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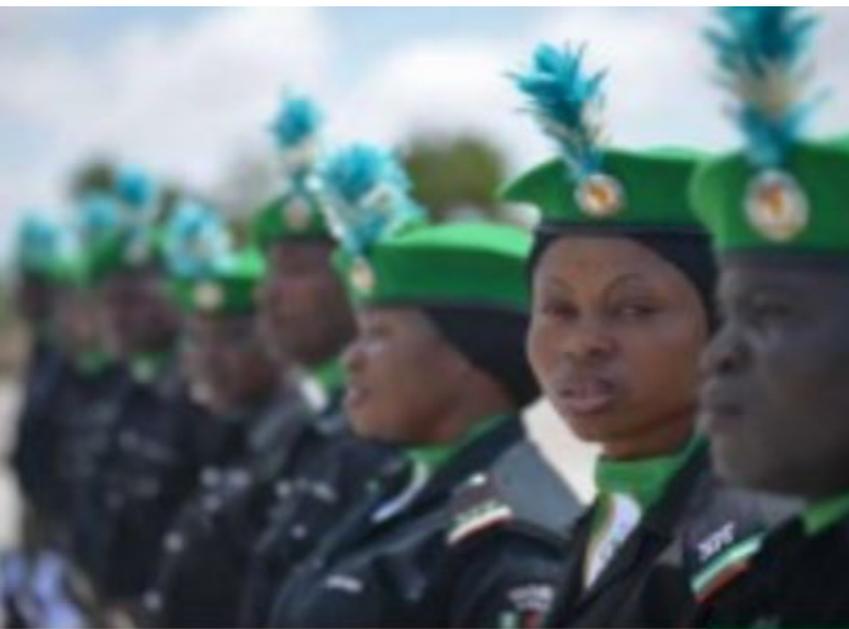
Independent Evaluation Section



INDEPENDENT IN-DEPTH EVALUATION STRENGTHENING THE LEGAL REGIME AGAINST TERRORISM

GLO/R35

SEPTEMBER 2021



This independent evaluation report was prepared by an evaluation team consisting of Elca Stigter (lead evaluator), Ashley Hollister (strategic planning and gender expert), Ivan Calabuig (national security and terrorism expert), under the guidance and supervision of the Independent Evaluation Section. The Independent Evaluation Section (IES) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines, and templates to be used in the evaluation process of projects.

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ABBREVIATIONS AND ACRONYMS

Abbreviation or Acronym	Full name	Abbreviation or Acronym	Full name
ACSRT/CAERT	African Center for the Study & Research on Terrorism	FTF	Foreign Terrorist Fighters
AFRIPOL	African Police Cooperation Organization	GCTF	Global Counterterrorism Forum
CBRN	Chemical, Biological, Radiological, Nuclear	GIS	Global Implementation Survey
CONIG	Country Office Nigeria	GP	Global Programme
COPAK	Country Office Pakistan	HRMS	Human Resources Management Section
CPPNM	Convention on the Physical Protection of Nuclear Material	IAP	International Association for Prosecutors
CT	Counter Terrorism	ICSANT	International Convention for the Suppression of Acts of Nuclear Terrorism
CTED	Counter Terrorism Committee Executive Directorate	IES	Independent Evaluation Section
CTLP	CT Learning Platform	IMO	International Maritime Organization
DTA	Division of Treaty Affairs	ISIL	Islamic State of Iraq and the Levant
EAPPCO	Eastern Africa Police Chiefs Cooperation Organization	ISS	Implementation Support Section
EGM	Expert Group Meeting	JS	Justice Section
EU	European Union	LAC	Latin America and the Caribbean
FGD	Focus Group Discussion	LNOB	Leaving No One Behind

Abbreviation or Acronym	Full name	Abbreviation or Acronym	Full name
FMRS	Financial Management Resources Section	M&E	Monitoring and Evaluation
MENA	Middle East and North Africa	ROWCA	Regional Office West and Central Africa
MLA	Mutual Legal Assistance	RP	Regional Programme
MS	Member States	SADC	Southern Africa Development Community
NAP	National Action Plan	TPB	Terrorism Prevention Branch
OIOS	Office of Internal Oversight Services	UNCTITF	UN Counter-Terrorism Implementation Task Force
OSCE	Organization for Security and Cooperation in Europe	UNDP	United Nations Development Programme
OSINT	Open Source Intelligence	UNGA	UN General Assembly
P/CVE	Preventing/Countering Violent Extremism	UNICRI	UN Interregional Crime and Justice Research Institute
RB	Regular Budget	UNOCT	UN Office of Counter-Terrorism
ROEA	Regional Office East Africa	UNODC	UN Office on Drugs and Crime
ROMENA	Regional Office Middle East and North Africa	UNOHCHR	UN Office of the High Commissioner for Human Rights
ROPAN	Regional Office for Central America and the Caribbean	UNPDF	UN Peace and Development Fund
ROSEAP	Regional Office South East Asia and the Pacific	UNSC	UN Security Council
ROSAF	Regional Office Southern Africa	UN Women	United Nations Entity for Gender Equality and Women's Empowerment
ROSEN	Regional Office West and Central Africa	US	United States of America

MANAGEMENT RESPONSE

NARRATIVE

This Management Response is the response of UNODC's Terrorism Prevention Branch (TPB) to the Evaluation Report of the Global Programme on Strengthening the Legal Regime against Terrorism (GLOR35). TPB welcomes the independent in-depth final evaluation of UNODC's main programme on terrorism prevention, especially in the context of the management's vision to develop a new global programme on terrorism prevention, for which this evaluation provides valuable recommendations.

TPB welcomes the evaluation's results indicating that the programme was highly relevant to UNODC mandates and stakeholders' needs, that it allowed for a flexible and efficient response to CT, and that the strong legal expertise, convening power and impartiality have been appreciated and valued by partners, donors and beneficiaries. It also welcomed that partnerships have been pivotal for efficiency, effectiveness and sustainability, which included joint programming/fund-raising arrangements. A shift towards more sustainable capacity-building approaches has been observed in the period covered by this evaluation, also in the context of the COVID-19 pandemic.

TPB welcomes the recommendation that a new global programme should be developed, also to be aligned with current UNODC strategies and policies. While the evaluation suggests prioritization of countries with the highest terrorism impact and violent extremism risks, TPB notes that in many cases it responds to requests from Member States, and proactive prioritization by TPB is not necessarily always possible. Therefore, the recommendation is partially accepted.

Overall, TPB welcomes the recommendation to adapt the function, structure and expertise of TPB headquarters, which is accepted, with the specific adjustments to be further consulted and agreed within TPB. The methodology as how to approach this and what organizing principles to apply including conducting an assessment and centralizing project management, will be determined during the restructuring process and may vary from the proposed recommendation. Therefore, the recommendation is partially accepted.

TPB accepts all the other recommendations with the proviso that where their implementation is dependent on the availability of human and/or financial resources, TPB will not be able to address all the recommendations at the same time, and a prioritization will have to be made.

