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Global Programme on Strengthening the Legal Regime against Terrorism

GLOR35
Global

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This evaluation report was prepared by an evaluation team consisting of Peter G Allan, Director, Allan Consultancy Ltd and Kwesi Aning, Director, Faculty of Academic Affairs and Research (FAAR), Kofi Annan International Peacekeeping Training Centre, Accra, Ghana. The Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects. Please find the respective tools on the IEU web site:

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ABBREVIATIONS AND ACRONYMS

AML	Anti-money laundering
ATC-PMC	Anti-Terrorism Council-Program Management Centre
AUMM	ASEAN-UN Ministerial Meeting
BHC	British High Commission
BNTP	Indonesian National Counter-terrorism Agency
CSO	Civil Society Organisations
CT	Counter Terrorism
CTC	Counter-terrorism Committee
CTED	Counter-terrorism Executive Directorate
CTITF	Counter-terrorism Implementation Task-Force
DfID	Department for International Development
DPA	Department for Political Affairs
DPP	Department for Public Prosecutions
DTA	Department for Treaty Affairs
FIU	Financial Intelligence Unit
ECOWAS	Economic Community of West African States
EFCC	Economic and Financial Crimes Commission
FCR	Full Cost Recovery
FTF	Foreign Terrorist Fighters
EU	European Union
GIABA	ECOWAS Inter-action Task-force against Money Laundering
GLOR35	The Global Programme on Strengthening the Legal Regime against Terrorism
GP	Global Programme
IEU	Independent Evaluation Unit
IGAD	Inter-governmental Authority on Development
ISIS	Islamic State of Iraq and Syria
ILEA	International Law Enforcement Academy
IMF	International Monetary Fund
JCLEC	Jakarta Centre for Law Enforcement Cooperation
JCPLESS	Joint Committee of Prosecutors, Law Enforcement and Security Sector
KIC	Korean Institute of Criminology
MoJ	Ministry of Justice
ML	Money Laundering
MS	Member States
MSC	Most Significant Change
NIALS	Nigerian Institute for Advanced Legal Studies
NJI	Nigerian Judicial Institute
OSCE	Organisation for Security and Cooperation in Europe
RoL	Rule of Law
ROSEAP	Regional Office for South-East Asia and the Pacific
SALW	Small Arms and Light Weapons

SEARCCT	Southeast Asia Regional Centre for Counter-terrorism
SSS	State Security Service
SC	Security Council
TA	Technical Assistance
TPB	Terrorism Prevention Branch
UNGA	United Nations General Assembly
UNODC	United Nations Office on Drugs and Crime
WB	World Bank

PREFACE

By Mr. Michael Smith

Mike Smith is an Adjunct Professor in the Department of Policing, Intelligence and Counter-Terrorism at Macquarie University in New South Wales, Australia. Until July 2013, he was an Assistant Secretary-General of the United Nations in New York and Executive Director of the UN Counter-Terrorism Committee Executive Directorate, a position he assumed in November 2007.

Mr Smith served as Australian Permanent Representative to the UN at Geneva and Ambassador to the Conference on Disarmament between 2002 and May 2006. In 2004 he was Chair of the UN Commission on Human Rights.

Overseas, in addition to Geneva, Mr Smith has served as Australian Ambassador to Egypt and Sudan, Minister (Political) in the Australian Embassy, Washington and Ambassador to Algeria and Tunisia. Earlier in his career he had postings in Lebanon, Egypt and Syria.

In addition to his responsibilities at Macquarie University, Mike Smith pursues his continuing interest in international issues through his membership of the Board of Advisors of the International Centre for Counter-Terrorism (ICCT) in the Hague and of the Advisory Council of the Global Center on Cooperative Security (GCCS) in Washington DC.[1]

This is a timely and well-judged review of UNODC's GLOR35, a programme that, on the whole, has been a very successful exercise in strengthening Member State implementation of the principal international counter-terrorism instruments in the criminal justice field.

No matter how well directed or effective any such programme may be however, the truth is that over time circumstances change, the threat being addressed evolves, the capacities of member states develop, and therefore the focus of activities under the programme should be adjusted. Often management is unable to carry out such an adjustment as frequently as it should due to donor and recipient states priorities that tend to run in well-worn tracks; to institutional inertia including out-dated strategic priorities and general satisfaction with where things have been going; and to in-house attitudes, i.e a preference of staff to continue to do the same things they have been doing using the same methodologies. An external evaluation is able to side step these factors and, drawing on the views of a wide range of stakeholders and independent experts, carry out a thorough critical analysis of what the programme has been doing, what it has achieved, where it needs to re-focus its activities, and how it might strengthen its impact overall.

I believe this evaluation has managed to do just this. It concludes that the programme has been successful and productive to date but suggests a number of ways in which it could be made that much more responsive to the needs of Member States. These include through the identification of appropriate impact indicators so managers can better judge if their activities are as productive as

[1] Source: http://www.ohchr.org/EN/HRBodies/HRC/CoIEritrea/Pages/MikeSmith.aspx

intended; and through identifying ways to ensure that the improvements engendered by the programme activities at a national level are sustainable in the long-term.

If these and other recommendations are taken seriously and properly implemented by the management and staff of TPB, the senior management of UNODC, and Member States, there is no reason why GLOR 35 should not continue to make a major contribution to the UN's response to terrorism.

Finally, let me say that UNODC is uniquely suited to implementing this programme because no other agency in the UN system has responsibilities so squarely focused on the criminal justice sector, which is at the epicentre of national responses to this challenge. I fervently hope that donors will continue to provide funding for the activities described in this evaluation, and perhaps consider putting this funding on a more sustained and predictable basis, something that would greatly enhance TPB's capacity to plan and implement activities on a strategic and sustained basis.

UNODC started to work on terrorism prevention in 1997, in the context of the establishment of the United Nations Centre for International Crime Prevention in Vienna. From 1997 until 2002, the Centre's terrorism-related activities, implemented primarily by two professionals, focused mainly on the provision of substantive servicing to relevant intergovernmental bodies and the conduct of research and analysis. However, following the 2002 approval by the General Assembly of a strengthened United Nations Office on Drugs and Crime (UNODC) programme in counter-terrorism (CT), UNODC.

MANAGEMENT RESPONSE

The Management Team of the UNODC Terrorism Prevention Branch is grateful to the Evaluation Team for its efforts on evaluating the Global Programme on Strengthening the Legal Regime against Terrorism (GLOR35). We would like to acknowledge the support provided by the Independent Evaluation Unit (IEU), in particular Ms. Katharina Kayser, Chief IEU, Mr. Adan Ruiz Villalba, Evaluation Officer, IEU and Mr. Emanuel Lohninger, Team Assistant, IEU as well as the external consultants: Mr. Peter G. Allan, Director Allan Consultancy, Mr. Kwesi Aning, Director, Faculty of Academic and Research, Kofi Annan International Centre as well as Mr. Mike Smith, Adjunct Professor Department of Policing, Intelligence and Counter-Terrorism, Macquarie University for acting as external independent reviewer of the report.

The Management Team wishes also to thank the UNODC staff at Headquarters and in the Field for their active contribution in the evaluation exercise as well as the core learning partners and other stakeholders who participated in this exercise. The Management wishes further to acknowledge the cooperation with the evaluation team of the following Member States: Colombia, Morocco, Nigeria and the Philippines, in occasion of the team's field visits. The Management also wishes to acknowledge the TPB staff in the Office of the Chief and Sections involved in supporting the evaluation process.

The Evaluation Report highlights the role of the Terrorism Prevention Branch as the key UN provider, to Member States, of legal and capacity building assistance in the criminal justice field. The Report further recognizes the significant progress of the Branch, since 2002, in reaching out to an increased number of Member States and its continued efforts in specializing and adapting its assistance to the emerging needs of Member States. The report notes several positive achievements of the Branch throughout the years and encourages it to continue focusing on its core objectives, that is the promotion of ratification and implementation of the 19 legal international instruments against terrorism. The report also acknowledges the high quality of the specialized technical assistance tools developed by the Branch as well as its Counter-Terrorism Online Platform. It also acknowledges the excellent working relation with its key UN partners, including the Counter-Terrorism Committee Executive Directorate and the Counter-Terrorism Implementation Task Force.

The Management Team is grateful for the recommendations provided by the evaluators and do fully support most of those recommendations. The Management believes that there would be a need to adjust the focus of the first three recommendations to take into consideration already existing contexts. In this regard, we would ensure that their implementation is beneficial to TPB and partners.

The Management would like to focus on recommendation number one of the Evaluation, requesting TPB to assess current global counter-terrorism needs against its own global programme mandate and determine where and which technical assistance is most needed and how that technical assistance can best be delivered.

The Management recognizes the importance for TPB to base its technical assistance on thorough analysis of Member States' needs in the legal and criminal justice sphere. To a certain extent, TPB is carrying out such assessment at the stage of programme design. As a technical assistance provider, however, TPB does not have the capacity or the resources to carry out a comprehensive analysis of current global counter-terrorism needs. Furthermore, we do not believe that there is a need for such an analysis, because it is being already carried out by other UN bodies (as explained below). We believe, however, that the TPB's analysis for current/potential beneficiary regions and countries could and should further strengthened by enhancing such component in all phases of programme management, including programme design, monitoring and evaluation.

With regard to the existing context, the Management would like to provide additional information as follows. Comprehensive global assessments are already produced by another UN Counter-Terrorism Implementation Task Force's entity: the Counter-Terrorism Committee (CTC) and its Executive Directorate (CTED). CTED supports the Counter-Terrorism Committee of the Security Council with monitoring implementation of resolution 1373(2001) and 1624 (2005) by Member States, including with regard to aspects related to TPB's mandated areas. CTED maintains confidential Detailed Implementation Surveys for each Member State. Technical assistance gaps related to the functioning of the criminal justice system are shared with TPB, on a need to know basis. The surveys feed into the periodic report publicly issued by the CTC called Global survey of the implementation by Member States of Security Council resolution 1373 (2001). In addition, TPB staff regularly participates in the assessment missions of CTC to countries and covers the legal and criminal justice aspects of those assessment. It is charged with the preparation of the portion of the report for the CTC which includes concrete technical assistance recommendations. Such recommendations are referred back to TPB, once the report has been approved by CTC.

In this context, TPB does not need to duplicate existing and functioning mechanisms for comprehensive assessments in the legal and criminal justice sphere. We note, however, that there may be merit in further strengthening timely sharing of information between CTED and TPB on a more consistent basis, when they relate to States' technical assistance needs. We would hope that the recommendations in this evaluation could promote such enhance information sharing with the CTED.

There is no doubt, however, of the value added by TPB's own in-depth and timely analysis at the programme design stage, including by utilizing the strong TPB and UNODC's field network, in regions and countries in need of assistance. Enhancing TPB's understanding of the technical assistance gaps and how to best address them, in view of national and regional challenges, would be extremely important for better informing the Branch's projects and- to some extent- help the Branch to drive recipients and donors' priorities. In addition, and of no less importance, enhanced analytical capability will also provide the Branch with clearer baselines against which to better assess the impact of its activities. In this regard the Management Team will ensure that a component on gaps assessments, through consultations with UNODC country teams, desk reviews and on-site visits, be added to its projects.

The Management would like to focus on recommendation number two of the evaluation: "Standard Operating Procedures (SOPs) to be established for engagement between TPB HQ and the RO / FO for TPB activities planned for the field. This should include but not be restricted to: a) Agreed notice given by TPB to appropriate RO / FO of proposed TPB field activity; b) Commitment by RO / FO to brief relevant TPB Officer(s) of pertinent regional / country issues; c) Use the monthly teleconference between TPB HQ Section staff and RO / FO staff to minute progress in current CT / TP activities; d) Coordination in fund raising activities."

Standard Operating Procedures for the engagement of UNODC HQ with RO/FO do already exist in UNODC under the title "Joint Operating Procedures for GLO- Field Programme Cooperation" (from "The Integrated Programming Approach – IPA: A "How to" Guide"). Such cooperation and coordination entails all programme stages, including those highlighted by the Evaluation Report. It includes: overall programme design, planning of field-level interventions/local concepts, baseline data collection, counterpart consultation, design of local intervention (project or segment) and joint endorsement, fundraising, technical expert support facilities, reporting lines for project personnel, implementation, monitoring and reporting and evaluation.

Engagement between TPB HQ and the RO / FO is in most cases positive with extensive sharing of information. The Chiefs of Section as well as the rest of TPB HQ staff have regular phone meetings and email exchanges with colleagues in the field; there is a standing annual Field expert meeting for the whole of TPB, and TPB contributes to the meeting of the Heads of RO/FO. It is also important to recognize, however, that HQ and field relationships are sometimes a complex issue in UNODC as a whole and that efforts are being done at the UNODC management level to improve the situation.

With regard to the Terrorism Prevention Branch, the Management Team will ensure that awareness is raised among TPB Staff on such existing SOPs, especially among new Staff Members and ensure that this element be reflected in the Management annual work plans. Close cooperation and coordination between TPB HQ and the field colleagues and vice-versa is essential to the success of any technical assistance programme, including on terrorism prevention.

The Management would like to focus on recommendation number three of the evaluation: "TPB to establish a rapid response team of UNODC and non-UNODC members with a remit to produce position papers on current, evolving terrorism trends with options on how the Global Porgramme could respond".

The Management agrees that a quick technical assistance response by the Terrorism Prevention Branch to the evolving and changing terrorist threat and consequent needs of Member States is essential to ensure the continued relevance of the Branch to the requests of its beneficiaries. Recent resolutions reiterate TPB's mandate: to continue providing technical assistance and develop and enhance specialized legal knowledge in the area of counter-terrorism and pertinent thematic areas of relevance to its mandate. In this regard, the Branch has consistently demonstrated to be able to adapt its technical assistance programmes to the changing needs of the Member States. In fact, as also recognized by the Evaluation Report, TPB has been providing increasingly specialized training to criminal justice officials and develop several specialized guides, manuals, as well as support States with national counter-terrorism strategies. These training and guides have been designed to address new requirements of Member States, either with regard to traditional areas which needed deeper level of specialization or new emerging challenges. More recently, with regard to the emerging threat of the foreign terrorist fighters (FTF), TPB has been able to quickly adjust its technical assistance and was the first UN entity to implement specific technical assistance programmes in this areas.

For example, already from June 2014, several months prior to the adoption of the Security Council resolution on FTF (res 2178/2014), TPB has been working to develop technical assistance programmes to address the FTF issue. Last 24 to 26 of March, in Malta, in cooperation with the European Union and close coordinating with CTED and the International Institute for Justice and the Rule of Law (IIJ), the Branch launched a five year programme for the MENA and Balkan region aimed at addressing this challenge from a criminal justice perspective. In October

2014 specialized capacity building training on the FTF issues was provided to Iraqi authorities. In addition, when last fall, the ad-hoc CTITF working groups on FTF was established, to coordinate UN action in this sphere, TPB has been an active participant in it.

On another emerging issue, kidnapping for ransom, TPB has partnered with the OSCE and IIJ and ran a workshop on kidnapping for ransom in Malta in September 2014. The Branch also participated in the CTC Special Meeting on kidnapping for ransom and hostage taking committed by terrorist groups, held in New York on 24 November, as well as in the side event on capacity building hosted by CTED, on the same topic.

TPB is also leading the UNODC's efforts aimed at addressing the links between organized crime and terrorism and has developed a draft concept note proposing UNODC's action in this area. The Branch also works closely with the CTITF office on an overall UN strategy to address these links and participated in the drafting of the SG report on the links, contributing to designing a strategy for the Secretariat on this issue. TPB is also planning several technical assistance activities related to this issue.

With regard to the overall UN response to emerging issues, the CTITF Office in New York is well placed to lead and coordinate the UN efforts on such issues and in devising the overall UN response to new challenges, including, most recently on countering violent extremism. CTITF Office would be a more appropriate forum to lead the issue and develop position papers on a comprehensive UN response to evolving terrorism trends. The Branch will continue to contribute to such strategies with regard to the criminal justice angle.

The Management, however, sees some merit for the Branch to further strengthen consultations on emerging issues' responses from a criminal justice perspective with partners, including Member States, UN entities and other organizations. They would contribute useful perspectives for TPB to take into consideration when designing its technical assistance responses. In this regard, the Branch will further enhance its consultations with Member States. These consultations could be carried out in open fora, such as FINGOV, or other opportunities for exchange with the membership at large could be found. The Management Team also values the ongoing bilateral exchanges with Member States, including the Permanent Missions in Vienna, which will continue to nurture. In the context of UN entities, consultations are ongoing regularly in the context of nine CTITF working groups and two additional ad-hoc CTITF working groups on CT related issues. The Branch leads two of these working groups, one on Legal and Criminal Justice Responses to Terrorism and another on Countering the Financing of Terrorism.

The Management would also like to acknowledge all the other useful recommendations made by the evaluators to the Branch, related to: designing appropriate impact indicators for TPB's technical assistance activities; identifying good practice and creating guidelines on implementing sustainability strategies; streamlining the gender dimension into TPB's work; strengthening the implementation of UNODC's due diligence guidelines; enhancing information sharing within the Branch; ensuring that risk and vulnerability assessments are robust and up-to-date; developing a strategy to overcome consistent external barriers; designing an advocacy strategy to raise awareness of the TPB technical assistance tools and supporting States with strategies to implement the 19 Conventions and Protocols.

Once again, the Management Team would like to express its outmost gratitude to the evaluators and to all those individuals who supported this process.

EXECUTIVE SUMMARY

UNODC started to work on terrorism prevention in 1997, in the context of the establishment of the United Nations Centre for International Crime Prevention in Vienna. From 1997 until 2002, the Centre's terrorism-related activities, implemented primarily by two professionals, focused mainly on the provision of substantive servicing to relevant intergovernmental bodies and the conduct of research and analysis. However, following the 2002 approval by the General Assembly of a strengthened United Nations Office on Drugs and Crime (UNODC) programme in counter-terrorism (CT), UNODC Terrorism Prevention Branch (TPB) was mandated to promote and implement the international legal framework against terrorism. That currently consists of 19 international legal instruments against terrorism, as well as several United Nations General Assembly and Security Council resolutions. In this context, in January 2003, UNODC TPB launched the Global Programme on Strengthening the Legal Regime against Terrorism (GLOR35). GLOR35 was initially envisaged to last for a period of two years but in 2005 it was revised and changed from a time-bound into an ongoing programme. As of April 2014, the overall GLOR35 budget was USD 88,684,326. Currently the programme focuses its activities on countries in Central and South Asia (e.g. Afghanistan, Bangladesh, India, Nepal and Pakistan), North Africa (Algeria, Egypt, Libya, Morocco, Tunisia), West and East Africa (the Sahel and Horn of Africa regions and Yemen), South-East Asia (e.g. Indonesia, Malaysia the Philippines, Thailand, Viet Nam) and Central America (e.g. Colombia).

During the initial phase of the programme, assistance delivery was mainly focused on legislative advice and legislative drafting which allowed also for a substantial increase in ratifications of the international legal instruments against terrorism. As additional countries ratified and incorporated the international legal instruments into national legislation, UNODC TPB has been increasingly focusing on providing Member States with capacity-building assistance for criminal justice officials. As a result TPB has produced over 30 very specialized capacity building tools that have been highly appreciated documents such as the publication on the use of the internet. Therefore, over time and upon request by Member States, UNODC's scope of assistance has broadened, in terms of and on the content of the assistance provided, geographical reach and number of countries assisted. In December 2013, the General Assembly reaffirmed and strengthened UNODC TPB's mandate in its resolutions on measures to eliminate international terrorism[2], on protection of human rights and fundamental freedoms while countering terrorism[3], and on technical assistance for implementing the international conventions and protocols related to counter-terrorism[4].

