UNDP GAMBIA COUNTRY OFFICE

TERMINAL EVALUATION OF THE UNDP SECURITY SECTOR REFORM (SSR) PROJECT

FINAL DRAFT
EVALUATION REPORT

Submitted by

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Acknowledgement

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List of acronyms and abbreviations

ADRS	Alternative Dispute Resolution Secretariat
AGDI	African Gender Development Index
AUTSTG	AU Technical Support Team to the Gambia
CDA	Conflict and Development Analysis
CDRs	Combined Delivery Reports
CEDAW	Convention of the Elimination of all forms of violence
CSOs	Civil Society Organisation
DIM	Direct Implementation Modality
DLEAG	Drug Law Enforcement Agency of the Gambia
ECOMIG	Economic Community Military Intervention Group
ECOWAS	Economic Community for West African States
GAF	Gambia Armed Forces
GBV	Gender based Violence
GMIS	Gender Management Information Services
GPF	Gambia Police Forces
GPU	Gambia Press Union
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MOD	Ministry of Defence
MOU	Memorandum of Understanding
NaLA	National Agency for Legal Aid
NHRC	National Human Rights Commission
NSP	National Security Policy
OECD/DAC	Organisation of Economic Commission on Development/ Development Assistance Committee
PB	Project Board
PBF	Peace building fund
PMU	Project Management Unit
RBAD	Rights Based Approach to Development
SSR	Security sector reform
TAM	Technical Assistance Mission
ToC	Theory of Change
TRRC	Truth Reconciliation and reparation Commission
UN	United Nations
UNCT	United Nations Country Team
UNDP	United Nations Development Programme

Executive summary

Project background: The Gambian security sector was noted to have a number of deficits that had tainted its public image during the 22-year autocratic rule of Yahaya Jammeh. The sector was marred with numerous allegations of human rights abuses, abuse of power, interference in politics, lack of professionalism, poor civil-military relations, lack of adequate human resources management, lack of adequate technical skills and capacities among others. The security forces lacked independence and standard procedures for recruitment and merit-based promotion and besides. The police had been militarized, which all compromised the quality of security services in the country.

Against these deficits, the new president HE Adama Barrow requested for the UN support to transform the security sector, which was granted following the findings and recommendations of the Technical Assistance Mission that was deployed in 2017. Specifically, the UN Secretary-General's Peacebuilding Fund (PBF) was an early responder to the transition priorities in The Gambia, approving in 2017 a first package of $3.1 million of critical interventions to support transitional justice security sector assessment and support for reform and strengthened coordination in the President's Office. As a result, the PBF Security Sector Reform project was designed to achieve two outcomes namely: i) The SSR stakeholders benefit from the necessary strategic support to elaborate and implement an inclusive national security strategy; and ii) The SSR support of the international community is coherent and coordinated by specifically delivering 3 outputs: i) Security Sector Stakeholders receive the necessary strategic support to develop and implement a national security sector reform strategy; ii) An inclusive and participatory national sector-wide approach of SSR ensured; and iii) Framework for coordinated and coherent international support to the security sector is established and functional.

The terminal evaluation: The SSR was a two-year project that commenced in July 2017 and was supposed to end in December 2019 but was extended up to 30th April 2020. Thus, this evaluation was commissioned to take stock of the project achievements with further intentions of drawing lessons and best practices that can inform future programing. As such, the evaluation was both a process and result oriented exercise whose purpose was to assess the project performance in the light of OECD/DAC evaluation criteria focusing on: relevance, effectiveness, efficiency, sustainability and impact on the national institutions, processes and beneficiaries directly or indirectly. More specifically, the evaluation was designed to achieve the following objectives;

- To assess the contribution of the project activities to the realization of project objectives and, outcomes by using the OECD DAC evaluation criteria and determining how relevant, efficient, effective, and sustainable the project is.
- To identify the factors that have affected/impacted the project's contribution either positively or negatively - identifying, understanding and explaining the bottlenecks and enabling factors that influenced these contributions respectively.
- To determine any possible catalytic effects of the project.
- To assess the project's contribution towards the strengthening of the security sector, including towards a broader coordination and planning in the sector by the Government and other international partners, and towards the peacebuilding processes during a key political transition period in the country.
- To provide actionable recommendations for improving specific UN support to the SSR, especially for incorporation into possible further UN SSR (PBF) interventions in the Gambia from 2020 going forward.

Methodology: The evaluation relied on both secondary and primary data sources that were interactive collaborated to support the findings. Primary data was collected through on-line interviews with selected key stakeholders from UNDP, ECOWAS and Government agencies. Additionally, other stakeholders filled in a self-assessment tool, which was emailed back to the evaluation team. Secondary data on the other hand was extracted from project progress reports and other relevant documents. A three-step process was undertaken for secondary data extraction namely: i) determining the required information and sources; ii) obtaining the necessary documents; and iii) extracting summarized information for subsequent analysis.

Findings: The analysis followed the OECD/DAC evaluation criteria with particular focus on project relevance, effectiveness, efficiency, impact and sustainability. Analysis was further extended to UNDP's key programming principles of; Gender mainstreaming, Human rights based approach, Results based programming; and Capacity building.

Relevance: The SSR project was highly consistent with both global and national development priorities enshrined in the SDGs, UNDAF and The Gambia National Development Plan 2018-2021. Since the design of the project followed the request of the president for support as well as the recommendations of the TAM, the relevance of the project interventions in responding to the security sector gaps was enhanced.

Even when the project had commenced, other assessments such as the countrywide security sector assessment as well as Conflict and Development Assessment were commissioned to further inform the formulation of the necessary policies and strategies. Through the assessments, diverse stakeholders were given a platform to have their concerns heard and incorporated in the security sector reform processes. This has continued to make the reform processes and even the outputs highly responsive to the aspirations of the Gambian population.

The aspects being addressed by the project (peace, social cohesion, improved service delivery as well as gender equality) are pertinent to national and global development. Thus, the project results are strategically contributing to enabling the Gambian government to meet both the national and international development commitments.

The project devised and employed an appropriate management structure that promoted inclusiveness and accountability. The steering committee, which at the same time served as the project board, was strategically constituted to ensure effective representation and participation of the key stakeholders. Despite some reported low commitment of the members that affected the timeliness of the committee's work, it provided strategic guidance to project implementation by coordinating national efforts towards the project.

Being a multi-donor funded project (UNDP was the main funder and other donors participated through adhoc bi-lateral engagements with security sector institutions. However, the evaluation focus was on the UNDP funding). It should be observed that a formidable coordination structure of the donors was established and functional through the SSR Advisory Group. Much as coordination meetings and other frameworks for enhanced coordination such as the SSR coordination matrix, dialogues etc, the implementation of SSR suffered from some coordination gaps which some stakeholders attributed to what they referred to as "many and uncoordinated cooks in the kitchen with more likelihood of spoiling the food". There is a coordination inconsistence between the NSA and the Minister of Justice with all claiming to have a

coordination role. At the international level, the deployment of security advisors by different partners without harmonized Terms of Reference is an issue of contention regarding effective coordination.

Whilst there is evidence that the SSR project was relevant, the evaluation noted that it concentrated on software (policies, legal frameworks and capacity building) solutions with much focus being put on the policy frameworks and capacity development with little attention paid to development of necessary infrastructure as well as logistical support to the security institutions. Yet infrastructure and logistics were critical to realization of the impact of policy and legal frameworks supported by the SSR project. Thus, the design aspect of the project depicts it as a foundational intervention that ought to be followed up with other interventions if the desired higher-level results are to be achieved.

Effectiveness: The project has delivered well on its planned results. Through the project, technical support has been provided to the government in policy and strategies formulation. By the time of the evaluation the National Security Policy, The Security Sector Reform Strategy and the National Security Strategy and SSR communication strategy had been completed. The other institutional strategies such as for Police and immigration were still underway at the time of this evaluation. With the support of the project, the development of these strategies was well built of wide consultations, which facilitated national ownership that is envisaged to positively impact on their smooth implementation.

There was establishment of DP's technical Working Groups and the SSR International Advisory Group, which are the most outstanding achievements under this output indicator. At the national level, coordination mechanisms are notably still weak on the account of inadequate access to resources, capacity and political support.

The development of a resource mobilization strategy is still work in progress. Whereas the resource mobilization strategy document has been produced, it is yet to be approved by the responsible authorities. The project has performed well against the set output indicator targets as most of the targets have been achieved.

Commendable efforts towards the establishment of a coordination framework for coherent international support are evident. For example, the SSR technical committee was established and evidence for its functionality during the project period was ascertained. Furthermore, international community in the SSR processes formulated a resource mobilization strategy to coordinate strategic interventions. It is apparent that these measures are sufficient to improve coordination of donor support to the SSR processes.

However, the evaluation noted that the hitherto SSR results are at the foundational or intermediate level hence calling for follow-up support if the envisaged impact beyond the project lifetime is to be realized. For example, implementation of the formulated policies and strategies still require more support for the higher-level outcomes and impact to be realized. The emerging Corvid-19 pandemic effects of lockdown, anticipated dearth of donor and government resources are likely to have devastating effects on results by watering them down due to sudden paradigm shifts in resource re-allocation, development programming and limited technical skills support to the SSR process. This calls for documentation of lessons and effects of this Corvid -19 to assess

the gaps and challenges emerging so as to safely navigate SSR process to ensure results are sustained.

Efficiency: The project well utilized the available resources, as it was able to deliver the core outputs at 80.9% total expenditure out of funds budgeted for the entire project. The use of Direct Implementation Modality coupled with output based budgeting were the major factors behind the project's enhanced efficiency. Financial management well adhered to UNDP guidelines and procedures. An elaborate financial management arrangement was well articulated in the project document though was not employed since the envisaged pooling of resources did not materialize.

In terms of resource use, the adoption of local consultants in the design of strategies, use of internal institutional resources (office space & personnel) to formulate policies were all geared towards enhancing cost efficiency of the intervention. Thus the evaluation is of the view that project in some respects did come in to support local initiatives.

Financial reporting requirements were well adhered to with consistent matching of the expenditures with the planned outputs as depicted in the 2018 CDR. However, for 2019 and 2020, articulation of the outputs under which different expenditures were incurred was not made explicit which compromises input and output analysis which would have served as a key indicator of efficiency. Nevertheless, the described framework for financial management in the project document is adequate to ensure efficient use of resources.

Impact: At a higher level, the project aim was to improve public trust and confidence in the security institutions. Although the actual evidence on the progress could not be ascertain by the evaluation for it is still evolving. It was noted that the most of the project output level results have been achieved and there is much hope that the project is in position to accelerate the realization of the envisaged impact. Precisely, the project support to: Adoption of a human rights based approach in the planning and execution of the security sector mandates; ii) Improvement in the coordination of the security sector; iii) Improved image of the security sector institutions; iv) Citizens' empowerment through awareness creation; and v) Gender mainstreaming create strong foundation for the achievement of the impact. However, it was noted that both the impact indicators and targets were not set because it was assumed they would manifest in the post project interventions through the SRR process expected to continue through the NDP and UNDAF.

There is a logical interventional flow with lower level results feeding into higher-level ones. As such, the project theory of change was appropriate with improvements in the policy frameworks and institutional capacity strengthening forming the base of the envisaged sectoral reforms.

Sustainability: The project focus on policy improvements and institutional capacity strengthening is associated with enhanced sustainability potential. More specifically, Creation and codification of the Office of National Security, Formulation of requisite policies-National Security Policy and National Security Sector Reform Strategies, the on-going Constitutional review reforms, the promise of National Reforms, Commissions & Committees, and involvement of the media are major pillars of results sustainability.

However, the low political will and inadequate financial resources for the implementation of the envisaged reforms, limited institutional capacity are great challenges to enhanced sustainability. The governments political will needs to be displayed beyond mere confessions to practical

measures backed by national resource allocation to undertake the reforms. There are number of opportunities the Gambian security sector can leverage to strengthen its capacity and sustain much of the results. They include capacity building of personnel, the policy and legal reforms in security sector institutions form a formidable bedrock for sustainable impact of the reforms as well as the embedment of SSR into the National Development Plan.

Lessons learnt:

LESSONS LEARNT IN SUPPORT OF THE DESIGN OF SSR PROJECT

Project Conception and design

- Pre-conception studies are very salient at informing conception of a project. This is in relation to the assessment conducted before the SSR project and was critical in generating information that informed the project concept.

- All efforts were put in place to make the design robust by bringing on board all critical institutions and partners, which enabled the intervention to be relevant. This is because there were meticulous selection of the security institutions to be brought on board and relevant non-state actors.

LESSONS LEARNT IN THE IMPLEMENTATION OF AN ALL-INCLUSIVE AND NATIONALLY LED SSR PROCESS

Effectiveness

- Internal legal policy and legal reforms have a self-assessment role that can thoroughly address the enigma of obsolete policy and legislative regimes.
- Data is critical at informing the interventions for purposes of flexibility in terms of adapting project implementation to target right issues as they evolve. Conflict and Development Analysis conducted by the SSR project were key to adaptations to address emerging issues.
- Creating more bodies and structures is key to strengthen operationalization of the legal and policy reforms in security institutions. This is true of the decentralisation engendered during the SSR process and Media Forum Women Networks that penetrate deeper in the countryside
- Civilian Oversight is necessary for promotion of norms within Security institutions: Civilian Oversight bodies like Defence Committee, Civil Society and Media have immense value addition as they have the clout that can create the much needed awareness about the need to provide more resources to the security institutions to enable them effectively perform their functions.
- Software interventions such as capacity building, policy and legal reforms are better impacted with improved working environment such as infrastructure and logistical support.

Management

- A well-designed M&E is very helpful as it is user-friendly in tracking the progress of the SSR project interventions.

- A strong monitoring framework that captures requisite data is critical at informing the interventions for purposes of flexibility in terms of adapting project implementation to target right issues as they evolve.

Sustainability

- Anchoring the SSR project within NDP attracts immense budgetary and technical support and accords a position on how best it contributes to national development process.

Best practices

Project Relevance

Concept and design

- An assessment of a situation opens the doors for better idea development of a project intervention
- Allowing for internally driven security reforms such as policy and regal reform initiatives gives room for innovation and buy-in of the security institution in question-design.
- The appointment of the Deputy Minister of Defence was a good step to enhancing the oversight and coordination of the Gambia Armed Forces.

Management

- Participatory management is important for reporting and SSR project coordination.
- Specific Structures and institutions created within security institutions enhanced gender promotion and women rights.
- The sequencing of the strategies was such that each preceding strategy provided an anchor for the next one. The establishment of the Office of National Security called for strategic frameworks to operationalize the subsequent reforms such as the National Security Policy and subsequent SSRS and SSR.

Efficiency

- Coordination among the various partners has brought in adequate resources required to support the SSR process.

Effectiveness

- Requisite resources in both human, financial resources were marshalled to effect coordination and partnerships. This was evident from the start and the full implementation of the project activities as more donors came on board to support the SSR initiatives.
- The remodelling of the institutional, policy and legal frameworks to fit into the constitutional reform process is   key for sustainability of the project results.

Recommendations

UNDP and Donors

The recommended actions in order of implementation are:

First: UNDP Country Office should streamline donor coordination: There should be streamlined coordination among the international and national partners by establishing a technical working committee of all partners and a basket fund for all donors funding SSR process interventions to avoid unilateral actions of donors that water down streamlining interventions.

Second: UNDP mobilise development support towards enhanced SSR process: UNDP as development partner should strengthen the existing support of the development processes in the Gambia by streamlining development interventions in manner supportive of the SSR process. For example, UNDP can mobilise resources in support of the government towards improvement of infrastructure and requisite equipment to security sector institutions.

Third: UNDP should mobilise other development partners towards a collective approach to address gaps in the approaches to support SRR process: UNDP as a strategic partner to government should mobilise and coordinate other development partners for actions to ensure a well-coordinated support towards addressing the specific gaps inherent in the SSR processes so as to ensure more resources are marshalled for integrated security and development approaches. In that regard, strategies such as providing requisite technical support and common pool of funding as well as development partners forum specific to coordination of SSR process can be found and managed by UNDP.

To Government of Gambia

The evaluation advises the recommendations be implemented as sequenced here below:

Step 1- As a coordinating office, ONS needs to support an establishment of statutory body established by the government to oversee coordination between government institutions and development partners to avoid existing overlaps and competition among the donors and partners. The government should create a body to support ONS and have it codified in the constitution or statutory instrument/regulations to operationalize it.

Step 2- The entire SSR process especially the implementation of the NSSS and NSSRS should be harmonised to avoid overlaps in terms of delivery on their mandates. This can be done by putting a committee in place comprising technocrats from the sector institutions to review the two strategies to iron out institutional overlaps and mandates for better implementation since the two strategies reinforce each other. This is necessary for effective monitoring, reporting and evaluation of the SSR process results.

Step 3- The government of the Gambia should take firm action on security personnel accused of human rights violations by relieving them of their duties and subjecting them to due process of law. Punish those found culpable to rebuild trust and confidence in the citizens towards the SRR reform process. This should go hand in hand with creating forums that bring together Communities and members of the security forces to effectively enhance participate in the security reform processes.

Step 4- Enhancement of the citizen/beneficiary ownership should be done through active involvement of all stakeholders in the implementation of National Development Plan. This can be achieved through mobilisation of citizenry and members of the security institutions. Mobilisation should be done by quick operationalization of the communication strategy, the media as well as involving CSOs in the process to ensure there is consistent and wide reach to the masses the entire country.

Step 5- There is urgent need to sensitise and create awareness among the members of the security forces/Institutions about the good intentions of the SSR reforms as well as prepare them for reforms through capacity building towards diversified livelihoods to create soft landing for those who are sent off. This sensitisation should be done within each security institution from top to the lowest unit. The target should be the rank and file with messaging tailored to specific needs in relation to in-service and post demobilisation career development.

Step 6- Government with support of development partners should expedite the downsizing and reform of the security forces as soonest to overcome anxiety and tumult likely to arise out of the delays. Specifically, government should employ a professional firm to undertake the delicate and sensitive process of downsizing the army, prison services and police. A professional firm will act professionally and neutral to avoid biases and related corruption practices.

Step 7- All main key institutions such as Ministry of Defence, Ministry of interior, Presidency, National Assembly, Ministry of Women and Children Affairs should establish institutionally based continued capacity building programs for enhanced national ownership in terms of managing abilities and resource sufficiency for self-sustained SRR process. This should be done by undertaking capacity needs assessments and in-service training, retooling for all the personnel to ensure skilling that matches the changing times for better service delivery.

Step 8- Security committees and the members of the security forces beyond consultations should be given opportunities to actively participate in reform processes. Community based forums should be created that bring together community members and security forces (Police, Army and Prisons) on regular basis to share views on security and development issues to enhance trust and national ownership.

Step 9- The Government of the Gambia should expedite the retreat and assurance to the junior officers that their needs will be assured through capacity building and resettlement packages. Capacity building should be done in relation to rank, level of education and marketability of the skills of the retrenched officers and men in areas of their resettlement.

Step 10- Oversight bodies need to engage in interactive consultations on regular basis to be able to appreciate their needs and responsibilities in promoting peace and security. A forum of oversight bodies should be created as part of the NSS to ensure regular monitoring of the activities of the SSR process.

Step 11- There is also a need for the Office of National Security to strengthen its gender capacities and ensure the full and sustained inclusion of the Women's Affairs Ministry, the Gender and SSR Committee and women-led civil society organizations in its policy-making decisions. This should be done through recruitment of gender experts and capacity building programmes in area of gender to enhance skills in the targeted institutions.

Step12- The local populations should be sensitized to appreciate why some reforms are too slow and some actions were taken contrary to their expectations. On this regard there is need to recruit communication strategists to work with ONS to sensitise the public.

Step 13-Diversify the economy to boost livelihood opportunities for the youth and this should entail providing vocational training skills for the youth so that they acquire marketable skills in labour market as well as being able to create own income generating activities for self-employment.