INDIVIDUAL RESPONSE

Recommendations ¹	Management Response ²
<p>1. Prepare a phasing out strategy for GLOR35 while designing a new GP in an inclusive, consultative manner with a) a new title; b) aligned with current UNODC strategies and policies, incl. on programme design, gender equality and human rights³; c) a global scope that prioritizes countries with the highest terrorism impact and violent extremism risks; d) a comprehensive Theory of Change and logical framework that can be used for results-based management and reporting; e) with reference to all areas covered by GLOR35 evaluation recommendations 2-10 (TPB).</p>	<p>Partially accepted, as in many cases TPB responds to requests from Member States, and proactive prioritization by TPB is not necessarily possible.</p>
<p>2. Better align the function, structure and expertise of TPB to current UNODC strategic priorities by a) completing an assessment of current and needed capabilities against job descriptions/postings, and of current and projected funding for activity and staff in headquarters; b) offering clarity to all staff on possible organizational capacity strengthening and structuring plans in headquarters; c) in relation to b, consider training opportunities in thematic areas, including human rights and gender equality, to ensure such capacities strengthened and mainstreamed across the staffing structure; d) strengthening and centralizing project management, internal oversight and quality control capabilities e) continue strengthening field presence (TPB, in close cooperation with DO for recommendation 2e)</p>	<p>Partially accepted, as the methodology how to approach the restructuring and what organizing principles to apply including conducting an assessment and centralizing project management, will be determined during the process and may vary from the proposed recommendation.</p>
<p>3. Strengthen donor relations by a) completing a TPB resource-mobilization strategy; b) adequately budget for and undertake outcome-level reporting, if required; c) provide regular updates on the GP more systematically; d) start strategic dialogues and liaise more closely with capitals, in close cooperation with field offices, to allow for an early inclusion in donor programming; e) get early buy-in of donors, e.g. by including consultations in project design; f) continue to advocate for un-earmarked funds, incl. to be able to be responsive to CTED recommendations and Member States' requests. (TPB)</p>	<p>Accepted</p>
<p>4. Strengthen the identification of assistance needs by a) developing and implementing a communication strategy for MS in support of a more proactive approach to soliciting assistance requests; b) prioritizing countries with a high impact of terrorism/high risks of violent extremism; c) ensuring that needs are determined on the basis of solid evidence and in relation to emerging trends. (TPB)</p>	<p>Accepted</p>

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

² Accepted/partially accepted or rejected for each recommendation. For any recommendation that is partially accepted or rejected, a short justification is to be added.

³ "E.g. the UNODC 2021-2025 Strategy, UNODC Strategic Vision for Africa 2030, the UNOV/UNODC Strategy for Gender Equality & the Empowerment of Women 2018-2021, the Position Paper on UNODC and the Promotion and Protection of Human Rights (2012) and the revised UNOV/UNODC Partnership Policy (October 2021)

Recommendations ¹	Management Response ²
<p>5. Strengthen internal cooperation, cooperation between TPB and other Branches/Sections, and between headquarters and the field by means of a) enhancing information sharing, including on TPB's roles and responsibilities; b) ensuring that budgets of joint projects reflect a clear division of roles and responsibilities; c) promoting the added value of GLOR35, and use it to leverage resources agency-wide, including by educating donors. (TPB, in close cooperation with DO and DTA senior management)</p>	Accepted
<p>6. Continue to a) enforce the Strategic Partnership Framework Agreement at all levels, with support of UN Member States; b) implement the Plan of Action, and monitor and report on results; c) explore joint funding and project activities while giving due consideration to visibility of inputs and results of both Offices; d) identify thematic areas for the new GP in which TPB could continue to be of added value to beneficiary States. (TPB, in close cooperation with UNODC senior management)</p>	Accepted
<p>7. Continue with keeping partnerships as a central component of the GP, and strengthen the whole-of-government and whole-of-society approaches by a) developing and implementing a partnership strategy, with attention for the different types of partners needed for different thematic areas, including P/CVE and gender, with due regard given to security risks, and criminal justice process phases, b) undertaking stakeholder mapping in the early stages of project design, with adequate consideration for human rights, gender equality and leaving no one behind principles when scanning the partnership landscape; c) ensuring selected partners align on and agree to UNODC principles for human rights, gender equality and leaving no-one behind mainstreaming. (TPB)</p>	Accepted
<p>8. Strengthen sustainability by advocating for, designing and implementing a long-term approach by means of a) including a comprehensive sustainability strategy in the new GP; b) capturing relevant phases in project concept notes; c) promoting and implementing long-term training approaches, including mentoring, if appropriate; d) supporting and strengthening institutionalization and institution-building efforts, including of criminal justice training institutes. (TPB)</p>	Accepted
<p>9. Develop and implement a) a comprehensive monitoring system; b) an impact measurement strategy; c) advocate for and include M&E expertise in budgets; d) and ensure the framework is more intentional about measuring human rights, gender equality and leaving no one behind results. (TPB)</p>	Accepted
<p>10. Advocate for the continued use of online tools a) integrated into the sustainability strategy mentioned under recommendation 8; b) as part of long-term capacity-building efforts, complementary to other means and tools, in light of technological capabilities for an efficient and effective approach and taking into account other existing online platforms; c) by means of considering TA to support online access, if needed. (TPB)</p>	Accepted

INTRODUCTION

PROJECT DESCRIPTION AND OBJECTIVES

United Nations Security Council (UNSC) resolution 1373 was adopted on 28 September 2001 in response to Al Qaeda's attack on the United States on 11 September 2001. It is the seminal document of the UN's comprehensive and multi-pillar approach to preventing and countering terrorism, and defines the basis upon which international counter-terrorism cooperation has developed and evolved since 2001. Launched in 2003, the Global Project (GP) 'Strengthening the Legal Regime against Terrorism' (with project number GLO/R35 – hereinafter referred to as GLOR35) has been the United Nations Office on Drugs and Crime (UNODC) Terrorism Prevention Branch's (TPB) main vehicle to support Member States (MS) with the implementation of UNSC and General Assembly (GA) resolutions in the field of counter terrorism (CT), including the Global Counter Terrorism Strategy (A/RES/60/288). The UNGA Resolution A/RES/74/174 of 18 December 2019 reiterates and updates the comprehensive counter terrorism (CT) mandate conferred to the Office by earlier successive UNSC and UNGA resolutions, thus reconfirming UNODC's responsibilities in this field, including the promotion of the ratification of the 19 Conventions and Protocols related to terrorism. The COVID-19 pandemic has led to new and evolving challenges to counter and prevent terrorism, and efforts to strengthen regulatory, institutional and operational capacities and cooperation amongst MS in this field remain as relevant as ever considering the continued serious threat of terrorism to international peace and security.

The overall objective of the GP is to increase the number of Member States with 'a functional criminal justice regime against terrorism that is effective and is implemented by States in accordance with the rule of law'. The GP has the following outcomes:

- 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 for achieving compliance with the requirements of the international legal regime against terrorism, 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;
- 5) Relevant national, regional and international organizations and entities collaborate with UNODC with respect to the legal aspects of countering terrorism.

