

FINAL
INDEPENDENT PROJECT EVALUATION

JOINT UNODC-AU-SADC PROJECT ON
FURTHER SUPPORTING SOUTHERN
AFRICAN DEVELOPMENT COMMUNITY
(SADC) COUNTRIES TO PREVENT
VIOLENT EXTREMISM AND COUNTER
EMERGING TERRORISM THREATS
THROUGH STRENGTHENED CRIMINAL
JUSTICE RESPONSES

SEGMENT OF GLOTP1
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This independent evaluation report was prepared by an evaluation team consisting of Mr. Raul Guerrero (Team Leader / Evaluation Expert) and Mr. Kwesi Aning (Substantive Expert). The Independent Evaluation Section (IES) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines, and templates to be used in the evaluation process.

The Independent Evaluation Section of the United Nations Office on Drugs and Crime can be contacted at:

United Nations Office on Drugs and Crime
Vienna International Centre
P.O. Box 500
1400 Vienna, Austria
Telephone: (+43-1) 26060-0
Email: unodc-ies@un.org
Website: www.unodc.org/evaluation

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ABBREVIATIONS AND ACRONYMS

Abbreviation or Acronym	Full name/word	Abbreviation or Acronym	Full name/word
ACSRT	African Centre for the Study and Research on Terrorism	PVE	Preventing Violent Extremism
AU	African Union	RCTC	Regional Counter Terrorism Centre
CT	Counter-Terrorism	SADC	Southern Africa Development Community
CFT	Counter-Terrorist Financing	SAMIM	Southern African Development Community Mission in Mozambique
CNOC	National Counter-terrorism Coordination Office	SADC	Southern Africa Development Community
CTC	Counter-Terrorism Committee	SDG	Sustainable Development Goal
DRC	Democratic Republic of Congo	SERNAP	National Prison Service (Mozambique)
FATF	Financial Action Task Force	UN	United Nations
IES	Independent Evaluation Section	UNEG	United Nations Evaluation Group
LNG	Liquefied Natural Gas	UNODC	United Nations Office on Drugs and Crime
MoU	Memorandum of Understanding	UNSC	United Nations Security Council
NGO	Non-Governmental Organization		

MANAGEMENT RESPONSE

Recommendations ¹	Management Response
1. Develop roster of local experts across SADC countries and review opportunities for utilizing such expertise in technical assistance delivery.	Accepted
2. Explore mechanisms for fostering regional cooperation and information sharing to enhance collective counter-terrorism response.	Accepted
3. Systematically utilize surveys and feedback forms during beneficiary engagements to collect quantitative and qualitative data.	Accepted
4. Prioritize integration of training programs into national law enforcement academies and judicial institutes, including certification processes.	Accepted
5. Review opportunities for establishing formal mechanisms for inter-agency cooperation including regular coordination meetings.	Accepted
6. Consider incorporating community sensitization campaigns using various media to reach broad audiences.	Accepted
7. Expand the Theory of Change to explicitly include pathways that strengthen counter-terrorism policies and protect vulnerable groups.	Accepted

¹ This is just a short synopsis of the recommendation, please refer to the respective chapter in the main body of the report for the full recommendation.

INTRODUCTION

PROJECT DESCRIPTION AND OBJECTIVES

The Joint UNODC-AU-SADC Project on Further Supporting Southern Africa Development Community (SADC) Countries to Prevent Violent Extremism and Counter Emerging Terrorism Threats through Strengthened Criminal Justice Responses (segment of UNODC's Global Programme on Preventing and Countering Terrorism - GLOTP1) was implemented between January 2022 to December 2023. With a total budget of USD 1,419,888, the project was funded by the Government of China through the UN Peace and Development Trust Fund.

Its main objective was to strengthen SADC countries' capacity to prevent the spread of terrorism and violent extremism and bring terrorists to justice, through human rights-compliant criminal justice measures. This main objective was to be achieved through four outcomes that involved strengthening policy and legislative frameworks, capacities, international cooperation and awareness.

PURPOSE, SCOPE AND METHODOLOGY OF EVALUATION

The independent final evaluation, commissioned by UNODC, aimed to assess the project's results based on delivered objectives, outcomes, and outputs, and to identify areas for improvement relevant to similar projects. The evaluation adhered to UNODC norms and standards, ensuring a comprehensive, evidence-based, and unbiased methodology. The evaluation team comprised Mr. Raul Guerrero (Team Leader/Evaluation Expert) and Mr. Kwesi Aning (Substantive Expert), both male, with extensive combined experience in complex project/program evaluation and thematic expertise on counter-terrorism and prevention of violent extremism.

The evaluation (retrospective and summative) was structured around six criteria: relevance, efficiency, effectiveness, impact, sustainability and leaving no one behind. The robustness of the evaluation methodology was ensured by triangulating the information to get unbiased and objective findings, through different data collection instruments, including document review, interviews and a survey. In total, 82 stakeholders participated in the interviews (39 key informants) and the survey (43 beneficiaries that participated in the activities). Overall, 62% of them were men and 38% were women.

MAIN FINDINGS PER EVALUATION CRITERIA

RELEVANCE

The project demonstrated strong relevance by aligning with international frameworks and addressing stakeholder needs. It contributed to the Sustainable Development Goals (SDGs), particularly SDG 16 (Peace, Justice, and Strong Institutions) and SDG 5 (Gender Equality). The design incorporated ongoing stakeholder input, ensuring activities met specific regional requirements.

EFFICIENCY

Efficiency was high, with 89.5% of the budget utilized effectively. Training methodologies were well-received, with 77% of stakeholders finding them appropriate. Despite some pandemic-related delays, most activities were completed on schedule, showcasing adaptability in timeline management.

EFFECTIVENESS

The project's effectiveness was evident in strengthening policy and legislative frameworks across SADC countries, aligning domestic laws with international standards. Capacity-building activities successfully

increased the number of trained officials, covering various aspects of counter-terrorism efforts. Regional cooperation was enhanced through workshops, mentoring, and policy advice.

EMERGING CONTRIBUTIONS TO IMPACT

Indications of emerging contributions to impact were demonstrated through tangible outcomes, including the first-ever prosecution of terrorist financing in Mozambique and an increase in terrorism-related cases being investigated and prosecuted regionwide. Operational improvements were noted in investigative and prosecutorial practices. The project also contributed to increased awareness and prevention efforts, disrupting recruitment pipelines and strengthening the rule of law.

SUSTAINABILITY

Sustainability was addressed through local capacity building and fostering regional collaboration. However, the long-term sustainability of outcomes depends on ongoing training, resource allocation, and legislative updates. The level of integration into national security frameworks varied across countries, highlighting the critical importance of political will and active engagement from Member States.

HUMAN RIGHTS, GENDER EQUALITY, AND INCLUSION

Human rights and gender equality were integrated into the project framework, with training activities including modules on human rights in criminal justice responses to terrorism. The project recognized the critical role of women but consistent information on their participation was not available. Efforts to engage women and youth were notable, but there is scope for a more systematic approaches to inclusivity, particularly concerning vulnerable groups. It is noted however that in respect of participation in activities whilst UNODC/TPB can request and promote the inclusion of these groups, it is largely reliant on Member States for the nomination of participants.

MAIN CONCLUSIONS

The project successfully addressed terrorism threats in the SADC region by aligning with local security concerns and national contexts through stakeholder engagement. It significantly strengthened institutional capabilities by enhancing skills of law enforcement personnel and improving judicial and legal frameworks. The project commendably integrated human rights and gender equality principles, in line with the priority which UNODC/TPB places on ensuring that its technical assistance programming and delivery under its Global Programme TP1 promotes and integrates the use of fully human rights compliant criminal justice responses by Member States.

While the project established a strong foundation, its long-term impact and sustainability depend on ongoing support, resource allocation by donors, legislative updates and active political commitment and engagement by Member States.

The project excelled in fostering regional cooperation and information sharing among SADC countries, facilitating the exchange of best practices and coordinated responses to terrorism. The focused one-region strategy proved highly effective, allowing for nuanced counter-terrorism approaches sensitive to local contexts.

The comprehensive approach addressing legal frameworks, operational tactics, and regional collaboration underscored the multifaceted nature of effective counter-terrorism efforts. The integration of technology in counter-terrorism efforts was particularly noteworthy.

Areas for improvement include more effective identification and utilization of regional expert trainers, increased engagement of local experts, and a more systematic approach to inclusivity. Continuous engagement and support from UNODC and other partners will be crucial in maintaining the project's momentum and ensuring its long-term success.

MAIN RECOMMENDATIONS

UNODC/TPB/ISSII should continue to develop its roster of local experts across SADC countries and review opportunities and synergies for utilizing such professionals and expertise as part of its technical assistance delivery within the SADC region.

UNODC/TPB/ISSII should continue to explore and map possible mechanisms for fostering and strengthening regional cooperation and information sharing to enhance collective responses to terrorism that support existing or proposed regional initiatives.

UNODC/TPB/ISSII should prioritize the integration of its training programs into national law enforcement academies and judicial institutes, including consideration of certification processes. This could also involve establishing formal mechanisms for inter-agency cooperation, including regular meetings and joint training sessions, pending availability of funding.

Within its mandates, and upon request by Member States and funding availability, UNODC/TPB/ISSII should review the feasibility and opportunities of incorporating community sensitization campaigns using various media to reach a broad audience. These could include comprehensive youth empowerment programs focusing on social and economic initiatives.

MAIN LESSONS LEARNED AND GOOD PRACTICES

LESSONS LEARNED

Utilizing local expertise in regional security initiatives is valuable, reducing costs and building sustainable capacity.

Early and comprehensive stakeholder engagement is crucial for project success and fosters ownership.

Balancing counter-terrorism measures with respect for human rights and the rule of law is essential for maintaining legitimacy and local support.

Adaptability to evolving terrorism trends and regional dynamics is vital, requiring continuous environmental scanning and flexible project design.

GOOD PRACTICES

Fostering regional collaboration and enhancing information sharing is highly effective and applicable to other regions.

Focusing on a single region enables the cultivation of specialized knowledge and skills suited to address distinct challenges.

Integrating gender perspectives and including vulnerable groups in all project phases enriches outcomes and which are aligned with international standards.

Promoting local ownership of project initiatives ensures sustainability beyond external funding periods.

Employing evidence-based strategies and continuous monitoring and evaluation guides effective project activities.

BACKGROUND AND CONTEXT

OVERALL CONCEPT AND DESIGN

The Joint UNODC-AU-SADC Project on Further Supporting Southern Africa Development Community (SADC) Countries to Prevent Violent Extremism and Counter Emerging Terrorism Threats through Strengthened Criminal Justice Responses was implemented by UNODC/DTA/TPB/Implementation Support Section II: Sub-Saharan Africa as a segment of UNODC’s Global Programme on Preventing and Countering Terrorism (GLOTP1).² Implemented during two years between 1/1/2022 and 31/12/2023, the project’s budget allocation of USD 1,419,888 was funded by the Government of China through the UN Peace and Development Trust Fund.

The project aligned with the Sustainable Development Goals (SDGs), particularly SDG 16 (Peace, Justice, and Strong Institutions) and SDG 5 (Gender Equality). The intervention logic was structured around several key components: capacity building, policy support, regional cooperation, and community engagement. The primary goal is to strengthen the capabilities of local and national law enforcement agencies in CT efforts while fostering a preventive approach towards violent extremism. This includes training programs, support for policy formulation and implementation, and initiatives aimed at enhancing regional security collaboration.

Table 1. Intervention logic

Project’s Objective:
To strengthen SADC countries’ capacity to prevent the spread of terrorism and violent extremism and bring terrorists to justice, through human rights-compliant criminal justice measures, including in Mozambique through support for PVE, including by empowering national and local actors, women and youth, and addressing links with illicit trafficking of goods including drugs, drug use, and violent extremism.
Project’s Outcomes:
(1) Strengthened policy and legislative framework to address terrorism with respect for human rights and the rule of law.
(2) Strengthened capacity to effectively investigate, prosecute and adjudicate terrorism cases.
(3) Enhanced international cooperation among SADC countries regarding criminal justice measures against terrorism and violent extremism.
(4) Strengthened national capacity and improved awareness of government and local actors, including relevant women and youth-led civil society organizations in Mozambique to prevent violent extremism, terrorism and possible links with drug trafficking and drug use.

Source: *Project Document*.

The primary stakeholder groups include local and national government authorities, law enforcement agencies, civil society organizations, community leaders, and regional/international partners.

CONTEXT

As highlighted in the Project Document, the project was launched in a complex and evolving security landscape, marked by increasing terrorist activities, particularly in Mozambique and the Democratic Republic of Congo (DRC). These regions have experienced a shift in the nature of terrorism, where local insurgent groups are now interconnected with foreign fighters from outside the Southern Africa region. This change

² SADC Member States comprise: Angola, Botswana, Democratic Republic of Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, United Republic of Tanzania, Zambia and Zimbabwe.

represents a significant escalation in the threat level, introducing intricate international terrorism links that complicate the regional security dynamics.

PURPOSE AND SCOPE

The independent final evaluation, commissioned by UNODC, was limited in scope to this segment of GLOTP1 implemented by UNODC. According to the terms of reference (see Annex I), the evaluation (i) assessed the project results based on delivered objectives, outcomes, and outputs, and (ii) identified gaps and areas for improvement relevant to similar projects. It covered the entire project duration, evaluating all activities carried out in the beneficiary countries as well as coordination activities (executing and cooperating entities).

The evaluation adhered to the UNODC³ and the United Nations Evaluation Group (UNEG)⁴ norms and standards, ensuring that it is comprehensive, evidence-based, and conducted with an unbiased and rigorous methodology. This ensures that the evaluation not only provides a clear picture of the project's outcomes and impacts but also respects and incorporates considerations of human rights, gender equality, disability inclusion, and the principle of leaving no one behind.

By thoroughly assessing the project's performance and emerging contributions to impact, the evaluation provided crucial insights for future projects and policymaking. The results were intended for use by various stakeholders to refine strategies, enhance operations, and guide the allocation of resources in ongoing and future CT and PVE initiatives. Among the intended users of the evaluation results were:

- Program managers: Individuals overseeing CT and PVE projects to optimize project design and implementation, ensuring that the initiatives meet their objectives and efficiently use resources.
- Donors: Funders to assess the return on investment and to make informed decisions about future funding.
- Policy makers: Government officials and policymakers within the SADC Member States to craft and adjust policies that effectively address terrorism and violent extremism.
- Civil society, academic and research institutions: non-government organizations (NGOs), researchers and academicians interested in CT and PVE for academic studies, research papers, and policy analysis.

THE COMPOSITION OF THE EVALUATION TEAM

The evaluation was conducted by a two-expert team (both male) consisting of a Team Leader/Evaluation Expert and a Team Member/Substantive Expert, the former with experience in complex and project/program evaluation (including more than 20 evaluations with the UN Secretariat) and the latter with extensive expertise in the CT/PVE sector.

EVALUATION METHODOLOGY

APPROACH

The evaluation (retrospective and summative) was structured around six criteria (i.e., relevance; efficiency; effectiveness; impact; sustainability; and leaving no one behind).⁵ The evaluation had a utilization-focused approach and both anticipated and unanticipated results were considered with special attention to implementation challenges and risks.

³ See: <https://www.unodc.org/unodc/evaluation/index.html>

⁴ See: <http://www.unevaluation.org/document/detail/1914>

⁵ The evaluation questions provided in the TOR were refined by the evaluators to better meet the needs of the stakeholders, respond to the context and define the boundaries of the evaluation. In this sense, the aim was to develop clear, meaningful and answerable questions by ensuring that they were reasonably scoped and informed by a breadth of information sources.