Step 14-Invest in management of returnees and deportees: The government of the Gambia should invest in management of the returnees and deportees back in the country to contain the state security threat. The actions should include providing vocational skills training and internship placements, resettlement packages and start-up capital to enable them have viable livelihoods that will dissuade them from engaging in criminal activities and risky migrations abroad.

Step 15-Successor project: Design and implement a successor project that gives emphasis on infrastructure, equipment and continuous skilling of security sector and personnel since the current project produced intermediate results requiring follow-up interventions for the envisaged impact to be realised. The government and donors should document lessons learnt during Corvid pandemic and use them to address gaps and challenges faced so far in the SSR project implementation.

1.0 Introduction

This report presents the findings of the Terminal Evaluation of the Security Sector Reform (SSR) project. This independent evaluation was conducted by Cliff Bernard Nuwakora under the auspices of UNDP Gambia Country Office. Structured in four sections, the report in section one presents the general background of the project with particular focus on the project context, project intervention logic/Theory of Change which lay a foundation for the terminal evaluation. Section two presents the evaluation findings in the light of OECD/DAC evaluation criteria (Relevance, Effectiveness, Efficiency, Impact and Sustainability) which form the basis of the discussion of degree to which UNDP's programming principles (Gender mainstreaming, Human rights based approach and Results Based Management) as well as the general conclusions, lessons learnt, best practices and recommendations as contained in sections three and four respectively.

1.1 Programme background

The design and implementation of the Security Sector Reform (SSR) project was in response to a request from the Government of Gambia to the UN Secretary General for UN support to address urgent peacebuilding needs. In response to The Gambian request, supported by the Executive Committee decision on 2017/14 of 20 January 2017, need for the development of a UN system-wide strategy for The Gambia become more apparent. In effect, the Secretary-General deployed a UN Inter-Agency Working Group (IAWG) Mission to Banjul from 13 to 21 February 2017 to assess the political and security situation and explore ways of supporting efforts to rebuild the democratic institutions, following 22 years of autocratic rule.

The misuse of security institutions during the 22-year long authoritarian regime under President Jammeh had caused the population to lose trust in the security forces. Thus, a rapid democratic transformation of the security forces with a view of normalizing the role of the security sector in a democratic context, improving the professionalism and ethnic and gender representation of security forces as well as increasing the good governance of the security sector were critically needed to enhance the new democratic dispensation and development in the Gambia. It was against this background that the reform of the security sector became a key priority during the post- transition period to restore respect for human rights and the rule of law and to promote the peace and security of the country that had deteriorated during the previous regime under Jammeh.

The UN Mission comprised of UN PBF experts and ECOWAS established a number of gaps in the country's security sector that warranted and guided the design and implementation of the PBF funded project titled the Strategic Advice and Support to SSR and Governance in the Gambia. The focus of the evaluation is to gauge the level of implementation and achievement of the results, challenges, gaps and lessons learnt therefrom.

1.2 Project context

The coming into power of a new government in 2017under the leadership of HE Adama Barrow ended a 22 year rule of President Yahya Jammeh which was widely labelled as autocratic. The new government inherited a highly fragile security sector largely characterized by: abuse of power, interference in politics, lack of professionalism, poor civil-military relations, lack of

adequate human resources management, lack of adequate technical skills and capacities among others[1].

The lack of political independence of security institutions that had existed in the past regime together with fair ethnic representation in the army, absence of standard procedures for recruitment and merit-based promotion, militarization of the police compromised the quality of security services in the country. This was worsened by the lack of a civilian oversight of the armed forces hence lowering the credibility of security institutions, particularly the armed forces[2].

Although the government of The Gambia had signed and ratified several International and Regional Conventions[3] promoting human rights especially of women and girls, strong allegations of human rights abuses routinely committed with impunity did exist. However, human rights violations had remained unreported mainly due to the state of fear that had griped the population during the former regime.

Despite the new government's commitment to transform the security sector, gaps in the sectoral policies and regulatory frameworks as well as human and structural capacity deficiencies were noted to be key bottlenecks to the realization of the transformation agenda of the security sector. For example, there was no confirmed data on the exact number of security forces in the Gambia. Besides, since most of the security forces had been inherited from the past repressive regime, transforming them to embrace professionalism and democratic values was deemed a worthwhile investment in the democratization journey the new government had embarked on. Thus, at the request of the Government of the Gambia, the SSR project, funded through the UN Peace building Fund (PBF) was designed and implemented as presented in the next sub section.

1.3 Project design and implementation

In the light of the country and security sector context described above, the SSR project was designed to respond to the urgent need of a rapid democratic transformation of the security forces with a view of normalizing their role in a democratic context, by improving the professionalism, increasing ethnic and gender representation of security forces as well as increasing the good governance of the security sector. This was envisaged to reduce immediate security threats emanating from the misuse of security institutions during the 22-year long past authoritarian regime. These included inter alia; reduction in the re-occurrence of human rights violations as well as past abuses and transitional justice.

Subsequently, project support was prioritized towards building an inclusive and nationally led SSR process anchored on a political dialogue among stakeholders including inter alia; the National Assembly and political parties as well as the general population. This was the hypothesized pathway for building strong security institutions in The Gambia that would ably play a key role in stabilizing and sustaining peace in the country. The project intervention logic is summarized in figure 1.1 below.

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[1] SSR Project Document (Pg 5)
[2] ibid
[3] For example: the CEDAW, AU Solemn Declaration on Gender Equality in Africa, including Beijing Declaration 2010, the African Charter on Human and People's Rights on the Rights of Women in Africa.

Purpose

A nationally-led inclusive and participatory SSR process

Fig 1.1 Project's intervention logic

Outcomes

1. The SSR stakeholders benefit from the necessary strategic support to elaborate and implement an inclusive national security strategy.
2. The SSR support of the international community is coherent and coordinated

Indicators

1.1 A common national vision of security sector reform based on consultations with population (men and women in all regions) as well as continued dialogue with stakeholders

2.1 SSR is planned and implemented coherently and with coordinated support from international partners

Targets

1.1.1 Population (men and women, all regions and ethnic groups) and key stakeholders are consulted on security needs and objectives for SSR
1.1.2 Existence of national SSR strategy
2.1.1 Existence of a coordination mechanism for SSR
2.1.2 Existence resource mobilization strategy

Outputs

1.1 SS Stakeholders receive the necessary strategic support to develop and implement a national security sector reform strategy.
1.2 An inclusive and participatory national sector-wide approach of SSR ensured
2.1 Framework for coordinated and coherent international support to the security sector is established and functional

Indicators

1.1.1 Availability of team providing strategic and technical support on SSR
1.1.2 Detailed review/assessment of defense and security institutions
1.2.1 (a)Mechanism for broad and inclusive participation of all stakeholders in security sector established
1.2.1 (b) Information campaign and national consultations conducted in all regions
2.1.1 A gender sensitive Technical Committee for SSR support established and regular meetings held,
2.1.2Resource mobilization strategy for SSR developed and implemented

Targets

1.1.1.1 Team of three experts operational in June 2017
1.1.2.1 Assessment of the entire security sector conducted
1.2.2.1 At least 5 meetings platform of dialogue with stakeholders and of national consultations
1.2.1.2 Population (men and women, all regions and ethnic groups) and key stakeholders are consulted on security needs and objectives for SSR – common understanding/vision built
2.1.1.1 Technical Committee for SSR support operational
2.1.1.2 At least 12 meetings held
2.1.1.3 A detailed mapping of all interventions in security sector is available
2.1.2.1 Existence of resource mobilization strategy for SSR
2.1.2.2Pledges by donors for implementation at sectoral level of SSR strategy

Project Activities

1.1.1 Deployment of a Senior Security Sector Reform Advisor to support the Gambian authorities.
1.1.2 Supported the Government to conduct a detailed review/assessment of defense and security institutions
1.1.3 Support the census of security forces – including awareness raising of security forces on importance of census for reform and role of army in a democratic context.
1.2.1 Support establishment, including operationalization and capacity building of the Office of National Security (ONS)
1.2.2 Provide strategic advice to Government and ONS on formulation of a national security sector reform strategy

1.2.3 Support mechanisms for broad and inclusive participation of all stakeholders in the design of a national security sector reform strategy and the creation of a framework for a dialogue platform for all stakeholders involved in security sector governance (CSOs, Ombudsman, etc.)
1.2.4 Continued support for broad and inclusive participation of all stakeholders in the articulation of a national security sector reform strategy and support in facilitation dialogue platform for all stakeholders involved in security sector governance (CSOs, Ombudsman, etc.)
2.1.1 Support the Government in effective coordination of support to security sector reform by international partners
2.1.2 Support the design of a resource mobilization strategy for the security sector.
2.1.3 Support the implementation of a resource mobilization strategy for the security **sector**

3

Through a results chain, the project's lower level results (activities) were expected to have been informed by higher-level results and on the other hand, the lower level interventions and results were envisaged to support the realization of higher-level results as indicated in the figure above. The extent to which the project's theory of change/intervention logic has materialized formed the central piece of this evaluation as further explained hereunder;

1.4 The Terminal evaluation

This was both a process and result oriented evaluation whose purpose was to assess the project performance in the light of OECD/DAC evaluation criteria focusing on: relevance, effectiveness, efficiency, sustainability and impact on the national institutions, processes and beneficiaries directly or indirectly. More specifically, the evaluation was designed to achieve the following objectives.
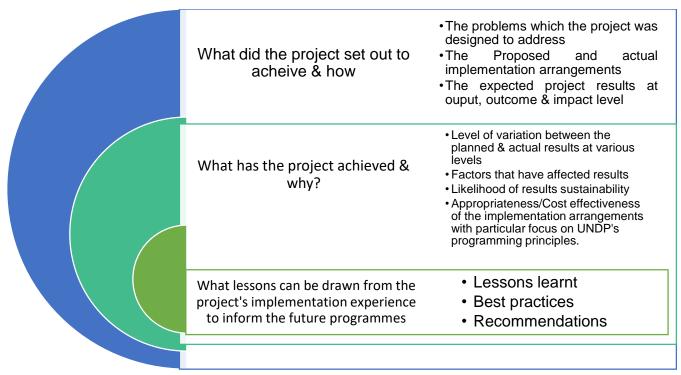
1.4.1 Evaluation specific objectives

- To assess the contribution of the project activities to the realization of project objectives and, outcomes by using the OECD DAC evaluation criteria and determining how relevant, efficient, effective, and sustainable the project is.
- To identify the factors that have affected/impacted the project's contribution either positively or negatively - identifying, understanding and explaining the bottlenecks and enabling factors that influenced these contributions respectively.
- To determine any possible catalytic effects of the project.
- To assess the project's contribution towards the strengthening of the security sector, including towards a broader coordination and planning in the sector by the Government and other international partners, and towards the peace building processes during a key political transition period in the country.
- To provide actionable recommendations for improving specific UN support to the SSR, especially for incorporation into possible further UN SSR (PBF) interventions in the Gambia from 2020 going forward.

1.4.2 Evaluation scope

Conceptually, the evaluation took stock of the project performance between July 2017 to December 2019 and later on a no extension given up to 30th April 2030. As given in the evaluation purpose, the content scope covered concept and design issues of the project; implementation arrangements, effectiveness and efficiencies, project results both at output and outcome levels in the light of the set indicators and their corresponding targets; actual or envisaged long term changes created or likely to be accelerated by the project; likelihood of results continuity beyond the project implementation period. Furthermore, the evaluation also plugged into action planning for enhanced results in future through documentation and articulation of the lessons learnt and best practices that form the basis of the advanced recommendations.

Principally, the evaluation captured evaluative evidence that answers three fundamental evaluation questions summarised in figure 1.2 below

What did the project set out to acheive & how	• The problems which the project was designed to address • The Proposed and actual implementation arrangements • The expected project results at ouput, outcome & impact level
What has the project achieved & why?	• Level of variation between the planned & actual results at various levels • Factors that have affected results • Likelihood of results sustainability • Appropriateness/Cost effectiveness of the implementation arrangements with particular focus on UNDP's programming principles.
What lessons can be drawn from the project's implementation experience to inform the future programmes	• Lessons learnt • Best practices • Recommendations

The detailed scope of the evaluation was built around the OECD/DAC evaluation criteria focusing on effectiveness, efficiency, relevance, and impact and result sustainability. Thus, in addition to the universal evaluation questions above, the evaluation answered questions pertaining to the DAC evaluation criteria.

1.5 Evaluation Methodology

The evaluation adopted highly flexible methods to collect and analyze data from identified stakeholders. Thus, both qualitative and quantitative methods were employed in order to enhance the validity of the results. Qualitative data was collected through VIRTUAL means due to COVID-19 pandemic outbreak that could not allow the consultant to conduct person-to-person interviews. This in a way limited the collection of much more enriched data and stakeholder guided analysis. Interviews with purposively selected stakeholders using on-line methods (mailed interview guide and telephone interviews) were conducted. Evaluation data was collected from key stakeholders from UNDP, ECOWAS and Government Institutions that participated in the implementation of the SSR project were interviewed.

Quantitative data on the other hand was extracted from secondary data sources (M&E databases and project reports). This was particularly on the project performance on all the set indicators and targets. This was central in ascertaining project effectiveness based on the degree of variations between the set and realized indicator targets.

During analysis, the evaluation integrated a number of logic models and tools such as Theory of Change (ToC); Results Based Management (RBM), Rights Based Approach to Development (RBAD), and Gender Analysis and OECD-DAC evaluation criteria and principles. Through these methods, the evaluation captured valuable evaluative evidence that reflects the degree of project relevance, effectiveness, efficiency, impact and sustainability as presented in section two of this report.

2.0 Evaluation Findings

The presentation of the findings is organised in accordance with OECD/DAC evaluation criteria and is focussed on answering the evaluation questions in the ToR (see annex 2). The findings form the basis of the lessons learnt, best practices and recommendations presented in the last section of this report.

2.1 Project relevance

Relevance analysis is focused on the degree of internal and external consistence of the project. Internally, analysis focus is on the coherence of the project concept and design with the set of desired results. Thus, the analysis is centred on the project concept and design as well as the project implementation and management arrangements as shown here below.

2.1.1 Project Concept and Design

The SSR project was conceived to address the security challenges and sectarian tendencies born out of the 22 year Yahya Jammeh autocratic rule. The rule was characterised by human rights abuse, gender inequalities and weak institutional and out-dated legal imperatives as well as breakdown of social order and lack of trust within the security institutions not only by the population but also the new political leadership. These and many other security sector deficiencies were identified through a comprehensive assessment as the SSR project coordinator explained during interview;

> "in 2017 there was a comprehensive assessment to identify what the problem issues are in order to inform decisions on reform processes…so that assessment had to identify thematic areas to be considered… the thematic issues were the authoritarian legacies, institutional capacity building, oversight mechanisms etc"(Project Co-ordinator)

A countrywide situational analysis inclusive of all sections of the community and stakeholders were undertaken which informed the issues at stake and what was required as recommended for undertaking a meaningful security sector reform worth the support of the UN. As one key informant stated:

> "The first thing is to undertake a comprehensive assessment before you undergo a reform. So assessment was conducted and recommendations were made and this came out of the presidency complaint to the UN"[4].

The SSR project also blended in well with the UN initiatives for the peace building support to nations affected by fragility and insecurity. Thus, the SSR project was critically needed to enhance policy and institutional reforms in the security sector of the Gambia.

The project's focus was aimed at providing strategic and technical support for the implementation of a nationally led inclusive and participatory SSR process and effective coordination of the international community support to the process[5]. Furthermore, the need for the intervention was to stimulate accountability and build capacity of the security services

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[4]Interview with Security Sector Coordinator
[5]PBF UNDP SSR Project Progress Report July to December 2019

critically needed to ensure an effective and efficient security transition before the departure of ECOMIG forces[6]. The evaluation has learnt that transition processes have been too slow due to limited political will, which has created apprehension among the security forces. The evaluation has noted with concern that the SSR project idea has been undermined by the squabbles within the ruling coalition that is in disarray.

The design of the SSR project was informed by the situational analysis that provided a detailed assessment of defence and security institutions. The situational analysis laid bare the composition, capacities, gaps, fragility etc of the Gambia security sector[7]. Thus, the project design proceeded to identify the policy and institutional infrastructure gaps/deficits critical for the security reform process to undertake adaptive, adoptive and operationalization of the international standards and conventions to which the Gambia is a signatory. Furthermore, the design of the project was conflict-sensitive and gender-responsive as data was disaggregated by sex and age, geographic region. Particular attention was paid to the assessment of security needs and perceptions of women, girls and children as well as views of different ethnic groups. Furthermore, the gender-responsiveness of existing security policy and legal frameworks were also aligned as key to effective security reform[8].

The design itself was a participatory process involving the stakeholder institutions and donors. The participatory processes determined the institutional arrangements, appropriate policy and legal frameworks to support and enhance the interventions and capacity building initiatives to be undertaken to strengthen the security institutions as well as opportunities for buy-in from the political leadership and donor community. The evaluation learnt that the design identified the appropriate security institutions and proposed reforms to be undertaken. The institutional reforms in policy and regulatory frameworks were allocated centre stage and of course, created new institutions to strengthen security and overcome fragility in a manner that promoted peace, harmony, gender equality and human rights. Other non-state stakeholders considered critical to the security reforms such as the Civil Society, the media and religious institutions were also brought on board to support the enhancement of the SSR process.

As to whether the SSR project meets the SMART criteria, the evaluation has observed that interventions undertaken were indeed measurable and time bound to the extent of having been realised in time. However, some of interventions have not been fully operationalised due to politicisation; an issue that was not foreseen and beyond the project ambit. For example the SSR and SSRS strategies remain in ready but drafts not flagged off for implementation so many months after approval due to delays by the government to have them launched. Secondly, the emphasis of the design was on software solutions (policies, laws, capacity building to mention but a few) as opposed to infrastructure rehabilitation and provisioning equipment and logistics critical for security institutions to facilitate their work. According to sveral stakeholders consulted, this has continued to undermine project outcomes as one of the key informants pointed out thus:

 "Tangible activities are not taking place –logistics, infrastructure and facilities. Providing training, legal framework when infrastructure is lacking then capacity building will have no meaning-expectations of Gambians"[9].

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[6] Ibid

[7] IRF PBF SSR Gambia Revised Project with NCE

[8] Ibid

[9] National Security Advisor-ONS

2.1.2 Project implementation and Management

There is ample evidence that the intervention was flexible in adaptation to the changing realities that emerged during the implementation and its management particularly the no cost extension to allow for implementation of the residual activities up to 30th April 2020. One of the key fundamental pillars in this regard was undertaking of Conflict and Development Analysis (CDA). The CDA as the evaluation noted was to inform the SSR intervention about the changing dynamics and appropriate changes in-terms of bringing all relevant stakeholders on board and tracking any changing dynamics as far as the security terrain was concerned.

In effect, CDA helped the SSR project to properly respond to the needs of the targeted institutions as well as the needs of the citizens as the project evolved. For example, some of security institutions were able to internally go ahead to undertake policy formulation and legal reforms before the role out of the overarching policy frameworks such as SSRS strategy which, according to the design were supposed to precede them[10].Thus there has been room for some institutions to circumvent hurdles and proceed with the necessary reforms in line with the SSR process which is a sign that the intervention was flexibly adapted. In addition, despite the slowness in the SRR, the project is on record to have proceeded to support the Police and immigration to have their institutional policies developed in line with the National Security Policy and Development plans[11].Internally initiated policy and legal reforms have own pitfalls as noted by the evaluation. For example, it was noted that some individuals and institutions used them as opportunity for self-preservation and maintenance of the status quo which in a way could undermine the good intensions of the SSR reform.