PURPOSE, SCOPE AND METHODOLOGY OF EVALUATION

In compliance with UNODC evaluation rules and regulations, this In-Depth Evaluation was undertaken for accountability and learning with the aim to inform the design of a second phase, or new, Global Project (GP). It used the OECD-DAC criteria of relevance, efficiency, coherence, effectiveness, impact, sustainability as well as the UNODC criteria of human rights, gender equality and leaving no-one behind. The evaluation followed up on the mid-term evaluation carried out in 2015, and also derived key lessons, good practices and recommendations, including with respect to the consequences of, and the response to, the COVID-19 pandemic. This global evaluation covered the period 01 January 2016 – 01 March 2021.

The evaluation utilized a mixed-method approach that was both gender-sensitive and inclusive, including **content analysis of documents** (176 internal and 49 external documents), **semi-structured interviews** with 81 (35 Female, 46 Male) key stakeholders, **focus group discussions** (9F, 7M), event **observations**, and **online surveys** with staff (44F, 34M; 47% response rate), donors (4F, 10M; 63% response rate), participants of expert group meetings (EGMs) (7F, 14M ; 11% response rate), and training participants (36F ; 79M ; 11% response rate). As field missions were not feasible due to global travel restrictions because of the COVID-19 pandemic,

the methods selected were applied on the basis of modern communication means, including use of Microsoft Teams for stakeholder consultations, internet-based surveys through SurveyMonkey and the observation of online events via Microsoft Teams. The evaluation team made every possible effort to engage the full array of stakeholders, including staff members across geographies, partners and experts, beneficiaries, and donors through these remote means.

This independent evaluation report was prepared by a gender-balanced evaluation team of five (2 Female; 3 Male) consisting of Elca Stigter (team leader), Ashley Hollister (strategic planning and gender expert), Ivan Calabuig (national security and terrorism expert) under the supervision and guidance of the UNODC Independent Evaluation Section (IES).

MAIN FINDINGS

Relevance. GLOR35 has been aligned with relevant UNSC and UNGA resolutions, and responds to the UN CT Strategy, in particular pillar 3 and pillar 4. On the basis of triangulated evidence, the evaluation finds that GLOR35 has been relevant across all outcome areas; however, in early 2021, GLOR35 documentation is no longer fully aligned with recently launched UNODC strategies, such as the UNODC Strategy 2021-2025 and the UNODC Vision for Africa 2030. The main areas of attention for the coming years are national legislation, capacity-building, preventing and countering violent extremism (P/CVE), countering the financing of terrorism, children and terrorism, P/CVE in prisons, emerging terrorism-related threats, and further strengthening of delivery in the field. GLOR35 has addressed needs of MS by directly responding to their requests for technical assistance. Beneficiary selection further took place on the basis of Counter Terrorism Committee Executive Directorate (CTED) assessments and 1267 Monitoring Team Reports, and been informed by partnerships with other agencies, including with CTED and the UN Office on Counter Terrorism (UNOCT). However, a systematic, proactive approach for inviting MS views on assistance needs in light of TPB's Menu of Services, and with due consideration for the work undertaken by other UN entities, was not consistently applied. The relevance of GLOR35 to global, regional and national contexts, in light of constantly changing challenges and emerging threats, can only be maintained when assistance is tailored to national capacities, and countries prioritized with the highest impact of terrorism and risks of VE. As a flexible programming vehicle, GLOR35 has further been relevant to UNODC as it allowed for the inclusion of a wide variety of grants. A theory of change is however neither available in project documentation, nor widely used to guide planning, monitoring and decision-making, and the logical framework is not fit for results-based management.

Efficiency. GLOR35 has been viewed as efficient to some extent, with sufficient accumulated balance and a good delivery rate, including during the COVID-19 pandemic. Evaluation findings further showed that the use of GLOR35 as an administrative vehicle has allowed for more efficient delivery than otherwise would have been the case. This is also in light of various challenges, such as working in volatile and insecure operational environments, the COVID-19 pandemic, and the large proportion of donor grants with limited duration. The overall quality of outputs was considered good; tools were, for instance, considered to be useful and practical and contributed to the strengthening of policies and practices. Online survey data showed that especially the handbooks on gender dimensions and children, the latter with TPB contributions, were considered to be highly useful, although a relatively high proportion of UNODC staff were not familiar with these CT tools. Donor communication and reporting has been satisfactory to some extent, with preference expressed for more outcome-level reporting, regular updates on GLOR35 as well as strategic dialogues in the design phase.

TPB's continued relevance was highlighted - including its global standard-setting and backstopping capabilities, its expertise, its function as a repository of knowledge and best practice, and global external and internal coordination capabilities which supports visibility on UNODC's CT work. However, the geography-based pillar structure of TPB no longer fully fits the division of work, considering GLOR35 project segments' thematic and geographical scope, and has also limited the availability of thematic expertise to the entire Branch. Resource-mobilization strategies and fund availability has occasionally led to internal competition within headquarters and with the field. Field presence allowed for a more cost-effective approach (providing sufficient funds were available), in-depth analysis of terrorism threats, regular interaction with counterparts to build trust, and monitoring for a more comprehensive understanding of the criminal justice system.

Coherence. GLOR35 has been complimentary to and aligned with other UNODC interventions in the field of CT, such as relating to money laundering, prison reform, prisoner rehabilitation and violence against children. A more integrated approach was found at UNODC headquarters at the time of the evaluation. The added value of GLOR35 was seen in its ability to draw on the mandate, expertise and skills of the wider organization, providing a holistic approach to CT assistance. In addition, GLOR35 has supported field capacity to some extent, though cooperation between TPB headquarters and field offices had ranged from highly to less effective. Partnerships with government authorities, parliamentarians and civil society have been instrumental to the overall performance of GLOR35, although these could be more optimally utilized and expanded. External actors considered the added value of TPB its convening power, neutrality and impartiality, especially considering the politicized and sensitive nature of CT. GLOR35 has been complementary to interventions of other UN entities, and the Branch has actively contributed to the eight Working Groups of the Global CT Coordination Compact. The Strategic Partnership Framework Agreement and the Plan of Action signed by UNOCT and UNODC in 2020 has offered rules of engagement, and concrete actions for cooperation. Cooperation between CTED and TPB was viewed of added value to both bodies.

