Navigating Complexity. A Review of Training for Peace in Africa

Final Evaluation

Elling N. Tjønneland & Chris Albertyn

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Navigating Complexity

A Review of Training for Peace in Africa

Commissioned by Norad, the Norwegian Ministry of Foreign Affairs and the Embassy of Norway in Pretoria

Final Report
June 2010

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Executive Summary

This document provides an independent review of *Training for Peace in Africa* which, since its start in 1995, has been provided with NOK 170 million to strengthen African capacities for participation in peace support operations. The focus of Training for Peace (TfP) has been on the police and civilian components of multidimensional peace operations through training, research and policy advice.

Over the past five years the programme has expanded both geographically and in scope. In addition to the original implementing partners – Institute for Security Studies (ISS), African Centre for Constructive Resolution of Disputes (ACCORD) and the Norwegian Institute of International Affairs (NUPI) – TfP now also provides support to the Kofi Annan International Peacekeeping Training Centre (KAIPTC) in West Africa, and to the planning element of the Eastern African Standby Brigade (EASBRIG). The Norwegian Police Directorate has also been brought into the programme to help facilitate a major expansion of pre-deployment training of police officers.

The review team's overall conclusion is that TfP has been an important programme with highly relevant activities and outputs. It has achieved important outcomes and it has made a significant contribution to the evolving African Peace and Security Architecture, especially the conceptualisation of complex peace support missions and the role of the police and civilians in such missions. At the same time the review finds that outcomes have been uneven and that the programme has struggled with implementing suggested measures to enhance effectiveness and efficiency. This is partly the result of insufficient attention to programme management and planning for results.

Purpose

The review was commissioned to examine the efficiency of TfP and the extent to which the programme developed according to plans in relation to the purpose. The review was thus looking back and assessed programme relevance, efficiency, effectiveness, impact and sustainability.

In addition the team was also asked to look to the future and advise on possible continuation after the expiration of the current phase at the end of 2010, providing possible recommendations for adjustments and corrections if the programme continued.

The review scrutinised extensive programme-related documentation and conducted nearly 60 interviews with TfP representatives and key informants in Norway, South Africa, Zimbabwe, Kenya, Ethiopia and Ghana in February/March, 2010. The team also attended the TfP Annual General Meeting in March.

Findings

Training has been the dominant activity within TfP. The overall impression of the team is that the programme has succeeded in providing significant numbers of highly relevant training activities and outputs. TfP has also achieved significant outcomes, but these are more uneven. A main current success is training of police officers for deployment in Darfur and in Somalia. The review emphasises that future training needs to become more directly informed based upon an assessment of needs and on specification of targets to be met. It will also require more emphasis on working with training provided by other donors and to align with programmes of the training institutions and the needs of the African Standby Force (ASF).

Research has been a core component of TfP since the start and a range of important publications have emerged. The team is less impressed by the current research activities. There is little systematic applied research and outputs are uneven and less satisfactory. Important efforts have, however, been made in 2008 and 2009 to improve research planning and to facilitate joint research.

TfP has recorded important achievements in providing technical assistance and support to the evolving African Peace and Security Architecture (APSA) and the African Standby Force (ASF) in particular. In the current phase this includes significant support to the AU Peace Support Operations Division (PSOD) and their preparations and planning for the role of the civilian component.

Furthermore, the team highlights the importance of TfP for evolving Norwegian policies and approaches to peacekeeping and peacebuilding in Africa. The TfP programme has provided the Ministry of Foreign Affairs with an important and valuable platform for dialogue and co-operation with the AU, the UN and with other countries.

The team notes that TfP has evolved in a flexible way with much trust given to TfP partners and implementing agencies in defining their response to changing demands and priorities. This may have been important in the pioneering stage of the TfP, but in the current context more emphasis must be placed on using the available resources to achieve clearly defined TfP objectives and priorities. This is challenging and demanding considering the diversity of TfP partners, the rapid expansion of the programme in recent years and the changing context and demands.

The review team notes that the Ministry of Foreign Affairs has attempted to facilitate a shift towards more focus and coherence in TfP in the current phase. Some improvements are also recorded in the last few years, but far less than expected by the team.

There remains insufficient attention to monitoring and reporting results beyond the listing of outputs. This gap is a weak link in programme management, and further reduces the ability of programme champions to effectively communicate programme impact. TfP is institutionally under-developed in providing systems for monitoring, learning and developing from its own interventions. TfP does not have an overall strategic plan from which the programme can monitor and determine its overall impact. This has weakened the effectiveness and efficiency of the programme.

The Ministry and the TfP partners have a shared responsibility for the weaknesses and shortcomings in programme management.

Recommendations

Through TfP a strong platform has been established for further Norwegian support to peace support missions and dialogue with stakeholders. The team recommends a continuation of the programme, but also proposes a series of changes and adjustments to ensure that the programme can continue to make a relevant contribution. This includes recommendations for:

- a more clearly defined focus and strategic framework for the programme;
- stronger strategic and administrative management of the programme; and
- adjustments to some individual activities within training, research and policy advice.

Acronyms and Abbreviations

ACCORD	African Centre for Constructive Resolution of Disputes
AFDEM	African Civilian Standby Roster for Humanitarian and Peace Building Missions
AGM	Annual General Meeting
AMISOM	AU Mission in Somalia
APSA	AU Peace and Security Architecture
APSTA	African Peace Support Trainers Association
ASF	African Standby Force
AU	African Union
CAO	Civil Affairs Officer
CIMIC	Civil-Military Coordination
CMI	Chr. Michelsen Institute
CPPC	Civilian Peacekeeping and Peacebuilding Course
CPX	Command Post Exercise
CSO	Civil Society Organisation
DPKO	UN Department of Peacekeeping Operations
DRC	Democratic Republic of Congo
€	Euro
EAPCCO	Eastern Africa Police Chiefs Coordinating Organisation
EAPSM	Eastern African Peace and Security Mechanism
EASBRICOM	Eastern African Standby Brigade Coordination Mechanism
EASBRIG	Eastern Africa Standby Brigade
ECCAS	Economic Community of Central African States
ECCASBRIG	Economic Community of Central African States Brigade
ECOBRIG	Economic Community of West African States Brigade
ECOWAS	Economic Community of West African States
EU	European Union
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HQ	Head Quarter
IAB	International Advisory Board of TfP
IAPTC	International Association of Peacekeeping Training Centres
IGAD	Intergovernmental Authority on Development in Eastern Africa
IMTC	International Mission Training Centre
IPSTC	International Peace Support Trainers Centre
ISS	Institute for Security Studies
KAIPTC	Kofi Annan International Peacekeeping Training Centre
LECIA	Legon Centre for International Affairs
MAPEX	Map Exercise
MFA	Norwegian Ministry of Foreign Affairs
MINURCAT	UN Mission in the Central African Republic and Chad
MONUC	UN Mission in Democratic Republic of Congo
MoU	Memorandum of Understanding
n. a.	not available
NARC	North African Regional Capability

NASBRIG	North African Standby Brigade
NATO	North Atlantic Treaty Organisation
NOK	Norwegian Kroner
NORDEM	Norwegian Resource Bank for Democracy and Human Rights
NUPI	Norwegian Institute of International Affairs
OSCE	Organisation for Security and Cooperation in Europe
PAPCBAP	Pan African Police Capacity Building Program
PBSO	Peacebuilding Support Office
PCC	Police Contributing Countries
PLANELM	Planning Element
PSO	Peace Support Operation
PSOD	Peace Support Operations Division
REC	Regional Economic Community
RM	Regional Mechanism
RPTC	Regional Peacekeeping Training Centre
SADC	Southern African Development Community
SADCBRIG	Southern African Development Community Brigade
SADSEM	Southern African Defense & Security Management Network
SAFDEM	Southern African Civilian Standby Roster for International Humanitarian Missions
SAPS	South African Police Service
SARPCCO	Southern African Regional Police Chiefs Cooperation Organization
SOP	Standard Operating Procedures
SSF	SADC Standby Force
TCC	Troop Contributing Countries
TfP	Training for Peace in Africa
TOT	Training of Trainers
UN	United Nations
UNDP	United Nations Development Program
UN DPKO	United Nations Department of Peacekeeping Operations
UNAMID	African Union-United Nations Hybrid Operation in Darfur
UNSC	UN Security Council
UNMIL	UN Mission in Liberia
UNMIS	UN Mission in the Sudan
UNOCI	UN Operations in Cote d'Ivorie
UNPOC	United Nations Police Officers Course
USD	US Dollar
VAWC	Violence against Women and Children
ZAR	South African Rand

1: Introduction

This report provides an independent review of *Training for Peace in Africa* which since its start in 1995 has been provided with NOK 170 million to strengthen African capacities for participation in peace support operations. The focus has been on the police and civilian components of multidimensional peace operation through training, research and policy advice. Over the past five years the programme has expanded both geographically and in scope. In addition to the original implementing partners – ISS, ACCORD and NUPI – TfP now also provides support to a training centre in West Africa (KAIPTC) and to the planning element of the Eastern African Standby Brigade (EASBRIG). The Norwegian Police Directorate has also been brought into the programme to help facilitate a major expansion of pre-deployment training of police officers.

This review was commissioned by the Norwegian Ministry of Foreign (MFA) and the Embassy of Norway in Pretoria through Norad. Its purpose, as outlined in the Terms of Reference (attached as annex 1) was to examine the efficiency of TfP and the extent to which the programme developed according to plans in relation to the purpose. The review was thus looking back and assessed programme relevance, efficiency, effectiveness, impact and sustainability. In addition the team was also asked to look to the future and advise on possible continuation after the expiration of the current phase at the end of 2010, and to provide, if TfP continues, recommendations for adjustments and corrections.

After a tendering process the contract to carry out the review was awarded to the Chr. Michelsen Institute (CMI) in Norway. The review team was led by senior researcher Elling N. Tjønneland (CMI) and comprised consultant Chris Albertyn (Chris Albertyn and Associates CC, South Africa) and research assistants Kari Heggstad and Michael Hertzberg (both CMI). Director Gunnar Sørbø and Research Director Arne Strand (both CMI) provided quality control and early inputs into the preparation and planning of the review.

The review began in mid-January with data collection and a first round of discussions with the MFA and the Embassy in Pretoria. An inception report was submitted in mid-February. Over a period of close to eight weeks in February/March the team interviewed nearly 60 individuals in South Africa, Zimbabwe, Kenya, Ethiopia, Ghana and Norway. The team also attended the Annual General Meeting of TfP in Nairobi in March, as well as the Annual General Meeting of the African Peace Support Trainers Association in Durban in February. A full list of those interviewed is provided in annex 2.

The review team was also expected to meet with senior management and officials in the Eastern African Standby Brigade Coordination Mechanism, but due to their undertaking an out of office mission, was unable to do so during the team's visit to Nairobi. Time constraints

also prevented the team from having interviews with members of TfP's international advisory board, UNAMID and other end users in Sudan.

The team has benefited from the support and assistance of a number of people. Programme managers and officials at TfP partner institutions, MFA and at several Norwegian embassies have provided much assistance to the team during the review. Above all, the team would like to take this opportunity to gratefully acknowledge and thank TfP partners and the numerous individuals interviewed. They gave graciously of their valuable time to facilitate the team's country visits and to provide information, analysis, interpretations and explanations. The views of all of these stakeholders were crucial in helping the team to formulate its assessments and recommendations.

A draft report was submitted to Norad and the Ministry of Foreign Affairs on 6 April. The team received written comments from both and from the four TfP-partners.

The team has attempted to address the issues in the Terms of Reference and in the comments received. Needless to say, the flaws and omissions are entirely ours. The team is also responsible for the views and recommendations expressed in the final report.

Bergen and Durban
4 June 2010

2: TfP – an overview

TfP was launched in 1995 as Training for Peace in Southern Africa. The idea originated in discussions between NUPI and MFA in 1994. It followed an emerging emphasis within the UN to work with regional organisations in peacemaking as well as a Norwegian wish to engage with the new South Africa. Following a fact-finding mission to South Africa in 1995, two South African NGOs – ISS (then named Institute for Defence Policy) and ACCORD - were selected as partners in Southern Africa. Together with NUPI as coordinating partner they were responsible for implementing the programme with funding from MFA.[1]

Phase 1: 1995-2001

The objectives of TfP, as spelled out in the first project document, included:

- contribution to the building of a regional capacities for participation in peacekeeping operations through delivery of training programmes in SADC countries;
- provision of training to personnel from Defence, Foreign Affairs and NGOs in the region in these countries;
- develop knowledge of peacekeeping and conflict management through seminars and workshops; and
- promotion of policy development in peacekeeping.

ISS and ACCORD held a range of seminars and workshops and developed a strong capacity to do further work and training in this area. Facilitated by the TfP partners as well as the SADC Regional Peacekeeping Training Centre (RPTC) in Harare a number of people from Southern Africa also attended UN training courses in Norway (and other Nordic countries).

NUPI played a key role in the early years in transferring knowledge of peacekeeping to the partners in South Africa. They also provided lecturers (including staff from the Norwegian Police Directorate/Police Academy as well as the Norwegian Defence Force) to most of the workshops. The first workshops can best be described as introductory "awareness" seminars familiarising participants with peacekeeping issues.

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[1] The main sources of information for this overview chapter are L. C. Andresen et al., *The Project "Training for Peace in Southern Africa*", Oslo: Ministry of Foreign Affairs 2000 (*Evaluation Report 3/2000*); M. C. Goulding et al., *Review of the Training for Peace in Southern Africa programme*, 16 August 2004 (unpublished review commissioned by the Ministry of Foreign Affairs); and Training for Peace in Africa, *An Overview of the Training for Peace Programme, 1995-2008*, n. p. (Oslo), n. d. (2009). Additional data are derived from the TfP website, www.trainingforpeace.org and project documents.

Over time, and in conjunction with other initiatives outside of TfP, ISS and ACCORD developed significant capacity as African non-governmental organisations engaged in the peace and security sector. A division of labour also crystallised with ISS focusing more on the police and ACCORD on civilians. In 1998 ISS began with training of police and in 1999 ACCORD launched its first training courses in civil-military coordination and conflict management.

The partners also produced a range of publications and undertook activities seeking to contribute to policy development, especially in relation to South Africa's emerging peacekeeping policies, but also at the regional level and the evolving SADC Organ on Politics, Defence and Security Cooperation.

Phase 2: 2002 – 2005/6

An independent evaluation in 2000 recommended a continuation of the programme. A new programme document covering the 2002-2005 period was finalised and funding was provided for a second phase.[2]

The project document defined the overall objective of TfP as being to

- contribute to state and human security in the SADC area through the establishment of a self-sustaining, multifunctional peacekeeping and peace-building capacity in the region.

Furthermore, a specific objective focussed on the provision of advice to the Norwegian Ministry of Foreign Affairs in the formulation of policies for peacekeeping, peacebuilding and reconciliation issues relevant to co-operation between Southern Africa and Norway.

The project document identified two key outputs from the second phase

- a substantial pool of trained people who are ready to participate in peacekeeping operations; and
- a self sustaining, multifunctional peace operations/peacekeeping training capacity in the SADC region.

The main activities would remain training; research; and policy development, publicity and information. In the preparation for the second phase it was considered to invite a fourth partner, the regional police organisation (SARPCCO) based in Harare, but due to the evolving political situation it Zimbabwe it was decided to drop that proposal. It was envisaged that a fourth partner would be identified in the first year. The evaluation report had suggested the involvement of NGOs in Zimbabwe.

Specialised training programmes were further developed. ISS provided its police training in close co-operation with SARPCCO while ACCORD provided its civilian peacekeeping and peacebuilding courses. Both also developed relations with the UN DPKO. ISS and ACCORD provided lecturers to training courses organised by others, including courses targeting military officers (e.g., South African War College and the SADSEM programme).

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[2] Cf. *Training for Peace in Southern Africa 2002-2005, Programme document*, Oslo: NUPI n.d. (unpublished).