Targeting right issues from the conflict analysis in the context of time of implementation
The conflict analysis as observed by this evaluation refined the understanding of concerns or promising initiatives shaping the 2019 context. In essence, the intention was to help and support actors to refine their orientation to the country's most urgent peace building priorities.

As to whether the project was working on the right issues, the adduced evidence by the evaluation shows that the intervention activities were geared towards addressing the issue raised in the both project conflict analysis and the CDA. The interventions on policy and legal reforms, creation of the new institutions, structures, portfolios, attendant capacity building initiatives within existing institutions point to the fact that the project was addressing right issues for existing context. In response to the specific issues raised in the analysis, the project undertook to address the following:

First, the project supported the security reforms, which led to the drafting of the NSSS and SSRS. The latter policy reforms enabled streamlining institutional and legal frameworks to enhance the security and peace processes. The creation of the Defence Ministry portfolio, the codification of Office of the National Security, the creation of Ministry of Women and Children Affairs and decentralisation of the Human Rights Office are all born out of the project

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[10] Annual PBF 2019
[11] Annual PBF 2019

interventions[12]. However, the evaluation noted that there appeared to be some overlaps and disconnections in the operationalization of the NSSS and SSRS strategies.

Secondly, the project has also supported policy reforms in security institutions. For example by the time of this evaluation, the Police and Immigration Policies had been developed and the Defence Policy was underway.

However, the above reforms as noted by the evaluation have been bedevilled by a number of challenges that need quick attention and action if they are to yield intended outcomes. The challenges include the following:
    a. Security heads not certain about content of recommendations for right sizing and hence their full cooperation seems to be lacking in supporting action points calling for right sizing of the sector. The politics of hastening SSR and the possible retention of ECOMIG forces beyond the 3 years transition[13].
    b. Delays from government to have a strong and well-established coordination body with broad knowledge in coordinating donor support yet to be realized
    c. Slow pace of SSR delayed this expansion including the absence of the required number of ONS personnel to fully run the decentralization process.
    d. The lack of understanding and a misconception that SSR is here to take people's job. It is also about the generality of resistance to change.

2.1.3 Derivation of Project relevance
Derivation of the project relevance is based on the specific evidence the evaluation captured on the extent of project alignment with the problem being addressed as well as the priorities and ambitions of various stakeholders as presented here below.

a) Project consistence with national/beneficiary needs and priorities
The SSR process started with the development of a national security sector reform strategy, which focused on the security sector governance, while ensuring institutional and sector-wide coherence. The aim was to re-build trust of the population in the security sector and provide for support mechanisms for broad and inclusive participation of all stakeholders in the articulation of a national security sector reform strategy and the establishment of dialogue platform for all stakeholders involved in security sector governance (CSOs with emphasis on women and youth, the Ombudsman, the National Human Rights Commission, relevant committees of the National Assembly etc[14].

The evaluation noted that the SSR process itself was specifically given special consideration and properly anchored in the Gambia National Development Plan 2018-2021. According to the National Development Plan, the SSR process is set to be delivered based on the four main pillars:
i) Political Dimension
This focuses on developing mechanisms for democratic control of the security sector specifically the relevant committees of parliament and the civil society[15]. The evidence adduced by the

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[12] Annual PBF 2019
[13] Ibid
[14] The Gambia National Development Plan 2018-2021
[15] Ibid

evaluation from the documents reviewed is that Defence and Security Committees of the National Assembly have been given the mandate and leverage and indeed oversee the operations and budgetary allocations to SSR institutions particularly the Gambia Armed Forces, the Police, the Prisons Services and the Directorate of Immigration. The civil society organizations have the liberty to oversee and monitor the delivery of services of SSR institutions and ensure they observe human rights and are in conformity with international norms and standards and conventions to which the Gambia is a signatory. They do this by undertaking the monitoring of the service delivery points, service delivery surveys as well as undertaking the legal aid services.

ii) Institutional Dimension

The evaluation noted that the institutional dimension was indeed set to reform the structure, effectiveness, accountability and capabilities of security service provision and oversight mechanisms. This specifically targeted the Armed Forces, Police, State Intelligence Service, Immigration, Prisons, and Drug Law Enforcement. The evidence from the document reviews by this evaluation shows that policy and legal reviews, capacity building and infrastructure developments have indeed been undertaken at national level and within the institutions themselves.

iii) Economic Dimension

According to the SSR project design, the process was supposed to be nationally owned. Thus, the evaluation learnt from the National Development Plan (2018-2021) document that efforts had been put in place to ensure adequate resource mobilisation and enhancement in order to sustain and maintain the institutional reforms. In this regard to fulfil this noble cause, the involvement of the Ministry of Finance and Economic Affairs had to be undertaken taken as indispensable in the processes[16].

iv) Social Dimension

Critical under the social dimension according to the design of the SSR process project was to raise societal awareness of security issues pertinent to development. The cardinal intentions were to mobilize all government, national and international mechanisms and structures, and simultaneously involve civil society and other stakeholders in the process to exert their oversight role[17]. Indeed, quite a number of activities were undertaken to respond to the social dimension through undertaking learning trips in other countries, involvement of the civil society to deliver on some critical components specifically the oversight role to ensure women inclusion and gender mainstreaming as well as protection of the rights of the vulnerable in line with international conventions and obligations to which the Gambia is signatory to.

SSR focus on relevant key causes and drivers of conflict and fragility in the Gambia

As to whether the project addressed the relevant key causes and drivers of conflict and fragility in the Gambia, the evaluation noted that the interventions as per the project design were derived from the situational analysis of 2017 that informed the project design.

Subsequent to the conflict analyses conducted in succession in the years 2018 and 2019 identified similar key causes and drivers, which guided SSR project adaptation of the

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[16] Ibid
[17] Ibid

interventions. The documents reviewed specifically the 2019 analysis identified the following as the drivers of conflict and fragility:

i   Accountability and Political Leadership in Transition
ii   Land Governance, Land Disputes, and Resolution Practices
iii   Status of National Reforms and Commissions
iv   Social Cohesion, Social Behavior, and the Role of Civil Society
v   Gambia's Young Population
vi   Vulnerabilities of Climate and the Natural Environment[18]

This evaluation assessment of the SSR project is that it has undertaken interventions to directly address the above drivers of conflict and fragility through the institutional and policy and legal reforms. For example, the creation of the oversight defence committee of parliament is active on budgetary scrutiny and accountability and the office of ombudsman monitors and enforces corruption related laws and has powers to investigate any corruption cases in security institutions. All and other reforms under the SRR project have been enshrined in the constitutional reforms that will codify the SRR structures and institutions.

SSR's relevance as perceived by the local population, beneficiaries and external observers
The relevance of the SSR intervention in the Gambia is informed by the evaluation analysis of perceptions of three categories of stakeholders namely the local population, targeted beneficiaries and external observers with specific reference on how it addressed their concerns.

1. The local population
The evaluation has learnt that the SSR project came to address the plight of the local population who had suffered for over two decades of oppressive rule. During such a time, the social stability was maintained through state coercion and submission of the populations. In the past, the state security apparatus had the liberty to subject the population to harassment, arbitrary arrests, torture, and extra-judicial killings[19]. To the population, the project intervention largely subdued the high-handed security institutions as well as to curtail human rights abuses Gambians were subjected to routinely and committed with impunity. In effect, the Gambian citizens saw the state as a key source of insecurity not as protector of their liberties. However, the evaluation noted limited awareness of the ease of life brought about by the SSR project amongst the Gambians after the initial national consultation through a poll conducted by UNICEF U-report online platform in September 2019 revealed that less than 20% of youth were aware of the security sector reform[20]. This was later followed by a sensitisation awareness through the dialogue among the youth on reforms being undertaken inclusive of the SSR.

2. Beneficiaries
The SRR project core beneficiaries were the Presidency, Ministry of Interior, Ministry of Defence, Gambia Armed Forces and the Security Sector Institutions, National Assembly, Office of the

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[18] Conflict and Development Analysis the Gambia, updated - June 2019

[19] IRF PBF SSR Gambia Revised Project with NCE, 2017

[20] Annual PBF 2019- PBF Project Progress Report -Country: Gambia Type of Report: Semi-Annual, Annual or Final Annual Report Date of Report: Nov 2019

Ombudsman, Judiciary, Civil Society Organisations, Academia and National Think Tank[21]. Thus the immediate security sector reforms complemented by national political consultations were thus critical interventions necessary to stabilize the newly elected government and society, prevent a relapse into a political and security crisis[22]. In this direction, capacity building, policy reforms and infrastructure development were critical to enable the beneficiary institutions deliver effective and efficient services.

3. External observers

The SSR project relevance to external observers is enshrined in the broader spectrum interventions targeting the fragile states. For example the UN Peace Building Fund programme, African Union Peace Commission and the ECOWAS interventions to stabilise conflict afflicted states of which Gambia is among. The SSR project contribution to ECOMIG intervention has been to initiate and implement security reforms that would enable stability of the Gambia to allow ECOMIG intervention phase out. In that line, ECOWAS provided support to the development of a communication strategy and capacity building of the Police while EU partly supported oversight of NAM members and they both jointly coordinated with the SSR team through a joint work plan for 2019. It should be noted that EU is a major player through its DFAC projects and there were efforts undertaken early on to ensure alignment and complementarity between projects and SSR. The SSR project intervention has also attracted other bilateral partners namely the United Kingdom, France and Turkey that have of late come in to support security sector reform and of course the International Advisors coordination meetings chaired by the NSA[23].

a) The perception of relevance of SSR from the Gender perspective

The relevancy of SSR interventions to gender perspective had its focus on gender equality, promotion of rights from the broad-based approaches to addressing the issues of gender imbalances in the security sector institutions in terms of their gender composition and addressing the needs of women as well as mainstreaming gender in the intervention activities. The gender issues were first intended to address the national commitments to international conventions and obligations. These include the signed and ratified International and Regional Conventions promoting the rights of women and girls. Among these are the CEDAW, AU Solemn Declaration on Gender Equality in Africa, including Beijing Declaration 2010, the African Charter on Human and People's Rights; the Rights of Women in Africa and UN resolution UNSCR 1325 on women[24].

The documents reviewed indicated high gender imbalances existed before the SSR project intervention. For example, in the targeted institutions, gender imbalances were as follows: Gambia armed forces 83% men and only 17% women; the Police Force comprised of 65% male officers and 35% female police officers; and prison service was comprised of only 40% female[25]. Such gender disparities undermined rights of women to employment opportunities as well as effective service delivery and ultimately stifle development as it discriminates against the majority of the population who are women. Women also tend to have unique contributions to the promotion of security and their exclusion is ultimately a disservice to the nation.

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[21] PBF UNDP SSR Project Progress Report July to December 2019
[22] IRF PBF SSR Gambia Revised Project with NCE, 2017
[23] Ibid
[24] IRF PBF SSR Gambia Revised Project with NCE, 2017
[25] Ibid

To address the above gender imbalances, the SSR project has made sure that the Gender issues are given a consideration in the reform processes. For example, gender issues have been integrated into the Gambia Police Force training curriculum at the Police Academy and the Gender and Children Welfare Unit within the police have been created and closely collaborated with the Network against GBV; and the Gender Unit has been created in the armed forces. This SRR approach on gender is in line with ECOWAS standards of establishing clear recruitment, promotion and retention policies of women in the security forces and institutions.

b) Appropriateness of the implementation strategies

The evaluation assessed implementation strategies to gauge their appropriateness in relation to the delivery of the project results. The evaluation is of the view that the strategies adopted by the project were organised in such a manner that entailed sequencing with each strategy laying ground for favourable implementation environment of the others. Here below is a discussion on the strategies as sequenced and how each strategy supported the other:

The acquisition of the technical expertise and its placement as first step was to guide the SSR process in the right direction since the inception. This approach entailed deployment of a Senior Security Sector Reform Advisor and international expert and a national SSR Specialist to support the Senior SSR Adviser and the SSR process[26]. It was noted that both staff were embedded within the Office of the National Security Advisor as a way to enhance its effectiveness and efficiency in the SSR process. This approach as the evaluation has noted was a critical anchor to provide the adequate technical support to the process at the upstream level for the effective delivery of the envisaged SSR results.

The SSR also undertook capacity building initiatives both at upstream and downstream levels to ensure effectiveness of the process as well as sustainability of the project results. Key among the capacity building initiatives includes supporting the establishment and capacity building of the Office of National Security (ONS) i.e the furnishing the ONS and the recruitment of a national security advisor. The project also went further to support training sessions including in service writing and the development of national strategies, short external courses on SSR and arrangements for decentralization of the ONS[27].

The evaluation also noted that a comprehensive assessment of the security sector was undertaken to identify and appreciate the emerging issues and critical gaps in areas of policy, infrastructure and other logistical requirements to enable the process take a focused approach on delivery of its outcomes. However, the assessment was not final and the need for another assessment will be required to enable the process take on board new realities of the SSR process[28].

The SSR project as well undertook to support the ONS to facilitate a broad stakeholder consultation and consensus on SSR so as to ensure national ownership as well as broad and inclusive participation in developing a national security sector reform strategy[29].Indeed the national security reform strategy has been realised and resulted into a constellation of institutional policy and legal framework reviews for effectiveness of the delivery of the outcomes.

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[26] IRF PBF SSR Gambia Revised Project with NCE, 2017
[27] Ibid
[28] Ibid
[29] Ibid

Furthermore, the strategy of developing an overarching policy framework- the National Security Policy that was followed by the development of two key strategies namely the National Security Strategy (NSS) and Security Sector Reform Strategy (SSRS) was important in a number of respects. The development provided a leeway for the development of Individual Institutional Policy frameworks that were followed by support to review/draft their necessary administrative, operational and logistical policies, procedures relevant to their effective and accountable functions[30]. Such approaches provided capacity building for the institutions concerned and enhanced their capacity to deliver on SSR results.

The strategy to decentralise the Office of National Security to the regions and districts was important for effective management and delivery of security services as well as ensuring the inclusion of the stakeholders at the community level in the decision-making processes[31]. This strategy thus enabled the project to enhance national ownership as well taking the services closer to the population that could result in effective service delivery.

The SSR also adopted a strategy of having an SSR Advisory Group whose role was to ensure coordination of partner assistance to the government. Under this strategy, a comprehensive mapping of collaborative initiatives was undertaken and the UN as noted by the evaluation has continued supporting the Government in coordinating assistance from international actors to provide sustained and coordinated support to the security sector, including through supporting the design of a resource mobilization strategy[32]. What the strategy implies is that buy-in of the political will, international support and adequate resource mobilisation measures have been assured in a manner that anchors the SSR project on good footing setting a fertile ground for the effective delivery of the results in a way that could be sustained beyond the project lifespan.

c) Consistence with overall UNDAF Framework

The SSR project was set out to address the policy and institutional reforms and processes as well as promotion and mainstreaming gender issues, and human rights in addressing the challenges of peace and fragility in the Gambia. The latter interventions are in conformity with UNDAF 2017-2021 governance commitments as prescribed in the **Strategic Result: 1- Governance, Economic Management and Human Rights.** Strategic result 1 of UNDAF specifically sets out to address the capacity gaps and also undertake necessary reforms aimed at improving the effectiveness of governance and human rights institutions in the Gambia; that remain weak and lack adequate capacity to implement reforms and legislations that ensure rule of law and guarantee people their human rights[33]. Indeed, in conformity with UNDAF Result 1, the project targeted institutions include the Ministry of Justice, National Assembly, The Gambia Police Force (GPF), Gambia Armed Forces, the Gambia Immigration Department and the Civil Society Organisations and Academia and National Think Tank. The limited relevance to the UNDAF 2017-2021 in terms of governance institutions as observed by this evaluation was exclusion of the National Agency for Legal Aid (NaLA) and the Alternative Dispute Resolution Secretariat (ADRS)[34].

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[30] Ibid

[31] IRF PBF SSR Gambia Revised Project with NCE, 2017

[32] Ibid

[33] UNDAF GMB 2018

[34] Ibid

2.1.4 Strengths and weaknesses of Project relevance enhancement strategies

i) Strengths of the project design

The design targeted strengthening the policy and institutional frameworks critical to the delivery of results. This entailed addressing the gaps in policy and laws and the institutional capacities and synergies.

Participatory approaches were adopted in the policy formulation and institutional reforms. The involvement of citizens in the assessment of the security issues and Conflict and development Analysis are cases in point. The approaches are reported to have identified security issues at hand and enhanced national ownership that is bound to promote results sustainability.

The design considered capacity building as critical and was therefore, embedded in policy and institutional frameworks put in place to deliver the SSR results. The evaluation noted the element of capacity was given due attention in the design because it was considered very important for effective reforms to take root.

Relevant institutions in the security sector were selected and earmarked to deliver on their mandates by the SSR process. Indeed, the SSR design focused on the key institutions whose mandate were security and brought them in the fold as very salient to the project.

The design also considered the international technical support augmented by the national expertise as important in building national capacity, mobilise adequate resources and support the SSR process. To this end, the evaluation noted synergies born out the international and national sides bringing on board core support to the project shape and focus.

ii) Weaknesses of Project design

The evaluation has learnt that the major weakness in design was the concentric circles of coordination, which challenged the coherence of the SSR reforms. For example at the national level, the National Security Adviser was struggling to play a coordination role through the Office of National Security due to his limited access to resources, capacity and political support. Although he was officially designated to directly report to the president in practice the adviser was reporting to the Secretary-General in the Office of the President. The appointment of the Minister of Justice to perform a coordination role as Chair of the SSR Steering Committee greatly paralysed the committee as many pertinent ministers refused to participate in the steering committee meetings on grounds of lack of legitimacy. Furthermore, such kind of constellation of officialdoms have not only diluted the strategic coordination of the National Security Advisor but also created tensions with the Ministry of interior charged with coordinating majority of the security services[35].

While one the cardinal roles of the SSR project was to ensure a well-co-ordinated donor support it was not the case in reality because the International Donor Coordination was weak due to the lack of effective coordination that cut across different levels and was significantly impacting the SSR process. For example, The UN, EU, AU, ECOWAS and bilateral partners have all deployed SSR Advisors to the Gambia, which has led to multiple paths and inconsistency in the reform

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[35]TAM report

efforts. For example, there was a tendency to report to different power centres in areas where the partners were unilaterally supporting interventions. This weakness could be remedied by developing a "fast, coordinated and efficient" SSR, which is a key objective of the Gambian Government[36]. However, interview with one of the Key Informants reported some level of competition particularly from the EU, the UN and ECOWAS although technical level things tended to work out[37].

The UN Coordination also as noted by the evaluation was bedevilled by weak co-ordination. Whereas at the field level the SSR process was supposed to be coordinated by the UNDAF under the pillar of "Governance, Rule of Law and Human Rights "yet at UN Resident Coordinator Office along with the UNDP had limited human resources to effectively operationalize this body. At the regional and headquarter levels there was limited information sharing among entities and very unclear roles and responsibilities[38].

iii) Strengths of the project relevance

The SSR project targeted security and fragility challenges at hand and put at the fore of the requisite policy and institutional reforms relevant to the security needs of citizens of the Gambia.

It also addressed response to international conventions and obligations to which the Gambia is a signatory in area of promoting gender equality, rule of law and human rights. The focus of the policy and legal reforms was in line with domestication and updating laws and policies to enable the country meet the international obligations.

To some extent, the project was strong in addressing issues of the resource constraints by bringing on board relevant expertise, mobilising requisite resources and political will and national ownership of the SSR process.

iv) Weaknesses of Project relevance

First all, there is limited capacities in the ministries and security institutions to manage the reforms coupled with high expectations for a more accountable security sector. The population was anxious for justice and held high expectations for the SSR process. However, the reality was that there was selective justice due to some of the former alleged perpetrators retained in security services and the population felt TRRC action were in vain and the very people they accused would come back to haunt them. There is overall fear that the reform efforts are not yielding fruits to the expectations of the population[39].