Effectiveness. GLOR35 has been effective to some extent. The GP has reportedly contributed to 61 ratifications on international CT instruments (outcome 1): for example, 17 additional Member States had ratified the International Convention for the Suppression of Acts of Nuclear Terrorism (ICSANT), while 34 had ratified the Convention on the Physical Protection of Nuclear Material (CPPNM) and its Protocol. MS have further sought technical assistance on their integration into national legislative frameworks. Thus, 40 countries were assisted to drafting, amending and/or adopting national CT legislation (outcome 2), with, for instance, Ethiopia (2020), Chad (2020), the Maldives (2019) and Nigeria (2017) all with adopted legislation on CT. 10,993 criminal justice and law enforcement practitioners were reportedly trained, with an annual average of 94% of participants noting that it had been relevant to their needs and priorities (outcome 3). In the years 2018, 2019 and 2020, respectively 61%, 65% and 68% of participants of selected segments had continued to use the knowledge obtained after trainings. A total of 22 regional and national action plans and strategies had been developed, although only limited information was given on their actual implementation (outcome 4). The ‘capacity building’ component was seen as a strength of GLOR35, including by providing opportunity for agencies to cooperate/coordinate and build informal networks of practitioners (outcome 5).

Impact. GLOR35 has achieved its intended impact to some extent, though there is insufficient data to fully verify results at this level. This included improved investigation, prosecution and adjudication of CT cases, such as in Colombia (2016) and Nigeria (2018-2019), and advanced rights of indirect beneficiaries.

Sustainability. Ratifications of international conventions, amendments to and adoption of new CT legislation, the adoption of NAPs and built capacity have been clear results that are anticipated to be sustained. Several partners also saw the work under GLOR35 as complementary to their own, creating a facilitative policy environment, or providing a template for further legislative work, thus contributing to the sustainability of results. International cooperation and collaboration with respect to the legal aspects of countering terrorism was also seen to be a sustainable result, with several EGM and training participants noting continued networking and sharing of good practices following the completion of GLOR35 activities. Expanded ‘on-the-ground’ presence to further tailor and deepen coverage of TA, a stronger focus on long-term capacity-building and institutional support, government ownership, partnerships with international organizations, CSOs and the private sector, and more robust monitoring are some of the means to strengthen sustainability.

Human rights, gender equality and leaving no one behind. Human rights and gender equality have been integrated into GLOR35 planning, implementation and monitoring. Approaches to mainstreaming human rights varied across project segments, with field staff playing an important role in building networks and collaboratively elevating human rights to government priorities. Stakeholders highlighted notable efforts and interest from the Branch to develop ‘gender-targeted’ projects. While human rights and gender equality have been considered within partnership decisions, especially gender equality has not been systematically integrated into all segments. In addition, though participants noted increased awareness on these issues following training as well as concrete institutional and policy reforms, there is still little evidence on the extent to which principles have been applied in practice. Expected outcomes have not always been followed through on, and more work could be done to adequately consider ‘leaving no one behind’.

MAIN CONCLUSIONS

GLOR35 was highly relevant to UNODC mandates and stakeholders' needs. A more pro-active approach, in close cooperation with relevant UN bodies, to assessing needs and prioritization of countries with the highest impact of terrorism and most at risk of violent extremism is desired to enhance the overall relevance of the GP. However, doing so would require more resources and requests from the affected Member States. The GP has allowed for a flexible and efficient response to CT, and the strong legal expertise, convening power and impartiality has been appreciated and valued by partners, donors and beneficiaries. The GP is however no longer fully aligned with the new UNODC strategic framework, and although internal cooperation has improved at headquarters and with the field, in-house expertise could be further capitalized on to allow the GP to become more effective and sustainable. Partnerships have been pivotal for efficiency, effectiveness and sustainability, and informal arrangements and joint programming/fund-raising present different opportunities for future cooperation. A shift towards more sustainable capacity-building approaches has been observed in the period covered by this evaluation, and these could be further expanded, including with the recent experiences with online tools because of the pandemic, in order to offer more effective technical assistance to prevent and counter terrorism, especially to those countries with the highest needs.

MAIN RECOMMENDATIONS

RECOMMENDATION 1 – PHASING OUT GLOR35/DEVELOPING A NEW GP

Prepare a phasing out strategy for GLOR35 while designing a new GP in an inclusive, consultative manner with a) a new title; b) alignment with current UNODC strategies and policies, including on programme design, gender equality and human rights; c) a global scope that prioritizes countries with the highest terrorism impact and violent extremism risks; d) a comprehensive Theory of Change and logical framework, that can be used for results-based management and reporting; e) with consideration for all areas covered by GLOR35 evaluation recommendations 2-10.

RECOMMENDATION 2 – REVIEWING & ADAPTING TPB FUNCTION/STRUCTURE/CAPABILITIES

Better align the function, structure and expertise of TPB to current UNODC strategic priorities by a) completing an assessment of current and needed capabilities, and of projected funding; b) offering clarity to all staff on possible structuring plans; c) considering opportunities for training in cross-cutting thematic areas, including human rights and gender equality, to ensure such capacities strengthened across the staffing structure; d) strengthening and centralizing project management, internal oversight and quality control capabilities; e) continue strengthening field presence.

RECOMMENDATION 3 – ENHANCING DONOR ENGAGEMENT

Strengthen donor relations by a) completing a TPB resource-mobilization strategy; b) adequately budget for and undertake outcome-level reporting, if required; c) provide more systematic updates on the GP; d) start strategic dialogues and liaise more closely with capitals, in close cooperation with field offices, to allow for an early inclusion in donor programming; e) get an early buy-in of donors in project design; f) continue to advocate for un-earmarked funds, incl. to be able to be responsive to CTED recommendations.

MAIN LESSONS LEARNED AND GOOD PRACTICES

The main **lessons learned** of this In-Depth Evaluation are on internal cooperation and on the application of human rights due diligence policies in criminal justice responses to terrorism. UNODC should work to improve internal coherence to further benefit from the value addition of its various mandates. While the areas of intervention are decided on with Member States, the GP should continue to exercise caution in choosing the approach to, and focus of, technical assistance, ensuring adequate consideration of human rights.

Good practices of GLOR35 included the development of cutting edge tools, effective collaboration with a variety of partners across thematic areas, including UN agencies, and the long-term nature of some partnerships. This had a positive effect on relevance, efficiency, effectiveness and sustainability, which was visible in Nigeria where long-term funding had supported long-term engagement for a robust and responsive multi-dimensional CT intervention with a strong human rights and gender equality approach.

SUMMARY MATRIX OF FINDINGS, EVIDENCE, RECOMMENDATIONS

Findings	Evidence ⁴	Recommendations ⁵
<p>1. The GP has continued to be relevant due to its broad design, which allowed for flexibility to include a variety of donor grants and address different needs. Its documented design is, however, neither fully aligned anymore with current UNODC strategies and policies, including with respect to P/CVE, nor offering the right framework for results-based management. A closure of this GP is needed in order to create space for a new up-to-date GP. Additionally, while TPB has responded to governments' requests for assistance, as well as CTED assessments and 1267 monitoring team reports, the Branch has not consistently implemented a pro-active and systematic approach, including by identifying needs which prioritizes countries with the highest terrorism impact and violent extremism risks complementary to the above framework guiding the selection of beneficiaries.</p>	<p>Desk review Semi-structured Interviews Focused group discussions Online surveys Observation online workshops</p>	<p>1. Prepare a phasing out strategy for GLOR35 while designing a new GP in an inclusive, consultative manner with a) a new title; b) aligned with current UNODC strategies and policies, incl. on programme design, gender equality and human rights⁶; c) a global scope that prioritizes countries with the highest terrorism impact and violent extremism risks; d) a comprehensive Theory of Change and logical framework that can be used for results-based management and reporting; e) with reference to all areas covered by GLOR35 evaluation recommendations 2-10 (TPB).</p>

⁴ General sources that substantiate the findings.