The evaluation adhered to the UNODC⁶ and the United Nations Evaluation Group (UNEG)⁷ norms and standards, ensuring that it is comprehensive, evidence-based, and conducted with an unbiased and rigorous methodology.

Information was triangulated and analysis leading to evaluative judgements was summarized in a matrix that outlined the evaluation criteria, questions, indicators, data collection methods and sources (see Annex II). The matrix was a suitable framework for analysis and an overarching tool to guide the whole assessment, including elaborating data collection tools (see Annex III). The approach was inclusive and transparent (keeping key stakeholders informed and consulted throughout the process); results-focused (using both quantitative and qualitative methods); and theory-based (using the project's strategy and results framework as a guiding framework for evaluation).

DATA COLLECTION TOOLS

The robustness of the evaluation methodology was ensured by triangulating the information to get unbiased and objective findings, through different data collection instruments (interviews, document review, questionnaires) and consultation of different stakeholder groups. Efforts were made to standardize participation to maximize the number of institutions involved and the gender balance of the people interviewed. The evaluation did not intend to achieve a statistically representative sample but to gather the opinion of a significant number of stakeholders that do not necessarily represent the entire community of participants, users, beneficiaries, etc. Three main types of data collection tools were used:

- Desk review of approximately 100 documents (see Annex IV). The initial analysis allowed the evaluation team to get familiar with the project context, objectives, activities, and outputs as well as to identify key stakeholders, finetune the sampling strategy and triangulation methodology. The desk review was complemented with preliminary meetings and communications via e-mail with UNODC.
- Remote semi-structured interviews with 39 key informants (21 men and 18 women) using guidelines to ensure consistency to capture the views of UNODC staff and beneficiaries (see Annex V).
- Online survey with 43 responses (15% response rate)⁸ from nine countries and regions.⁹ The respondents included law enforcement agencies (44%), other government institutions (25%), NGOs (12%), regional organizations (7%), UN entities (7%), and national prosecuting authorities (2%). Of these, 30 respondents were men (70%), and 13 were women (30%).

STAKEHOLDER ANALYSIS

The project identified and analyzed key stakeholder groups, emphasizing the importance of understanding the dynamics and inter-relationships among them. They were categorized based on their interest, influence, and involvement in the project. The analysis was instrumental in tailoring activities to meet specific needs and leverage unique capabilities. The primary stakeholder groups included local and national government authorities, law enforcement agencies, civil society organizations, community leaders, and

⁶ See: <https://www.unodc.org/unodc/evaluation/index.html>

⁷ See: <http://www.unevaluation.org/document/detail/1914>

⁸ Administered to almost half of the participants in the activities (293). The available contact lists included 369 participants across 12 events, with 301 individual participants since 68 of them attended multiple events (see the first tab of the attached document). Eight entries lacked email addresses, reducing the total to 361 participants (293 individual contacts). This represented over 46% of the total participants, assuming the total number of 776 participants includes multiple participations. The sample included participants from 18 countries (including most SADC countries) as well as some regional representatives. There was an overrepresentation of participants from Malawi (approximately 60%) that responds to the interest shown by this country during implementation as confirmed by the project team.

⁹ Responses were received from nine countries: Malawi (44%), South Africa (12%), Democratic Republic of Congo (9%), Madagascar (7%), Zimbabwe (7%), United Republic of Tanzania (5%), Mauritius (5%), Comoros (2%), and Burundi (2%). Additionally, 2% of responses came from the African Union and another 2% from the SADC.

regional/international partners. Each of these groups plays a pivotal role and understanding the inter-relationships among these groups was crucial to effectively evaluate the project.¹⁰

LIMITATIONS TO THE EVALUATION

The table below highlights the major constraints faced by the evaluation and how they were overcome:

Table 2. Limitations to the evaluation

Limitations to the evaluation	Mitigations measures
Limited engagement or feedback from key stakeholders due to low recall of the project, lack of interest or unwillingness to participate in the evaluation.	The evaluation was underpinned by a robust data collection framework, including triangulation of sources and tools to fully reflect all perspectives, particularly from those directly affected by the project.
Logistical challenges to access to information, including volatile security situations and sensitive political contexts.	The evaluation was carried out remotely, ensuring confidentiality throughout the process and offering flexibility both in terms of timing (accommodating to different time zones and re-scheduling interviewees when necessary).
Quick review through an expedited process with limited resources (not allowing repeated iterations in the collection of evidence and contribution analysis) which could be prone to biases related to self-selection and limited number of consulted stakeholders.	The evaluation team triangulated the information in terms of both sources and methods using efficient tools like online surveys. The methodology also ensured focusing on the most relevant issues prone to generate lessons for UNODC.
Limited evaluability of the project due to data constraints, particularly regarding the progress of outcomes and impact achievements.	The methodology did not rely exclusively on secondary data. The field enquiry tapped into relevant sources of information (reliable and credible), including concrete efforts to facilitate the contributions of government representatives as well as national partners.

Source: Elaborated by the Evaluation team.

¹⁰ The inter-relationships among these groups are characterized by a mutual dependency that enhanced the project's implementation. For example, law enforcement agencies depend on information from community leaders for effective community policing, while NGOs often mediate between the community and governmental bodies to promote policy changes. The project specifically aimed at including vulnerable groups, such as women, youth, and marginalized communities since these groups are often at higher risk of being affected by or drawn into violent extremism.

- Government authorities and law enforcement agencies play a vital role in policy formulation and enforcement. This includes national counter-terrorism agencies and officials, policymakers, legislators, law enforcement and border security agencies, as well as criminal justice entities including prosecutors and the judiciary. Their collaboration ensures that CT measures are effectively integrated into national security strategies.
- Civil society organizations and community leaders provide grassroots insights and facilitate community engagement, essential for the success of PVE measures.
- Regional/international partners contribute technical expertise and financial resources, supporting the sustainability and regional reach of project initiatives.

II. EVALUATION FINDINGS

RELEVANCE

To what extent did the project respond to the needs and priorities of the SADC regional and national government institutions?

Finding 1: The design was underpinned by a comprehensive identification of priorities and needs reflecting UNODC's extensive experience in providing technical assistance and capacity-building in the field of terrorism prevention. However, the theory of change could be enhanced by explicitly mapping out the linkages among outcomes.¹¹ It aligned with SDG 16s and 17 as well as other international legal frameworks and the most recent UN Security Council resolutions, including the UN Global Counter-Terrorism Strategy, which emphasizes building member states' capacity to prevent and combat terrorism while ensuring respect for human rights and the rule of law.¹² The alignment with the UNODC Strategy 2021-2025 was evident in the focus on strengthening the countries' policy and legislative frameworks, enhancing their criminal justice responses, and fostering international cooperation. The operationalization of the SADC Regional Counter Terrorism Centre (RCTC) in 2022, with support under the project marked a significant step in regional efforts to combat terrorism.

Finding 2: The project responded to the need of SADC Member States to implement the international conventions related to CT and PVE adopting comprehensive legal frameworks that not only address the suppression of terrorist activities but also foster international cooperation and ensure the protection of human rights in the process. The project employed a participatory approach ensuring that the stakeholder needs assessment was not only an initial activity but a continuous process throughout the project lifecycle. Some stakeholders also saw the project as a strategic response to the emerging terrorism threats such as the events that unfolded in 2017 in Cabo Delgado, Mozambique. By mobilizing resources and expertise rapidly, the project aimed to mitigate the risk of terrorism spreading further within the region.

Finding 3: The survey confirmed that most stakeholders considered the project very relevant (56%) or relevant (39%) to their country's priorities and the region. None thought it was not relevant. They mentioned key points such as a growing recognition across the region of the increasing complexity of terrorism, including financing, human trafficking, and cross-border organized crime. For instance, stakeholders from Madagascar and Malawi noted the escalating issues of terrorism financing and the spread of hard drugs, which are intertwined with terrorist activities. Some stakeholders emphasized the project's role in fostering a deeper understanding of terrorism-related issues focusing on preventive measures and strategic response development, which is critical in countries that have not yet experienced terrorist attacks but are increasingly vulnerable.

Finding 4: Both the project documents and the interviews confirmed that the project objectives correlate to those of the SADC, AU's Centre for Studies and Research on Terrorism (ACSRT), and national government institutions. The sensitive nature of terrorism-related issues requires a deep understanding of local dynamics, trust, and continuous collaboration among regional stakeholders, including government entities, law enforcement, and community leaders. The project focus on one region was well justified: (i) building and maintaining trust among stakeholders within a specific regional context; (ii) tailored capacity-building efforts that addressed specific regional threats and vulnerabilities; and (iii) limited resources utilized efficiently, maximizing impact where it was most needed, rather than being spread too thinly across multiple regions.

¹¹ For example, the development of strong legislative frameworks (Outcome 1) is a prerequisite for effective capacity building (Outcome 2). Without clear laws and policies, training officials (Outcome 2) may not have the desired impact. Furthermore, effective capacity building (Outcome 2) and legislative frameworks (Outcome 1) are essential for meaningful international cooperation (Outcome 3). Finally, the engagement and awareness activities (Outcome 4) should be seen as both a foundation and a result of the other three outcomes. Inter-linkages between national and regional dimensions could have also been better articulated. For instance, regional cooperation (Outcome 3) can enhance national capacities (Outcome 2) by sharing best practices and resources. Conversely, strong national frameworks and capacities can contribute to regional stability and cooperation.

¹² See: <https://www.un.org/counterterrorism/un-global-counter-terrorism-strategy>

Finding 5: While all stakeholders shared a common goal of enhancing security and stability, their specific expectations varied depending on their roles and responsibilities within the region. The project addressed this through tailored activities that catered to the needs of various national and regional stakeholders. Although they were not involved in the design of the project, stakeholders were involved during implementation.

EFFICIENCY

To what extent has the project delivered timely outputs through efficient coordination mechanisms?

Finding 6: The total expenditure reached USD 1,269,888, effectively utilizing 89.5% of the total approved budget of USD 1,419,888. The project successfully implemented all twenty (20) initially planned activities and three (3) additional ones. This indicates not only efficient allocation of resources but also sufficient flexibility in budget management for enhanced project impact and sustainability responding to technical assistance requests from national counterparts. The project's use of a participatory approach and its comprehensive coverage were frequently mentioned during the interviews.

Finding 7: The participant assessments of the training and awareness raising activities appeared to be highly satisfactory with successful stories especially in Mozambique and Malawi. It was noted that capacity development not only used classroom training – physical presence and in hybrid form – but also other means, in particular mentoring. The survey revealed that most stakeholders (77%) believed the methodological guidelines and tools employed were well-suited to the context and capacities of their country and region. Only three respondents (7%) felt they were not appropriate, and seven (16%) did not have sufficient information.

Finding 8: Similarly, 86% of respondents felt that there was good participation in the events organized by the project, involving relevant people and institutions. Only two respondents (5%) believed there was insufficient participation, and four (9%) did not have enough information to comment. Stakeholders highlighted that the events attracted participants from key institutions, enhancing the quality and relevance of discussions. Feedback indicated that not only were key government departments like law enforcement represented, but there was also participation from various government and non-government actors, including those from judicial sectors and specialized agencies. Many noted that the participation was not only broad but also deep, with attendees actively involved and contributing to the discussions. The international and cross-sectional nature of participation was particularly praised, with stakeholders from different countries and sectors sharing experiences and knowledge. There were suggestions for further improvement such as including more diverse security sector players (e.g., immigration and anti-corruption bodies, prisons, etc.)

Finding 9: As indicated in the progress reports, most planned activities were completed on schedule and any delays encountered were primarily due to the complex nature of coordinating international activities and the need to tailor interventions to specific country contexts. These delays did not significantly undermine the project's effectiveness suggesting a high level of efficiency in managing and adapting the project timelines to meet evolving needs. Some of the challenges mentioned by stakeholders during the interviews included delays due to external factors like the pandemic, changes in leadership, need for greater political and institutional support, lack of specialized knowledge and experience, need to adapt activities to changing security situations, and logistical challenges. All these factors required flexibility in scheduling and resource allocation but were managed effectively to maintain the project momentum.

Finding 10: The results framework provided a structured and clear pathway helping to ensure that each activity and output aligned with the overarching goals. It included specific indicators related to strengthened policies, enhanced capacities and increased regional cooperation. However, they were not useful for regularly tracking effectiveness or enabling adjustments in response to evolving needs and challenges. The monitoring efforts were supported by regular updates and reports that provided insights into the extent of activity implementation and the utilization of resources. Nevertheless, there were limited efforts to assess the project's impact across the SADC region.

Finding 11: The effective coordination between UNODC headquarters and field offices ensured that the activities were aligned with both global standards and regional needs. This cooperation facilitated streamlined

decision-making and resource allocation, enhancing the efficiency of the project implementation. For example, UNODC's work in Mozambique was conducted under the framework of the UNODC-government agreement, known as the Maputo Roadmap. The project fit within the roadmap, ensuring that the implementation of activities was carefully coordinated with local counterparts. This alignment guaranteed that the initiatives were not only consistent with international objectives but also directly addressed the specific challenges and requirements identified by Mozambique, thereby optimizing the impact and relevance of the project efforts.

Finding 12: The project was implemented in partnership with the AU-ACSRT and the SADC-RCTC, effectively integrating efforts to strengthen regional CT capacities. This collaboration allowed to leverage existing frameworks and platforms, thereby avoiding duplication of efforts. These partnerships were instrumental in expanding the project's reach and impact, particularly in policy development and regional cooperation. For instance, the collaboration enabled UNODC experts to conduct specialized training sessions in Angola and at the SADC-RCTC in Tanzania.¹³

Despite these efforts, some stakeholders expressed the wish that the collaboration could have been more robust. They highlighted the need for greater pooling of resources and expertise to fully leverage each partner's strengths and existing infrastructure. Moreover, they considered decision-making mechanisms could have been strengthened through improved communication and coordination with strategic stakeholders such as AU-ACSRT and SADC-RCTC. Ensuring a more continuous engagement and communication throughout the project cycle would help build trust, align project objectives with stakeholder expectations, and maintain transparency.

EFFECTIVENESS

To what extent has the project contributed to strengthen the capacity of the recipient countries in CT and PVE matters?

Finding 13: The project organized a series of national legislative and policy workshops designed to support the development, revision, and updating of CT legislation and strategies. According to the progress reports, more than 776 officials from the SADC region benefitted from capacity development activities, including participants from multiple SADC countries, reflecting a regional approach to tackling terrorism. This geographical diversity ensured that the activities were relevant across different national contexts, accommodating specific local challenges and leveraging regional synergies. The workshops targeted a wide range of personnel, including policymakers, law enforcement agencies, and judiciary members, ensuring that all involved in CT efforts were aware of the latest strategies and legal frameworks. A significant portion of the participants came from law enforcement agencies, which ensured practical and immediate applicability to on-the-ground operations. Participants also included specialists in areas such as human rights, internet use for terrorist purposes, and foreign terrorist fighters, reflecting a comprehensive approach to understanding and combating terrorism. Participants confirmed that the workshops were instrumental in aligning SADC countries' frameworks with international legal standards and the SADC Regional CT Strategy.