In 2003 an agreement was concluded between TfP and the Zimbabwe-based AFDEM (then SAFDEM) whereby AFDEM would maintain a database – a stand-by roster - of trained civilians available for deployment in peace support missions. AFDEM was also funded from Norway (in the early days also from Canada), but outside the TfP-budget.

TfP was also instrumental in establishing the African Peace Support Trainers Association (APSTA), the African Chapter of the International Association of Peacekeeping Training Centres (IAPTC). The first Secretariat (from 2001) was provided by ACCORD and in 2005 it moved to ISS.

This period saw a major expansion of ISS' and ACCORD's activities in Sub-Saharan Africa with both opening offices in other countries. TfP was one of several components in their activities on the continent. Developments in the African Peace and Security Architecture (APSA) also provided new opportunities and new demands. In particular the AU decision to develop an African Standby Force (ASF) was to have important implications for the direction and focus of TfP.

MFA commissioned a mini-review of TfP in 2004. Following their recommendations and a subsequent report from NUPI it was decided in 2005 to expand TfP to West Africa and to invite KAIPTC to become a new partner. A pilot phase was envisaged. Shortly thereafter the original TfP partners also recommended that TfP be extended to cover the whole of Africa (for practical purposes Sub-Saharan Africa). This was later approved by MFA.

Phase 3: 2007-2010

In 2006 the MFA decided to extend TfP for a new phase, but made a number of changes and adjustments. These included

- TfP should have a stronger focus on AU and the evolving ASF; and
- MFA's strategic and political management of the programme should be strengthened.

The financial frame should stay the same (NOK 15 million per year to the four partners), but it was also stated that additional funding may be allocated from 2007 for activities that could strengthen the civilian dimension (including policing) of peace support missions.

Changing management structures (see below) delayed the start-up. Bridging funding was provided for 2006 and 2007 while the third phase – now covering the 2008-2010 period – was prepared. Furthermore, at the end of 2007 MFA – as a result of growing demand for training, especially of police personnel to UNAMID – decided to expand the framework to NOK 23 million in 2008. In addition it decided upon an increased TfP focus on Eastern Africa with funding provided directly to EASBRIG.

The programme document for the third phase became available as a programme framework document in May 2008.[3] It was prepared by MFA based on applications from each of the four partners. It stated that the

> *"overall goal* of the TfP programme is to promote peace through improved and self-sustaining African civilian and police capacity for the management and implementation of peace operations and peacebuilding missions in Africa, adapted to the emerging African security architecture.
>
> The needs and priorities of the African Union (AU), Regional Economic Communities (RECs) and other regional mechanisms, as well as that of the United Nations in Africa, inform the direction and strategies of the TfP Programme. The programme focus is on the operationalization of the civilian and police components of the African Standby Force (ASF), and on contributions to the development of an operational ASF roster with a pool of trained civilian capacities. Both training and policy development should focus especially on support to the AU, RECs and African states in developing the ASF. The civilian and police capacity developed for the ASF are also intended to benefit United Nations peace operations in Africa.
>
> The *purpose* is to contribute to strengthening African capacities for effective integration of civilian and police dimensions in African peace operations and peacebuilding missions. In order to achieve this, the programme aims at delivering capacity-building training, research and policy development support that serves to enhance the efforts of the AU and Regional Economic Communities (RECs) in building African capacities for peace missions under UN or AU auspices by focusing on the following *key objectives:*
>
> - Contributing to building stronger regional police training capacity, including a flexible and significant pool of police trainers, to cope with the raising demands for mission specific police training in Africa;
> - Contributing to building a reliable regional stand-by capacity of civilian experts for peacekeeping missions and peacebuilding elements of the African security architecture, including AU PSOD and relevant sections in the regional communities/mechanisms;
> - Advocate and support the development of the ASF civilian dimension;
> - Contributing to the creation of a common language and common culture of peacekeeping and peacebuilding on the continent that will serve to support collective approaches to security, peace support operations, conflict management; and
> - Promoting policy development and innovate ideas from both within and outside the continent so as to improve the understanding, organization and conduct of peace support operations in the African region.
>
> The Programme shall strive for cost-effective, demand-driven and sustainable approaches. This also implies an increased focus on cooperation and coordination with international and regional organisations, in particular the UN and AU. Also, TfP partners should cooperate actively on training issues and programs. The partners should strive to follow up and implement UNSC Resolution 1325. Gender and HIV/AIDS dimensions should be incorporated at all levels where relevant."

The main programme *outputs* identified in the programme framework consist of training of civilian and police peacekeeping and peacebuilding personnel, applied research and policy development and public outreach.

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[3] Cf. *Training for Peace in Africa, Phase 3: 2008-2010, Programme Framework* (22.05.08) (unpublished).

In the third phase a main focus of ISS has remained on training of police, especially through the delivery of UNPOC courses through the regional police organisations in SADC and Eastern Africa. Training on HIV/AIDS and VAWC are also provided through SARPCCO. A database of police personnel trained through ISS courses has been developed. Technical support to policy development at the AU and EASBRIG, and to a lesser extent SADC, is also provided.

ACCORD has shifted its training to in-mission training and mission-specific training in UN and AU missions. It has also concentrated much on technical support to the AU in developing policies and capacities on the role of civilians in peace support missions, and on staffing requirements and stand-by rosters.

KAIPTC has provided pre-deployment training for UNAMID as well as applied research and advisory work on broader security issues in West Africa, especially related to security sector reform in Liberia.

NUPI's role in the third phase has primarily revolved around research, including being a focal point for joint research projects, as well as being in charge of the information strategy, website and TfP-branding. They also do advisory work for MFA, especially in relation to UN and to the UN DPKO.

A main development in the third phase was the expanded demand for training, especially tactical pre-deployment training for missions in Sudan (UNAMID) and Somalia (AMISOM) The Norwegian Police Directorate was brought into the programme – although not as a regular partner – to help manage the demand for pre-deployment training of police for UNAMID. Training was delivered both in Nigeria (2008) and Ghana (2009) through the national police agencies in those countries as well through KAIPTC (2009). Norwegian trainers to West Africa have been limited with most trainers provided from a local pool.

In the case of Eastern Africa – which emerged as a major new focus for TfP – a Norwegian senior police officer was seconded to the EASBRICOM. Additional TfP-funding was made available for recruitment of local police and civilians to this facility. EASBRICOM remains the only REC/RM with a civilian component. Pre-deployment training – mainly for UNAMID and AMISOM - was provided with support from the Police Directorate (2009) together with a Nordic team of trainers supplemented by – compared to West Africa – a smaller team of trainers from Eastern Africa (mainly recruited from the pool trained by ISS through EAPCCO). Training was provided through IPTC in Nairobi.

AFDEM continued to expand and maintain its database and stand-by roster for civilians (with Norwegian funding, but outside TfP).

The third phase also saw a much stronger involvement by the MFA, both in strategic management of TfP and especially in relation to the UN. This was also crucial in facilitating the greater use of TfP resources and the police directorate in pre-deployment training.

Finance and management

TfP is a big programme. In total around NOK 170 million has been allocated to TfP since the start in 1995. This includes NOK 70 million for the current 2008-2010 phase. A complex and changing structure has been in place to manage a programme with many partners and implementing agencies.

From the start NUPI was managing and coordinating the programme on behalf of the MFA. This ended in 2006 with the MFA assuming direct responsibility, first managed from HQ and from 2008 through the Embassy in Pretoria. The annual general meeting is the main and only formal arena for joint consultations between the partners and between the partners and the funder. Originally, a steering committee bringing all parties together in a more tightly organised programme was envisaged but this was abolished in late 1996. Since then a Director's meeting has met infrequently (the last time in 2008) and in 2009 a first (and at the time of the review only) formal meeting of programme managers from the partner institutions took place.

At the beginning a Norwegian reference group was established composed of representatives from MFA and other Norwegian agencies. The reference group was replaced by an International Advisory Board in 2005 composed of prominent and experienced individuals. They were appointed by MFA after consultations with partners. The IAB meets once a year and provide advice to MFA as well as the TfP on strategic development of the programme.

Funding for TfP is provided from the Department for Regional Affairs and Development (where the two Africa sections are located). This Department is responsible for the management of TfP and for ensuring that the programme is implemented and results achieved. The Department (first through Africa Section I and then Africa Section II) had for a brief period also the direct co-ordinating responsibility before this was delegated to the Embassy in Pretoria. Other Embassies are also involved in certain management tasks, especially the Embassy in Abuja through the Accra office in relation to KAIPTC. The Embassy in Addis – responsible for relations with AU – also interacts with TfP. In the past Norad had some management responsibilities but after the transfer of Norad's operational responsibilities to MFA Norad involvement has mainly been to provide technical advice and assessments if requested to do so by MFA or an Embassy.

Strong professional oversight and policy support have, since the start, been provided by MFA's Department for Security Policy and its Section for Global Security Issues. This Section has played a key role in facilitating the recent expansion of TfP and the use of TfP-resources in pre-deployment training for UNAMID and AMISOM.

Profile of partners

TfP has four partners, each bringing a distinct profile and area of competence to TfP.

The *African Centre for the Constructive Resolution of Disputes* (ACCORD) is a civil society organisation based in Durban, South African. It was established in 1992 with the primary objective to provide a mechanism to deal with conflicts arising out of the transition from

apartheid to democracy in South Africa. It is now an organisation that works throughout Africa to bring creative African solutions to the challenges posed by conflict on the continent. In 2009 ACCORD had a budget of ZAR 60 million and a staff compliment of 81 (of which 44 work at the Burundi office). In addition to TfP funding, Norway also provides some project funding to ACCORD (mainly for work in Burundi).

ACCORD's primary aim is to influence political developments by bringing conflict resolution, dialogue and institutional development to the forefront as an alternative to armed violence and protracted conflict. ACCORD specialises in conflict management, analysis and prevention and intervenes in conflicts through mediation, negotiation, training, research, and conflict analysis. It publishes a magazine (*Conflict Trends*) and a peer reviewed journal (*African Journal for the Constructive Resolution of Conflicts*).

The *Institute for Security of Studies* (ISS) was established in 1991 (as the Institute for Defence Policy) with a focus on defence and security transformation in South Africa. It has evolved into a pan-African applied policy research institute with offices in Cape Town, Nairobi, and Addis Ababa in addition to a separate head office in Pretoria.

The ISS is an established think-tank working in the area of African human security. It seeks to mainstream human security perspectives into public policy processes and to influence decision makers within Africa and beyond. The objective of the Institute is to add critical balance and objectivity by providing timely, empirical research and contextual analysis of relevant human security issues to policy makers, area specialists, advocacy groups, and the media. It maintains a very comprehensive website and has an extensive publication list, including the publication of peer reviewed journal (*African Security Review*) and a magazine (*Africa.org*).

Norway provides substantial core funding to ISS in addition to TfP-project funding. ISS reports employing 137 staff members in 2010 with a budget of ZAR 175 million. In 2009 the ISS annual budget was ZAR 155 million.

Kofi Annan International Peacekeeping Training Centre (KAIPTC) in Accra, Ghana was officially opened in 2003. The Centre was envisaged to address not only Ghana's needs for training to meet the changing demands of complex and multidimensional peacekeeping, but also the requirements of the West African sub-region and the continent. The Centre was named after the former UN Secretary-General Kofi Annan in recognition of his contributions to world peace and security. It is recognized by ECOWAS as one of three regional training centres in West Africa.

The Centre provides training for Ghanaian military and police personnel to be deployed in peace support missions. Furthermore, it also runs a number of training workshops and seminars with participants from other countries. The Centre also organises policy seminars and research on broader issues of peace and security, including security sector reform.

During 2008/09 year the British Government withdrew its substantial financial support and staffing at KAIPTC – comprising more than 30% of overall budget. Norway and the Nordic countries stepped in and provided bridging funding in 2009. There is currently some discussion among Nordic countries to develop a joint funding arrangement for KAIPTC. While KAIPTC enjoys the support of many donor countries, the recent spread in balance of donor support has enabled much stronger local ownership and direction.

KAIPTC has a staff of 207, of which 153 are sponsored by the Ghana Ministry of Defence, two by the Ghana Police, ten through National Service, and five attached interns. 47 positions are funded by donor agencies. Through the 2009 bridging fund Norway provided for five positions (in addition to TfP funding).

The 2009 KAIPTC audited figures declare a 2009 operating cost of about USD 5.4 million. Germany, Sweden and Norway are the biggest external donors to KAIPTC.

The *Norwegian Institute of International Affairs* (NUPI) was established by the Norwegian Parliament in 1959, with the aim of contributing to greater awareness and insight into international issues through research and policy advice. It has a staff compliment of 72 and a budget of about NOK 65 million (2009). It publishes 2 peer reviewed journal and is recognised as a main think-tank and research institute on Norwegian foreign policy.

In addition to the formal partners three other institutions plays a key role in TfP. The *African Civilian Standby Roster for Humanitarian and Peace Building Missions* (AFDEM) is small institution (operating out of the offices of the Legal Resource Foundation in Bulawayo, Zimbabwe). AFDEM have developed and maintained a database and stand-by roster of civilians available for deployment to African and international organisations in humanitarian operations, democracy interventions and peace support missions. It facilitates deployment by assisting in identifying and recruiting personnel. Main deployments have been for various UN agencies (including UN peace missions) as well as for election observation teams in SADC countries and other African countries. It was established in 2000 with funding from Norway and Canada. Today Norway, but outside the TfP-framework, is the sole donor apart from minor project funding from Germany (GTZ).

The Norwegian police' history of engagement with TfP began with the launch of the project in 1995. It played an important role through NUPI in facilitating transfer of knowledge to TfP partners in South Africa on the police dimension in peace support missions. Up until 2007 this was mainly through the *Norwegian Police Academy*. NUPI and the Academy provided lecturers to most ISS training courses for the police. Since 2008 there has been a direct involvement by the *Norwegian Police Directorate* in TfP. The directorate has delivered TfP training programmes in West Africa (Nigeria, Ghana and through KAIPTC) and in Eastern Africa (Kenya). Since 1989 this Directorate has participated in a number of international operations, mainly through the UN, EU and OSCE as well as bilateral projects of which TfP is one. This is currently financially and administratively regulated through a framework agreement between the Police Directorate and the MFA. Current deployments in Africa are in Liberia (UNMIL) and Sudan (UNMIS and UNAMID).

The independent coordination secretariat (EASBRICOM) for the Eastern African Standby Force (EASBRIG) was operationalised in 2007. It is one of the five RECs/RMs providing a regional standby force for the AU. EASBRIG aims to provide the Eastern Africa Region with appropriate capabilities to prevent and manage the incidence of conflicts, and facilitate rebuilding. It comprises Sudan, the Horn of Africa, Indian Ocean Island States and countries belonging to the East African Community. The Secretariat is relatively large and has significant donor funding, including technical advisors. TfP has since 2008 funded the secondment of a Norwegian police commissioner and – since 2009 – several positions in the police and civilian component of the Secretariat.

3: Findings: Achievements, results and impacts

How do we measure the impact of a programme like TfP? This is a challenging task. Partly there is a methodological problem in isolating the effects of one particular intervention on social, institutional and political change. Partly because TfP project documents are weak in addressing results. Data tends to be confined to listing of activities and outputs with limited focus on outcomes and indicators measuring progress. These weaknesses are also strongly emphasised in Norad's desk-appraisal of the 2008 programme framework as well as in the 2004 Review, and in the 2000 Evaluation.[4]

The team's overall findings, based on reading of documents, interviews with a wide range of stakeholders, and assessments of the dynamics of the evolving context are that TfP has made a significant contribution to the management of peace support missions in Africa. TfP through its partners has delivered high-quality products and services which have been highly relevant to the TfP objectives. Outcomes are evident in use of personnel trained, and in the role of the technical input from TfP partners in the evolving African Peace and Security Architecture. In particular TfP has played an important part in advancing the role of civilians and the police in planning and preparation of the ASF, and in contributing to the further development of capacities within ISS and ACCORD to engage with peacekeeping issues, and in informing Norwegian foreign policy.

Flexibility in management and approach coupled with alignment with African priorities, and strong commitment and support from MFA are key elements behind these achievements. The ability of the partners to address weaknesses and adapt to changing contexts are also important enabling features of the TfP history.