⁵ Should include the specific target group of implementing recipient(s) at UNODC.

⁶ "E.g. the UNODC 2021-2025 Strategy, UNODC Strategic Vision for Africa 2030, the UNOV/UNODC Strategy for Gender Equality & the Empowerment of Women 2018-2021, the Position Paper on UNODC and the Promotion and Protection of Human Rights (2012) and the revised UNOV/UNODC Partnership Policy (October 2021)

Findings	Evidence ⁴	Recommendations ⁵
<p>2. While perspectives of TPB staff with regard to expanded field presence differed, also on what is considered to be the right level of proportional presence of TPB staff in headquarters, the majority opinion supported the position to strengthen field presence where needed and feasible, while also highlighting the continued relevance of global-level expertise and backstopping capabilities. The Branch' geographical structure was considered not to be fully aligned with current GLOR35 segments, and has previously contributed to some internal competition and also limited thematic expertise sharing across pillars. Internal oversight and quality control was not always applied systematically. A broader set of expertise, including criminal justice practitioners and gender and monitoring and reporting specialists, was deemed necessary to enhance TPB's capabilities. Global functions would not necessarily need to be located in headquarters.</p>	<p>Desk review Semi-structured Interviews Focused group discussions Online surveys Observation online workshops</p>	<p>2. Better align the function, structure and expertise of TPB to current UNODC strategic priorities by a) completing an assessment of current and needed capabilities against job descriptions/postings, and of current and projected funding for activity and staff in headquarters; b) offering clarity to all staff on possible organizational capacity strengthening and structuring plans in headquarters; c) in relation to b, consider training opportunities in thematic areas, including human rights and gender equality, to ensure such capacities strengthened and mainstreamed across the staffing structure; d) strengthening and centralizing project management, internal oversight and quality control capabilities e) continue strengthening field presence (TPB, in close cooperation with DO for recommendation 2e)</p>
<p>3. Further clarity is needed on resource-mobilization, and the division of tasks between headquarters and the field. Donor reporting and communication has been satisfactory to some extent; outcome-level reporting was not done and deadlines were not always adhered to. Communication on GLOR35 was fragmented, and a more systematic approach to information sharing seemed appreciated as well as earlier inclusion of donors in project consultations. Funding has predominantly been earmarked due to which funds were sometimes unavailable to follow up on CTED recommendations and technical assistance requests.</p>	<p>Desk review Semi-structured Interviews Focused group discussions Online surveys Observation online workshops</p>	<p>3. Strengthen donor relations by a) completing a TPB resource-mobilization strategy; b) adequately budget for and undertake outcome-level reporting, if required; c) provide regular updates on the GP more systematically; d) start strategic dialogues and liaise more closely with capitals, in close cooperation with field offices, to allow for an early inclusion in donor programming; e) get early buy-in of donors, e.g. by including consultations in project design; f) continue to advocate for un-earmarked funds, incl. to be able to be responsive to CTED recommendations and Member States' requests. (TPB)</p>

Findings	Evidence ⁴	Recommendations ⁵
<p>4. MS requests for assistance, CTED assessments and 1267 monitoring team reports and partnerships, including with CTED and UNOCT, and donors' interests informed the selection of beneficiaries and the provision of TA. TPB appeared often on the receiving end, while a more pro-active approach with MS, sharing TPB's services with the right level and profile of stakeholders could be more constructive and result in the provision of needed assistance in combination with effective donor relations management. Additionally, TPB has not systematically prioritized countries with the highest impact of terrorism/highest risk of violent extremism.</p>	<p>Desk review Interviews with UNODC staff, partners, beneficiaries, donors</p>	<p>4. Strengthen the identification of assistance needs by a) developing and implementing a communication strategy for MS in support of a more pro-active approach to soliciting assistance requests; b) prioritizing countries with a high impact of terrorism/high risks of violent extremism; c) ensuring that needs are determined on the basis of solid evidence and in relation to emerging trends. (TPB)</p>
<p>5. Internal cooperation has improved over time under GLOR35 at headquarters, and also with field offices to some extent, including by means of strong leadership, integrated teams, and individual initiatives. The risk of duplication of efforts has been reduced as a consequence, although some internal competition remains because of UNODC's structure and funding model. TPB's ability to draw on the mandate, expertise and skills of the wider organization, has not been fully exploited yet, and the added value of being part of UNODC could be further capitalized on and made more visible, especially as not all donors may be aware of this added strength.</p>	<p>Desk review Semi-structured Interviews Focused group discussions Online surveys Observation online workshops</p>	<p>5. Strengthen internal cooperation, cooperation between TPB and other Branches/Sections, and between headquarters and the field by means of a) enhancing information sharing, including on TPB's roles and responsibilities; b) ensuring that budgets of joint projects reflect a clear division of roles and responsibilities; c) promoting the added value of GLOR35, and use it to leverage resources agency-wide, including by educating donors. (TPB, in close cooperation with DO and DTA senior management)</p>
<p>6. The Strategic Partnership Framework Agreement between UNODC and UNOCT signed in September 2020 has offered rules of engagement for the two entities, and the UNOCT-UNODC Plan of Action on Collaboration and Cooperation, signed in December 2020, has further operationalized these. Nevertheless, the overlapping mandates, and the correspondence of most thematic areas of TPB with those of UNOCT, remains a fact. Joint project segments have continued, while the continued independence of TPB has been voiced as a concern.</p>	<p>Desk review Semi-structured Interviews Focused group discussions Online surveys Observation online workshops</p>	<p>6. Continue to a) enforce the Strategic Partnership Framework Agreement at all levels, with support of UN Member States; b) implement the Plan of Action, and monitor and report on results; c) explore joint funding and project activities while giving due consideration to visibility of inputs and results of both Offices; d) identify thematic areas for the new GP in which TPB could continue to be of added value to beneficiary States. (TPB, in close cooperation with UNODC senior management)</p>