Finding 14: The progress reports highlighted strengthened capacity to effectively investigate, prosecute, and adjudicate terrorism cases (e.g., Zambia and Mozambique). This was achieved through training activities designed to bolster the capabilities of criminal justice officials. The sessions focused on practical application of normative frameworks and core principles such as rule of law, due process, and respect for human rights in CT and CT financing (CFT) cases. The survey indicated a positive reception towards the project's impact on strengthening the capabilities of law enforcement agencies to effectively investigate, prosecute, and

¹³ It is noted that throughout the project, UNODC/TPB/ISSII's team was in regular contact with counterparts from regional partners such as SADC-RCTC and AU-ACSRT to discuss and plan upcoming project activities. Moreover, between 26-27 September 2023, in Dar es Salaam, Tanzania UNODC organized a joint meeting with representatives from SADC-RCTC, AU-ACSRT, East African Police Chiefs Organization (EAPCCO), its CT Centre of Excellence (CT-CoE), and Southern African Regional Police Chiefs Co-operation Organization (SARPCCO), including INTERPOL's Regional Bureau which specifically focused on strengthening regional partnerships and cooperation. Based on the fruitful discussions, a set of recommended action points was agreed focused on Partnerships and cooperation, Legislation and technical assistance, joint research initiatives, and support for efforts to counter financing of terrorism.

adjudicate terrorism cases. 72% of the respondents affirmed that the project enhanced their capacities (42% agree and 30% strongly agree), while 19% did not have sufficient information, and 9% disagreed. During the interviews, many beneficiaries noted a greater awareness and understanding of how to address terrorism. It was for example mentioned that the training led to proactive approaches, moving from laxity to heightened vigilance and readiness to act against terrorism threats (e.g., one response indicated “a significant improvement in the ability to identify suspicious individuals, directly contributing to heightened security and more effective border control.”) There is evidence of more sophisticated investigative techniques being employed, leading to more effective handling of complicated cases.¹⁴

Finding 15: The survey results indicate a high utilization of knowledge, data, skills, and findings from the project's deliverables and activities, with 74% of respondents affirming they have applied these resources in various operational and strategic contexts. Practical outcomes such as the first-ever case of terrorist financing underscored a significant enhancement in the region's investigative capabilities (see below). Day-to-day operations saw considerable improvements; respondents reported that the application of learned strategies from the project has markedly enhanced their ability to manage potential threats and suspicious activities, especially in high-security areas. These enhancements were part of a broader integration of project insights into the operational and strategic planning processes of various institutions, leading to more robust readiness and comprehensive response strategies to terrorism threats. This strategic integration facilitated the development of detailed action plans and awareness programs, often in cooperation with international police forces, to ensure a wide-reaching and effective CT response.

Finding 16: While the design did not explicitly outline the different dimensions of capacity development, they were addressed during implementation. Individual capacity was enhanced through training and skills development for law enforcement officials. Training sessions covered a wide range of topics including investigative techniques, CT legal aspects, and the handling of terrorism-related cases. This approach ensured that individual officers were equipped with the latest skills and knowledge to effectively tackle terrorism. By providing mentoring from experienced professionals in the field, the project helped reinforce learning and application of skills in real-world settings. This continuous support helped bridge the gap between theoretical knowledge and practical application, significantly boosting individual readiness and confidence. Organizational capacity was strengthened by creating and revising policies and legal frameworks to support CT efforts (see above). Inter-organizational capacity was bolstered by fostering regional cooperation and dialogue among SADC Member States, which facilitated a coordinated CT approach (see below).

Finding 17: The establishment of national strategies and frameworks that were absent before were crucial in institutionalizing efforts against terrorism and related crimes such as human trafficking and drug trafficking. While it was challenging to establish a direct correlation between the workshops and the improvements in law enforcement capabilities within the SADC region, most stakeholders recognised the project contribution to enhance policy and legislative frameworks across various SADC Member States.¹⁵ The comprehensive

¹⁴ This includes a greater ability to conduct deep investigations into suspected terrorism links, as illustrated by an incident in Mang'ochi district, Malawi, where potential terrorist recruiters were swiftly detected and apprehended.

¹⁵ Several countries have developed or were developing comprehensive CT policies, reflecting a proactive and structured approach to addressing the threats at a national level. When the CTC was launched, only three out of 16 countries had a national CT strategy. Since then, seven Member States have developed such strategies, with Malawi being the latest to do so in October 2023. Mozambique was also nearing completion of its strategy. The interviews confirmed that in Madagascar, both a risk assessment and a national strategy were developed and had been submitted to Parliament for ratification. Additionally, insights from the project played a crucial role in revising the legal framework concerning terrorism in the DRC. Prior to 2023, Malawi's legal framework lacked specific provisions for prosecuting terrorism-related cases. A notable incident in 2019 involved a suspect apprehended with incriminating materials; however, due to the absence of pertinent legislation, only a lesser charge could be applied. Since the project's intervention, significant improvements have been made, allowing for the successful prosecution of terrorism cases under a strengthened legal framework.

In Lesotho, the project's influence has been pivotal in addressing the challenges posed by criminal gangs involved in transnational activities, which are now classified as terrorist activities. This reclassification allows for more appropriate legal measures to be applied, enhancing community safety and national security. Recently, Lesotho passed a law to formalize this reclassification and has taken proactive steps by drafting a national strategy on counter-radicalization, deradicalization, and reintegration—becoming the first SADC country to develop such a comprehensive approach.

nature of the project—encompassing training, mentoring, and legislative support—likely contributed positively. The interviews confirmed that the training sessions were particularly valued by beneficiaries for providing the first-time opportunities to build relationships and enhance skills. The survey results indicate a positive reception regarding the project's impact on strengthening policy and legislative frameworks to address terrorism, with 72% of respondents either agreeing or strongly agreeing with the statement. A significant number of respondents mentioned using the project's outputs to enhance policy documents and contribute to legal reforms. However, some respondents noted that more work is needed to fully realize the potential of these legislative and policy frameworks. This includes better application of the laws, deeper institutional changes, and continuous improvements to keep pace with the evolving nature of terrorism.

Finding 18: The training programs addressed critical aspects of terrorism such as the management of foreign terrorist fighters, internet misuse for terrorist purposes, and terrorism financing linked to transnational organized crime. By facilitating regional workshops, the project strengthened both formal and informal international cooperation that led to a better understanding among SADC countries of each other's challenges and legal frameworks. Stakeholders highlighted a significant improvement in the ease of sharing information related to terrorism, which is crucial for effective cross-border cooperation and tackling transnational crimes. This change was attributed to increased awareness and understanding among involved agencies. A recurring theme in the interviews was the importance of networking and the establishment of collaborative platforms facilitated by the project. Beneficiaries noted the creation of national and regional platforms that foster interagency collaboration, crucial for a coordinated approach against terrorism.

Finding 19: There was broad agreement among stakeholders about the project contribution to significantly bolstering regional cooperation and collaboration among SADC countries in addressing criminal justice measures against terrorism and violent extremism. Most stakeholders considered that the training programs helped raise awareness among officials about the complexity and interconnectedness of terrorism with other forms of criminality, including drug trafficking. According to survey results, 58% of respondents either agreed (37%) or strongly agreed (21%) that there was an improvement in awareness, while only 7% disagreed, and 35% reported insufficient information to make a judgment. As mentioned before, terrorist threats were not perceived as imminent in some SADC countries. Some stakeholders noted a shift in the regional approach to terrorism, with an increased emphasis on preemptive measures and strategic planning. This shift was particularly evident in the efforts to recognize and address the financing and organizational structures of terrorist groups, highlighting a proactive and comprehensive approach to combating terrorism in the region.

Finding 20: Stakeholders identified existing challenges and areas for improvement both during the interviews and survey. A significant comment was on the need for more comprehensive workshops to address all CT areas. Both the tactical and strategic levels were mentioned, including the need for more in-depth training on financial crimes related to terrorism. Additionally, the effective implementation of strategies and follow-ups on initiatives like Mutual Legal Assistance requests are areas highlighted for improvement. Some responses indicated that not all countries have been equally exposed to the project's concepts and strategies, suggesting a need for broader and more inclusive training and awareness programs.

EMERGING CONTRIBUTIONS TO IMPACT

To what extent has the project contributed to prevent the spread of terrorism and violent extremism and bring terrorists to justice through human rights-compliant criminal justice measures?

Finding 21: Although it was too early to assess long-term changes in CT and PVE efforts, most stakeholders thought that the project's influence was evident and multi-faceted. As mentioned above, the contribution to improve regional cooperation and enhance the capabilities of law enforcement agencies was widely acknowledged during the interviews. The enhancement of case study analyses and international cooperation

The project also supported a crucial review of Malawi's Penal Code, which previously did not specifically mention terrorism as a criminal offense. Post-training, terrorism was included as a distinct criminal offense, although initial amendments were found to be lacking in scope and potentially conducive to human rights abuses. Recognizing these gaps, Malawi engaged with UNODC and the CTC to develop more comprehensive legislation tailored to effectively address terrorism while upholding human rights standards.

have collectively improved investigative and judicial outcomes across the region. These contributions are now embedded in the performance plans of numerous departments and units, emphasizing the project's critical role in mainstreaming CT efforts within key sectors such as immigration and border security.

Finding 22: Although not fully attributable to the project, stakeholders agreed that the project's support contributed to the capacity of national authorities to initiate the prosecution of the first-ever case of terrorist financing in Mozambique. There was also an overall increase in the number of terrorism-related cases being investigated and prosecuted in that country, indicating a better law enforcement response post-training. Improved investigative and prosecutorial practices among trained officials have likely contributed to these outcomes, demonstrating the practical application of the skills learned during the project's activities. Some noted for example that judicial authorities have gained new perspectives on terrorism, which has influenced how cases are handled legally and judicially within their jurisdictions. This shift was partly attributed to the project's emphasis on enhancing legal knowledge and supporting the development of robust legal frameworks. Some countries have even developed specialized courts along with appointing dedicated prosecutors, investigators, and judges for terrorism-related cases, ensuring that these sensitive cases are handled with the requisite expertise and focus.

Finding 23: Testimonials from personnel, particularly those stationed at borders like in Malawi, highlighted the practical benefits of the training, noting significant improvements in border security operations such as increased personnel deployment and enhanced protocols that have directly bolster the prevention of illegal activities linked to terrorism financing, like human and drug trafficking. Similarly, stakeholders highlighted a significant improvement in the ease of sharing information related to terrorism, which is crucial for effective cross-border cooperation and tackling transnational crimes. This change was attributed to increased awareness and understanding of terrorism among the agencies involved. Finally, the project facilitated the creation of networks among participants from various member states, which was deemed pivotal for regional cooperation. This networking could prove essential for coordinated responses and joint efforts in combating terrorism at the regional level.

Finding 24: Continuous engagements and mutual understanding among SADC countries fostered strategic alignment in combating terrorism and violent extremism. Concrete examples include the establishment of the RCTC and joint activities with the ACSRT (widely acknowledged as crucial continental platforms that enhance the global law enforcement response to terrorism). These initiatives did not only improve strategic coordination but also operational collaboration in real-time scenarios. Regular inter-agency meetings facilitated through the project contributed to improved coordination among law enforcement, judiciary, and intelligence agencies within and across the SADC countries. This coordination will be crucial in handling cross-border terrorism cases more effectively. The project supported the initiation of several collaborative projects, such as joint training programs and cross-border operational exercises, which contributed to building a cohesive regional response to terrorism threats.

Finding 25: Finally, the efforts to collaborate with various stakeholders, including government officials, NGOs, and international partners, contributed to foster a comprehensive approach to PVE. This collaborative approach is crucial for effective PVE strategies, as it ensures that various perspectives and expertise are integrated into national strategies. Although direct metrics on the reduction in recruitment by extremist groups are complex to measure within the limited scope of the project, the increased awareness and capacity among local officials are intended to disrupt recruitment pipelines. Enhanced legislative frameworks and operational capabilities of local law enforcement, as evidenced by the support in developing and refining CT legislation and operational strategies, indirectly contribute to curbing extremist recruitment by strengthening the rule of law and enhancing enforcement capabilities. However, the tangible impact on reducing terrorism activities and recruitment was not explicitly detailed or measured during implementation (e.g., specific data regarding its impact on community attitudes towards extremism), suggesting a need for ongoing monitoring and evaluation to capture these outcomes.

Finding 26: Finally, the project contributed to support the efforts of the 1267/1988 Analytical Support and Sanctions Monitoring Team, of the ISIL/Da'esh and 1988 Committees of the UN Security Council (UNSC), which provides analytical support, management and oversight of the ISIL/AQ and Taliban sanctions list through the

delivery of biannual threat assessments, enhancing the effectiveness of the sanctions regime by ensuring timely and accurate evaluations of threats.¹⁶

SUSTAINABILITY

To what extent are the benefits of the projects likely to continue after it ends?

Finding 27: The approach to build local capacities and foster regional collaboration suggested a sustainable impact. The capacity-development initiatives resulted in the creation of manuals and guidelines on topics such as telephone interceptions and handling CT processes, which were left with the beneficiaries. Stakeholders agreed that continuous mentoring and policy advice had reinforced these efforts further. The project included training-of-trainers sessions and mentoring. Some stakeholders noted that the knowledge and skills acquired were used to develop training materials and conduct further training within organizations. This includes specialized training for personnel, such as immigration officers and prosecutors. The engagement of national and regional institutions enhanced ownership and the feasibility of sustained outcomes. However, it was broadly acknowledged during the interviews that the timeframe provided was too short and it remained uncertain whether the counterparts would be able to operate effectively on their own.

Finding 28: The extent to which the project produced higher-level effects and national ownership varies from country to country, depending on factors such as political will, institutional capacity, and resource availability. The interviews confirmed a strong sense of ownership achieved by engaging with relevant authorities to raise awareness and strengthen their capacities for sustained action beyond the project's lifespan. Many institutions plan to continue enhancing their investigative capacities, focusing on areas critical to national security, such as terrorism and organized crime. This includes intensifying training and awareness campaigns among member countries, particularly targeting law enforcement agencies to improve their ability to handle such sensitive and complex issues effectively. Plans for additional workshops and educational sessions are in place in some countries to continue the momentum of capacity building and awareness. Institutions are looking to engage both current employees and new recruits more actively in terrorism awareness programs, ensuring that all personnel are well-informed about potential threats.

Finding 29: Some countries have planned or implemented updates to significant legislations such as the Trafficking in Person Act 2015. These updates are part of broader efforts to strengthen the legal framework to better address and prosecute cases related to terrorism and associated crimes. In Madagascar, clear examples of institutional commitment to CT include the establishment of the National Counter-terrorism Coordination Office (CNOC), the creation of task force groups to align with the Financial Action Task Force (FATF) recommendations, the designation of focal points for CT activities, and the signing of Memorandums of Understanding (MoU) between various institutions to enhance inter-agency collaboration. Across the region, about five member states have established national CT centres or agencies at the national level, integrated with the RTCT. In member states lacking specific CT agencies, designated agencies handle the responsibilities (all 16 member states have appointed coordinators for national CT strategies, facilitating direct communication with the RTCT). In broad terms, the project promoted and supported these developments.

¹⁶ The Monitoring Team plays a critical role in overseeing the sanctions measures imposed by the United Nations Security Council (UNSC). This team provides assistance to two key Security Council Committees: (i) ISIL (Da'esh) & Al-Qaida Sanctions Committee, and (ii) Taliban Sanctions Committee. These committees focus on overseeing and implementing sanctions related to their respective entities and associated individuals, groups, and entities. The Monitoring Team is responsible for overseeing several key sanctions measures:

- **Assets Freeze:** This involves the freezing of funds, financial assets, and other economic resources of designated individuals and entities to prevent their use for terrorist activities.
- **Travel Ban:** This measure prevents designated individuals from entering or transiting through the territories of UN member states, thereby limiting their movements and curbing terrorist activities.
- **Arms Embargo:** The embargo requires states to prevent the supply, sale, or transfer of arms and related materiel to designated individuals and entities, aimed at disrupting the operational capabilities of ISIL (Da'esh), Al-Qaida, and their associated networks.