The team has however also identified weaknesses in TfP which have reduced both the effectiveness and efficiency of the programme. This has become more evident with the recent expansion of the programme. Insufficient attention to management by MFA, and failure to ensure that partners remain focused and respond collectively to changing contexts, have contributed to reduced effectiveness and efficiency of TfP.

The team concludes that the growth of TfP in budget, partners and activities challenges the MFA to arrive at decisions through a strategic balancing act of some key factors; these include:

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[4] Cf. Norad's unpublished desk appraisal of TfP from 29 April 2009 (commissioned by MFA's Regional Department); L. C. Andresen et al., *The Project "Training for Peace in Southern Africa"*, Oslo: Ministry of Foreign Affairs 2000 (*Evaluation Report 3/2000*); and M. C. Goulding et al., *Review of the Training for Peace in Southern Africa programme*, 16 August 2004 (unpublished review commissioned by the Ministry of Foreign Affairs).

- Further developing and communicating an overall strategic framework whereby partners' individual contributions can be seen to be more than the sum of their individual parts;
- Finding a balance between flexible support, and sufficiently detailed planning and reporting whereby partners can demonstrate focus, relevance, outcomes, and that together, the MFA can add up the parts to demonstrate overall impact of the programme in contributing towards achieving the selected priority outcomes;
- In a sector that has become crowded with actors, meeting the management challenge of coordination internal and external to TfP. How to incentivise coordinated efforts among TfP partners, and how to coordinate with other donors working to achieve the same objectives with TfP partners, and with key target groups?

The team will assess TfP's contributions in training, research and policy development. But first we need to summarise the baseline – the context. What was the situation before the intervention began, and what are the situation and challenges now? How has the African peace and security architecture evolved? And how does TfP compare to other external interventions to support peace support operations in Africa?

Contextual background: The African Peace and Security Architecture

There have been major changes in African capacities to manage conflicts and to contribute to peace support missions since the start of TfP 15 years ago. This is indicated by the sheer number of peacekeepers from Africa. About 35 000 of the nearly 75 000 UN peacekeepers currently in Africa (January 2010) are drawn from African troop contributors (compared to 20 000 of 50 000 in 2005 and 9000 of 14 000 in 2001).

Since 1995 there have been seven African Union or subregional peacekeeping operations: in Sierra Leone (1997-99); in Guinea-Bissau (1999); in Cote d'Ivoire (2003-2004); in Burundi (2003-2004); in Darfur (2004 to date); in Comores (2008); and in Somalia (2007 to date). Darfur (UNAMID) and Somalia (AMISOM) are multidimensional involving also police and civilian components in addition to the military. The mission in Darfur has the highest number of police in any peace support mission to date.

The African Union has also developed the African Peace and Security Architecture with the Peace and Security Council as the primary decision-making body. Officially launched in 2004 the architecture now encompasses a range of conflict-prevention activities supported by the panel of the Wise and the Continental Early Warning System and most importantly five subregional response elements that form the African Standby Force (ASF).[5]

The ASF is prepared for rapid employment for a range of peacekeeping operations. Six mission scenarios were identified ranging from a military advisor to a political mission (scenario 1) to AU intervention in cases of grave circumstances (scenario 6). The ASF is not

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[5] While TfP project documents may be weak on baseline information, most partners have published extensively on the evolving peace and security architecture although mostly outside the framework of TfP-funding. See e.g., Solomon A. Dersso, *The role and place of the African Standby Force within the African Peace and Security Architecture*, Pretoria: Institute of Security Studies 2010 (*ISS Paper* 209, January). The ISS, in particular, also maintains a good website on this subject (www.issafrica.org).

envisaged as a standing force, but as a standby multidisciplinary force with military, police and civilian components in their countries of origin ready for deployment at appropriate notice.

The ASF is organised into five regional brigades:

- The Southern African Development Community (SADC) brigade (SADCBRIG);
- The East African Peace and Security Mechanism (EAPSM), which is known as the Eastern Africa Standby Brigade (EASBRIG);
- The Economic Community of West African States (ECOWAS) brigade (ECOBRIG);
- The North African Regional Capability (NARC) brigade, which is known as the North African Standby Brigade (NASBRIG); and
- The Economic Community of Central African States (ECCAS) brigade (ECCASBRIG).

Each of the regional economic communities (RECs)/regional mechanisms (RMs) shall establish a small full-time planning element, a brigade headquarters, and pledged brigade units. Each REC/RM are expected to prepare by 2015 a capability consisting of military, police and civilian elements of about 5000 personnel with an initial capability by 2010.

The AU has made much progress, and kept deadlines, with regard to the elaboration of various documents and concepts, but is lagging behind in several other areas. The civilian component is for example lagging substantially behind. Neither the AU nor the RECs/RMs has staff in place to deal with this (with the exception of EASBRIG). There remains insufficient training capacity to meet the demands. There are some training centres on the continent that can provide regional and continental support, but not with the capacity to meet with the ASF training needs. Nor is a rostering system for maintaining a database on availability of police and civilian capability in place. In the current deployments by AU we also note that the civilian component is very limited (with a current level of about 50 persons).

The AU has set ambitious goals for the ASF. These goals are also particularly demanding given the multinational and multinational character of the standby force. An added challenge – and major constraint - for the AU is also that they have to deal with the double challenge of both building its institutions and responding to crises. The AU is still very much an institution in transition and does not yet have the structures and human resources in place to deal with its new tasks and goals. A failure to develop the institutional capacity may easily lead to a situation where the needs to respond to crises undermines the attention necessary for the further development of institutional capacity.

External funding is crucial to achieve both institutional development and to fund costly peace support missions. The AU receives contributions from donors both in financial aid and in kind, but much of this support is *ad hoc* and, in addition to inhibiting long-term planning, is complicated by the individual requirements of donors for accounting, reporting and auditing. Currently there are more than 130 different contributions channelled to the AU – each with its own monitoring and reporting requirements.

A UN/AU high-level panel on the financing of AU-led Peace Support Missions (the *Prodi Panel*) was appointed in 2008. Its report seeks to provide the basis for a sustainable UN-AU

partnership in peace operations.[6] Not much seems to have happened to it recently. There is still a degree of scepticism within the UN and UN Security Council of the readiness and institutional capacity of the AU.

These challenges are also evident – with regional variations – in the RECs/RMs. The cases of *Eastern African Peace and Security Mechanism* and the *SADC Organ on Politics, Defence and Security Cooperation* are illustrative. In the case of Southern Africa – the main focus of TfP in the first 10 years of its operations – SADC has a long history of engaging with peace and security issues. It originated with the Frontline States in the 1970s, but became more institutionalised with the SADC Organ on Politics, Defence and Security Cooperation and the establishment of a small Organ Directorate (secretariat) at the SADC Secretariat in 2002. Following the AU decisions on the establishment of the ASF, it has established a planning element to facilitate the SADC Standby Force. Originally fully staffed by military officers seconded by member states (now 9 officers), it now also has a police component (6 persons) and officers for corrections/prisons. Limited progress has however, been made in establishing a civilian component as required by the AU roadmap although a secondment from a member state (Lesotho) to head up a civilian component is in the pipeline. At the SADCBRIG's 2009 field exercise in South Africa a number of NGOs were however, invited to participate.

The SADC Organ also has two subsidiary organisations. One is the *Regional Peacekeeping Training Centre* (RPTC) located in Harare. SADC is the only REC/RM with a training centre funded by member states. They have a professional staff of four and two senior administrators funded through the regular SADC budget and support staff (11) provided by the host country (Zimbabwe) and operates from their own conference venue with accommodation facilities for up to 30 people. The RPTC staff includes a police training officer and they are expecting a SADC allocation for a military and civilian training officer. Funding for training has been a major constraint. RPTC was established with Danish support but when that and other donor-funding came to a halt as a result of the political development in Zimbabwe the RPTC struggled for years to secure funding for training courses. This is however now beginning to change. Funding has from 2009 been coming from outside sources (mostly from EU's Africa Peace Facility provided through the AU and filtering down via the SADC planning element, but also from other European sources such as Germany, France and – in 2010 – also the UK). The RPTC does not have the capacity at present to provide regional pre-deployment and mission specific training (in Southern Africa this mainly takes place at the national level).

There is also a regional law enforcement agency, the *Southern African Regional Police Chiefs Coordination Organisation* (SARPCCO), which acts as Interpol's regional office, but now falls under the SADC Organ. SARPCCO are providing train-the-trainer courses for police officers from member states in peace support operations (mainly through UNPOC courses provided to junior police officers and delivered by TfP/ISS). The clarification of roles and responsibilities between the RPTC and SARPCCO in providing training for police officers for peace support missions still to be finalised, but the expectations on both sides are that this will shift to the RPTC.[7]

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[6] See the *Report of the African Union-United Nations panel on modalities for support to African Union peacekeeping operations*, New York: UN 2008 (A/63/666 S/2008/813) (Report from the Prodi Panel).
[7] See also the report from the *SADC RPTC curriculum development workshop 2nd -4th February 2010, Harare, Zimbabwe* (unpublished).

The provision of peacekeepers from the SADC to ongoing UN/AU peace operations is however, still low compared to other regions. In January 2010 deployment from the 15 SADC members states to UN missions (including UNAMID) was less than 4000 compared to 35 000 from the rest of Africa.

SADC's relations with outside donors in this area have remained poor. Apart from funding from the EU peace facility provided through the AU, the main external funding – but on a limited scale – is coming from Germany through GTZ which provides funding for some regional staff in the Organ directorate as well as some project funding in the area of electoral observation, conflict mediation and development of training capacities at the RPTC and SARPCCO. GTZ has also helped strengthen the capacity of SADC Council of NGOs to engage with the SADC Organ, including the signing of a MoU.

The regional mechanism in Eastern Africa is different from SADC (and other RECs) both in its setup and in its approach to funding from external sources. It is not based on any of the RECs, but is a construction of the AU's ASF vision. AU has 5 official regions, but recognises 8 regional economic communities. To create a standby force from Eastern Africa a special Regional Mechanism (RM) had to be established. At first it was based at IGAD, but since many countries in the region are not members of this REC a separate RM had to be set up. It comprises highly divided, fractured and volatile sub-regions – from Sudan, the Horn of Africa, East African Community (except Tanzania which is with SADC) and Island states.

This mechanism has succeeded in establishing a fairly large planning element, but its support and anchorage in member states may be weak. It has a nearly fully staffed military (14), police (5) and civilian component (4). Several of these positions are funded by donor countries directly (Norway through TfP funds 2 positions in the civilian component and 3 in the police component). Significantly, EASBRICOM also has a number of technical advisors from donor countries. This includes 8 in the military component; 2 in the police component; and 2 in the civilian component. The regional training is provided through the Kenyan *International Peace Support Training Centre* (IPTC), which is also a well-funded institution. With TfP-funds – through the Police directorate - it has provided training of police for deployment in UNAMID and AMISOM as well as for EASBRICOM's police roster.

Challenges and capacity constraints to peacekeeping capacities are not confined to the AU and their RECs/RMs. The UN, the dominant player in peace support operations in Africa, also experiences difficulties. This is also evident at the technical level and in their capacity to deploy. The UN finds themselves overstretched and confronted with numerous and increasingly complex operations all across the globe. A major challenge of direct relevance for TfP, has been very slow deployment rates to missions in Africa. A number of the current missions are plagued by high vacancy rates. At the end of 2008 UN operations globally were short of about 18 000 people, or 20% of the authorized level of more than 90 000 troops and military observers. The average vacancy rate for international civilian staff has been around 22% and 34% for police personnel. The deployment rates have slowed down over the years. The vacancy rates for the UNAMID - the hybrid UN/AU mission in Darfur – are particularly high. In 2008 the recorded discrepancy between authorised and deployed staff was 7121 (37%) military troops, 3665 (57%) police and 5034 (56%) civilian personnel.[8]

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[8] These figures are derived from A. Solli et al., *Bottlenecks to Deployment? The Challenges of Deploying Civilian Personnel to Peace Operations,* Oslo: NUPI 2009 *(Security in Practice 3/2009).*

Donors and external support

Financial and technical assistance are important requirements for the AU and the RECs/RMs to succeed both in its ongoing peace support operations and in the building of the ASF. Many donor organisations and non-African governments are providing or offering support in these efforts. When the TfP-programme was launched in 1995 it was fairly unique in its efforts to move beyond purely military dimensions in approaches to peacekeeping. Today there are a plethora of support programmes and offers for co-operation from a very large number of countries and agencies.[9]

Most programmes are linked to specific countries or sub-regions, but there are also a few Africa-wide initiatives. Most significant is the EU-funded Africa Peace Facility, a fund established to support the AU's peace operations (including conflict prevention and post-conflict stabilisation), the evolving African Peace and Security Architecture and capacity building of the AU and the RECs/RMs. Significant funding is also available for training institutions servicing the needs of the peace and security architecture. Only limited funds have so far been disbursed and spent on training. The Facility was launched in 2003 and the current allocation (2008-2010) amounts to €300 million.[10]

Germany and Canada are also active with major programmes in TfP's area of operation. On the German side there are several programmes and projects. Of particular relevance is GTZ's African Police Programme, a project started in 2008 to support police capacity by strengthening national police structures in 9 countries with UN peace operations as well as support to the deployment of police in peace operations. Support is also provided to the AU PSOD to develop and expand its police planning unit. This includes staffing at PSOD (3 police experts and a police commissioner) and funding for development of training structures and conceptual improvement. The PSOD component is funded with €1.4 million in the 2008-2010 period. GTZ also provides funding to the AU's Directorate on Peace and Security (early warning and post-conflict reconstruction), and contributes to the UNDP's multi-donor programme to the same directorate.

GTZ also has related programmes in several sub-regions. In SADC it has a programme which apart from funding to the SADC Organ directorate and activities, also has provided project funding for AFDEM related to election observation, and for curriculum development at the regional training centre (RPTC). In Eastern Africa, GTZ provides funding to the civilian component in EASBRICOM. In West Africa its also has projects to support the civilian component of ASF, including funding to KAIPTC.[11]

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[9] See also the overview of the various donor-funded programmes and projects provided in S. Klingebiel et al., *Donor Contributions to the Strengthening of the African Peace and Security Architecture*, Bonn: German Development Institute 2008 (*Studies Deutsches Institut für Entwicklungspolitik 38*) and in Nicoletta Pirozzi, *EU Support to African Security Architecture: Funding and Training Components*, Paris, EU Institute for Security Studies 2009 (*Occasional papers, 76*).

[10] See also the joint communiqué from *6th meeting of the joint coordination committee of the African Peace Facility*, Addis Ababa, 3 February 2010 (http://www.africa-union.org/root/UA/Actualites/2010/fev/Joint%20Communique%206th%20JCC%202010%20VERSION%205%20FINAL%204-2-2010%20_2.pdf) and the unpublished *Report of the African Union and European Support to African Training Institutions Workshop*, Nairobi, 8th – 12th February 2010. This followed a joint AU/EU assessment of all training institutions with a regional or continental focus that conduct training in the three components of the ASF (military, police and civilian).

[11] Data on the GTZ activities are derived from interviews and from the GTZ website – www.gtz.de

Germany – from its Foreign Office – also provides direct funding to The Pearson Peacekeeping Centre in Ottawa. The Pearson Centre has for many years, with Canadian funding, provided training programmes for African police working through Canadian Police. A special Pan African Police Capacity Building Program (PAPCBAP) has been launched which seeks to strengthen the capacity of the police to participate more effectively in AU and/or UN peace support operations. Originally with a focus on West Africa it has now expanded to cover other regions and includes components focusing on "train-the-trainer" courses and working with national and regional institutions.[12]

Most traditional donor countries will have one or more support programmes. The bigger countries (such as the US, France or the UK) all have major programmes for the military. Training is an important focus for many. Also the "non-traditional" foreign countries – especially the major South powers – are becoming increasingly important players in the field. India (together with neighbouring Pakistan and Bangladesh) is a major troop-contributing country to peace operations in Africa. There are consultations between the AU and India on co-operation related to civilian dimensions in multidimensional peace operations and post-conflict reconstruction.[13] China is also becoming increasingly active. It is also the biggest supplier of troops to UN missions in Africa among the permanent members of the Security Council.