In the latter, UNODC TPB was requested to, inter alia:

- continue to provide technical assistance to Member States for ratification and legislative incorporation of the international legal instruments against terrorism;

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[2] Resolution A/RES/68/119
[3] Resolution A/RES/68/178
[4] Resolution A/RES/68/187

- to continue strengthening international coordination and cooperation in order to prevent and combat terrorism;
- to continue providing technical assistance and develop and enhance specialized legal knowledge in the area of counter-terrorism and pertinent thematic areas of relevance to its mandate

The objective of UNODC's CT activities – and, by extension, that of the Global Programme (GP) – is to strengthen the universal legal regime against terrorism. This is achieved through: (i) promoting the ratification of the 19 international legal instruments to prevent and combat terrorism and assisting Member States with the incorporation of their provisions into national legislation; (ii) building the capacity of national officials to implement counter-terrorism legislation; and (iii) promoting regional and international cooperation in criminal matters.

This evaluation is being undertaken seven years after the previous 2007 programme evaluation. Since then the annual budget, financial implementation and average staffing levele have been fluctuating around the same levels. There has been a widening of the geographical area, and an increase in the substantive coverage, of the counter-terrorism technical assistance provided under GLOR35. Furthermore, the programme has been expanding in new thematic areas, following a request from the United Nations General Assembly and at the request of the Member States (MS). The in-depth evaluation of the GP will serve as an accountability tool to MS and other relevant stakeholders in the field of terrorism. The evaluation will determine the progress made towards overall programme objectives as well as the extent of its contribution to meet the counter-terrorism needs of the Member States. Moreover, the evaluation is a learning opportunity for UNODC and core learning partners to strategically reflect about the programme in the international context as to enhance UNODC's services within its mandate on fighting terrorism.

This in-depth mid-term evaluation concludes that GLOR35 is still exceptionally relevant to all its stakeholder groups. The TPB has taken steps to ensure its mandate and objectives remain aligned with the appropriate UN Strategic Frameworks and UNODC Strategy for 2012-2015 (Sub-programme 3). It has also taken cognisance of the relevant Regional Programmes (RP) and works closely with other, relevant thematic and global programmes such as the Global Programme on Money Laundering (GPML).

Its role in assisting states to ratify and implement the 19 legal instruments under various General Assembly resolutions should continue to remain its core business, while assisting member states who have ratified and request for support to implement the CT legal instruments in compliance with the rule of law, including human rights. By the end of 2007, 102 countries had ratified the then 12 universal legal instruments against terrorism. At the end of 2013, that number had risen by 67 to 169 countries ratifying all the 'original' 12 instruments and making progress toward ratifying all 19 instruments. The TPB has established excellent working relationships with its key partners to help facilitate this ratification process, most notably with the Counter-terrorism Executive Directorate (CTED) and Counter-terrorism Implementation Task-Force (CTITF). By the end of 2007, 27 CTED country visits were provided with TPB expert input/participation. At the end of 2013, that number had risen by 34 to 61 country visits although joint implementation programmes between TPB, CTED and CTITF go further than just the country visits, as evidenced by the joint EU-CTED-UNODC four year project for Maghreb countries and the joint CTED-UNODC initiative on Central America.

With regard to relevance for donors and recipients TPB activities in ratification are appreciated however the move toward increasing technical assistance for states to implement the legal instruments once ratified is a sensible development. The TPB has recognised ratification without effective implementation brings very limited benefit and undermines the medium to long term effectiveness of the GP. As a result far greater emphasis has been focussed on the development and delivery of technical assistance that supports implementation. In 2007 the total approved budget for GLOR35 was USD 15.1 million by the beginning of 2014 that had risen to almost USD 77 million. By the end of 2007, 63 regional and sub-regional workshops and related activities had been conducted. At the end of 2013, that number had risen by 547 to 610 regional and sub-regional workshops. By the end of 2007, approximately 7,700 national criminal justice officials from some 120 countries had been provided with specialized substantive briefing on the legal regime against terrorism, especially the legal aspects and obligations arising from the universal legal instruments against terrorism and the related Security Council resolutions. At the end of 2013, that number had risen by 8,866 to 16,566 justice officials. The critical point to make here is that, the average yearly figures for training remain the same.

Whilst these numbers are impressive one area this evaluation found difficulty in addressing was the impact that these activities had produced. Intuitively it would be expected that increasing the number of trained criminal justice officials would have a positive impact. However there is no empirical data to prove the extent to which this is the case. Coupled to this was the lack of centralised data on participant feedback from the workshops and various training events. A robust and proactive approach to measuring the impact of GLOR35 activities is required. It should be recognised that some initial progress has been made by TPB in this regard with examples in Afghanistan, Morocco, Columbia and Nigeria of some attempts to measure impact. However in broad terms there is no systemic approach to measuring impact.

By the end of 2007, 12 technical assistance specialized tools and substantive publications had been developed, aimed at assisting countries in strengthening their legal regimes against terrorism and building related expertise and capacity. At the end of 2013, that number had risen by 17 to 29 tools and publications. The qualitative feedback from the data collection for this evaluation suggests these tools and publications are well received and of a high quality and standard. This reflects well on the normative work of TPB expert staff. Where there is room for improvement is in the advocacy of these tools and publications as there seems to be a lack of general knowledge of their existence within the criminal justice communities that might be expected to know about them. The Online Counter-Terrorism Learning Platform could provide an excellent vehicle to help promote these technical assistance products and an advocacy strategy should be developed by TPB to raise their profile and then facilitate their subsequent dissemination.

When the GP began as a time-bound project with a relatively narrow remit the need for some form of baseline assessment on a global scale was minimal. Its migration from that short-term project into a rolling GP with an expanding remit has brought into sharper focus the need to now reassess the global strategy of the programme. The restructuring of the GP in 2012 into three Implementation Support Sections (ISS) based on three geographical regions was not an attempt to address this issue but simply a work management decision. Thus the Sections do not represent a global TPB strategy that had highlighted those regions as priorities. The rationale behind how the decision was reached to split the GP into these three regional areas (ISS I covers Asia, Pacific and Europe, ISS II covers Sub-Saharan Africa plus Yemen and ISS III covers the Middle East and North Africa, the Gulf and Latin American Countries) is not documented. However the interviews noted that he restructuring was done to ensure that TPB would be able to carry out the work for which funding was available or likely to become available. Previously there existed two sections:

one regional and one thematic. However as the capacity building work became more specialized in most regions of the world, it was important to streamline the thematic work among all regional desks. The restructuring has brought improvement to the efficiency of the TPB. However a global assessment of terrorism by the TPB for the TPB utilising relevant reporting (such as the CTED global terrorism assessment) is needed to identify the geographical areas where intervention is most needed and how TPB can best develop and deliver the type of intervention that is required. Given the rapidly changing landscape of global CT and TP work it is now of great importance to ensure the GP can demonstrate it is delivering help where it is most needed. This may require the shifting of resources within TPB Sections and between HQ and the field offices (FO) and regional offices (RO) although this evaluation recognises many posts are project based / funded which would make this movement difficult in practice in the short term. This future TPB global assessment on terrorism conducted by TPB should consider options such as 'restructuring' the Sections according to the scale and type of terrorism risk faced by different countries. For example, one Section looks at high-risk countries involved in recruitment, training and supply of terrorists. Another could consider those countries at high-risk of suffering terrorism attacks etc. In this way the tools for CT and TPB could be tailored to suit the appropriate environment. This is only one example and the TPB assessment, drawing on the on the CTED Global Implementation Survey as a key reference document, along with TPBs own internal analysis should examine different options.

From the evidence gathered for this evaluation it appears that the current strategy of the TPB of increasing technical assistance for the implementation of the legal instruments relies heavily on the support given by and to the field offices (FO) and regional offices (RO). The effectiveness of the technical assistance is also directly linked to ensuring it is tailored to the local environment. In general this support works well with TPB either instigating its own technical assistance delivery under the GP with support from the FOs and ROs or interacting with theCT projects being run by the FOs and ROs but outside the GP. This evaluation recognises the practicality of this parallel approach however further clarity on support, roles and responsibilities has to be sought in this area to avoid friction between TPB HQ and the RO / FOs. There have been examples of HQ intervention in the field of which the FO / RO has been either unsighted or has had little notice. These HQ interventions have not always had a positive effect. The relationship appears to work better where CT experts are placed in UNODC FOs. There needs to be the introduction of standard operating procedures to ensure appropriate information is communicated between HQ and the FO / RO. This should also include communication on key financial issues as fund raising, the funding of posts (including cost sharing) and agreement on the handling of Full Cost Recovery (FCR). Given the recent introduction of FCR across UNODC as a whole its true impact on UNODC is as yet unknown. It would make sense for TPB GP to ensure all its staff can answer questions raised on FCR when asked by external stakeholders thus presenting a uniform response and reducing the likelihood of misunderstandings both within the TPB and with its partners and stakeholders.

The TPB – as noted previously – has established excellent working relationships with many critical external partners. They have used these to assist in the delivery of its products. With the Organisation for Security and Cooperation in Europe (OSCE), UNODC have signed a joint action plan to mutual advantage with OSCE using UNODC knowledge of CT programme activity to ensure no duplication of effort and OSCE offering access to their field staff which can be of benefit when implementing programmes. This type of relationship demonstrates good practice by TPB and further, similar arrangements could be sought dependent upon the results of the global assessment determining the location and type of GP intervention required.

Of great importance to all stakeholders in the GP including TPB themselves is the desire to ensure the GP is flexible and nimble enough to react quickly to the ever changing global terrorism environment. For example, at the time of writing, the attacks on staff at the 'Charlie Hebdo' offices in Paris (and associated Parisian attacks) and the Belgian anti-terror operation in Verviers have just occurred and highlight how quickly the terrorism environment and context changes. The TPB needs to consider how best to design and implement a rapid response mechanism to react to changing circumstances and demands. TPB has demonstrated it has the skills and abilities to react to changing circumstances. For example, it was the first UN entity to develop an initiative on Foreign Terrorist Fighters being conceptualised in early 2014. However this was very much an internal effort. There may be value in creating a standing, 'virtual' committee of appropriate UNODC personnel and various GP stakeholder groups and organisations with whom the TPB can consult when deemed appropriate. It would be advantageous if UNODC TPB could (with the support of the virtual committee) produce a position paper on whatever new environment has emerged and propose different options on how the GP intends to support tackling the issues. Some key TPB partners such as OSCE could be extremely valuable in this area given their Conflict Prevention Centres that monitor terrorism threat constantly to assist them in quickly adapting to changing circumstances. This ability of the TPB to produce embryonic strategies for discussion and development with existing GP stakeholders would establish the TPB and its GP as dynamic and forward looking. It would also provide a basis for developing new (or altering existing) projects to address the new paradigm with which donors (through the virtual committee) are already engaged.

The TPB GP works in an environment that contains many actors and requires many moving parts to come together to assist the GP meet its objective. This means that there are a myriad of different elements outside the direct control or influence of the TPB or UNODC as a whole that can negatively impact upon the GP. The TPB in their various project review documents have identified some of those elements. For example TPB annual reports consistently assess there is a lack of understanding of the role the criminal justice system and related international legal framework play in the fight against terrorism, which leads to lack of political and policy-level support for and commitment to undertake required related counter-terrorism measures. It is admirable that TPB has identified some of these barriers but the next step must be to identify the most important barriers and to develop a coordinated strategy to remove or surmount them. Progress toward this aim could be made by the TPB managing the exchange of good practice between the different CT projects that exist both within the GP and within separate country or regional projects and programmes. A useful starting point could be to ensure the three Sections within TPB establish protocols to identify common barriers and any good practice to deal with them. This evaluation found no express exchange of this type of information between the ISSs. The Chiefs of Section and Chief of TPB do have a standing weekly meeting and a standing monthly whole of office meeting where summary records are distributed to all TPB colleagues in HQ and the field.. These meetings would be ideal opportunities to include standing agenda items in the area of good practice and lessons learned. The practice of having once a year a full week of training with all the field mentors and experts, with a main goal being the sharing of practices among all regions, together with the holding of substantive and legal discussions on thematic areas should continue.

The issue of human rights is well addressed within the TPB GP. It forms a fundamental part of their work with respect to the ratification and implementation of the 19 legal instruments. As an example, in 2013 the UNODC TPB elaborated a new specialized technical assistance tool, i.e. a new module under its Counter-Terrorism Legal Training Curriculum on 'Human Rights and Criminal Justice Responses to Terrorism'. It was developed in close cooperation with the Office

of the UN High Commissioner for Human Rights (OHCHR). The one area that will require additional examination is due diligence. There is no mention of due diligence in any of the programme documents and no systematic approach to ensuring due diligence procedures are followed when UNODC / TPB training and workshops technical assistance CT activities are undertaken. Interviews suggest that some projects attempt to employ due diligence procedures but this is by no means universal and is not standard practice. There is movement in the right direction however with TPB in December 2014 running a two day internal training for its experts on application of UNODC Guidance Note on Human Rights and UN Human Rights Due Diligence Policy (HRDDP) and on human rights considerations and obligations in programming and implementing TA.

Gender mainstreaming is almost non-existent with virtually no attempts made to encourage or monitor this aspect of TPB work. This evaluation does recognise the external factors over which UONDC TPB has little or no control and which negatively influence gender mainstreaming objectives. TPB should ensure that it seeks expert guidance on how to encourage their partners and beneficiaries to promote gender issues thus demonstrating TPBs commitment to this fundamental UN objective.

TPB and UNODCs CT related projects and programmes – by default – tend to operate in challenging security environments. This is an aspect that attracts donors as UNODC has a reputation of being able to deliver results in difficult operating environments. This comparative advantage requires careful handling of the risks associated with deploying staff in parts of the world other international agencies avoid. The decisions taken on the future strategic direction of the TPB must assess the advantages of operating in these environments against the risks to UN staff. For example, whilst many stakeholders recognised that UNODCs work in Yemen had to suffer because of security concerns a minority expressed disappointment that work had started there but was now almost non-existent.

On balance GLOR35 has progressed well over the 8 years covered by this evaluation. It has made good progress toward its key objective of assisting in the ratification of the 19 legal instruments by various states across the world and assisting to build capacity for implementation. The restructuring of TPB brought new impetus to the GP which had wavered a little and the majority of stakeholders are pleased with the current direction of the GP including its focus on implementation support. TPB should now assess current global CT needs against its own GP mandate and determine where and which technical assistance (TA) is most needed and how it can best be delivered. Although TPB communicates consistently and on an almost daily basis with donors and beneficiaries in Vienna, the respective Capitals and the field that does not guarantee the TA activities and requests for activity are the best for achieving the GP objectives. TPB must use its new TPB strategy assessment document to validate and justify its approach to donors and beneficiaries alike to ensure that its strategy drives the TA and not have TA requests drive the strategy.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings[5]	Evidence (sources that substantiate findings)	Recommendations[6]
Key recommendations		
There are no global TPB HQ produced assessments of the relevance and potential impact of TPB activities in specific regions or countries.	Lack of in-house assessments	TPB drawing on the CTED Global Implementation Survey as a key reference document to assess current global CT needs against its own GP mandate and determine where and which technical assistance is most needed and how that technical assistance can best be delivered.
The standard operating procedures for TBP HQ staff when working in the field are unclear. Regional and Field Offices perceive a lack of accountability in TPB actions in the field. TPB HQ perceives a lack of communication from RO / FO on CT field work.	Interviews with UNODC staff and some beneficiary feedback.	Standard Operating Procedures (SOPs) to be established for engagement between TPB HQ and the RO / FO for TPB activities planned for the field. This should include but not be restricted to: a) Agreed notice given by TPB to appropriate RO / FO of proposed TPB field activity. b) Commitment by RO / FO to brief relevant TPB Officer(s) of pertinent regional / country issues. c) Use the monthly teleconference between TPB HQ Section staff and RO / FO staff to minute progress in current CT / TP activities. d) Coordination in fund raising activities.
Many individual interviewees and all stakeholder groups noted the importance of TPB to be flexible enough to react	Desk review documentation, stakeholder interviews and questionnaire returns.	TPB to establish a rapid response team of UNODC and non-UNODC members with a remit to produce position

[5] A finding uses evidence from data collection to allow for a factual statement.

[6] Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

quickly to the ever changing terrorist threats and environment.		papers on current, evolving terrorism trends with options on how the GP could respond.
A lack of appropriate indicators to measure impact severely hampered the ability of the evaluation to accurately assess the scale and scope of the impact of GP activities.	No quantitative data gathered on impact.	TPB in conjunction with SPIA and IEU to design appropriate impact indicators for their technical assistance tools. Concurrently instigate an explicit and systemic monitoring and evaluating regime to gather that data then analyse it and act upon the results of that analysis.
The approach to ensuring sustainability of TPB activity is patchy and non-systemic. Where sustainability issues are addressed it appears to be on a project by project basis. The need to understand the local environment and engage appropriate national institutions to help achieve sustainability is paramount. The role of the field and regional offices in this respect is vital.	UNODC documentation and previous independent evaluations highlighting sustainability as a weakness in programming. Responses to questionnaire both complimenting and criticising TPB approach to sustainability.	TPB to review their current sustainability strategies for TPB activities. Identify good practice and create guidelines on implementing sustainability strategies that should be incorporated into the programming of the delivery of future activity and – where possible – to retroactively deploy these strategies into current activities. The role of the field and regional offices in delivering these strategies and the HQ support required to do this effectively should be carefully assessed.
Gender mainstreaming within the GP is virtually non-existent. Individual CT Projects and Programmes attempt to address gender issues on an ad-hoc basis with little internal or external support.	Desk review of UNODC / TPB Programme and Project documentation coupled with questionnaire feedback and interviews demonstrates a lack of gender mainstreaming.	TPB to liaise with appropriate UNODC substantive experts in gender mainstreaming to design a strategy to mainstream gender issues into TPB technical assistance activities. This should include the express requirement to gather and monitor gender balance data in TPB and TPB supported training / workshops.
Human Rights are relatively well addressed within the GP and the individual CT projects and programmes. The recognition and desire to improve mainstreaming human rights in TPB activity is evident. There is a lack of due diligence procedures regarding training and workshop participants.	Desk review of UNODC / TPB Programme and Project documentation coupled with questionnaire feedback and interviews.	TPB in conjunction with the appropriate substantive UNODC human rights experts to strengthen the implementation of UNODC due diligence guidelines.

No systematic exchange of information between the three TPB Implementation Support Sections.	No regular meetings and no documentation of structured interaction between Sections.	Initiate and maintain a monthly meeting between Implementation Support Section Heads and appropriate Section staff with a view to updating TPB CT activities and exchanging lessons learned and good practice
As a key aspect of the Global Programme about responding to the needs of Member States, it requires greater flexibility in responding to such requests. However, in responding to such requests, the security environment must be taken into consideration.	TPB/UNODC staff at headquarters and interviews with Regional Offices and Field officers	TPB to work with the field and together with its security partners, most notably UN DSS, to ensure risk and vulnerability assessments are robust and up-to-date thus ensuring that in delivering TA its staff are not unduly exposed to danger.
Important recommendations		
External factors have a substantial impact on the effectiveness of TPB technical assistance delivery. More should be done to mitigate those recurring themes and their consistent, inherent risks.	Review of desk material from 2008 to present date highlighting similar barriers to effective delivery across regions and time.	TPB to produce a document, identifying consistent external barriers to TPB activity delivery. Then develop strategies to overcome these barriers using good practice experience from the programme's decade of operations.
The quality of TPB technical assistance is, by-and-large, relatively high. However there is a general lack of awareness of that assistance outside the face-to-face training and workshops built around supporting the ratification and implementation of the 19 legal conventions.	Feedback from interviews and review of GLOR35 documentation.	Design an advocacy strategy to raise awareness of TPB technical assistance tools and promote their use. In particular the Online Counter-Terrorism Learning Platform should be better utilised to promote TPB tools and activities.
Of importance and relevance to beneficiaries is to ensure there is proper capacity to guarantee the ratified legal instruments can be properly implemented.	The number of requests for technical assistance and tools to assist in the implementation of the legal instruments has grown substantially since 2008.	Any assistance given to a country in ratifying the 19 legal instruments should have an explicit strategy developed to assist in the implementation of them. This strategy should (a) identify specific national capacity needs and capabilities to enable TPB to determine the best type of support that should be provided. (b) ensure that support is tailored to allow states with different capacities to be able to absorb and sustain them over time.