Secondly, the Gambia state is having resource constraints to effectively fund the requisite institutions, which undermines their efforts to deliver the project results. For example, the National Security Office was reported to be lacking the resources to manage and coordinate the reforms aimed at promoting reconciliation and restoring trust between the population and the State. This has in turn put the government in an awkward situation to quickly deliver on the peoples' expectations for justice and ensuring that the SSR process is implemented in a reconciliatory manner[40].

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[36] Ibid

[38] Ibid
[39] TAM report
[40] TAM report

v) Strengths of the project enhancement strategies

The resource mobilisation initiated by the SSR project by bringing other donors on board was to enhance the sustainability of the project results. The bringing on board of the France and European Union has been of significant importance in supporting the SSR processes.

The communication strategies put in place are key to creating much needed awareness on issues of strengthening national ownership among the targeted institutions and the population.

vi) Weaknesses of Project relevance enhancement strategies

First, the lack of clear strategic direction continues to affect the viability and the pace of reforms as was clearly visible with the President Barrow's political will and vision for the reform process being very slow and unpredictable. For instance, the delays in convening the High-Level SSR Retreat have caused uncertainty on the level of commitment and genuine will to undertake the reforms. Furthermore, it was reported that at the institutional level, reforms were being undertaken without a strategic point of reference or direction. This was because most of junior security personnel were unaware of the on-going reforms especially in rural areas. The Security institutions and donors were also investing in building the capacity of the defence sector without the overall role, purpose, size and future of the Armed Forces being determined in a policy[41].

Secondly, there was increased polarisation among political groups over the duration of the presidential term and the composition of the Government. The delay of the Executive in communicating its vision on the reforms can be largely explained by the on-going disputes among key actors of the former ruling coalition that brought President Barrow to power. A movement called the "3 Years Jotna" (three years is up) has been launched to protest against the President's decision to remain in power for five years as constitutionally mandated, instead of the 3 (three) years agreed to by the coalition partners who have largely not been part of the political process since 2016.

A security advisor expressed his concerns thus:
> "The political coalition disintegrated very early, we are in third year and virtually
> all of them have parked and gone own ways"[42].

This has created unstable political environment, where President Barrow's term in office is being questioned and new political alliances are being forged[43]. The evaluation is of the view that the executive political will to take strategic decisions and remain focused on the reforms is in jeopardy and hence the slow and perilous journey the SSR seems to be taking.

Thirdly, due to slow reform processes of the SSR, the government continues to rely on foreign troops for the provision of security to the State to the chagrin of the Gambian Armed Forces especially the contingent of the Senegalese dominated ECOMIG. The evaluation noted that the complex history of the relations between the two countries have resulted in a level of resentment against the Government, Senegal and the ECOWAS. Besides resentment of the armed forces, ECOMIG remains a source of anxiety for the population, which feels that the President still lacks confidence in his security and defence forces, of which he is the Commander-in-Chief[44]. The

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[41] Ibid
[42] The Security Advisor-Office of National Security
[43] Ibid
[44] Ibid

situation is further complicated by the threats by European Union to withdraw funding from the government ECOMIG if the ECOWAS does not present a clear exist strategy.

Lastly, the limited resources, structures and conditions of service have continued to hamper the capacity of the security personnel to deliver essential security services to the population. This was attributed to glaring gaps that remain apparent despite the assistance provided by the donors. The areas of concern were in basic infrastructures and equipment to enable the personnel to perform their core security functions. As noted earlier on, the main challenges faced by the Government was the lack of financial resources to provide necessary infrastructures, equipment, uniforms and condition of service to the security personnel of the Gambian Armed Forces (Army, Navy and Air force); Gambia Police Force; State Intelligence Service; Gambia Prison Services; Drug Law Enforcement Agency; Gambia Immigration Department; Gambia Fire and Rescue Services; and Gambia Revenue Authority[45].

2.2. Project Management
The quality and appropriateness of management arrangements influence project success in terms of how resources are optimised to support the delivery of the desired results. Thus, central in the analysis under the management aspect of the SSR project was the adopted management arrangements, coordination mechanisms as well as partnerships particularly their strengths and weaknesses as presented here below.

2.2.1. Project Management Arrangements
The project was implemented under the direct implementation modality (DIM). Under the DIM, the UNDP with substantive input from UNOWAS and DPKO SSR assumed direct responsibility for the implementation in liaison with the Office of National Security within the President's Office. A Programme Management Unit was established to work with the Office of National Security to manage and coordinate the activities under this project[46].

The Project team was composed of the Senior SSR Advisor, Senior SSR Consultant, 1 international programme specialist (P3), one national expert (NOC/NOD) and a project assistant. The two experts and the project assistant reported to the Senior SSR Advisor. The Senior SSR Adviser and the project assistant as members of the Project team coordinated with the National Security Advisor at the Office of National Security. The international programme specialist on SSR (P3) was collocated with the Ministry of Interior. The national security sector expert was collocated with the Chief of Defence Staff (CDS) jointly with an International Expert from ECOWAS[47].

Below that, a project Board (PB) was established and chaired by Representative of the Office of the President or designated government representative. The board provided oversight of the project implementation and took certain decisions in line with the project document. At the time of this evaluation, the Minister of Justice was chairing the PB. Members of the Board comprised of: a representative of UNOWAS, UN, Ministries of defence, Interior, Ministry of Justice Foreign Affairs, and Finance, ECOWAS, and Observers to the Board would be invited at the Board's discretion and would be called upon to provide technical clarity on implementation of the project

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[45]Ibid

[46] Project document

[47] Ibid

activities on which they would collaborate with UNDP and the Project Team. The UNDP Project Management Unit (PMU) provided Secretariat services to the board. The Board would meet on a quarterly basis, or more frequently as required[48].

Under the project board, there was the project Management Unit (PMU) that was a dedicated unit that administered and managed the project. The PMU was responsible for the day-to-day running of the project and served as the Secretariat to the PB[49].

In addition to the PMU and PB, the project established a Partners Forum, chaired by the National Security Advisor, which brought together representatives of the donor community, national stakeholders and assistance providers to exchange information on a periodic basis[50].

The evaluation noted coherence in the management structures that mainstreamed reporting and backstopping for each management centre. However, there were interruptions in reporting mechanism due to mixed reporting centres. For example, the national security advisor was reporting to chief of staff instead of the President's office. The delay to fill the position of international advisor also in a way weakened management coordination for some time.

2.2.2. Partnerships arrangements

The partnerships arrangements between the UNDP and the implementing partners particularly the Ministries and Security Institutions appeared to have been working well. Donor partners provided critical resources like the human and financial resources during the course of project implementation though there were tendencies of stresses between the donor partners such as the EU and ECOWAS and UN but which were managed fairly well by UN. The evaluation noted that partnerships were structured in such way a that the structures were cascaded to the lower level and the structures of decentralising were in line with enhancing the partnerships up to the lowest level. However, the biggest challenge that partnerships faced were that the donor partners acted in a manner that was not well coordinated in a way they support interventions in the security sector and related institutions. One Key informant explained thus:

> *"Some of the partners have different entry points, some can enter using NGOs, they can enter thru the police directly, some can do at level of the ministry of justice, others will go to national assembly and sit with them, discuss and start activity".(National Security Advisor –Office of National Security).*

2.2.3. Coordination mechanism

The coordination of the SSR project was exercised through the SSR Steering Committee or Project Board headed by the Minister of Justice as the chair. The SSR Steering Committee provided oversight of the project implementation and took certain decisions in line with the project design. This body had also taken the initiative to enhance public knowledge and outreach on SSR nation-wide. A tour is planned to be implemented before the end of the year 2021[51].

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[48] Ibid
[49] Ibid
[50] Project document
[51] PBF UNDP SSR Project Progress Report July to December 2019

Then there was the internal partners at the Ambassadors level which also met and discussed SSR support. The body was also from time to time, briefed by the NSA - highlighting SSR progress and projected support needs[52].

Also was the International SSR advisers forum called International Advisers Group who at the technical level, provided support to the NSA, ONS and the SSR process and directly provided feed back to their respective International SSR partners at the ambassadorial level including bilaterally in the absence of Ambassadors. This body met regularly and minutes of meetings were often documented and filed.

The evaluation has noted that challenge in coordination was that the government did not have a dedicated body to coordinate SSR international support - determining support areas, ensuring maximum use of resources and avoiding duplication of support. Such a coordination body (complementing NSA role) would be necessary going forward from 2020[53].

As one of the Key informants reported that the weakness on the coordination was that: "*though coordination frameworks were set up… there was some level of competition particularly from the EU they felt they had the money and very grudgingly the UN proceeded to carry out its activities and pursuing its agenda. At same time there was also ECOWAS which felt it was the heir apparent due to what ECOMIG had done here etc and should also be the lead and I think none cooperated at that level but at technical level things tended to work out".(Project Coordinator rule of Law Project)*

The other weakness that serious afflicted coordination was the lack of political will at the highest office to appoint dedicated personality and decision making in areas of approval of reforms during the process. The case in point was the failure to hold the much needed retreat on approval of SSR and SSRS fundamental to drive the process smoothly and anchor the project firmly in the development process of the Gambia. Eve by the time of the evaluation there was no green light as to when the retreat to approve the two key strategies would take place.

2.2.4. Strengths and weaknesses of project management.

Strengths of management arrangements
The evaluation is of the view that there has been adequate oversight and provision of technical support that enabled delivery of the project results. This very evident in what kind of technical support and financial resources have brought on board to augment the UNDP and government as far as implementation of the SSR interventions are concerned.

Weaknesses of management arrangements
There were overlaps of the responsibilities between Project Management Board and project management unit in terms of reporting to the Steering Committee. This overlap did not augur well for purposes of checks and balances and quality assurance in as far as SSR project management.

Strengths of partnerships and coordination mechanisms

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[52] PBF UNDP SSR Project Progress Report July to December 2019
[53] PBF UNDP SSR Project Progress Report July to December 2019

It is important to note that the key strength of partnership and coordination mechanism was in area of mobilising adequate resources and offering necessary technical advice during the SSR process. This enabled the execution of the important actions like policy and legal reforms critical to the security sector reform.

Weaknesses of partnerships and coordination mechanisms
An evaluation assessment of partnerships and coordination mechanisms shows that the government did not have a dedicated body to coordinate SSR international support - determining support areas, ensuring maximum use of resources and avoiding duplication of support. Such a coordination body, which was supposed to compliment NSA role, which has curtailed effectiveness in delivery of the SSR process.

2.3 Project effectiveness
Analysis of programme effectiveness was centered on whether the project has achieved its stated results at output, outcome levels and how the results achievement hitherto can support the realization of envisaged impact over time. Thus, central in the analysis was the output and outcome level achievements registered as well as the factors that have influenced project performance. The appropriateness of the project Theory of Change as well as the gender analysis of the results have to been considered under the effectiveness analysis as seen hereunder;

2.3.1 Output level achievements
The SSR project was designed to deliver three core outputs that were also envisaged to support the realisation of the set project outcomes (see intervention logic in section one). Clear performance indicators and their corresponding targets were identified and these form the basis of the evaluative assessment under each of the planned outputs below.

Output 1.1 Security Stakeholders receive the necessary strategic support to develop and implement a national security sector reform strategy.
Project support under this output was specifically directed at ensuring availability of a team providing strategic and technical support to develop SSR strategy, detailed review /assessment of the security sector as well as institutional capacity strengthening through exposing security institutions to best practices and lessons learnt from other countries. In tandem with the SSR project aspirations under this output, the terminal evaluation has noted impressive achievements under each of the set indicators.

Indicator 1.1.1: Availability of team providing strategic and technical support to develop SSR strategy

The evaluation established that a total 12 advisors were deployed with two (International and National) deployed in the Office of National Security by UNDP while 10 deployed in MOD, Armed Forces and the ONS by AU as complementary expertise to support the SSR process[54].

Since their deployment, the experts under the leadership of the SSR Advisor have continued to provide strategic advice on the process for the formulation and implementation of national security policies and strategies. Key policies that have been formulated during the SSR project

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[54] Revised SSR Project Document (Pg 12).

period include the National Security Policy, SSR strategy and the National Security strategy as well as the Institutional Policies for Police and Immigration that were underway at the time of this evaluation[55]. The formulation of these policies and strategies have specifically taken into account experiences from the region while ensuring political cohesion around the SSR process as well as balancing security sector reforms with reconciliation and other elements of transitional justice.

In the light of the project set project target and the achievements registered under this output, the evaluation noted imperative performance as the set target was well surpassed. However, given the persistent capacity gaps within the security institutions more strategic technical support is still necessary to streamline the implementation of key policies and strategies that have been formulated with the SSR project support.

Indicator 1.1.2 Detailed review /assessment of defense and security institutions

Specifically, Security Sector Assessment Report 2017 was produced which captured useful data that informed the formulation of both the National Security Policy, National Security Sector Reform Strategy (SSRS) and National Security Strategy that await final approval.

The assessment data was well disaggregated by different and useful variables such as specific security institutions, gender, age and geographical location. The project supported technical advisors played a pivotal role in conducting the assessment whose findings were central in informing the formulation of the National Security Policy and the SSR strategy.

Output 1.2 An inclusive and participatory national sector-wide approach of SSR ensured
A multiplicity of stakeholders is visible in The Gambia's Security Sector. The evaluation noted considerable project-supported efforts to ensure inclusive and participatory Security Sector Reforms in The Gambia. This was specifically in form of consultation/dialogue platforms that were established and supported under this project as discussed hereunder.

Indicator 1.2.1: Mechanism for broad and inclusive participation of all stakeholders

The UN-Inter-Agency Working Group (IAWG) that undertook an assessment of the political and security situation[56] through a twenty-seven (27) member Technical Working Group (TWG) was constituted from various ministries, agencies and departments (MDAs).

Emanating from the consultations and assessment of the security sector, the Office of National Security produced the SSR paper, which was discussed and validated at various levels before being adopted as guiding documents for the formulation of the National Security Policy and the SSR strategy. Furthermore, a nationwide feedback tour of the SSR Assessment Report that was conducted by the, the National Security Adviser and his staff on 8th -13th June 2018 is another source of evidence for the inclusiveness of the SSR processes.

The evaluation further noted that with the formulation of the National Security Policy and the SSR strategy, inclusiveness and stakeholder participation in the Gambia's security sector would continue to be realized should adequate political will and support be provided.

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[55] SSR report (2019, Pg 3).
[56] 13 to 21 February 2017

Despite the undisputable evidence of inclusiveness of and stakeholder participation in the Gambia's security sector reform processes, the evaluation noted some remaining gaps as here below;

- The time allocated to the nation-wide consultation exercise during the security sector assessment was not adequate to generate views from a wide range of stakeholders.
- Documented evidence is still scanty on the participation of the special interest groups such as women, youths and persons with disability. Whereas it is reported in the 2019 progress report that these groups have been reached out to, the lack of clearly cut out strategies to achieve this, leaves some anxiety over the results in quantitative terms.

These gaps notwithstanding, the days of a humble beginning can never be despised. It is apparent that the project has indeed provided foundational support on which further investments can be based to bring out the desired changes overtime.

Indicator 1.2.2: Information campaign and national consultations conducted in all regions (men, women, all regions).

The evaluation established that specifically, a communication specialist was hired to spearhead the achievement of the project aspirations under this indicator. Consulted stakeholders during this evaluation were appreciative of the increasing coordination role by the ONS office. For instance, ONS organized retreats and induction trainings that were directed at harmonizing the understanding of participants on the processes of SSR.

The evaluation established that the formulation of the National Security Policy and the SSR strategy well embraced participatory approaches right through induction trainings of key stakeholders including Security Institutions, Civil Society Organizations, National Assembly Members, Ombudspersons and the Media.

Whereas there are pieces of evidence on the stakeholder consultations, the evaluation noted some gaps, which could have compromised the effectiveness of the interventions and the reporting of results. They include the following: consultations being less structured without clarity of the numbers of people to be consulted under each stakeholder category; no evidence that the consultations covered all the regions and besides, the population reached out to in these consultations is not explicitly stated in the reports. This could have been because of the lack of quantitative values in the indicator target setting. The evaluator noted that the target lacked specific/quantitative values against which performance would be measured.

Output 2.1 Framework for coordinated and coherent international support to the security sector is established and functional
Better-coordinated support to the security sector reform processes is associated with enormous efficiency and effectiveness gains. Primarily, it enhances appropriate mobilization and use of resources hence avoiding duplication and increasing project impact. The SSR project document reveals that prior to its design and implementation; there existed no functional framework that would ensure coordinated and coherent international support to the security sector[57]. As a result, under this output, the SSR project prioritized support towards: i) establishment of a functional Technical Committee for SSR support with at least 25% of the Committee members being women; and ii) development and implementation of a Resource mobilization strategy for SSR.

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[57] SSR Results framework.

The evaluation noted that impressive results under each of the performance indicators above have been attained despite the persisting gaps as seen in the discussion under each output indicator here below.

Output Indicator 2.1.1: Technical Committee for SSR support established and regular meetings held, at least 25% of Committee members are women

The project has facilitated the establishment of several coordination platforms among the international development partners on one hand as well as national institutions on the other. The establishment of DP's technical Working Groups and the SSR International Advisory Group are the most outstanding achievements under this output indicator.

At the national level, coordination mechanisms are notably still weak on the account of inadequate access to resources, capacity and political support. For example, the attendance of the bi-weekly SSR steering committee meetings was reportedly poor and the task of drawing active participation of various ministries and agencies is still yet to be realised. Weaknesses in the national coordination mechanisms have significant negative impact on the coordination mechanisms for the SSR at regional and international platforms. In addition, the participation of women in the established coordination mechanisms is still low on the account of lack of affirmative action. It has been noted that the composition of the coordination structures has hinged most of the existing positions and in the event that women do not hold these positions, obviously their participation in the coordination structures will be minimal.

Despite the coordination mechanism established for the SSR implementation at various levels (International, regional and national), the desired results are not yet fully achieved. The deployment of a variety of security advisors by multiple international partners with a loose coordination arrangement has portrayed that more is still desired. According to consulted stakeholders during this evaluation, this situation was termed as 'having many cooks in the kitchen' which lowers efficiency and quality of the outputs.

Output Indicator 2.1.2: Resource mobilization strategy for SSR developed and implemented

The development of a resource mobilization strategy is still work in progress[58]. Whereas the resource mobilisation strategy document has been produced, it is yet to be approved by the responsible authorities.

The strategy explicitly identifies the core sources of SSR financing as government, external and public-private partnerships. It also lays out clear financial resource management arrangement as well as reporting hinged on The Gambia Financial Regulations and Rules. On the government side, the SSR activities are to be integrated into the national budget and/or enact an SSR Tax Bill to maximize resource mobilization[59]. The government is also envisaged to actively engage development partners for additional funding.

It is noteworthy that the implementation of the SSR resource mobilization strategy is dependent on other outputs such as a detailed SSR strategy implementation plan with costings of activities as well as SSR stakeholder mapping matrix, which have not yet been realised. This coupled

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[58] Annex C: Resource Mobilization, Monitoring And Evaluation

[59] SSR Strategy (Pg 36)

with weak government commitment are likely to compromise effective implementation of the resource mobilization strategy.

At output level, the project has performed well against the set output indicator targets as most of the targets have been achieved. In the light of the output level results analysed here above, the extent to which they have contributed to the realisation of the set outcomes was central in this evaluation as discussed here below.

2.3.2 Outcome level achievements

The evaluation established that the formulation of the National Security Policy and the Security Sector Reform Strategy are the outstanding achievements of the SSR project. The formulation processes of these critical documents were highly pivoted on wide stakeholder consultations across the country and social groups.

A coordination framework for the planning and implementation of the security sector reforms is in place and functional. Under the framework, efforts are directed at garnering the participation and contribution of core national and international stakeholders. The SSR steering committee, which also serves as the project board, provides the overall coordination of the reform processes with particular focus on inclusivity.