South Africa has become an important role-player for many Northern donor countries seeking to build partnerships with South Africa in third countries in Africa. This has become strongly evident in police operations. The UK has entered into co-operation with the Southern African Police Service (SAPS) in the DRC. Sweden is doing the same with SAPS in Rwanda and in November 2009 – after several years of preparation - Norway signed a business plan for support to SAPS activities in Sudan. Training is a core component in all of these programmes.

This provides the context for the major interventions by Norway and others from the 1990s to provide training programmes to build capacities for participation in peacekeeping operations. What has been achieved?

Training

Training has remained the dominant core activity of TfP since inception. The emphasis, attention and target groups have changed over the years with a current strong focus on tactical training for deployment in UN/AU operations. The 2008 programme framework states that training remains a core activity and shall focus on clearly identified needs relating to civilian and police dimensions.[14] Furthermore, the framework emphasises that:

> "The programme strives to develop a robust and flexible capacity to handle urgent and unpredictable training requests. Emphasis will be on "in-time" training, i.e. training in advance of deployment/employment of personnel to new or ongoing peace missions, and `in-mission' training, when training is optimally delivered in ongoing missions as new training needs emerge."

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[12] See also the Pearson website for additional information on their Africa programmes - www.peaceoperations.org

[13] This was also emphasised in the April 2008 India-Africa Forum Summit in Delhi. An informative presentation and discussion of the Summit and its outcomes can be found in S. Naidu & H. Herman, "India in Africa. No "Sleeping walking" in Africa", *Global Dialogue. An international affairs review*, vol. 13, 2008, No2 (August) (available from www.igd.org.za).

[14] Cf. *Training for Peace in Africa, Phase 3: 2008-2010, Programme Framework* (22.05.08) (unpublished).

The target groups identified do however suggest a slightly broader focus. Training shall be tailored to specific target groups such as

> • "The police and other professionals in the security sector,
> • Civil servants; e.g. in the ministries of foreign affairs, defence, interior and justice,
> • NGOs, in particularly those operating in peace and peacebuilding missions,
> • Regional and national politicians; particularly members of parliamentary defence and security committees and also their AU and REC equivalents."

TfP has been criticized in the past for poor and insufficient reporting of the training outputs and for neglecting to assess outcomes. Training has often been confined to the training activity itself with limited attention to how the course participants have benefited from the training in their work or in peace support operations. The team concurs with this criticism, but also notes that these problems have been addressed in the current programme phase and that – some - progress has been made. There is however, a need for further improvement.

The first task of the team was to establish how many have been trained. In the 2009 booklet from TfP outlining the history and achievements of the programme it is noted that over 8500 persons – civilians and police – have been trained in the 1995 – 2008 period.[15] The team have not been able to verify this figure. The raw data available seems to indicate that recording of training activities has been uneven, especially during the first 10 years of operation. Some of the training activities have been workshops with no particular training element and in some cases individual lectures are listed as a training activity. We also note that in several instances where individual TfP partner staff has been commissioned as resource persons at training programmes run and funded by others this has been recorded as TfP-training. These remarks should however, not hide the fact that a very high number of persons - 8500 – have been exposed to TfP activities.

Furthermore, the team also notes that the training activities have included far more than police and civilians. A substantial number of military officers have also benefitted from the programme, particularly in the first 10 years. Few civil servants from other government ministries, such as Foreign Affairs departments, have participated in TfP-activities.

Statistics and outputs

The team has not attempted to reconstruct the number of persons trained, but we do note that figures are very high, that the training has expanded considerably in the last few years, especially after the geographical expansion of the programme and in response to the need of ongoing missions. TfP training has become increasingly more targeted on police and civilians. The team examined more closely training provided in the current project phase and for the years 2008 and 2009. What do they tell us? The hard data is summarised in Table 3.1 below.

The Table shows that in 2008 and 2009 a total of 1571 persons participated in training courses funded by the TfP-programme. This figure excludes courses where TfP-resource persons have contributed but where training courses are funded by others. Over 850 of these participants are police officers participating in tactical pre-deployment training (typically lasting 2 weeks). Of these between 550 and 650 persons (estimate) have been deployed in missions (primarily

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[15] See p. 12 in Training for Peace in Africa, *An Overview of the Training for Peace Programme, 1995-2008*, n. p. (Oslo), n.d. (2009)

UNAMID and AMISOM). 238 persons (mainly civilians) have participated in in-mission courses (typically lasting 2-3 days).

Table 3.1
TfP training 2008 and 2009

Partner	Courses 2008	Courses 2009	Remarks	Total trained
ISS	1: 3 x UNPOC (58) 2: 2 x UNPOC clinic (50) 3: 1 x HIV/AIDS (19) 4: 1 x VAWC (20) 5: Pre-deployment 2 x Malawi (81) 1 x Uganda (54) 6: 1 x SADC RPTC (18) Total: 300	1: 2 x UNPOC (33) 2 : 2 x UNPOC clinic (28) 3: 2 x HIV/AIDS(43) 4: 1 x VAWC (22) 5: Pre-deployment Seychelles (25) Total: 151	Limited or no reporting on outcomes of pre-deployment training and on SADC training	1: 92 2: 78 3: 62 4: 42 5: 160 6: 18 Total: 452
ACCORD	3 x CPPC mission preparedness courses for ECOWAS, SADC and EASBRIG (63) In-mission courses for UNMIS and MONUC (58)	1: 2 x CPPC – AMISOM (72) 2: 2 x SADC RPTC (95) 3: 4 x CMIC (UNOCI, UNAMID, MINURCAT) (108) Total: 275	Mission-specific training are short and run over 2-3 days	Total: 396
KAIPTC	2 courses - UNAMID police training (10 days – 68 persons from Uganda, Zambia and Ghana) - Media (10 days, 30 from West Africa)	No course (one course on conflict prevention planned but moved to 2010)		Total: 98
Police Directorate	Pre-deployment for UNAMID in Nigeria (250)	3 x Ghana (UNAMID) 2 x KAIPTC (UNAMID) (255) Pre-deployment 2 x Nairobi (UNAMID and AMISOM + roster) – (120)	A further 3 courses in Nairobi were held, with lecturers provided by TfP through the police directorate, but the courses were funded by others.	Total: 625

Training statistics and output data reveal several trends. One is a significant expansion of the number of trained people. This has mainly been linked to a major expansion of pre-

deployment training of police officers in West and Eastern Africa for especially UNAMID and to some extent AMISOM (deployment to AMISOM in 2009 was limited due to the security situation in Somalia – a total of 40 police are currently servicing there out of a mandated 270). The Norwegian Police Directorate has played a key role in facilitating this expansion.

Secondly, we also note that ACCORD's main training focus has been on delivery of short in-mission training and workshops for several UN and AU missions. They are also preparing a train-the-trainers' course that seeks to enable the UN missions in Africa to conduct some of their own conflict management courses in the future. ISS has concentrated on train-the-trainer courses for the police delivered through the regional police organisations in Southern and Eastern Africa. This has mainly been through UNPOC courses, but also – in Southern Africa – courses on HIV/AIDS and violence against women and children. The UNPOC courses come in two versions. The first course is targeting police officers identified by the regional police organisations based on nominations from national police agencies. The second course (clinic) is directed at a select number of participants from the first identified by ISS as suitable for further training. ISS has also delivered pre-deployment courses for national police agencies in East and Southern Africa. These on-demand courses were however, reduced from 2008 to 2009 and explain the 50% reduction of the total number of personnel trained through ISS-facilitated courses.

Limited information has been provided to the team on training provided through KAIPTC.

Thirdly, we also note a general major improvement in recording of data on participants in the database. For most, but not all, courses we know the gender composition, country of origin, professional background and so on. There is a growing number of female participants in the training courses. This also includes pre-deployment training, e.g. for AU mission in Somalia.

Results and outcomes

The team also notes a generally high relevance of these training courses with respect to TfP objectives. What can we say about outcomes? Are the outputs (persons trained) used by target institutions and groups? The TfP-programme framework lists three intended results of the training:

> • "Increased number of appropriately trained African civilian and police personnel serving at the strategic level of management and participating in AU, REC and UN peace operations;
> • Increased number of appropriately trained African civilian and police women employed in AU, REC and UN peace operations;
> • A sustainable pool of appropriately trained group of African trainers based in relevant regional institutions."

The team found that assessments by TfP-partners of these intended results and outcomes were uneven and often restricted to simply recording outputs and demands. There are no data on the former course participants serving at strategic levels of management or on progress in establishing a sustainable pool of trainers. The best recording is provided by the pre-deployment training facilitated by the Police Directorate as well as in-mission training through ACCORD. Most police officers trained have been deployed – in fact a significant proportion of police officers deployed through UNAMID and AMISOM have participated in

TfP-funded training courses. Future challenges here are assessments of the quality and relevance of this training in relation to the needs on the ground, development of mission-specific training as well as efforts to ensure that those that have been deployed can continue to play a role, e.g. through the standby forces, after completion of deployment.

The team is not in a position to draw equally firm conclusions about the outcome of the pre-deployment training facilitated by ISS. There is no monitoring or recording of to what extent the in-country pre-deployment courses have led to actual deployment (indications and anecdotal evidence suggest that a high number of those trained in Malawi and few of those trained in the Seychelles have been deployed). The bulk of the ISS training is focused on train-the-trainer courses which are delivered through regional police organisations. There is a general high quality of course reports and persons interviewed emphasise the excellence of the training. Less is known about the outcomes. We do not know how many of those trained through the UNPOC courses (which targets junior police officers) are being used either at the regional level (e.g., through a regional training pool) or at the country level through national police academies. The team notes a welcome recent development where the TfP-supported pre-deployment training in Nairobi facilitated by EASBRICOM/the Police Directorate is relying on the ISS to provide trainers. So far nine of those trained through ISS have been made available to EASBRICOM. This figure needs to be scaled up to ensure that the current high number of Norwegians and other non-African trainers can be reduced.

In West Africa (Ghana) a successful pool of local trainers has been established and the use of Norwegian trainers is limited to two per course (while six are drawn from the local pool). This raises two important challenges for TfP: How many police trainers are required for a regional pool? How can this pool be maintained and supported? These challenges have not been sufficiently addressed by TfP partners in Africa.

The team has not examined the two other courses run by ISS: HIV/AIDS and Violence against women and children. Course reports indicate high quality, but the team also notes that the courses appear as stand alone activities in relation to TfP objectives. The team is of the impression that their relevance is primarily linked to domestic policing and training at national police academies in Southern Africa with more limited immediate relevance to peace support missions.[16] The future role of these courses within TfP needs to be clarified.

KAIPTC provides insufficient reporting on their training funded by TfP. They do however, have a very large training programme and have strong capacity to train multinational and multi-dimensional peace-keeping forces. KAIPTC is in the process of developing a mobile peace-keeping training capacity that would enable in-mission and locally specific training and support over periods from two weeks to six months. KAIPTC also attaches great importance to the role of research in the ongoing development and pioneering of relevant and contextualised training. The link between training and research is however weak in the TfP-funded programme at KAIPTC.[17]

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[16] In commenting upon the first draft of this report, the ISS notes: "These courses were instituted at the request of the MFA in line with UNSC decisions on gender and violence against women and children and the need for TfP to also be seen to respond to the devastating impact of HIV/AIDS in the region".

[17] In commenting upon the first draft of this report, KAIPTC indicate that they are taking steps to strengthen their reporting and the links between training and research. These steps include the appointment of a Programme Coordinator.

The observations above raise two other crucial issues for TfP. One is the relation between training at the regional and national level. The other is the role of regional training centres and the need to align with AU/ASF priorities. There are variations between the various sub-regions here (both the KAIPTC in Accra and the IPTC in Nairobi for example, have the capacity to provide tactical pre-deployment training while the RPTC has not), but in general most such training will have to take place at the national level. Train-the-trainer courses, including maintenance of the pool, on the other hand may often more efficiently be provided at the regional level. Training at the regional level or mission-specific courses can also be focused on specialised niche training. TfP needs to strategise more on assessing needs and how and where they best can contribute – at the tactical, operational or strategic level. This will also include careful assessment of how niche competencies in relation to e.g., HIV/AIDS or violence against women and children, best can be utilised.

The need to align with AU/ASF and to work with established training institutions – both nationally and regionally – will become more important as the planning for ASF shifts to an increasing emphasis on developing capacities to implement. This has implications for the role of TfP-partners not defined as training institutions. TfP-training must to a greater extent be owned by the training institutions with TfP more clearly defining themselves as service providers. This also has other implications for TfP. The issue of co-ordination with other donor agencies providing support to training institutions becomes important, but so does the role of co-ordination within TfP in providing such support. The examples of KAIPTC and the RPTC illustrate some of the challenges involved. The role of the MFA and the embassies involved will be important in facilitating a coherent TfP-support.

Harmonisation of training and alignment with AU objectives, including proper needs assessment, will be increasingly important in the future. This will also require much more attention to development of institutional capacities of training institutions, as well as the AU PSOD's capacity to provide strategic direction.

A final comment: The team has noted the importance of the Norwegian Police Directorate in facilitating the expansion of pre-deployment training and in the use of personnel trained by ISS. It has also had other benefits. Trainers from Africa (Ghana) are now being used as instructors in pre-deployment training in Norway, and Norwegian police are sent to Africa (Ghana and Kenya) for pre-deployment training. The team noted that several persons interviewed emphasised that consideration should be given to expanding the role of the police directorate; perhaps especially in relation to training through national police academies in selected African countries. Such an expansion may be justified but should be linked to a clear strategy and vision of how TfP should develop. Focus is crucial and *ad hoc* expansion should be avoided.

Roster

In order to ensure that the personnel trained are being used MFA and TfP have increasingly emphasised the role of rosters of suitably qualified persons available for participation in peace support operations. To facilitate this TfP has been working with and lending support to the *African Civilian Standby Roster for Humanitarian and Peace Building Missions* (AFDEM). Norway is currently, but outside TfP, the main funder of this project through its Embassy in Harare. The team was impressed by the quality of AFDEM's work. They have a professionally managed and well maintained database of about 700 trained and qualified persons from all regions in Africa and with a range of skills and experiences available for deployment on short notice. The roster is intended to serve the needs of humanitarian and

peace support operations as well as support programmes in the field of democratisation. A main portion of those recruited are deployed as election observers. Deployment in peace support is mainly ensured by AFDEM's facilitation of applications from individuals on the roster to available civilian positions in missions. While relatively few have been deployed the results are still impressive considering the small resources available combined with the severe bottlenecks and delays in UN (and AU) recruitment. A total of 69 persons were deployed in 2009. Of these 36 were election observers, 14 in various UN field missions (also outside Africa) and the rest with various other international agencies working with peacebuilding and humanitarian relief.

AFDEM is fairly unique and the only roster of its kind in the South. It has also received wide recognition for its work, including in a recent report on Peacebuilding from the UN Secretary General.[18] It is also unique in the sense that all the major (Northern) rosters also have funds to second personnel. This makes it much easier for these rosters, such as the Norwegian NORDEM and the Africa roster of the Norwegian Refugee Council to bypass recruitment bottlenecks and second personnel directly to missions.

AFDEM also has good relations with the AU and its PSOD and will be in an excellent position to provide further technical assistance in the establishment of a roster for the civilian dimension (see more on this in the section on support for policy development below). So far, AFDEM has mainly recruited personnel with a background from civil society and professionals. Civil servants are however likely to play an important role in the ASF rosters and more efforts may have to be placed on recruiting from these target groups.