Findings	Evidence ⁴	Recommendations ⁵
<p>7. Partnerships with UN agencies, other international organizations, regional organizations, civil society organizations, have been of pivotal importance to the overall effectiveness of GLOR35. Partnerships could be further strengthened, including in the field of P/CVE and with specialized organizations, regional organizations and CSOs, with due regard given to possible security risks. Additionally, stakeholder mapping in the early stages of project design has not been systematically done, and opportunities for a more inclusive approach to gender/leaving no one behind have therefore been missed.</p>	<p>Desk review Semi-structured Interviews Focused group discussions Online surveys Observation online workshops</p>	<p>7. Continue with keeping partnerships as a central component of the GP, and strengthen the whole-of-government and whole-of-society approaches by a) developing and implementing a partnership strategy, with attention for the different types of partners needed for different thematic areas, including P/CVE and gender, with due regard given to security risks, and criminal justice process phases, b) undertaking stakeholder mapping in the early stages of project design, with adequate consideration for human rights, gender equality and leaving no one behind principles when scanning the partnership landscape; c) ensuring selected partners align on and agree to UNODC principles for human rights, gender equality and leaving no-one behind mainstreaming. (TPB)</p>
<p>8. Sustainability has to some extent been considered, and some results have been sustainable, including the ratification of international instruments, adopted new/revised national legislation, training tools and the utilization of acquired skills and knowledge. A move away from one-time training events has been noticed in the period under evaluation to give more attention to long-term capacity-building. A consistent approach across all outcomes was however not observed in the period 2016-2020, which needs to be considered in the context of available funding and different MS needs in CT capacity building.</p>	<p>Desk review Semi-structured Interviews Focused group discussions Online surveys Observation online workshops</p>	<p>8. Strengthen sustainability by advocating for, designing and implementing a long-term approach by means of a) including a comprehensive sustainability strategy in the new GP; b) capturing relevant phases in project concept notes; c) promoting and implementing long-term training approaches, including mentoring, if appropriate; d) supporting and strengthening institutionalization and institution-building efforts, including of criminal justice training institutes. (TPB)</p>

Findings	Evidence ⁴	Recommendations ⁵
<p>9. Monitoring has predominantly been done at the output level, and neither a comprehensive monitoring system nor an impact measurement strategy was available to guide data collection, analysis and subsequent reporting. Instead, this has been done in a fragmented manner, partially as a consequence of the different segments of GLOR35, management arrangements and available expertise. This has posed challenges to results-based monitoring. Evidence of the impact of GLOR35 on indirect beneficiaries was hardly available.</p>	<p>Desk review Semi-structured Interviews Focused group discussions Online surveys Observation online workshops</p>	<p>9. Develop and implement a) a comprehensive monitoring system; b) an impact measurement strategy; c) advocate for and include M&E expertise in budgets; d) and ensure the framework is more intentional about measuring human rights, gender equality and leaving no one behind results. (TPB)</p>
<p>10. GLOR35 has adapted well to the COVID-19 pandemic, in terms of overall performance, including expenditures, and the use of online and hybrid means to hold consultations, training workshops and bilateral meetings, including by means of the CTLP, and other online platforms. While this was cost-effective and efficient in light of available staff time, as travel was not required, disadvantages were a consequence of connectivity problems, technical capabilities, and the absence of informal meetings with participants and subsequent networking opportunities.</p>	<p>Desk review Semi-structured Interviews Focused group discussions Online surveys Observation online workshops</p>	<p>10. Advocate for the continued use of online tools a) integrated into the sustainability strategy mentioned under recommendation 8; b) as part of long-term capacity-building efforts, complementary to other means and tools, in light of technological capabilities for an efficient and effective approach and taking into account other existing online platforms; c) by means of considering TA to support online access, if needed. (TPB)</p>

BACKGROUND AND CONTEXT

OVERALL CONCEPT AND DESIGN

UN Security Council (SC) resolution 1373⁷ was adopted on 28 September 2001 in response to Al Qaeda's attack on the United States on 11 September 2001. It is the seminal document of the UN's comprehensive and multi-pillar approach to preventing and countering terrorism, and defines the basis upon which international counter-terrorism cooperation has developed and evolved since 2001. It 'requests Member States to implement a number of measures intended to enhance their legal and institutional ability to counter terrorist activities at home, in their regions, and around the world'.⁸

The Global Implementation Survey (GIS)⁹ of UNSC 1373 of 2016 states that terrorism remains a serious global problem that 'is evolving rapidly' and that is becoming 'challenging and complex', while also diversifying in its linkage to transnational crime networks, 'violent extremism', and the Foreign Terrorist Fighter (FTF) phenomenon.¹⁰ Since 2017, terrorism-related attacks and deaths have declined in most regions, according to the Global Terrorism Index, but recent terrorist activity shows that it remains a major international threat with changing trends and new challenges as a result.¹¹

The Covid-19 pandemic, which started in 2020, showed the adaptation of terrorism to the newly evolving situation. The UN Secretary General made the following observation on activities of the UN system in implementing the UN Global Counter-Terrorism Strategy (2021): 'The threat posed by terrorism to international peace and security, sustainable development

Box 1. UN Conventions Against Terrorism

1. Convention on Offences and Certain Other Acts Committed On Board Aircraft (1963)
2. Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation (1971)
3. Convention for the Suppression of Unlawful Seizure of Aircraft (1970)
4. Convention on the Prevention and Punishment of Crimes against Internationally Protected Persons, including Diplomatic Agents (1973)
5. International Convention against the Taking of Hostages (1979)
6. Convention on the Physical Protection of Nuclear Material (1980)
7. Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation (1988)
8. Protocol for the Suppression of Unlawful Acts against the Safety of Fixed Platforms Located on the Continental Shelf (1988)
9. Protocol for the Suppression of Unlawful Acts of Violence at Airports Serving International Civil Aviation (1988)
10. Convention on the Marking of Plastic Explosives for the Purpose of Detection (1991)
11. International Convention for the Suppression of Terrorist Bombings (1997)
12. International Convention for the Suppression of the Financing of Terrorism (1999)
13. International Convention for the Suppression of Acts of Nuclear Terrorism (ICSANT) (2005)
14. Amendment to the Convention on the Physical Protection of Nuclear Material (2005)
15. Protocol to the Protocol for the Suppression of Unlawful Acts against the Safety of Fixed Platforms Located on the Continental Shelf (2005)
16. Protocol to the Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation (2005)
17. Convention on the Suppression of Unlawful Acts Relating to International Civil Aviation (2010)
18. Protocol Supplementary to the Convention for the Suppression of Unlawful Seizure of Aircraft (2010)
19. Protocol to the Convention on Offences and Certain Other Acts Committed on Board Aircraft (2014)

⁷ https://www.unodc.org/pdf/crime/terrorism/res_1373_english.pdf

⁸ <https://www.un.org/sc/ctc/news/keyword/global-implementation-survey/>

⁹ S/2016/49, 20 January – https://www.un.org/sc/ctc/wp-content/uploads/2016/10/GlobalImplementation-Survey-1373_EN.pdf. The Global Implementation Survey (GIS) assesses States' implementation of all elements of this resolution; identifies trends and developments since the last survey (conducted in 2011); and sets forth general standards and recommended practices.

¹⁰ S/2016/49, 20 January – https://www.un.org/sc/ctc/wp-content/uploads/2016/10/Global-Implementation-Survey-1373_EN.pdf. The Global Implementation Survey (GIS) assesses States' implementation of all elements of this resolution; identifies trends and developments since the last survey (conducted in 2011); and sets forth general standards and recommended practices.