However, despite the established coordination framework for the international community, its operationalization is yet to be fully realized. For example as mentioned under the output analysis as well as responses from the consulted stakeholders, cases of duplication have been noticed more especially with regard to the deployment of international advisors. Furthermore, the lack of a national coordination structure to systematically identify strategic areas for support and also appropriate support from development partners more rationally continue to constrain effective coordination. Much as the Office of the National Security is in position to play this role, its hitherto capacity gaps still inhibit its effectiveness.

Nevertheless, the project support during the period under review has yielded significant results though at a foundational level but with catalytic potential to trigger more outcomes. For example, the Security Sector assessment that was conducted and the resultant National Security Policy and the SSR strategy are positioned to support the realization of higher-level results at outcome and impact levels. These documents lay a foundation for more strategic investments in the sector besides being valuable tools for resource mobilization.

2.3.3 Project impact
The evaluation through desk review and stakeholder consultations captured significant immediate results that have potential of contributing to the realisation of the desired impact level results. These include the following.

i) **Adoption of a human rights based approach in the planning and execution of the security sector mandates.**
The formulated SSR strategy has reawakened the country's call to uphold and adhere to human rights principles and standards particularly in the security sector. The human rights components embedded in the vision and mission of the SSR strategy potentially inclines security sector

institutions to respect and observe the human rights of the population. Furthermore, through the radio programme and Newsletter, the Office of the National Security has actively engaged and sensitized the public on various human rights aspects. It is therefore apparent that the SSR project has supported both the supply and demand side factors that would ensure improvements in respect and observance of human rights in the security sector.

ii)   Improvement in the coordination of the security sector

This was notable through the deployment of the international security advisors as well as the capacity strengthening support provided to the Office of National Security. As part of the capacity strengthening arrangements, the SSR project supported study visits by the heads of security institutions to Sierra Leone and Ghana from where the beneficiaries drew some lessons and best practices that would transform the security sector of the Gambia. Although the full impact of such initiatives is still evolving, their transformative potential is apparent even at an early stage. For instance, the idea of the 'prison open camp' which is yet to be fully designed and rolled out is envisaged to greatly improve service delivery under the prisons services particularly through minimizing stigmatization as well as promoting respect for human rights of the inmates who complete their sentences.

iii) Improved image of the security sector institutions

The formulation of the National Security Policy and strategy as well as the SSR strategy embraced a consultative approach with various social groups making inputs. This has been perceived as a government's explicit commitment and willingness towards transforming the country's security sector to be able to respond to the needs of the population. Much as the implementation of the SSR strategy is pending the document's approval, it lays out a number of initiatives once implemented will help improve the image of the security sector institutions.

iv) Citizens' empowerment through awareness creation

A number of citizens' empowerment initiatives have been undertaken through the project supported countrywide consultations about the SSR processes coupled with deliberate involvement of various social groups such as women, youths and even Civil Society Organisations vital and empowering information has been disseminated. This has great potential on increasing demand for better services and accountability from duty bearers, which are all critical ingredients of peacebuilding, democratisation and human rights protection. Through Newsletters and radio programmes, the Office of National Security has committedly disseminated valuable information to the public on the progress and processes of the security sector reforms. This has not only provided a platform for public participation in the process but also a basis for the public to demand accountability as well as a basis for exercising oversight functions on the security sector. Although the transformative gains at the citizenry level are still low, this framework has potential of yielding greater gains for the general population both in the medium and long term.

v) Gender mainstreaming

Despite the Gambian government having ratified international and regional instrumentals for promoting gender equality such as CEDAW and AU Solemn Declaration on Gender Equality in Africa, including Beijing Declaration 2010, the African Charter on Human and People's Rights on the Rights of Women in Africa, human rights abuses against women and children were reported during the autocratic rule of Jammeh. Whereas some security institutions like the police had integrated gender issues in its training curriculum, there was general gender insensitivity in career development and human resource management largely on the account of limited capacity on gender mainstreaming.

Capacity development for effective gender mainstreaming in the security sector is counted among the major gains from the SSR project. For example, 43 women trainees from 8 security institutions (Gambia Armed Forces (GAF), Gambia Police Force (GPF), Gambia Immigration Department (GID), Gambia Prison Service (GPS),Gambia Fire Rescue Services (GFRS),Sate Intelligence Service (SIS) and Drug Law Enforcement Agency (DLEAG))have completed all the three levels of gender sensitive training and have subsequently been certified[60]. As a result, a gender caravan to go nation-wide and sensitize targeted security personnel in security installations around the country on mainstreaming gender in the security reform process has been innovated. Although the number of trainees may not be fully adequate to cause faster changes towards a gender sensitive security sector, these gains lay a strong foundation for continuous improvement. The evaluation noted that although much of the project gains are at

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[60] SSR Annual report (2019, Pg 3)

the foundational level, they are strategic and potential to propel higher-level results in accordance with the project's theory of change also analysed here below.

The emerging Corvid-19 pandemic effects of lockdown, anticipated dearth of donor and government resources are likely to have devastating effects on results by watering them down due to sudden paradigm shifts in resource re-allocation, development programming and limited technical skills support to the SSR process.These developments call for documentation of lessons and effects of this Corvid -19 to assess the gaps and challenges emerging so as to safely navigate SSR process to ensure results are sustained.

2.3.4 Appropriateness of the Project's Theory of Change.

The overall objective/impact of the SSR project was identified as "to re-build trust of the population in the security sector and to remedy general trauma of the population caused by misuse of security forces for repression and harassment by the former regime. This was one of the four pillars of the transitional justice. Pursuant of this objective, the SSR project prioritised support in form of technical assistance to the security sector to formulate an inclusive and coherently coordinated reform process. In effect, the project supported an assessment of the security sector to inform the formulation of key policy documents to guide the entire process. Subsequently, the National Security Policy (NSP) and Strategy have been formulated alongside the SSR strategy. These interventions have been complemented with technical advisory services provided to core security institutions in order to improve their management capacity of the reform process.

The theoretical underpinning of the project's intervention logic is that if the security sector institutions are fully capacitated to formulate and implement the necessary reforms, the role of the security sector in a democratic context will be normalized hence leading to better governance of the security sector and increased social cohesion and trust of the population (men and women) in security forces. The evaluation noted that the project theory of change is sound with elaborate articulation of both 'means' (strategic interventions) and 'Ends' (strategic results). This has been vital in ensuring the internal consistence of the project. However, the only noted gap is the lack of the impact level indicators and their corresponding baselines values, which is likely to compromise measurement of the results more objectively.

2.3.4 Facilitators and inhibitors of performance

The registered performance of the SSR project has been a function of many factors both facilitators and inhibitors as presented below. However, these factors contain critical lessons that can positive propel project results in future.

a) Facilitators

Political will: The government has provided an enabling environment and has expressed explicit commitment to reforms. Although investment from the government side in the project is still low, the mere opening up of its security sector for review and reform is a positive gesture that has motivated different actors particularly the international community. It is also worth mentioning that the overall reform process was commenced on the request of the president. This provides confidence to the various actors spearheading the reform agenda. The creation of the Office of the National Security was in particular a well thought initiative that has positively

benefited the implementation of the SSR. However, down the road, the political will has rapidly waned an issues raised by key project personnel that expressed concerns of lack of it at time where it was crucial to drive the process forward during the draft evaluation report review.

UNDP's comparative advantage in governance programming: UNDP has globally led a number of governance and security sector related projects. As such, valuable experience and best practices have been generated for further adoption in other contexts. As analysed in section three, the role of UNDP in managing this project deserves a credit for it has contributed much in the volume of results that have been achieved hitherto.

Partnerships: The SSR is a multi-partner project with active participation of both national and international stakeholders. In its implementation, a number of coordination platforms such as steering committee, the International Advisory Group have been formed to strengthen partnerships and ensure coordinated delivery of results. More specifically, the international advisers that have worked on this project deployed by different partners in a manner that has favoured pooling of resources to support the SSR processes.

b) Inhibitors
Slow activity implementation pace: Convening of steering committee meetings and other coordination structures particularly those involving national stakeholders have been slow. For example, the finalization of the two strategies has reportedly suffered set back due to the slow pace of NSC. This is in part attributed to its composition gaps and the limited capacity of the new government in terms of limited personnel and expertise to expedite the process.

Polarisation within the ruling coalition
The ruling coalition has been bedevilled with polarisation due to power struggles particularly over President Adam Barrow's term as agreed upon before he assumed power. This has increased polarisation among political groups over the duration of the presidential term and the composition of the Government to the detriment of the SSR project. Given this unstable this unstable political environment, where President Barrow's term in office was being questioned and new political alliances are being forged, the executive's political will to take strategic decisions and remain focused on the SSR was increasingly challenged.

Limited human resources capacity of the UN team
The PBF project is very strict with issues of hiring staff yet there was more staff needed by UNDP for the project team to adequately support the Gambia government effectively implement project activities given the contexts apparent at the time. This should be considered in future projects where there be staff dedicated for coordination of donors and other for gender for instance, and other to provide strategic advice at higher levels.

Limited alignment of SSR to the UN reforms and its structure
It was noted that the SSR project was not fully aligned to UN reforms and structures within the Gambia, which limited support to it. It is important to note that SSR is a political process and the UNDP support to SSR project needed to be closely aligned with efforts of the RC office and

UNOWAS SRSG. The Resident Coordinator is critical because is needed to continue to play a political role in pushing SSR advocacy messages with the president and international partners.

Passive government involvement: Although the government confesses commitment to the reform agenda, its direct investments in terms of financial resources and time is still low. The process is largely driven by the international stakeholders and even their mandate; some activities cannot be fast tracked without the direct involvement of the government.

The time factor: The higher-level results of the project **"re-building trust of the population in the security sector"** require more time to be achieved. The project has supported foundational activities and results towards the desired impact but the actual achievement of the desired impact require much more time.

2.4 Project efficiency

The project's ability to achieve its objectives within the constraints of available resources is a key indicator of success. Thus, the efficiency analysis explores how the project resources were economically utilized to deliver maximum outputs. The analysis is therefore centred on the project expenditure, financial management and accountability system, cost minimization strategies adopted and their strengths and weaknesses. This is also used to generate lessons and best practices presented in the last section of this report.

2.4.1 Project expenditure to date

The project was designed to be implemented at a cost of $ 1,400,000 over a period of 2 years (2017 and 2019). The budget was proportionately distributed among the three project outputs in a ratio of 20:5:3 respectively. Summation of the project expenditures in the combined delivery reports indicates that as of April 2020, a total of $ 1,133,220.97 had been spent representing 80.9% of the project budget. The largest portion of the project expenditure ($1,113,363.8 or 98.2%) was spent directly through UNDP system while $1,9857.89 (1.8%) was channelled through the government system. This implies that the project adopted more of a Direct Implementation Modality (DIM).

Analysis of the expenditure further indicates that the project has had two major cost centres that is; SSR strategy development and coordination of SSR support which constituted $ 433,316.46 (38.2%) and 699904.47 (61.8%) of the overall project expenditure respectively. it is however noted that where the project budget was well distributed among the three project outputs, reporting of the expenditures in CDRs did not follow the output pattern. It is thus not possible to analyse output based expenditures vis-à-vis their respective budget lines.

Furthermore, project management cost was not explicitly indicated and so did the expenditures. It has been noted that management related expenditures were lumped up under SSR coordination, which is not a good practice for streamlined accountability. In the light of the project budget-expenditure nexus, a positive variance of $266779.07 is noticeable which represents 19.1% of the planned budget. Pending project activities such as finalization of the two strategies as well as the deliberate cost minimization strategies adopted can largely explain the observed variance. Some of the cost minimization strategies adopted include the following.

2.4.2 Cost minimization strategies adopted

Direct Implementation Modality: The SSR was nearly a pioneer project in the security sector of The Gambia and as such, the security institutions still had glaring gaps in project management particularly donor fund management and reporting. Against this background, the adoption of the Direct Implementation Modality in which UNDP took a leading and more direct role especially in financial management was associated with enormous efficiency gains. Besides, given the slowness in government operations, the management of the SSR project would have been so clogged if it were entirely left to security institutions as the implementing partners.

Whereas the DIM is notably having some efficiency gains especially with respect to faster activity planning and implementation, the modality is highly disempowering and inhibitors national ownership of the project. It is however understandable that it was the most appropriate approach to be adopted given the glaring capacity gaps in the national implementing partners. Thus, with improvement in institutional and project management capacity among the national implementing partners, the DIM shall need to be drop in favour of National Implementation Modality (NIM), which is more empowering with diverse approaches to building national capacity.

Output based budgeting: The practice of appropriating the budget to the outputs is a working strategy to ensure that project expenditure is well aligned with desired outputs. Although the evaluation noted some deviation in reporting where by the expenditures of 2019 and 2020 did were not well aligned with the outputs, the evaluation noted continuous reflections of the project outputs was a guiding principle in the project's spending patterns.

Partnerships: A variety of players has been active in the SSR project with each playing a complementary role. These have included the international community and several other national stakeholders particularly CSOs, MDAs, media and academia among others. Partnerships for example at the international community level has facilitated smooth mobilization of resources. A case in point is the deployment of about 10 international advisers, which would have been a very expensive venture if their corresponding costs were being met by an individual organisation. However, the remaining gap is the poor coordination that opens avenues for duplication and resource misuse.

Use of government personnel and facilities: According several government stakeholders that participated in the evaluation, the implementation of SSR project tried to utilize the already available resources such as government staff and other facilities which has helped to bring the overall implementation cost a bit down. For instance, the deployment of government staff only comes with only an allowance consideration, which would not be same for the directly recruited project staff.

2.4.3 Project's financial management and accountability system

The financial management and accountability adhered to the UNDP management systems with the guidance of the established manuals and policies. At the design of the project, it was envisaged that other partners would channel their support through UNDP that was to serve as a fund manager with the financial management and reporting responsibilities. However, this did

not materialize leaving financial management roles subject to the specific policies and guidelines of each partner.

The financial management accountability arrangements were well articulated in the SSR project document (Pg 21) and well aligned with UNDG-approved "Protocol on the Administrative Agent for Multi Donor Trust Funds and Joint Programmes, and One UN funds" (2008)[61]. However, since donors retained direct control over their financial resources, the stipulated financial management guidelines will be applicable a Multi Donor Trust Fund is established.

2.5 Project sustainability

From the project documents reviewed and Key Informant interviews conducted, the evaluation identified evidence of what could have been the critical steps taken or planned to ensure that results of the SSR project are sustained. The emerging findings from the analysis identifies five most critical steps taken to ensure the creation of long-term processes, norms and institutions for peace were in place for sustainability of project results:

i)   Step one-Creation and codification of the Office of National Security

At the inception phase of the project, an Office of National Security (ONS) was put in place under the aegis of office of the president as the focal point for security sector coordination and reform. However, this office was not provided for in the Constitution, which could have been challenged as an illegality. Therefore, the SSR project had to first push for its codification in the constitutional review process to legalise its existence. The evaluation views the critical step that provided for upstream institutional framework that set in motion the coordination and entrenchment of the SSR process. The established the Office of National Security and the SSR Steering Committee were set to provide direction to the on-going reforms and promote interactions among different security institutions. To streamline the administrative issues, the National Security Adviser was appointed to oversee the Office of National Security that served as Secretariat to the National Security Council chaired by the President of the Republic. It was during this reform process that led the President to delegate the defence portfolio and appointed a Minister of Defence. The evaluation has learnt that the delegation and appointment of the minister of defence has set in motion the development of a defence policy and strategy[62].

ii)   Step two –Formulation of requisite policies-National Security Policy and National Security Sector Reform Strategies

The evaluation has learnt that the formulation of requisite policies-National Security Policy and subsequent support policy directions enshrined in the National Security Sector and National Security Sector Reform Strategies did usher in the SSR project vital processes critical for catalysing the interventions. For example, the national security policy outlined national priorities and a broad vision for reform[63]. The policy reforms were participatory and involved a wide range of stakeholders which in the view of the evaluation was an all-inclusive and set in motion the national ownership as well as requisite policy formulation processes at national and institutional level within security institutions.

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[61] SSR Project Document (Pg 20).
[62] TAM report
[63] 2019 Annual Governance Report

Quite remarkable is that it the National Security Policy that provided a framework that gave birth to the two strategies namely the National Security Strategy and National Security Sector Reform Strategy[64]. These two key strategies are said to have been put in place to operationalize the National Security policy. One key informant was quick to remark that: "*without them, the security reforms lose sense direction*"[65].

Under the aegis of the two strategies, quite a number of reforms have been undertaken within security institutions to create long-term changes for reform, which includes new structures, internal policies and norms. For example in the Gambia Armed Forces, SRR has set in motion critical pathways. A new five-year strategic development plan has been put in place as well as review of administrative policies in the army. This five year development plan targets reforms in the armed forces downsizing by establishing a three-year moratorium on recruitment and offering voluntary retirement to personnel and established a three-year moratorium on recruitment in the army and review of the promotion system and regulate the ranking system by retaining personnel in their positions and providing them with the training needed to align them with their ranks[66]. The evaluation is of the view that the initiatives in GAF are long-term process aimed at sustainability of SSR results.

Within the Police reforms were undertaken aimed to transforming the institution into a professional and robust force capable of protecting the people, maintaining public order and enforcing the laws through proactive policing and community participation. A new Strategic Plan (2018-2023) was also in place with its core goals and priorities to the promote and protect of human rights, community policing, gender policy, public order management, recruitment and promotion policies, vehicle management policy, health and welfare policy, and training/capacity building. There was also the formulation of various policies such as recruitment and promotion, vehicle management, community policing, drafting the new Police Act. Capacity building initiatives in the police force were also undertaken through provision of specialised trainings in public order management, crime scene management, investigation, and scholarship opportunities for higher studies. There was also one-year project on "Supporting the effectiveness and fairness of The Gambia's criminal justice system through enhanced forensic awareness and capacity". Other critical reforms undertaken include the refurbishment and upgrade of the Police Training School) and develop an online platform to cover other parts of the country.

The State Intelligence Services also underwent the review of its enactment law and the change of its name from the National Intelligence Agency to the State Intelligence Service. According the evidence adduced by this evaluation, the SSR guided SIS aspiration to becoming an accountable, apolitical and effective institution that addresses threats to national security while upholding the principles of good governance. It was noted that the reforms initiated by SSR process were aimed at revision of the institution's legal and regulatory framework and to restore public trust and confidence.

Like other security institutions, the Correction Services have undergone some reforms critical to observing norms, establishment of structures and long process reforms. For example, the Gambia Prison Services (GPS) got a leeway to develop a 3-year Strategic Plan outlining critical

[64] Ibid
[65] Ibid
[66] TAM Report

priorities in the area of governance, human rights and rehabilitation of prisoners. It is also established structures known as Prison Legal Aid Desks with the support of the National Authority Aid and the Gambian Bar Association. The GPS was also supported by the UNODC in the revision of the 1953 Prison Act. By the time of the evaluation, the revised act was awaiting the clearance of the Minister of Justice to be operationalized. Furthermore, some norms have been put in place such as family visits to prisoners, provision of vocational training organised in partnership with local organizations and GIZ, and renovation of the kitchen of State Central Prison Mile 2 with the support of detainees to improve the living conditions of prisoners; an act of observing the human rights. The evaluation also noted that the GPS leadership had also worked to establish a new culture of treatment of prisoners by providing directly guidance and mentoring to the correction officers. None the less, a photo book and a short video documentary had been produced and were to be used by the UN and partners to raise awareness on the prison conditions and mobilize political and financial support to its full reform. This approach as noted by the evaluation was in line with promoting norms with regard to promotion of rights of prisoners and critical resource mobilisation for the sustainability of the SSR results.