These measures are applied to those listed on the ISIL (Da'esh) & Al-Qaida Sanctions List and are vital for the global efforts to combat terrorism.

Finding 30: Awareness campaigns are a common follow-up activity, with specific initiatives like those at the Songwe border aimed at educating the public and local communities about the risks and signs of terrorism. This approach helps to fortify border areas, often vulnerable points for illegal activities related to terrorism such as human smuggling. The interviews confirmed that most stakeholders thought that UNODC support was vital to overcome these constraints and address many of the existing needs, including to increase trust, scale up the activities, strengthen partnerships and capacities as well as raise awareness and national ownership.

Finding 31: Concerns were expressed by stakeholders interviewed about the sustainability of these efforts at the national level without continued external support from technical assistance providers such as UNODC/TPB. The survey results indicated that while a significant proportion of governments and institutions have implemented, planned, or discussed follow-up activities in response to CT initiatives (37%), a considerable number still lack sufficient information (28%) or have not initiated such measures (35%). During the interviews and survey, critical challenges for sustaining long-term impacts were highlighted such as the need for ongoing training, resource allocation, and maintaining the momentum in legislative and policy development. Limited coordination with existing training institutions at both national and regional levels was also noted. Measures like integrating training programs into national law enforcement academies or judicial training institutes can help ensure their longevity. Similarly, offering certification for completed training and periodic refresher courses can encourage the ongoing application of skills.

HUMAN RIGHTS, GENDER EQUALITY, DISABILITY INCLUSION AND LEAVING NO ONE BEHIND

To what extent has the project design and implementation fully considered human rights, gender equality as well as marginalized groups?

Finding 32: Pursuant to UNODC's mandate and in line with the UN Global CT Strategy's Pillar IV, the project explicitly aimed to strengthen the capacity of SADC countries to address terrorism through human rights-compliant criminal justice measures. This suggests an inherent consideration of human rights issues during project inception. During the interviews, stakeholders recognized that the project promoted a culture of lawfulness and respect for the rule of law within criminal justice institutions, thereby supporting the respect of rights to privacy and to ensure that any measures adopted that would have any effect on such rights will be subject to the necessary scrutiny and used in limited cases as prescribed by the law. A human rights focus was integrated into all training activities that were delivered using UNODC's Training Module on Human Rights and Criminal Justice Responses to Terrorism. Activities such as national legislative and policy workshops emphasized aligning domestic CT legislations and strategies with international human rights standards.

Finding 33: Although gender mainstreaming was mentioned in the project document, the design was not informed by a gender analysis. However, the project recognized the critical role of women and NGOs and involved them particularly in the mapping exercises and public consultation meetings designed to incorporate their views into national strategies against terrorism and violent extremism. The interviews confirmed that specific efforts were made to include women in the training sessions and workshops. This was crucial not only for gender balance but also to empower women within the security sector and ensure that CT measures were inclusive and sensitive to gender-specific impacts and contributions (see also below for further details). For example, the project accommodated the needs of participants in Mozambique by allowing breastfeeding time during activities. Substantive efforts were also made to address gender issues within the judiciary through targeted activities. The activities were implemented in collaboration with the UN Office of the High Commissioner for Human Rights, ensuring that human rights standards were integrated throughout execution.

Finding 34: Nevertheless, specific data on the level of women's participation in various activities were not systematically gathered and thorough assessments of concrete impacts were not attempted. For example, only a few lists of participants were available for the evaluation which did not allow a nuanced and comprehensive analysis of their distribution across various dimensions (e.g., geographical representation, gender participation, types of participants, etc.) Access to such detailed data would have been crucial for

assessing the reach and inclusivity of the project's initiatives. Furthermore, no specific rationale was provided as to how the participants were selected.

Finding 35: There were limited details on the identification or integration of other specific vulnerable groups like persons with disabilities or LGBTQ+ communities. The focus seemed predominantly on women and youth as vulnerable groups. However, there was some support provided in Mozambique, particularly through initiatives aimed at preventing violent extremism within prison settings facilitated by the National Prison Service (SERNAP). Stakeholders were not able to provide much information on any barriers or facilitators that specifically impacted the inclusion or consideration of vulnerable groups throughout the project lifecycle.

II. CONCLUSIONS

The project aimed to address terrorism and violent extremism in the SADC region. It was well-aligned with regional security concerns and national contexts, benefiting from extensive stakeholder engagement throughout its lifecycle. This engagement ensured the project's relevance and facilitated meaningful exchange of ideas and resources, bolstering local commitment and enhancing implementation.

The project's context was favorable, with strong commitment from Member States and support from regional and international partners. Successful implementation of legislative reforms and capacity-building activities resulted in an increased number of trained officials and improved legislative frameworks to combat terrorism. The proactive approach of SADC countries in addressing these security challenges facilitated significant strides towards meeting the project's objectives.

Institutional capabilities within the region were significantly strengthened, focusing on enhancing individual skills of law enforcement personnel and strengthening judicial and legal frameworks. This laid a solid foundation for robust CT strategies. However, the long-term effectiveness of these efforts depends on continuous professional development and legislative updates to address the evolving nature of terrorism, which were identified as areas needing further support.

The project integrated human rights and gender equality principles, reflecting UNODC's commitment to these values. Notable efforts were made to include women and address gender issues in the judicial system and it is acknowledged that in so far as national participants in activities are concerned, UNODC relies fully on Member States to nominate their participants. However, in future a greater focus on inclusivity, was identified as an area for improvement. Greater attention to these aspects would likely provide an opportunity for deeper integration in future initiatives.

While the project established a strong foundation for CT efforts, concerns about the sustainability of outcomes were raised, particularly if external support diminishes. Varying degrees of ownership across Member States complicated this issue, highlighting the need for stronger commitment and integration of initiatives into national security frameworks by all Member States.

The project excelled in fostering regional cooperation and enhancing information sharing among SADC countries, facilitating cross-pollination of ideas and strategies. This contributed significantly to developing a cohesive regional response to terrorism, demonstrating the effectiveness of collective action in addressing transnational threats. The creation of platforms for continuous collaboration and the standardization of procedures across countries enhanced the region's capacity to manage terrorism more effectively.

The focused one-region strategy, tailored to SADC's specific needs and dynamics, enhanced the project's effectiveness. This approach facilitated trust-building among regional stakeholders, essential for successful intelligence sharing, response coordination, and joint strategy development. Operating within a regional framework where stakeholders have a profound understanding of the cultural, political, and social contexts allowed for more effective collaboration and nuanced CT approaches.

The project's comprehensive approach addressed various aspects of CT efforts, from legal frameworks to operational tactics and regional collaboration. This multifaceted nature underscores the complexity of effective CT efforts. The proactive strategies adopted by the project, particularly in preemptive measures and strategic planning, set a precedent for future initiatives within the region.

An area for improvement was identified in the identification and utilization of national and regional trainers. Increased engagement of local experts and pooling of regional resources and expertise could have enhanced the sustainability of knowledge transfer, reduced expenses, and made CT efforts more self-sustaining and responsive to the specific needs of the SADC region. Leveraging national trainers might not only have decreased expenses but also would have enhanced the sustainability of knowledge transfer, ensuring that the skills and expertise developed through the project remained rooted within the local context.

IV. RECOMMENDATIONS

RECOMMENDATION 1 – STRENGTHEN LOCAL CAPACITY BUILDING

It is recommended that UNODC/DTA/TPB/Implementation Support Section II projects for Southern Africa region continue to develop its roster of local experts across SADC countries and by July 2025, review opportunities and synergies for utilizing such professionals and expertise as part of its technical assistance delivery within the SADC region, pending donor fundings. The use of such expertise will enhance the UNODC's training programs by increasing the utilization of national trainers and experts, which would not only reduce costs but also foster local expertise and ensure the sustainability of knowledge transfer.

Based on findings 1, 2, 3, 12, 27, 28, 45, 52

RECOMMENDATION 2 – FOSTER REGIONAL COLLABORATION AND INFORMATION SHARING

By July 2025, subject to requests by Member States and the availability of resources, it is recommended that UNODC/DTA/TPB/Implementation Support Section II explores and maps possible mechanisms for fostering and strengthening regional cooperation and information sharing to enhance the collective response to terrorism that support existing or proposed initiatives within the SADC region.

Based on findings 2, 5, 9, 11, 15, 34,35, 44, 60, 61, 68, 82, 83

RECOMMENDATION 3 – IMPLEMENT FEEDBACK MECHANISMS

By July 2025, as part of its on-going programming and technical assistance delivery it is recommended that UNODC/DTA/TPB/Implementation Support Section II continue to systematically utilize surveys and feedback forms during or after beneficiary engagements within the SADC region to collect quantitative and qualitative data, providing insights into local perceptions of the effectiveness of PVE initiatives.

Based on findings 25, 40, 58, 65, 76, 91

RECOMMENDATION 4 – ENHANCE TRAINING INTEGRATION AND CONTINUATION

It is recommended that subject to requests by Member States and the availability of necessary resources UNODC/DTA/TPB/Implementation Support Section II prioritize the integration of its training programs within the SADC region into national law enforcement academies and judicial training institutes by July 2026. This could include the development of certification processes for completed trainings and the establishment of periodic refresher courses to maintain and update skills over time.

Based on findings 40, 41, 52, 53, 74, 75, 85, 83

RECOMMENDATION 5 – STRENGTHENED INTER-AGENCY COLLABORATION

By July 2025, it is recommended that UNODC/DTA/TPB/Implementation Support Section II, pending funding availability, review opportunities and pathways within the SADC region for establishing or strengthening formal mechanisms for inter-agency cooperation that include regular coordination meetings, joint training sessions, and shared operational platforms to enhance tactical cooperation across different sectors involved in CT.

Based on findings 48, 55, 56, 58, 67, 77, 78, 81, 83, 85

RECOMMENDATION 6 – COMMUNITY SENSITIZATION CAMPAIGNS ON EXTREMISM RISKS

By July 2026, it is recommended that within the scope of its terrorism prevention mandates and subject to request from Member States and funding availability, UNODC/DTA/TPB/Implementation Support Section II within the SADC region and pending availability of funding for the region consider incorporating community sensitization campaigns within its technical assistance delivery. This may include utilizing various media such as workshops, local media, online platforms, and community meetings to reach a broad audience, and the possible development of campaign materials that are culturally and linguistically tailored to each community, ensuring that the message is accessible and relevant.

Based on findings 63, 69, 70, 78, 79, 83, 85

RECOMMENDATION 7 – BROADEN AND STRENGTHEN THE THEORY OF CHANGE FOR POLICY IMPACT

By July 2026, it is recommended that, within the scope of its terrorism prevention mandates, and subject to request from Member States and funding availability, UNODC/DTA/TPB/Implementation Support Section II considers expanding the TOC for its future projects within the SADC region to more explicitly include pathways that contribute to efforts at the national or regional level to strengthen policies for countering terrorism or violent extremism, and support the inclusion of protections and services for vulnerable individuals or groups. This may include strategies for possible collaboration with academia and civil society organizations.

Based on findings 3, 18, 19, 20, 21, 31, 32, 36, 39, 49, 91

V. LESSONS LEARNED AND GOOD PRACTICES

LESSONS LEARNED

One critical lesson from the project was the value of utilizing local expertise in the implementation of regional security initiatives. Where feasible, the engagement of suitably qualified and experienced national trainers or mentors could significantly reduce costs and build sustainable local capacity. This approach not only ensures cost-effectiveness but also enhances the relevance and contextual applicability of the training or mentoring provided, leading to better absorption and longer-term retention of knowledge.

Early and comprehensive stakeholder engagement emerged as a pivotal factor in the success of CT projects. Involving a broad range of local actors from the outset fosters ownership and enhances the implementation effectiveness.

Ensuring that CT measures respect human rights and the rule of law is crucial. The project underscored the importance of integrating human rights into all aspects of security interventions. This balance is not only a legal requirement but also critical to maintaining the legitimacy and support of local populations for CT efforts.

The ability to adapt to evolving terrorism trends and regional dynamics was vital. The project demonstrated that regular updates to training and legal frameworks, based on emerging threats and new information, significantly enhance the efficacy of CT measures. Continuous environmental scanning and flexibility in project design are necessary to keep pace with changes.

GOOD PRACTICES

The project's emphasis on fostering regional collaboration and enhancing information sharing proved to be a good practice with extensive applicability to other regions and contexts. Establishing platforms for continuous cooperation and standardized procedures across countries can improve the collective response to terrorism and can be replicated in other international security projects.

For projects with limited resources, focusing on a single region such as the SADC enables the cultivation of specialized knowledge and skills that are uniquely suited to address the distinct challenges of terrorism and violent extremism in that area. This specialization not only increases the effectiveness of the interventions but also fosters a strong sense of ownership and commitment among local stakeholders.

Integrating gender perspectives and ensuring the inclusion of vulnerable groups in all project phases was identified as a good practice. This approach not only aligns with international human rights standards but also enriches the project outcomes by ensuring that interventions are appropriately tailored to the needs of all community segments.

Promoting local ownership of project initiatives ensures sustainability beyond the external funding periods. Encouraging local stakeholders to lead project activities and decision-making processes helps embed project objectives within national policies and practices, enhancing the likelihood of their continuation.

Employing evidence-based strategies and continuous monitoring and evaluation to guide project activities ensures that interventions are effective and meet their intended goals. This practice allows for real-time adjustments and fosters a culture of accountability and continual improvement.

INDEPENDENT PROJECT EVALUATION
TERMS OF REFERENCE

FINAL EVALUATION
OF
JOINT UNODC-AU-SADC PROJECT
ON FURTHER SUPPORTING
SOUTHERN AFRICAN
DEVELOPMENT COMMUNITY
(SADC) COUNTRIES TO PREVENT
VIOLENT EXTREMISM AND
COUNTER EMERGING TERRORISM
THREATS THROUGH
STRENGTHENED CRIMINAL
JUSTICE RESPONSES/ GLOTP1



UNITED NATIONS

Vienna, 2023

I. BACKGROUND AND CONTEXT

Project duration (dd/mm/yyyy-dd/mm/yyyy):	01/01/2022 – 31/12/2023
Location (Country/ies and sub-national focus areas, if relevant):	SADC member states: Angola, Botswana, Democratic Republic of Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, United Republic of Tanzania, Zambia and Zimbabwe.
Linkages to Country, Regional and Thematic Programmes & UNODC Strategy 2021-2025:	UNODC Strategy – Thematic Area 4: Preventing and Countering Terrorism The project is in line with targets 16.3 i.e. “Promote the rule of law at the national and international levels and ensure equal access to justice for all” and 16.a i.e. “Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime” under SDG 16 targets. The project is also in accordance with SGS 5 i.e. “achieve gender equality and empower all women and girls”.
Linkages to the SDG targets to which the project contributes:	Sustainable Development Goals (SDGs) 3,4,5,11,16 and 17.
Executing Agency (UNODC office/section/unit):	UNODC/DTA/TPB/Implementation Support Section II: Sub-Saharan Africa
Partner Organizations:	Southern Africa Development Community (SADC) African Union’s Centre for Studies and Research on Terrorism (CAERT). SADC national government institutions including those from Mozambique.
Donor(s):	Government of China through the UN Peace and Development Trust Fund
End Beneficiaries/Recipients:	Angola, Botswana, Democratic Republic of Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, United Republic of Tanzania, Zambia and Zimbabwe.
Total Approved Budget (USD):	\$1,419,888
Total Overall Budget (USD):	\$1,419,888
Total Expenditure by date of initiation of evaluation (USD):	\$1,269,888

Name and title of Project/Programme Manager(s) and implementing UNODC office(s)/section(s)/unit(s):	Ms. Elena Rigacci Hay – Chief, Implementation Support Section for Sub-Saharan Africa, Terrorism Prevention Branch
Time frame of evaluation: (planned start and end date of the evaluation process)	January 2024 – June 2024
Budget for this evaluation in USD ¹⁷ :	USD 25 000
Number of independent evaluators planned for this evaluation ¹⁸ :	1
Type and year of past evaluations (if any):	N/A

II. PROJECT OVERVIEW

UNODC has been supporting efforts by member countries of the Southern African Development Community (SADC) in combatting terrorism and terrorist financing through the project “Joint UNODC-AU/CAERT-SADC Project: Supporting Southern African Development Community (SADC) Countries to Strengthen Rule of Law-based Criminal Justice Responses for Preventing and Countering Terrorism and Violent Extremism”. In 2020, the project aimed to further support SADC Countries, including Mozambique, to prevent violent extremism and counter emerging terrorism, and terrorist financing threats including those posed by potential links with illicit trafficking in goods including drugs and other forms of criminality through strengthened criminal justice responses and increased awareness of national and local actors, women and youth’.