I. INTRODUCTION

Background and Context

Terrorism continues to pose a major threat to international peace and security and undermines the core values of the United Nations. In addition to the devastating human cost of terrorism, in terms of lives lost or permanently altered, terrorist acts aim at destabilizing governments and undermining economic and social development. Addressing this threat is that much more difficult given the complex and constantly evolving nature of terrorism. Its motivations, financing, methods of recruitment, methods of attack and choice of targets are constantly changing. In addition, terrorism defies national borders: one act of terrorism can involve a series of actors from numerous countries, those who finance, those who recruit, those who logistically support etc. In addition, terrorists exploit countries with weak counterterrorism capabilities, including weak counter-terrorism legislation and weak criminal justice systems.

UNODC started to work on terrorism prevention issues in 1997, in the context of the establishment of the United Nations Centre for International Crime Prevention in Vienna. From 1997 until 2002, the Centre's terrorism-related activities, implemented mainly by two professionals, focused mainly on the provision of substantive servicing to relevant intergovernmental bodies and the conduct of research and analysis. However, in 2002 following the 2002 approval by the General Assembly3 of a strengthened UNODC programme in counter-terrorism, UNODC Terrorism Prevention Branch (UNODC/TPB) was mandated to promote and implement the international legal framework against terrorism that currently consists of 19 international legal instruments against terrorism, as well as several United Nations General Assembly and Security Council resolutions. In this context, in January 2003, UNODC/TPB launched the Global Programme on Strengthening the Legal Regime against Terrorism (GLOR35).

During the initial phase of the programme, assistance delivery was mainly focused on legislative advice and legislative drafting which allowed also for a substantial increase in ratifications of the international legal instruments against terrorism. As additional countries ratified and incorporated the international legal instruments into national legislation, UNODC/TPB has been increasingly focusing on providing Member States with capacity-building assistance for criminal justice officials. Therefore, over time and upon request by Member States, UNODC's scope of assistance has broadened, in terms of and on the content of the assistance provided, geographical reach and number of countries assisted. GLOR35 was initially envisaged to last for a period of two years but in 2005 it was revised and changed from a time-bound into an ongoing programme. As of April 2014, the overall cumulative GLOR35 budget equalled USD 88,684,326.

Evaluation Methodology

This evaluation is being undertaken seven years after the previous 2007 programme evaluation[7]. Since then there has been a significant increase in budget and staffing as well as in a geographical and substantive coverage of the counter-terrorism technical assistance provided under GLOR35. Furthermore, the programme has been expanding in new thematic areas, following a request from the UNGA and at the request of the Member States (MS). This expansion of activities is likely to continue as an increasing number of MS seek assistance in strengthening their legal regimes against terrorism and their criminal justice systems. The in-depth evaluation of the GP will serve as an accountability tool to MS and other relevant stakeholders in the field of terrorism. The evaluation will determine the progress made towards overall programme objectives as well as the extent of its contribution to meet the CT needs of MS.

This in-depth, mid-term evaluation of GLOR35 covers the period January 2008 to the 31st October 2014. The Terms of Reference (ToR) for this current evaluation can be found at Annex I. It uses the previous GLOR35 thematic evaluation published in February 2008 as its baseline report and this current evaluation should be read in conjunction with that February 2008 publication.

Sampling Strategy

This evaluation used purposeful sampling to obtain an accurate representation of the universe of which the Project consists. It informed all of the data collection instruments including face-to-face interviews, telephone interviews and Emailed questions and questionnaires.

There are five main stakeholder groups within this evaluation that were sampled to ensure a cross section of multiple source data is received. These groups are specifically;

a) Recipients of UNODC TPB training and tools
b) State beneficiaries of UNODC TPB assistance
c) Donors
d) External partners
e) Internal (UNODC) partners

These groups were identified through the Desk Review phase of the evaluation. The data collection instruments noted in Annex II were used to gather information from these five stakeholder groups. All groups were reached through the use of a questionnaire and face-to-face semi-structured interviews of key individuals within each stakeholder group.

Additionally three case studies selected through purposeful sampling have been chosen based on the following the criteria:

· Geographic scope: representing three different and diverse geographical regions where programme primarily operates i.e. Central America, Africa and Asia.
· Donor base: representing the major donors of the programme.

[7] Thematic Evaluation of the Global Project on the Strengthening the Legal Regime against Terrorism, Feb 2008, Independent Evaluation Unit (IEU)

· Types of partnerships (government, civil society, private sector, and other national, regional and international partners including other UN agencies);

Data Collection Instruments

Five discrete data collection approaches were used for this evaluation, namely;

1. Written documentation. UNODC TPB supplied a tranche of documentation to the evaluation team for their review at the beginning of the evaluation process. Additional documentation was gathered by the evaluation team during the course of the evaluation. A full list of the documents reviewed can be found at Annex III.

2. Semi-structured face-to-face and telephone interviews. These interviews were designed to extract qualitative information in the key areas of the evaluation per the ToR and after an initial desk review of the written material identified some knowledge gaps.

3. Most Significant Change (MSC) narration analysis. The theory and use of MSC narration is a well-documented and researched approach to evaluating and monitoring change projects. It is particularly useful in the evaluation of outcomes and impact and does not rely on the identification and monitoring of indicators. It is a systematic collection and then analysis of significant changes over a defined period of time. It allows interviewee respondents to answer an open-ended question in a way which highlights their own personal understanding and appreciation of the programme.

The MSC question used for this evaluation was:

What is the most significant change you have seen as a direct result of the Programme since February 2008?

4. Tailored questionnaires. Within the different stakeholder groups (partner agencies, donors, beneficiaries etc.) there have been a large number of individuals with whom the Programme has had interaction. It was not possible to interview face-to-face or by telephone enough individuals to obtain a statistically meaningful quantitative analysis. In order to achieve this objective an emailed questionnaire, tailored to each stakeholder group, was developed and distributed.

5. Case studies. Purposeful sampling identified areas and elements of the Programme that this evaluation could use as a focus for eliciting some of the detail behind the implementation of the Programme. This was particularly useful when considering the majority of the ToR questions on ‘Efficiency’, ‘Effectiveness’, ‘Impact’ and ‘Lessons learned’.

Through the use of the data collection instruments the evaluators are confident enough appropriate information was generated to complete the evaluation as per the ToR. The results from emailed questionnaires and certain aspects of the desk review material, the case studies and the semi-structured interviews supplied the quantitative data. The semi-structured interviews, the MSC narration analysis and specific aspects of both the desk review material and the case studies supplied the qualitative data. As noted both the qualitative and quantitative data is drawn from a wide cross-section of stakeholder groups and individuals within those groups. By applying this mixed, primary and secondary, multi-sourced data against the ToR questions appropriate triangulation of data was achieved.

II. EVALUATION FINDINGS

Relevance

The strategic relevance of GLOR35 to its Member States is supported through its development over the past 13 years as driven by the General Assembly. Following the 2002 approval by the General Assembly[8] of a strengthened United Nations Office on Drugs and Crime (UNODC) programme in counter-terrorism (CT) UNODC Terrorism Prevention Branch (TPB) was mandated to promote and implement the international legal framework against terrorism that currently consists of 19 international legal instruments against terrorism, as well as several United Nations General Assembly (UNGA) and Security Council (SC) resolutions. In this context, in January 2003, UNODC TPB launched the Global Programme (GP) on Strengthening the Legal Regime against Terrorism (GLOR35). GLOR35 was initially envisaged to last for a period of two years but in 2005 it was revised and changed from a 'time-bound' into an 'ongoing' programme.

Furthermore, in the United Nations Global Counter-Terrorism Strategy, there are references to the work of UNODC to strengthen its technical assistance in terrorism prevention. The strategy was adopted by the General Assembly on 8 September 2006 (resolution A/RES/60/288) and calls upon UNODC to enhance its provision of technical assistance to Member States and encourages Member States to resort to the technical assistance delivered by UNODC. General Assembly resolutions A/RES/62/272, A/RES/64/177 and A/RES/66/282 reaffirmed the Strategy and called again upon Member States to become parties to the existing international conventions and protocols against terrorism and requested UNODC to intensify its provision of technical assistance to Member States for the ratification and implementation of those legal instruments.

Most recently, in December 2013, the General Assembly reaffirmed and strengthened UNODC TPB's mandate in its resolutions A/RES/68/119, on measures to eliminate international terrorism, A/RES/68/178, on protection of human rights and fundamental freedoms while countering terrorism, and A/RES/68/187, on technical assistance for implementing the international conventions and protocols related to counter-terrorism. In the latter, UNODC TPB was requested to continue to provide technical assistance to Member States for ratification and legislative incorporation of the international legal instruments against terrorism; to continue strengthening international coordination and cooperation in order to prevent and combat terrorism; to continue providing technical assistance and develop and enhance specialized legal knowledge in the area of counter-terrorism and pertinent thematic areas of relevance to its mandate.

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[8] A/RES/56/123 and 56/261

Further evidence of the strategic relevance of GLOR35 comes from the mandate of UNODC regarding the provision of technical assistance to counter terrorism which was reiterated by the General Assembly in its resolution 63/195, entitled "Strengthening the United Nations Crime Prevention and Criminal Justice Programme, in particular its technical cooperation capacity", and its resolution 63/129, entitled "Measures to eliminate international terrorism".[9] Given that the General Assembly represents and reflects the strategic needs of Member States, this would suggest prima facie that the technical assistance, underpinned by the tools and publications, are relevant. The case studies undertaken for this evaluation would suggest that the tools and publications are relevant as long as they are tailored for the specific country, sub-region or region in which they are being deployed.

GLOR35 is the main vehicle for the implementation of the *Thematic Programme on Terrorism Prevention for 2012-2015*. The Thematic Programme provides the framework for UNODC to plan and deliver, in a coordinated manner, integrated services in terrorism prevention that incorporates the cross-cutting aspects of crime and drug prevention, criminal justice and international cooperation, falling under the mandate and mission of UNODC. The Project also contributes to the relevant UNODC Regional Programmes in the North, East and South Africa, Middle East, Latin America and the Caribbean, etc. The Project is based on and corresponds to the terrorism prevention elements of the UN Strategic Frameworks for 2012-2013 and 2014-2015 and the UNODC Strategy for 2012-2015 (Sub-programme 3) establishing the objectives and results that the Office is mandated to achieve in the area of terrorism prevention.[10]

The current objective of the Programme is "*To promote and strengthen a functional criminal justice regime against terrorism that is effective and is implemented by States in accordance with the rule of law*". This is achieved through: (a) promoting the ratification of the 19 international legal instruments to prevent and combat terrorism and assisting Member States with the incorporation of the provisions of those instruments into national legislation; (b) building the capacity of national officials to implement counter-terrorism legislation; and (c) promoting regional and international cooperation in criminal matters.[11] There is nothing to suggest that achieving this objective is unclear and / or unrealistic. It also appears to be in line with and contributes to UNODC's Strategic Framework and Thematic Programme on Terrorism Prevention. Additionally the objective and strategies should contribute to reducing terrorism in the medium to longer term.

The 'Thematic evaluation of the global project on strengthening the legal regime against terrorism document' published in February 2008 stated: *"Overall, it can be concluded that Member States considered the Global Project a relevant contribution in their efforts to combat terrorism...."* The results from this current evaluation through interviews and the questionnaires[12] (see Graphs 1 and 2 overleaf) suggest that this remains the situation and the work undertaken by UNODC in the area of counter-terrorism is still very relevant as are the activities of the GLOR35 programme.

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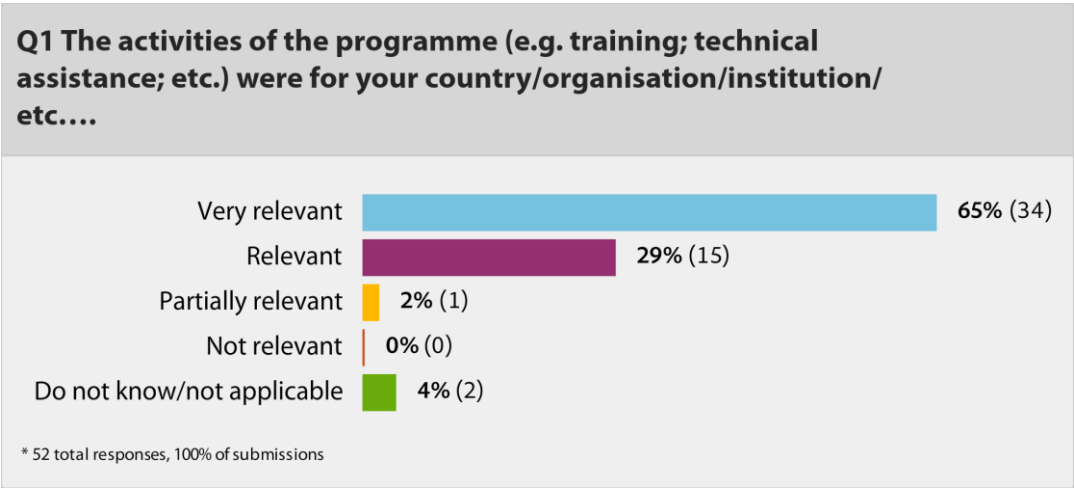
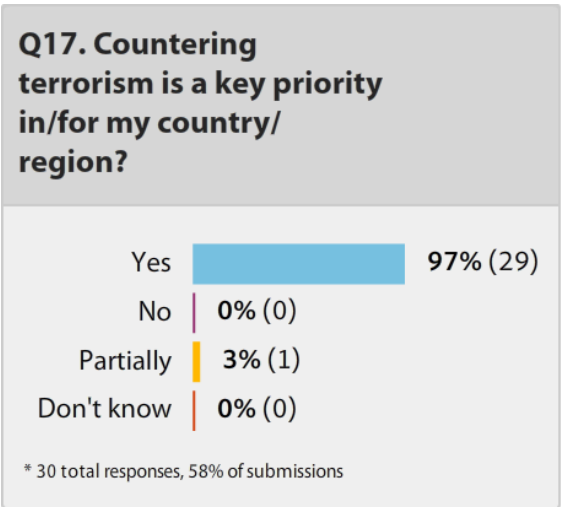
[9] E-CN-15-2009-5 Report for 2008.pdf
[10] ToR
[11] E-CN-15-2014 4 – Report for 2013.pdf
[12] Emailed survey of all key representatives of all stakeholders groups and core learning partners

Graph 1



Graph 2



Graph 1 above clearly shows that the vast majority of activities undertaken by UNODC / TPB are seen as either relevant or very relevant. Graph 2 further demonstrates that the subject area of counter-terrorism is itself a key priority for their country. This tends to affirm the continuing need for a programme like GLOR35 and the continued involvement of UNODC in counter-terrorism activities.

The 2008 thematic evaluation noted that "*MS felt that more effort should be made to adapt the Global Project's approach to specific national, sub-regional and regional circumstances. Factors such as level of development, status of ratification and implementation of the universal legal instruments, political will, leadership to counter terrorism, perception of threat and underlying causes of terrorism need to be better taken into account when designing interventions for a specific country, region or sub-region prevention*". According to its own progress report in 2013 the TPB is proactive in ensuring its activities are relevant to the changing needs of the Member States. "*The Terrorism Prevention Branch works to continually refine its national and regional technical assistance activities to ensure that they are tailored to the specific needs of the recipient countries and take into account the regional context. For this reason, UNODC/TPB ensures full country ownership of such programmes and is in continued contact with its counterparts in the permanent missions in Vienna, Geneva and New York, as well as in the ministries of foreign*

affairs, justice and interior of the assisted Member States".[13] The responses from the face-to-face interviews, the questionnaires and – to a lesser extent – the desk review material support this statement and this should be given due weight. Obvious progress has been made in this area since the 2008 evaluation report. Thus at a country and regional level the GP works hard to ensure relevance. At the global level there is less evidence that this is the case as the GP lacks an assessment of the relevance and impact of TPB activities at a global level.

This evaluation does recognise the work TPB does with CTED and the use they (TPB) make of CTEDs global assessment. However this is does not fulfil the role of determining GLOR35 relevance to its own stakeholders. The evaluation saw no TPB documentation that suggested any systematic approach to assessing the relevance of GLOR35 driven interventions of one region, sub-region or specific country against another has been undertaken. This includes the time period when in 2012 there was a structural reorganisation of the TPB and GLOR35 work was split into three discrete geographical regions. Section I - Asia, the Pacific, and Europe; Section II - Sub-Saharan Africa and Yemen; and Section III - the Middle East, North Africa, the Gulf Countries, and Latin America and the Caribbean. The basis for selecting these regions is undocumented although the interviews did provide some anecdotal reporting on the rationale behind the changes which were done to improve efficiency the flexibility of GLOR35 to respond to changing stakeholder needs and requirements. So whilst those who have benefitted from GLOR35 believe the assistance to be relevant there is no confirmation that the Global Programme is focusing on the right geographical areas of the globe or the right regions / sub-regions or countries within those three Sections. It should be noted that the case studies elicited some documentation which suggested that some regional / country offices had conducted assessments of relevance of GLOR35 and counter terrorism activities for their country / regions (with TPB assistance) but there is no overall TPB assessment of global relevance.

Further evidence of the strategic relevance of GLOR35 comes from the mandate of UNODC regarding the provision of technical assistance to counter terrorism which was reiterated by the General Assembly in its resolution 63/195, entitled "Strengthening the United Nations Crime Prevention and Criminal Justice Programme, in particular its technical cooperation capacity", and its resolution 63/129, entitled "Measures to eliminate international terrorism".[14] The TPB are the key TA providers on legal and criminal justice issues within the CTITF. Given that the General Assembly represents and reflects the strategic needs of Member States, this would suggest prima facie that the technical assistance, underpinned by the tools and publications, are relevant. The case studies undertaken for this evaluation would further suggest that the tools and publications are relevant as long as they are tailored for the specific country, sub-region or region in which they are being deployed.

This evaluation has noted the importance of not just ratifying the 19 legal instruments but ensuring the capacity exists to implement counter-terrorism legislation. Many of the country and regional projects and programmes that are being requested by MS are to build that capacity. TPB has recognised this movement and change in focus. By the end of 2007, 12 technical assistance specialized tools and substantive publications had been developed, aimed at assisting countries in strengthening their legal regimes against terrorism and building related expertise and capacity. At the end of 2013, that number had risen by 17 to 29 tools and publications. While still maintaining a concerted effort to have countries ratify the legal instruments this evaluation suggests that – in

[13] Project Progress Report – GLOR35 2013.pdf
[14] E-CN-15-2009-5 Report for 2008.pdf

parallel – a capacity building strategy is developed with those same countries to help ensure the effective future implementation of the instruments. Additionally TPB must consider how it remains relevant to their stakeholders in an environment that changes quickly. A global assessment of terrorism for TPB future planning purposes must address this key issue.

Efficiency

In terms of the efficiency of GLOR35, there is clarity from the Annual and Semi-Annual reports from 2003 until 2013 that there is a clear and positive correlation between how resources/inputs that is funds, expertise and time are converted into outputs in a timely and cost effective manner. In all the five major project objectives the outputs were achieved and from the case studies, interviews and relevant questionnaire answers it is assessed that these outputs were achieved efficiently given the amount of input.[15] The graph below highlights that two key aspects of GP activity (quality and delivery) that depend upon efficiency within the programme are highly rated with 85% answering in the top two categories.

Graph 3

The extent to which headquarters-based management, coordination and monitoring was efficient and appropriate relies on both headquarters and field officers ensuring the planning and delivery of technical assistance to member states. Staff at headquarters provides strategic guidance, policy coordination and management functions and substantive knowledge, while field officers offer regional expertise and operational capacity to help develop country and regional programmes.

[15] . 2013 Annual Progress Report GLOR35

GLOR35 methodically monitors progress toward implementing the assistance and capacity building work through measuring indicators such as *'Increase in number of criminal justice officials trained on the implementation of the international conventions and protocols related to terrorism'* and *'Number of countries receiving national level capacity building assistance in terrorism prevention and combating'*.[16] Indeed every indicator contains the text "Number of…" and is therefore – by definition – quantitative in nature. For example, in the annual reports, a clear indication of the efficiency of the project relates to how all the five project objective targets were met and in all instances exceeded. In terms of the general project object and its indicator of increasing the number of criminal justice officials trained on the implementation of the international conventions and protocols related to terrorism, whiles the 2012 baseline 1700 trained personnel per year, from January to June 2013 971 national criminal justice officials had been trained, while the target for 2014 is 2000. Where indicators are lacking is in measuring the quality of the technical assistance and capacity building dimensions of the programme itself. This report does recognise the progress the programme has made with regard to indicator development and monitoring. It appears to have improved since the 2008 evaluation which made specific recommendations in this area (see recommendations No.7 and No.8). However the systemic monitoring of impact is still lacking.