Financial sustainability of the interventions is quite important to the SSR process. To that end the Gambia Revenue Authority (GRA) the revenue generating institution has undertaken Policies and legal reforms to enhance its efficiency in revenue collection for budgetary support necessary for national peace processes. For example, the Customs Registration Law has been reviewed with the support of the UN. Furthermore, DRA had gone further to developing its institutional policy to enhance its efficiency in revenue correction. GRA was also reported working to establish a risk-based management system as structures to enhance its efficiency. GRA also undertook deliberate actions to raise awareness on revenue laws. It also set up structures by opening satellite offices in strategic locations and developed a common national database to centralise information of the population.

iii) Step three: The on-going Constitutional review reforms

The on-going constitutional review reforms have brought on board a number areas one of which is creation of civilian oversight structures, bodies, institutions and stakeholders. These structures and institutions were intended to strengthen civilian control of the security sector comprised of CSO, Media, Parliament and Human Rights Commission. In this regard, the EU provided support to strengthen civilian control of the security sector including by ensuring sufficient. Capacities are in place to monitor, investigate and hold to account security sector institutions. For example, the strengthening of the capacity of the Parliament Security and Defence Standing Committee in holding hearings related to the performance of security institutions and scrutinizing budget proposals to make hearings proactive and focused on strategic matters.

The policy and strategic reforms have brought on board institutions and actors critical for sustainability of the SSR interventions as elaborated on below:

Civil Society organisations were reputed to play a complementary role to the government efforts. The Civil Society sector as a whole stands to address their own internal or intra-sectoral agenda and means of organizing, communicating or coordinating, as well as helping to manage and promote the less 'tangible' issues of improving ethnic relations and coexistence. In the realm of facilitating new norms and accountability, or transitional justice in its broader sense, groups with strong reputation for non-partisan activism such as FLAG and YEP, Gambian Youth Ambassadors, amongst others were believed as capable of doing much by way of sensitization

around civic rights and responsibilities, human rights, and education, for example, in coordination with NCCE and international partners[67].

The WANEP – The Gambia Chapter of the West Africa Network for Peace Building is a reputable organization that keeps their finger on the pulse of peace and peace building needs across the country. Their national network for Early Warning (NEWS), among other initiatives in capacity building through international funding partnerships, provides critical observations of patterns and trends on conflict and violence, localized conflict patterns and relevant actors, offering a broader opportunity for analysis and temperature about the development of state-society relations in general. This qualitative data and human network WANEP enjoys is perhaps unique in the country, and can serve as a model for counterbalancing forces unleashed by misinformation or rumours that spread easily through social media. Similarly, WANEP's efforts in years past have resulted in collaboration amongst Gambians from all walks and regions with the purpose of exchange, informing, educating, contemplating, and collaboratively analysing key dynamics that affect society at all levels[68].

The semi-autonomous ADRS is identified as playing an important role in the land-related dispute resolution questions, particularly in light of the time it will take for Gambian actors to iron out land policy and consider how to bring traditional and statutory systems and actors into dialogue or even encourage collaboration. In the meantime, the technically skilled, though under-resourced, and yet difficulty to access ADRS holds significant potential to prevent violence seen in land dispute outgrowths, if strategically supported[69].

The Promise of National Reforms, Commissions & Committees particularly the National Human Rights Commission (NHRC) and the Truth, Reconciliation and Reparations Commission (TRRC) are anticipated to play an instrumental role in forwarding both women's and youth's rights, bringing visibility to such concerns, both as agents of just-peace and change, and in service of the pillar of non-repetition. Education and sensitization efforts are on-going, and can be particularly effective when targeting women, children and youth, through activities that fall under the TRRC's "Never Again" campaign. The truth-seeking and reconciliation mandate of the TRRC have led to various challenges and even hostilities, which must continuously be managed[70]. Witnesses have been accused of cooperating but lying, while others are telling the truth, but not cooperating. Nevertheless, some of these answers lie in the very composition of the Commission as a model, which, like the NHRC, see its members come from all ethnic groups and backgrounds[71]

The visibility the TRRC and NHRC that promote civic education and civic responsibility will be of crucial at raising people's awareness about human rights, in line with Gambia's commitment to address violations. As the efforts of these commissions are harmonized to respond to norms in line with international treaties and agreements on these issues, it is possible they will enhanced processes to promote human rights akin to what is advocated for by at the international level .Their involvement will render work on rights promotion more robust since they

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[67] Conflict and Development Analysis the Gambia, updated - June 2019
[68] Ibid
[69] Ibid
[70] Ibid
[71] Ibid

have clout to mobilizing around linkages to international organizations and development partners on promoting the same issues[72].

Religion and the role of religious leaders were evidenced as critical as a force for peace in The Gambia in 2018. Religious leaders feature as the most highly trusted group of leaders amongst Gambians[73]. Because they are a force to reckon with, the Muslim and Christian actors were reported to have been involved in mitigating some important political tensions in the recent past, including the 2017 political impasse[74]

iv)   The media sector

Editors' forum is the rallying platform to guide the media institutions on matters related to objective reporting in line with promoting peace and security in the Gambia. The initiatives of the Gambia Press Union's (GPU) especially the development of the ethical code of conduct offered expansion of this sector's professionalization and capacities to perform accountable journalism, setting standards by which media actors and those wielding and dealing with public information can also hold each other accountable[75].It is notable that the radio programming in targeted local languages other than English offered a clear advantage for reaching diverse audiences through information dissemination and sensitization efforts that are undertaken by key actors (e.g. the NCCE, Fire and Rescue, Security Sector Actors, Ministry of Interior, TRRC, etc.)[76].

The media stood out as a clear force to prevent conflict, by helping to encourage accountability, serving as hub for civic exchange, and spreading accurate information, updating the public on key issues and contributing to the promise of sustained peace in The Gambia on the whole. On the other hand, the common refrain that digital platforms and radio personalities may help to foster the certain messaging or information to inflame tensions[77].

Within the security institutions themselves, the evaluation noted a number of reforms in the area of oversight. The constitutional provision, there has been provision for the specific oversight bodies. For example the Police Service Commission in the Police Force and Armed Forces Council. In the armed forces, the Ministry of Defence will also serve as governance and oversight institution for the GAF[78].The DLEAG itself was reported to be having a functional Board of Governors chaired by a civilian and had a representative of the private sector. The board has oversight control over the activities of the Agency including recruitment and promotions[79].

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[72] Ibid
[73] Ibid
[74] Ibid
[75] Conflict and Development Analysis the Gambia, updated - June 2019
[76] Ibid
[77] Ibid
[78] Final draft SSR Assessment-the Gambia 3
[79] Ibid

Functioning and users of the new institutions, bodies and structures

The National Assembly has emerged as a prominent actor in the civilian control and oversight of the security sector. There is a new culture of accountability based on the principles of democratic control. Although constrained by the lack of resources to effectively oversee the work of the security institutions, the Standing Committee on Defence and Security upholds its legal authority to exercise its functions. The committee is reported to have recently reviewed the defence budget presented by the Deputy Chief of Defence Staff. This indicates that there is civilian oversight over the defence expenditures, something unthinkable three years ago[80].

The political space for civil society to express its views on the security sector has increased since the fall of the previous regime when the entire security governance was under the personal command of former President Yahya Jammeh. Civil society is steadily gaining strength and confidence, especially regarding its role on security oversight. A civil society platform is in place, although it is at a nascent stage and will require much support to effectively influence the reform of the security sector policy-making processes[81].

Survival of the new institutions and bodies designed to address conflict and fragility

As SSR is a process intended to promote peace in the Gambia, the evaluation has come across evidence of new institutions, bodies and structures that have emerged to enhance the process. The new formations have been catered for in the national Policy, National Security sector reform and the National Security Sector Reform Strategy and National Development. It is anticipated that the oversight bodies in the security institutions are catered for as part donor support and government budgetary allocation. For example, the Office of National Security (ONS) has been codified into the constitutional reforms, which make eligible to budgetary subventions. This office has been staffed and capacity built to enable it live up to the expectations. Capacity includes human resources of staff from the national security institutions and eight international SSR advisers made available to the Office by international partners, including ECOWAS, AU, EU, UN, France, United States and Turkey. The evaluation believes the capacity is adequate to the survival project beyond the SSR project period[82].

For the non-state actors like the Civil Society and Media and religious institutions their survival is well enshrined in their programming which attracts donor support and revenue generating programmes especially for the media and religious institutions.

The SSR project intervention has also attracted other bilateral partners namely the United Kingdom, France and Turkey that have of late come in to support security sector reform and of course the International Advisors coordination meetings chaired by the NSA[83].

Challenges to the survival of the new institutions, structures and bodies

The evaluation has learnt that the Government has made progress in establishing and reactivating a number of co-ordination bodies and institutions and attendant policy and legal reforms. However, there are significant challenges for the full operationalization of its security sector architecture as this evaluation has noted. Evidence came across during this evaluation shows a plethora of challenges right from strategic level to inter and intra institutional born

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[80] TAM Report
[81] 2019 Annual Governance Report
[82] TAM report
[83] Ibid

challenges that need to be dealt with to ensure a smooth SSR process in both short and long term.

At the strategic level, the challenges were that the National Security Council a law, a National Security Council Act yet to be put in place[84].National Security Council weekly meetings are not being attended by all designated members but rather by a selected group of Ministers[85]. The early stages of the process reforms were being undertaken without direction from the Council[86].

The National Security Advisor was also struggling to play a role in providing the secretariat to the Council and following-up on its decisions due to largely to the lack of access to resources and a result of the President's limited interaction with, and support to the Office of National Security. The Office only has temporary administrative staff seconded from security institutions and currently lacks substantive experts to fulfil the strategic management and coordination tasks of the Council[87].

At the ministerial level, the Ministers of Interior, Defence and Justice were also found to have limited capacities to provide adequate oversight to its subordinate institutions, including in developing their regulations and budgets, reviewing operational tasks, managing human resources and performance, as well as establishing reporting lines and developing communication strategies. There also seems to be political divisions among ministers and competition over resources, which also influences their participation at the National Security Council and SSR Steering Committee meetings[88].

The Gambia is still in the process of finding the right configuration and size for its security forces. It will be important that decisions in this regard are informed by the impact that the chosen set-up will have on the security sector's ability to address internal and external security threats[89].

SSR facilitation of national ownership and sustainability

A number of interventions have been undertaken to enhance national ownership and sustainability facilitated by the SSR project.

First, the evidence from the documents reviewed during evaluation noted that Legal aid support has been initiated by the SSR project, which brings on-board three national institutions namely the Prisons Service, the Gambia Bar Association and NALA which area already part of on-going rule of law project. This inclusion of the institutions already part of the on-going rule of law project therefore will serve as way of promoting national ownership and sustainability of the interventions after the end of the project. The legal aid support is reported to have been operationalized through an MOU between the three institutions to enforce the partnership deed that is national in character and sustainable in the long term. This Legal aid support was expected to be operationalized through Prison legal aid desks in each of the three prisons facilities to benefit remand prisoners, women and children, death penalty cases and other

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[84] TAM report
[85] Ibid
[86] Ibid
[87] Ibid
[88] Ibid
[89] Ibid

serious crimes[90]. This intervention goes a long way in the establishing national and sustainable approaches to promotion of rights of not only the prisoners but also the vulnerable including women and children.

Secondly, in line with promotion of the national ownership and sustainability of project results, the evaluation noted that interventions were initiated and implemented to increase and improve legal education for both the citizens and legal practitioners. The Judiciary, the Gambia Bar Association and the Gambia Law School plans have come together to establish a Continuing Legal Education Program. To enhance its robustness, the CLE program will bring on board expertise in form of lecturers from abroad as well as from within the Gambian legal community. A Legal Aid Clinic for Law Students was set to be established at the Law School where Students will be partnered with lawyers from the Gambia Bar Association and NALA to provide legal aid and engender a spirit of providing pro bono services to indigent and vulnerable Gambians[91]. The SSR support to legal aid education to be promoted and implemented by the national institutions forms a strong bedrock upon which national ownership and sustainability of the results is anchored.

Thirdly, the SSR project as party of the undertaking regular Gambia Conflict and Development Analysis (CDA) has provided avenues to gain an understanding of the contextual changes in the security terrain that national ownership and sustainability. For example, it is from the CDA that the UN Secretary-General for a total of 20 million Dollars approved the country's Peace building Fund eligibility application for three years, with 7 Million dollars approved and disbursed for 2018[92] to support initiatives of the SSR.

Fourth, the evaluation noted that the SSR built local capacities for peace through building capacity and engaging local people in all the future CDA process. For example 24 Men and Women (6 female, 18 male) (4 for each Region) referred to as 'CDA Regional Teams" were acquired skills in conflict and development analysis and have become resources for peace building in the regions. Five Regional consultations on the CDA findings were conducted as a first step towards supporting the establishment of an Infrastructure for Peace and a study tour to Ghana is on-going to establish a National Infrastructure for Peace in The Gambia[93]. The local capacities built entail sustainability efforts of the project results that are national in character due to nationwide infrastructure for peace and gender mainstreamed due to the inclusion of women.

Also under the aegis of CDA, there were concerted efforts aimed at ownership and sustainability which the evaluation has noted focused on fundamental pillars by:
- enhancing civic capacities to increase participation of women and youth in peace building
- enhance knowledge and skills in conflict early warning monitoring and conflict prevention and resolution
- develop collaborative frameworks for and infrastructure for peace; and improve coordination and collaboration among national and international partners[94]

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[90] Ibid
[91] 2019 Annual Governance Report
[92] Conflict and Development Analysis Report
[93] 2019 Annual Governance Report
[94] 2019 Annual Governance Report

Fifth, the formation of an Editors forum was also a step in the direction to guide the media on matters of promoting peace and security in the Gambia from the perspective of national ownership. It was anticipated that the forum was key to operationalization of the Editors platform for peer-to-peer review sensitive reporting that promotes national security and peace. This intervention was reported to have enhanced the positive contribution towards objective reporting and national ownership by the Gambia media; and forms what has been termed as "foundation stones for long-term sustainable peace programming through such interventions"[95].

Furthermore, in line with the national ownership and sustainability of SSR, the on-going Rule of law project intends to initiate a community service programme to foster trust between the community and the Police Service. As one of the beneficiaries of SSR, the Gambian Police Service will develop and pilot a Community Policing Program as the modus operandi of the intervention. The evaluation has noted that the Community Policing Program will be operationalized through a strategy that will focus on the urban, peri-urban and rural areas of Gambia. The strategy will then be piloted in three areas. The initial phases will be piloted to ensure acceptability and therefore smooth operationalization that ensures buy in and thus national ownership. The rollout to cover the entire country entail a critical component that will focus on development of District Police Plans where community members and the police establish priorities and targets specific to their community's security needs[96]. What this means is that there will be community buy-in and therefore support will be marshalled countrywide resulting into national ownership and sustainability.

Last but not least, the on-going constitutional reforms in the Gambia as noted by the evaluation has led to the coding of the Office of National Security implying that the office is legally recognised and therefore funded from the regular government subventions. This development accounts for the reason why the remuneration of the National Security Advisor was totally on boarded by the government[97].

SRR inclusion men and women in the building of ownership and participation
The evaluation noted that women and men were included in building ownership and participation of the SSR project in the following ways:

There were interventions specifically focused on building capacities of both men and women to support and engage in the SSR activities. For example that the SSR built local capacities for peace through engaging 24 participants (6 female, 18 male) (4 for each Region) referred to as 'CDA Regional Teams". These were trained and acquired skills in conflict and development analysis and have become resources for peace building in the regions[98].

Secondly, men and women were involved in the peace processes as witnesses in the TRRC public hearings. It is these TRRC hearings that informed first and foremost the SSR process design and relevancy. For example, as of 28 February 2020, 12 public hearings and over 1200 statements received and 219 witnesses have appeared of whom 54 of whom women.

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[95] Ibid
[96] Ibid
[97] Annual PBF 2019 Report
[98] Governance Report 2019

2.5.1 Availability and structure of the sustainability plan

The sustainability of the project is well engrained in the policy and legal reforms, capacity building initiatives and institutional reforms and networking with non-state actors that include the civil society, the media and religious institutions. The structure of the sustainability plan is as follows:

The critical fulcrum of the structure of the sustainability plan is the Security Sector Reform Strategy 2021 – 2025[99]. This strategy spells out the institutional and infrastructure arrangements far beyond the lifespan of the SSR project. The strategy has been embedded in the Gambia National Development, which outlines the post project interventions. For a fact the no cost extension of the project from 2019-2020 was to enable the extension period will enable formulation of a follow-on programmatic framework for security sector reform in the Gambia building on TAM recommendations and in consultation with national stakeholders as well as a resource mobilization strategy thereof. It also gave a leeway supporting continued coordinated international advice to on-going reforms, which impinge on security sector such as the constitutional[100].

The evaluation also noted that towards that end of the SSR project some of the Advisory capacity was focused on ensuring linkage with the SSR process and the constitutional review process with the aim of ensuring that the newly established Office of National Security was reflected in the constitutional and legal framework going forward and ensured legitimacy[101].

Contribution of the SSR intervention to the momentum for peace by encouraging participants and communities to develop their own initiatives

The nation-wide Security Sector Assessment (2018), the Government engaged in dialogue with security providers, oversight bodies, civil society and citizens of diverse age, sex, ethnicity to identify the people's security concerns and articulate a common national security vision for the country[102].

The interests generated by participants of the SSR gender-responsive training and the formation (out of their own initiative) of a gender caravan; to go nation-wide and sensitize targeted security personnel in security installations around the country was innovative and remains relevant to mainstreaming gender in the security reform process[103].

2.5.2 Strengths and weaknesses of the Programme sustainability plan

The most profound strengths of the SSR project sustainability plan is that it is linked with other development programmes like National Development Plan, UNDAF, engrained in the Constitutional review process and brings on board a multi-sectoral and state and non-state actors with robust M&E framework. However, critical analysis has identified the following weaknesses as well.

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[99] December 10, 2019 SSRS Draft Office of National Security
[100] TAM report
[101] Reviewed project document 2019
[102] TAM report
[103] PBF Project Progress Report Gambia Annual Report 2019

First, the political will is low and therefore reforms continue to be bedevilled by the political cleavages within ruling coalition, which continues to delay actions to catalyse some of the processes.

Secondly, financial resources remain a challenge in the medium and long-term to actualise some of the activities in the plan like capacity building and downsizing and recruitment and infrastructure within the security personnel.

2.5.3 Opportunities and challenges to Programme sustainability

The sustainability of the SSR project faces both opportunities and challenges as presented here below. However, these constitute critical learning lessons that form the basis of the advanced recommendations to harness the opportunities and address the challenges.

i)   Sustainability opportunities

International Support from the UN peace building fund and UNDAF: There is willingness and indeed availability of continued funding from the UN and its agencies that the SSR can tap into to bridge the resources constraints gap.

More donors coming on board: Donors have come like the Britain, France, German and EU in support of continuity of capacity building, infrastructure and policy reforms in the support of the SSR project in the medium and long terms.

SSR embedment into the National Development Plan: It is evident that the SRR will benefit from the Programmes and Policies promoting good governance programming. The key ones include Gambia National Development Plan and the Rule of law project and more programmatic adjustments are underway to support the next phase of SSR.

ii)   Sustainability challenges

National budgetary Constraints: National Budgetary constraints, which emanate from the limited resource envelope of the Gambia in terms of low revenues internally generated to support the programmatic activities of the sustainability plan.

Lack of political will: As allude to above, it is apparent that there is constrained political will to effect some changes to expedite the SSR process and that itself will likely delay the sustainability plan of the project. There are concerns among the development partners, project technical staff and some government officials that political will is actually not there to drive the SSR process forward which greatly undermines national ownership.

Weak intra-institutional policy reforms: It has been noted that the Intra- institutional policy reforms have been watered down because there are in most instances been aimed at preservation of the status quo in some security sectors institutions. Therefore, such kind of developments therefore weakens the streamlined implementation of the sustainability plan.