In 2020, UNODC delivered capacity building training and legislative and policy advice to 300 (55 female) participants from the region through 1 regional workshop, 8 capacity building workshops, 4 legislative, policy and technical advisory activities, and provision of specialized counter-terrorism equipment and training material on counter-terrorism matters.

In 2022, UNODC provided training to strengthen the capacity of relevant officials in Mozambique, Malawi, the Democratic Republic of Congo, and Zambia to successfully investigate and prosecute terrorism-related offences, and promoted and enhanced international and regional cooperation amongst relevant national institutions in SADC member countries, supported the operationalization of the new Mozambican Central Office for Combating Organized and Transnational Crime (GCCCOT), as well as the new SADC Regional Counter Terrorism Center and AU Centre for the Study and Research of Terrorism (AU-CAERT) through the implementation of joint activities with these key actors, as well as enhancing the capacity of their officials on counter terrorism.

Pursuant to UNODC’s mandate, which includes the promotion of the rule of law and human rights, all the programmes developed and implemented by UNODC integrate a strong human right compliant approach, in line with the United Nations Global Counterterrorism Strategy’s Pillar IV on promotion of respect for human rights.

To this effect, the project developed human rights-related capacities of identified stakeholders by integrating a human rights focus into training activities. This strengthens the human rights related knowledge and skills of investigators dealing with cases involving terrorism and criminal justice training institutions. Training activities will be delivered using UNODC’s Training Module on Human Rights and Criminal Justice Responses to Terrorism. Equally, the project promoted a culture of lawfulness and respect for the rule of law within criminal justice institutions, thereby supporting the respect of rights to privacy and

¹⁷ Including fees for evaluation team, travel, printing, editing, translation, interpretation, etc.

¹⁸ Please note that the recommendation for any UNODC evaluation is at least two independent evaluators, i.e., one Evaluation Expert and one Substantive Expert in the subject area of the project to be evaluated.

to ensure that any measures adopted that would have any effect on such rights will be subject to the necessary scrutiny and used in limited cases as prescribed by the law.

UNODC’s approach for promoting gender considerations in the context of countering terrorism is based on the conviction that mainstreaming gender in this context will strengthen both the way that the criminal justice system deals with terrorism and violent extremism cases, and respect for women’s rights and gender equality. Since 2017, UNODC has been integrating sessions on gender dimensions into its trainings for investigators, prosecutors, and judges in Member State. In Mozambique under the previously funded UNDPF project, UNODC integrated sessions on gender dimensions in the criminal justice response to terrorism and role of women in preventing violent extremism into the training activities delivered and translated the UNODC Handbook on Gender Dimensions of Criminal Justice Responses to Terrorism, into Portuguese for use by Mozambican officials.

UNODC recognizes, in conformity with the Charter of the United Nations, Universal Declaration of Human Rights and other international human rights instruments that the full and complete realization of the human rights of all persons with disabilities is an inalienable, integral, and indivisible part of all human rights and fundamental freedoms. In support of this, the UNOV/UNODC Action Plan on Disability Inclusion for 2023 and 2024 was launched in January 2023 and is divided in 15 Indicators in four core areas – i) leadership, ii) strategic planning and management; iii) inclusiveness; programming; and iv) organizational culture. The Action Plan is designed to build on UNODC’s efforts and integrate disability inclusion in its programmatic work and continue increasing accessibility, physically and digitally.

In accordance with the above, UNODC developed a disability inclusion checklist for programme managers and a guidance note for field offices, aiming at facilitating the mainstreaming of disability inclusion in UNODC activities. UNODC also introduced a disability marker for all projects and programmes in 2022. From an evaluation perspective, all UNODC evaluation templates and guidelines have been updated to be disability inclusive and ensure disability inclusion is mainstreamed in the evaluation deliverables and processes. The UNEG Guidance on Integrating Disability Inclusion in evaluations is included in desk review materials for all evaluation teams and UNODC has developed additional guidance related to disability inclusive evaluations of the specific mandated work of UNODC. In addition, disability inclusion has been included as part of the external quality assessment (EQA) process for all UNODC evaluations.

Furthermore, as many countries in the region lack updated counter-terrorism legislation, counterterrorism and PVE strategies, the project will provide advice and mentoring to support the development of these key frameworks which will guide an effective and human rights compliant response.

The Project’s Objective:

To strengthen SADC countries’ capacity to prevent the spread of terrorism and violent extremism and bring terrorists to justice, through human rights-compliant criminal justice measures, including in Mozambique through support for preventing violent extremism, including by empowering national and local actors, women and youth, and addressing links with illicit trafficking of goods including drugs, drug use, and violent extremism.

The Project’s Outcomes:

1	Strengthened policy and legislative framework to address terrorism with respect for human rights and the rule of law.
2	Strengthened capacity to effectively investigate, prosecute and adjudicate terrorism cases
3	Enhanced international cooperation among SADC countries regarding criminal justice measures against terrorism and violent extremism.

4	Strengthened national capacity and improved awareness of government and local actors, including relevant women and youth-led civil society organizations in Mozambique to prevent violent extremism, terrorism and possible links with drug trafficking and drug use.
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III. PURPOSE AND SCOPE OF THE EVALUATION

Planned utilisation of the evaluation results ¹⁹ :	Assess the success and areas of improvement of the project and possibly inform the future development of similar projects
Main users of the evaluation results ²⁰ :	Programme managers and donors
Unit of analysis (full projects/segment/etc.)	Full Project
Time period covered by the evaluation:	January 2022 – December 2023
Geographical coverage of the evaluation:	SADC Member countries with a focus on Malawi, Mozambique, United Republic of Tanzania, and Zambia

All findings and recommendations as well as the management response pertain solely to the UNODC project/programme being evaluated and is not in any way targeted to Member States, implementing partners or other entities that took part in this project/programme.

IV. EVALUATION CRITERIA

The evaluation will be conducted based on the below selected relevant DAC criteria²¹. All evaluations must include gender, human rights, disability inclusion and no one left behind. Ideally these are mainstreamed within the evaluation questions. Moreover, the evaluation needs to identify lessons learned²² and good practices. The evaluation questions will be further refined by the Evaluation Team in the drafting of the Inception Report.

Criteria	Evaluation question
Relevance ²³ : Is the intervention doing the right thing?	To what extent has the project been relevant to stakeholder's (e.g. governments, Member States, etc.) needs and priorities?
Efficiency ²⁴ : How well are resources being used?	To what extent has the project delivered outputs in a timely and efficient manner?

¹⁹ e.g., inform the future development of the project or similar projects, for organizational learning, assess the success and areas of improvement of the project etc.

²⁰ e.g., senior management, programme management, stakeholders, beneficiaries, donors etc.

²¹ <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

²² Lessons learned concern the learning experiences and insights that were gained throughout the project/ programme.

²³ Relevance is the extent to which the activity is suited to the priorities and policies of the target group, recipient, and donor.

²⁴ The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.

Criteria	Evaluation question
Effectiveness: Is the intervention achieving its objectives? ²⁵	To what extent did the project achieve its intended outcomes and objective? To what extent has the project strengthened the capacity of the recipient countries in CT and PVE matters?
Impact ²⁶ : What difference does the intervention make?	To what extent has the project generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects?
Sustainability ²⁷ : Will the benefits last?	To what extent are the benefits of the project likely to continue after it ends? Based on the assistance provided under this project, to what extent is further support by UNODC to the recipient countries likely to be required, and if so in what areas?
Human rights, gender equality, disability inclusion and leaving no one behind ²⁸ : Has the intervention been inclusive and human rights based?	To what extent has the project design and implementation fully considered human rights, gender equality as well as marginalised groups, including LGBTQI+ and people with disabilities?

V. EVALUATION METHODOLOGY

All evaluations of the United Nations system are guided by the principles of human rights, gender equality, disability inclusion and leaving no one behind. Gender-sensitive and disability inclusive evaluation methods and gender-sensitive and disability inclusive data collection techniques are therefore essential to identify key gender issues, address marginalized, disabled, hard-to-reach and vulnerable population.

The methods used to collect and analyse data

While the evaluation team shall fine-tune the methodology for the evaluation in an Inception Report, a **mixed-methods approach of qualitative and quantitative methods** is mandatory due to its appropriateness to ensure that evaluation conclusions, findings, recommendations, and lessons learned are substantiated by evidence and based on sound data analysis and triangulation; as well as a gender-sensitive, inclusive, respectful and participatory approach and methodology to capture disability and gender equality issues. Special attention will be paid to: (i) ensuring that voices and opinions of both men, women, and other marginalised groups, such as people with disabilities are heard (including gender related and disaggregated data, (e.g., by age, sex, countries etc.); (ii) ensuring an **unbiased and objective approach and the triangulation of sources, methods, data, and theories**. The limitations to the evaluation need to be identified and discussed by the evaluation team in the Inception Report, e.g., data constraints (such as missing baseline and monitoring data). Potential

²⁵ The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.

²⁶ The extent to which the intervention has generated or is expected to generate significant positive or negative, intended, or unintended, higher-level effects. **Please note that impact can be difficult to measure for smaller projects, specifically ones with short timeframes.**

²⁷ The extent to which the net benefits of the intervention continue or are likely to continue.

²⁸ The extent to which the project/programme has mainstreamed human rights, gender equality, and the dignity of individuals, i.e., vulnerable groups, including those with disabilities.

limitations as well as the chosen mitigating measures should be included. The evaluation team will be asked to present a dedicated methodology in the Inception Report outlining the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards as well as the UNODC Evaluation Policy, guidance, tools, and templates. The evaluation team is also expected to use interviews, surveys and/or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation. While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties identified as the stakeholders of the project/ programme.

The final evaluation report will be externally independently assessed (facilitated by IES) and the final rating will be included in the report. Based on this assessment, the report may not be published if it does not meet minimum quality standards.

All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IES website: <https://www.unodc.org/unodc/en/evaluation/guidelines-and-templates.html>

VI. TIME FRAME AND DELIVERABLES

Evaluation stage	Start date ²⁹ (dd/mm/yy)	End date (dd/mm/yy)	Subsumed tasks, roles	Guidance / Process description
Finalisation ToR (2-4 weeks)	12/10/2023	05/01/2024	Initiate the evaluation in Unite Evaluation and upload ToRs; finalise draft ToR based on IES feedback; IES shares final draft with CLPs; PM to finalise ToR based on CLPs feedback.	Includes 1 week review by IES and 1 week review by CLPs; multiple revisions by PM based on IES and CLPs feedback; final clearance by IES; in parallel, outreach by PM to qualified evaluators (consultation with IES on potential candidates)
Recruitment (3-4 weeks)	08/01/2024	02/02/2024	Consult with IES on potential evaluators; PM manages full recruitment process ³⁰	Review and clearance of evaluators by IES before recruitment can be initiated by PM. Note: please follow the usual process for recruiting international/national consultants.
Inception Report, incl. desk review (2 weeks)	05/02/2024	23/02/2024	Kick-off meeting with PM and evaluators; desk review by evaluators, followed by draft Inception Report; Review by IES; clearance of revised Final	Includes 1 week review and clearance by IES; IES may participate in the kick-off meeting

²⁹ Required preparations before the start: completed ToR; 1 week review of ToR by the Core Learning Partners; finalised ToR based upon comments received; clearance by IES; assessment of qualified evaluation team candidates; clearance by IES; recruitment (Vienna HR for international consultants requiring a minimum of 2 weeks; UNDP for national consultants which may take up to several weeks); desk review materials compiled.

³⁰ Please follow the official recruitment process for international, regional, or national consultants at UNODC.

Evaluation stage	Start date ²⁹ (dd/mm/yy)	End date (dd/mm/yy)	Subsumed tasks, roles	Guidance / Process description
			Inception Report by IES	
Data collection (incl. field missions) (3-4 weeks) ³¹	26/02/2024	05/04/2024	Field missions; observation; interviews; etc. by evaluators	Coordination of data collection dates and logistics by PM.
Analysis and draft report (3-4 weeks)	08/04/2024	03/05/2024	Data analysis and drafting of report by evaluators	Includes 1 week review by IES, followed by 1 week review by PM
	06/05/2024	24/05/2024	Review by IES; review by PM; revision of draft report by evaluators	
Draft report for CLP comments (1 week)	27/05/2024	31/05/2024	CLPs review and provide comments to IES	CLP comments are compiled and shared by IES with evaluators
Final report, evaluation brief, PowerPoint slides, and External Quality Assessment (1-2 weeks)	03/06/2024	21/06/2024	Revision by evaluators; Evaluation report, 2-page Evaluation Brief and PowerPoint slides are finalised by evaluators based upon feedback by IES and PM; external quality assessment of report; completion of MR and EFP by PM	Includes 1 week review and clearance by IES of Final Report and Brief and 1 week review by PM of Brief and PowerPoint slides; 1 week for external quality assessment facilitated by IES
Presentation (1 day)	24/06/2024	28/06/2024	Presentation organised by PM.	Date of presentation of final results to be agreed between PM and evaluators; IES to be invited.

The UNODC Independent Evaluation Section may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation process.

³¹ Data collection is currently likely to take longer than usual due to competing priorities of stakeholders and beneficiaries due to COVID-19. Data collection phase may imply on-line interviews, surveys etc instead of travel/face-to-face interviews.

VII. EVALUATION TEAM COMPOSITION

Role	Number of consultants ³² (national/international)	Specific expertise required ³³
Evaluation Expert	1 (international/national consultant)	Evaluation methodology
Substantive Expert	1 (international/national consultant)	Counter Terrorism/Prevention of Violent Extremism or related fields

Furthermore, the evaluation team shall respect and follow the UNEG Ethical Guidelines for conducting evaluations in a sensitive and ethical manner. The qualifications and responsibilities for each evaluation team member are specified in the respective job descriptions attached to these Terms of Reference (Annex 1). The evaluation team will report exclusively to the Chief or Deputy Chief of the UNODC Independent Evaluation Section, who are the exclusive clearing entity for all evaluation deliverables and products.

The evaluation team will be issued consultancy contracts and paid in accordance with UNODC rules and regulations.