¹¹ UNGA 2021 pp 2/Global terrorism index 2020

and human rights has not diminished during the pandemic. Pre-pandemic trends in global terrorism have continued to evolve in different ways in conflict and non-conflict zones. The pandemic has magnified several emerging challenges at a time when many Member States have had to shift resources from counter-terrorism efforts in order to address needs in response to the pandemic [...].¹²

Successive UNSC and UN General Assembly (GA) resolutions conferred a comprehensive counter-terrorism (CT) mandate to UNODC, including with respect to promoting the ratification of all 19 international instruments on CT (see box 1). The UNGA Resolution A/RES/74/174 of 18 December 2019 reiterates and updates the comprehensive counter-terrorism (CT) mandate conferred to UNODC. Launched in 2003, the Global Project (GP) 'Strengthening the Legal Regime against Terrorism' (with project number GLO/R35 – hereinafter referred to as GLOR35) has been the United Nations Office on Drugs and Crime's (UNODC) main vehicle to support Member States (MS) with the implementation of this mandate. The objective of the GP is 'a functional criminal justice regime against terrorism that is effective and is implemented by States in accordance with the rule of law'. The GP has five outcomes¹³ (see box 2).

Box 2 The Five Outcomes of GLOR35

- Member States have ratified an increased number of the international legal instruments against terrorism; **[Ratification]**
- Member States have revised domestic counter-terrorism legislation or adopted new legislation for achieving compliance with the requirements of the international legal regime against terrorism, drawing on the assistance of UNODC **[National legislative incorporation];**
- 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 **[National Capacity Building (for implementation and international cooperation)];**
- Member States have developed national and regional strategies/action plans for combating terrorism with UNODC assistance **[Plans of Action];**
- Relevant national, regional and international organisations and entities collaborate with UNODC with respect to the legal aspects of countering terrorism **[Partnerships].**

The GP is the primary vehicle of UNODC's Terrorism Prevention Branch (TPB), which is in the Division of Treaty Affairs (DTA) at UNODC headquarters in Vienna. The total approved budget of the GP is USD 185,039,803.¹⁴ In the period 2016-2020, which is the period that has been reviewed in this evaluation, the total amount of pledges received was USD 93 million, totalling around 50% of the overall project budget. The GP's marked increase in donor contributions in 2016, 2017 and 2018 coincides with the initial worsening of the global terrorist threat by ISIL and other like-minded groups, the increase of transnational and global terror plots, and, in 2020, the onset of the Covid-19 pandemic.¹⁵

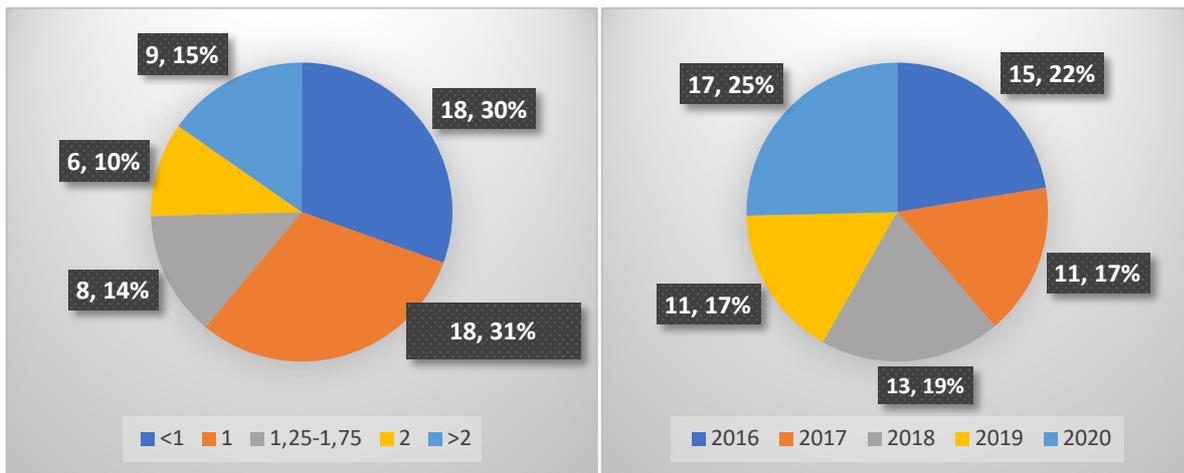
¹² UNGA A/75/729. January 2021. Activities of the United Nations system in implementing the United Nations Global Counter-Terrorism Strategy: Report of the SG <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N21/024/00/PDF/N2102400.pdf?OpenElement>

¹³ GLO/R35 logframe (completion date 31 December 2019)

¹⁴ GLO/R35 evaluation ToR, 2020: 2

¹⁵ Global Terrorism Index, 2016: 2

Figure 1 Total number (left) of grants and duration (right) of grants per year



TPB comprises an Office of the Chief and three Implementation Support Sections (ISS) that cover, respectively, Asia/Europe, Sub-Saharan Africa, and the Middle East and North Africa (MENA)/Latin America and the Caribbean (LAC) regions combined with staff based in Vienna and in field locations. Eight staff positions are covered by the Regular Budget (RB). The largest proportion of TPB positions, however, has been funded by the GP (or cost shared through field projects).¹⁶ Thus, approximately five percent of TPB’s capacity and work has been covered by the RB, and 95 percent by extra-budgetary funding under the GP. On 01 December, 2020, GLOR35 covered 31 positions in headquarters and 10 in the field .¹⁷

Terrorism prevention and response components have also been planned for and implemented under stand-alone projects not managed by TPB, and by other GPs and Regional Programmes (RPs), including by means of cost-shared arrangements with GLOR35 (see the table with further information in Annex V).

A mid-term Independent Project Evaluation was undertaken in 2008, a mid-term In-depth Evaluation in 2015, and a segment of GLOR35, namely the ‘Nigeria-EU-UNODC-CTED Partnership on Strengthening Criminal Justice Responses for Multidimensional Security (Terrorism)’, was assessed by means of final Independent Project Evaluations in 2016 and 2018.

As foreseen in the latest GLOR35 project revisions¹⁸, as well as in accordance with the UNODC Evaluation Policy, this In-Depth Evaluation of the GP ‘Strengthening the Legal Regime against Terrorism’ has been undertaken from November 2020 to May 2021.