Rosters of police personnel available for ASF are also a requirement. The AU PSOD and the planning elements of the RECs are expected to play a more direct role in maintaining such rosters (each standby force shall have a roster of 720 police available for deployment). Outside agencies such as AFDEM and TfP partners are not likely to be able to play a similar role in relation to such rosters – most member countries would be reluctant to share information about uniformed personnel with outsiders. The team was informed that EASBRICOM now has nearly 600 police on their roster (but we do not know how this is organised and how the roster is maintained). ISS now has a data base of police they have trained with the police organisations in Southern and Eastern Africa and KAIPTC is in the process of establishing a similar list. These databases are basically a list of participants at the training courses with their names, positions and contact details and not a roster with skills profile and information about availability for deployment. These lists will in relation to ASF only be useful to the extent they can provide inputs to evolving rosters by the planning elements.

Concluding comments

The overall impression of the team has been that the training has been successful in providing large and highly relevant outputs. It has also achieved significant but uneven outcomes. A major observation from end-users is also TfP's flexibility and ability to adapt to changing training needs and demands. TfP and its partners will however in the future have to put much more effort into ensuring that train-the-trainer courses are effective and the trainers are used.

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[18] See *Report of the Secretary-General on peacebuilding in the immediate aftermath of conflict* (A/63/881–S/2009/304 – 11 June 2009).

Future work plans must contain assessments of needs and targets to be met. It will also require more efforts to harmonise with training support provided by other external agencies.

Training in relation to the ASF will in the future have to be aligned with the still evolving training needs of the regional planning elements. Here some of the TfP partners will have to act more as service providers to the recognised training institutions and will have to deal more with the associated challenges of harmonisation and coordination with other initiatives and to ensure that the training institutions and the training cells and units of the planning elements have the capacity to provide strategic direction.

The team also feel that the TfP could do more in relation to needs of ongoing missions. This may continue to be a focus on tactical pre-deployment training of police officers, but also and increasingly it will be important to be able to respond to the needs of mission-specific training. With several external agencies now providing support in this area, it will also be important to ensure harmonisation. Pre-deployment training for e.g., AMISOM will have to be linked to the needs of that mission. The capacities within the TfP on, e.g., protection of civilians, violence against women and children, and country-specific knowledge should be used to develop courses in these areas specifically tailored to the needs of individual missions.

Research

Research has been an important component in the history of the TfP. The current TfP programme framework provides a number of guidelines:[19]

> "Research is carried out by ISS, ACCORD, KAIPTC and NUPI, with the aim of supporting training, policy development and regional research and publication capacity. Through TfP partner networking and collaboration, TfP research provides a platform and framework for reflecting African perspectives on key issues. TfP's partners' collaborative efforts should be directed to analyse and apply innovative ideas and practices from past and current peacekeeping and peacebuilding missions.
>
> Partners will continue to publish research findings in their respective paper series or in articles in various journals and newspapers. They should document that TIP research findings should be used to update respective training curricula and be disseminated to support policy development at national, sub-regional and regional levels.
>
> The third phase will have a particular focus on collaborative research between the TIP partners. NUPI will serve as a focal point in the development of a common research agenda."

The document also specifies the intended results:

> "Appropriate and relevant TfP training and policy development through feed back loops, including lessons learnt, evidence based knowledge and impact assessment and surveys;
>
> Enhanced understanding and application of the civilian and police dimensions of peace operations and peace implementation in the region;

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[19] Cf. *Training for Peace in Africa, Phase 3: 2008-2010, Programme Framework* (22.05.08) (unpublished).

> Quality research products, based on collaborative research and cross-fertilisation of knowledge between TIP partners; and the flexibility necessary to make use of the partners' respective comparative advantages."

An impressive number of publications have emerged from the TfP partners, especially from the ISS, since the inception in 1995.[20] Looking at the outputs listed in the annual reports from 2008 and 2009, a more mixed picture emerges:

ACCORD has not produced any research outputs in the current phase (nor has TfP-funding been used for research activities).[21] They have however, under their training activities, published a French translation of a previously published specialised *Conflict Management for Peacekeepers and Peace builders Handbook* with the aim of providing a more systematic method of delivering training. The Handbook provides a written record and benchmark for the required knowledge and skills in conflict management. A second print run (1000) of the original handbook was done in 2009. In cooperation with the UN DPKO ACCORD has started the preparation for a *Handbook for UN Civil Affairs Officers*. ACCORD has a research department and publishes both a magazine and an academic journal. Relevant research projects have however, not been funded through TfP (although publication costs have been covered through TfP).

ISS does allocate funds for research and publications under TfP but the academic outputs remain limited beyond the preparation of course materials for the training activities. About 28 publications are listed in annual reports, but most are short pieces (mostly appearing in the *ISS Today* series or the ISS magazine). Some of them are not related to TfP objectives. One peer review article in the ISS journal is listed together with a chapter in an ISS book but none of them deal specifically with TfP research (but on cybercrime and terrorism). There is however, a number of relevant ISS research publications funded outside TfP that engage substantively on peacekeeping issues. For ISS TfP research in the current phase appears mainly to be an *ad hoc* activity where most of the output may be described as opinion pieces and dissemination.

KAIPTC has a relatively strong research department. The annual reports to TfP list many academic publications, but appear to be a listing of all publications, not just those specifically produced under the TfP-umbrella. The senior researcher funded under the programme produced 6 articles, book chapters and briefs in 2008 and 2009. They were mostly dealing with Liberia.

NUPI's research output in 2008 and 2009 included 10 reports and working papers, 6 policy briefs, 1 peer reviewed article and 1 book chapter.

There are no joint research publications in the period. The team was informed that a joint publication on the African security architecture is forthcoming, but has been delayed due to slow disbursements in 2008 of additional funds from MFA for this particular project. A new joint project on "Protection of civilians" has begun which is expected to lead to an edited collection of papers.

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[20] A list of major publications is provided on p. 22-23 in Training for Peace in Africa, *An Overview of the Training for Peace Programme, 1995-2008*, n. p. (Oslo), n.d. (2009). This selected list also includes other publications from TfP-partners funded outside the programme.
[21] Some publications are listed in the 2008 report, but not funded through TfP. Funding from TfP has however been used to subsidize printing of relevant publications.

The team found that results from the research activities are uneven and less satisfactory considering the objectives and guidelines in the programme framework. Some TfP-partners claim that the emphasis on training tends to crowd out efforts to do research. The team disagrees and believes there is considerable scope to do applied research relevant to training tasks. This requires more emphasis on both planning and communication of strategic directions. The attention to planning and development of research projects are for most TfP-partners very poor. This is serious considering the considerable amount of funding available to TfP-partners for staff positions and project expenditures for such activities.

NUPI, which did little research in the previous project phases, deserves credit for its new dedicated focus on research and for its efforts to draw up on coherent and focused research agenda. This has revolved around implementation of mandates in peacekeeping missions and how the practice and the challenges met on the ground ought to influence policy development and training. Several important and highly relevant publications have emerged. The study, report and policy brief on the bottlenecks that influence the recruitment and deployment of civilians through the UN system is a major example of how research can help and assist in the further development of TfP.

The team is of the opinion that research should remain an important component of TfP. It can and should help inform and shape training, policy advice and future evolution of the programme. Studies, similar to the "bottleneck" study, should be carried out, for example, of "bottlenecks" to "train-the-trainer" activities or of the relevance of pre-deployment training for operations in the field. At the same time research remains an important platform and instrument for developing African capacities to reflect and study lessons from past and ongoing peace support missions.

The team recommends that allocation to research in the next phase to a greater extent should be dependent upon submission of strong research proposals. Joint research could be stimulated by making a portion of the research funds available for projects that involve two or more partners.

Policy development and dissemination

The final component of TfP's activities revolves around support and technical inputs to policy development at the AU and the RECs/RMs as well as the UN.[22] According to the programme framework

> "TfP partners should host and participate actively in policy seminars, invite resource persons to round table meetings and workshops and contribute to the development of the TfP programme as a platform for engaged policy makers. NUPI will have a special supporting role in preparing information that serves the entire programme, including the management of the TfP website, based on inputs from MFA and TfP partners."

The intended results of policy development and public outreach are specified to be:

> • "Strengthened awareness of the importance of a multi-dimensional and integrated approach to contemporary peace operations within the AU, RECs and the UN

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[22] Cf. *Training for Peace in Africa, Phase 3: 2008-2010, Programme Framework* (22.05.08) (unpublished).

• Improved policy formulation relating to the civilian and police dimensions of PSOs to support the AU and the RECs in their efforts in undertaking multidimensional PSOs
• Improved coordination, coherence and strengthened capacities for relevant decision makers and actors undertaking, or supporting, multidimensional PSOs in Africa
• Improved dissemination and utilization of findings and lessons learnt from TfP supported research, for training, policy development and capacity building purposes."

The outcomes and impacts of TfP activities in this area are more difficult to asses. Annual reports and assessments from the partners are often confined to a listing of activities although the team will commend especially ACCORD for its recent efforts to provide reflections on progress and challenges in relation to its efforts to support the development of the civilian dimension within the AU/ASF agenda.

Shortcomings in internal monitoring, evaluation and assessments should however, not hide the major achievements of the programme. The team is of the firm opinion - based on assessments and the uniform impression from interviews with a range of stakeholders - that some of the greatest impacts of TfP can be found in this area.

Early achievements were the development of capacities to conduct research and provide policy advice on peacekeeping at South African NGOs – ISS and ACCORD. They are today major think-tanks with a pan-African outlook and strong competencies on this area. TfP is also widely recognised as having played a formative role in the emerging AU approaches and policies on the role of the police and the civilian dimension in peacekeeping which 15 years ago was perceived as being an almost purely military affair. KAIPTC's TfP-funded contributions are mainly related to security sector reform, especially in Liberia.

In the current phase the main outcomes and impacts of TfP include:

Civilian dimension

ACCORD has been a lead institution in supporting the AU PSOD in this area through technical advice and facilitation. This has included the establishment of a policy framework; an implementation plan for the operationalisation of the civilian dimension; and work towards determining the staffing, training, rostering and recruitment needs of the civilian dimension. Important milestones in this process include:

- AU ASF Civilian Dimension Policy Framework, 2006;
- AU ASF Civilian Dimension Implementation Plan, 2007;
- Concept Note on ASF Conduct & Discipline Policy, 2008;
- Recommendations on the Training, Rostering and Recruitment of the ASF Civilian Dimension (*Kampala Report*), 2008;
- The adoption of the *Kampala Report* in the May 2009 meeting of the African Chiefs of Defence Staff and Security and Ministers of Defence and Security; and
- Recommendations on the Establishment of an AU Civilian Standby Roster (Dar Es Salaam Report), 2009.

The Kampala report and its adoption by the AU was a particularly important milestone.[23] The RECs/RMs are now required to implement the relevant recommendations of the Report.

At the subregional level ACCORD has also been involved in facilitating the SADC Brigade Civilian Dimension Policy Framework (2007) and EASBRIG Civilian Dimension Policy Framework (2008).

Furthermore, ACCORD has been involved in advising and working with the AU and two of the sub-regions in the development of the civilian component of their various exercises. The RECs/RMs have since 2008 been engaged in the process of exercising the deployment readiness of their Standby Forces and PLANELM structures by way of conducting a number of map, command post and field training exercises. ACCORD participated in and/or hosted meetings or workshops to determine the necessary civilian capacity that were required for the exercises and to share experiences and help generate recommendations as to the preparation and provisioning needs that would have to be satisfied in order to ensure a fully integrated and efficient civilian component of the exercises. This also included a request by the AU PSOD for ACCORD to participate, and represent the civilian dimension, in a planning meeting in March 2009 for *Exercise AMANI Africa*.

Outside the TfP-framework ACCORD also provided support to the RPTC (with funding from GTZ). This included participation in a team that drafted the new *RPTC Vision for the Future* document in 2008 as well as the facilitation of RPTC *Curriculum Development Workshop* in February 2010.[24]

TfP also funds 2 civilians in EASBRICOM. This has greatly strengthened the technical capacity of the planning element to deal with the civilian dimension. EASBRICOM is the only RECs/RMs with a civilian component.

Norway has also provided funding for the first civilian officer in AU PSOD. She will be seconded from ACCORD and is expected to take up the position in April 2010. This is a major technical precondition for further progress in implementing the Kampala Report. Currently PSOD has no capacity to deal with civilian dimension.

The police dimension

ISS has played a similar role in the evolving policies and guidelines for the police component of the ASF, and has hosted, facilitated and/or participated in a range of technical workshops linked to the process. ISS has not enjoyed the same close working relations with the AU PSOD. The AU is currently – and for political reasons – keeping some distance to the ISS. The reasons for this are complicated and not always easy to identify. Factors such as relations between the ISS and the South African government, reluctance to engage with NGOs coupled with ISS' own style of operating have led to this situation. This is also affecting the ISS' TfP programme. ISS' technical competence and inputs are however highly valued and appreciated

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[23] See the *Report of the African Standby Force Civilian Dimension Staffing, Training and Rostering Workshop*, 10 – 12 July 2008 Kampala, Uganda, hosted by the AU Peace Support Operations Division in partnership with ACCORD.

[24] See *SADC RPTC Curriculum Development Workshop 2nd - 4th February 2010, Harare, Zimbabwe* (unpublished).

by all persons interviewed. ISS has good working relations with the regional police organisations in Southern and Eastern Africa (SARPCCO and EAPCCO).

ISS also hosts the Secretariat (at its office in Addis Ababa) of the African Peace Support Trainers' Association (APSTA) (of which ACCORD had the Presidency in 2009), though APSTA has recently resolved for the Secretariat to become independent of any member organisation. APSTA brings together most of the major training centres on peacekeeping on the continent. It entered into an MoU with the AU PSOD in 2008. APSTA is a main interlocutor between the AU PSOD and the "training family" and is expected to play a key role in this position.

TfP also funds three police officers at the police component in the planning element of EASBRICOM in addition to the secondment of a Norwegian police commissioner.

UN DPKO

The team also notes the new efforts by TfP to engage with the UN and its DPKO. This has mainly been facilitated by NUPI (and in close cooperation with MFA). This has included hosting a Capstone Doctrine Seminar with DPKO in 2008 and hosting a DPKO consultation on integrated planning in 2009. NUPI expects to host a DPKO consultation on the protection of civilians in 2010. The team has not been able to assess the outcome of these activities, but our general impression is that they are highly relevant and are making an impact – also due to the active support and follow-up from MFA.

Norwegian foreign policy

The team will also highlight the importance of TfP for evolving Norwegian policies and approaches to peacekeeping and peacebuilding in Africa. TfP has provided important feedback to MFA which has helped inform and shape important elements of Norway's approach. Furthermore, the TfP programme has also provided MFA with an important and valuable platform for dialogue and co-operation both with the UN, with the AU and the RECs/RMs, and with other countries.

Information and dissemination

Most TfP partners and the ISS in particular, are very visible in the public domain in their home countries through media appearances, public seminars, briefs, websites and so on. Dissemination to key stakeholders and target groups is also generally found to be good.

For MFA TfP has also increasingly become a brand name which they wish to market. MFA has also generally been reluctant to allow other donor countries to fund TfP-projects and activities. In the third phase NUPI has been charged with maintaining a dedicated TfP-website (previously it was hosted by ISS) and the publication of an electronic newsletter. NUPI has

also developed a TfP-information strategy.[25] The ambition here is that TfP as a brand should be marketed in all TfP-activities.

The website and the newsletter are informative and have an important function. The team also noted that nearly all stakeholders and representatives of target groups interviewed were familiar with the broad contours of TfP. Most would however associate TfP-activities with the activities of individual partners and simply note that this was something sponsored by TfP/Norway.

The main challenge facing implementation of an information strategy and marketing of TfP is the weak coherence of the programme and the limited interaction and co-operation between the various partners. The team will return to these issues in the next chapter. TfP can either be marketed as a coherent and clearly focused programme where partners and implementing agencies not only share common objectives but also work more closely together, or it can be a flexible Norwegian instrument to support a range of different activities with a common purpose.

Bottlenecks and challenges

The team is of the firm opinion that TfP has made an important and significant contribution to the evolving African Peace and Security Architecture, and to the conceptualisation and implementation of African multidimensional peace operations. It is however, also crucial to identify the bottlenecks to further progress and to address them in the preparation for the next phase. At the same time the team notes inefficiencies which affect the effectiveness in the programme. Training needs to be better adapted to needs and harmonised with other initiatives. Research is highly uneven. In the future flexible support needs to be balanced with more detailed planning and reporting whereby partners can demonstrate focus, relevance and outcomes.

