. Attempts were made to contact the PCCs to better understand the rationale for not engaging in this training opportunity, but the PCC focal points did not respond. It was found that this lack of communication had been a key obstacle to the project's engagement with PCCs. Through interviews, the evaluation found that some countries were not interested because similar training centres and capacity building opportunities existed in their respective countries or, as in the case of Togo, the issue seemed to have been related to communication difficulties¹⁴.

¹⁴ The focal points at the Ministry of Interior and at the Police Headquarters in Togo were not correct, which meant that official communiqués about the capacity building and training opportunities offered by this project were lost. Although the evaluation could not verify this hypothesis, it is worth noting as the evaluator was faced with a similar problem in Benin, when the change of focal point was communicated to neither EMPABB nor UNITAR and the evaluator could not reach the people in charge during the field mission to Benin.

Figure 4: Planned v. actual countries benefiting from the Project



30. The evaluation found that focal points amongst PCCs in each planned and beneficiary country were not up-to-date and/or known, and EMPABB had not visited each country prior to the selection. Contact details of the PCCs were generated through prior projects, UNITAR PTP or the donors' representatives that have offices within EMPABB's premises. On the other hand, according the evaluation findings, the PCCs of the actual beneficiary countries – Senegal, Benin, Burkina Faso and towards the end of the project, Mali's PCC – expressed satisfaction that their needs were generally met through the training and capacitation received. Further details on the training content are reviewed under effectiveness.

Objectives of the project and sustaining peace in Mali

31. The project's intervention logic is articulated along three types of objectives (short, long-term and overarching), as shown in figure 5, below. These objectives were found to be relevant to the context of Mali and the Sahel region and aligned with MINUSMA's mandate¹⁵ to sustain peace in Mali and the region. The project's longer-term objectives were found to be aligned with the UNPOL's mandate¹⁶, whose key role worldwide and in MINUSMA is to strengthen and restore security through their presence in communities as well as to provide advice to national police services, ensure compliance with international standards of human rights and promote public order and the rule of law. The longer-term objectives also reflect outcome 2¹⁷ and output 2.1 of MINUSMA's matrix that was re-adjusted in June 2018. Accordingly, the short-term objectives on harmonizing and standardizing the knowledge base and skills required for the FPU were found to be generally relevant by the interviewed PCCs and MINUSMA's Police Command Unit in Mali. Furthermore, the longer-term objectives of the project were found to be aligned with the German Federal Government's strategy for Africa¹⁸ and the Sahel region, as a region in crisis, and the government's priority placed on peace and security. More specifically, the project addresses reducing fragility, defusing conflicts, violence and terrorism and preventing human rights violations. While the project's intervention logic was developed, the evaluation found that the terminology was yet to be refined as to really measure the relevance and connect the short-term objectives to the longer-ones. Currently, the short-term objectives are yet to be effectively measured. No defining monitoring framework was found, although one consultant seconded to EMPABB from the German Army was to be recruited to draft a M&E framework for all the projects implemented within the school. This consultant was not recruited within the context of the project but would benefit it, should the project team coordinate with that person when deployed.

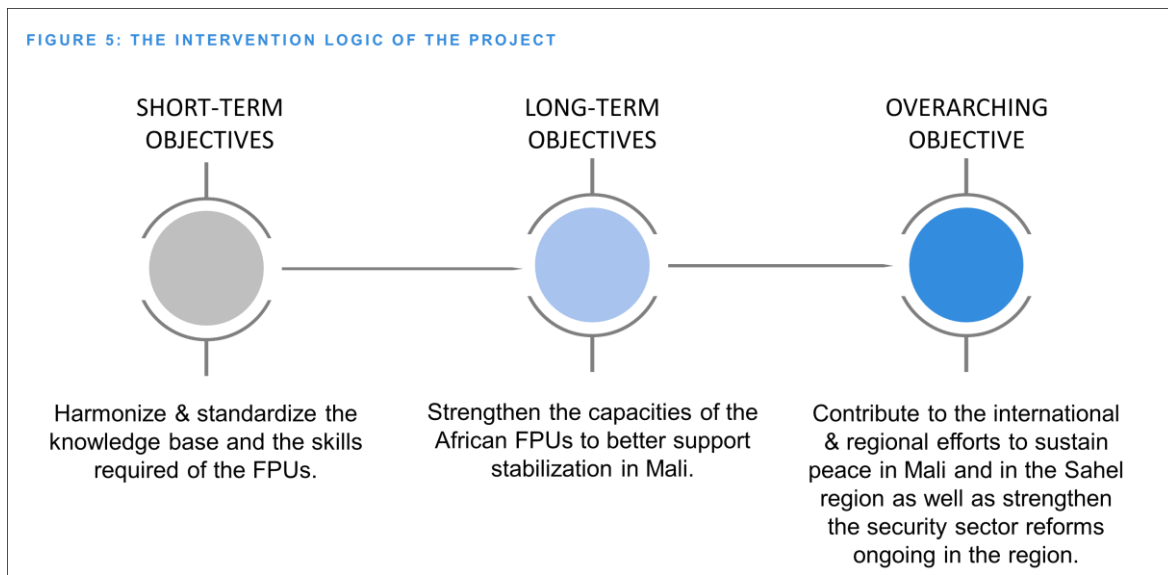
¹⁵ <https://minusma.unmissions.org/en/mandate-0>

¹⁶ <https://minusma.unmissions.org/en/police>

¹⁷ It stipulates 'implementation and progressive functioning of inclusive defense and security forces that are accountable to citizens and comply with human rights and the rule of law, thereby strengthening national cohesion and contributing to the promotion of regional security' whose first output- 2.1 focuses on 'implementing reform of the security and defense sectors'.

¹⁸ https://www.bmel.de/SharedDocs/Downloads/EN/International/Afrika-Konzept-EN.pdf?__blob=publicationFile

FIGURE 5: THE INTERVENTION LOGIC OF THE PROJECT



The Project's outputs with regards to objectives and impact

32. The project's outputs were found to be highly relevant by all informants and generally adapted to their needs. The project delivered training of trainers to build a pool of trainers amongst police officers and a series of six-week trainings to future FPU recruits in their country of origin (COO). The trainings were viewed as relevant to help achieve the short-term objectives and the expected outcome to harmonize and standardize the knowledge and skills of the FPUs. A monitoring framework¹⁹ was initially designed in the project's log frame to measure progress and potential impact. As mentioned above, in relation to the intervention logic, the pathway from outputs to outcomes was defined to assess how the project's outputs would contribute to achieving the longer-term and overarching objectives. The indicators for each output were found to be mostly quantitative, referring to a baseline (if any, based on the prior phase of the project) and target numbers of trainees or training sessions. However, key terminology such as stabilization and the harmonization of knowledge and skills sets were found to be insufficiently specified, thereby making it more difficult to measure and define progress. Finally, indicators to measure the longer-term objectives are not defined which makes the evaluation of their relevance impossible at this phase of the project.

¹⁹ Further review of this results-based monitoring framework will be conducted in the section of effectiveness.

UNITAR's strategy and mandate

33. The project fits within UNITAR's 2018-2021 Strategic Framework, especially the objective to promote peace and just and inclusive societies, as well as fulfilling UNITAR's mandate²⁰. The project complies with the sectoral focus of peace and security, was designed by the now Director of the UNITAR Division for Peace and the project is specified in the results frameworks of the relevant programme budgets.

The 2030 Agenda for Sustainable Development

34. Phase II of the project was designed and initiated after the adoption of the 2030 Agenda for Sustainable Development in September 2015. While the project's objectives and outputs are clearly aligned with Goal 16 and targets 16.1 and 16A, as presented below in table 1, the evaluation could not determine if or how the related target indicators were monitored by UNITAR and the beneficiary countries. It was noted however during interviews and the desk review that the SDGs are not referenced in the training materials and the officers interviewed did not know what they are.

Table 1: The project's relevance to SDGs

SDG16 To promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and effective institutions at all levels	Target 16.1 Significantly reduce all forms of violence and related death rates everywhere	Indicator 16.1.2 Conflict related deaths per 100,000 population by age, sex and cause 16.1.3 Proportion of the population that feels safe walking alone around the area they live
	Target 16.A Strengthen relevant national institutions, including through international cooperation, for capacity building at all levels in particular in developing countries to prevent violence and combat terrorism and crime	

²⁰ "...to carry out a wide range of training programmes in the field of peace and security as well as social, environment and economic development". <http://www.unitar.org/mission-vision-and-core-functions>. The project is also aligned with the former 2014-2017 Strategic Framework.

Security Council resolutions 1325²¹ and 2242 as well as gender mainstreaming amongst PCCs and FPU recruits

35. The project was designed with some key outputs to strengthen gender parity and mainstreaming within staff, as well as encourage PCCs to present female trainers to take the ToT programme and encourage female police officers to join the FPUs. Some training components also focused on the importance of preventing all of forms of violence against women and girls in conflict-affected areas and insist on accountability mechanisms at national and international levels. Furthermore, some trainings were dedicated to the Protection of Civilians (POC) during which the trainers insisted on the importance of protecting the physical and mental well-being and human rights of women and girls in conflict zones as per Security Council resolutions 1325²² and 2242.
36. From a design perspective, the project is highly relevant to supporting the Security Council resolution; however, the project's objectives with regards to achieving gender parity are ambitious. All informants were aware of the need to encourage female recruits and encourage female parity. Some female police officers were present during the training of the police recruits in Mali, but they were a minority. The reasons put forward by informants were the harsh conditions of MINUSMA and family obligations. Another of the shortcomings of the project is the lack of female trainers amongst the trained pool of police officers. The trainers themselves underlined this weakness and expressed the need to incorporate female trainers in the future. This was already a recommendation mentioned in the internal review conducted at the end of the first phase.

Key conclusions on relevance

37. The project was found to be relevant to the context of Mali and Sahel, to the beneficiary PCCs and to be aligned with UNITAR's mandate and the German Federal Government's strategy for the Sahel region. Unfortunately, some countries did not respond to the training request by EMPABB either because the focal points in the ministries of interior and the police headquarters were misidentified, or the focus of the training offered by the project was viewed as replicating opportunities that are already in place in their own countries. The short- and long-term objectives were found to be relevant, but the intervention logic could be strengthened to connect the outputs to the outcomes in a

²¹ Landmark resolution on Women, Peace and Security. The Security Council adopted [resolution \(S/RES/1325\)](#) on women and peace and security on 31 October 2000. The resolution reaffirms the important role of women in the prevention and resolution of conflicts, peace negotiations, peace-building, peacekeeping, humanitarian response and in post-conflict reconstruction and stresses the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security. Resolution 1325 urges all actors to increase the participation of women and incorporate gender perspectives in all United Nations peace and security efforts. It also calls on all parties to conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, in situations of armed conflict. The resolution provides a number of important operational mandates, with implications for Member States and the entities of the United Nations system.

²² <http://www.un.org/womenwatch/osagi/wps/>

clearer fashion. Finally, the project was relevant to promoting gender mainstreaming and the objectives of Security Council resolution 1325, but some shortcomings especially with the absence of female trainers were observed.

Effectiveness

38. This section presents the findings based on the following three sub-sections: a) the partnership with EMPABB, its role and UNITAR's support; b) adequacy of the methodology of the project outputs to meet the objectives and c) the contribution of the project's outputs within the larger context of the MINUSMA and security sector in Mali. This section examines various questions, including to what extent the project has contributed to sustainable learning and institutional capacity development of EMPABB, how effective the ToT approach and methodology have been in strengthening capacities and to what extent the project has been successful in supporting FPUs in the application of their knowledge and skills with a view to better supporting long-term stabilization in Mali. There is also a discussion on the effectiveness of the project management in coordinating with the interaction of national counterparts in Mali.