There is prima facie evidence that the restructuring of the TPB in 2012 has improved the balance/ratio of HQ and field staff. However, it is noted that in 2013, P2, P2 (temp), P3, P4, G4 and G5 positions were filled and based in Vienna. In the field, a P4, Programme Officer, based in Dakar, Senegal, and two National Project Officers, based in Abuja, Nigeria, and in Sanaa, Yemen were recruited. Due to the lack of funds for the Latin American region, the post in Mexico was closed but there is a P3 post based in Colombia that cover the entire LAC region and one in Rabat, Morocco. There is a definite perspective from the regional / country offices that the balance between HQ and Field office resources under GLOR35 is skewed in favour of HQ. In some cases TPB HQ are funding regional / field office CT work e.g. in Senegal where the TPB HQ has given the field team the resources to continue with the programme. This is the same in Nigeria, where together with the UK mission different aspects of judicial support have been provided to the Ministry of Justice and the Attorney-General's department, There has been consistent support from HQ to get the programme going. However in SEA the CT coordinator is funded outside GLOR35 but assists in many GLOR35 activities in the region.

This lack of clarity and consistency in what TPB HQ should or shouldn't / does or doesn't fund outside HQ could lead to less efficiency of GLOR35 delivery and leads to questions about where GLOR35 efficiency ends and the efficiency of the regional and / or field offices begin. Both the SEA, Senegal and Colombia case studies highlight that the counter-terrorism work being done in those countries and regions are wholly or partly under their respective country and regional programmes and not directly under GLOR35. It must be stressed that both case studies were grateful for the assistance provided by GLOR35 but this evaluation must make clear the distinction between GLOR35 efficiency and the efficiency of delivery of some counter-terrorism measures under these non-GLOR35 programmes and projects. For example in Thailand a GCTF-TPB Regional workshop on 'Preventing Terrorist Offences while protecting Human Rights and The Rule of Law' in November 2013 was fully organized and serviced by the ROSEAP's CT team in Bangkok. It is difficult to then assess the efficiencies of GLOR35 against the RO CT programme however in general – and in holistic UNODC terms – the CT response appears efficient.

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[16] Project Progress Report - GLO35 2013.pdf

There is a strong argument that in a Global Programme (GP) of this nature a regional presence will improve many aspects of the efficiency of the GP. Individuals based in the region get to know the needs of the region and the countries within that region. They can more easily establish efficient working relationships with appropriate government officials. They will get to understand donor priorities thus generating funding opportunities. All these advantages conferred on regional / country representation can lead to efficiencies in delivery of GP objectives. The creation of Regional Programming is – in part – an attempt to exploit these potential efficiencies. A non UNODC comment within the questionnaire responses noted 'The programme has to work more closely with the field offices and the local counterparts, identify needs at the local level and plan accordingly'.

That is not however, an argument for full decentralisation to the RO and autonomy from HQ. As noted earlier many field office staff recognise this and are appreciative of the expertise that HQ can bring to the Project. For example GLOR35 provided legislative assistance to Cambodia, Indonesia, Malaysia, Papua New Guinea, the Philippines and Solomon Islands to incorporate the provisions of the international legal instruments into domestic legislation.[17] This assistance took the form of a legislative drafting workshop which was held in the Lao People's Democratic Republic from the 25th to 27th February 2013. Additionally at the Field Reps meeting of June 2014 it is noted that *'many Reps, including ROSEN and ROMENA, expressed their appreciation of the positive cooperation already existing between the FOs and TPB in their reg*ions'.

However this appreciation of GLOR35 intervention and support is by no means universal across UNODC field offices and officers. There are examples given of TPB HQ mission notifications arriving with field / regional office too late for the RO to assist TPB or inform other partners. And that the quality of TPB HQ intervention in the field is on occasion poor and unhelpful. A theme that runs through this criticism is that TPB HQ representatives are unaware and unsighted on the specific country / regional aspects of operating in the field, especially of the political realities of the current in-country situation. One example given was a senior Ministry of Justice representative complaining to the Regional Representative (RR) of a UNODC RO that a TPB HQ officer addressed a meeting unprepared and – ultra vires the agenda – criticised the country's response to terrorism issues. The RR was frustrated that this TPB HQ intervention – in terms of the content of their input - had not been discussed with the RO. There was a clear sense of frustration that the in-country goodwill that had been built over time by the RO could be undermined by such solo, uncoordinated interventions. Conversely there is reporting to TPB of many examples of very senior government officers complaining about field offices approaching about CT issues without consulting and getting the appropriate advice from HQs. This demonstrates the complexity and difficulty of HQ / FO relationships. These have to be recognised and tackled. Where internal cooperation and communication is not operating at an optimal level there is a real risk that the delivery system for TPB activities becomes far less efficient.

Finally, within TPB there appears to be an opportunity not yet taken to improve efficiency by exchanging experiences and lessons learned between the three geographical sections. This evaluation found no systematic exchange of experiences, best practices, knowledge or skills between the Sections outside undocumented weekly / monthly meetings. As already noted in this evaluation report there is no overarching TPB document assessing the global priorities for current

[17] 2013 Annual Progress Report GLOR35

or future TPB their activities. The production of this type of document would demand intra Section interaction and foster an environment where efficiencies could be made.

Effectiveness

The objective of the programme is as follows: "To ensure that a functional criminal justice regime against terrorism is implemented by countries in accordance with the rule of law"

The expected outcomes are that:

1. Member States have ratified an increased number of the international legal instruments against terrorism;
2. Member States have revised domestic counter-terrorism legislation or adopted new legislation related to counterterrorism, drawing on the assistance of UNODC;
3. National criminal justice officials in assisted Member States apply increased knowledge and improved tools for the application of the international conventions and protocols relating to terrorism;
4. Member States have developed national and regional strategies/ action plans for combating terrorism with UNODC assistance; and
5. Relevant regional and international organisations and entities collaborate with UNODC with respect to the legal aspects of countering terrorism.

By the end of 2007, 102 countries[18] had ratified the then 12 universal legal instruments against terrorism. At the end of 2013, that number had risen to by 67 to 169 countries ratifying the now 19 universal legal instruments against terrorism.[19] By the end of 2007, 63 regional and sub-regional workshops and related activities had been conducted. At the end of 2013, that number had risen by 547 to 610 regional and sub-regional workshops. By the end of 2007, approximately 7,700 national criminal justice officials from some 120 countries had been provided with specialized substantive briefing on the legal regime against terrorism, especially the legal aspects and obligations arising from the universal legal instruments against terrorism and the related Security Council resolutions. At the end of 2013, that number had risen by 8,866 to 16,566 justice officials. By the end of 2007, 12 technical assistance specialized tools and substantive publications had been developed, aimed at assisting countries in strengthening their legal regimes against terrorism and building related expertise and capacity. At the end of 2013, that number had risen by 17 to 29 tools and publications. By the end of 2007, 27 CTED country visits were provided with TPB expert input/participation. At the end of 2013, that number had risen by 34 to 61 country visits. A good example of the effectiveness on this work has been found in the normative and legislative changes made in Morocco's penal procedure code on regards of special digital investigation, terrorism financing and money laundering, mutual legal assistance judicial cooperation and extradition, due process and Human Rights.

The desk review material details the type of technical and capacity building work undertaken by the TPB. For example, it is posited that, *"The Office provides legal and capacity-building assistance to requesting Member States that is aimed at strengthening the capacity of their criminal justice systems to prevent and combat terrorism. Mindful of the fact that the capacity of national criminal justice officials to apply the relevant legislation in their daily work is*

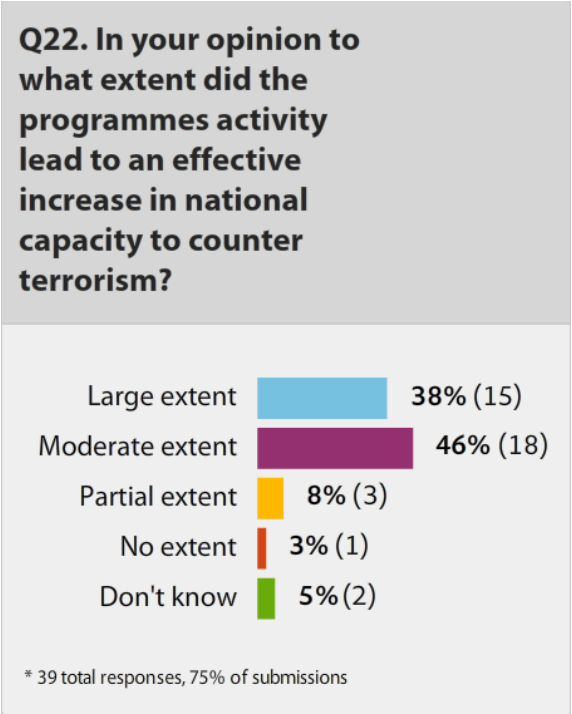
[18] 2008 Annual Progress Report GLOR35.pdf
[19] 2013 Annual Progress Report GLOR35.pdf

fundamental to effectively preventing and combating terrorism, the Branch further strengthened its capacity-building work. It focused on further enhancing the knowledge and practices of national criminal justice systems with regard to investigating, prosecuting and adjudicating terrorism cases, as well as their capacity to cooperate regionally and internationally. In 2013, UNODC provided capacity-building assistance to 83 Member States worldwide, through 93 workshops (at the national, sub-regional and regional levels) and trained more than 2,500 criminal justice officials".[20]

In several of the countries visited by the evaluators, member states expressed satisfaction with the nature of technical assistance that was provided to them, by the Global Programme. In several face-to-face interviews with different stakeholders, there was the expression of satisfaction of the various stakeholders with regard to quality, timeliness, appropriateness and level of support offered by UNODC/TPB through GLOR35 and its technical assistance programmes. In Colombia representatives from 10 different institutions signifying the totality of actors working in the field of terrorism and connected crimes at national level (Law enforcement, judiciary, Ministry of Defence, prosecutors, Ministry of Treasury, etc.) have unanimously reported high degrees of satisfaction with the quality of the outputs delivered. And more specifically in the following; mock up investigation and trials, the legislative guide for jurisprudence and the observatory on jurisprudence.

Graph 4 (below) is drawn from the response to the questionnaire demonstrates this largely positive outcome.

Graph 4



[20] E-CN-15-2014 4 – Report for 2013.pdf

In general it appears that the programme is providing the outcomes defined above that are assessed to support the overall objective of the programme. The numbers of countries ratifying the legal instruments, the number of officials trained, the number organizations collaborating with UONDC/TPB are all increasing. The resultant effect of all these increased activities is reflected also in increased train-the-trainer activities. Critically, a general assessment by recipients of the trainings were that they were of a high standard and where adapted to specific country in which the trainings were provided were found to be practical and useful. Especially in situations where materials were left behind for further references and officials stayed in their positions for a period of time, institutional memories were developed. In the long-term, changes in governments did not have an adverse or negative impact on the deliverables as institutional memories had been established.

Before venturing into the specifics of country satisfaction with the effectiveness of the support provided, it is interesting to note that many of the identified barriers to achieving the overall objective of the programme have altered very little over the almost 7 years that this evaluation covers. For example, a barrier noted in 2008 was the "*Lack of broad political and policy-level understanding of the role of the criminal justice system and related international legal framework against terrorism in the fight against terrorism, which leads to lack of political and policy-level support for and commitment to undertake required related counter-terrorism measures"*.[21] A 2013 report noted similar concerns: *"Limited understanding amongst national officials of the importance that rule of law based criminal justice systems have in the fight against terrorism. This can lead to a lack of political support for criminal justice reform in general and related counter-terrorism measures in particular".* [22] This may suggest the need for a fundamental reassessment of how this barrier is tackled by UNODC/TPB. UNODC/TPB, however, does go on to state that "*To the extent possible, UNODC works to engage with relevant policy-makers, including parliamentarians and practitioners to inform them of the benefits of full ratification and implementation of the universal legal instruments against terrorism"*.[23] This evaluation would further suggest that there may be value in UNODC TPB seeking broader support within the UN in tackling this barrier.

Also from 2008, another consistent barrier is noted, namely the *"Lack of adequate level of communication, information exchange and coordination among national officials within recipient countries, to ensure adequate preparation and to ensure that the right officials (i.e. those who could benefit most) are chosen for participation in project"*. A 2013 report notes the *"Lack of an adequate level of communication and information exchange in the recipient countries**:** Coordination and communication among national officials and recipient country agencies are necessary to ensure sufficient preparation and sufficient number of participants in project activities, such as training".* This evaluation has focused some of its efforts on understanding how unforeseen challenges were handled during implementation.

There were several external factors that affected the effectiveness of GLOR35 programme activities. These comprised of the political will and situation in member states and the sustainability of the donor funds needed to run the programmes. In terms of the nature of the political will and its impact on GLOR35 activities, there is the consistent need and support of higher-level political actors to ensure that the programme activities get the much needed support.

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[21] Project Progress Report – GLOR35 2008.pdf
[22] Project Progress Report – GLOR35 2013.pdf
[23] Project Progress Report – GLOR35 2013.pdf

The process of designing the regional project on counter terrorism (XAPX37) with expert guidance from GLOR35 appears to have assisted in ensuring a project which is aligned both with Global Programme objectives and regional needs. This approach is assessed to be of particular value when approaching governments as it demonstrates to those governments that UNODC has considered how a global issue can be effectively addressed at a regional or even country level.

Yet, another external factor related to the geographical limitations and political insecurity challenges in some of the regions visited by the evaluation team. Two examples are the *Nigerian Counter-terrorism assistance programme: partnership on strengthening criminal justice responses for multi-dimensional security (terrorism)* and *The Sahel Project* located in Dakar, Senegal. Due to the increasingly tense political security geographical environments within which these programmes are located, planning programmes activities and getting participants to take part in training activities needs extra security precautions and preparations. The IGAD region also poses particular challenges with a security situation that is dynamic and difficult and thus posing critical problems and new challenges. Thus, the main risks and barriers to the programme are of a political and security nature. It would certainly be good to build-in some 'wriggle room' to allow for the rescheduling of interventions if the political/security situation changes at short notice. Such considerations have already been done in terms of trainings provided outside a particular country when security risks are too high. Yemen and Iraq are examples where such training activities have already occurred. There are considerations to organise a similar outside activity for Libya.

Consistency of donor support and the awareness of UNODC/TPB of the assured flow of funds to manage and run the programmes in certain cases created uncertainty about the sustainability of the programme. This was expressed as the extensive donor influence on the prioritisation of the programme.

In all the countries visited, member states expressed general satisfaction both with the quality, timeliness and content of the technical assistance that has been offered. For example, under the Sahel Project located in Dakar, Senegal, there was general agreement that the project was much better now than a couple of years ago. There was clear satisfaction with how the delivery of technical assistance, in certain instances had been adjusted to the needs of member states, though there a clear understanding that the Sahel platform had provided positive actions between countries on cooperation around counter-terrorism issues. In a statement in Senegal, the extent of satisfaction with the training was captured as contributing to the 'light at the end of the tunnel is more green than red or orange'.

In all countries visited Nigeria Senegal, Morocco and Colombia the specialised programmes have been found very useful because recipients have been given tools and materials and access to international instruments that they would otherwise not have had access to and that can be used and consulted in the delivery of their duties and how to improve international cooperation and collaboration with Interpol, for instance. However the overall impact of these tools and materials cannot be judged.

Moreover, in Colombia the interventions have proven highly effective. The delivery of a combined package of legislative assistance, tools, training and institutional coordination has made the difference in investigating, prosecuting and financing terrorism with important impacts in increasing court sentences at country level.

In the case of Morocco the effectiveness of the interventions have concentrated in improving the skills of more than 250 members of the judiciary, law enforcement, prosecutors and national security in specific areas such as the international legal framework against terrorism and its implementation; legal, technical and practical aspects of preventing and combating terrorism, including, countering the use of the Internet for terrorist purposes, combating terrorism financing and the international judicial cooperation and mutual legal assistance in terrorist cases.

In South East Asia (SEA) the effectiveness of the Project there manifests itself in certain achievements and was confirmed by counterparts about the importance of the UNODC in implementing the project. Cambodia, Indonesia, Lao PDR, the Philippines and Viet Nam have now endorsed specific, long-term country programmes of activities focused on strengthening their criminal justice responses to terrorism. This demonstrates (to a certain extent) the effectiveness of UNODC involvement through the Project with GLOR35 support. In the area of legislation – a main component part of GLOR35 work – the Project has assisted The Philippines in the enacting of their Counter Financing of Terrorism (CFT) legislation and in Lao PDR in the enacting of their Extradition Law with follow-up technical assistance. These positive reflections are based on both the desk review and interviews at both headquarters and in the field. In addition counter terrorism (CT) legislation is being drafted with TPB support for Myanmar. Lao PDR are being supported in drafting Mutual Legal Assistance (MLA), Anti-Money Laundering (AML) and CTF legislation.

However, in terms of the consistency of the assistance offered by the Branch, in Senegal, for example, there was the concern that there was the need to adjust the programme to fit the operational challenges in the Sahel instead of a generic delivery of the technical assistance. The degree and consistency of the assistance offered is challenged because recipients of the technical assistance keep changing frequently making it difficult to measure impact. This does not seem to be a generalised conclusion. Whiles recipients wanted more tailor-made training delivered in both Nigeria and Senegal, some partners were of the view that, 'the content is specialised and made relevant to the countries that are trained in organised crime and international cooperation in justice and law. This is also confirmed in the case of Colombia and Morocco where the degree of adaptation of the tools and the trainings is well documented.

In terms of the challenges for countries in the ratification and implementation of the instruments and effective capacity-building assistance, a critical component relates as stated above to the nature of the political will and the consistency of that will when present. Furthermore, there have been human resource constraints in terms of having the appropriate and requisite knowledge and skill with both the ratification and implementation processes. And this is where UNODC/TPBs provision of assistance has been most appreciated. There is no doubt that, some of the most critical barriers to implementation now include physical security risks which impacts on TPB's ability to deploy its staff to countries where help is most needed.

Although many of the barriers to effective delivery of TPB technical assistance are external some are internal. Assessments of the effectiveness of the Branch in cooperating and coordinating its efforts with UNODC field offices are diverse in terms of the persons involved. For example, in Senegal Nigeria, Morocco and Colombia the relationship among field offices and regional programmes were – in general – trusting, consultative, collaborative and dialogic underpinned by frequent communication exchanges and the sharing of ideas. Two concurrent processes have contributed to the successes of the four mentioned countries experiences; namely institutional and personality-driven approaches. And in SEA the cooperation between TPB HQ and the field was said to be good and this led directly to the effective implementation of a number of technical

assistance activities in the region -particularly in the field of CBRN- with positive outcomes. While this is satisfactory, there is no doubt that there are residual tensions in a number of places with respect to institutional cooperation and collaboration as noted in the efficiency section of this report (see p.10) and this, naturally, has an impact on the effectiveness of delivery.

Additionally, there were instances where some member states expressed concern about what was termed as 'copy and paste lessons which were not related to reality'. Here, there was the perception that the crux of what was delivered was not tailored to the specific needs and challenges of the countries where the training was being delivered. This was reinforced through comments in the questionnaires relating to the effectiveness of training where it was assessed training would be more effective 'with greater involvement of national experts' and 'involvement of local experts in workshops'. Connected to this was feedback from post-training questionnaires completed from an SEA XAP/X37 CT project training course on 'Collaborative Intelligence, Investigation and Prosecution of Terrorism-related Cases' where it was noted that training must reflect the 'grassroots' of the field.