The payment will be made by deliverable and only once cleared by IES. Deliverables which do not meet UNODC and UNEG evaluation norms and standards will not be cleared by IES. IES is the sole entity to request payments to be released in relation to evaluation. Project/Programme Management must fulfil any such request within 5 working days to ensure the independence of this evaluation process. Non-compliance by Project/Programme Management may result in the decision to discontinue the evaluation by IES.

VIII. ROLES AND RESPONSIBILITIES IN THE EVALUATION PROCESS

Please ensure that the full evaluation process is managed through Unite Evaluations (evaluations.unodc.org)³⁴. All communication of preliminary, draft, or final evaluation results needs to be reviewed and cleared by IES before dissemination.

Evaluation stage	Project Manager	IES	Evaluation team
Overall	Provide management, administrative and logistical support to the evaluation process, as per IES's tools, guidance and templates, in line with UNODC Evaluation Policy, UNEG Norms and Standards, and DMSPC Guidelines for evaluation.	Ensure the independence, participation, and quality of the evaluation process, as per UNODC Evaluation Policy, UNEG Norms and Standards, and DMSPC Guidelines for evaluation –including the review and approval of all evaluation deliverables.	Submit deliverables on time and meeting quality standards, as per IES's tools, guidance and templates, in line with UNODC Evaluation Policy, UNEG Norms and Standards, and DMSPC Guidelines for evaluation.

³² Please note that an evaluation team needs to consist of at least 1 independent evaluator – the Evaluation Expert – and ideally one Substantive Expert.

³³ Please add the specific technical expertise needed (e.g. expertise in anti-corruption; counter terrorism; etc.) – please note that at least one evaluation team member needs to have expertise in human rights and gender equality.

³⁴ The Unite Evaluations user manual for Project Managers is available [here](#).

Evaluation stage	Project Manager	IES	Evaluation team
ToR	Draft, uploading to Unite evaluations and finalising	1 round of comments	
	Identify stakeholders and CLPs	Share ToR with CLPs for comments (1 week)	
	Compile the desk review material	Support the Project Manager in the identification of suitable evaluation team, when possible	
	Identify potential substantive evaluators and experts		
Recruitment	Propose evaluators and experts after consultation with IES	Review & clear proposed evaluation team before recruitment process starts	Submit all required documentation for the selection and recruitment process
	Administrative process and recruitment (in line with organisational rules and regulations for consultants)		
	Finalise the compilation of the desk review material		
Inception Report	Engage with the evaluation team and provide all required information, documents, stakeholder lists, schedule kick-off meeting etc.	Attend kick-off meeting as necessary, and provide relevant templates and guidance, review draft Inception Report in line with UNODC and UNEG norms and standards	Participate in kick-off meeting Draft Inception Report in line with UNODC templates and guidelines ³⁵
	Release payment once requested by IES	Clear Final Inception Report before any data collection can start	Provide Final Inception Report
Data collection and analysis	All logistical arrangements for the evaluators (including travel arrangements, set-up of interviews as requested, note verbales, etc.).	Provide guidance on the evaluation process to the evaluation team and/or the project team, as needed.	Conduct an independent, participatory and high-quality data collection.
	Timely travel arrangements, payments of DSAs, etc.		Implement the methods and tools developed in the Inception Report.
	Participate in de-briefings, as necessary		Engage with Project Management to request further information and assistance as required. Conduct de-briefings to PM, as necessary
	Provide further data, documents, stakeholders, etc. as requested by the evaluation team.		Conduct a thorough analysis to ensure triangulation of evidence.

³⁵ <https://www.unodc.org/unodc/en/evaluation/normative-tools.html>

Evaluation stage	Project Manager	IES	Evaluation team
Draft report	Provide further information to evaluators as requested		Provide a high-quality draft report, in line with UNODC and UNEG N&S
	1 review of the draft report for factual errors, once cleared by IES	Review of the draft report	Incorporate comments of IES and consider those of PM
	Release payment, once cleared by IES	Initial clearance or rejection of draft report	
		Share draft report with CLPs (1 week)	Incorporate comments of CLPs.
Final report, Brief and Presentation	Complete Management Response and Evaluation Follow-up Plan	Facilitation of external quality assessment of the report.	Based on the external assessment, finalise the report, 2-page Evaluation Brief and PowerPoint slides.
	Review the 2-page Evaluation Brief and PowerPoint slides and organize an MS Teams presentation of the results to internal and external stakeholders	Final review by IES and either 1) clearance for publication or 2) non-clearance for publication if it does not meet UNODC & UNEG norms and standards IES to attend final presentation as necessary	Present the results as agreed with Project Management and as cleared by IES within 4 weeks of approval of the final evaluation report.
	Release all outstanding payments, as requested by IES	Clear all deliverables for payment, once they meet UNEG Norms and Standards and UNODC evaluation policy, templates and guidelines.	
	In case the report is not cleared by IES, use it exclusively for internal reporting (NOT for dissemination)		
Follow-up	Yearly update on the implementation of recommendations.	Report on the implementation of recommendations to Member States and the Executive Director on an annual basis.	

ANNEX II: EVALUATION MATRIX

Evaluation Question	Indicators/sub-questions	Data collection methods and triangulation	Sources of information
EQ1. To what extent did the project respond to existing needs and priorities? <i>(relevance)</i>	<i>Design alignment</i>		
	<p>Was the project design congruent with relevant global frameworks and programs?</p> <p>How were stakeholder needs assessed and integrated into the project planning? Was the project design underpinned by a thorough identification of priorities and needs at different levels?</p> <p>What were the main threats in the area at the time of project inception? How has the context evolved?</p> <p>Was the context in the targeted countries conducive to achieve the expected goals? What are the main objectives of the SADC, AU-CAERT and SADC national government institutions (including those from Mozambique)?</p> <p>Was the project design congruent with relevant national policies and strategies in the targeted countries? What gaps have been identified in the policy and legislative frameworks of SADC Member States to address terrorism with respect for human rights and the rule of law?</p> <p>What evidence is there that the project objectives align with the strategic interests and priorities of the stakeholders? What is the level of stakeholder satisfaction with the project's outcomes?</p>	<p>Document/literature review</p> <p>Semi-structured remote interviews</p>	<p>Project document; Progress and mission reports; Minutes of stakeholder meetings and records of stakeholder feedback</p> <p>Donor; UNODC HQ; UNODC field offices; implementing partners; UN Agencies; Beneficiaries Government officials at all levels; Local community representatives</p>
	<i>Theory of Change</i>		
	<p>Was the project aligned with UNODC Strategy and the mandate and experience?</p> <p>Were the lessons learned from previous projects/phases considered in the project design?</p> <p>Was the selection of countries justified in terms of the overall strategy?</p> <p>How plausible was the theory of change underpinning the project? Did the project design establish clear and plausible causal linkages among activities, outputs, outcomes and objectives? Were the inter-linkages among the planned outcomes and with the overall objective clearly articulated? Did all stakeholders have the same expectations for the project?</p> <p>Did the project establish a plausible contribution of its outputs, outcomes and objectives to the mandates of involved entities?</p>	<p>Document/literature review</p> <p>Semi-structured remote interviews</p>	<p>Project document; Progress and mission reports; Minutes of stakeholder meetings and records of stakeholder feedback</p> <p>UNODC HQ; UNODC field offices; implementing partners</p>

Evaluation Question	Indicators/sub-questions	Data collection methods and triangulation	Sources of information
	<i>Stakeholder Engagement</i>		
	<p>How well has the project aligned with the needs and priorities of the stakeholders?</p> <p>Depth of stakeholder contributions to project planning, satisfaction and feedback from stakeholders.</p> <p>What's the appreciation of both facilitators and recipients of the trainings and capacity development initiatives on their relevance?</p>	<p>Document/literature review</p> <p>Semi-structured remote interviews</p> <p>Online survey</p>	<p>Progress and mission reports;</p> <p>Minutes of stakeholder meetings and records of stakeholder feedback;</p> <p>Engagement strategy documents</p> <p>Government officials at all levels; Local community representatives</p>
EQ2. To what extent has the project delivered outputs in a timely and efficient manner? <i>(efficiency)</i>	<i>Quality and Timeliness of Deliverables</i>		
	<p>How timely were the project deliverables compared to the planned schedule?</p> <p>What factors influenced the project's ability to meet its timelines? Project management efficacy and reasons for delays.</p> <p>Did any delays in implementation undermine the project effectiveness? Stakeholder opinions on the impact of timing on project effectiveness.</p>	<p>Document/literature review</p> <p>Semi-structured remote interviews</p>	<p>Project document;</p> <p>Progress and mission reports;</p> <p>Minutes of stakeholder meetings and records of stakeholder feedback</p> <p>UNODC HQ; UNODC field offices; implementing partners; Donor</p>
	<i>Resource Allocation and Utilization</i>		
	<p>How efficiently were resources allocated and used throughout the project? How has resource allocation been managed to ensure efficiency in the delivery of project outputs?</p> <p>Was the project's results framework (including the indicators) useful as a management tool? (e.g. implementation of a consistent and resourced monitoring system)</p> <p>Were there any notable discrepancies in resource usage that affected project outcomes? Percentage of budget spent as planned.</p> <p>What is the relationship between input costs and delivered outputs/outcomes? Efficiency of resource use, stakeholder perceptions of resource adequacy.</p>	<p>Document/literature review</p> <p>Semi-structured remote interviews</p>	<p>Project document;</p> <p>Progress and mission reports;</p> <p>Minutes of stakeholder meetings and records of stakeholder feedback;</p> <p>Financial reports</p> <p>UNODC HQ; UNODC field offices;</p>

Evaluation Question	Indicators/sub-questions	Data collection methods and triangulation	Sources of information
			implementing partners; Donor
<i>Complementarity and Synergies</i>			
	<p>Did the project use cost-effective tools and processes? (e.g., role of the executing and partner entities, use of national trainers, cooperation between HQ and field offices, etc.)</p> <p>To what extent were existing resources leveraged through the collaboration with AU-ACSRT and SADC-RCTC?</p> <p>Did the coordination and decision-making mechanisms put in place function correctly? Was there an effective communication with strategic stakeholders?</p> <p>Is there evidence of synergies with other initiatives implemented in the same countries or region by the executing partner or other entities? (e.g., examples of cooperation with other UN agencies, CSOs, private sector, academia, etc.)</p>	<p>Document/literature review</p> <p>Semi-structured remote interviews</p>	<p>Project document; Progress and mission reports; Minutes of stakeholder meetings and records of stakeholder feedback; Financial reports</p> <p>Donor; UNODC HQ; UNODC field offices; implementing partners; UN Agencies</p>
EQ3. To what extent has the project contributed to strengthen the capacity of the recipient countries in CT and PVE matters? <i>(effectiveness)</i>	<p><i>Outcome 1 – Strengthened policy and legislative framework to address terrorism with respect for human rights and the rule of law</i></p> <p>Were baseline data established at the inception phase? Were the targets formulated in such a way that the indicators can be used for measuring project performance?</p> <p>What have been the main changes in the policy and legislative frameworks of SADC Member States to address terrorism?</p> <p>What plausible linkages can be established with the project and its activities? Number of policies influenced and legislative changes enacted.</p> <p>What was the rationale to select the participants in the activities? Nuanced analysis of the distribution of participants across various dimensions, such as geographical representation, gender participation, and the specific types of participants involved (e.g., law enforcement officers, community leaders or policymakers).</p> <p>What factors facilitated or hindered the achievement of results?</p>	<p>Document/literature review</p> <p>Semi-structured remote interviews</p> <p>Online survey</p>	<p>Project document; Progress and mission reports; Minutes of stakeholder meetings and records of stakeholder feedback; Policy documents; Legislative amendments; Briefings to legislative bodies</p> <p>UNODC HQ; UNODC field offices; implementing partners; UN Agencies; Policymakers, legislative advisors, advocacy groups involved in CT and PVE, and</p>

Evaluation Question	Indicators/sub-questions	Data collection methods and triangulation	Sources of information
			training participants
<i>Outcome 2 – Strengthened capacity to effectively investigate, prosecute and adjudicate terrorism cases</i>			
	<p>Were baseline data established at the inception phase? Were the targets formulated in such a way that the indicators can be used for measuring project performance?</p> <p>What concrete evidence exist of improvements in the capabilities of law enforcement agencies to effectively investigate, prosecute and adjudicate terrorism cases in SADC Member States?</p> <p>What plausible linkages can be established with the project and its activities? Number of training sessions, list of trained personnel, nuanced analysis of the distribution of participants across various dimensions, quality of post-training evaluations.</p> <p>To what extent were the three dimensions of capacity development (i.e., individual, organizational, and inter-organizational / enabling environment) considered in the project design and during implementation?</p> <p>What evidence is there of practical application of the training received? Testimonials from trainees on the applicability of learned skills</p> <p>What factors facilitated or hindered the achievement of results?</p>	<p>Document/literature review</p> <p>Semi-structured remote interviews</p> <p>Online survey</p>	<p>Project document; Progress and mission reports; Minutes of stakeholder meetings and records of stakeholder feedback; Training feedback reports, assessment of skill application in the field</p> <p>UNODC HQ; UNODC field offices; implementing partners; UN Agencies; Local law enforcement agencies, government security officials, and training participants</p>
<i>Outcome 3 – Enhanced international cooperation among SADC countries regarding criminal justice measures against terrorism and violent extremism</i>			
	<p>Were baseline data established at the inception phase? Were the targets formulated in such a way that the indicators can be used for measuring project performance?</p> <p>What processes/mechanisms has the project facilitated/supported to strengthen regional cooperation and collaboration?</p> <p>What are the key outcomes of increased regional cooperation as observed during the project? Concrete examples provided by stakeholders on improvements in the cooperation among SADC countries regarding criminal justice measures against terrorism and violent extremism (e.g., Inter-agency meetings, cooperative agreements signed, collaborative projects initiated, etc.)</p>	<p>Document/literature review</p> <p>Semi-structured remote interviews</p> <p>Online survey</p>	<p>Project document; Progress and mission reports; Minutes of stakeholder meetings and records of stakeholder feedback; Training feedback reports, assessment of skill application in the field; Agreements on regional cooperation,</p>

Evaluation Question	Indicators/sub-questions	Data collection methods and triangulation	Sources of information
	<p>What plausible linkages can be established with the project and its activities?</p> <p>What factors facilitated or hindered the achievement of results?</p>		<p>reports on joint operations or initiatives</p> <p>UNODC HQ; UNODC field offices; implementing partners; UN Agencies; Local law enforcement agencies, government security officials, and training participants; Representatives from regional organizations</p>
<p><i>Outcome 4 – Strengthened national capacity and improved awareness of government and local actors, including relevant women and youth-led civil society organizations in Mozambique to prevent violent extremism, terrorism and possible links with drug trafficking and drug use</i></p>			
	<p>Were baseline data established at the inception phase? Were the targets formulated in such a way that the indicators can be used for measuring project performance?</p> <p>What concrete evidence exist of increased awareness (among governments and other local actors) on PVE, CT and possible links with drug trafficking/use?</p> <p>What plausible linkages can be established with the project and its activities? Number of awareness raising events, list of participants, nuanced analysis of the distribution of participants across various dimensions, quality of post-session evaluations.</p> <p>What specific activities were implemented targeting women and civil society organizations? Were these groups actively engaged?</p> <p>What factors facilitated or hindered the achievement of results?</p>	<p>Document/literature review</p> <p>Semi-structured remote interviews</p> <p>Online survey</p>	<p>Project document; Progress and mission reports; Minutes of stakeholder meetings and records of stakeholder feedback; Training feedback reports</p> <p>UNODC HQ; UNODC field offices; implementing partners; UN Agencies; Local law enforcement agencies, government security officials, community leaders, NGOs involved in PVE, and training participants</p>