EMPABB as a beneficiary and implementing partner, and UNITAR's role in the project

39. One of the project's objectives was to develop EMPABB as a centre of excellence for training in Mali and in the region. Achieving this objective requires developing EMPABB's human and institutional capacities to deliver on its mission, which includes strengthening knowledge and skills of African military, policy and civilian personnel prior to deployment of peace operations of the UN, African Union and other regional organizations. This entails contributing to the reinforcement of a culture of peace on the continent and supporting the development of a network of African military, policy and civilian personnel. The project's principal contribution to strengthening EMPABB was through training a pool of trainers associated with the school. All the trained trainers²³ were police officers who were temporarily assigned to EMPABB. Beyond EMPABB delivering training as discussed more fully below, measures to provide evidence on the school developing as a centre of excellence for FPU and PCC training in the region was lacking.

40. In addition to representing the project's main institutional beneficiary, EMPABB was also a key implementing partner for the project. The selection was based on EMPABB's long-standing reputation as a training centre in Mali and in the region as well as its prior

²³ All trainers remain attached to their police units. When needed, an official request is sent from EMPABB's project officer to their superior to ask for a leave of absence, so they can be deployed for the training. According to the evaluation, not all trainers were yet deployed, which raises the question as to whether too many are being trained or whether their deployment is limited by their other responsibilities as police officers.

relationship with UNITAR that started in 2010²⁴ and became effective in 2016 during the project's first phase of implementation²⁵. The main tasks of EMPABB, as defined in the project document, are to provide logistical support and secure liaison with MINUSMA. Based on the Letter of Agreement signed between UNITAR and EMPABB, the roles and responsibilities are clearly stated in the annex in the project's narrative in English. The key responsibilities of EMPABB are mainly logistics and coordination:

- Selecting trainers;
- Coordinating the team of trainers;
- Liaising with PCCs for the selection of participants;
- Providing accommodation and full board for participants (when applicable);
- Arranging travel for participants (when applicable);
- Providing the facilities and equipment required for the delivery of the training courses (when applicable); and
- Ensuring names of all Parties are mentioned in any communication or written material related to the training courses published by EMPABB (website, newsletter, etc..).

41. With regards to coordination, EMPABB maintained constant communication with the pool of trainers and ensured that sufficient numbers of trainers were available for each training. As planned, each of the trained trainers would have the opportunity to deliver a training. This process was meant to ensure a rotation amongst trainers and give them an opportunity to apply the ToT skills they had obtained from the UNITAR-delivered training of trainers.

42. Another responsibility of EMPABB that is less emphasized but more important is to ensure communication with MINUSMA. The evaluation findings concluded that EMPABB was a good partner with regards to logistics and the implementation of the events in the different countries, with 32 training sessions organized by EMPABB in four countries between October 2017 and July 2018²⁶ divided into four groups in each country. Four groups of FPU were trained at different times as the training rooms were not large enough to welcome the 140 FPUs or more. For timing and availability of the FPUs, this division in groups was found to be more effective. Logistics were found to be in check and co-organized with the PCCs at the country level.

²⁴ Potential cooperation between UNITAR and EMPABB was explored in the context of a 2010 Enhancing the Capacities of African Peacekeeping Training Centre project. The relationship with EMPABB was formalized in 2016.

²⁵ The first phase took place between August 2016 and March 2017.

²⁶ Due to delays and summer schedule (including Ramadan and el Eid), a session was organized in September 2018 in Mali which was originally planned in July 2018.

43. While communication with the trainers was constant, it was less so with MINUSMA. According to interviews and group discussions, the engagement with MINUSMA was sporadic and not focused on obtaining MINUSMA's Police Commanding Unit's feedback on the needs of the FPU's or on the quality of the recruits deployed after they had been trained. MINUSMA's feedback is critical to adapting the training and ensuring the project remains relevant and effective. Finally, the coordination with PCCs of targeted countries was found to be complicated when EMPABB did not have prior engagements with these countries, as was the case with Egypt, Nigeria and Togo. As indicated earlier, these countries never replied to the training requests sent to their relevant ministries and police institutions. A lack of in-person and in-country engagement was highlighted as the potential cause of this shortcoming in addition to the lack of prior consultation to gauge the interest and the needs of these countries' PCCs.
44. The recommendations made by PTP in its self-evaluation of phase I aimed to improve internal and external communication, and in particular: (i) strengthen relationships with PCCs to ensure buy-in for the project; (ii) regularly liaise with the Integrated Training Service of DPKO to ensure support for the project as well as (iii) regularly liaise with MINUSMA – and specifically with representatives of the police component – to ensure support for the project. The evaluation did not find evidence that these recommendations were implemented effectively during phase II. The evaluation concluded that while EMPABB fulfilled its logistical role, greater coordination with key stakeholders, especially the MINUSMA and the PCCs, was needed. Consequently, not all planned targeted PCCs responded to the call for training offered by this project and fewer FPU's were capacitated. The evaluation views that this is one area that could have benefitted from the establishment of the project board in the second phase to ensure better communication and coordination.
45. UNITAR's role was viewed as strategic, content and methodology-focused rather than logistical. UNITAR developed the project's concept, managed the project and engaged with the donor and key stakeholders in relevant ministries in Germany, Mali and other beneficiary countries. While the peacekeeping materials were developed based on DPKO's standard curricula for pre-deployment peacekeeping missions' preparation, UNITAR developed the ToT components and methodology. One of the project's key successes is the inclusion of Malian police trainers to deliver training. Key informants found the methodology to be very useful and all trainers endorsed the ToT and its methodological approach and were given a certificate of completion jointly by EMPABB and UNITAR²⁷. While UNITAR does not have an office in Mali, the project manager travelled when needed to deliver the trainings in Bamako and other countries. As UNITAR also does not have offices in each beneficiary country receiving training, the Institute relied on strong partners in the field. Over the course of the project, UNITAR and EMPABB have strengthened their relationship, but it was highlighted that UNITAR

²⁷ Certification was based on attendance and successful completion of an objective knowledge-based test.

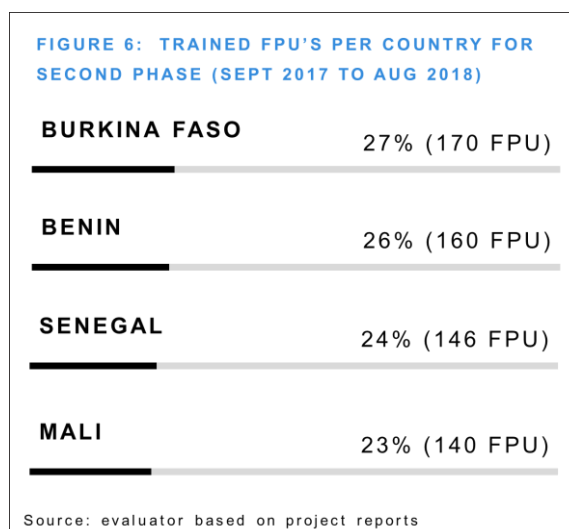
should have a greater role in ensuring high-level buy-in from governmental authorities across the targeted beneficiary countries.

Adequacy of the project’s outputs and methodology

46. Based on the desk review, interviews, surveys and group discussion, the project’s outputs were found to be purposeful to the short-term objectives.

47. All the targeted objectives were for the most part achieved. The initial targets provided

in the project’s results framework (see annex 5) were achieved, with the exception of a few whose partial achievements were attributed due to the non-responsiveness of some targeted countries to the training proposal. Furthermore, as shown in figure 6, the proportion and number of trained officers in each country are less even, with numbers ranging from 140 to 170 FPU police officers trained, with proportions from 23 per cent to 27 per cent. Burkina Faso, Benin, Senegal and Mali have been the beneficiary countries of phase II. A total of 616 FPUs were trained across the beneficiary countries (outcome 2 in the project’s log frame was therefore only partially achieved - refer to table of outputs in annex).



48. The level of organization of EMPABB was viewed as fully satisfactory by 67 per cent of survey respondents. Logistics in the beneficiary countries could be improved according to respondents’, especially with respect to the size of the rooms and the type of equipment available for the trainings. According to respondents, one of the major drawbacks was the fact that 45 per cent²⁸ of the trained trainers have not yet been deployed to deliver



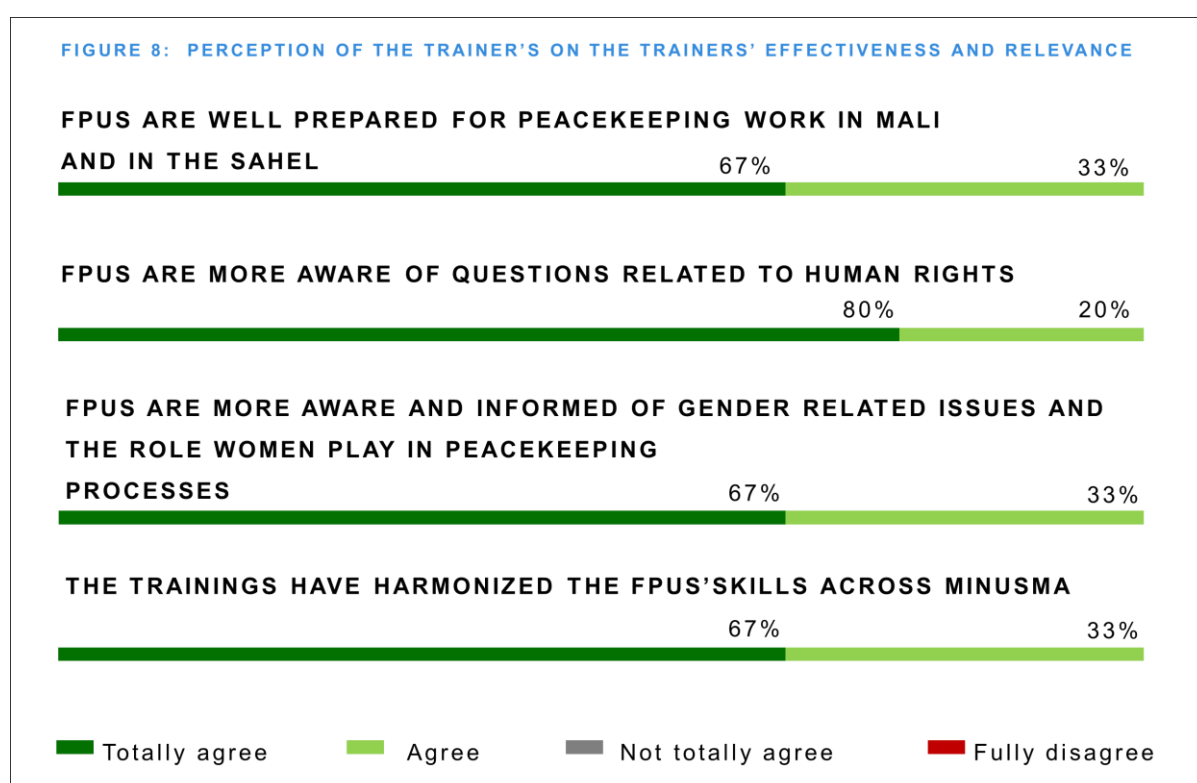
²⁸ Trainers were trained based on the estimated number of targeted countries. However, as mentioned not all countries responded positively to the training call and therefore the pull of trained trainers was larger than needed for the project’s second phase. These trainers should be useful for the third phase.

training²⁹. Amongst the respondents, 11 per cent had delivered over four trainings and 44 per cent between one and three trainings, as shown in figure 7. The evaluation further enquired how the selection of trainers was conducted for the in-country training. Based on interviews with key informants, a rotation amongst trainers was supposed to be in place to offer all trained trainers the opportunity to apply what they have learned during the ToTs, and that EMPABB would assess the availability of each trainer and deploy them accordingly.