The team also makes a number of specific recommendations related to the activities and achievements of TfP.

First, the team notes that the work to promote multi-dimensional peace support missions and the civilian dimension in particular, to some extent has been supply driven. It is important to recognise that the evolving ASF still is an exercise very much dominated by the military. The prevailing view is that peacekeeping remains the responsibility of the military. For example the AU Ministerial Committee overseeing the ASF is the Ministers of Defence and Security. There is also a corresponding lack of understanding of the civilian dimension and - to a lesser extent – the police dimension among politicians and senior officials in the Ministries of Foreign Affairs and other relevant ministries, the police, the defence forces and among officials in the AU and RECs/RMs. As a result the political will and understanding necessary to engage these Ministries, as well as the other departments in the AU Commission and RECs/RMs, in the work of the ASF, is lacking. Within the AU and the planning elements the three components are still very much compartmentalized with little "multi-dimensional" integration.

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[25] See the unpublished *Information Strategy for Training for Peace in Africa: 2008-2010* (March 2009). The strategy was agreed by all four TfP partners.

Second, the team notes the crucial role of the original founders within TfP (ISS, ACCORD and NUPI). They have been crucial in the evolution of the programme. Their role within training will have to change as the training institutions become focal points for capacity building within the African Peace and Security Architecture. Their main focus here will increasingly have to be to provide support to these institutions in the development of training programmes and in the provision of training expertise. Ad hoc and mission-specific training may still be provided where gaps needs to be filled. Train-the-trainer programmes in policing should also be much more aimed at strengthening the capacity of regional training institutions as well as training at national police academies. This may also be facilitated by a stronger involvement of the Norwegian police directorate in such training.

Thirdly, the achievements of TfP and the changing contexts indicated both by the evolving peace and security architecture and the expanding international funding available will also require a new role for MFA. MFA needs to provide stronger strategic direction of the programme and to put in place a management system which can handle the increasing need to ensure internal and external co-ordination. This will also imply that Norway to a greater extent will have to interact more strongly, not only with the UN, but also directly with the AU and the RECs/RMs. Through its interviews the team was given the firm impression that Norway needs to engage more directly with the AU and the RECs/RMs. Norway is still seen as relying too much on ISS and ACCORD in their engagement. The current difficult relations between the ISS and the AU may hopefully be resolved soon, but it also illustrates the limitations of the role of think-tanks in policy engagement.

Finally, the team will emphasise the role of TfP as platform for Norwegian foreign policy in relation to peace support operations in Africa and the African peace and security architecture. It has, in the view of the team, become an important element in the Norwegian dialogue, co-operation and interaction not only with Africa, but also at the global arena and at the UN. The team will also highlight the growing importance of Southern powers, such as China and India, but also South Africa and others, in the African peace and security agenda. These countries are important and TfP may become a small, but important component in bilateral dialogue with these countries.

The team will return to some of these issues in the next chapter.

4: Findings: Efficiency and management

This chapter addresses questions of efficiency of TfP in relation to overall programme management. TfP has experienced a number of combinations of management and governance arrangements over its life-span. These changes have been prompted by partner feed-back, partner differences, and also by changes within the Norwegian Ministry of Foreign Affairs with respect to the location of programme management functions.

A lot of the value created through TfP has manifested precisely because partners have enjoyed flexibility to respond quickly to opportunities and demands. The external context has however evolved dramatically over the last fifteen years, making it increasingly appropriate that TfP revisits questions of its purpose, identity, structure and management. The expanding and diversifying context has also implied the need for a much stronger emphasis on achievements, on documenting results and to the need to stay focused in order to maximise impact.

The "identity" and purpose of TfP has remained an elusive, variously interpreted and evolving concept for most of its existence. Is TfP a flexible funding mechanism, or does it aspire to be a coherent programme? The answer to this question provides for very different structural and management implications.

There is every indication that the demands for the services of TfP partners will always continue to exceed the available supply. In recognising this, TfP and its partners are challenged to first direct the use of resources towards agreed TfP priorities within an overall strategic framework provided through MFA. The team finds the recommendation of the 2004 review raises a pertinent question when it says "*the Norwegian Government should build on the progress achieved to date and focus specifically on achieving greater programmatic coherence.*"[26]

Should it be agreed that greater coherence across TfP is desirable; the organisation development process of designing and implementing these changes requires dedicated attention and resources. Central to any attempt at developing a more focussed strategic approach is the need to provide a vehicle which continues to enable flexibility and responsiveness, but also accountability towards remaining focussed upon contributing towards commonly agreed outcome priorities.

The evolution of TfP's structural and management arrangements are summarised in chapter 2 above. It is important to recognise that TfP has been "constructed" over time and is composed of diverse organisations with differing locations, purposes and skills-sets. This organic and

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[26] See p. 10 in M. C. Goulding et al., *Review of the Training for Peace in Southern Africa programme*, 16 August 2004 (unpublished review commissioned by the Ministry of Foreign Affairs).

responsive growth has delivered results, but the manner in which it has been constructed suggests some thinking now needs to be done about what sort of retro-fitting is required.

As a relatively loosely structured network with capable partners, there was a long period during which partners were able to perform individually with blurred lines of identity and "membership" responsibilities. While influential champions within MFA could see the impacts being achieved, the system could also live with diverse and flexible approaches to planning and reporting from partners. It was a reasonable argument that detailed planning was difficult in an environment where the beneficiary groups changed their own plans, and often made ad hoc short-notice demands for assistance.

Partners were trusted to have the knowledge and positioning to identify and respond to requests for support. While the provision of training courses remained central to the purpose of TfP, these too were not immune to the vagaries of changes outside of TfP control. It is not unusual for the original year-plans of organisations like ACCORD and ISS to look substantially different from reports on the actual activities undertaken over that year.

This flexibility and responsiveness may have been correct and necessary approach of TfP in response to an evolving, complex and challenging context. The current context – with:

- greater numbers of donors and other role-players intervening in the same field;
- increasingly capacitated regional training colleges;
- stronger donor coordination and alignment demanded by the AU and RECs/RMs; and
- pushes for results-based management and evidence of impact from MFA;

..… suggests that a more focussed and planned approach across TfP becomes the appropriate response in the new phase. Some efforts have been made by MFA to facilitate this over the past five years – beginning with moving co-ordination and management responsibility from one of the TfP-partners (NUPI) and into the MFA as well as an emphasis on focus and results in communication with partners and in the current programme framework.

The team found that there have been some improvements over the past few years, but far less than expected and called for in the 2004 Review. There is still very uneven quality in planning and reporting, especially in relation to training and research, and coordination between partners. There is insufficient attention to results beyond listing of outputs. This has weakened the effectiveness and efficiency of the programme.

There is a shared responsibility between MFA and TfP partners for this state of affairs. The efforts by MFA over the past few years to facilitate improvements have been undermined by frequent changes in MFA's own management of the programme in the current phase (first it was with the Africa I Section in the Regional Department, then it moved to Africa II Section and then to the Embassy in Pretoria).

These flexible circumstances may also be a contributing factor in the less-than-expected levels of collaboration between TfP partners. In some respects TfP brings together partners who may otherwise be competing for positioning and resources. In addition to the original three partners (ISS, ACCORD and NUPI) a training institution (KAIPTC) was brought in 2005 and in 2008 and 2009 two additional institutions were included, although not as formal partners – the Norwegian Police Directorate and one of the RECs/RMs (EASBRICOM).

AFDEM has also been closely involved with TfP, but has been funded from MFA outside the TfP-framework. Staff among partner organisations report not being sure about what it means to be a TfP "partner", and who actually is a partner and who is not.

Co-operation and co-ordination between the partners have remained limited, but the team has noted some improvements in the past couple of years. This is illustrated by the Police Directorate/EASBRICOM's efforts to make use of the ISS-trained trainers in their Nairobi-courses, and in efforts by NUPI to facilitate joint research.

Decision-making and coordination

Core decision-making with respect to the priorities and resource allocations within TfP rests with the MFA. The MFA plays a strategic scanning role in fusing the foreign policy priorities of Norway with international multi-lateral imperatives as identified through the United Nations, the African Union and its RECs/RMs. The IAB contributes as a strategic sounding board in validating and adding to the priority visions of TfP.

The leadership of TfP partner organisations are entrusted with the broad vision and priorities given through the MFA and as discussed by the IAB. TfP partners are trusted and enjoy a wide range of discretion in determining their particular research agendas, policy engagements, and focus in the provision of training, although MFA has attempted to ensure greater focus and relevance in the current phase. The AGMs are the main forum for interaction between the partners and between the partners and MFA.

Changes in focus or direction by partners are mediated through informal communication via telephone or e-mail with technical managers in the responsible embassies.

The TfP managers located at the Embassies have multiple other responsibilities and tasks to attend to, and are thus limited in the amount of time they can dedicate to administration, management and coordination of TfP.

Planning, monitoring and reporting

While accepting the challenging context that TfP operates in, the review team is of the opinion that TfP's planning and narrative reporting remains less than satisfactory. Taking into account MFA's emphasis on results-based management TfP as a whole has remained unable to systematically describe key impacts and outcomes collectively and separately achieved. Informed by its own interviews, the review team does not doubt the existence of significant impact as a result of interventions by TfP partners. What is under-developed is a systematic planning, monitoring and reporting system which regularly documents impact at a programme level. TfP is institutionally under-developed in providing systems for monitoring, learning and developing from its own interventions.

Reporting and planning remain mostly at the level of individual partners, with no overall annual "TfP" strategy, plan or report being produced. In this respect, TfP is considered by its partners to be primarily a common source of funding in addressing broad objectives their individual organisations share with MFA.

Plans and reports from TfP partners and recipients of TfP-funds are also very uneven. Often the coherence between plans and reports is weak with limited efforts to describe why a

planned activity has not been implemented and why new activities not planned are implemented.

Strategic planning systems

Strategic planning systems exist within MFA, and also among individual partners. While moving in the right direction, the level of strategic planning specifically for TfP per se is not as formalised and developed. The May 2008 TfP programme framework states that the international advisory board is the key mechanism for strategic planning at programme level:

> "The IAB meetings provide key strategic advice to the TIP programme and its recommendations are to be followed up by both partners and the MFA. The membership of the IAB is drawn from a diverse set of backgrounds such as from relevant international bodies and academia"[27]

This was further developed after a TfP working level meeting in May 2009. A memo on TfP Annual General Meeting and the IAB outlined an improved project and planning cycle

> "that establishes a more direct relation between the IAB and the AGM. The partners will develop planning documents outlining strategic choices, main areas of intervention, the major activities and a frame budget."[28]

The IAB is required to provide strategic comment on these plans which are then further developed and presented to the AGM for approval.

Each partner is expected to produce a strategic outline, intervention focus and a frame budget. There is limited space and opportunity for coordination among the TfP partners in pursuit of strategically identified priorities for the year ahead – each partner separately submits plans and budgets without knowing the content of other partners. In the current phase there has been one meeting of programme managers.

In this sense, TfP does not have an overall strategic plan from which the programme can monitor and determine its overall impact. Rather, it has a collection of partner plans that respond to broad objectives set by MFA and priorities as discussed at the IAB. The Embassy in Pretoria collects the annual plans of TfP partners and has limited opportunity and time to respond and promote programme-wide synergies, or encourage greater common focus.

These management arrangements have enabled partners to continue to provide training, research and policy support to their individual clients and target groups. While this may be the tactically correct and optimal set of arrangements under the circumstances, it does provide possibilities for duplication, and for activities that do not fit within the overall TfP framework, and potentially misses opportunities for concerted TfP engagement with the African Peace and Security Architecture in supporting the pursuit of shared goals.

As the programme and its external context grow in complexity and the number of role-players, there is a risk that TfP becomes little more than a collection of commonly funded

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[27] From p. 8 in *Training for Peace in Africa, Phase 3: 2008-2010, Programme Framework* (22.05.08) (unpublished).

[28] Cf. the unpublished memo *Training for Peace. Proposal for adjusted timeline for AGM and IAB meeting* (n.d.) (2009).

related projects (silos) as opposed to a programme comprised of mutually reinforcing coherent interventions that respond to a clearly articulated strategic assessment of priorities.

Partners report that while IAB members are experts at a global level, they have limited appreciation of important specifics pertinent to the operations of TfP. There is a general feedback that the weakest strategic link exists between the 'blue sky' pictures developed via IAB meetings, and honing these down to focussed and practical implementation possibilities for TfP partners. In other words, while the overall objectives may be agreed, the immediate objectives and the desired outcomes that TfP wishes to pursue are insufficiently described.

Managers in partner organisations believe they would obtain greater value by replacing the TfP AGM with an annual two-day strategic planning meeting that seeks to further 'unpack' the priorities discussed at the IAB meeting by defining priority outcomes and areas of focus, and where possible, promote programmatic synergies in pursuing these.

Financial management

The review team finds that all TfP partners have robust financial management and audit systems which can account for funds received and expended. While the review team has scrutinised audit reports and does not doubt the proper use of TfP funds, it must be noted that there is no standardised or systematic approach to allocation and reporting of expenditure across TfP.

While the team does not believe it practical to implement the recommendation of the 2000 TfP evaluation when it said: "*The financial reporting for the project should be activity-based and follow an identical set up for the implementing organisations*" ... there is certainly a strong case for developing greater cross-TfP consistency in being able to link expenditure to outputs or deliverables. The overall effect of current TfP-related financial management is that it is not possible to relate and compare expenditure to outputs.

The levels of financial planning and reporting reflect the overall uncoordinated situation of TfP in relation to planning and reporting. It is evident from reports scrutinised that allocations of expenditure to broadly defined budget lines vary according to each partner's own financial management systems. See Tables 4.1 and 4.2 below.

The financial reports accepted by TfP do not provide levels of management information which could enable reflection and further development of efficiencies or effectiveness. From the reports and audits provided it is impossible to determine the relationship between expenditure, outputs and activities undertaken. In this respect it is not possible to determine if and how TfP expenditure has been allocated for purposes that are consistent with the programme document.

The reporting systems and the context in which TfP partners operate also makes it almost impossible to meaningfully conduct a comparative analysis of expenditure efficiency. For example, the overall total costs per training workshop conducted can vary significantly. The numbers of trainees vary, as does the length of a training workshop. Some workshops have to cover accommodation and transport costs, while some do not. Some workshops provide per diems to participants while many residential ones do not. Workshop costs in some countries are significantly more expensive than in others. This is further complicated by how training costs are calculated. For example, KAIPTC includes most of its own training centre overhead and administration costs in the costing of each training workshop, while other organisations

charge separately for overheads - in addition to organisational core funding outside of TfP being provided by MFA.

The Peace and Security sector in particular remains challenged by the limited levels of donor coordination and harmonisation that exist. A number of partners reported relatively high opportunity costs from running separate and multiple financial monitoring and reporting systems. All three African partners are required to provide two separate reports and sets of accounts for the core funding and TfP funding that comes from the Norway.

It is worth noting, according to reports from TfP partners and recipients of TfP funds over the period 2007 - 2009, that 37% of the Training for Peace budget was spent on providing training; 25% on staff salaries; 14% on research and 9% on overheads and administration. There is however substantial differentiation across organisations within these global expenditure figures. This differentiation comes about for two main reasons. First, each organisation is allowed significant flexibility in how it "charges" costs to TfP – with limited relation between planned deliverables and actual approved budget; and second: the allocation of costs to each budget line is interpreted very differently by each organisation. In a number of instances there are significant design differences in the construction of the proposed annual budget and the reported annual expenditure for that year.

Table 4.1 provides an overview of expenditure as reported by partners for the period 2007 to 2009. While the total figures are correct, there is significant variance in the way in which partners allocated particular expenditures to particular cost centres. This Table has been constructed by the review team to try and provide a summary picture, and as such there is room for interpretation as to where variously described cost centres are aggregated. Programme Coordination, for example, has included costs to some partners for travel to meetings, but has not included the salary costs of any staff who acted as "coordinators". In the case of NUPI, the programme staff costs reflect costs of a part-time coordinator, while the salary costs of the NUPI part-time researchers are reflected under the 'research and publications' cost centre.