Much of the comment around effectiveness of technical assistance was centred on classroom based face-to-face training and workshops. This evaluation contends that TPB should invest greater advocacy into promoting its other technical assistance instruments. Very few of those non-UNODC stakeholders interviewed for this evaluation were aware of any TPB publications in the area of CT including 'the criminal justice response to support victims of acts of terrorism' and 'the use of the internet of terrorist purposes'. One comment from the questionnaire noted 'Improve the system of notification (inform systematically per e -mail program members of the various activities, including online courses), which are of particular interest. Personally, I do only realize the organization of online courses when they are already in progress'.

Impact

The TPB recognises the importance of impact when considering the strategic direction of the programme. In its project revision document of 2010, it was stated that one of the key elements in ensuring the programme stayed focussed on delivering useful technical assistance was in analysing a "*Combination of information received/obtained from the project's beneficiaries through feedback questionnaires and surveys to obtain a comprehensive view of the project's impact*"[24] This approach has been reiterated since then, for example *"The Office places emphasis on measuring and assessing the relevance and impact of its activities, as a means of ensuring that the technical assistance provided is efficient, sustainable and, most importantly, responsive to the changing needs and priorities of requesting Member States. For that reason, the Branch has been making sustained efforts to integrate input from recipients of its technical assistance into management decisions. The collection and analysis of beneficiary feedback questionnaires is key in this regard, as it helps programme managers assess the relevance of the assistance provided in relation to the work and needs of recipients, identify areas where further assistance is needed and thereby improve future programming and maximize the impact of the technical assistance delivered"*.[25] This evaluation failed to gain sight of these beneficiary feedback questionnaires or any documentation detailing how their 'sustained efforts' to integrate beneficiary feedback

[24] GLOR35_Project_Revision_2010_10_1.pdf
[25] E-CN-15 2014 4 – Report for 2013.pdf

delivered an impact analysis that drove the decision making on future needs assistance. The SEA CT Project XAP/X37 did supply a synopsis training feedback on two of their training courses for 'Collaborative Intelligence, Investigation and Prosecution of Terrorism-related Cases: Presentation Workshop and Endorsement Ceremony, in parallel from 21 to 27 May 2013 at Davao, Mindanao'. Similar training feedback questionnaires were provided by both the EU project in Nigeria and the Sahel project in Senegal.

This evaluation has struggled to establish the impact that the Global Programme (GP) has had from 2008 onwards. This stems not from any deliberate attempt by TPB or UNODC to obfuscate its impact but 'simply' from the fact that appropriate indicators to measure impact have not been developed. The objective of the GP is to "*To promote and strengthen a functional criminal justice regime against terrorism that is **effective** and is implemented by States in accordance with the rule of law*" There are no appropriate indicators built into the log frame that attempt to measure effectiveness and, by extension, impact. The programme does systematically collect quantitative data on such areas as the number of countries ratifying the 19 legal instruments, the number of criminal justice personnel trained to help implement those instruments, the number of legislative drafting workshops etc. And while this data helps inform the efficiency of the GP with respect to its outputs it does not help inform the impact of GP. This lack of impact indicators can also be observed at an individual Project level with very few of the Projects delivering meaningful impact indicators. The Colombian CT programme has made a concerted effort to address this issue. The programme has developed a follow-up system, which includes a five pronged approach: self-evaluation; 6-months post facto evaluation; follow up through the Observatory of Jurisprudence web page/platform; participation as observers in real prosecution cases; continuous feedback from the COPT (Inter-institutional Committee). The results from this approach are still to be collated but, if successful, an adaptation of this could form the basis of good practice to be replicated across appropriate TPB GP CT activities.

Another initial attempt to measure impact at national level is the case of Morocco. This project has completed an analysis on the effects of delivering the activities and outputs of training and legislative assistance to relevant stakeholders in the country. The report argues since the changes in legislative assistance an increase in the number of successful pre-emptive counter terrorism operations have increased in the country as a direct result of the outputs delivered (attribution). It is a long stretch to attribute all these effects to the project. There are other elements and variables not considered in the report (e.g. other actors and institutions working in the same field in the country) that are contributing to these changes. Furthermore to measure impact with validity is key to have measurements of the desired variables and outcomes before the intervention starts and collect them after the intervention is long finalized. While this report is a commendable effort in the right direction, impact measurement will need further investments to crystallize across the global programme.

Having stated that the impact of GP activities have been difficult to measure it should be stressed that this evaluation is not suggesting the GP hasn't had a positive impact, only that there is no reliable data available to be able to assess the scale and scope of that impact. Qualitative data gathered through the interviews suggests the GP is having a positive impact. In all the member states and regional programmes visited, there was a general consensus that the programme had contributed substantially to improving and enhancing national capacities in the legal aspects of terrorism. First, the GP has promoted the acceleration of ratification process in the various countries visited. There are several cases where the provision of technical assistance by the programme contributed directly to that member state's ratification processes, such as Nigeria,

Senegal, Mali and Thailand. While in several other cases, the programme contributed to improving knowledge and understanding concerning member states need to ratify such as Guinea Bissau. And several other member states are aware of the existence of these legal instruments and how the programmes activities can contribute to strengthening the political will and raising awareness about outstanding instruments that needed to be ratified.

The Sahel project based in Dakar, Senegal, the EU project in Nigeria and the projects in Colombia and Morocco have contributed to enhancing and strengthening national expertise and capacity. This has had multiple impacts in terms of the national capacity to develop and apply domestic legislation and improve on collaboration in what was termed as the 'judicial link' concerning the cooperation and collaboration of different stakeholders from the judiciary to law enforcement and prosecutors. There is no doubt that in all countries visited that the programme has contributed to enhancing national capacity. In Colombia this evaluation could note that the project had a direct impact on the increase in the number of convictions for financing terrorism, actually before the project started there was a record of zero convictions for this specific crime. The direct attribution of UNODC's project could be observed in those cases where individuals who attended the training and used the tools produced by UNODC were involved in the specific investigation and legal processing of the defendants for financing terrorism cases that end up with convictions. In other cases these convictions came from individuals who were not previously involved in the trainings but might have used the tools and the jurisprudence available to act on these crimes and achieve new convictions.

Due to the changed political and security environments within which programmes occur, regional programmes have reached the level where there is the need for specialised assistance such as the training of judges, prosecutors, law enforcement officers and investigators, first in how to improve collaboration, build trust, information-sharing, and secondly in the protection of the crime site.

The CT programme run in the SEA region has also provided some qualitative examples of impact. One of the training programmes and workshops run by UNODC is the "Training Program for Collaborative Intelligence Investigation and Prosecution of Terrorism Related Cases". In one example an officer arrived at a scene of crime and was unsure what to do with one aspect of that scene but they recalled someone they had met on the course and phoned them to take advice and a potential problem with crime scene management was avoided. In another incident a man was arrested in possession of a grenade and the arresting officer who had been through the training recalled what he had to do to ensure that the seizure was properly recorded and handled to ensure the prosecutor could introduce it as evidence. Another unexpected but positive impact of the training was to bring together some people from the anti-money laundering department and the ministry of justice and they are now working on improvements in their approach to prosecuting money laundering cases.

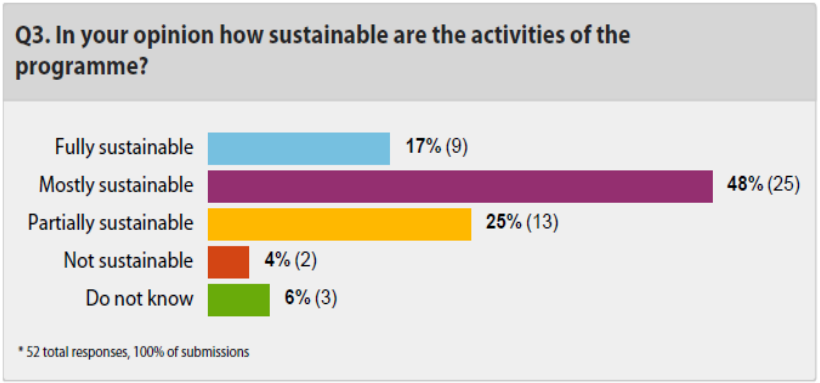
The importance of measuring impact was noted in one of the responses to the questionnaire where a non-UNODC stakeholder suggested "increase work with small group(s) of national officials (could be training workshops for group of 10-15 participants) so training can be more personalised and effective follow-up can be carried out to measure how training has had an impact in trainees work". Thus some of the GP and individual Project work can have a demonstrably positive impact. However the continuing lack of systemic impact evaluation at both GP and Project levels make assessments on the overall impact of UONDC TPB work impossible

to ascertain with any degree of accuracy or certainty. The GLOR35 monitoring and evaluation regime with respect to impact measurement has to be improved.

Sustainability

Graph 5 below is taken from the responses to the questionnaires and shows that 34 of the 52 respondents believed GLOR35 activities were fully or mostly sustainable. These are relatively positive results on sustainability which may suggest the activities of GLOR35 and TPB are viewed as sensible from a sustainability perspective.

Graph 5



However Graph 5 does not reflect the fact that the ability to sustain activities alters from state to state and activity to activity dependent upon a number of different factors. Earlier reports have identified challenges relating with the sustainability of the Global Project in the long-term. Both the 2006 Mid-Term Evaluation Report of the Global Project[26] and the subsequent Thematic Evaluation of the Global Project on Strengthening the Legal Regime against terrorism in 2008 concluded that the sustainability or otherwise of the accrued benefits of the Global Project is contingent on a number of factors. These include but not limited to: (a) member states recognition and acceptance of the importance and relevance of the Global Project; (b) the extent to which national capacity has been strengthened to implement the universal legal instruments; (c) member states ability to apply the new counter-terrorism legislation; (d) the extent of and willingness by stakeholders to harmonise their efforts; and finally the extent to which the knowledge gained is managed and exchanged.[27]

The evaluation wishes to emphasise that the issues relating to sustainability that were raised in both the 2006 and 2008 evaluation reports are still germane. However, there are a few additions that need to be emphasised. In the 2008 report, it was stated that, '*countries that were economically developed and that possessed greater human and governmental capacity to absorb and institutionalise the legal assistance … generally demonstrated more successes at sustaining progress. Less endowed countries faced serious challenges to achieving sustainability*'[28]. The statement is still prescient as during the interviews, the evaluation team was informed about how

[26]. See the 2006 Mid-Term Evaluation Report
[27] . Thematic Evaluation of the Global Project on Strengthening the Legal Regime against terrorism in 2008
[28] . Ibid, p. 31

Latin and Central states were becoming more assertive in terms of their requests for specific types of capacity building interventions and their preparedness also to contribute financially to the roll out of the programmes.

In countries such as Colombia, Peru, Bolivia and Mexico there are experiences with such assertive governments in terms of their collaboration with UNODC's strategic frameworks. These countries have capacity both for sustaining ratification and implementation efforts. In Nigeria, there were legal training facilities at the Nigerian Institute of Advanced Legal Studies and the Nigerian Judicial Institute that offers training for judges and prosecutors. These institutions, the evaluation team was informed provides continuing education for judges and prosecutors to improve their understanding of the legal instruments and this could be a major contributor to sustaining such efforts in the long-term. In Senegal and other countries, the existence of such institutions and their programmes were not as developed as that of Nigeria.

Less endowed countries like Mali and Mauritania have a weak capacity to sustain the programmes as a result of weak institutional foundations. Certainly in such countries even language formed a major barrier to sustainability of the programmes. Due to these weaknesses, there is the need to provide specialised trainings and advisory services for such institutionally weak member states. Even though trainings are organised, there is the need for other methodological approaches that has a more practical, step-by-step approach as to how to apply the capacities that have been developed to a 'live' case.

There is also a need for TPB and their UNODC partners to build sustainability into their programme and project activities. One observation from the comments on the questionnaire was 'Activities are planned in line with funding and this is short-term. Activities are usually planned as one-time workshops and there are no follow-up commitments or planning. If TPB involved field offices and Governments concerned, this might change'. This comment is included to demonstrate that sustainability planning is not universally applied across TPB activities. However many of those involved in the delivery of the GP activities do make attempts to build in sustainability.

TPB has a wide array of stakeholders and holds regular consultations with them. This takes place mainly with recipient countries of the technical assistance that is provided by the TPB. Apart from member states, the Branch also maintains a wide network of other stakeholders, namely with the CTITF entities, EU, OSCE and IGAD. These partnerships have been commonly constructive to all stakeholders. Particularly in IGAD, the presence of pledged officers has contributed to optimising the partnership between IGAD and TPB by strengthening collaborative relationships and improving chances of long term sustainability.

While such collaborative partnerships are critical, this does not seem to be applied across the board. For example, there have been cases where TPB staff has not introduced themselves as UNODC staff but only as TPB. Such instances do not help in building sustainable collaborative partnerships and are seen as 'lost opportunities'. A classic case was in Tunis, Tunisia where both the Ministry of Justice and Ministry of Interior complained about the quality of the inputs made by a TPB expert sent to lead a training program. Worryingly, this activity occurred without the knowledge of the regional representative. In this case, the regional representative could not provide the necessary backstopping support for this expert in terms of cultural sensitivity and the

country-specific knowledge needed which could have contributed to reducing instances of misunderstanding.

A critical component to the success and sustainability of the assistance provided more often than not is related to the nature and types of partnerships that are formed and forged with member states. In Thailand, Nigeria, Senegal several of these functional stakeholder partnerships have been formed. Example is the case in the Philippines where a Joint Committee of Prosecutors, Law Enforcement and security Sector (JCPLESS) reflects and is a manifestation of the cooperation between UNODC and the Anti-Terrorism Council-Program Management Centre (ATC-PMC).

In recent years the programme appears to have improved its efforts in ensuring the sustainability of its technical assistance tools. *"To ensure sustainability, UNODC developed a counter-terrorism legal training curriculum that allows access by Member States to its specialized knowledge in a more systematic way. The curriculum employs a train-the-trainer approach in order to transfer to national criminal justice officials the knowledge and expertise needed to strengthen their capacity to implement the universal legal framework against terrorism, as well as to facilitate incorporation by Member States of the UNODC legal counter-terrorism training programme into national training curricula. To date, four modules have been developed, on the following topics: the universal legal framework against terrorism; international cooperation in criminal matters related to terrorism; transport-related (civil aviation and maritime) terrorism offences; and human rights and criminal justice responses to terrorism".*[29]

The train-the-trainer approach has seen the programme liaise with external partners, specifically training colleges. For example, in Afghanistan, the Branch continued to work with the country's Independent National Legal Training Centre to train trainers on substantive legal issues related to the universal legal framework against terrorism and effective training methodologies. In 2013 UNODC/TPB continued to carry out train-the-trainers workshops and held an additional three bringing the total number to 10. By December 2013, 58 trainers had been trained at the train-the-trainers workshops organized by UNODC/TPB. The programme claims that the *"Train-the-trainers approach enables the Branch to transfer to national criminal justice officials the knowledge and expertise needed to strengthen their capacity to implement the universal legal framework against terrorism and to facilitate incorporation of UNODC's legal counter-terrorism training programmes into national training curricula".*[30] Additionally the SEA CT project is pursuing a train-the-trainers approach as noted earlier with their training programmes on AML/CFT work and through their 'Collaborative Intelligence, Investigation and Prosecution of Terrorism Related Cases' work. This train-the-trainers approach must be closely evaluated to determine if it does actually improve sustainability, is effective and has a positive impact.

Also forming part of the programmes capacity building and sustainability strategy is the provision of on-line learning. *"By December 2013, the number of users of the On-line Counter-Terrorism Learning Platform has reached 1047. The Platform was launched in 2011 and continued to be extensively utilized for capacity building training".*[31] This platform has so far not been an effective vehicle for delivering sustainability of the programmes as well as knowledge, certainly not under the Sahel Project and the EU project in Nigeria. Given that one of the main barriers to the delivery of TPB activities is the security situation in some of the countries in which TPB

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[29] E-CN-15 2014 4 – Report for 2013.pdf
[30] 2013 Annual Progress Report GLOR35.pdf
[31] 2013 Annual Progress Report GLOR35.pdf

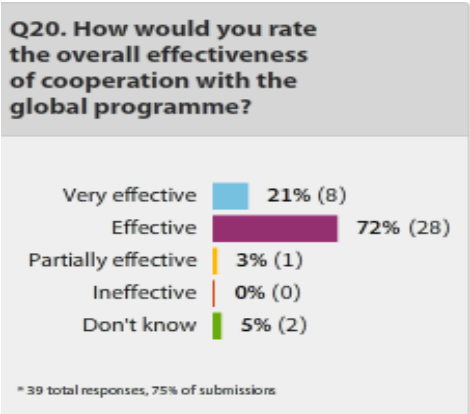
would want to work the delivery of remote, on-line E-Learning would appear to be one workable solution. On-line training for Sahel countries actually proved to be highly appreciated by participants, and even to TPB surprise. There was strong interaction and continued participation, despite alleged technological barriers.

Lastly, the evaluation team found that the levels of sustainability of the global project are enhanced through the deepening partnerships with the Counter-terrorism Committee, the Counter-terrorism Executive Directorate and the Counter-terrorism Implementation Task Force. Though the TPB is the only key UN counter-terrorism body located outside New York, it collaborates well with all these other stakeholders in terms of exchange of information, experience and knowledge TPB also has joint projects with CTED, for example, and works closely with CTITF Office in the context of the I-ACT initiative for Nigeria and Burkina Faso, although there are examples where for institutional cultural reasons and a lack of trust have caused difficulties in joint projects.

While it can be acknowledged that these bodies and the international instruments are useful, continued and sustained endeavours must be made to ensure their effectiveness and sustainability especially with respect to weak member states with limited human resource capacities.

Partnership and cooperation

Graph 6



As a thematic and global programme, GLOR35 cannot operate in vacuum. It needs to build credible, effective partnerships with all the key stakeholder groups to give the programme the best chance of reaching its objective. Graph 6 displays the results from the questionnaire as responded to by external (non-UNODC) stakeholders representing donors, recipients of technical assistance (including state beneficiaries) and external partner organisations. It can be seen that in all cases where an opinion was expressed, cooperation with the GP was viewed as either 'very effective' or 'effective'. This is a very positive result.

Donors need to be engaged and informed to ensure continued support. The wide donor base and continuing financial support of the donor community from 2008 to the present date suggests GLOR35 has built strong partnerships in this area. As at December 2013, pledges and contributions had been made by the following Member States: Australia, Austria, Belgium, Canada, Colombia, Cyprus, Denmark, France, Germany, Greece, Hungary, Israel, Italy, Japan, Liechtenstein, Mexico, Monaco, Netherlands, New Zealand, Norway, Romania, Saudi Arabia, Slovakia, Spain, Sweden, Switzerland, Turkey, United Kingdom of Great Britain and Northern Ireland and United States, as well as the following organizations: CTED, the EU, IMO, INTERPOL, the International Organization of la Francophonie, the Indian Ocean Commission, OSCE, the UN CT Centre and the Verification Research, Training and Information Centre.

The feedback from donors regarding their partnership with UNODC and their CT activities is, in general, positive. They are kept suitably informed of the activities they are funding and there is no indication that the donors would now or in the future, reduce their interaction or funding levels to these activities. It should be noted however, that many donors do not make the distinction between TPB HQ GP funded activity and RO / FO CT funded activity. And from a non-UNODC perspective it is of little interest whether the funding is UNODC HQ generated or UNODC RO / FO generated. From an internal UNODC perspective HQ and RO / FO funded activity is of importance and is further examined in the Programme Management section.

Another key stakeholder group where partnership and cooperation is important are state beneficiaries and key to maintaining this relationship is to ensure the GLOR35 activities are relevant to the state. This importance is recognised by the programme, *"In order to ensure that country and regional terrorism prevention programmes are tailored to national needs and take into account regional context, the Branch ensures full country ownership of such programmes and broad-based partnership and coordination for the implementation of its activities"*.[32] UNODC/TPB has been active in developing regional and national 'Action Plans' to counter terrorism. In 2013, the total number of Action Plans stood at 25. The development of these plans requires close interaction with state beneficiaries and this helps encourage state buy-in and commitment to the plan.