49. Overall, the trained trainers expressed satisfaction with the level of training they received and with the tools and methodologies applied during the ToT sessions. Including coaching/mentoring as part of the project's design and methodology was found to be instrumental and effective to the overall approach, with the newly trained trainers deliver training sessions on UN peace operations for FPU. Eighty per cent of the respondents found the ToT 'very useful' and 67 per cent and 33 per cent of respondents felt 'very confident' and 'confident' respectively in their ability to deliver trainings as a follow-up. Observations conducted by the training team during the sessions delivered by the trained trainers also reported on increased confidence of the trainers. All trained trainers successfully completed the training and received certification by EMPABB and UNITAR from sessions delivered during the project's first and second phases. According to the self-evaluation, the percentage of correct answers to the 14 questions that constituted the assessment raised from 26 per cent recorded before the training, to 54 per cent recorded after the training. Though this represents an increase, the number of correct responses is considered moderate. A self-evaluation on attitude change also reported that participants indicated a strong interest in participatory and experimental training methods and confirmed willingness to improve their work as a result of the training programme offered by UNITAR. Participants further confirmed enjoying the use of participatory training methods and recognized that specific knowledge and skills would be required to allow them to perform effectively in this domain. Participants indicated their intention to use participatory ways of delivery in the close future and in the context they operate, as well as their willingness to keep abreast of and apply the latest developments on training methodologies. Yet, to the statement "being a trainer is a personally rewarding occupation", participants expressed a neutral position. Despite these largely positive results, project management recorded in its self-evaluation following the training of trainers' events that although 78.5 per cent of the trained trainers were assessed qualified to work autonomously as trainers, 21.5 per cent of the trained trainers, while demonstrating a good potential to become trainers, required additional support to fully uphold participatory and experiential training methodology as well as to fully master the actual content of the pre-deployment training.

²⁹ This percentage might be lower or higher as this is only based on the survey's responses. The evaluator could not find the exact number of trainers deployed for trainings. The evaluator only obtained the number of trained trainers and their contact details.

50. Furthermore, the trainers found the content and the trainings topics ‘very relevant’ and the tools employed effective to equip the future FPU for their upcoming missions. According to the informants, human rights and gender aspects are well integrated in the trainings’ materials and overall trainings have helped harmonized FPU’s techniques and readiness for the MINUSMA. The evaluator reviewed the materials that were made available during the desk research and the field mission that are used for the ToT and for the introduction to the future FPU about the role of FPU, the UN architecture and mandate and peacekeeping policies around use of force, arrests and other SOPs. The evaluator concluded that both issues are integrated in the materials but a more robust dedicated session on gender could benefit the trainees.



51. Although 80 per cent of the trainers expressed satisfaction, suggestions to build on the current trainings and improve the content were put forward e.g. suggesting that the training could benefit from a focus on transnational crimes and how to prosecute them and the international cooperation entailed with such crimes. Most of them also felt that the equipment (firearms especially) was not always adequate to the context of Mali and MINUSMA. Finally, the trainers felt that that monitoring could be improved to learn from the deployed FPU and MINUSMA’s main counterparts.

52. Similarly, 93 per cent of the trainee respondents³⁰ expressed high satisfaction with the received training and praised the professionalism of the trainers. Human rights and gender as well as the mandate of the United Nations and the mandate of MINUSMA were introduced well according to them. However, as they only had received two weeks of theoretical training, 94 per cent of respondents expressed the need to follow up with practice to apply theory to concrete conflict scenarios. Respondents indicated that some topics were missing from the curriculum such as ‘understanding how to tackle and prosecute transnational crimes’, ‘armament’, ‘the use of force in the context of MINUSMA and with a special focus on gender’ and finally ‘how to deal with stress’. According to the respondents, the most useful topics were on ‘civilian protection’, ‘human rights and gender promotion’, ‘communication skills’ and ‘the mandate and system of the United Nations’. The most difficult topics to put into practice according to interviews and surveys are the legal framework of the United Nations system and how to uphold human rights in the contexts of detentions and arrest. Generally, all trainee respondents were satisfied with the level of logistics and organization of the trainings. Some respondents nevertheless mentioned that the calendar of the training overlapped with other training delivered in their respective countries by development agencies from the United Kingdom, Italy and the United States and centres such as Centre of Excellence for Stability Police Units (COESPU) and US Department of State through the International Police Peacekeeping Operations Support (IPPOS). Some topics, especially on the UN mandate were said to be duplicating what they had seen in other trainings in their country of origin where they had benefited from similar opportunities by other international agencies.
53. Despite the redundancy, MINUSMA’s counterparts in the police command unit and the PCU said that repetition builds knowledge and constitutes an effective methodological tool that helped strengthen the FPU’s knowledge and practical experience. MINUSMA’s counterparts were satisfied with the quality of the FPU’s recruits that were deployed after being trained. MINUSMA conducts pre-deployment tests in the FPU’s country of origins and they senior officers in charge praised the level of the trainees after receiving the project’s trainings. The counterparts mentioned that some of the Standard Operating Procedures (SOPs) with practical trainings had not been updated and that trainees were not sufficiently prepared on stress management and how to deal with Improvised Explosive Devices (IEDs). Despite these two remarks, they were pleased with the recruits’ levels after training and wanted more engagement with EMPABB and UNITAR to share progress reports after the FPU’s had been deployed but mostly to ensure an alignment of needs and topics for future trainings.

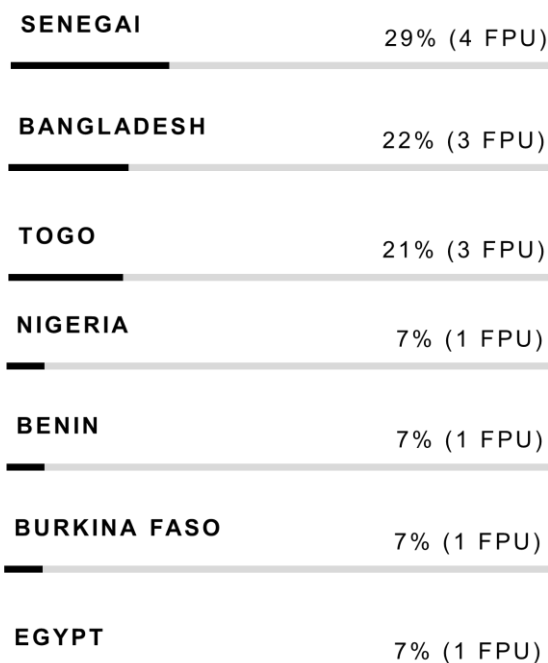
³⁰ 127 male and seven female trainees responded to the survey, distributed in person during training in Mali. The response rate was 100 per cent. Although Mali did not have yet a formed FPU for MINUSMA, the police officers that received the training were meant to be deployed to MINUSMA. The training was organized as not all initial beneficiary countries responded to the proposal to receive training. As a result, EMPABB with UNITAR decided to organize this last training before the closure of the project.

The project's outputs within the larger context of MINUSMA and the security sector in Mali

54. The security sector in Mali has been undergoing reforms since 2005, which have been moderately successful. The focus on SSR was to strengthen Mali's security policy based on human security, inclusiveness and prevention. Despite reforms, the security sector was perceived as slow and, most importantly, not owned by the local authorities. With the 2012 coup d'état in Mali, SSR was derailed temporarily and the conflict underlined the intrinsic problems of the sector (corruption, and the problems between civilian, military institutions and ongoing violations of human rights). In 2013, a multi-disciplinary Focus Group on Security Sector Reform (GPRS) composed of civilian and military men as

well as development actors was created to advance the reforms and propose a set of measures that include resource mobilization. A set of recommendations then led to the establishment of the National Council for Security Sector Reform (CNRSS), which is placed under the office of the Prime Minister. In June 2016, the CNRSS evolved by integrating representatives from the North as well as the South to obtain a more detailed picture of the situation across Mali. Security consultative committees were created to evaluate the security situation every month. Despite this progress, the lack of engagement and ownership from the local and governmental authorities remained the same recurrent problem. Since then, all international actors, including UN agencies through MINUSMA and other programmes, are working towards reinforcing Mali's internal security apparatus. Some progress has been observed amongst the numerous law enforcement institutions³¹ that exist in Mali to uphold and enforce the rule of law. Within this larger context, UNITAR is contributing to strengthening the capabilities of the FPU's deployed to MINUSMA. The project also contributes to building local capabilities within EMPABB, which forms part of the security sector apparatus. The evaluation found that these two objectives as stated in the log frame were partially achieved. Training, capacity building, policy support and legal reforms are taking place to change the security sector landscape in Mali. In addition, efforts to increase representation of female

FIGURE 9: TRAINED FPU'S PER COUNTRY FOR SECOND PHASE (SEPT 2017 TO AUG 2018)



Source: MINUSMA's Map – GIS MINUSMA- September 2018

³¹ The National Police, the Judicial Police, the Gendarmerie, the National Guard, and the special anti-terrorist force (Forsat).

officers have also been observed. According to DCAF's report, women in 2014³² made up an average of 12.4 per cent of the personnel and 9.2 per cent of the senior level personnel in the security sector.

55. The project was found to help strengthen the ownership amongst local actors, viz, EMPABB and IPOs and FPU's of the need to reform, train and equip law enforcement forces with international standards from both theoretical and practical perspectives. The ownership of the reforms from the governmental perspective could not be verified and falls out of the scope of this evaluation.
56. With regards to MINUSMA, the project was found to help strengthen the capabilities of the FPU's (1,426, of whom 67³³ are female³⁴ recruits) that are deployed across the country. There are 14 FPU's deployed across 5 provinces of Mali (3 FPU's in Bamako; 2 in Goundam; 1 in Tombouctou; 3 in Gao and 2 in Menaka in the province of Gao; 1 in Kidal; 1 in Douenza and 1 in Sevare in the province of Mopti). As shown in figure 9, the project was found to have trained 146 Senegalese that are part of the FPU's today and were found to be equipped and prepared. Similarly, the FPU's from Burkina, and Benin received training through this project and were capacitated for the challenges of MINUSMA, according to informants. Bangladesh is not one of the targeted countries of this project, although they are the second nationality in terms of number of FPU's. However, as mentioned in the section on relevance, the targeted countries had to be African countries, as requested by the donor. The evaluator found that Bangladeshi FPU's were however facing many challenges related to language, climate, culture and communication. It is to be highlighted that the evaluator could not obtain direct testimonies from the trained FPU's deployed in MINUSMA due to security reasons (refer to limitation section). As a result, the assessment is based on the observation of MINUSMA's Police Commanding Unit, PCCs and other informants. In addition, the evaluation tried to obtain information on the type of training the other FPU's received in their country of origin. However, the PCCs in these countries did not respond and therefore the information collected on the different trainings dispensed could not be triangulated.