Lean Office of National Staff: The staff at the National Security Office and the mother ministries of defence, finance and that of interior lack the requisite staff and the technical expertise to support security institutions yet there is no plan I sight by the government to recruit more staff.

Pursuit of the application of strategy SSRS & SSRS: Office of ONS not yet constitutional because constitution is not yet reviewed fully to accommodate the codification of the office. Thus, apparently, due to political impasse, it may not have the legal teeth to enforce its operations, which undermine the SSR process.

Lack of clarity and understanding of its SSR process by the populace: All means to have the SSR popularised is still at its low because the communication strategy is not yet operationalised to impart the much needed awareness on the intents and purpose of the SSR process to the citizen, which slow or meantime curtails the sustainability.

Limited commitment/ national ownership: This attributed to the lack of adequate and reliable resources from the Gambia government itself, which continues to rely of donors for all resources to run the SSR process. The foreign experts brought by donors such as EU, France, ECOWAS and UNDP run even the agenda. This further water down the national commitment and ownership by the government itself and the security sector ministries.

SSR low level of institutional staffing: Like the ONS office, there is low staffing to roll out the communication strategy due to low level funding for the communication and sensitisation activities by the SSR project.

Youth unemployment: About 65% of the 2 million are the youth. Many of them are not employed not educated to seek employment opportunities, which further deepens the dilemma of dealing with security and peace in the Gambia.

3.0 UNDP Programming Principles

3.1 Gender mainstreaming
Gender mainstreaming in the SSR process has taken on a number of dimensions. These range from capacity building of women, appointment of women to positions of responsibility in government offices, inclusion of women in the policy making processes, building women structures in security institutions and gender focal points. There is also issues of women participation in-depth gender surveys in the security institutions, emphasis of gender parity of gender in the security forces and development of AGDI purposely to produce gender-disaggregated data to inform planning in relation to gender mainstreaming in development agenda in the Gambia.

At the commencement of project, efforts were undertaken to recruit and bring on board attention of gender issues. This was done through the creation of gender-responsive SSR subject matter experts drawn from all the security sector institutions to be taken through a modular training course[104]. The gender responsive experts' role was to ensure as the evaluation noted to bring on board and mainstream gender as key component in all security reform processes.

During the implementation phase a lot has been done to mainstream gender in a way that to promote inclusiveness in the security sector emphasis was placed in promoting women's meaningful participation in policy-making processes .To this end, the appointment of a woman

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[104] IRF PBF SSR Gambia Revised Project with NCE, 2017

to serve as the Minister of Women's Affairs. The woman appointment as minister had with other women groups played a role in drafting the SSR Assessment Report (2017) and the National Security Policy (2019), as well as in the implementation of the 2012 National Action Plan for the implementation of UNSCR 1325[105].

Further steps to mainstream gender in the security services have been done through the enhancement of capacities of the Ministry of Women's Affairs by the Office of National Security supported by the of UN. The capacity enhancement has been inform of nominating gender focal persons and giving them a three-tier (beginners, intermediate and advanced) capacity building training on Gender. Consequently, all the government security sector institutions have established gender desks/offices and appointed gender focal points[106]. This development as note by the evaluation was in line with the practical way of streamlining gender issues in the SRR process.

Due to the capacity built on gender issues, gender focal points have been able to establish a Gender and SSR Committee. Of critical importance of these committees is that they are comprised of representatives from across the security sector and meets on a regular basis to deliberate on issues of security concerns[107] and such structures as noted by the evaluation serves as key primer movers in promoting peace and sustainability of the SSR results.

Within the Gambia Police Force (GPF) a Female Network platform was launched in 2019 by Vice-President Isatou Touray, the role of this platform is to advocate for gender equality in the police force and by the time of the evaluation it had begun work reviewing of the Police Training School manual. The intention of the review of the manual was mainstream gender in the Police training and how best to delivery training of trainers to security personnel in collaboration with the Women's Bureau. Furthermore, in this direction the GPF had underway plans construct five gender-sensitive police stations by 2020[108].

The SSR project has also undertaken to use research for an informed decision-making on gender matters. For that matter SSR project has undertook in-depth gender surveys in the Gambia Armed Forces, Gambia Police Force, Fire and Rescue Services, Prison Service, Drug Law Enforcement Agency and the Judiciary, as well human resources assessments (GAF, GPF, GID and SIS) in the 2020 with support of the EU. The purpose of the two assessments was to inform gaps and provide direction for the Office of National Security's engagement in developing policies in this area[109].

In line with bringing parity in terms of gender in the security forces, a number of security institutions have made significant inroads. For example in the Immigration and the Prison Services women have had their representation at 30 per cent of the force while in the Police, women representation stood at 24 per cent. The Gambian Armed Forces (GAF) had also made efforts by seeking support from the Elsie Fund Initiative funded by Canada to increase number of women contribution to peace operations[110].

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[105] 20201902 Final TAM report SSR
[106] Ibid
[107] Ibid
[108] Ibid
[109] Ibid
[110] Ibid

The SSR project has also gone an extra mile to put in place a data base to inform gender parity and quality assurance. The documents reviewed by the evaluation noted that a database known as the AGDI database has been established. The purpose of the database was to provide quality assurance to programming and report writing related to gender and development activities by government, CSO community as well as multi-lateral donor agencies. The GMIS database is reported could ensure availability of timely and gender disaggregated data to inform policy planning, management and implementation on gender activities[111].

However, despite the inroads that have been undertaken by the project to mainstream gender, a number of Challenges stand in the way. The evaluation has learnt that the despite the steps taken the security institutions remain male-dominated. Furthermore, there was a notable high tendency for women to be under-represented in decision-making positions. Worse still, as the evaluation has learnt that the security institutions lacked barrier assessments and policies to guide reforms at strategic and operational levels, including in the infrastructure. Such infrastructure challenges that are not women sensitive were lack of a dedicated women's prison or compound, rehabilitation centres for women survivors of SGBV etc.[112].

In the area on oversight and accountability, the capacity building is only Civil Society and women groups that have received training on gender and SSR yet Parliament and other oversight actors have not[113]. This possess a significant challenge because parliament rile is critical given that it has a role in budgetary allocations and if not given training on gender and SSR they are likely to be gender blind in resource allocation further undermining gender mainstreaming in the SSR.

Last but not least, it has come to the notice of the evaluation that there has been a tendency of treating gender matters, including SGBV, as a stand-alone issue yet it is supposed to be an integral part of the SSR process[114]. This approach by the national authorities has a danger of watering down the critical interventions of the SSR in the short and medium term.

3.2 Application of Results Based Management (RBM)

According to the project design, a lot was done to ensure that planned outputs lead to desired outcomes. The evaluation studied the results framework and the activity plans and outputs and how they lead to outcomes. The evaluation is of the view that in most respects activities yielded outputs. However, as to whether outcomes were being realised, the evaluation is of the view realising outcomes in the first phase of the project seemed challenging due to the unpredictable political squabbles followed by policy and legal reviews outputs and implementation are challenged by weak institutional capacities and financial resource constraints.

Assessment of the efficacy of M&E system of the SSR project

The project M&E Plan was in place and being utilised. The evaluation was able find documentary evidence that the project M&E plan was largely on track. The M&E system of the project was robust enough to track and capture all the required data during the monitoring of the project activities, outputs and to some extent the outcomes. The M&E system was best suited to track and advise on any lapses during implementation to provide room for adjustments on the project trajectory. For example, the conflict and development analysis undertaken, annual reports

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[111] 20201902 Final TAM report SSR
[112] Ibid
[113] Ibid
[114] Ibid

provided and Gender Management Information systems provide ample data to track and inform any adjustments during the project implementation phase. The project M&E Plan was in place and being utilised.

A deeper analysis of M&E system revealed that the Gambia government was yet to dedicate the needed attention to measure progress in the SSR process, including by formulating benchmarks and indicators for the reform process. Considering that some institutional laws, policies and internal regulations were being developed or reviewed in advance of the new Constitutional review processes[115].The Special mention are the two strategies namely the National Security Strategy and the National SSR Strategy, which in the future as matter of necessity would need to be harmonized with the various documents into the National SSR Strategy and ensure that the security sector operates under the same monitoring, reporting and evaluation (MRE) framework[116].

3.3 Human Rights Based Approach

A number of interventions were undertaken in the line with promotion of human rights. The police introduced community policing, created the Human Rights Department and human rights have been included in the police-training curriculum[117]. Marginalised groups specifically women, the SSR established a modality where the women bureau did led to the development of the African Gender Development Index (AGDI)Gender Management Information Services (GMIS).Both systems were meant to provide a framework where information on gender has been generated to and disseminated nationally and internationally to promote the rights of women in the Gambia.

Support has been provided by the UNDP Country office by facilitating thematic discussions by youth and women's groups on constitutional reforms to ensure inclusiveness leading to the preparation of position/policy papers for a youth and gender-friendly constitution[118]. This is a critical approach aimed at promoting the rights of women and youth considered the most marginalised in the Gambia.

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[115] TAM Report
[116] Ibid
[117] IRF PBF SSR Gambia Revised Project with NCE, 2017
[118] 2019 Annual Governance Report

Civic Engagement and Enhancing Participation by women, Youth and other Marginalized groups

On the rights to information, the Office of National Security had employed Communications Strategist whose role was to produce regular SSR newsletters and factsheets on status of SSR. These communication products were used also used in public events to sensitize and promote outreach for better understanding of SSR.

Furthermore, the Office of National Security also subscribe to radio programs to create awareness about human security. These programs not only promoted right to information but also gave opportunity for communities to contribute their ideas as they were call talk shows thus promoting the rights to be heard on how best their proposed ideas would improve livelihoods and security[119].

The SSR project also focused on increasing access to legal aid. Legal aid is right to the vulnerable that cannot afford legal fees. To that end, the evaluation noted that mobile legal aid clinics through the Gambia Bar Association (GBA) and the National Agency for Legal Aid (NALA) were in place. This approach of legal aid went hand in hand with a national awareness rising session covering eight areas (4 outside the Greater Banjul Area and 4 within). In the Prisons, legal aid desks were established in each of the three prisons focusing on remand prisoners, women and children, death penalty cases and other serious crimes[120].

3.4 Capacity Development
Critical areas of capacity development executed by the SSR project include the following**:**
Capacity includes human resources of staff from the national security institutions. Gender issues were also engrained in the capacity building specifically CDR regional teams comprised of both men and women were trained and acquired skills in conflict and development analysis and have become resources for peace building in the regions.

Under CLE programme through partnership between the Judiciary, the Gambia Bar Association and the Gambia Law School expertise from within and abroad have engaged to enhance capacity of law students to provide legal aid services.

Also in the area of the capacity enhancement, gender focal persons have been trained on gender issues in what the SSR project termed a three-tier (beginners, intermediate and advanced) capacity building training on Gender.

Finally, the civil society and women groups have received training on gender and SSR. Overall, the evaluation has observed that a number capacity development initiatives are planned in both medium and long term to enhance the SSR across sector institutions, which are government and non-government.

3.5. UNDP Role in the SSR implementation
The role of the UNDP in the SSR project implementation can be categorised into three areas namely the technical support in management and execution of project activities at security institutional level, financial and donor coordination roles, and policy reforms emanating from its

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[119] Annual PBF 2019
[120] Ibid

longstanding tested global, regional and country specific comparative advantage on governance discourse.

In the area of technical support, UNDP is reported to have supported the community policing policy by deployment of an expert to assist with fast-tracking court cases with the use of new technologies. To reinforce and operationalize the support, a study tour to the Rwandan Judiciary is also being considered as a potential area for the UNDP assistance to the judges[121].

UNDP Country Office supported the nationwide assessment that provided the evidence for the policy formulation process-the National Security Policy that gave birth to the new strategies that are key to the SSR process sustainability[122].

There was also an institutional based support to enhance service delivery by the UNDP. For example, support was provided to the Gambia Prison Services supported the completion of a Rapid Prison Assessment to identify core needs and gaps in the correction services reform as well as provision of a confidential space for inmates to meet with pro bono attorneys. Furthermore, UNDP supported the Head of GPS to participate in a study tour on SSR in Ghana and Sierra Leone.

UNDP has provided immense support to the SSR process though its ancillary programmes drawing from its technical staff. For example through the Governance and Human Rights Team comprising of 1 Programme Analyst, 1 Programme Associate and one Programme Specialist coordinated by a Deputy Country Director for Programme who will be responsible for the daily oversight and quality assurance function of the SSR project. Furthermore, a Peace and Development Advisor with support of UNDP HQ who will provide technical and advisory support to the project implementation. The Country office, also through its part of its broader Rule of Law and Justice programme, has recruited a Chief Technical Advisor on Rule of Law who similarly provides technical and advisory inputs into the implementation of this project. It should also be highlighted that the Country Office can draw on the expertise of it Bureau Programme and Policy Support (BPPS)[123].

4.0 Lessons learnt, best practices and recommendations

4.1 Conclusions

The SSR project was well thought to address the security challenges at hand in the Gambia. The design put into consideration reforms in policy and legal framework necessary for revival of security institutions as well as anchoring security reforms within a wide array of stakeholders-Civil Society, Community members and religious leaders and education institutions and issues of vulnerable groups. The design made effort to bring synergy among all the stakeholders at the national level, it lacked clear delineation of working relation relations between international donors bringing about un-necessary competition.

The implementation and management of the project took into account the environment challenges through learning which guided flexibility in the execution of project interventions.

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[121] 2019 Annual Governance Report
[122] Ibid
[123] IRF PBF SSR Gambia Revised Project with NCE

The SSR project is given special consideration in the NDP that will ensure its well anchored and supported to realise intended outcomes in the medium and long-term.

It is notable that the SSR project comprehensively focused on the key drivers and causes of fragility and conflict though the interventions tend to be driven from the top-down that tends to delay some actions due to political dynamics upstream such as collapse of the ruling coalition. The loop sided gender imbalances identified and given due attention through capacity building and creation of structures and institutions to enhance gender equality.

The SSR project has been relevant to local population, beneficiaries and external observers in a manner that addressed their needs and expectations to a greater extent through reforms so far undertaken.

The implementation strategies of SSR were well-sequenced and thought out to deliver on the desired project results. The steps taken have had far reaching impact in galvanising necessary requisite reforms in policies and laws within the security institutions and also brought on board non-state actors into SSR process that are crucial in promoting peace and security such as Civil Society, the media, religious institutions and the local people and of course many more donors.

SSR project has been accorded salient position in the UNDAF through the Strategic Result: 1- Governance, Economic Management and Human Rights that entail undertaking appropriate reforms and capacity gaps in security sector institutions.

The Management of the project involved all the stakeholders including government and donors alike in a manner that was consultative to enhance project effectiveness.

The co-ordination of the SSR project has been dominated by the international partners thus overshadowing national coordination, which has constrained national ownership among the national implementing ministries and agencies.

Partnership and coordination arrangements exhibited robust technical and resource mobilisation though overlaps and lack of dedicated body on part of government to oversee the coordination arrangements within and among the security institutions and development partners.

M&E was robust enough and was being used by the stakeholders to monitor and track results of the SSR project.

Civil oversight of security institutions is taking root and rapidly eroding the past one man control as exemplified by roles played by Standing committee on Defence and Security in scrutinising GPA budgets, the civil society activities on monitoring security institutions and the Media role in promoting peace.

Survival of the institutions, structures and bodies is assured given the resources support by both donors and government subventions. On-state actors also have attracted donor support and their programme generates revenue to support activities geared towards promoting security and peace.

The involvement of citizens and local institutions went a long way in enhancing national ownership in manner that promoted sustainability of the interventions of the SSR results.

Involving nationals and national institutions in some SSR interventions enhances national ownership and sustainability due to skills and capacities gained.

Lastly, SRR deliberate action to involve men and women serves to mainstream gender, which is key to sustainability of SSR results.

4.2 Lessons learnt

LESSONS LEARNT IN SUPPORT OF THE DESIGN

Project Conception and design

Well-conceived project born out of research: Pre-conception studies are very salient at informing conception of a project concept. This in relation to assessment conducted before the SSR project and was critical in generating information that was information to the project concept.

Design aspect brought on board critical players and relevant institutions to SRR project: All efforts were put in place to make the design robust by bringing on board all critical institutions and partners which enabled the intervention become relevant. This is because there were meticulous selection of the security institutions to be brought on board and relevant non-state actors.

LESSONS LEARNT IN THE IMPLEMENTATION OF AN ALL-INCLUSIVE AND NATIONALLY LED SSR PROCESS

Effectiveness

Internal reforms are key to innovative self-examination to institutions**:** Internal legal policy and legal reforms have a self-assessment role that can thoroughly address the enigma of obsolete policy and legislative regimes.

Data critical at informing interventions flexibility: Data is critical at informing the interventions for purposes of flexibility in terms of adapting project implementation to the targeting right issues as they evolve. Conflict and Development Analysis conducted by the SSR project were key to adaptations to address emerging issues.

Multiple institutional synergies key to strengthening policy interventions: Creating more bodies and structures is key to strengthen operationalization of the legal and policy reforms in security institutions. This is true of the decentralisation engendered during the SSR process and Media Forum Women Networks that penetrate deeper in the countryside

Civilian Oversight is necessary for promotion of norms within Security institutions**:** Civilian Oversight bodies like Defence Committee, Civil Society and Media have immense added

value they have the clout can create much needed awareness about the need to provide more resources to the security institutions to enable them effective perform their functions.

A mix soft and hard intervention improves impact: Software such as capacity building, policy and legal reforms are better impacted with improved working environment such as infrastructure improvements.

Management

A well thought out M&E very helpful: A well-designed M&E is very helpful as it is use-friendly in tracking the progress of the SSR project interventions.

Sustainability

Anchoring the SSR project into NDP was key to sustainability: Anchoring the SSR project within NDP attracts immense budgetary and technical support and accords a position on how best it contributes to national development process. This approach will be to anchoring the SSR to adequately contribute to overall national development of the Gambia in a sustainable manner.

.4.3 Best practices
Project Concept and design

Situational analysis critical at informing intervention: An assessment of a situation opens the doors for better idea development of a project intervention

Expansion of ministry portfolio essential: The appointment of the Deputy Minister of Defence was a good step to enhancing the oversight and coordination of the Gambia Armed Forces.

Management
Participation and Coordination are very key: Participatory management is important for reporting and SSR project coordination of interventions.

Gender structures and institutions enhanced promotion of women rights: Specific Structures and institutions created within security institutions to enhance gender promotion and women rights.
Internal reforms yielded innovations: Allowing for internally driven security reforms such as policy and regal reform initiatives gives room for innovation and buy of the security institution in question-design.

Sequenced strategies yielded critical results for SSR: The sequencing of the strategies was such that each preceding strategy provided an anchor for the next one. The establishment of the Office of National Security called for strategic frameworks to operationalize the subsequent reforms such as the National Security Policy and subsequent SSRS and SSR.

Efficiency
Coordination among partners yielded more resources: Coordination among the various partners has brought in adequate resources required to support the SSR process**.**

Effectiveness

Critical Human and financial resources brought on board for SSR start up and implementation: Requisite resources in both human, financial resources were marshalled to effect coordination and partnerships. This was evident from the start and the full implementation of the project activities as more donors came on board to support the SSR initiatives.

Constitutional reforms remain a key anchor to SRR sustainability: By remodelling of the institutional, policy and legal frameworks to fit into the constitutional reform process is important for sustainability.

4.4 Recommendations

UNDP and Donors

The recommended actions in order of implementation are:

First: UNDP Country Office should streamline donor coordination: There should be streamlined coordination among the international and national partners by establishing a technical working committee of all partners and a basket fund for all donors funding SSR interventions to avoid unilateral actions of donors that water down streamlining interventions.