Table 4.1
Allocation of TfP funds 2007 – 2009 (NOK)

		2007	2008	2009	Total	% of total*
Training	NUPI	0	0	0	0	
	ACCORD	1 119 930	1 549 623	2 194 334	4 863 887	34.03
	ISS	954 035	1 923 566	1 869 362	4 746 963	36.36
	KAIPTC	647 547	2 195 595	1146720**	3 989 862	58.18
	Police Directorate***	0	3 500 000	3 000 000	6 500 000	100
	Total	2 721 512	9 168 784	8 210 416	2 010 0712	*36.76%*
Research & Publications	NUPI	1 010 000	2 249 459	2 653 509	5 912 968	61.33
	ACCORD	345 032	269 754	293 388	908 174	6.35
	ISS	64 878	51 078	250 269	366 225	2.8
	KAIPTC	45 034	303 638	258 012	606 684	8.85
	Total	1 464 944	2 873 929	3 455 178	7 794 051	*14.25%*
Policy development	NUPI	105 266	81 685	46 983	233 934	2.58
	ACCORD	368 044	1 770 736	1 200 046	3 338 826	23.36

	ISS	5 939	311 829	1 111 872	1 429 640	10.95
	KAIPTC	0	0	0	0	0
	Total	479 249	2 164 250	2 358 901	5 002 400	*9.15%*
Marketing, networking website & database	NUPI	0	433 997	74 133	508 130	5.6
	ACCORD	112 015	14 089	38 469	16 4573	1.15
	ISS	45 307	28 289	174 942	248 538	1.9
	KAIPTC	0	0	28638	28 638	0.42
	Total	157 322	476 375	316 182	949 879	*1.74%*
Programme coordination	NUPI	689 436	466 181	303 121	1 458 738	16.09
	ACCORD	93 959	200 216	152 942	447 117	3.13
	ISS	14 984	13 287	44 254	72 525	0.56
	KAIPTC	50 066	84 542	42 155	176 763	2.58
	Total	848 445	764 226	542 472	2 155 143	*3.94%*
Programme staff	NUPI	666 566	368 678	450 000	1 485 244	16.38
	ACCORD	826 849	635 250	1 106 247	2 568 346	17.97
	ISS	931929	1131014	1777819	3840762	29.42
	KAIPTC	404 949	860 784	713 669	1 979 402	28.86
	EASBRICOM***	0	900 000	3 000 000	3 900 000	100
	Total	2 830 293	3 895 726	7 047 735	13 773 754	*25.19%*
Overheads	NUPI	0	0	42 491	42 491	0.47
	ACCORD	408 858	785 884	805 198	1 999 940	13.99
	ISS	648 645	1 006 188	1 131 344	2 786 177	20.65
	KAIPTC	77 011	0	0	77 011	1.12
	Total	1 134 514	1 792 072	1 979 033	4 905 619	*8.97%*
Total		9 636 279	21 135362	23 909917	54 681 558	*100%*

* The per-budget line percentage figure for each organisation reflects the percentage of that organisation's total TfP income spent on that budget line. The total figure for each box reflects the percentage of the overall total TfP monies per budget line.
** KAIPTC allocated this amount for training. No training with TfP funding was held in 2009. KAIPTC reports agreement of MFA to defer the course to 2010.
*** These figures are MFA indicative planning figures. Figures for actual disbursements and spending were not available to the team at the time of writing.

Source: Annual financial reports

Table 4.2 summarises the number of staff funded through TfP partners and implementing organisations. The figures are not accurate since the financial reports and annual reports sometimes give different figures. Nor is it always clear if the TfP funds the full position or only a portion of the position (e.g., 10, 50 or 75%).

Table 4.2
Positions funded through TfP in 2009

Organisation	Positions	Remarks
ACCORD	4 + advisor 1 x programme manager 2 x senior programme officers 1x programme officer 1 x programme advisor	The former programme manager now works 80% of his time at NUPI but is retained as a part time advisor to ACCORD
EASBRICOM	6	The 3 police officers are seconded

	3 x Police officers in the police planning component 2 x Civilian officials in the civilian component 1xNorwegian Police Commissioner (secondment)	and receive basic salary from the home country. Only 2 had taken up the position by the end of 2009. The civilians are recruited from Eastern Africa with full TfP funding
ISS	6 2 x professional staff in Pretoria 1 x Admin staff in Pretoria 2 x professional staff in Nairobi 1 x Admin staff in Nairobi	
KAIPTC	2 1 x Senior research fellow 1 x research associate from 2010	The research associate is funded part time through TfP
NUPI	8 + assistants and students 1 x programme manager 2x senior researcher 3 x researchers 2 research assistants 2 MA students (scholarships)	All positions are part-time depending upon time allocated to TfP-projects. The programme manager is a 50% position
Police Directorate	n. a.	No regular position is funded through TfP, but the directorate receives a fee per instructor they provide to TfP courses

Source: Annual and financial reports and communication between the organisations and the team

Challenges and options

The primary income, identities, roles and functions of all TfP's partners exist outside of TfP. TfP is comprised of strong partners, all with clear visions of where and how their own institutions wish to operate. Funding provided through TfP to these partners is relatively limited in comparison to their overall organisational budgets.

While all partners are willing to promote a collective brand of "TfP" none of them envisage a set-up in which, for example, "TfP" engages with the African Union and the RECs/RMs on their behalf. On the other side, the review team heard comments from a number of African inter-governmental representatives that they would also like to engage directly more often with Norway, and not just with TfP partners. The recent support provided directly from TfP to one of the RECs/RMs (EASBRICOM) represents a new departure which appears to be welcomed by all officials interviewed.

How should TfP develop? Should it be retained as a flexible funding mechanism for MFA in pursuing certain outcomes and objectives, or should MFA aspire to develop a more coherent programme between an increasingly diverse range of partners and implementing agencies? From a practical operational perspective, the historical TfP partners (ISS, ACCORD, NUPI and KAIPTC) experience TfP as a relatively flexible funding mechanism that sometimes makes additional coordination demands in return. As one leader of TfP partner in Africa put it: "As long as our objectives and those of the Norwegian Government coincide, and they continue to provide important funding, then we can adapt to specific requirements for being part of TfP …. however, if TfP expands and changes its partner focus, then we will have to seek additional training funds from other donors. Norway must decide what it wants from TfP".

Should it be decided that increased levels of coordination are needed for TfP, the onus will be on programme management (Norway and MFA) to develop effective procedures which take TfP partners' diverse identities and roles into account. With dedicated leadership from within the MFA, TfP's governance and management arrangements can be designed to stimulate added value through coordination without being disproportionately burdensome on TfP partners' own senior management resources. It will however, be important to recognise that there are limits to what is possible. Institutions such as a RECs/RMs, or even public training institutions, can not easily become a TfP partner in the same way as NGOs such as ISS or ACCORD. Nor can a service provider like AFDEM easily become a traditional partner.

5: Recommendations

The team finds that TfP is a highly relevant programme which has made a significant contribution to the evolving African Peace and Security Architecture and the establishment of an African Standby Force. The achievements of the programme are particularly evident in efforts to advance the conceptualisation of the police and civilian dimension of multidimensional peace operations, and in the substantive tactical pre-deployment training of police offers for service in UNAMID and AMISOM. The programme has become a strong platform for Norwegian foreign policy in relation to peace and security issues in Africa.

The team also identified a number of weaknesses in TfP which have reduced both the effectiveness and efficiency of the programme. This has become more evident with the recent expansion of the programme. The growth of TfP in budget, partners and activities challenges the MFA to arrive at decisions through a strategic balancing act of some key factors; these include:

- Further developing and communicating an overall strategic framework whereby partners' individual contributions can collectively be seen to be more than the sum of their individual parts;
- Finding a balance between flexible support, and sufficiently detailed planning and reporting whereby partners can demonstrate focus, relevance, outcomes, and that together, the MFA can add up the parts to demonstrate overall impact of the programme;
- In a sector that has become crowded with actors, meeting the essential management challenge of harmonisation and coordination internal and external to TfP:
  - How to incentivise coordinated efforts among TfP partners;
  - How to coordinate with other donors working to achieve the same objectives with TfP partners; and
  - How to bring these together in a manner that provides maximum benefit to the African Union and its constituents?

It is the firm opinion of the team that if TfP fails to address these challenges and to make the necessary changes and corrections the programme may loose its comparative edge and become less relevant in a rapidly changing environment characterised by evolving demands and a multiplicity of partly overlapping support programmes and supplies.

Through TfP a strong platform has been established for further Norwegian support to peace support missions and dialogue with stakeholders. The team recommends a continuation of the programme, but also proposes a series of changes and adjustments to ensure that the programme can continue to make a relevant contribution. This includes recommendations for:

- a more clearly defined focus and strategic framework for the programme;
- stronger strategic and administrative management of the programme; and
- adjustments to some individual activities within training, research and policy advice.

1: Strategic framework

MFA needs to provide the programme with a more sharply defined strategic framework in which overall objectives and key outcomes are clearly described. This will entail addressing a series of questions: Should the programme retain a primary focus on providing support to ongoing and new peace support missions? Or should it focus on providing support to the African Peace and Security Architecture and the ASF? Or both?

This will also require decisions of how the TfP should evolve. Should it be developed primarily as a flexible funding mechanism for MFA in support of a range of individual partner activities that will help achieve the objectives, or should it seek to develop a more coherent programme with stronger interaction between partners and implementing agencies? In either scenario it also becomes necessary to consider how TfP could coordinate and harmonise with the growing number of donor initiatives that share the same objectives in Africa.

Recommendation 1:
MFA should develop a strategic framework for the programme
which outlines purpose, goals, and objectives, and the role of
TfP in achieving them

2: Management and governance

TfP has operated under an extended pioneering phase of organisational development. The growth and expansion of TfP and the increasingly complex environment in which it operates invites answers to the question: Should TfP-objectives be pursued through a flexible funding mechanism enabling MFA to fund a range of different organisations and projects contributing to the objectives, or should TfP aspire to become a coherent programme where partners and implementing agencies work more closely together?

A lot of the value that has emerged from TfP's financial support has manifested precisely because partners have enjoyed flexibility to respond quickly to opportunities and demands, but it has also led to a situation where inefficiencies have developed over time and the impact of the programme may have been reduced.

Is it the role of TfP to focus funded interventions more closely on specific priorities, or should more specific priority setting be left more with individual partners who apply for funding?

In sum, TfP is faced with two poles that are connected through a continuum of options in-between. The more partner-defined and/or flexible the priority setting and planning, the greater the risk of multiple disconnected silo interventions across TfP. The more programmatic and focussed the priority setting and planning, the less flexibility partners have in being able to respond to unpredictable demands and opportunities.

A: Option One – coordinated funding facility

The first option entails TfP being primarily a flexible funding mechanism which is deployed by the MFA in supporting various organisations and interventions with respect to MFA-identified training and other priorities in relation to the police and civilian dimension of peace support operations and the African Peace and Security Architecture. This would allow for continued funding of the historical TfP-partners, perhaps more tied to the achievement of specific outcomes, but also provide for support to new partners and implementing agencies and for specific ad hoc activities.

B: Option Two – a coordinated programme

This option is a more focussed extension of the current TfP which implies that the current partners and associates are better co-ordinated and work together where this can enhance programme outcomes. The challenge in negotiating the development of a more structured and focussed approach to the governance of TfP is to provide a management environment which continues to enable flexibility and responsiveness, but also accountability towards focussing upon commonly agreed outcome priorities. The diversity of TfP makes this an extremely difficult task.

The primary identities, roles and functions of all TfP's partners exist outside of TfP. In recommending increased coordination, the onus is on programme management to develop effective procedures which take TfP partners' diverse identities into account. With dedicated leadership from MFA, TfP's management and governance arrangements can be designed to stimulate networking value and coordination without being overly burdensome on partners' senior management resources. TfP's value-add would be in harnessing the special skill-sets and knowledge of its partners in pursuing common priority objectives and outcomes.

Both options share a number of common implications. First, as pointed out above (cf. recommendation 1), MFA needs to develop a strategic framework which provides direction and guidance. Secondly, MFA needs to provide more dedicated human resources and funds for management of TfP. This is essential to reduce inefficiencies, to ensure that TfP is able to adapt to changing contexts, and to help further increase the impact of the programme.

The team is of the opinion that this will require dedicated fulltime staff both in Oslo and in Africa. The Security Department should continue to have one staff dedicated to the programme. MFA should also prepare an annual report of TfP and its achievements in the past year.

It will also be important to have a fulltime person at an Embassy in Africa that can manage the programme. He/she will also require sufficient funding to be able to travel extensively. Management will also require dedicated capacity to do the technical administrative functions, especially in interacting with TfP-partners, to help facilitate a transition to results-based management, and to provide administrative assistance and support to partners. Such technical project management services may be outsourced.

The current location of the management is the Embassy in Pretoria. It may stay there depending on the where the bulk of future TfP-activities will be. In any case relations with the AU on these issues and donor coordination at pan-African level require a Norwegian presence in Addis. That can best be done through the Embassy in Addis.

Recommendation 2.1:
MFA provides sufficient dedicated human resources to facilitate
a) strategic and administrative management of TfP, b)
engagement with the AU and RECs/RM, and; c) coordination
with other donors and role-players.

Recommendation 2.2:
A dedicated full-time MFA TfP management resource is
required both in Oslo and in one of the Embassies in Africa.
While the strategic networking and management role should be
assumed by an MFA staff member, the technical project
management functions could be outsourced.

The International Advisory Board (IAB) can play a valuable role in maintaining the status and high profile of TfP and in providing advice to the MFA on strategic issues. The review team feels that the role of IAB in relation to TfP is not sufficiently utilised. Its mandate and functions should be formalised. The IAB could, e.g., play a stronger role in describing immediate objectives within an overall TfP strategic framework to which partners could respond with plans for practical interventions.

Recommendation 2.3:
MFA should develop Terms of Reference specifying the mandate
and functions of the IAB

The Joint Annual General Meeting of TfP should be abolished. The Embassy with the management responsibility should have separate annual meetings with each TfP-partner. The joint AGM should be replaced with an annual strategic planning workshop. Such a workshop should be a forum for discussion of common issues, sharing of experiences, exploration of possibilities for collaborative work, and so on. It should also be an arena for exchange of views between MFA and the various TfP partners and implementing agencies. Managers from TfP partners should leave the TfP planning meeting able to further develop their own organisations' TfP plans and budgets for the year ahead.

Recommendation 2.4:
The joint AGM should be abolished and replaced by an annual
strategic workshop

The institutional efficiency and effectiveness of TfP can be further enhanced through the development of guidelines and terms of reference for its various processes and structures. The monitoring of impact and outcomes requires standardised methods for results-based management. TfP can build the capacity of its partners in developing simple guidelines and log-frame formats for planning, management and reporting. These tools can complement and reinforce the procedures required by other sponsors of these partners. A mid-term review should be carried in year two of the next phase of TfP.

Recommendation 2.5
TfP develops a simple standardised logframe planning and
reporting framework and guidelines for use by all partners and
implementing agencies

Recommendation 2.6:
A mid-term review should be carried in the next phase of TfP

3: Training

The overall impression of the team has been that the TfP training has been successful in providing large and highly relevant outputs, but has been less able to demonstrate how these outputs contributed to the achievement of specific outcomes. As a programme, TfP will always remain at least one step removed from having meaningful influence over the deployment and follow-up support of trainees. The AU and its ASF regional entities are further developing their own capacities and strategies for managing and deploying trainees from member states.

There will always be instances where the existence of a "supply" will create the "demand" for a training course to be conducted. Several courses appear just to be that: a course with limited attention to how and in what way it contributes to broader objectives. As the AU and the RECs/RMs assert stronger coordination over training agendas and priorities it will become increasingly necessary for TfP to determine the "who" and the "how" of a coordinated engagement with the target groups and other service providers.