Evaluation Question	Indicators/sub-questions	Data collection methods and triangulation	Sources of information
<p>EQ4. To what extent has the project contributed to prevent the spread of terrorism and violent extremism and bring terrorists to justice through human rights-compliant criminal justice measures? <i>(impact)</i></p>	<p><i>Prevention of Violent Extremism</i></p> <p>Were baseline data established at the inception phase? Were the targets formulated in such a way that the indicators can be used for measuring project performance?</p> <p>What are the long-term implications of changes for CT and PVE efforts? Assessment of skill application in the field.</p> <p>What was the nature of the increase in institutional capacity in SADC countries to prevent and respond to terrorism or to prosecute terrorists? What concrete efforts were made to enhance the capacity to bring terrorists to justice?</p> <p>Do stakeholders consider that there has been an increase in successful CT operations? Are they able to provide concrete examples?</p> <p>What measurable impact has the project had on reducing violent extremism in the target areas? Number of PVE initiatives, reduction in recruitment by extremist groups.</p> <p>How have community attitudes towards extremism changed as a result of the project? Community engagement statistics, community perceptions of PVE effectiveness, changes in community norms and attitudes towards violence and extremism.</p> <p>To what extent did the collaboration with AU-ACSRT and SADC-RCTC bolstered the project's impact by integrating regional expertise and enhancing capacity development efforts?</p>	<p>Document/literature review</p> <p>Semi-structured remote interviews</p> <p>Online survey</p>	<p>Project document; Progress and mission reports; Minutes of stakeholder meetings and records of stakeholder feedback</p> <p>UNODC HQ; UNODC field offices; implementing partners; UN Agencies; Local law enforcement agencies, government security officials, and training participants; Representatives from regional organizations</p>
	<p><i>Unintended Consequences</i></p> <p>What unintended consequences, both positive and negative, were identified? What unexpected results have arisen from the project (e.g., Monitoring Team)? Have any incidents of negative outcomes been reported?</p> <p>How have these consequences affected the overall impact and perception of the project? Community narratives on unintended effects, both positive and negative.</p> <p>Is there evidence of synergies between the project and other UNDOC areas of work? (e.g. use of the project's products, development of training resources, implementation of capacity development activities, etc.)</p> <p>Has UNODC through the project brought together global expertise, including representatives of international organizations and government</p>	<p>Document/literature review</p> <p>Semi-structured remote interviews</p> <p>Online survey</p>	<p>Project document; Progress and mission reports; Minutes of stakeholder meetings and records of stakeholder feedback</p> <p>UNODC HQ; UNODC field offices; implementing partners; UN Agencies; Local law enforcement</p>

Evaluation Question	Indicators/sub-questions	Data collection methods and triangulation	Sources of information
	<p>agencies? Are there linkages with other major trends/initiatives?</p> <p>Did the project contribute to the One UN, UNDAF, and other UN system-wide coordination mechanisms? Is there evidence of the project contribution to the SDGs?</p>		<p>agencies, government security officials, and training participants; Representatives from regional organizations</p>
<p>EQ5. To what extent are the benefits of the projects likely to continue after it ends? <i>(sustainability)</i></p>	<i>Sustainability of Training Programs</i>		
	<p>How sustainable are the training programs without continued external support? Number of follow-up trainings conducted.</p> <p>What measures are in place to ensure the continued application of training and skills development after project completion? Long-term adoption of practices by trainees, institutional commitment to continue training.</p> <p>Has the project contributed to strengthen the human resource base? To what extent are the acquired knowledge and skills applied by key stakeholders? Is there evidence of continued use by the beneficiaries of the developed manuals and guidelines on topics such as telephone interceptions and handling CT processes? (enduring impact of the knowledge generated through training and mentoring)</p>	<p>Document/literature review</p> <p>Semi-structured remote interviews</p> <p>Online survey</p>	<p>Project document; Progress and mission reports; Minutes of stakeholder meetings and records of stakeholder feedback</p> <p>UNODC HQ; UNODC field offices; implementing partners; UN Agencies; Local law enforcement agencies, government security officials, and training participants; Representatives from regional organizations</p>
<i>Exit strategy – Ownership</i>			

Evaluation Question	Indicators/sub-questions	Data collection methods and triangulation	Sources of information
	<p>To what extent did the project incorporate institutional sustainability from its formulation? Was long-term sustainability integrated in its design, implementation modalities and activities?</p> <p>Did the project elaborate and implement an exit strategy? Did the project develop national capacities or structures to support sustainability?</p> <p>Did the project fostered ownership throughout implementation to sustain its benefits beyond its completion? Is there evidence of country willingness to commit and take ownership of the project?</p> <p>Was the project successful at engaging key stakeholders to ensure ownership of national and regional institutions enhancing the feasibility of sustained outcomes?</p> <p>Did the project seek to create institutionalized mechanisms led by national entities? Were institutional focal points nominated to coordinate the project efforts?</p> <p>Is there evidence of any attempts to coordinate with existing training institutions at both national and regional levels?</p> <p>What factors have hindered or facilitated ownership?</p> <p>Did the project enable beneficiaries to identifying needs related to UNODC mandate areas? (e.g. drugs, crime, corruption, etc.) To what extent is further support by UNODC to the recipient countries expected to be necessary, and in what areas? What role should UNODC play to leverage the project's outcomes for future initiatives?</p>	<p>Document/literature review</p> <p>Semi-structured remote interviews</p> <p>Online survey</p>	<p>Project document; Progress and mission reports; Minutes of stakeholder meetings and records of stakeholder feedback</p> <p>UNODC HQ; UNODC field offices; implementing partners; UN Agencies; Local law enforcement agencies, government security officials, and training participants; Representatives from regional organizations</p>
<p>EQ6. To what extent has the project design and implementation fully considered human rights, gender equality as well as marginalized groups? <i>(leaving no one behind)</i></p>	<p><i>Integration of Gender and Human Rights</i></p> <p>Were relevant human rights issues and specific vulnerable groups' needs identified during project inception and reflected in its design? (e.g. identification of risks)</p> <p>What specific measures were taken to ensure inclusivity and respect for human rights throughout the project lifecycle? Evidence of integrating a human rights focus into training activities.</p> <p>What are the major achievements and shortcomings identified by stakeholders in addressing human rights issues and vulnerable group needs? What has been</p>	<p>Document/literature review</p> <p>Semi-structured remote interviews</p> <p>Online survey</p>	<p>Project document; Progress and mission reports; Minutes of stakeholder meetings and records of stakeholder feedback</p>

Evaluation Question	Indicators/sub-questions	Data collection methods and triangulation	Sources of information
	<p>the effect of this integration or lack of on project acceptance and effectiveness? Evidence of the use of related knowledge and skills by investigators dealing with cases involving terrorism and criminal justice training institutions.</p> <p>Was the project design informed by a gender analysis? Is there evidence of specific efforts to integrate gender equality measures throughout implementation? Did the project systematically collect sex-disaggregated and gender-sensitive data?</p> <p>Did the project implement concrete actions to ensure equal participation in the activities? Level of women participation in the events (quantity and quality). Testimonials on gender considerations.</p> <p>Has the project identified the specific needs of vulnerable groups (e.g., persons with disability, LGBTQ+, etc.)? Is there evidence of specific efforts to integrate the principle of 'leaving no one behind' throughout implementation? Perceived fairness and inclusivity of the project.</p> <p>What factors have hindered or facilitated addressing human rights issues and vulnerable group needs?</p>		<p>UNODC HQ; UNODC field offices; implementing partners; UN Agencies; Local law enforcement agencies, government security officials, and training participants; Representatives from regional organizations</p>

ANNEX III: EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

SEMI-STRUCTURED INTERVIEW GUIDES BY STAKEHOLDER GROUP

The Independent Evaluation Section of United Nations Office on Drugs and Crime (UNODC) is in the process of conducting a Final Independent Project Evaluation of UNODC's "Joint UNODC-AU-SADC Project on Further Supporting Southern African Development Community (SADC) Countries to Prevent Violent Extremism and Counter Emerging Terrorism Threats Through Strengthened Criminal Justice Responses" Project, a segment of the UNODC Global Programme on Preventing and Countering Terrorism. The evaluation is undertaken in line with UNODC and UNEG norms and standards for evaluation.

The purpose of the evaluation is to measure the project results in terms of delivered objectives, outcomes and outputs as well as to identify key lessons, good practices and areas for improvement that could inform the design and management of future projects in this area.

The evaluation is carried out by a team of external independent evaluators, consisting of an Evaluation Expert (Mr. Raul Guerrero) and a Substantive Expert (Mr. Kwesi Aning).

Confidentiality and informed consent: This interview is confidential, with all information received being aggregated and anonymised. No individual will be quoted nor will the organization they represent be identified. The data collected will only be used for evaluation purposes. Your participation in the interview is voluntary and you may withdraw from it at any moment.

INTERVIEW QUESTIONS FOR PROJECT / UNODC STAFF:

Design – External coherence

1. Was the project design congruent with relevant global frameworks and programs?
2. What were the main threats in the area at the time of project inception? How has the context evolved?
3. Was the project design congruent with relevant national policies and strategies in the targeted countries? What gaps have been identified in the policy and legislative frameworks of SADC Member States to address terrorism with respect for human rights and the rule of law?

Design – Internal coherence

4. Were the lessons learned from previous projects/phases considered in the project design?
5. Was the selection of countries justified in terms of the overall strategy?
6. Did the project design establish clear and plausible causal linkages among activities, outputs, outcomes and objectives?

Stakeholder Engagement

7. To what extent were stakeholders engaged during project planning? (e.g., identification of needs and priorities).

Quality and Timeliness of Deliverables

8. What factors influenced the project's ability to meet its timelines? (e.g., reasons for delays, risk mitigation measures implemented, etc.)
9. Did any delays in implementation undermine the project effectiveness?

Resource Allocation and Utilization

10. How has resource allocation been managed to ensure efficiency in the delivery of project outputs?
11. Was the project's results framework (including the indicators) useful as a management tool? (e.g. implementation of a consistent and resourced monitoring system)
12. Were there any notable discrepancies in resource usage that affected project outcomes?

Complementarity and Synergies

13. What was the role of the partner entities during implementation? Did the coordination and decision-making mechanisms put in place function correctly? Was there an effective communication with strategic stakeholders?
14. How was the cooperation between HQ and field offices?
15. Did the project use national trainers? To what extent were existing resources leveraged through the collaboration with AU-ACSRT and SADC-RCTC?
16. Is there evidence of synergies with other initiatives?

Outcomes

17. Were baseline data established at the inception phase? Were the targets formulated in such a way that the indicators can be used for measuring project performance?
18. What have been the main changes in the policy and legislative frameworks of SADC Member States to address terrorism?
19. What concrete evidence exist of improvements in the capabilities of law enforcement agencies to effectively investigate, prosecute and adjudicate terrorism cases in SADC Member States?
20. What processes/mechanisms has the project facilitated/supported to strengthen regional cooperation and collaboration? What are the key outcomes of increased regional cooperation as observed during the project?
21. What concrete evidence exist of increased awareness (among governments and other local actors) on PVE, CT and possible links with drug trafficking/use?
22. What plausible linkages can be established with the project and its activities? What was the rationale to select the participants in the activities?
23. What factors facilitated or hindered the achievement of results?

Prevention of Violent Extremism

24. What are the long-term implications of changes for CT and PVE efforts? What was the nature of the increase in institutional capacity to prevent and respond to terrorism or to prosecute terrorists in SADC countries?
25. What measurable impact has the project had on reducing violent extremism in the target areas? Do you consider that there has been an increase in successful CT operations? Are you able to provide concrete examples?
26. How have community attitudes towards extremism changed as a result of the project?
27. To what extent did the collaboration with AU-ACSRT and SADC-RCTC bolstered the project's impact by integrating regional expertise and enhancing capacity development efforts?

Unintended Consequences

28. What unintended consequences, both positive and negative, were identified? What unexpected results have arisen from the project (e.g., Monitoring Team)? Have any incidents of negative outcomes been reported?
29. Is there evidence of synergies between the project and other UNDOC areas of work? (e.g. use of the project's products, development of training resources, implementation of capacity development activities, etc.)
30. Did the project contribute to the One UN, UNDAF, and other UN system-wide coordination mechanisms? Is there evidence of the project contribution to the SDGs?

Sustainability of Training Programs

31. How sustainable are the training programs without continued external support? What measures are in place to ensure the continued application of training and skills development after project completion?
32. Is there evidence of continued use by the beneficiaries of the developed manuals and guidelines on topics such as telephone interceptions and handling CT processes?

Exit strategy – Ownership

33. Did the project fostered ownership throughout implementation to sustain its benefits beyond its completion? To what extent did the project promoted institutional sustainability by developing national capacities or structures? Is there evidence of country willingness to commit and take ownership of the results?
34. What factors have hindered or facilitated ownership?
35. Did the project make any attempts to coordinate with existing training institutions at both national and regional levels?
36. In what areas is further support by UNODC necessary? What role should UNODC play to leverage the project's outcomes?

Gender and Human Rights

37. What specific measures were taken to ensure inclusivity and respect for human rights throughout the project lifecycle? What are the major achievements and shortcomings?
38. Were gender equality measures applied throughout implementation? What are the major achievements and shortcomings?
39. Has the project identified the specific needs of vulnerable groups (e.g., persons with disability, LGBTQ+, etc.)? Is there evidence of specific efforts to integrate the principle of 'leaving no one behind' throughout implementation? What are the major achievements and shortcomings?

INTERVIEW QUESTIONS FOR GOVERNMENT REPRESENTATIVES / BENEFICIARIES:

Coherence

1. What were the main threats in the area at the time of project inception? How has the context evolved?
2. What are the main objectives of your institution?
3. Was the project design congruent with relevant national policies and strategies? What gaps have been identified in the policy and legislative framework to address terrorism with respect for human rights and the rule of law?
4. What were your expectations for the project? Were the inter-linkages among the planned outcomes and with the overall objective clearly articulated?

Stakeholder Engagement

5. Was your institution engaged during project formulation? What was your contribution?
6. How relevant were the trainings and capacity development initiatives delivered by the project in relation to your needs and priorities?

Efficiency

7. Did any delays in implementation undermine the project effectiveness?
8. How efficiently were resources allocated and used throughout the project? Do you consider that the used resources were adequate?
9. What was the role played by your institution during implementation? Was there an effective communication with the project/UNODC? Were adequate coordination and decision-making mechanisms put in place?

10. Did the project use of national trainers? To what extent were existing resources leveraged through the collaboration with AU-ACSRT and SADC-RCTC?
11. Is there evidence of synergies with other initiatives implemented in your country or the region?

Effectiveness

12. What have been the main changes in the policy and legislative frameworks of SADC Member States to address terrorism? Please mention and concrete policies influenced or legislative changes enacted.
13. What concrete evidence exist of improvements in the capabilities of law enforcement agencies to effectively investigate, prosecute and adjudicate terrorism cases in SADC Member States?
14. What evidence is there of practical application of the training received at both individual and organizational level?
15. What processes/mechanisms has the project facilitated/supported to strengthen regional cooperation and collaboration among SADC countries regarding criminal justice measures against terrorism and violent extremism? What are the key outcomes of increased regional cooperation as observed during the project? Please mention concrete examples (e.g., inter-agency meetings, cooperative agreements signed, collaborative projects initiated, etc.)
16. What concrete evidence exist of increased awareness (among governments and other local actors) on PVE, CT and possible links with drug trafficking/use?
17. What plausible linkages can be established with the project and its activities? What was the rationale to select the participants in the activities?
18. What specific activities were implemented targeting women and civil society organizations? Were these groups actively engaged?
19. What factors facilitated or hindered the achievement of results?