Key conclusions on effectiveness

57. Overall, the partnership with EMPABB was perceived as effective and contributing to the objectives of the project, fitting within the scope of security sector reform in Mali and the peace and security agenda of the MINUSMA. EMPABB's reputation in Mali and in the

³² <https://issat.dcaf.ch/Learn/Resource-Library/Country-Profiles/Mali-SSR-Background-Note>

³³ Data collected during the meeting with MINUSMA in Mali based on a Map produced for MINUSMA every month. September 2018

³⁴ According to interviews, female recruits deployed as FPU's fulfil all roles and are encouraged to do by the senior officers.

region supported them as the ideal choice to implement this project. However, some drawbacks with regards to communications and ongoing engagement with key PCCs and MINUSMA were mentioned and observed, leaving room for improvement. The project outputs, on the other hand, were found to be appropriate and effective by all key informants. The trainings materials cover topics from human rights, gender, protection of civilians to the United Nations system. Some topic recommendations from the trainees and trainers were issues to integrate in future sessions. However, overall, all key informants were satisfied with the level of professionalism and communication skills trainers displayed. Trainers were certified jointly by EMPABB and UNITAR at the end of the ToT training. The majority of trainees expressed much confidence that they were equipped and prepared for their next mission to MINUSMA. Finally, the project was found to be effective in targeting the right countries who deploy FPU's although some countries, such as Nigeria, Togo and Egypt have their own set of trainings in their own country and did not benefit from the project as intended. The fact that some planned countries did not become beneficiaries of this project led to some outputs being only partially achieved. Otherwise, most outputs were achieved. In order to remedy this mismatch between planned vs actual beneficiary countries, the project board should be implemented as initially foreseen in the project document.

Efficiency

58. The following sub-sections summarize the evaluation's findings on efficiency from the perspective of cost, delivery (planned v. actual, timing) and implementing partner arrangements.

Cost efficiency

59. Germany awarded UNITAR € 1,694,396 for phase II as requested.³⁵ Funds were disbursed according to the MoU with Germany at € 843,240 for 2017 and € 851,156 for 2018. From this support, UNITAR provided \$923,731 to EMPABB through an implementing partner grant arrangement. The remaining budget was spent on UNITAR staff and mission costs; the development, adaptation and delivery of training materials, liaising with partners and logistics involved between different countries, project management and reporting.

60. Assessing cost efficiency requires an analysis of deliverables against budgeted and actual costs, as well as determining if outputs were produced as budgeted and whether any alternative approaches would have produced the outputs in a more cost-efficient manner. While information on planned and actual deliverables against the budget was known, the assessment was difficult to carry out since expenditure reports for phase II (from both EMPABB and UNITAR) were not available at the time the evaluation was undertaken.³⁶ A review of deliverables as reported in the project's log frame under annex 5 indicates that while planned deliverables under a number of results areas were surpassed, planned deliverables under some areas were only partially achieved (e.g. the actual number of FPU's successfully completing theoretical trainings prior to deployment was 50 per cent of the number originally planned).³⁷ The timing of the evaluation also prevented an assessment of the number of trainings implemented by EMPABB independently of UNITAR, as this indicator was scheduled for measurement within one year of the end of phase II (i.e. July 2019). The original target of 1,194 FPU's trained was not achieved, due to trainings not taking place in several countries. The final number of 616 FPU's trained raises questions about the overall cost-efficiency of the project as there was no reduction in the budget. This broad-brush review, while in no means comprehensive and lacking financial expenditure information, suggests that cost efficiency was to an extent satisfactory but could certainly be improved.

³⁵ Phase I had a budget of € 1,079,487.93.

³⁶ The final report from the implementing partner, EMPABB, was due on 31 May 2018. The final project report, consisting of the final narrative and financial report, was due to be submitted to UNITAR to donor on 31 January 2019. The data collection period was extended until mid-October 2018 with the expectation that the financial report from the implementing partner would be available for review, but the evaluator did not receive it.

³⁷ The timing of the evaluation also prevented an assessment of the number of trainings implemented by EMPABB independently of UNITAR, as this indicator was scheduled for measurement within one year of the end of phase II (i.e. July 2019).

Timeliness

61. The training activities for FPU lasted from two to six weeks, divided between theory and practice. The ToT was shorter (two weeks) and was organized in the beneficiary countries. Due to logistics, the trainings were organized for groups averaging of 40 police officers per room and 4 groups usually taking place simultaneously. The trainings started in Benin for a period of about 6 weeks between January and March 2018, followed in Burkina Faso for a similar duration between April and end of May, then Senegal and Mali in June and July. The frequency enables EMPABB to organize logistics and availability of the trainers. According to interviews, EMPABB tried to avoid duplication and planned the training shortly before the FPU are deployed in order to keep key messages fresh in the minds of participants. For the other trainings (ToT of PCCs), the ministry of interior or defence and the directors of the training programmes of each country's police headquarter needs to approve the proposition and allow the designated police officers to participate in the course. This process can take time and explains some of the delays in the implementation. Despite these challenges, the informants were generally positive about the timeliness of the trainings, although some raised the issue of not having received the information sufficiently in time to be available. However, until now the most difficult challenge identified with regards to time, has been the authorization from the relevant ministries and PCCs to plan the trainings.

Efficiency of EMPABB to deliver the project's outputs

62. As discussed under the effectiveness criterion, part of the project's overall outcomes was to build EMPABB as a centre of excellence for training FPU and PCCs in the region. Although most stakeholders interviewed/surveyed viewed EMPABB as a respected training centre and its logistical support to be satisfactory, evidence was lacking on EMPABB becoming a 'centre of excellence' for FPU and PCC training in the region. EMPABB's weakness has been to not generate the needed contacts with stakeholders in all planned countries and within MINUSMA. Through the partnership with UNITAR, the pool of trainers is growing and EMPABB is learning from lessons of the project's phase I with regards to coordination and methodologies. Further improvement on coordination and maintenance of key contacts amongst focal points in the beneficiary and target countries is paramount for the success of the project. Finally, EMPABB relies on external funding for delivering of all its activities. Each activity is connected to funding and therefore should Germany decide to end its contributions of this project, the activities would likely not continue. In this regard, the evaluation did not find any key performance indicators to define or measure what constitutes a centre of excellence. Such metrics could help EMPABB to try to achieve these objectives. Currently, while respected by all informants, the denomination of excellence remains subjective and undefined.

Cost-effective solutions and alternative sources of funding

63. The project was found to be cost-effective as all trainings are taking place in the FPU's countries of origins prior to deployment. In addition, all trainers are local, as were UNITAR's trainers deployed for ToT trainings and POC's trainings along with some of those at FPU's trainings but not all. The fact that the project is implemented by EMPABB as a local partner helps keep operational costs as low as possible. Online training was mentioned as one option to help reduce some of the duration of the trainings that can take up to eight weeks. However, online training could impact on the effectiveness of the learnings. Furthermore, most FPUs do not have regular access to internet, which would jeopardize the current ratio of 100 per cent of FPUs trained before deployment. The evaluator concluded that the project was cost-efficient. Finally, alternative sources of funding were not sought for after this project phase. However, the evaluator discussed with the project team the need to have a diversified fundraising strategy. It was highlighted that many donors do not necessarily fund police trainings as part of their priorities and it is therefore a difficult task to raise funds for such projects. Project management was, however, intending to seek complementing funding sources for the project and/or other similar ones.

Key conclusions on efficiency

64. A total of € 1,694,396 was funded by the German Federal Government for phase II to be implemented by UNITAR and its implementing partner, EMPABB. The German Federal Government was satisfied with the level of reporting, timeliness of the activities and the financial reports. As a local partner, EMPABB was viewed generally as efficient and effective but there was room for improvement with regards to communication and coordination. No expenditure reports were yet available for the evaluator in September and October 2018³⁸ to draw definite conclusions on the cost-effectiveness of the project. A review of deliverables as reported in the project's log frame under annex 5 indicates that while planned deliverables under a number of results areas were surpassed, some planned deliverables were only partially achieved. Some questions on time management have been raised and led to some recommendations (see recommendation section). Alternative more cost-efficient formats such as e-learning were not seen as appropriate given the absence of regular access to internet, which would jeopardize the current ratio of 100 per cent of FPUs trained before deployment. Generally, however, the project was found to be implemented in a cost-efficient manner, as all trainings are taking place in the FPU's countries of origins prior to deployment, except for the training of trainers, where almost half of the trainers had not yet delivered trainings (45 per cent).

³⁸ At the time of the evaluation data collection.

Impact

65. The following findings are based on triangulated data and present the observable end-results or unintended results of the project and underlines whether some difference has been observed in the efforts to sustain peace in Mali.
66. Measuring the impact of this project has been underlined in the inception report as one of the limitations as there is no monitoring framework, despite the results-based-focused trainings. As mentioned in the interim report (February 2018), 'strengthened focus on behaviour change and application of learning by newly trained trainers could further support the achievement of indirect outcomes. However, until now, a clearly defined monitoring and evaluation framework has not been created. According to interviews, EMPABB's Department of Research and Studies was recruiting someone to specifically create this framework and define the monitoring tools that can help EMPABB better collect data and report on progress and setbacks. This evaluation could not (due to security reasons) survey the population to obtain their perception of the police officers' changed behaviours and on the FPU's image across the country.
67. What could be observed during group discussions, interviews and then confirmed in the surveys is the confidence the police officers and trainers developed after receiving the trainings and the ToT, respectively. This confidence led many consulted police officers to express their interest in sharing that information with the colleagues who could not participate. They also expressed their sense of duty to participate in the peacekeeping mission and work towards stabilizing that country and that region. It was not possible for the evaluation to measure the impact of the project on the peacekeeping mission in Mali and in the region, however. The types of indicators included in this project are not defined to collect that type of information and to monitor progress accordingly.
68. However, an unintended result emerged from the data collection. Many informants expressed an interest in applying this project's methodology (local content of the country where the peacekeeping mission is located – i.e. Mali, Congo, Libya, etc.; the training of trainers' tools, the timing prior to deployment and the content) to other peacekeeping missions. The local content on Mali and the trainers' experience as former peacekeeping missions' officers was highly valued by almost all informants. This approach should be replicated to other pre-deployment trainings and to other peacekeeping missions. However, with regards to this project, the long-term impact is yet to be properly monitored and assessed once a monitoring framework is defined to have indicators and targets to report on.

Sustainability

69. The following section presented the sustainability of the outputs and then the key factors building the foundation for greater sustainability in a project. The findings are based on a

set of questions that answer how the FPU would sustain the knowledge acquired through the trainings after the end of the project; whether the benefits of the project would continue after donor's funding ends in the mid to longer-term; to what extent the project contributed to better long-term stabilization in Mali and what key factors were contributing to the achievement or non-achievement of the sustainability of the project.