The team recommends that TfP works towards a situation in which the programme is able to plan its support to training activities based upon an assessment of needs, and a clear statement of outcomes and targets. Continued "train-the-trainer" courses must be linked to clear assessments of the need for such trainers, the required numbers to sustain a regional pool, as well as planned efforts to manage and sustain the pool. TfP also needs to strategise at what level it could make the greatest training contributions – at the tactical, operational or strategic level – taking into account the areas where TfP partners have comparative niche competences. As a general rule TfP should on a regular basis not provide standardised courses on its own. They should be delivered through and owned by training institutions.

Recommendation 3.1:
TfP as a whole needs to plan its support to training activities
based upon an assessment of needs, with a clear statement of
desired outcomes and targets to be achieved.

Recommendation 3.2:
"Train-the-trainer" courses must be linked to planned efforts to
ensure the maintenance and use of a sustained regional pool of
trainers that will be utilised.

Recommendation 3.3:
TfP needs to strategise more about where its future training
priorities should be in light of changing demands, needs and
other externally-funded training programmes.

Training in relation to the ASF must be aligned with the evolving training needs of the regional planning elements. Here many TfP partners will have to act more as service providers to the recognised training institutions. TfP must also consider how and to what extent it can help strengthen the capacity of the PSOD and the regional planning elements to provide strategic direction. This will also imply that TfP has to deal with the associated challenges of harmonisation and coordination with other initiatives.

Recommendation 3.4:
Training shall where possible be delivered through training
institutions where TfP partners act as service providers.

Recommendation 3.5:
Training must be harmonised where possible and TfP needs to
consider how and to what extent the programme shall contribute
to capacity development of training institutions.

The team see the recent efforts by TfP to provide pre-deployment and in-mission courses as highly relevant. TfP has succeeded in responding to urgent needs and demands. While TfP should continue to provide such training, there will also be an increasing medium-term need to harmonise and strengthen the capacities of training institutions, particularly related to policing and the civilian dimension. The demand for mission-specific courses will continue and TFP may consider strengthening its capacity to provide niche-training in this area. The competence within the TfP on, e.g., protection of civilians, violence against women and children, coupled with country or region-specific knowledge may be used to develop courses specifically tailored to the needs of individual missions.

Recommendation 3.6:
TfP could consider supporting its partners in further developing
and maintain their capacity to deliver mission-specific training
in niche areas

The team has noted the strong potential contribution of the AFDEM roster. It is a very unique and professionally managed roster of civilians available for deployment. The roster is in a position to perform valuable services for the civilian component of the ASF as well as for TfP. The team strongly recommends continued support from Norway and TfP. The AFDEM roster may not be equally relevant for the emerging rosters of the police which needs to be managed more directly by the police components in the RECs/RMs. AFDEM is a small organisation and its growth and expansion as a result of demand for its services as well as possible expanded project funding from a range of donor agencies needs to be carefully planned and managed.

Recommendation 3.7:
TfP should provide support to AFDEM in its efforts to further
develop and strengthen its roster for civilians for the deployment
by the ASF and others

4: Research

Research has been an important component within TfP and has provided a facility and instrument for developing African capacities to reflect and study lessons from past and ongoing peace support missions. The team also found that the current research and outputs are weak and uneven, especially taking into account the large number of positions funded through TfP. The attention to planning and development of research projects are for most TfP-partners less than satisfactory. The team notes the important efforts by the lead TfP research partner, NUPI, to draw up a coherent and focused research agenda.

The team recommends that funding allocation to research in the next phase should be dependent upon submission of strong research proposals where findings are expected to contribute to achievements of TfP-objectives. Joint research could be stimulated by making a portion of the research funds available for projects that involve two or more partners.

Recommendation 4:
Allocation of funding for research should be based on
submission of strong research proposals. Joint research can be
stimulated by dedicated additional funding being available for
projects involving two or more institutions.

5: Support for policy development

The team has noted that some of the major impacts of TfP have been in raising awareness and in providing technical support and assistance in the evolution of multidimensional approaches to African peace support operations and the African Peace and Security Architecture. TfP has also emerged as an important platform for Norway in relation to peace and security issues that have helped shape dialogue and interaction with African institutions as well as with the UN and other international organisations and partner countries.

The achievements of the programme and the changing contexts will also require that MFA and its embassies play a stronger role than in the previous and current project phases, not just in providing an overall strategic framework and management, but also in playing a more direct role in engaging with African institutions, the AU, the RECs/RMs and their training institutions. TfP will increasingly have to be able also to speak with one voice in relation to other donor programmes and to the beneficiaries. This can only be done by Norway through the MFA/the embassies. Partners and implementing agencies are not in a position to speak with one voice or on behalf of the programme. The complexity of relations requires increased coordination and harmonisation. TfP's current partners also engage the same stakeholders directly, or on behalf of other role-players, on matters that are not supported through TfP.

Recommendation 5:
MFA needs to play a stronger role in directly engaging with
African target groups in maximising overall alignment of the
programme and its objectives to those of its primary
beneficiaries

Annexes

For a review of "Training for Peace" (T.f.P.) 2009 / 2010.

1. Background: The TfP programme was initiated in 1995 by the Norwegian Government and is funded and coordinated by the Ministry of Foreign Affairs (MfA). Five Norwegian Foreign Service missions are actively involved, in cooperation with African and Norwegian partners, AU and UN. The Embassies in Abuja and Pretoria have delegated responsibility for management and results for a major part of the program.

The overall objective of the programme is to promote the non-military aspects of peace keeping in Africa, and to build African capacity to plan and to carry out the police and civilian dimensions of peace operations mainly in Africa.

The programme activities are run by TfP partner institutions, namely the Institute for Security Studies (ISS, South Africa), the African Centre for the Constructive Resolution of Disputes (ACCORD, South Africa) and the Kofi Annan International Peace Training Centre (KAIPTC, Ghana) as well as the Norwegian Institute of International Affairs (NUPI, Oslo). Recently cooperation has commenced with Eastern Africa Standby Brigade Coordination Mechanism (EASBRICOM) in Kenya. Norwegian Police contribute advice and instructors to TfP activities on request. On recruitment issues for civilian experts, AFDEM contributes advice.

An International Advisory Board (IAB) consisting of leading international experts on African and global peace keeping issues, provide strategic advice on the direction of the TfP programme, including through regular meetings.

The most recent allocation of funds and signing of agreement were done in 2008, for the period 2008 -2010, when up to NOK 70 mill. Norwegian kroner was allocated this three years' period.

As a basis for possible further financing and to measure results of the activities that have taken place, the Ministry of Foreign Affairs in Oslo has decided to have an external, independent review of the programme undertaken, and has asked Norad to take the responsibility for having this review carried out.

2. Purpose, context, use: TfP was last evaluated in 2000 and a review was made in 2004. A review should now be undertaken to examine the efficiency and the extent to which the programme has developed according to plans in relation to the purpose.

It should also advice on possible continuation after the present agreement expires at the end of 2010, and if continued, what corrections or adjustments could be advisable.

This review may be seen as complementary to the ordinary monitoring done through assessment of progress reports, annual reports and work plans. With a programme as multifaceted as TfP with several stakeholders, we think regular reviewing is essential to manage the programme.

The assignment is given by the Norwegian MfA and since the ministry also is responsible for the coordination of the programme they will together with the relevant Embassies also be the prime user of the report. Other stakeholders are of course the three African partners; ISS, ACCORD, KAIPTC and NUPI in Norway. EASBRICOM that recently has got financial strengthening from Norway under the TfP umbrella, should also be interested, as well as AFDEM. Norad is involved by giving technical advice concerning the programme and is also taking active part in the accomplishment of the review process.

3.Team composition and leadership: The review should be carried out by an independent team with extensive knowledge about the African peace and security architecture, current African and global peace keeping issues, African needs in terms of support to build peace keeping capacity, and with extensive knowledge concerning international capacity building programs and donor initiatives and how they are being implemented in Africa.

The Team leader will be chosen after a public tender process in Norway. Under the contract the international consultant (Team leader) shall recruite another consultant to the Team, with very good knowledge from region(s) where TfP activities are taking place.

The Team leader shall be responsible for the writing of the Final report.
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4. Scope of Work: The review team shall assess:

- To what extent are the objectives of the programme **relevant, i.e.** is the support consistent with beneficiaries' requirements, regional needs and partners' and donors' priorities.

- Whether the Norwegian support has contributed to improved African police – and civil capacity in relevant peace operations in and to improved planning capacity for peace operations in Africa **(effectiveness).**

- If the Norwegian support has been efficient, management system included **(efficiency).**

- **Impact** of the support .What positive or negative, primary and secondary, long term effects has the support had, directly or indirectly, intended or unintended, in peace keeping operations and relevant parts of the African peace and security architecture?

- Are relevant, reliable and sex disaggregated baseline data available?

The team shall analyze **sustainability and risks** by assessing inter alia:

- clarity in roles and responsibilities between partners and stakeholders
- coordination and support from programme management to the partners
- local partners capacity and performance
- sufficiency and timeliness of financial flow/management
- anti-corruption challenges and measures taken
- Review how HIV/Aids is taken care of as a cross cutting dimension in the programme

5. Implementation: The review team, should firstly meet with MFA and other involved participants in Oslo and then, based on relevant documentation,   present an Inception report as the starting point of the review to assure that the consultants and the partners have the same basis for the work to be done.

Based on discussions and conclusions of this report, the team should conduct interviews with TfP programme partners and users from South Africa, Ghana, Kenya and Norway. Furthermore views and comments should be sought from members of the International Advisory Board of the TfP programme, as well as the Norwegian Police Directorate, and end users i.e. relevant UN and AU peace keeping managers in addition to SADC and ECOWAS.

Budget: The total costs including travel costs for the team and printing of the report should not exceed 650 000 NOK.

Time frame: Preparations, including studying relevant material and making interviews   with relevant persons in Oslo and preparing an Inception report shall be done within two weeks. The field trip to African countries could take four weeks. Then two weeks to write a Draft report to be presented to MfA and the other stakeholders. After having received comments to the draft, the team is given two weeks to finalize the report. All together the work should be done within a time frame of ten weeks.

The final report should be ready within the 1st of March 2010.

<div align="center">29.10.2009</div>

List of persons interviewed

Norway

Bjarte Erdal	former Counsellor regional affairs, Norwegian Embassy in Pretoria (ret.)
Håkon Svane	senior advisor, Section for Global Security Issues and CIS countries, Department for Security Policy and the High North, Ministry of Foreign Affairs
Trine Mathisen	senior advisor, Africa I Section (East and North), Department for Regional Affairs and Development, Ministry of Foreign Affairs
Kristin Teiglund	senior advisor, Africa II Section (West/Southern), Department for Regional Affairs and Development, Ministry of Foreign Affairs
Frøydis Aarbakke	senior advisor, Peace, Gender and Democracy Department, Norad
Mikkel Pedersen	Programme manager, TfP at NUPI
Ståle Ulriksen	Head, Department of Security Policy and Crisis Management, NUPI
Cedric de Coning	researcher, NUPI and advisor ACCORD (former programme manager, TfP ACCORD)
Ole Anton Utvaer	Assistant Chief of Police, International Section, National Police Directorate (interviewed in Kenya)
Anita Nergaard	Deputy Director General, Section for Global Security Issues and CIS countries, Department for Security Policy and the High North, Ministry of Foreign Affairs

Kenya

Hudson Siazyamana Benzu	Police Commissioner, AMISOM
Brigadier Robert Kibochi	Head: International Peacekeeping Training Centre, Nairobi
Xavier M.C. Ejoyi	Researcher, TfP Institute for Security Studies, Nairobi
Andrews Atta-Asamoah	Researcher, TfP, Institute for Security Studies, Nairobi
Bjørn Hareide	Senior Police Adviser / Former Police Commissioner Office: Eastern Africa Standby Brigade Coordination Mechanism (EASBRICOM)
Joseph Ekandjo	Deputy Commissioner, Head SADCPOL, PLANELM, SADC
Thobeka Jozi	Deputy Commissioner, Director, SSF Police, PLANELM, SADC

Annual General Meeting, TfP in Nairobi (17 participants from all TfP partners, AFDEM, the Police Directorate, EASBRICOM, MFA and the Norwegian embassies in Pretoria and Nairobi)

Ghana

Air Vice Marshall Dovlo	Commandant, KAIPTC
Arne Olsen	Counsellor, Norwegian Embassy; Abuja, Nigeria – responsible for Norwegian support to KAIPTC (telephone)
Christiana Pambo	Resource Director, KAIPTC
Emma Birikorang	Researcher, KAIPTC
Kwesi Aning	Head, Conflict Prevention, Management and Resolution Department; KAIPTC

Nuala Lawlor	Counsellor, Political/Economic Relations and Public Affairs. High Commission of Canada in Ghana
Thomas Jaye	Senior Researcher, KAIPTC
Vibeke Mortenson	Counsellor, Danish Embassy, Accra (telephone)

South Africa

Gunnar A. Holm	Counsellor, Regional Affairs, Norwegian Embassy, Pretoria
Jakkie Cilliers	Executive Director, Institute for Security Studies (interviewed in Kenya)
Henri Boshoff	Programme Head, Peace Missions, Institute for Security Studies
Johan Potgieter	Senior researcher, Peace Missions Programme, Institute for Security Studies
Festus Aboagye	Senior Researcher, Peace Missions Programme, Institute for Security Studies (former programme head, Peace Missions Programme)
Anton Kruger	intern, Peace Missions Programme, Institute for Security Studies
Kunjulwa Peter	Programme administrator, Peace Missions Programme, Institute for Security Studies
Cheryl Frank	Director, Pretoria Office, Institute for Security Studies
Bereng Mtimkulu	Director, Defence Operational Commitments, SA Department of Defence (Previous Head of AU PSOD)
Vasu Gounden	Executive Director, ACCORD (interviewed in Kenya)
Yvonne Kasumbu	Programme Coordinator, TfP, ACCORD;
Pravina Makan Lakha	General Manager, ACCORD
Karishma Rajoo	Programme Manager Training, ACCORD
Zinurine Alghali	Programme Officer, ACCORD

7th Annual General Meeting of the African Peace Support Trainers' Association (APSTA) in Durban, February

Zimbabwe

Bongie Ncube	Programme Manager, African Civilian Capacity for Humanitarian and Peace Building Missions (AFDEM)
Gaudence Milanzi	Commandant, SADC Regional Peacekeeping Training Centre (interviewed in Zimbabwe and South Africa)
Ommaney Chinyungurwa	Regional Specialised Officer, Interpol Sub-Regional Office for Southern Africa/Southern African Regional Police Chiefs Cooperating Organisation (SARPCCO)
Vincent Kaseke	Programme Officer, Norwegian Embassy, Harare

Ethiopia

Rolv Ree	Minister Councellor, Norwegian Embassy
Silje Vikøy	First Secretary, Norwegian Embassy
Heike Dettmann	Councellor, political affairs, German Embassy
Irene Biontino	Councellor, German Embassy
Roba Sharamo	Acting Director, ISS - Addis Ababa Office
Solomon A Dersso	Senior Researcher, African Peace Support Trainers Association, ISS – Addis Ababa Office
Marchel R. D. Chirwa	Senior Research Fellow, African Peace Support Trainers Association, ISS – Addis Ababa Office
Col Charles Debra	Head, training cell, Peace Support Operations Division, African Union (interviewed in South Africa)
Shake Dembele	Training Officer, AU Peace Support Operations Division
Supt. Sayibu Gariba	Training Officer, Police Component, AU Peace Support Operations Division
Abdel-Kadar Haireche	Team leader, UN DPKO, AU Peacekeeping Support Team
Lt. Col Nurudeen K Azeez	Military Advisor, UN DPKO, AU Peacekeeping Support Team

Daniel Venturi   Military Advisor, EU Delegation to the African Union

AU partnership group: peace and security (special meeting convened by the EU to discuss findings from the review of TfP with 15 participants from the Embassies of Germany, Italy, Japan, Portugal, Sweden, Denmark, Canada, Norway and the EU as well the NATO liaison office, GTZ and the AU liaison office)