Impact

20. What are the long-term implications of changes for CT and PVE efforts? How do you or your institution used the new skills?
21. What was the nature of the increase in institutional capacity to prevent and respond to terrorism or to prosecute terrorists in your country and SADC region? What concrete efforts made to enhance the capacity to bring terrorists to justice in your country and the region?
22. Do you consider that there has been an increase in successful CT operations? Are you able to provide concrete examples?
23. How have community attitudes towards extremism changed as a result of the project?
24. What measurable impact has the project had on reducing violent extremism in the target areas? (e.g., reduction in recruitment by extremist groups).
25. To what extent did the collaboration with AU-ACSRT and SADC-RCTC bolstered the project's impact by integrating regional expertise and enhancing capacity development efforts?
26. What unintended consequences, both positive and negative, were identified? What unexpected results have arisen from the project (e.g., Monitoring Team)? Have any incidents of negative outcomes been reported? How have these consequences affected the overall impact and perception of the project?

Sustainability

27. Did the project foster ownership throughout implementation? Was the project successful at engaging key stakeholders to ensure ownership of national and regional institutions? Did the project seek to create institutionalized mechanisms led by national entities? Were institutional focal points nominated to coordinate the project efforts? What factors have hindered or facilitated ownership?
28. Did the project make any attempts to coordinate with existing training institutions at both national and regional levels?
29. What measures have your country/institution put in place to ensure the continued application of knowledge, skills manuals and guidelines on topics such as telephone interceptions and handling CT processes? Would your country/institution be able to organize similar training programs without continued external support? Please provide concrete examples that demonstrate the institutional commitment to continue training.

30. In what areas is further support by UNODC necessary? What role should UNODC play to leverage the project's outcomes?

Gender and Human Rights

31. What specific measures were taken to ensure inclusivity and respect for human rights throughout the project lifecycle? Was a human rights focus integrated into training activities? To what extent are any related knowledge and skills used by investigators dealing with cases involving terrorism and criminal justice institutions? What are the major achievements and shortcomings?
32. Were gender equality measures applied throughout implementation? What was the level of women participation in the events (quantity and quality)? What are the major achievements and shortcomings?
33. Has the project identified the specific needs of vulnerable groups (e.g., persons with disability, LGBTQ+, etc.)? Is there evidence of specific efforts to integrate the principle of 'leaving no one behind' throughout implementation? What are the major achievements and shortcomings?

INTERVIEW QUESTIONS FOR DONORS:

Relevance

1. What were the main threats in the area at the time of project inception? How has the context evolved?
2. Was the project design congruent with relevant frameworks and programs?

Quality and Timeliness of Deliverables

3. How timely were the project deliverables compared to the planned schedule?
4. What factors influenced the project's ability to meet its timelines? Project management efficacy and reasons for delays.
5. Did any delays in implementation undermine the project effectiveness?

Resource Allocation and Utilization

6. How efficiently were resources allocated and used throughout the project? How has resource allocation been managed to ensure efficiency in the delivery of project outputs?
7. Was the project's results framework (including the indicators) useful as a management tool? (e.g. implementation of a consistent and resourced monitoring system)
8. Were there any notable discrepancies in resource usage that affected project outcomes? Percentage of budget spent as planned.
9. What is the relationship between input costs and delivered outputs/outcomes?

Complementarity and Synergies

10. Did the project use cost-effective tools and processes? (e.g., role of the executing and partner entities, use of national trainers, cooperation between HQ and field offices, etc.)
11. To what extent were existing resources leveraged through the collaboration with AU-ACSRT and SADC-RCTC?
12. Did the coordination and decision-making mechanisms put in place function correctly? Was there an effective communication with strategic stakeholders?
13. Is there evidence of synergies with other initiatives implemented in the same countries or region by the executing partner or other entities? (e.g., examples of cooperation with other UN agencies, CSOs, private sector, academia, etc.)

ONLINE SURVEY/QUESTIONNAIRE

The Independent Evaluation Section of United Nations Office on Drugs and Crime (UNODC) is in the process of conducting a Final Independent Project Evaluation of UNODC's "Joint UNODC-AU-SADC Project on Further Supporting Southern African Development Community (SADC) Countries to Prevent Violent Extremism and Counter Emerging Terrorism Threats Through Strengthened Criminal Justice Responses" Project, a segment of the UNODC Global Programme on Preventing and Countering Terrorism. The evaluation is undertaken in line with UNODC and UNEG norms and standards for evaluation.

The purpose of the evaluation is to measure the project results in terms of delivered objectives, outcomes and outputs as well as to identify key lessons, good practices and areas for improvement that could inform the design and management of future projects in this area.

The evaluation is carried out by a team of external independent evaluators, consisting of an Evaluation Expert (Mr. Raul Guerrero) and a Substantive Expert (Mr. Kwesi Aning).

Confidentiality and informed consent: This survey is confidential, with all information received being aggregated and anonymised. No individual will be quoted nor will the organization they represent be identified. The data collected will only be used for evaluation purposes. Your participation in the survey is voluntary and you may withdraw from it at any moment.

We would be very grateful if you could take 10 minutes to complete the questionnaire that can be found here:

<https://ee.kobotoolbox.org/>

It is important for the quality of our work that you respond in full and freely to the questions.

The survey will be open until Saturday 25 May 2024.

1) WHERE DO YOU WORK?*

- Law enforcement agency
- Other government institution
- Legislative institution
- SADC
- African Union
- Other regional organization
- UNODC
- Other UN entity
- Non-governmental organization
- Other-Write In (Required): _____ *

2) PLEASE CHOOSE YOUR WORK TITLE? (SELECT ALL THAT APPLY)*

- Senior management
- Project officer / programme coordinator
- Expert / researcher
- Other-Write In (Required): _____ *

3) IN WHICH COUNTRY DO YOU WORK? (PLEASE INDICATE THE MAIN SCOPE OF YOUR WORK)*

- Angola
- Botswana
- Democratic Republic of Congo
- Lesotho
- Madagascar
- Malawi
- Mauritius
- Mozambique
- Namibia
- Seychelles
- South Africa
- Swaziland
- United Republic of Tanzania
- Zambia
- Zimbabwe
- SADC region (or any sub-region)
- Global
- Other-Write In (Required): _____ *

4) WHAT IS YOUR SEX?*

- Male
- Female
- Non-binary
- I prefer not to say

5) TO WHAT EXTENT DO YOU CONSIDER THAT THE PROJECT WAS RELEVANT TO THE PRIORITIES OF YOUR COUNTRY OR REGION?*

- Very relevant
- Relevant
- Somewhat relevant
- Not relevant
- I do not have sufficient information

PLEASE SPECIFY WHY.

6) DO YOU CONSIDER THAT THE METHODOLOGICAL GUIDELINES AND TOOLS USED BY THE PROJECT WERE ADAPTED TO THE CONTEXT AND CAPACITIES IN YOUR COUNTRY OR REGION?*

- Yes
- No
- I do not have sufficient information

PLEASE SPECIFY WHY.

7) IN YOUR OPINION, WAS THERE A GOOD PARTICIPATION IN THE EVENTS ORGANIZED BY THE PROJECT IN TERMS OF RELEVANT PEOPLE AND INSTITUTIONS? (I.E. MAIN BENEFICIARIES OF THE TRAINING AND POTENTIAL AGENTS OF CHANGE)*

- Yes
- No
- I do not have sufficient information

PLEASE EXPLAIN YOUR ANSWER.

8) HAVE YOU (OR YOUR INSTITUTION) USED KNOWLEDGE, DATA, SKILLS OR FINDINGS FROM PROJECT DELIVERABLES/ACTIVITIES?*

- Yes
- No
- I do not have sufficient information

FOR WHAT PURPOSE? (E.G. IN ACTION PLANS, POLICY DOCUMENTS, TRAINING MATERIALS, OTHER RELEVANT DOCUMENTS, ETC.)

9) HAS THE PROJECT CONTRIBUTED TO STRENGTHEN THE POLICY AND LEGISLATIVE FRAMEWORKS TO ADDRESS TERRORISM?*

- Strongly agree
- Agree
- Disagree
- Strongly disagree
- I do not have sufficient information

PLEASE SPECIFY ANY SIGNIFICANT RESULT OR CHANGE WITHIN YOUR COUNTRY OR INSTITUTION.

10) HAS THE PROJECT CONTRIBUTED TO STRENGTHEN THE CAPACITY OF LAW ENFORCEMENT AGENCIES TO EFFECTIVELY INVESTIGATE, PROSECUTE AND ADJUDICATE TERRORISM CASES?*

- Strongly agree
- Agree
- Disagree
- Strongly disagree
- I do not have sufficient information

PLEASE SPECIFY ANY SIGNIFICANT RESULT OR CHANGE WITHIN YOUR COUNTRY OR INSTITUTION.

11) HAS THE PROJECT CONTRIBUTED TO STRENGTHEN REGIONAL COOPERATION AND COLLABORATION AMONG SADC COUNTRIES REGARDING CRIMINAL JUSTICE MEASURES AGAINST TERRORISM AND VIOLENT EXTREMISM?*

- Strongly agree
- Agree
- Disagree
- Strongly disagree
- I do not have sufficient information

PLEASE SPECIFY ANY SIGNIFICANT RESULT OR CHANGE WITHIN YOUR COUNTRY OR INSTITUTION.

12) HAS THE PROJECT CONTRIBUTED TO INCREASED AWARENESS AMONG GOVERNMENTS AND OTHER LOCAL ACTORS ON VIOLENT EXTREMISM PREVENTION, COUNTERTERRORISM AND POSSIBLE LINKS WITH DRUG TRAFFICKING/USE?*

- Strongly agree
- Agree
- Disagree
- Strongly disagree
- I do not have sufficient information

PLEASE SPECIFY ANY SIGNIFICANT RESULT OR CHANGE WITHIN YOUR COUNTRY OR INSTITUTION.

11) IN YOUR OPINION, HAS YOUR GOVERNMENT/INSTITUTION IMPLEMENTED/PLANNED/DISCUSSED FOLLOW-UP ACTIVITIES?*

Yes

No

I do not have sufficient information

WHICH ONES?

12) IN YOUR OPINION, WHAT OTHER ACTIVITIES COULD BE IMPLEMENTED? (E.G. REPLICATION, ETC.)

13) DO YOU HAVE ANY RECOMMENDATIONS FOR FUTURE PROJECTS? PLEASE ADD ANY OTHER ADDITIONAL COMMENTS YOU MAY HAVE.

ANNEX IV: DESK REVIEW LIST

UNODC DOCUMENTS

- Final version of the Evaluation TOR
- Project Document - Joint UNODC-AU-SADC Project on Further Supporting Southern African Development Community (SADC) Countries to Prevent Violent Extremism and Counter Emerging Terrorism Threats through Strengthened Criminal Justice Responses
- One Pager Project Description
- Annual Progress Reports: 2019, 2020, 2021, 2022
- Financial Reports: 2020, 2021
- Bi-annual Update 2023
- Final Report 2023
- Interim Financial Statements for the period 19 January 2022 to 30 June 2023
- Interim Financial Statements for the period 19 January 2022 to 31 December 2023
- Regional workshop – April 2022
- Mission Report 03/06/2022
- National Counter Terrorism Roundtable, Zambia, 27-30 September 2022 – 1 document
- Regional workshop on the role of the criminal justice system in preventing and countering terrorism and violent extremism, Lilongwe, Malawi, 26-29 April 2022 – 6 documents
- National training activity I for selected countries on the effective investigation, prosecution, and adjudication of terrorism offences, Maputo Mozambique, 12-15 April 2022 – 16 documents
- Roundtable, Maputo Mozambique, 13 March 2022 – 2 documents
- Concept Note: National Activities for Strengthening Malawi's Frameworks and Capacity to Counter Terrorism and Violent Extremism, Lilongwe, Malawi, 7-9 August 2023
- National Roundtable on Countering Terrorism and Violent Extremism Lilongwe, 25-27 July 2022 – 5 documents
- Atelier national de formation sur les infractions terroristes relatives à l'aviation civile, la collecte des données passagers, et la coopération judiciaire et policière internationale dans les affaires de terrorisme, 6-8 juin 2023, Kinshasa, République démocratique du Congo – 4 documents
- Concept Note for learning visit to Lisbon (Portugal) with SERNAP Mozambique, June 2023
- National Roundtable Countering Terrorism and Violent Extremism, Zambia, 27-28 June 2023
- Stakeholders Consultation on the Development of a Counter Terrorism and Violent Extremism National Strategy and Plan of Action, Malawi, 20-24 February 2023 – 2 documents
- Atelier national de formation sur les enquêtes et les poursuites d'actes de terrorisme, 14-15 March 2023, Kinshasa, République démocratique du Congo – 2 documents
- National Strategy and Plan of Action Drafting Workshop to Counter Terrorism and Violent Extremism, Lilongwe, Malawi, 8-10 November 2022 – 2 documents
- Eastern and Southern Africa Cross-Regional Workshop on Effective Approaches to Address Terrorism, Terrorism Financing, Foreign Terrorist Fighters and International Cooperation in Investigations, Dar-es-Salam, Tanzania, 10-12 October 2023 – 2 documents
- Agenda: National Roundtable – Countering Terrorism and Violent Extremism, Botswana, 19-20 September 2023
- Agenda: Launch of Republic of Malawi's National Counter Terrorism and Violent Extremism Strategy (2023-2028) and National Plan of Action Against Trafficking in Persons (2023-2028), Lilongwe, Malawi, 3 October 2023
- UNODC and the Sustainable Development Goals
- UNOV/UNODC's Strategy for Gender Equality and the Empowerment of Women (2018-2021)
- UNODC Strategy 2021-2025

- UNODC Independent Evaluation Unit: Evaluation-based analysis of good practices in UNODC's approach to capacity building
- UNODC evaluation guidelines, templates, handbook, policy
- Gender-Responsive Evaluations in the Work of UNODC (2018)

EXTERNAL DOCUMENTS

- National strategies on counter-terrorism – 5 documents
- UNEG: Integrating human rights and gender equality in evaluations
- UNEG Norms and Standards for Evaluation (2016)

ANNEX V: STAKEHOLDERS CONTACTED DURING THE EVALUATION

Number of stakeholders	Type of stakeholder (see note below)	Sex disaggregated data	Country(ies)
4	Beneficiaries	Male: 2 Female: 2	Madagascar, Malawi, Lesotho, South Africa
2	UNODC Field	Male: 2 Female: 0	Malawi, Mozambique
3	UNODC HQ	Male: 1 Female: 2	HQ
2	Implementing and other UN partners	Male: 1 Female: 1	SADC Region, USA
Total: 11		Male: 6 Female: 5	

Note: A stakeholder could be a Civil Society Organisation; Project/Programme implementer; Government recipient; Donor; Academia/Research institute; etc.

STAKEHOLDERS PARTICIPATING IN SURVEYS OR OTHER FORMS OF WRITTEN FEEDBACK:

Type of stakeholder	Number of responses	Sex disaggregated data
Beneficiaries	43	Male: 30 Female: 13

Note: there may be stakeholders interviewed and the same individuals may also have replied to surveys, which cannot be tracked to ensure confidentiality and anonymity. Therefore, these numbers cannot be combined.