70. The project is focused on building the capacity of the FPU but also the PCCs and a pool of trainers. The latter two are critical for the continuation, the institutional learning of the police headquarters in the different countries and the sustainability of the objectives of the projects – preparing the FPU and harmonizing FPU's standards within the MINUSMA. According to interviews, some of the informants expressed the likelihood and their interest in sharing the information with their police colleagues. It is not a requisite of the project nor are the police officers asked to do so. The assumption is that all future FPU were identified and therefore will be taking the course before being deployed and not necessarily returning to their precinct for training their peers. It was verified that all FPU that received the training were fully deployed to MINUSMA. The core topics of the curriculum are not just for MINUSMA, the key messages on human rights, protection of civilians, gender and use of force amongst others will likely serve them beyond the peacekeeping missions. Through repetition and monitoring, the standards are most likely to apply beyond the scope of this project and the MINUSMA. However, as mentioned under impact, the evaluation could not verify the contribution of the project to the long-term stabilization in Mali due to the lack of monitoring framework to measure long-term outcomes.
71. It was repeatedly said that this type of training needs to be ongoing to see progress and impact, given the rotation of the FPU and because learning is done through repetition and practice. The question of funds remains as to whether these activities will continue after present support ends. It was viewed as less likely that activities would be able to continue without Germany's funding within the current funding situation. EMPABB is funded by different aid agencies³⁹ but this project was funded solely by Germany. Should funds come from different sources, the sustainability would be less at risk and EMPABB could potentially further develop as a 'centre of excellence', as foreseen by this project. Sustainability in this project is based on several assumptions: a) the interest of targeted countries; b) a pool of qualified and certified trainers; c) funding, d) FPU to train, and e) institutional memory. All assumptions were verified at the exception of a) and e). As mentioned under 'relevance', these countries were insufficiently consulted to gauge their interests, and their needs. As a result, the project's work plan and budget were designed based on specific countries that were not interested (Nigeria, and Egypt for instance). Had there been consultation, project management could have possibly planned other training activities for the beneficiary countries or planned missions to meet with the targeted countries' authorities to better understand their needs. Planning is critical for

³⁹ France, Germany, Japan, the Netherlands, Switzerland, EU and Mali

sustainability and so is institutional memory. Building the PCCs' capabilities is one way of strengthening the institutional memory of the countries' police services, but the evaluation could not verify the scope of the knowledge retention amongst them as they were not all reachable.

III. Conclusions

72. The second phase of the project was launched due to the success reported during its first phase. The project is aligned with the donor's priority in the region and in Africa, as well as the beneficiary countries and MINUSMA. The project had planned to target all countries that have FPU's in the peacekeeping mission but not all of them were interested in these outputs proposed by this project. The evaluation could not verify why these countries were not interested, however. As a result, some targeted countries did not benefit from the project's outputs. It was observed that better planning and prior consultation were needed.
73. The project was based on an implementing partner – EMPABB - in Mali as the logistical and implementing arm of UNITAR. Overall, EMPABB was viewed as an effective partner. However, EMPABB could improve on coordination with key stakeholders such as MINUSMA and the countries' PCCs to monitor progress, gauge interests and plan the trainings according to availability and authorizations obtained from the beneficiary countries. With respect to the outputs, most of them were achieved but some of the quantitative indicators were based on the potential numbers of trained FPU's that included the non-beneficiary countries. Some outputs were only partially achieved.
74. Some of the shortcomings of the project's management were in the detailed financial reporting and the lack of effective monitoring on behavioural changes and of the perception of the population on the FPU's services and standards they uphold. The project was found to contribute to the short-term objectives of harmonizing the standards and operating procedures of the FPU's. The project also was found to be aligned with the Mali's security sector reform's strategy of building capabilities and strengthen the law enforcement services. It was, however, more difficult to assess the contribution to the ambitious and challenging tasks of stabilizing Mali and the Sahel region. There are many actors involved in MINUSMA and working on stabilizing the Sahel region. The current scope and the set of indicators are not defined to enable the project team and a team of evaluators to gauge the contribution of the project to the general context of the Sahel region and the conflict in Mali.
75. From a sustainability perspective, the project was built on a methodology focused on building capabilities of the local implementing partner and strengthening the countries' PCCs in order to encourage continuity and sustainability of the project's outputs despite donor's funding. It was found that although some capabilities amongst the planned and actual countries were strengthened, further training and mentoring activities are still needed to institutionalize the key messages and observe a real behavioural change

amongst FPU's in the region. Finally, the main assumptions for sustainability were for most fulfilled with the exception of gaging the targeted countries' needs and bolstering institutional memory. The project was found to be relevant to the beneficiary countries, the donor and MINUSMA. Some informants would like to see similar trainings applied to other peacekeeping missions where the context of the country is likewise similar. The key success of this project is based on the integration of Mali's context, conflict understanding, cultural taboos and 'do's and don'ts' in the local context. This local know-how is delivered by Malian police officers who have been deployed before.

76. Phase two was overall very well received despite the logistical and planning challenges that can occur when implementing trainings and activities internationally and in West Africa, where flight connections or communications are not always efficient. The project managed to build the capabilities of 616 FPU's, 38 EMPABB trainings and 26 PCCs. They all expressed their satisfaction and the need for more similar trainings. The findings of this phase can help build on the third phase more effectively and more strategically. Continuity is key.

IV. Recommendations

77. The evaluation has identified the following seven recommendations to inform the review of phase 3, which has already started, in addition to any subsequent phase.

On project relevance and design:

1. **Conduct a needs assessment and consultations prior to the next phase's design.**

The Peacekeeping Training Programme (PTP) Unit should conduct a needs assessment as part of the project's cycle. At the inception stage of a new phase, the team ought to ensure that planned beneficiary countries' needs have been properly taken into consideration or at least consulted. This process can avoid the situation where the project targets certain countries that are not interested in the training activities. It can help save time and money when defining the number of participants for the training of trainers and applying pre-established selection criteria for future potential trainers. Field missions to visit the targeted beneficiaries in person might be more efficient. Although costlier, the cost-efficiency could increase by productivity and efficiency gains that can result out of these needs assessments' field missions.

2. **Increase alignment to key strategic documents with MINUSMA.**

The PTP Unit should review some key documents pertaining to MINUSMA that were approved in June 2018⁴⁰ to ensure that the project's future phases align with them. These documents are the following: The national strategy for security sector reform; the concept of the territorial police; and the national vision on the reconstitution and redeployment of the Malian Defense and Security Forces. The revision and mention of these strategic documents in the next phase of the project will ensure stronger alignment with the objectives of MINUSMA, help respond to the needs of UNPOL and fit within the donors' strategies for MINUSMA and other efforts to stabilize the Sahel region.

On design, effectiveness and impact

3. **Strengthen coordination with key stakeholders operating in Mali and the Sahel by formalizing the project board.**

The PTP Unit and EMPABB should strengthen their coordination with **MINUSMA's** UNPOL Commanding Unit and with other training players especially within the UN system to ensure trainings are aligned with the FPU's needs in MINUSMA. Closer coordination with UNDPKO ITS, but also with UN agencies operating outside the UN peace operations framework, such as the UN Development

⁴⁰ The high-level meeting on security sector reform in Mali, organized from 27 to 29 March 2018 in Bamako led to the creation of these three strategic documents, which were approved in June 2018.

Programme (UNDP), the UN Office on Drugs and Crime (UNODC), the UN Office of the High Commissioner for Human Rights (UNOHCHR) and UN Women. The UN agencies operate within the broader field of policing, justice, rule of law and correction, security sector reform, terrorism and conflict prevention. UNDP and DPKO for instance work together within the Global Focal Point for Police, Justice and Correction Areas in the Rule of Law in Post-Conflict and other Crisis Situations (GFP), to ensure greater coherence. A similar task force or Global Focal Point could be organized around UNPOL Trainings within MINUSMA and other peacekeeping operations to ensure closer coordination, avoid duplication and reinforce the potential impact. It is highly recommended to activate the project board as presented in the project document. Such board should take place annually with key stakeholders and players in Mali. The board can help share experiences, consult targeted countries while reporting on progress in countries that benefitted as planned the training activities. The board is also a means to align the project's priorities within MINUSMA's SSR reform and peacekeeping long-term objectives, as well as keeping the project aligned with broader strategic imperatives, such as Goal 16 of the 2030 Agenda.

- 4. Strengthen the framework for monitoring results such as knowledge and skills and attitudinal change as well as define key indicators of success for EMPABB to become a centre of excellence.**

The PTP Unit should develop a monitoring framework with tools to collect data from deployed FPU's (one example can be to encourage police officers to use journals/diaries to write down their thoughts and input their experiences on how they have applied certain techniques rather than others). Such tools should be developed within the context of the MINUSMA, the number of times FPU's are on a break from the field work and the limitations of the terrain. This monitoring framework can help UNITAR's peacekeeping team draw some valuable lessons and adjust the content of the trainings accordingly. It will also help them better measure the project's impact on the MINUSMA and in the region. The monitoring framework should also define the key performing indicators that would help qualify EMPABB as a centre of excellence. Such monitoring would help strengthen the centre. It can help the centre with its fundraising and positioning in the region amongst other training centres.

- 5. Define and implement an incentive structure to encourage female participation, especially amongst female trainers.**

The PTP Unit and EMPABB should seek to train female trainers. At present, all trainers are male and even they said they would really favour female trainers. They could provide a different angle and perspectives on specific topics such as gender and the use of force, Security Council resolutions 1325 and 2242, human rights, gender and arrest and detention as well as their perspective as female FPU's in the MINUSMA. They will of course deliver on all other materials as well. Currently, there are female police officers within the FPU's and they were reported to be carrying out

the same tasks as male officers. It might be interesting for UNITAR and EMPABB to identify who amongst these police officers might be interested and have the skills to become a trainer. This recommendation was also part of the internal review conducted at the end of phase I. It is therefore a priority and was expressed as needed by all informants.

On efficiency and sustainability

6. **Request detailed expenditure reports mid-course of the project to better monitor expenditures to implementing partners.**

The PTP Unit should request from EMPABB a detailed expenditure report mid-way through the project. Each cost is linked to an output and is compared to its initial budget. The report does not have to be long but should be sufficiently clear to provide data for UNITAR's peacekeeping team to review and draw some lessons learned and conclusions on the cost-efficiency of some outputs. This process can help the team adjust mid-way instead of waiting at the end of the project to receive the full financial report.

7. **Develop an exit strategy and a fund-raising strategy to ensure continuity of activities.**

The PTP Unit should integrate an exit strategy within the project document of phase III. The exit strategy should reinforce the importance of building local ownership, ensuring fund diversification and managing stakeholders' expectations.

V. Lessons Learned

78. The lessons learned are drawn from the evaluation data collection and analysis.

1. **Theory without practice is less effective.**

The evaluation concluded that theoretical content – although critical to establish the foundational know-how – needs to be complemented by practice. All informants insisted on this aspect. Practice helps build their muscle memory, their professional ethics and behaviour and integrate all the notions through repetition and real-life scenarios.

2. **Duplication is not a problem so long as the delivery methodology is effective.**

Informants mentioned that some of the training materials were repetitive and redundant considering other trainings they received in their country of origin. However, according to interviews and group discussions, repetition is part of capacity

building and learning as long as the methodology is effective. In this project, the methodology was said to be adapted to the context and effective.

3. Ongoing communications and engagement with focal points is critical.

While it might sound obvious, coordination and communication with PCCs' focal points and key stakeholders in the MINUSMA for instance are critical to be ensure timely planning, understand the needs of the beneficiary and adapt to the delays in logistics and administrative requirements, if needed. It is also critical for EMPABB to keep all contact details of PCCs and relevant authorities up to date.

4. Cultural Context on the conflict of the peacekeeping operation is critical.

According to interviews, desk research and group discussions, police officers are often trained on police's standard operating procedures, and other operational requirements but less on the cultural context and the drivers of the conflict where they will be deployed. Over the years, research shows that conflict sensitivity, cultural and taboos sensitization and the basics of the language and communication skills are critical for strengthening the peacekeeping efforts and the safety of the civilians and the FPU's themselves.

5. Measuring attitude and behaviour change is important in capacity building projects.

UNITAR showed innovation by wanting to measure the behavioural change in the trained FPU's and PCCs. It should be reinforced and find the means to improve the data collection process so it can then be replicated to other projects.