Second: UNDP mobilise development support towards enhanced SSR process: UNDP as development partner should strengthen the existing support of the development processes in the Gambia by streamlining development interventions in manner supportive of the SSR process. For example, UNDP can mobilise resources in support of the government towards improvement of infrastructure and requisite equipment to security sector institutions.

Third:UNDP as a strategic partner to government, should mobilise and coordinate other development partners for a well-coordinated support towards addressing the specific gaps inherent in the SSR processes so as to ensure more resources are marshalled to ensure integrated security and development approaches for a well-coordinated support towards addressing the specific gaps inherent in the SSR processes so as to ensure more resources are marshalled for integrated security and development approaches. In that regard, strategies such as providing requisite technical support and common pool of funding as well as establishing development partners forum specific to coordination of SSR process can be found and managed by UNDP.

To Government of Gambia

The evaluation recommends that the recommendations be implemented in the sequence as presented here below:

Step 1-Review the co-ordination approaches of the Office of National Security: As a coordinating office, ONS needs to support an establishment of statutory body established by the government to oversee coordination between government institutions and development partners to avoid existing overlaps and competition among the donors and partners. The government

should create a body to support ONS and have it codified in the constitution or statutory instrument/regulations to operationalize it.

Step 2-Harmonise the NSSS and NSSRS: The entire SSR process especially the implementation of the NSSS and NSSRS to avoid overlaps in terms of delivery on their mandates should be harmonised. This can be done by putting a committee in place comprising technocrats from the sector institutions to review the two strategies to iron out institutional overlaps and mandates for better implementation since the two strategies reinforce each other. This is necessary for effective monitoring, reporting and evaluation of the SSR process results.

Step 3-Subject security personnel accused of human rights violations to face due process of law: The government of the Gambia should take firm action on security personnel accused of human rights violations. This should be done by relieving them of their duties and subjecting them to due process of law and those found culpable punished so as to rebuild trust and confidence in the citizens the SRR reform process.

Step 4- Mobilisation of the Citizenry behind the SRR process: Enhancement of the citizen/beneficiary ownership should be enhanced through active involvement of all stakeholders in the implementation of National development plan through mobilisation of citizenry and members of the security institutions. Mobilisation should be done by quick operationalization of the communication strategy, the media as well as involving CSOs in the process to ensure there consistent and wide reach to the masses the entire country.

Step 5-Sensitise Security forces on SSR reforms: There is urgent need to sensitise and create awareness among the members of the security forces/Institutions about the good intentions of the SSR reforms as well as prepare them for reforms through capacity building to diversify livelihoods to create soft landing for those who are sent off. This sensitisation should be done within each security institution from top to the lowest unit. The target should be the rank and file with messaging tailored to specific needs in relation to in-service and post demobilisation career development.

Step 6-Government should expedite downsizing of the Security forces: Government with support of development partners should expedite the downsizing and reform of security forces as soonest to overcome anxiety and tumult likely to arise out of the delays. Specifically, government should employ a professional firm to undertake the delicate and sensitive process of downsizing the army, prison services and police. A professional firm will act professionally and neutral to avoid biases and related corruption practices.

Step 7-Government should institute continued capacity building programme in key institutions to enhance national ownership: All main key institutions Ministry of Defence, Ministry of interior, Presidency, National Assembly Ministry of women and children affairs. This should be done by undertaking capacity needs assessments and in-service training, retooling for all the personnel to ensure skilling that matches the changing times for better service delivery.The approach will ensure enhanced national ownership in terms of managing abilities and resource sufficiency for self-sustained SRR process.

Step 8- Create forums for Community and members of security forces participation: Community members and the members of the security forces shbeyond consultations should be given opportunities to actively participate in reform processes. Community based forums should be created that bring together community members and security forces (Police, Army and Prisons) on regular basis to share views on security and development issues to enhance trust and national ownership.

Step 9-Support those affected by the downsizing of the Security Forces: The Government of the Gambia should expedite the retreat and assurance to the junior officers that their needs will be assured through capacity building and resettlement packages. Capacity building should be done in relation to rank, gender, level of education and marketability of the skills of the retrenched officers and men in areas of their resettlement.

Step 10-Enhance coordination of Oversight bodies: Oversight bodies need to engage in interactive consultations on regular basis to be able to appreciate their needs and responsibilities in promoting peace and security. A forum of oversight bodies should be created as part of the NSS to ensure regular monitoring of the activities of the SSR process.

Step 11-ONS should strengthen its gender capacities: There is also a need for the Office of National Security to strengthen its gender capacities and ensure the full and sustained inclusion of the Women's Affairs Ministry, the Gender and SSR Committee and women-led civil society organizations in its policy-making decisions. This should be done through recruitment of gender experts and capacity building programmes in area of gender to enhance skills in the targeted institutions.

Step12-Develop a multimedia communications strategy and recruit new Communications Specialist to sensitise communities about SSR reforms: The local populations should be sensitized to appreciate why some reforms are too slow and some actions were taken contrary to their expectations. On this regard there is need to recruit communication strategists time to take the ONS to sensitise the public.

Step 13-Diversify the economy to boost youth livelihood opportunities for the youth: This should entail diversifying the economy from heavy dependence on -tourism and donors by providing vocational training skills for the youth so that they acquire marketable skills in labour market as well as being able to create own income generating activities for self-employment

Step 14-Invest in management of returnees and deportees: The government of the Gambia should invest in management of the returnees and deportees back in the country to contain the state security threat. The actions should include providing vocational skills training and internship placements, resettlement packages and start-up capital to enable them have viable livelihoods that will dissuade them from engaging in criminal activities and risky migrations abroad.

Step 15.Successor project: Design and implement a successor project that gives emphasis on infrastructure, equipment and continuous skilling of security sector and personnel since the

current project produced intermediate results requiring follow-up interventions for the envisaged impact to be realised. The government and donors should document lessons learnt during Corvid pandemic and use them to address gaps and challenges faced so far in the implementation in the SSR process.

Annexes

Annex 1: OECD/DAC Ranking table

	Rating (1 low, 5 high)					Rationale
	1	2	3	4	5	
Impact				■		There is a higher likelihood of impact based on appropriate linkage among the project variables (activities, outputs and outcomes). Although the impact is still forming, it is apparent that once the formulated policies and strategies are coherently implemented, public trust and confidence in the security institutions will be rebuilt.
Sustainability			■			Opportunities for sustainability are available but not yet fully tapped into. For example, whereas there is confessed political will, it is not yet backed by practical interventions such as budgetary support.
Relevance/ Design					■	The SSR project was highly relevant to both national and international development agendas. The project design was well informed by security sector assessment and as such, it was strategically directed at addressing the identified deficits in the security sector.
Effectiveness				■		The project delivered well on both output and outcome level indicators and targets. As planned, the formulation of the National Security policy, SSR strategy, National Security Strategy, Resource mobilization strategy, communication strategy as well as capacity strengthen have been achieved. However, the implementation of these strategies is still pending.
Efficiency				■		The project utilized well the available financial resources and the limited human resource at its disposal to deliver on targeted outputs. There was an elaborate and adequate financial management procedure that ensured economical use of available resources.

Terms of Reference

Individual Consultancy Services for the terminal evaluation of the UNDP Security Sector Reform (SSR) Project (Strategic Advice and Support to SSR and Governance in the Gambia) funded by the UN Peace building Fund

General Background

The Government of the Gambia through His Excellency, the President of the Republic of the Gambia, Adama Barrow, made a firm commitment to the Gambian people and the international community in a speech delivered on 12 Sept 2017 to ensure that the rule of law and human rights are fully respected and to acknowledge that the security sector, over the past 22-years of authoritarian rule, had largely been predicated on coercion and total submission to the command and control of one person – the then President of the Republic. As a result, the reform of the security sector became a key priority during the post-Jammeh transition period to restore respect for human rights and the rule of law and to promote the peace and security of the country.

At the request of the Government of the Gambia, this SSR project, funded through the UN Peacebuilding Fund (PBF), aims to provide strategic advice and technical support to conduct a comprehensive assessment of the security sector and support the design and implementation of an all-inclusive and nationally-led SSR process. Implemented through a partnership between the Government and UNDP, the SSR project kicked off in May 2017 for an initial duration of 18 months but was extended twice with no additional cost, bringing its duration up to 31 December 2019.

Purpose

At the end of a project, the United Nations will undertake an independent evaluation of the project to gauge the level of implementation and achievement of the results, challenges, gaps and lessons learnt therefrom. The purpose of this consultancy therefore is to undertake a terminal evaluation to assess the project relevance, effectiveness, efficiency, sustainability and impact on the national institutions, processes and beneficiaries directly or indirectly. The evaluation process should ensure an inclusive approach which involves relevant stakeholder representation.

Objectives

The evaluation has five key objectives:

To assess the contribution of the project activities to the realization of project objectives and, outcomes by using the OECD DAC evaluation criteria and determining how relevant, efficient, effective, and sustainable the project is..

To identify the factors that have affected/impacted the project's contribution either positively or negatively - identifying, understanding and explaining the bottlenecks and enabling factors that influenced these contributions respectively.

To determine any possible catalytic effects of the project.

To assess the project's contribution towards the strengthening of the security sector, including towards a broader coordination and planning in the sector by the Government and other international partners, and towards the peacebuilding processes during a key political transition period in the country.

To provide actionable recommendations for improving specific UN support to the SSR, especially for incorporation into possible further UN SSR (PBF) interventions in the Gambia from 2020 going forward. These recommendations should be logically linked to the conclusions and draw upon lessons learned through the evaluation.

The evaluation should use the following questions as a guide in the scope of the evaluation:

RELEVANCE:

Is the project based on a valid analysis of the situation of conflict and fragility? Has the intervention been flexibly adapted? In the light of the conflict analysis, is the project working on the right issues in this context at this time? Does the project appear to address relevant key causes and drivers of conflict and fragility? What is the relevance of the intervention as perceived by the local population, beneficiaries and external observers? Are there any gender differences with regard to the perception of relevance?

EFFECTIVENESS: Has the project achieved its stated (or implicit) purpose, or can it reasonably be expected to do so on the basis of the outputs and outcomes? Is the theory of change based on valid/tested assumptions? What major factors contribute to the achievement or non-achievement of objectives? Has the intervention achieved different results for women and men and boys and girls?

EFFICIENCY: Does the intervention deliver its results in an efficient manner compared to the counterfactual? How well are resources (human, financial, organisational) used to achieve results? What was done to ensure the cost efficiency of the intervention? Did the intervention substitute local initiatives or did it come in addition to local initiatives? SUSAINABILITY: Which steps have been taken or are planned to create long-term processes, structures, norms and institutions for peace? To what extent has the building of ownership and participation included both men and women? Will new institutions designed to address conflict and fragility survive? Are they being used? By whom? Does the intervention contribute to the momentum for peace by encouraging participants and communities to develop their own initiatives?

IMPACT: What are the primary and secondary, direct and indirect, positive and negative, intended and unintended, immediate and long-term, short-term and lasting effects of the activity or policy in question? Does it exert a significant effect on key factors for conflict or peace? Drawing on the conflict analysis, what key drivers of conflict and fragility were affected and how? What changes can be ascertained in attitudes, behaviours, relationships or practices (of how many people and/or classified according to selected criteria such as gender)? Are there any secondary negative effects? Has the intervention impacted policy? How do these policies relate to the conflict?

IV   Methodology:

An overall guidance on outcome evaluation methodology can be found in the UNDP Handbook on Monitoring and Evaluating for Results and the UNDP Guidelines for Outcome Evaluators. The evaluator should also follow the OECD DAC evaluation guidance and standards, including the OECD DAC Guidelines "Evaluating Peacebuilding Activities in Settings of Conflict and Fragility". . The evaluator should propose a suitable methodology to be used given the scope of the project and the evaluation. It should ensure the approach is participatory, gender sensitive, and conflict-sensitive and can be performed in the timeframe for the deliverables as listed below.

As part of the evaluation methodology, the consultant will:

Hold discussions/consultations with the Senior Management and relevant programme staff of UNDP project team and Country Office as well as with the UN Resident Coordinator and her Office (including the PBF Secretariat);

Undertake a desk review of relevant documents (please see below).

Conduct briefings, consultations and debriefing sessions the Government and other stakeholders to the process (ONS, IAG, EU, ECOWAS, Ministry of Interior, Ministry of Defense & Ministry of Justice);

ANYTHING ELSE ? Any site visits? Interviews with stakeholders?

The evaluator will be provided with the following documents as part of the evaluation process:

Project document and two no cost extension documents;

6 monthly project reports from 2017 to 2019;

The evaluator to take advantage of the SSR Assessment report carried out in November by the UNOWAS and OROLSI teams,

Any key strategies/ documents available?

V. Evaluation deliverables and schedule of payments

Prepare an inception and outline of evaluation report for review and approval by UNDP within five days of consultancy;

Prepare draft report after 10 working days of consultancy;

Brief Resident Representative, UNDP and other stakeholders on findings and recommendations as a result of the consultancy;

Present the revised draft report to a validation meeting of stakeholder;

Prepare and submit final report to the UNDP SSR Project Manager.

Schedule of Payment (All-inclusive)

Deliverable Number	Description of Deliverable	Working days	Percentage of Payment
Deliverable 1	Submission of an inception report and evaluation work plan, which will include a desk review report: To be provided after 5 days of consultancy To include consultant's report to work and signing of contract	5	30%
Deliverable 2	Submit evaluation summary to key SSR stakeholders showing progress details of evaluation work and Log frame for review by the Program Management Unit (PMU): UNDP (SSR team) and the focal point designated by the Office of the President – Office of National Security. Incorporating the comments and observations in the draft through a validation seminar arrangement		
Deliverable 3	At the end of the field component of the evaluation (after 17 working days of the consultancy), present an interim evaluation summary at a validation meeting of all stakeholders in Banjul: Organize and prepare validation meeting Facilitate validation seminar Present revised first draft to stakeholders Incorporate feedback from the evaluation into the final draft.	12	

Deliverable 4	Submission of a draft report to UNDP and PBF Secretariat for review and comments after 20 working days of the consultancy	4	30%
Deliverable 4	Submission of final draft (hard and soft copies) of the terminal evaluation report to UNDP, the PBF Secretariat and the focal point designated by the Office of the President – ONS/Secretary General's Office , following incorporation of comments	2	40%

NB: Original contract deliverables were 20%, 50% and 30%. Amended contract reads as shown above (30%, 30%, 40%)

VII.   Consultancy Composition and Duration

Consultancy period is for 23 working days following the signing of contract and will be comprised of one evaluation expert with extensive background knowledge in security sector reform, democracy governance, peacebuilding, public policy and public sector management.

Annex 3: Data collection tools
   a) Key informant Interview guide for project staff (UNDP & IPs)

UNDP & Implementing Partners

Name of Institution………………………………………………………
Position of the respondent in the Institution………………………………………………
Institution's general Mandate…………………………………………………………..
Specific role/benefit of the institution in/from the project………………………………
Interview Date…………………………………………………
Interview start time ………………………………. End Time………………………
Interview No ……………………………………….
Respondent's Contact info: email………………………………Tel: …………………...

Relevance:

1. What specific evidence is there to confirm that project design was informed by the situation of conflict and fragility in Gambia?
   ………………………………………………………………………………………………
   ………………………………………………………………………………………………
   With some specific examples, to what extent has/is the project been able to address the causes and drivers of conflict and fragility of Gambia?

   ………………………………………………………………………………………………
   ………………………………………………………………………………………………
2. How has the project addressed the needs of the local population, beneficiaries and external observers?
   ………………………………………………………………………………………………
   ………………………………………………………………………………………………
3. How has the project addressed the gender issues in its design and implementation?
   ………………………………………………………………………………………………
   ………………………………………………………………………………………………
4. To what extent has the project promoted the participation of key interest groups?
   i) Women
   ………………………………………………………………………………………………
   ………………………………………………………………………………………………
   ii) Youths
   ………………………………………………………………………………………………
   ………………………………………………………………………………………………
   iii) People With Disabilities (PWDs)

....

....

5. In your own opinion, was the way the above categories were involved in the project adequate? Give reasons for your answer?

....

....

6. How best can the above categories be involved in the implementation of a project like the SSR?

....

....

...

7. What key evidence can confirm that the SSR project was indeed relevant to the needs of The Gambia and its citizens?

....

....

8. If this project is to be redesigned or extended, what more would have loved to be included or taken out and why?

....

....

Effectiveness:

1. What do you consider to be the achievements of the project at output and outcome level?

....

....

2. In your opinion, to what extent do you considered the project interventions (activities & Outputs) appropriate in responding to the problem being addressed ?

....

....

3. What have noted to be key challenges that have undermined project implementation?

....

....

4. How have the above challenges affected the achievement of project results?

....

....

5. What specific project benefits have accrued or likely to accrue to:
   a) Women

   ....

   ....

   b) Men
   c) ....

   ....

   d) Young people

e) ....
....

f) PWDs

g) ....
....

6. Are the project results likely to bring about last impact in the security sector as well as national development of The Gambia;
....
....

7. What factors are likely to hinder the realisation of the intended project impact?
....
....

8. How can the project impact be more safeguarded?
....
....

Efficiency:

1. With examples, explain whether there any value for money during the implementation of project activities?
....
....

2. In your opinion were there cheaper implementation strategies that should have been adopted for this project?
....
....

3. How well were project resources (human, financial, organizational) used to achieve results?
....
....

4. What specific synergies were there between local initiatives and project initiatives?
....
....

Sustainability:

1. Does the project have an exit strategy? If yes, discuss its potential highlighting its strengths, weaknesses, opportunity and threats

Strengths	Weaknesses
Opportunities	Threats

2. What has been done to ensure sustainability long-term processes, structures, norms and institutions for peace?

   ....

   ....

3. How has the project built ownership and participation of men and women?

   ....

   ....

4. What measures have been put in place to ensure that new institutions put in place will outlive the project lifespan?

5. ....

   ....

6. How has the project interventions contributed to the momentum for peace by encouraging participants and communities to develop their own initiatives?

   ....

   ....

Impact:

1. What are long-term changes of the project security policy? (discuss both primary and secondary, direct and indirect, positive and negative, intended and unintended, immediate and long-term, short-term and lasting effects)

   ....

   ....

2. What have been the changes in attitudes, behaviours, relationships or practices on targeted people and gender?

   ....

   ....

3. What policies related to conflict and fragility have been put in place as result of the project interventions?

   ....

   ....

Annex 4: List of evaluation participants
To be insert later as it is still being compiled

Annex 5: List of documents reviewed

2019 Annual Governance Report

20201902 Final TAM report SSR

Annual PBF 2019- PBF Project Progress Report -Country: Gambia Type Of Report: Semi-Annual, Annual or Final Annual Report Date of Report: Nov 2019

Conflict and Development Analysis the Gambia, updated - June 2019

Final 2019 updated CPD report 18th July 2019

Final TAM Report SSR

Final the NDP Gambia 2018-2021

IRF PBF SSR Gambia Revised Project with NCE, 2017

PBF Project Progress Report Gambia Annual Report 2019

PBF UNDP SSR Project Progress Report July to December 2019

PDA report the Gambia September 2019

SSR M&E Framework 22nd December 2019

SSR PBF Progress Report January to November 2018

SSR Strategy Final 2020.01.02-2025

State of affairs of SSR Gambia

Summary of Governance Pillar

Terms of Reference-Individual Consultancy Services for the terminal evaluation of the UNDP Security Sector Reform (SSR) Project (Strategic Advice and Support to SSR and Governance in the Gambia) funded by the UN Peace building Fund

The Gambia National Development Plan (2018-2021)-January 2018

The Gambia United Nations Development Assistance Framework (UNDAF) 2017-2021-Signed: 19 October, 2016

UNDAF GMB 2018

United Nations Security Sector Reform-Technical Assessment Mission to the Gambia-25-29 November 2019-Mission Report

National Security Policy of the Gambia 2019