Linked to partnership and cooperation with state beneficiaries are those relationships with the direct recipients of the technical assistance of UNODC / TPB activity in CT work. In most instances these recipients are members of the state beneficiaries who participate in training, workshops and seminars designed to assist in the ratification and implementation of the 19 legal instruments on combatting terrorism. An important aspect to maintaining and improving partnership and cooperation with this stakeholder group is to ensure their feedback on the technical assistance provided is acknowledged. As noted elsewhere in this report UNODC / TPB states it makes efforts to ensure these views are recognised. And it is partially from this feedback generate by this partner stakeholder group that the TPB has moved further along the continuum from ratification to capacity building in support of the implementation of the 19 legal instruments.

The partnership and cooperation between GLOR35, internal (UN) and external agencies and organizations within the sphere of counter terrorism is crucial. The 2007 Thematic Evaluation of GLOR35 notes the importance of this as has the programme in all its subsequent progress reports since 2008. "*Lack of coordination among the various technical assistance providers can lead to duplication of efforts. UNODC makes every effort to ensure coordination with relevant international and regional organizations, as well as with bilateral service providers*".[33] The programme highlights many areas and organizations with which it has worked, most notably the Counter-Terrorism Implementation Task Force (CTITF), including in its thematic working groups, to ensure that its work is carried out in the broader context of the UN system-wide efforts and the programme continued to coordinate its work with TPB which has several capacity building projects in which it cooperates closely with the Counter-Terrorism Committee (CTC) and its Executive Directorate (CTED) in implementing joint technical assistance projects. The SEA CT programme, for example, has formed working partnerships with One-UN Initiative; CTITF and its member entities (especially UNHCHR, UNHCR, ICAO, IMO, IMF); CTC/CTED and other Security Council bodies.

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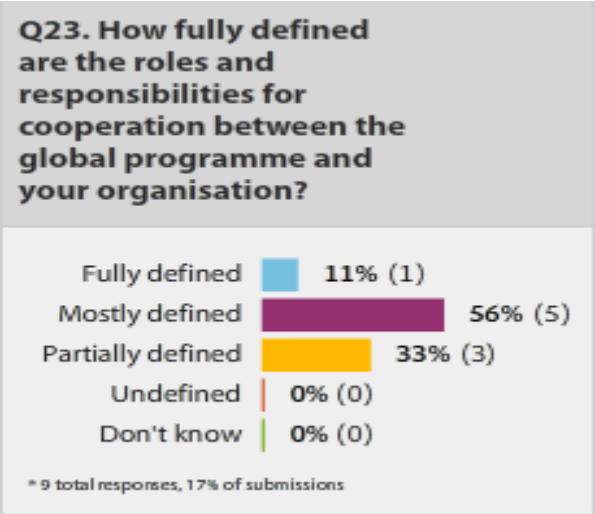
[32] E-CN-15 2014 4 – Report for 2013.pdf
[33] 2013 Annual Progress Report GLOR35.pdf

There is recognition that external partnerships and cooperation are also key to achieving the mandate of TPB. Thus, the cooperation with IGAD among other partners is a good example of international cooperation in the field. Since 2006, the TPB has been actively involved with IGAD and in 2007 / 2008 signed a Memorandum of Understanding (MoU) to promote the ratification of the international legal instruments. IGAD sees UNODC comparative advantage in their legal expertise and their ability to work and deliver in challenging environments, for example South Sudan. Additionally UNODC Joint Plan of Action has formed an express working agreement with OSCE. The organisations have signed a joint action plan to mutual advantage with OSCE using UNODC knowledge of CT programme activity to ensure no duplication of effort and OSCE offering access to their field staff which can be of benefit when implementing programmes. There is good cooperation and they speak to each other almost on a daily basis. The SEA CT programme has established some good working partnerships for example The Philippines and Thailand have made notable progress in building their legal regimes on countering the financing of terrorism, in partnership with UNODC and the International Monetary Fund. An equally longstanding and positive and very fruitful cooperation is with CICTE of the OAS.

Graph 7



A theme that runs through effective strategic partnerships at a TPB GP level is the apparent advantage of having an express agreement with the partner agency which sets out clear roles and responsibilities for both organisations. Graph 7 illustrates that UNODC / TPB are apparently making consistent efforts to define these roles and responsibilities with partner agencies. It is encouraging to note that not one of the nine partner agencies who responded to the question felt these roles and responsibilities were undefined.

This list of potential partners reiterates the importance of UNODC regional and country office involvement in GLOR35. While some of these partners e.g. CTED and CTITF more naturally fall under the GLOR35 umbrella others require a more local and continuous presence. GLOR35 and the RO / FO CT Projects appear to cooperate well with external partners notwithstanding some difficulties that were caused by misjudged TPB intervention in the field.

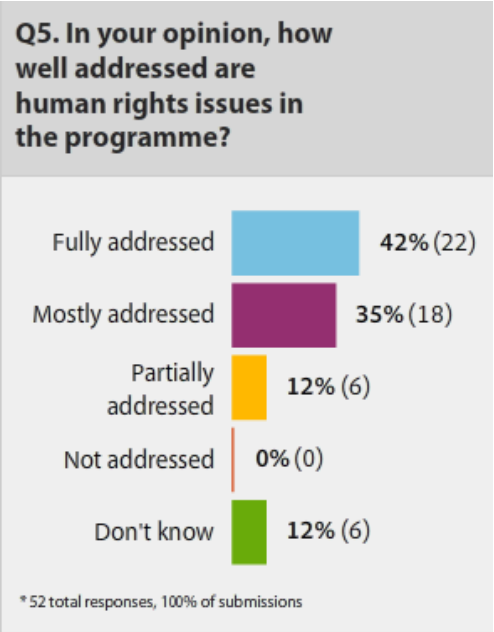
Given the results from the questionnaires, desk review and face-to-face interviews this evaluation can conclude that TPB through their GP manage the issues of partnership and cooperation with external partners well. There were also many favourable comments on internal partnership and cooperation. However, this was not universal and incidents and examples were given where the field / regional office(s) felt they could have been better informed from HQ and vice versa. This aspect of internal partnership and cooperation will be examined under the Programme Management section.

Human rights and gender

The very nature of GLOR35 and the GPs work require human rights to be an integral part of programme and project activity. "*In all phases and aspects of assistance delivery, special attention will be given to ensure that the legal measures taken to counter terrorism comply with the obligations of Member States under international law, in particular human rights law, refugee law and international humanitarian law*". In relation to GLOR35 GPs core objective of encouraging countries to ratify the legal instruments against terrorism the programme's output No. 2.1 states "*National legislation is analysed and required steps are identified for bringing national legislation in compliance with the international legal instruments against terrorism and in accordance with the rule of law and international human rights obligations*". The programmes training workshops include as part of the curricula "promoting human rights and fundamental freedoms while countering terrorism" as demanded by A/RES/68/178 which was one of the resolutions under which the programme was extended.

The evaluation recognisee the progress TPB has made in addressing the issue within the last several years. TPB Chief, in 2012, appointed a HR focal point within TPB who supported the streamlining of CT and HR work in TPB, and prepared a training module on the issue. TPB has also attracted major funding for a separate project (in the context of the Global Programme) for Eastern Africa and the Sahel on HR and CT. In 2014, the Chief TPB appointed 4 additional focal points on HR and CT.

Graph 8



Graph 8 opposite shows the response from all those that completed the questionnaire on how well human rights are addressed by the GP. The general headline data is relatively positive with three quarters of those responding that human rights issue are either fully or mostly addressed by the programme. However, although the sample size is low, it is interesting to note that all of those who responded HRs were 'partially addressed' were national beneficiaries and recipients of the technical assistance. In particular they felt human rights were not properly addressed in the training or workshops they attended.

The programme is making progress to ensure human rights are enshrined in all its work. As an example, in 2013 the UNODC/TPB elaborated a new specialized technical assistance tool, i.e. a new module under its Counter-Terrorism Legal Training Curriculum on 'Human Rights and Criminal Justice Responses to Terrorism'. It was developed in close cooperation with the Office of the UN High Commissioner for Human Rights (OHCHR). Also in 2013 the programme was

involved in a joint project with CTED called 'Effective counter-terrorism investigations and prosecutions while respecting human rights and the rule of law in the Maghreb'. A further workshop on this was delivered in Bangkok on the 12th to 13th November 2013. Under the SEA CT programme national stakeholders involved in the development of the manual that accompanies their training program on 'Collaborative Intelligence Investigation and Prosecution of Terrorism Related Cases' have seen a movement toward the development and integration of human rights issues. One interviewee stated 'the programme continues to develop and issues like human rights are now being reflected in the training along with radicalisation'. This is encouraging given the general perception of the programme among recipients is that human rights issues aren't being properly addressed.

One human rights area that will require additional effort and a coordinated approach is due diligence. There is no mention of due diligence in any of the programmes documents and no systematic approach to ensuring due diligence procedures are followed when UNODC / TPB training and workshops technical assistance CT activities are undertaken. Interviews suggest that some projects attempt to enforce due diligence but this is by no means universal. It is noted that TPB held internal HR and CT training including due diligence in December 2014.

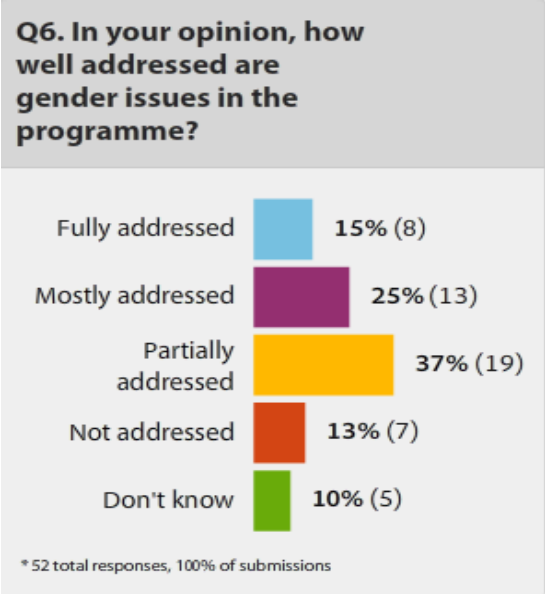
On the whole this evaluation is encouraged that human rights issues are recognised by the programme and that real effort is being made to mainstream this work.

This evaluation could find little information on TPB mainstreaming gender issues into its programme work. It is not mentioned in the Project Document or the Project Progress Reports. The project revision document of September 2011 within the indicators for training states that the "percentage of trained officials (per year) by gender representation"[34] would be measured. This indicator does not appear to have made it into the subsequent Project Documentation. However TPB does collate gender information collected by the three Sections to enable reporting to donors on the subject area and to inform their own programme performance reports. For example in the biennium 2012 – 2013 of those trained in national, sub-regional and inter-regional workshops on selected technical issues in combatting terrorism 19.9% were female. For the biennium 2014 – 2015 (at time of writing) 20.2% trained were female.

Outside the TPB GP, but within UNODC CT Projects that deliver TPB technical assistance activities, attempts have been made to address gender issues. The SEA CT Project has written into its project documentation the aim to mainstream gender issues into its work. "*Although the sub-programme does not specifically deal with gender and advancement of women issues, it will promote and take into account gender mainstreaming aspects wherever applicable. For example, governments will be encouraged to facilitate participation of women in all programme activities and pay special attention to nominating women participants"*. It has attempted to follow this through although not in a fully consistent manner but data has been gathered on the number of female participants on training courses and workshops. Similarly in Senegal invitations to training courses and workshops encourage the institutions to ensure gender balance in their selected participants. However both Projects note the 'cultural barriers' to achieving this balance are difficult to overcome. Neither project appears to have sought or been offered help by UNODC or the wider UN in overcoming these barriers.

[34] GLOR35_Project_Rev_2

Graph 9



Graph 9 opposite shows the response from all those that completed the questionnaire on how well addressed gender issues are in the programme. Of those who believed they could offer an opinion half believed they were 'fully' or mostly' addressed and the other half felt they were 'partially' or not addressed. Most of the critical comments came from beneficiaries and recipients although UNODC have also expressed dissatisfaction regarding the Programme's attempt to mainstream gender issues. Comments include 'in not a single workshop, I have heard TPB talking about gender issues' and 'I did not see, in the activities I participated, significant input from Gender perspective.

It is clear that far greater work has to be done by TPB and the Office as a whole to support the mainstreaming of gender issues into TPB activities and outputs. The UNODC Regional, Country and Field Offices that attempt to unilaterally address these issues deserve (and should demand) greater support and guidance from the substantive experts on gender issues not just within UNODC but the UN family as a whole. This provides an opportunity to engage and embrace the One UN concept.

Programme management

The Office is the Secretariat entity mandated to assist Member States, as requested, with the prevention of drug trafficking, crime and terrorism by providing legal technical assistance and criminal justice capacity-building activities. Within the counter-terrorism field there are at least 5 projects with a counter-terrorism component, namely:

a) Global Programme on Strengthening the Legal Regime against Terrorism **(**GLOR35);
b) Strengthening Criminal Justice Capacities of Central Asian Countries to Counter Terrorism in Compliance with principles of Rule of Law (XACX50);
c) Sub-programme on Counter-Terrorism: East and Southeast Asia Partnership on Criminal Justice Responses to Terrorism (XAPX37);
d) Sub-programme on Counter-Terrorism: The Pacific Islands Partnership on Criminal Justice Responses to Terrorism (XSPX47); and
e) Strengthening the legal regime against terrorism in Yemen (YEMX24)

The TPB is actively working with the four other counter-terrorism projects and as noted in this report the support of TPB in these projects has by-and-large been well appreciated. The programme management of TPB with regard to its external partners is working well. Its key New York based partners CTITF and CTED expressed their satisfaction with UNODC / TPB and the

majority of other external partners, including the donor community, were positive in their assessment of TPB and UNODC CT efforts.

Where additional TPB programme management thought has to be given is how TPB can introduce the speed and flexibility needed to meet the changing anti-terrorism environment and the subsequent changing demands of the different stakeholders in the GP such as beneficiaries and donors. This ability of the GP to be able to react quickly is a common theme that has run through a majority of stakeholder interviews. The TPB needs to consider how best to design and implement a rapid response mechanism to react to changing circumstances and demands. There may be value in creating a standing, 'virtual' committee of appropriate UNODC personnel and various GP stakeholder groups and organisations with whom the TPB can consult when deemed appropriate. For example, at the time of writing, the attacks on staff at the 'Charlie Hebdo' offices in Paris and the Belgian anti-terror operation in Verviers have just occurred and highlighted how quickly the terrorism environment and context changes. TPB has demonstrated it has the skills and abilities to react to changing circumstances. For example, it was the first UN entity to develop an initiative on Foreign Terrorist Fighters being conceptualised in early 2014. And in October 2014, just one month after the SC resolution on FTF was passed, training was provided by TPB to Iraqi authorities. This evaluation contends however that there would be advantage for TPB in demonstrably taking the lead in responding to this (and other) new terrorist environments. TPB with the support of the virtual committee could produce a position paper – referencing the SC resolution 2178 (2014) passed in September 2014 on combatting the phenomena of 'foreign terrorist fighters' as justification – and propose different options on how the GP intends to support tackling the apparent return of foreign fighters from conflict areas perpetrating acts of terrorism in their own states. This ability to produce embryonic strategies for discussion and development with existing GP stakeholders would establish the TPB as dynamic and forward looking. It will also provide a basis for developing new (or altering existing) projects to address the new paradigm with which donors (through the virtual committee) are already engaged.

The mandate for the TPB is clear and unequivocal. "*To promote and strengthen a functional criminal justice regime against terrorism that is effective and is implemented by States in accordance with the rule of law*". This is achieved through: (a) promoting the ratification of the 19 international legal instruments to prevent and combat terrorism and assisting Member States with the incorporation of the provisions of those instruments into national legislation; (b) building the capacity of national officials to implement counter-terrorism legislation; and (c) promoting regional and international cooperation in criminal matters.[35] This mandate should give TPB management the scope and flexibility to identify and focus on the technical assistance tools and techniques which are most likely to bring about their overall objective and meet the various demands placed upon the GP by its various stakeholders including the Security Council, beneficiaries and donors. To date TPB has recognised that capacity building is one area where UNODC TPB can bring a comparative advantage in support of the implementation of the legal instruments during and after the ratification process. This shift toward capacity building – in line with its mandate – has proven a relatively successful approach. The case studies have demonstrated that a strong local presence is required to promote and sustain this capacity building assistance.

[35] E-CN-15-2014 4 – Report for 2013.pdf

Thus TPB will have to carefully construct and consider its different options to determine the best way to continue fulfilling its mandate. This report has noted some key areas that must be addressed in order to ensure the best options are identified. Specifically a global assessment should be completed to determine the main countries, sub-regions and regions that require TPB CT technical assistance and the type of assistance that will help deliver the required impact. This global assessment must also recognise any UNODC CT work currently being undertaken outside the GP and ensure it is complimentary to the GP and identify where the GP could further assist these efforts. This should include examining how working with other GPs such as the Global Programme on Money Laundering (GPML) might provide opportunities for GLOR35 to develop proactive terrorism prevention strategies as well as reactive terrorism response strategies. This should further link into other relevant partners such as Global Counter-Terrorism Forum (GCTF). Finally TPB programme management must include a risk assessment regime on the security situation and its potential implication on the delivery of proposed future TPB activity. This security aspect is a double edged sword as one of the main advantages stakeholders mention for working with UNODC is their ability to operate in difficult security environments.

This evaluation recognises that in many instances UNODC CT work is donor driven and simply reflects donor priorities at any given time. Whilst the funding modality of UNODC remains as it this practice of applying relatively relaxed criteria to assess whether available funding and suggested projects fits within UNODCs strategic plan(s) will doubtless continue. However it is incumbent that TPB programme management should assess these donor (and beneficiary) priorities against its own strategic goals and critically determine if the donor proposal contributes to those goals. In the current geo-political climate a GP on terrorism prevention should be able to garner donor funding to implement projects and programmes that are fully aligned with TPB mandate and objectives. One further issue on fund raising was highlighted during the evaluation and concerned the ‘competition’ between different parts of UNODC in raising funds for CT work. On some occasions HQ and FOs / ROs are chasing the same donors and the same funds. This reaffirms the need for the TPB HQ and the ROs and FOs to instigate and maintain good communication channels between themselves with a standing agenda item regarding fund raising on their monthly teleconference meeting.

The TPB has overseen a substantial increase in the number of technical tools that are now available. This evaluation report concludes that these tools are of a high standard and are useful methods to promote the overall objectives of the GP. In particular the Online Counter-Terrorism Learning Platform has the potential to reach many thousands of users and could be used to promote TPBs technical assistance work. There is not however, a concerted advocacy strategy to stimulate the adoption and use of these tools. This should form part of the global assessment document which itself will assist in determining which of the TA tools are the most effective.

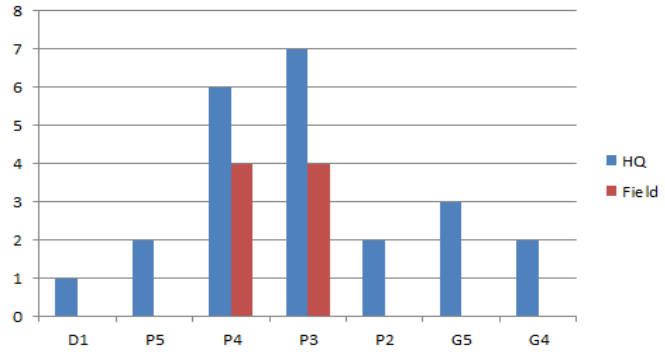
Additionally the role of the regional and field offices in the delivery of the GP strategy and technical assistance tools should not be underestimated. The case studies have highlighted the importance of having an effective local presence to encourage political buy-in by fostering and maintaining the appropriate networks. It is also crucial in ensuring the technical assistance is tailored to suit the specific needs of the country or region and in subsequent analysis on the effectiveness and impact of that assistance. Careful consideration should be given to the ‘model’ that has evolved where the RO / FO drives the day-to-day CT business under its own country or regional CT project(s) with close support from TPB HQ experts who retain overall quality control.