VI. Annexes

Annex 1 Terms of Reference

Terms of Reference **Independent Evaluation of the Sustaining Peace in Mali and the Sahel Region through Strengthening Peacekeeping Training Capacities (phase II) project**

Background

1. The **United Nations Institute for Training and Research (UNITAR)** is a principal training arm of the United Nations, with the aim to increase the effectiveness of the United Nations in achieving its major objectives through training and research. Learning outcomes are associated with about two-thirds of the Institute's 475-some events organized annually, with a cumulative outreach to over 55,000 individuals (including 35,000 learners). Approximately three-quarters of beneficiaries from learning-related programming are from developing countries. UNITAR training covers various thematic areas, including activities to support the implementation of the 2030 Agenda for Sustainable Development; multilateral diplomacy; public finance and trade; environment, including climate change, environmental law and governance, and chemicals and waste management; peacekeeping, peacebuilding and conflict prevention; decentralized cooperation; and resilience and disaster risk reduction.
2. Within the framework of the Institute, the **Peacekeeping Training Programme Unit** contributes to international community's efforts aiming at enabling individuals and institutions to make meaningful contributions to sustain peace. The Unit is one of three entities under the Institute's Division for Peace, and has developed a model of offering training, learning and capacity building solutions that are based on filling specific capacity gaps of partnering institutions, organizations, group of actors or individuals. More specifically, the Unit offers methodological and conceptual support that leads the beneficiaries to reach their intended goals through people-centered solutions oriented towards the transferring knowledge and skills and the transformation of attitudes and behaviours.
3. The Peacekeeping Training Programme Unit has been actively involved in Mali since 2016, where it has implemented the **first phase of the project "Sustaining Peace in Mali and the Sahel Region through Strengthening Peacekeeping Training Capacities"** in partnership with the Ecole de Maintien de la Paix "Alioune Blondin Beye" (EMPABB).
4. The overall goal of the **Sustaining Peace in Mali and the Sahel Region through Strengthening Peacekeeping Training Capacities (phase II)** project is to contribute to international and regional efforts aimed at sustaining peace in Mali, by supporting the preparation of African Formed Police Units (FPUs) prior to deployment to the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA). Through their presence and interaction with national counterparts, Formed Police Units deployed to MINUSMA aim to have a direct impact on the creation of conducive conditions for sustainable peace in Mali. More specifically, police forces aim to contribute to building capacities while functioning at the same time as role models. This process shall in turn increase the confidence in the role and functioning of the security sector in Mali as well as contribute to a change in perception in the wider population.
5. The project intends to contribute to the political objectives of the German Federal Government for Mali. More specifically, it aims to address reducing fragility, defusing

conflicts, violence and terrorism and preventing human rights violations. That is needed since Mali is also a transit country for refugees. Terrorism and violent conflicts are destroying the prospects of the population and leading to economic misery so that for many people migration to Europe is the only way out. With development, stability and security, on the other hand, the future perspectives of the population as well as refugees are improving.

6. The project's long-term outcome is:

Strengthened capacities of African Formed Police Units (FPUs) to better support long-term stabilization in Mali.

The project's short-term outcome is:

Strengthened, harmonized and standardized knowledge and skills of African Formed Police Units (FPUs) in relation to their roles and responsibilities as part of regional and international stabilization efforts in Mali. The twelve-month long project has the following outputs:

- 14 training officers (permanently or temporarily associated with EMPABB) complete the five-day training of FPUs trainers;
- 14 training officers (permanently or temporarily associated with EMPABB) complete the ten-day theoretical session on UN peace operation (to complement the training of trainers);
- 980 members of FPUs successfully complete the theoretical training sessions prior to deployment to MINUSMA;
- 560 members of FPUs successfully complete the practical training sessions prior to deployment to MINUSMA;
- 35 POC/HR focal points from PCCs successfully complete the training of trainers (either in English or in French);
- 25 training officers (permanently or temporarily associated with EMPABB) complete the eight-week training of FPUs trainers – focused on the practical dimension.

Purpose of the evaluation

7. The purpose of this evaluation is to assess the relevance, effectiveness, efficiency, sustainability and impact of the Sustaining Peace in Mali and the Sahel Region through Strengthening Peacekeeping Training Capacities (phase II) project; to identify any problems or challenges that the project has encountered; and to issue recommendations, if needed, and lessons to be learned. The evaluation's purpose is thus to provide findings and conclusions to meet accountability requirements, and recommendations and lessons learned to contribute to programme improvement and organizational learning. The evaluation should not only assess how well the project has performed, but also seek to answer the 'why' question by identifying factors contributing to (or inhibiting) successful implementation and achievement of results.

Scope of the evaluation

8. The evaluation will cover the period from 15 August 2017 – 31 August 2018 and focus on the project's beneficiaries (FPUs), the extent to which knowledge and skills acquired or developed through the Programme have been applied and have produced changes in the security sector and the perception in the wider population. Although the scope of the evaluation does not include the first phase of the project (August 2016 - March 2017), the evaluator should take into account the first phase as background context in framing the evaluation's findings and conclusions.

Evaluation criteria

9. The evaluation will assess project performance using the following criteria: relevance, effectiveness, efficiency, impact and sustainability.

79.

- *Relevance: Is the project reaching its intended users and relevant to the beneficiaries' needs and priorities?*
- *Effectiveness: To what extent has the project produced its planned outputs and attained expected outcomes?*
- *Efficiency: To what extent were the outputs being produced in a cost-effective manner?*
- *Impact: What cumulative and/or long-term effects are expected from the project, including contribution towards the intended impact, as well as positive or negative effects, or intended or unintended changes?*
- *Sustainability: To what extent are the planned results likely to be sustained in the long term?*

Principal evaluation questions

10. The following questions are suggested to guide the evaluation:

Relevance

- a. *To what extent is the project, as designed and implemented, aligned with the needs and priorities of the project's individual and institutional beneficiaries?*
- b. *To what extent are the objectives of the project valid?*
- c. *Are the activities and outputs consistent with the project's overall goals and objectives?*
- d. *Were the activities and outputs consistent with the project's intended impacts and effects?*
- e. *To what extent is the project in alignment with UNITAR's mandate and strategic objectives?*
- f. *To what extent is the project relevant to contribute to international and regional efforts aimed at sustaining peace in Mali?*
- g. *How relevant is the project to supporting the 2030 Agenda for Sustainable Development and more specifically helping Member States to achieve Goal 16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels)?*
- h. *To what extent has project been relevant for advancing gender equality by encouraging Police Contributing Countries (PCCs) / FPU representatives to consider the deployment of female officers?*

Effectiveness

- i. *To what extent has the project contributed to sustainable learning in the FPUs and developed the capacity of MINUSMA?*
- j. *To what extent has the project been successful in supporting FPUs in the application of their knowledge and skills with a view to better supporting long-term stabilization in Mali and contributing to greater confidence in the role and functioning of the security sector in Mali and a change in perception of the wider population?*
- k. *To what extent has the project been successful in strengthening capacities of EMPABB to act as a centre of excellence for the preparation of FPUs prior to deployment?*
- l. *What factors have influenced the achievement (or non-achievement) of the Sustaining Peace in Mali (phase II) project's objectives?*
- m. *How effective has the project's partnership with the EMPABB been?*
- n. *How effective was the project's methodology to include training of trainers and coaching?*

- o. To what extent were a human rights-based approach and a gender mainstreaming strategy incorporated in the design and implementation of the project and more specifically in the selection of direct and indirect beneficiaries?*

Efficiency

- p. To what extent have the outputs been produced in a cost-efficient manner (e.g. in comparison with alternative approaches)?*
- q. Were the project's outputs and objectives achieved on time?*
- r. To what extent has the partnership with EMPABB been conducive to the efficient delivery of the project and achievement of results?*

Impact

- s. What observable end-results or organizational changes have occurred from the project?*
- t. What real difference has the project made in sustaining peace in Mali?*

Sustainability

- u. To what extent has the project contributed to better long-term stabilization in Mali?*
- v. What were the major factors which influenced the achievement or non-achievement of sustainability of the project?*
- w. How likely is it that enhanced, harmonized and standardized knowledge and skills of African FPU's in relation to their roles and responsibilities as part of regional and international stabilization efforts in Mali likely to continue beyond the scope of the programme?*
- x. What is the likelihood that the benefits of the project will continue after donor funding ceases?*
- y. To what extent is the project likely to sustain its objectives and successes in the mid- to long-term?*

Project management, monitoring and self-assessment

- 11. The evaluation will also include an assessment of the quality, application and effectiveness of project management, monitoring and self-assessment, including the performance of implementation arrangements and partnerships. In particular, the evaluation will seek to answer the following questions:
 - a. Has the project management team been effective and efficient in supporting the implementation of the project activities and delivery of results?*
 - b. How effective has the project management been in coordinating the project with the interaction with national counterparts in Mali?*

Evaluation Approach and Methods

The evaluation is to be undertaken in accordance with the [UNITAR Monitoring and Evaluation Policy Framework](#) and the [Norms and Standards of the United Nations Evaluation Group](#). The evaluation will be undertaken by a supplier or an international consultant (the "evaluator") under the overall responsibility of the UNITAR Planning, Performance Monitoring and Evaluation Manager (PPME).

- 12. The evaluation shall follow a participatory approach and engage a range of project stakeholders in the process. Data collection should be triangulated to the extent possible to ensure validity and reliability of findings and draw on the following methods: comprehensive desk review, including a stakeholder analysis; surveys; key informant interviews; focus groups; and field visits. These data collection tools are discussed below.

13. The evaluator should engage in quantitative and qualitative analysis in responding to the principal evaluation questions and present the findings qualitatively or quantitatively as most appropriate.

Data collection methods:

Comprehensive desk review

The evaluator will compile, review and analyze background documents and secondary data/information related to the Sustaining Peace in Mali (phase II) project. A list of background documentation for the desk review is included in Annex A.

Stakeholder analysis

The evaluator will identify the different stakeholders involved in the Sustaining Peace in Mali (phase II) project. Key stakeholders at the global level include, but are not limited, to:

- African Formed Police Units (FPUs) from Burkina Faso, Egypt, Senegal, Benin, Togo and Nigeria
- Ecole de Maintien de la Paix "Alioune Blondin Beye" (EMPABB) training officers and temporarily associated consultants and/or individual contractors
- National Police School of Mali, in Bamako
- United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) staff
- German Federal Foreign Office and Embassy in Mali
- Etc.

Survey(s)

With a view to maximizing feedback from the widest possible range of project stakeholders, the consultants shall develop and deploy a survey(s) following the comprehensive desk study to provide an initial set of findings and allow the evaluator to easily probe during the key informant interviews.

Key informant interviews

Based on stakeholder identification, the evaluator will identify and interview key informants. The list of global focal points is available in Annex B. In preparation for the interviews with key informants, the consultant will define interview protocols to determine the questions and modalities with flexibility to adapt to the particularities of the different informants, either at the global or at the national level.

Focus groups

Focus groups should be organized with selected project stakeholders at the global and national levels to complement/triangulate findings from other collection tools.

Field visit

A field visit to Mali shall be organized and the evaluator shall identify national informants, whom he/she will interview. It shall also be considered to organize a field visit to one or several of the following countries: Burkina Faso, Egypt, Senegal, Benin, Togo and Nigeria.

Identify and interview key informants (national)

Based on the stakeholder analysis, the evaluator will identify national informants, whom he/she will interview. The list of national focal points is available in Annex B.

Gender and human rights

14. The evaluator should incorporate human rights, gender and equity perspectives in the evaluation process and findings, particularly by involving women and other disadvantaged groups subject to discrimination. All key data collected shall be disaggregated by sex and age grouping and be included in the draft and final evaluation report.
15. The guiding principles for the evaluation should respect transparency, engage stakeholders and beneficiaries; ensure confidentiality of data and anonymity of responses; and follow ethical and professional standards.

Timeframe, work plan, deliverables and review

16. The proposed timeframe for the evaluation spans from August (initial desk review and data collection) to November 2018 (submission of final evaluation report). An indicative work plan is provided in the table below.
17. The consultant shall submit a brief evaluation design/question matrix following the comprehensive desk study, stakeholder analysis and initial key informant interviews. The evaluation design/question matrix should include a discussion on the evaluation objectives, methods and, if required, revisions to the suggested evaluation questions or data collection methods. The Evaluation design/question matrix should indicate any foreseen difficulties or challenges in collecting data and confirm the final timeframe for the completion of the evaluation exercise.
18. Following data collection and analysis, the consultant shall submit a zero draft of the evaluation report to the evaluation manager and revise the draft based on comments made by the evaluation manager.
19. The draft evaluation report should follow the structure presented under Annex C. The report should state the purpose of the evaluation and the methods used and include a discussion on the limitations to the evaluation. The report should present evidence-based and balanced findings, including strengths and weaknesses, consequent conclusions and recommendations, and lessons to be learned. The length of the report should be approximately 20-30 pages, excluding annexes.

20. Following the submission of the zero draft, a draft report will then be submitted to the Sustaining Peace in Mali (phase II) project management team to review and comment on the draft report and provide any additional information using the form provided under Annex D by 12 November 2018. Within one week of receiving feedback, the evaluator shall submit the final evaluation report. The target date for this submission is 26 November 2018.

Indicative timeframe: August – November 2018

Activity	August	September	October	November
Evaluator selected and recruited				
Initial data collection, including desk review, stakeholder analysis				
Evaluation design/question matrix				
Data collection and analysis, including survey(s), interviews and focus groups and field visit				
Zero draft report submitted to UNITAR				
Draft evaluation report consulted with UNITAR evaluation manager and submitted to the Sustaining Peace in Mali (phase II) project management team				
Sustaining Peace in Mali (phase II) project management team reviews draft evaluation report and shares comments and recommendations				
Evaluation report finalized and validated by the Sustaining Peace in Mali (phase II) project management team				

Summary of evaluation deliverables and indicative schedule

Deliverable	From	To	Deadline
Evaluation design/question matrix	Evaluator	Evaluation manager	10 September 2018
Comments on evaluation design/question matrix	Evaluation manager/ Sustaining Peace in Mali (phase II) project manager	Evaluator	17 September 2018
Zero draft report	Evaluator	Evaluation manager	15 October 2018
Comments on zero draft	Evaluation manager	Evaluator	22 October 2018
Draft report	Evaluator	Evaluation manager	29 October 2018

		Sustaining Peace in Mali (phase II) project manager	
Comments on draft report	Sustaining Peace in Mali (phase II) project manager	Evaluation manager	12 November 2018
Final report	Evaluation manager	Sustaining Peace in Mali (phase II) project manager	26 November 2018

Communication/dissemination of results

21. The final evaluation report shall be written in English or French; an executive summary shall be written in both languages. The final report will be shared with all partners and be posted on an online repository of evaluation reports open to the public.

Professional requirements

22. The evaluator should have the following qualifications and experience:

- MA degree or equivalent in international relations, political science, development or a related discipline. Training and/or experience in the area of peace would be a clear advantage.
- At least 7 years of professional experience conducting evaluation in the field of capacity building, sustainable learning and peacekeeping.
- Technical knowledge of the focal area including the evaluation of learning and peacekeeping missions.
- Field work experience in developing countries.
- Excellent research and analytical skills, including experience in a variety of evaluation methods and approaches.
- Excellent writing skills.
- Strong communication and presentation skills.
- Cross-cultural awareness and flexibility.
- Availability to travel.
- Fluency in English and French.

Contractual arrangements

23. The evaluator will be contracted by UNITAR and will report directly to the Manager of the Planning, Performance Monitoring, and Evaluation Unit ('evaluation manager'). The evaluator should consult with the evaluation manager on any procedural or methodological matter requiring attention. The evaluator is responsible for planning any meetings, organizing online surveys and undertaking administrative arrangements for any travel that may be required (e.g. accommodation, visas, etc.). The travel arrangements will be in accordance with the UN rules and regulations for consultants.

24. The Manager of PPME reports directly to the Executive Director of UNITAR, and is independent from all programming related management functions at UNITAR. According to UNITAR's Monitoring and Evaluation Policy, PPME formulates annual corporate evaluation plans within the established budgetary appropriations in due consultation with the Executive Director and Management and conducts and/or manages corporate evaluations at the request of the Executive Director and/or programmes and other Institute divisional entities.

Moreover, in due consultation with the Executive Director and Management, PPME issues and discloses final evaluation reports without prior clearance from other UNITAR Management or functions. In managing mandated, independent project evaluations, PPME may access the expenditure account within the ledger account of the relevant project and raise obligations for expenditure. This builds the foundations of UNITAR's evaluation function's independence and ability to better support learning and accountability.

Evaluator Ethics

25. The evaluator selected should not have participated in the project's design or implementation or have a conflict of interest with project related activities. The selected consultant shall sign and return a copy of the code of conduct under Annex F prior to initiating the assignment.

Annexes:

- A: List of documents and data to be reviewed**
- B: List of Project Partners and Contact Points**
- C: Structure of evaluation report**
- D: Audit trail**
- E: Evaluator code of conduct**

Annex A: List of documents/data to be reviewed

- *Narrative* Reports, including financial reports
- Legal Agreement
- Content of *UNITAR* website
<https://www.unitar.org/ja/node/4650>
- Database of Sustaining Peace in Mali (phase II) events
- Content from events
- Any other document deemed to be useful to the evaluation

Annex B: List of Sustaining Peace in Mali (phase II) Contact Points (to be completed by project Management)

Partners	
Organization	Focal Point

Annex C: Structure of evaluation report

- i. Title page
- ii. Executive summary
- iii. Acronyms and abbreviations
1. Introduction
2. Project description, objectives and development context
3. Theory of change/project design logic
4. Methodology and limitations
5. Evaluation findings based on criteria/principal evaluation questions
6. Conclusions
7. Recommendations
8. Lessons Learned
9. Annexes
 - a. Terms of reference
 - b. Survey/questionnaires deployed
 - c. List of persons interviewed
 - d. List of documents reviewed
 - e. Evaluation question matrix
 - f. Evaluation consultant agreement form

Annex D: Evaluation Audit Trail Template

(To be completed by the Sustaining Peace in Mali (phase II) project management to show how the received comments on the draft report have (or have not) been incorporated into the evaluation report. This audit trail should be included as an annex in the evaluation report.)

To the comments received on (date) from the evaluation of the Sustaining Peace in Mali (phase II)

The following comments were provided in track changes to the draft evaluation report; they are referenced by institution ("Author" column) and track change comment number ("#" column):

Author	#	Para No./ comment location	Comment/Feedback on the draft evaluation report	Evaluator response and actions taken

Annex E: Evaluation Consultant Code of Conduct and Agreement Form*

The evaluator:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. He/she should provide maximum notice, minimize demands on time, and respect people's right not to engage. He/she must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. He/she are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncovers evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. He/she should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, he/she must be sensitive to and address issues of discrimination and gender equality. He/she should avoid offending the dignity and self-respect of those persons with whom he/she comes in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, he/she should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Is responsible for his/her performance and his/her product(s). He/she is responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form⁴¹

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: _____

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at *place* on *date*

Signature: _____

*This form is required to be signed by each evaluator involved in the evaluation.

⁴¹www.unevaluation.org/unegcodeofconduct

Annex 2: List of Documents Reviewed

Document – name
Project document & log frame
Annual and mid-term report
Financial report for phase I & budget disbursements for phase I and phase II
Mid-term and Final reports phase I
Donor MoU and Amendment
Benin & Burkina Faso mission reports
Training materials obtained during the field mission
SSR reports on Mali – DCAF 2014 and 2016
Feedback forms for ToTs
Confidence evaluation form
Methodology tools for ToT
Project document for Phase 3

Annex 3: List of Stakeholders Interviewed

Type	Organization	Number of Interviewees	Location	Female	Male
Donor	German Army	1	Mali	0	1
PCC	Police	1	Senegal	0	1
Police Trainees	Police	3	Mali	1	2
Police Trainees	Police	2	Burkina Faso	0	2
Trainers	Police	8	Mali	4	4
Trainers	Police	1	Burkina Faso	0	1
Training Institute	EMPABB	4	Mali	0	4
UN	UNITAR	2	Geneva	1	1
UN	MINUSMA	6	Mali	1	5
Total		28		7	

Annex 4: Data Collection Instruments (questionnaires; interview questions..)

In order to collect the needed information amongst all stakeholders and ensure due process, it was best to design a series of interview guidelines. All interview guidelines will start with the following key points:

Name of stakeholder:

Position:

Date and location of the interview

- The evaluator thanks the interviewee for awarding time to answer our questions
- Restate objectives of the evaluation.
- Explain the confidentiality of this interview and how that person's name will not be mentioned in the evaluation or any discussion related to the findings of the evaluation. Inform of the time needed for the interview -30 to 45 minutes and that their participation will be taken as the informed consent.
- Ask first question about that interviewee's responsibility or affiliation with the programmes to get context and level of engagement.

Interview guidelines will be divided according to the types of stakeholders as identified above (sampling) and according to GE&HR guidelines and considerations for 1) UNITAR project team; 2) EMPABB partners; 3) FPU's; 4) Trainers; 5) International Counterparts; and 6) PCCs

Interview question sheets will be prepared the day beforehand following the matrix from the IR and the instructions below. Each questionnaire should be adjusted to the interviewee. The interview should not exceed 45 minutes. Leave the right part of the page for note taking and comments – additional questions

Interview notes guideline – at the end of each day, the evaluator will review her notes and summarizes them.

Minutes template for interviews

Stakeholder:

Location:

Date:

Stakeholders attending:

Interview Overview

Write the answers on the questionnaire sheets so it is easier for reference. But in a summary form with key critical points that answers the questions (electronically).

Here highlight any questions that could not be answered either through lack of time, refusal of the stakeholder.

Highlight any sensitivity during the interview.

Relevance:

--
--

Key Takeaways and additional information to collect

Survey questions for Trainees and Trainers

Online questionnaire and questionnaire to be distributed during group discussions to FPU trainees

A questionnaire has been developed for recipients of training activities of the project as well as for the trainers.

It will be sent via email, using the project's database of trainers available to the UNITAR and EMPABB's management team. The evaluator concluded that the best way to send the questionnaire was in a word document and via email in order to avoid potential internet failures, if an online survey software was used instead. This process should hopefully yield a sufficient high level of responses so the information can complement the other collected data. In addition, it was concluded that the questionnaire for the FPUs trainees will be distributed during group discussions during the field mission, as emails of the trainees are not available and most do not have access to the internet. However, as their opinion is critical for this evaluation, the evaluator will try to meet with several countries FPUs while on mission. The following introduction letter will be sent along with the table below via email.

Dear trainers,

UNITAR's training project to sustaining peace in the Sahel has been implemented since 2016 and has been in its second phase. The project's objectives were to harmonize and standardized the trainings in order to equip the African FPUs deployed to MINUSA as a means to contribute to regional and international efforts to sustaining Peace. An independent evaluation is currently being conducted so as to assess results and determine successes, challenges and lessons learned with a view to making appropriate recommendations for future programming.

As a trainer to the program, your views are important to obtain feedback for the evaluation process. I thank you for your time in responding to the following questions.

I guarantee that all provided information will be treated in confidence and only used anonymously to help me triangulate the findings for the evaluation.