This becomes critical with the introduction of Full Cost Recovery (FCR) which has implications for both HQ and FO / RO funded project and programmes. The management of both internal (UNODC) and external (donor) perception of the implication of FCR should form part the TPBs programme management strategy. From an internal perspective there is a FO / RO belief that HQ funded projects and posts are more likely to be sought and / or retained as their costs are 'fixed' whereas regional / field office costs are 'variable' with greater overheads. Some of the field and HQ interviews for this evaluation suggested donors were becoming less likely to use UNODC as an implementing partner for CT activities due to the perceived additional expense imposed upon them by FCR. However some donors have intimated that if FCR is linked to results based management which can assess impact then they would be more likely to fund UNODC / TPB CT activities. There needs to be a full and frank conversation within TPB as a whole including appropriate FOs and ROs to clarify how TPB is going to deal with this issue of FCR in the future.

It can be seen that the interface and relationship between TPB HQ and the field / regional offices is vital. This report notes that relationship is, for the most part, effective however due partially to a lack of 'rules of engagement' it has meant that, on occasion, it has broken down. The success or failure of TPB HQ / RO and FO cooperation is currently determined more on an individual to individual basis than any systematic programme management processes. There is a need to clarify what should be communicated, to whom and when between HQ and ROs / FOs and vice versa.

In 2012 the TPB restructured itself into three so-called Implementation Support Sections (ISS) which covered different geographical areas. ISS I covers Asia, Pacific and Europe, ISS II covers Sub-Saharan Africa plus Yemen and ISS III covers MENA, the Gulf and LAC. The rationale behind the creation of those particular regions is not formally documented however interviews for this evaluation note a desire by TPB to improve efficiency and become more flexible to stakeholders needs and requirements. Anecdotal reporting suggests this restructuring has led to improved performance of the TPB. This evaluation does not specifically suggest these Sections should be altered however if the recommended global assessment is undertaken this may require a shifting of resources both within and between Sections and between HQ and the FOs / ROs.

Graph 10



At the time of writing the TPB funds one D1, two P5s, six P4s, seven P3s, two P2s, three G5s and two G4s at HQ (one of the P3 and one of the G5 posts are vacant). It also funds four P4s and four P3s in the field (one of the P4 and two of the P3 posts are vacant).

Greater communication between the three Sections should be pursued. There is no express mechanism to promote the systematic exchange of best practices and to learn from the experiences of others within the Sections. Within ISS I one of the biggest comparative advantages TPB enjoys is its partnerships with beneficiary countries e.g. Afghanistan which is now on its 4th joint programme. It helps provide a consistent narrative which encourages donor participation.

ISS II has seen the development of CT projects and programmes tailored to the local country / regional context and outside the TPB GP but with much appreciated TPB support. ISS III is developing an impact assessment regime. They recognise that working in that area needs cooperation and in-depth technical knowledge that is not easily built in the field but requires HQ control and expertise. These lessons on external partnership, internal communication and the use of HQ expertise should be shared on a systematic basis.

III. CONCLUSIONS

This in-depth mid-term evaluation concludes that the 'Global Programme on Strengthening the Legal Regime against Terrorism' (GLOR35) is still highly relevant to all its stakeholder groups and core learning partners. Its role in assisting states to ratify the 19 legal instruments under various General Assembly resolutions should continue to remain its core business. The TPB has established good working relationships with its key partners to help facilitate this ratification process. Most notably the relationships with the Counter-terrorism Executive Directorate (CTED) and Counter-terrorism Implementation Task-Force (CTITF) have functioned very well. TPB has also been by-and-large successful in ensuring that its work is in line with UN and UNODC strategic direction and has further attempted to engage where appropriate with the relevant thematic and global programmes.

GLOR35 has effectively and relatively efficiently delivered its main objective of assisting states in the ratification of the legal instruments. Feedback from all stakeholder groups, in particular beneficiaries and donors was on the whole very positive. TPB has managed external partnership and cooperation with key stakeholders well and built good working relationships with many of the key actors in New York and Vienna and beyond.

The move toward increasing technical assistance for states to implement the legal instruments once ratified is a sensible development and should continue. The role of the Field Offices and Regional Offices in ensuring the technical assistance is tailored to the local environment should not be underestimated. In line with this appropriate, explicit mechanisms must be put in place to ensure communication between TPB HQ and the field is as effective as possible. The information communicated between the FO / RO and TPB HQ should include updating on relevant activities and clarifying roles and responsibilities within on-going CT activities. This will also include discussion and agreement on financial aspects including fund raising and cost sharing of posts.

There are two different models utilised by TPB to advance the GPs objectives. One involves running specific TPB funded projects. The other involves providing support to existing FO / RO CT projects or projects that have a CT element. There is no clear advantage of one model over the other however both approaches require the tailoring of the technical assistance tools to the local environment and the appropriate political buy-in to make the delivery of the assistance effective. A strong, well informed UNODC FO / RO presence can enhance both these aspects.

The technical assistance tools developed by TPB are generally well regarded and seen to be of a high quality which reflects well on the Branch. There is, however, a general lack of awareness of many of these tools among many of those who might benefit from them. A proper advocacy strategy bringing them to their attention and greater use of the Online Counter-Terrorism Learning Platform would be beneficial.

One aspect of the evaluation that was impossible to accurately assess was the impact of GLOR35 and its technical assistance tools. The headline figures regarding the increase in the number of countries ratifying the legal instruments and the number of criminal justice officials trained are impressive and this should not be overlooked or under stressed. It is a fine achievement. Yet this evaluation could not establish the impact this had countering terrorism. No appropriate indicators measuring impact have been developed and thus no appropriate data has been collected. TPB does not systematically collate feedback data on, for example, TPB fully (or partially) funded workshops and trainings. Proper impact indicators need to be developed and subsequent assessments done to determine which technical assistance tools have the greatest positive impact. The work embryonic work being done in Latin America with regard to measuring CT project impact is worthy of closer TPB consideration.

The constantly changing terrorism environment requires those involved in CT activities to be flexible and able to react quickly. All stakeholders in the GP noted this as an important aspect of the GP. TPB does not currently have an agreed approach on how to deal with rapid external changes. It would be advantageous for TPB – probably with the assistance of some key stakeholders in the GP – to develop a means by which they can quickly assess how the GP could best address any main issues arising from the altered landscape. This rapid response would present the GP as dynamic and forward thinking.

Connected to this is the need for TPB to conduct a global assessment on terrorism – drawing on the CTED Global Implementation Survey as a key reference document – with respect to the GP mandate and determine which geographical areas require which type of GP technical assistance and how it can be most effectively delivered. This process may require the adjustment of resources within and between Implementation Support Sections and between TPB HQ and the RO / FOs.

Whilst human rights issues are generally well observed within GLOR35 work due diligence is the one area requiring additional consideration. It would be prudent to ensure a proper due diligence regime is deployed when running GLOR35 inspired workshops and trainings. Gender mainstreaming is given very little importance and steps will have to be taken to try and improve this aspect when delivering technical assistance products.

TPB operates in challenging security environments. This is an aspect that attracts donors to UNODC as they have a reputation of being able to deliver results in difficult operating environments. This comparative advantage requires careful handling of the risks associated with deploying staff in parts of the world other international agencies avoid. The decisions taken on the future strategic direction of the TPB must assess the advantages of operating in these environments against the risks to UN staff.

On balance GLOR35 has progressed well over the 8 years covered by this evaluation. It has made good progress toward its key objective of assisting in the ratification of the 19 legal instruments by various states across the world. The restructuring of TPB brought new impetus to the GP which had wavered a little and the majority of stakeholders are pleased with the current direction of the GP including its focus on implementation support. TPB should now assess current global CT needs against its own GP mandate and determine where its technical assistance is most needed, which technical assistance is most needed and how that technical assistance can best be delivered.

IV. RECOMMENDATIONS

Key recommendations

1. TPB to assess current global CT needs against its own GP mandate and determine where and which technical assistance is most needed and how that technical assistance can best be delivered.

2. Standard Operating Procedures (SOPs) to be established for engagement between TPB HQ and the RO / FO for TPB activities planned for the field. This should include but not be restricted to:
a) Agreed notice given by TPB to appropriate RO / FO of proposed TPB field activity.
b) Commitment by RO / FO to brief relevant TPB Officer(s) of pertinent regional / country issues.
c) Use the monthly teleconference between TPB HQ Section staff and RO / FO staff to minute progress in current CT / TP activities.
d) Coordinating fund raising activities.

3. TPB to establish a rapid response team of UNODC and non-UNODC members with a remit to produce position papers on current, evolving terrorism trends with options on how the GP could respond.

4. TPB in conjunction with SPIA and IEU to design appropriate impact indicators for their technical assistance tools. Concurrently instigate an explicit and systemic monitoring and evaluating regime to gather that data then analyse it and act upon the results of that analysis.

5. TPB to review their current sustainability strategies for TPB activities. Identify good practice and create guidelines on implementing sustainability strategies that should be incorporated into the programming of the delivery of future activity and – where possible – to retroactively deploy these strategies into current activities. The role of the field and regional offices in delivering these strategies and the HQ support required to do this effectively should be carefully assessed.

6. TPB to liaise with appropriate UNODC substantive experts in gender mainstreaming to design a strategy to mainstream gender issues into TPB technical assistance activities. This should include the express requirement to gather and monitor gender balance data in TPB and TPB supported training / workshops.

7. TPB in conjunction with the appropriate substantive UNODC human rights experts to strengthen the implementation of UNODC due diligence guidelines.

8. Initiate and maintain a monthly meeting between Implementation Support Section Heads and appropriate Section staff with a view to updating TPB CT activities and exchanging lessons learned and good practice.

9. TPB to work with the field and together with its security partners, most notably UN DSS, to ensure risk and vulnerability assessments are robust and up-to-date thus ensuring that in delivering TA its staff are not unduly exposed to danger.

Important recommendations

10. TPB to produce a document, identifying consistent external barriers to TPB activity delivery. Then develop strategies to overcome these barriers using good practice experience from the programme's decade of operations.

11. Design an advocacy strategy to raise awareness of TPB technical assistance tools and promote their use. In particular the Online Counter-Terrorism Learning Platform should be better utilised to promote TPB tools and activities.

12. Any assistance given to a country in ratifying the 19 legal instruments should have an explicit strategy developed to assist in the implementation of these instruments. This strategy should
(a) identify specific national capacity needs and capabilities to enable TPB to determine the best type of support that should be provided.
(b) ensure that support is tailored to allow states with different capacities to be able to absorb and sustain them over time.

V. LESSONS LEARNED

It should be noted that the Global Programme is run by the Terrorism Prevention Branch. The 'Prevention' aspect is not one that comes to the fore in its work although that is understandable given its focus on ratification of the legal instruments and its remit as provided by the relative Security Council resolutions. The 'prevention' aspect of TPB should be more fully explored during its reassessment.

Respect for human rights is key in counter-terrorism response strategies. In several of the states where the Branch provides technical assistance, respect for human rights is not high on the agenda as the fight against terrorism is seen as 'war' and thus those caught in the net do not need to have 'rights'. It is, therefore, of critical importance that human rights is placed at the centre of the delivery of technical assistance interventions and the collaboration among different domestic stakeholders to strengthen the hands of the prosecution.

It is important that the programme must continuously adapt to the specific needs of recipients and not present generic trainings which sometimes may not be practical or related to the challenges faced by the recipients of that technical assistance. Mechanisms for assessing the impact of the provided technical assistance delivered must be developed and implemented. Through this process the technical assistance tools which provide greatest impact can be identified. TPB has shown some embryonic good practice in this area and this needs to be encouraged and developed across UNODC.

To strengthen and deepen Member States buy-in to the programmes and interventions offered by the TPB, it is critical to partner with national counterparts and by this process national counterparts will be empowered to deliver the technical assistance. To this end, a regional or country counter-terrorism project aligned to TPBs objectives can have an appreciable influence on the delivery of appropriate activities.

Close collaboration between HQs and the regional and field offices enhances the effective delivery of the activities. The importance of understanding the local context when delivering technical assistance cannot be understated as is the need to ensure a sustainability strategy has been explicitly developed. In this aspect the engagement with all stakeholders including civil society and the private sector are key.

Greater effort must be made to encourage gender mainstreaming. Many factors outside UNODC / TPB control influence the ability to effectively gender mainstream however UNODC / TPB must become more visible in its efforts to achieve it.

The funding modality of UNODC often causes problems. Firstly it can mean tha GPs with a global strategic vision find difficulty in pursuing that vision as a pragmatic approach to gathering funds often leads to the GP accepting donor priorities. On some occasions donor priorities and GP strategy are not compatible but the GP will still accept the funds. UNODC must apply stricter criteria when assessing donor objectives against GP objectives.

Secondly, the funding modality also means that, while some staff are paid out of core UNODC funding, others are paid from the management component assessed on each project. This creates uncertainty and a degree of precariousness for staff who in some cases have quite limited security of tenure. That is not a circumstance that always makes for a contented and productive workforce and imposes particular challenges on managers.

Thirdly, it also means that senior management, particularly the Director of TPB, has to spend a good part of their time fund-raising. While it is the core business of many UN offices to conceive of projects that fulfil their mandate and 'sell' these to donors, there is a particular pressure on the manager when the consequence of not finding a donor is the loss of staff – sometimes very capable officers who have served the interests of the organisation loyally.

Fourthly this funding model encourages unproductive competition between different units in UNODC, and between Vienna and the regional offices. As a hypothetical example, donor X may want to fund a project in the countering terrorist financing field. TPB may well decide to bid for this, even when the technical expertise in UNODC in this field lies with the Global Program on Money-Laundering (GPML), simply because it increases the overall funding available for GLOR35. Similarly, TPB may decide to bid for a project in SE Asia, and run it from Vienna, when the real expertise lies in the Bangkok regional UNODC Office. (Often the reverse also happens – the regional office might have closer personal ties with the donor country and therefore is able to attract funding for a project that would better be run from Vienna).

Finally, UNODC GPs are encouraged to be competitive within wider UN coordination mechanisms. To a degree this is acceptable and certainly understandable, but it does not encourage the level of collegiality that ought to drive the UN response. Too often programs and projects between UNODC, CTITF, CTED, the 1267 Monitoring Group, the UNCCT and others, overlap or duplicate each other. This evaluation is not suggesting this is the fault of TPB – others are just as competitive – but this competition creates an environment where it appears advantageous to over-step a comparative advantage in order to win donor funding.

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

PURPOSE OF THE EVALUATION

Who commissioned the evaluation?

UNODC TPB is committed to recipients of technical assistance, donors and partner organizations to undertake periodic evaluation of the Global Programme in accordance with the UNODC Evaluation Policy and Guidelines. The last programme evaluation was undertaken in 2007.

The in-depth evaluation will be conducted by an Evaluation Team under and managed by IEU of the UNODC Independent Evaluation Unit and in close cooperation with the GLOR35 Programme Management.

Why is the evaluation being undertaken at this point?

The GLOR35 in-depth evaluation is included in the Biennial Work Plan of the Independent Evaluation Unit for 2014 that was endorsed by the UNODC Executive Committee and is aligned to the UNODC Strategy.

The evaluation is being undertaken seven years after the previous 2007 programme evaluation. Since then there was a significant increase in budget and staffing as well as in a geographical and substantive coverage of the counter-terrorism technical assistance provided under GLOR35. Furthermore, the programme has been expanding in new thematic areas, following a request from the United Nations General Assembly and at the requestof the Member States. This expansion of activities is likely to continue as an increasing number of Member States seek assistance in strengthening their legal regimes against terrorism and their criminal justice systems. The more complex phase of implementation of the legal instruments through national capacity building activities involves extensive and more specialized training of criminal justice officials and the development of specialized guides, manuals, and national counter-terrorism strategies. The in-depth evaluation of the Global Programme will serve as an accountability tool to Member States and other relevant stakeholders in the field of terrorisms. The evaluation will determine the progress made towards overall programme objectives as well as the extent of its contribution to meet the counter-terrorism needs of the Member States. Moreover, the evaluation is a learning opportunity for UNODC and core learning partners to strategically reflect about the programme in the international context as to enhance UNODC's services within its mandate on fighting against terrorism. The in-depth evaluation will provide input into UNODC's decision-making and planning processes and will enable improvement and learning through implementation of recommendations, better understanding of areas that need improvement and incorporation of lessons learned into strategic decisions.

The in-depth evaluation will have the following specific objectives:

- to assess effectiveness of the programme by measuring the extent to which GLOR35 achieved its objectives, expected accomplishments, outcomes and outputs as stated in the Proposed Programmes and Budgets for 2008-2009, 2010-2011, 2012-2013 and 2014-2015, UNODC Strategies for 2008-2011 and 2012-2015, as well as in the logical framework;

- to measure the efficiency of the programme, as well as quality of delivered outcomes and outputs, as stated in the Proposed Programmes and Budgets for 2008-2009, 2010-2011, 2012-2013 and 2014-2015, UNODC Strategies for 2008-2011 and 2012-2015, as well as in the logical framework; , Identifying bottle necks and recommending how they can be tackled.

- to assess relevance and linkages to the UNODC regional and country programmes, as well as to the national counter-terrorism programmes, plans and strategies, including how strengthened coordination and cooperation would enhance TPB deliver of technical assistance

- to identify and document lessons learned, determine best practices and areas of improvement that can be used for planning and the design of future programme revisions and development of future technical assistance;

- to assess to which extend the findings and recommendations contained in the previous evaluation of the Global Programme were implemented.

What decisions may the evaluation guide you to?

The findings and recommendations of the in-depth evaluation will contribute to support strategic decision making in the process of reviewing current priorities, goals and strategic directions of UNODC/TPB, tackle current challenges and minimize risks in implementing the Global Programme, identify lessons learned and best practices, as well as to decide on the model of the financial management of the programme.

Who are the main evaluation users and how will they be involved?

The main evaluation users will be the UNODC/TPB in the HQ and in the field offices as well as staff in other UNODC organizational units, UNODC senior management and substantive offices, Member States, as well as implementing partners, such as donors, governments and law enforcement agencies of receiving Member States and partner organizations.

III. SCOPE OF THE EVALUATION

(a) The unit of analysis to be covered by the evaluation

The in-depth evaluation will cover the Global Programme entitled “Strengthening the Legal Regime against Terrorism”. The Evaluation Team will carry out analyses of technical assistance projects in the selected regions and countries. The details of the proposed field missions and stakeholders to be interviews will be specified in the inception report.

The analyses will include programme results, programme objectives, programme concept and design, activities undertaken under the programme, programme efficiency and effectiveness,

programme relevance to countries' and regions' needs, programme linkages to the UNODC regional and country programmes, as well as to the national and regional counter-terrorism programmes and strategies, programme ability to adopt to any changes, developments and new requests from Member States, relationship with counterparts (i.e. beneficiaries, donors and partners), overall management of the programme, implementation of the recommendations of 2008 evaluation, monitoring and evaluation system, cooperation and coordination between the HQ and the Field Offices, as well as consistency of training content delivered to various receiving Member States.

(b) The time period to be covered by the evaluation

Given the fact that the previous evaluation was undertaken in 2007 (published beginning 2008), the time period to be covered by the present evaluation will be 2008-2014 (until the day of the evaluator's findings after all field missions were completed).

(c) The geographical coverage

Given the global nature of the programme, the geographical coverage of the in-depth evaluation will be global and include Member States where UNODC TPB has been implementing activities during 2008-2014 (i.e. Eastern Europe, Central Asia, South-East Asia and South Asia, Sub-Saharan Africa, North Africa, Middle East (the Gulf countries in particular), Latin America and the Pacific regions.

IV. EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS

1. Relevance

Relevance is the extent to which the objectives of a project are continuously consistent with recipients' needs, UNODC mandate and overarching strategies and policies.

a) **How relevant is the programme** to the counter-terrorism needs and priorities of assisted Member States?

b) How relevant are **the technical assistance and capacity building programmes as well as tools and publications provided by GLOR35** to the needs of the assisted/receiving Member States?

c) To what extend is GLOR35 aligned with and contributes to the **UNODC regional and country** programmes as well as the UNODC mandate, strategy and policy?

d) To what extent are **GLOR35 objectives** clear and realistic and contribute to achievement of UNODC Strategic Framework and Thematic Programme on Terrorism Prevention?

e) To what extent are the **recipient countries satisfied** with the quality and degree of assistance provided by the Branch?