The deadline for completion is September 30th 2018. In case you have any questions do not hesitate to contact me, the evaluator at UNITAReval@gmail.com

Once again, thank you for your time and contribution.

Best,
Emmanuelle Diehl

1. Please indicate your nationality

2. What is your Gender?

Male

Female

3. Were you already a trainer prior to taking part this training of trainers by EMPABB and UNITAR? Yes/no

4. Where did you get certified as a trainer for pre-deployment training for peacekeeping operations?

5. What was your profession before becoming a trainer?

On the training of trainers delivered by EMPABB

6. To what extent did ToT curriculum equip you to conduct the trainings to FPU's?

Not useful at all Less useful Useful Very useful

Please provide details if not useful

7. To what extent did you feel confident after the ToT training to deliver trainings to FPU's?

Not confident somehow confident confident fully confident

Please provide details on what elements of the training were the most useful

Please add any additional comments you may have. Thank you

Questionnaires for trainees:

1. Please indicate your nationality

2. What is your Gender?

a. Male

b. Female

3. When did you get trained by UNITAR/EMPABB's trainers?

4. In which County are you currently stationed? Mali, or any other country of the Sahel

5. Is it your first deployment to MINUSMA?

6. Based on the options below, please assess how useful the trainings you attended have been to your deployment.

Very Useful Useful Less Useful Not Useful at all

7. Were you able to apply awareness, knowledge or skills from the workshop into your daily work? Explain how in a few sentences.

8. To what extent were Human Rights introduced during the trainings organised by UNITAR-EMPABB that you attended?

Totally disagree Disagree Agree Fully agree

9. To what extent were the concepts of Gender mainstreaming and female peacekeepers' roles discussed during the training sessions you attended?

Totally disagree Disagree Agree Fully agree

10. What part of the trainings was most useful to your daily work in MINUSMA?

11. To what extent did you come out of the training more confident going into MINUSMA?

Very Useful Useful Less Useful Not Useful at all

12. Were the training sessions sufficient to understanding how to apply theory to practice?

Very Useful Useful Less Useful Not Useful at all

Please elaborate on your response: -----

13. Did you receive any mentoring sessions?

YES NO

If yes?

In what form? And by whom? Please elaborate on your response: -----

14. To what extent were the trainers able to respond to your questions?

Not at all Somewhat Yes Fully

15. To what extent did you find the trainers qualified?

Not at all qualified Somewhat Qualified Fully qualified

Please elaborate on your response: -----

16. Please indicate whether you agree with the following statements.

The UNITAR-EMPABB trainings have strengthened FPU's work practices and peacekeeping procedures

Totally disagree Disagree Agree Fully agree

The levels of collaboration between FPU's within MINUSMA have improved

Totally disagree Disagree Agree Fully agree

You are more aware of and respects Gender equality and the role of female peacekeepers

Totally disagree Disagree Agree Fully agree

You are more aware of and respects Human Rights issues

Totally disagree Disagree Agree Fully agree

Your role towards sustaining peace in Mali and in the Sahel has improved?

Totally disagree Disagree Agree Fully agree

You have a clearer understanding of their mission in MINUSMA and in the Sahel post-training than before?

Totally disagree Disagree Agree Fully agree

17. How has the training received by UNITAR-EMPABB affected your work and that of your institution?

Very Positively
Positively
Not at all

Negatively

18. Any last comments on the trainings and what other types of trainings would be useful for your work?

Annex 5. Log frame

The table below is based on the evaluation findings from the interviews, desk review, observation in the field and survey. It is based on the project log frame of phase II.

	Output	Indicators	Evaluator comments	Evaluator's rating
Overall objective/ Impact	(Direct) Strengthened capacities of African FPU to better support long-term stabilization in Mali.	Number of PCCs reporting an improved performance of FPU vis-à-vis the achievement of the mission mandate following deployment <u>Baseline:</u> 0 <u>Target:</u> 5	According to interviews with PCCs from Senegal, Burkina Faso and the Police Commanding Unit of the MINUSMA, performance was improved. However, this assessment remains subjective and will remain unless the indicator is better defined such as what is meant by improved performance?	Likely partially achieved. Complete evidence lacking, as final narrative report has not been submitted
	(Indirect) Strengthened capacities of EMPABB to act as a centre of excellence for the preparation of African FPU prior to deployment.	Number of training sessions for FPU independently delivered by EMPABB fully meeting UNITAR quality standards within one year from the completion of the project. <u>Baseline:</u> 0 <u>Target:</u> 20	No trainings were yet implemented independently from UNITAR. Poll of trainers is only comprised of male trainers.	Not achieved-

		Establishment of institutionalized, gender-balanced pool of trainers within EMPABB, able to deliver pre-deployment training within six months from the completion of the project. <u>Baseline:</u> 0 <u>Target:</u> 1		
Project's Specific objective	(Direct) Strengthened understanding by African FPU's of their specific roles and responsibilities in effectively contributing to regional and international stabilization efforts in Mali.	% of participants fully achieving the learning objectives at the end of each training session. <u>Baseline:</u> 0 <u>Target:</u> 80%	According to interviews with PCCs from Senegal, Burkina Faso and the Police Commanding Unit of the MINUSMA, performance was improved. However, this assessment remains subjective and will remain unless the indicator is better defined such as what is meant by improved performance?	Likely partially achieved. Complete evidence lacking, as final narrative report has not been submitted
	(Indirect) Strengthened knowledge and skills of selected individuals, permanently or temporarily associated with EMPABB, in the area of design, delivery and evaluation of pre-deployment training (theoretical and practical) for African FPU's.	% of participants fully achieving the learning objectives at the end of the training of trainers. <u>Baseline:</u> 0 <u>Target:</u> 80% % of participants attending the training sessions (theoretical or practical) delivered by the newly trained trainers rating the delivery as fully or mostly satisfactory. <u>Baseline:</u> 0 <u>Target:</u> 80%	According to interviews, the desk review and the survey	Achieved - surpassed
Expected results 1/output 1	Training officers (permanently or temporarily associated	Number of training officers (permanently or temporarily associated with EMPABB)	According to the desk review and interviews. 38 trainers were trained.	Achieved

	with EMPABB) complete the five-day training of FPU trainers plus the ten-day theoretical session on UN peace operation.	completing the training of FPU trainers <u>Baseline:</u> 15 (officers trained during pilot phase of the project) <u>Target:</u> 29 (14 new officers under the current project)		
1 Activities/ Tasks 1	<ul style="list-style-type: none"> - Delivery of five-day training of FPU trainers (permanently or temporarily associated with EMPABB); - Delivery of ten-day theoretical training session on UN peace operations (to complement the training of trainers). 	<p>Number of five-day training of FPU trainers (permanently or temporarily associated with EMPABB) delivered</p> <p><u>Baseline:</u> 1 (training of trainers delivered during the pilot phase) <u>Target:</u> 2 (1 new training of trainers delivered under the current project)</p> <p>Number of ten-day theoretical training sessions on UN peace operations (to complement the training of trainers) delivered</p> <p><u>Baseline:</u> 1 (training of trainers delivered during the pilot phase) <u>Target:</u> 2 (1 new training of trainers delivered under the current project).</p>	According to the desk review and interviews	Achieved
Outcome 2 Expected results 2/output 2	<ul style="list-style-type: none"> - Members of FPU successfully completing the theoretical training sessions prior to deployment to MINUSMA; - Members of FPU successfully completing the 	<p>Number of members of FPU successfully completing the theoretical training sessions prior to deployment to MINUSMA.</p> <p><u>Baseline:</u> 214 (members trained during pilot phase of the project) <u>Target:</u> 1194 (980 new members under the current project)</p> <p>Number of members of FPU</p>	According to interviews, and desk review. These targets were based on the targeted countries. As mentioned in the report, not all targeted countries benefited from the training and therefore the target of 1194 was not achieved. 616 FPU were trained	Partially achieved


	practical training sessions prior to deployment to MINUSMA.	successfully completing the practical training sessions prior to deployment to MINUSMA. <u>Baseline:</u> 200 (members trained during pilot phase of the project) <u>Target:</u> 760 (560 new members under the current project)		
2 Activities/ Tasks 2	<ul style="list-style-type: none"> - Delivery of ten-day theoretical training sessions on UN peace operations for FPU by the trained trainers of EMPABB, under the supervision of UNITAR coaches (8 training sessions for Togo; 4 training sessions respectively for Senegal, Nigeria, Benin, Egypt, Burkina Faso); - Delivery of six-week practical training sessions for FPU (4 six-week training session respectively for Benin, Egypt, Togo, Burkina Faso). 	<p>Number of ten-day theoretical training sessions on UN peace operations for FPU by the trained trainers of EMPABB, under the supervision of UNITAR coaches delivered</p> <p><u>Baseline:</u> 7 (training sessions delivered during the pilot phase) <u>Target:</u> 35 (28 new training sessions delivered under the current project).</p> <p>Number of six-week practical training sessions for FPU delivered</p> <p><u>Baseline:</u> 2 (training session delivered during the pilot phase) <u>Target:</u> 6 (4 new training sessions delivered under the current project).</p>	According to desk review and interviews. A total of 32 trainings were delivered. The targets were only partially achieved as not all targeted countries became beneficiaries of the project and therefore the number of trainings was less than planned.	Partially achieved
3 Expected results 3/output 3	POC/HR focal points from PCCs successfully completing the training of trainers (either in English or in French).	Number of POC/HR focal points from PCCs successfully completing the training of trainers (either in English or French). <u>Baseline:</u> 12 (individuals trained during pilot phase of the project) <u>Target:</u> 47 (35 new focal points under the current project)	Based on desk research and interview. However, the target was based on the full number of targeted countries and some did not become beneficiaries of the project. In that respect, the target was almost achieved as it trained 26 POC.	Partially achieved

3 Activities/ Tasks 3	- Delivery of 2 two-week training sessions for POC/HR focal points from PCCs (1 session in English and 1 session in French).	Number of two-week training sessions for POC/HR focal points from PCCs delivered <u>Baseline:</u> 1 (training session delivered during the pilot phase) <u>Target:</u> 3 (2 new training sessions delivered under the current project)	According to desk research and interviews. 1 session was conducted in phase II	Partially achieved
4 Expected results 4/output 4	- 25 training officers (permanently or temporarily associated with EMPABB) complete the eight-week training of FPU trainers – focused on the practical dimension.	Number of training officers (permanently or temporarily associated with EMPABB) completing the eight-week training of FPU trainers – focused on the practical dimension. <u>Baseline:</u> 24 (individuals trained during pilot phase of the project) <u>Target:</u> 49 (25 new focal points under the current project)	According to desk research and interviews. 24 new trainers	Achieved
4 Activities/ Tasks 4	- Delivery of eight-week training of FPU trainers (permanently or temporarily associated with EMPABB) – focused on the practical dimension.	Number of eight-week training of FPU trainers (permanently or temporarily associated with EMPABB) – focused on the practical dimension delivered <u>Baseline:</u> 1 (training session delivered during the pilot phase) <u>Target:</u> 2 (1 new training sessions delivered under the current project)	According to desk research and interviews.	Achieved

Annex 6. Evaluation Consultant Agreement Form signed

The evaluator:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. He/She should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Is responsible for his/her performance and his/her product(s). He/She is responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form¹	
Agreement to abide by the Code of Conduct for Evaluation in the UN System	
Name of Consultant: <u>Emmanuelle Diehl</u>	
Name of Consultancy Organization (where relevant): _____	
I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.	
Signed at <u>Barcelona</u> on <u>July 11th 2018</u>	
Signature: _____	_____