2. Efficiency

Efficiency is a measure of how resources/inputs (funds, expertise, time, etc.) are converted into outputs.

a) Were the resources and inputs converted to outputs in a timely and cost-effective manner?

b) To what extent were the **technical assistance and capacity building activities efficiently** planned, managed, implemented and monitored? What was the quality of the outputs delivered?

c) To what extent financial and human **resources enough and utilized efficiently**, appropriately, in a timely and cost-effective manner to meet objectives and priorities? Including the right deployment and balance of staff in HQ and the field. What measure have been taken to ensure that resources are efficiently used?

d) What measures have been taken for **efficient planning and implementation** of the programme?

e) To what extent has there been effective monitoring mechanism in place to guide management decisions?

f) How did the management structure and decision making mechanisms of the programme contributed to efficient delivery of services?

g) How can the internal substantive coherence of the technical assistance improve programme effectiveness?

h) Were the **recommendations of the 2007 programme evaluation** efficiently implemented?

3. Effectiveness

Effectiveness is the extent to which a project or programme achieves its objectives and outcomes.

a) To which extent have GLOR35 **objectives and outcomes been achieved and how effectively were unforeseen challenges handled during the implementation, if any**?

b) How did **external factors** affect the effectiveness of GLOR35 activities?

c) To what extent were the **recipient countries and member states satisfied** with the quality and degree of assistance provided by the Branch?

d) What have been the **challenges for the countries in ratification** and implementation of the instruments?

e) What have been the challenged in the provision of effective capacity building assistance ?

f) How effective has the Branch been **in cooperating and coordinating its efforts with the UNODC field offices** and regional programmes? What benefits have there been to the field offices from GLOR35?

g) **To what extent is the programme more effective in some countries than in others**? What are the reasons for this difference, if any? **How can the programme increase its effectiveness?**

h) **How does the branch supports the establishment of** mechanisms for international cooperation (e.g. judicial platforms),?

i) How does the Branch ensures that the assistance provided bears tangible results? How does the Branch ensures that criminal justice officials trained by the Branch **apply the acquired skills and knowledge?**

4. Impact

Impact is the positive and negative, primary and secondary long-term economic, environmental, social change(s) produced or likely to be produced by a project, directly or indirectly, intended or unintended, after the project was implemented.

a) To what extent has the programme **contributed to enhance national capacity** in the legal aspects of counter-terrorism?

b) To what extent GLOR35 **contributed to ratification and implementation** by Member States of the international legal instruments against terrorism?

c) What are the **intended or unintended, positive and negative**, effects of the programme?

d) Do criminal justice officials trained by the Branch consistently **apply the acquired skills and knowledge?**

5. Sustainability

Sustainability is concerned with measuring whether the benefits of a project or programme are likely to continue after its termination. Projects need to be environmentally as well as financially sustainable.

a) To what extent are the programme results (impact and outcomes) likely to continue **after or during** the programme duration or after the technical assistance has been completed in a country?

b) To what extend have beneficiaries and stakeholders taken and shown **ownership of the programme objectives** and are they actively engaged in the programme activities?

c) To what extend programme stakeholders' and beneficiaries' engagement is likely to continue, be scaled up, replicated or institutionalized after external funding ceases?

d) To what extend can the **initiatives developed by the Branch become domestically funded** or/and integrated in national programmes (e.g. training curriculum)?

e) To what extent have the provided training contributed to **development of sustainable knowledge** in the receiving countries?

6. Partnership and cooperation

Partnerships and cooperation is a measure of the level of UNODC cooperation with partners and implementing partners (e.g. donors, NGOs, Governments, other UN agencies etc.)

a) To what extend has cooperation and collaboration been sought with **donors and recipients**?

b) To what extent has **cooperation and collaboration been sought with other organizations** in implementation of GLOR35?

c) To what extend have the Branch **successfully participate in the Counter-Terrorism Implementation Task Force**?

d) To what extent has the Branch successfully cooperated with relevant UN entities, such as CTED?

e) To what extent has the Branch sought and achieve effective cooperation with relevant regional and international organizations?

f) To what extent have **roles and responsibilities in terms of partnerships and cooperation been clearly** defined, realistically set up and fulfilled in the Branch?

7. Lessons learned

a) What lessons can be **learned from the programme implementation** in order to improve performance, results and effectiveness in the future?

b) What **good practices** emerged from the programme implementation?

c) Can these best practices be realistically replicated?

d) What lessons can be drawn from the **working arrangements with partners** (global, regional and national)?

e) What lessons can be drawn from **unintended results**, if any?

f) What lessons can be drawn from the **engagement (or lack thereof) with civil society and private sector** stakeholders?

8. Human rights and gender

a) To what extent are the UN human-rights based approach incorporated in the design and implementation of the programme and the UNODC/TPB technical assistance provided to Member States?

b) To what extent are gender issues incorporated in the design and implementation of the programme and the UNODC/TPB technical assistance provided to Member States?

c) To what extent were the gender parity mainstreamed in the implementation of the programme and UNODC/TPB capacity building activities?

9. Programme management

a) To what extent have GLOR35 management arrangements been conducive to an effective **programme implementation**, including to mitigating risks and to assuring quality?

b) To what extent did the interests and priorities of the different stakeholders converge and to what extent were they reconciled by the UNODC's HQ based management?

c) To what extent has UNODC's HQ and Field-based Senior Management been supporting the Global Programme?

d) What lessons can be drawn from the programme management arrangements regarding implementation of UNODC's thematic, regional and country programmes as these relate to GLOR35?

e) To what extent is the current **organizational structure of UNODC, when it comes to terrorism prevention,** effective in the delivery of assistance and follow-up of such delivery?

f) To what extent support, coordination, monitoring and communication of HQ's management in the Branch is efficient, sufficient and appropriate for Field offices for implementation of the programme?

ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

Semi-Structured Interview Questions

Q1. How does GLOR35 try to ensure relevance to its beneficiaries?

Q2. What effect has the structural reorganization of the TPB in 2012 had on the implementation of the Thematic Programme on Terrorism Prevention?

Q3. What barriers exist to the efficient and effective implementation of GLOR35?

Q4. How does GLOR35 ensure maximum impact? How is that impact measured?

Q5. Which partnerships are the most important to GLOR35?

Q6. What is the most significant change you have seen as a direct result of the Programme since February 2008?

Q7. In your opinion where should the Programme focus its efforts in the future?

Emailed Questionnaire

1. INTRODUCTION

Q1. Please include your email-address in the below box:

Q2. What is your role with regards to GLOR35?

UNODC staff

Donor

Recipient country/organisation/individual

Partner organisation (United Nations)

Partner organisation (NGO/CSO)

Partner organisation (others)

Q3. Over the period of your involvement with the global programme, has your engagement with the programme…

Greatly increased

Increased

Remained the same

Decreased

Greatly decreased

Q3.1. Please explain why:

Q4. Were you directly involved in the Global Programme's activites (e.g. workshops; trainings; etc.)?

Yes

No

Don't know

Q4.1 Please specify, in which activities you were involved:

Q5. In which area(s) of the Global Programme were you directly involved (tick all that are applicable):

Ratification of international legal instruments

Revision of national counterterrorism legislation

National capacity building for application of international conventions and protocols

Development of national/regional strategies/action plans

Collaboration with UNODC regarding the legal aspects of countering terrorism

Workshop participant

Training recipient

None

Other (please specify)

Q6. In or for what region of the world do you work primarily (please choose only one)?

Africa and Middle East

Central and Eastern Africa

East Asia and Pacific

Latin America and Caribbean

South Asia

West and Central Asia

Global

Other, please specify:

Q6.1. Please specify the countries you work in/for primarily:

2. MAIN QUESTIONS

Q1 The activities of the programme (e.g. training; technical assistance; etc.) were for your country/organisation/institution/etc….

Very relevant

Relevant

Partially relevant

Not relevant

Do not know/not applicable

Q1.1. Please specify, why the activities were not relevant:

Q2. The quality and delivery of the activities of the global programme is:

Excellent

Very good

Satisfactory

Poor

Do not know

Q2.1 Please specify, why the quality and delivery of activities is poor:

Q3. In your opinion how sustainable are the activities of the programme?

Fully sustainable

Mostly sustainable

Partially sustainable

Not sustainable

Do not know

Q3.1 Please specify:

Q4. How can the effectiveness of the programme's activities be increased?

Q5. In your opinion, how well addressed are human rights issues in the programme?

Fully addressed

Mostly addressed

Partially addressed

Not addressed

Don't know

Q5.1 Please specify:

Q6. In your opinion, how well addressed are gender issues in the programme?

Fully addressed

Mostly addressed

Partially addressed

Not addressed

Don't know

Q6.1 Please specify:

Q7. How satisfied are you with the following aspects of the global programme / TPB?

How satisfied are you with the *support provided by the global programme/TPB*
Very satisfied / Satisfied / Partially satisfied / Unsatisfied / Don't know

How satisfied are you with the *communication with the global programme/TPB*
Very satisfied / Satisfied / Partially satisfied / Unsatisfied / Don't know

How satisfied are you with the *coordination by the global programme/TPB?*
Very satisfied / Satisfied / Partially satisfied / Unsatisfied / Don't know

How satisfied are you with the *added value of UNODC counter terrorism activities as delivered by the global programme*?
Very satisfied / Satisfied / Partially satisfied / Unsatisfied / Don't know

Q7.1 Please specify, why you are partially satisfied or unsatisfied::

Q8. How well is the global programme integrated into other UNODC programmes and projects (UNODC)

Fully integrated

Mostly integrated

Partially integrated

Not integrated

Do not know

Q8.1 Please specify, why the global programme is partially/not at all integrated:
Q9. The coordination with the global programme is: (PARTNERS, UNODC)

Excellent

Very good

Satisfactory

Poor

Don't know

Q9.1. Please specify, why the coordination with the global programme is poor:

Q10. With what programme activities where you directly involved? (RECIPIENTS)

Q11. If you were involved in programme activities how satisfied were you with those activities: (RECIPIENTS)

Very satisfied

Satisfied

Partially satisfied

Dissatisfied

Do not know

Q11.1 If you were unsatisfied, please explain:

Q12. If you were involved in programme activities how satisfied were you with the level of support you received from UNODC? (RECIPIENTS; YES TO Q11)

Very satisfied

Satisfied

Partially satisfied

Dissatisfied

Do not know

Q12.1 If you were unsatisfied, please explain:

Q13. What challenges did/do you face in the ratification and implementation of the international legal instruments against terrorism? If you did not yet ratify them, what challenges are you facing? (RECIPIENTS)

Q14. Does the global programme respond to your specific needs? (RECIPIENTS)

Fully

Substantially

Partially

Not at all

Do not know

Q14.1 Please specify, why the programme does not/only partially meet your specific needs:

Q15. Did the programme contribute to the ratification or implementation of legal instruments against terrorism in your country? (RECIPIENT)

Yes

No

Don't know

Q15.1 Please specify:

Q16. What, if any, changes regarding the legislative counter-terrorism structure in your country did the activities of the programme facilitate? (RECIPIENT)

Q17. Countering terrorism is a key priority in/for my country/region? (DONOR, RECIPIENT)

Yes

No

Partially

Don't know

Q18. How relevant are the activities of the global programme to your government's counter terrorism strategy? (RECIPIENTS; DONORS)

Very relevant

Relevant

Partially relevant

Not relevant

Do not know/not applicable

Q18.1 Please specify, why the activities of the global programme are not relevant to your government's counter terrorism strategy:

Q19. How could the global programme improve its relevance for your country/region/organisation? (RECIPIENTS, PARTNERS, DONORS)

Q20. How would you rate the overall effectiveness of cooperation with the global programme? (PARTNERS, RECIPIENTS, DONORS)

Very effective

Effective

Partially effective

Ineffective

Don't know

Q20.1 Please specify, why you find the cooperation partially effective or ineffective:

Q21. From your point of view, to what extent did the global programme support the establishment of regional/international cooperation? (PARTNERS, DONORS)

Fully

Partially

Not at all

Don't know

Q21.1 Please specify, why the global programme did not support the establishment of regional/international cooperation:

Q22. In your opinion to what extent did the programmes activity lead to an effective increase in national capacity to counter terrorism? (DONOR, RECIPIENT, PARTNERS)

Large extent

Moderate extent

Partial extent

No extent

Don't know

Q22.1 Please specify, why the programme activity did not lead to an increase in national capacity:

Q23. How fully defined are the roles and responsibilities for cooperation between the global programme and your organisation? (PARTNERS)

Fully defined

Mostly defined

Partially defined

Undefined

Don't know

Q23.1 Please specify, why the roles and responsibilities are undefined:

Q24. How satisfied are you with the technical assistance provided by the global programme? (DONORS)

Very satisfied

Satisfied

Partially satisfied

Dissatisfied

Do not know

Q24.1 Please elaborate, why you are partially satisfied/dissatisfied with the technical assistance provided by the programme:

Q25. How satisfied are you with the capacity building measures provided by the global programme? (DONORS)

Very satisfied

Satisfied

Partially satisfied

Dissatisfied

Do not know

Q25.1 Please elaborate, why you are partially satisfied/dissatisfied with the capacity building measures provided by the programme:

Q26. Our commitment to funding counterterrorism activities under this global programme is likely to: (DONORS)

Increase

Broadly remain the same

Decrease

Cease

Don't know

Q26.1 Please give the reasons, why the funding is going to decrease/cease:

Q27. How could the programme further improve its approach to counterterrorism?

Q28. In your view, the implications of the Full Cost Recovery model for the global programme are: (DONORS; RECIPIENTS; UNODC)

Positive

Negative

Both

Neither

Don't know

Q28.1 Please specify:

Q29. Do you consider the global programme's financial resources to be adequate to deliver the programme? (DONORS; RECIPIENTS; UNODC)

Yes

No

Partially

Don't know

Q30. Please provide any further comment you might have regarding this global programme:

ANNEX III. DESK REVIEW LIST

001 Thematic Evaluation of the Global Project on Strengthening the Legal regime against Terrorism, February 2008.
002 Terms or Reference for the Thematic Evaluation of the Global Project on Strengthening the Legal regime against Terrorism
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009 ProDoc.GLOR35.Staffing.Revision.FINAL.12.Nov.2013
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028 1963 Convention on Offences and Certain Other Acts Committed On Board Aircraft *(Aircraft Convention)*
029 1970 Convention for the Suppression of Unlawful Seizure of Aircraft *(Unlawful Seizure Convention)*
030 1971 Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation *(Civil Aviation Convention)*
031 1973 Convention on the Prevention and Punishment of Crimes Against Internationally Protected Persons *(Diplomatic Agents Convention)*
032 1979 International Convention against the Taking of Hostages *(Hostages Convention)*
033 1980 Convention on the Physical Protection of Nuclear Material *(Nuclear Materials Convention)*
034 1988 Protocol for the Suppression of Unlawful Acts of Violence at Airports Serving International Civil Aviation, supplementary to the Convention for the Suppression of

Unlawful Acts against the Safety of Civil Aviation (Extends and supplements the Montreal Convention on Air Safety) *(Airport Protocol)*

035 1988 Protocol for the Suppression of Unlawful Acts Against the Safety of Fixed Platforms Located on the Continental Shelf *(Fixed Platform Protocol)*

036 1988 Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation *(Maritime Convention)*

037 1991 Convention on the Marking of Plastic Explosives for the Purpose of Detection *(Plastic Explosives Convention)*

038 1997 International Convention for the Suppression of Terrorist Bombings *(Terrorist Bombing Convention)*

039 1999 International Convention for the Suppression of the Financing of Terrorism *(Terrorist Financing Convention)*

040 2005 Amendment to the Convention on the Physical Protection of Nuclear Material *(Amendment to Nuclear Material Convention)*

041 2005 International Convention for the Suppression of Acts of Nuclear Terrorism *(Nuclear Terrorism Convention)*

042 2005 Protocol the Protocol for the Suppression of Unlawful Acts against the Safety of Fixed Platforms Located on the Continental Shelf *(Protocol to Fixed Platform Protocol)*

043 2005 Protocol to the Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation *(Protocol to Maritime Convention)*

044 2010 Convention on the Suppression of Unlawful Acts Relating to International Civil Aviation *(New Civil Aviation Convention)*

045 2010 Protocol Supplementary to the Convention for the Suppression of Unlawful Seizure of Aircraft *(Protocol to Unlawful Seizure Convention)*

046 2014 Protocol to Amend the Convention on Offences and Certain Other Acts Committed on Board Aircraft *(Protocol to Aircraft Convention)*

047 UNODC On-Line Counter Terrorism Learning Process Brochure

048 UNODC On-Line Counter Terrorism Learning Process User Guide

049 2008 Annual Progress Report GLOR35

050 2008 Semi Annual Progress Report GLOR35

051 2009 Annual Progress Report GLOR35 - field segment

052 2009 Annual Progress Report GLOR35 – overview

053 2009 Semi Annual Progress Report GLOR35

054 2010 Annual Progress Report GLOR35

055 2010 Semi Annual Progress Report GLOR35 - field segment

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093 Country Programme for Afghanistan 2012-2014
094 Country Programme for Indonesia
095 Country Programme for Iran 2011-2014
096 Country Programme for Kyrgyzstan
097 Country Programme for Pakistan
098 Regional Programme for South Asia 2013-2015
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100 Country Programme Viet Nam 2012
101 Regional Programme South Eastern Europe 2009-2011
102 Regional Programme South Eastern Europe 2012-2015
103 2012-CCPCJ-21-Report and Res
104 2013-CCPCJ-22-Report and Res
105 UN General Assembly resolutions (various from sessions 50 to 56 and 60 to 68 sessions)
106 UN Security Council resolutions (various from 1267, 1373, 1377, 1456, 1540, 1566, 1624 and 2133)
107 Compendium of regional and international agreements on extradition and mutual legal assistance in criminal matters in Mauritius and Seychelles
108 Compendium of bilateral, regional and international instruments on extradition and mutual legal assistance for ECOWAS Member States
109 Compendium of bilateral, regional and international instruments on extradition and mutual legal assistance in criminal matters for Kenya
110 Compendium of bilateral, regional and international instruments on extradition and mutual legal assistance for Niger
111 Symposium on Advancing Implementation of UN GCTS - 2007 English
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113 Digest of Terrorist Cases
114 FAQ - International Law Aspects Terrorism

115 Guide for Legislative Incorporation
116 Handbook Criminal Justice Reponses Terrorism
117 Guide - Universal Legal Regime
118 Manual Intern Cooperation Terrorism
119 Module 2_Universal Legal Framework Terrorism
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123 Preventing Terrorist Acts
124 A Review of the Legal Regime Ag Terr in W and C Africa
125 Analytical study 4 Asian and Pacific countries
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127 Support Victims of Acts of Terrorism
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144 OSCE Joint Action Plan
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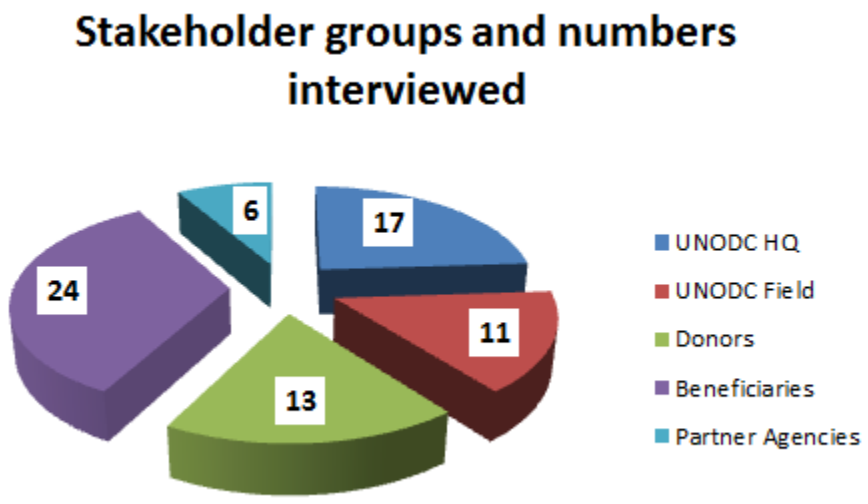
ANNEX IV. STAKEHOLDERS INTERVIEWED