PURPOSE AND SCOPE

This In-Depth Evaluation has been undertaken for accountability and learning purposes. The evaluation Terms of Reference (ToR) stated that the evaluation should be undertaken to measure the relevance, coherence, efficiency, effectiveness, impact and sustainability of GLOR35, and also to ‘provide guidance, as appropriate, on the development of the new programme, as well as identify lessons learned, good practices and recommendations, including key lessons in connection to programming around the COVID-19 health crisis’. In

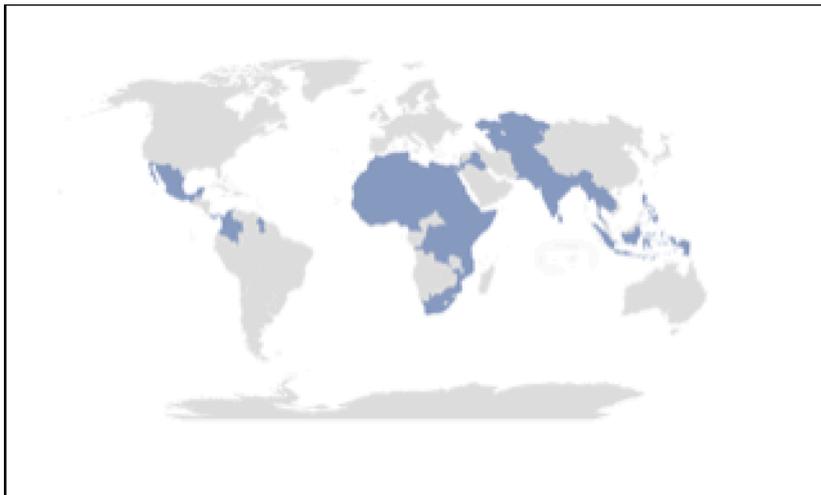
¹⁶ Positions funded partially by GLOR35 have been cost-shared with the following projects: Strengthening Public Security Policies in Colombia (COLU99), Strengthening criminal justice systems in the Sahel in order to effectively combat drug trafficking, illicit trafficking, organised crime, terrorism and corruption in the region (XAMZ17), Sub-programme on Counter-Terrorism: East and South East Partnership on Criminal Justice Responses to Terrorism (XAPX37), Regional Programme South-East Asia: Sub-Programme 3 Terrorism Prevention (XAPA09), Global Maritime Crime Programme (GLOW63), Strengthening the legal regime against terrorism in Yemen (YEMX24)(Source: TPB charts HRMS)

¹⁷ HRMS Staffing table of TPB, 01 December, 2020.

addition to these Organization for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC) evaluation criteria, also human rights, gender equality and leaving no one behind have been considered in this evaluation

The unit of analysis of this In-Depth Evaluation is the GP 'Strengthening the Legal Regime Against Terrorism' (GLOR35). As a mid-term In-Depth Evaluation of GLOR35 was undertaken in 2015, this evaluation covered the time period from 1 January 2016 until 1 March 2021, which is the completion date of the data collection phase. The evaluation therefore covered the last five years and two months of the GP. The geographical coverage of the evaluation was global.

Figure 2 Countries Covered by the GP (Source: Database of donor-supported segments GLOR35)



THE COMPOSITION OF THE EVALUATION TEAM

The evaluation team comprised of an independent, external international evaluation team leader, an independent, external international national security and terrorism expert, and an independent, external international strategic planning/gender and human rights expert from the Netherlands, Spain and the United States of America, respectively. This gender-balanced team offered combined expertise in leading and conducting complex and strategic evaluations in the field of terrorism prevention, including at the global/international level, and a strong background in applying quantitative and qualitative evaluation methods. UNODC's Independent Evaluation Section (IES) provided guidance, supervision and an ongoing quality check of evaluation inputs and outputs.

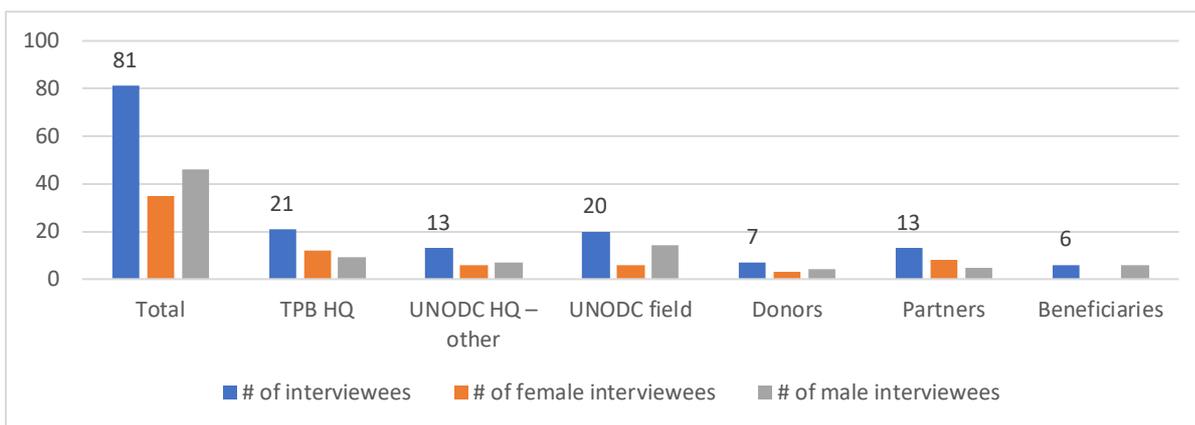
EVALUATION METHODOLOGY

This In-Depth Evaluation of GLOR35 utilized a mixed-methods approach that is gender-sensitive and inclusive, collecting data from both primary and secondary sources by means of a desk review, online semi-structured interviews and focus group discussions (FGDs), online surveys for four stakeholder groups and direct observation of online project activities. Qualitative and quantitative analysis methods and tools were used to generate descriptive statistics and in-depth content analysis. By means of the desk review, semi-structured interviews, FGDs, surveys and observation, data have been obtained, reviewed, analysed and triangulated across methods and sources in order to respond to the questions given for each evaluation criterion. During the data collection and analysis phases, due regard has been given to collecting sex-disaggregated statistics and gender-related information. Findings have been presented in a gender-sensitive manner under all evaluation criteria, including by providing sex-disaggregated statistics in relevant sections. Details of the specific methods are as follows:

A **desk review** was conducted of internal UNODC documents (176 documents) as well as documents from external sources (49 documents). UNODC documents included the project logframe, project revisions since 2015, semi-annual and annual progress reports from 2016-2020, annual financial reports from 2016-2019, donor agreements 2016-2020, donor reports (only 2020), expert group meeting and training assessment reports and participant lists and feedback, publications funded under the GP, the mid-term evaluation of 2015, GLOR35 segment evaluations 2016 and 2018, donor evaluations, TPB mission reports, DTA update contributions, TPBs contribution to the Executive Directors (EDs) reports, annual activity lists, the TPB Menu of Services electronic book (E-book), web stories, the TPB evaluation kick-off meeting presentation, HRMS organograms and the UNODC Strategy 2021-2025, amongst others listed in Annex III. Other external documents reviewed included relevant UNSC/UNGA resolutions, Global CT Coordination Compact documents, the Secretary-General’s Plan of Action on Preventing Violent Extremism (PVE), and the annual reports of the Global Terrorism Index. In total, over 200 documents were reviewed.

A total of 76 online **semi-structured interviews** with 81 interviewees (35 female and 46 male) were conducted to collect project-specific and contextual information related to the evaluation criteria. The interview guides for UNODC staff, donors, partners and direct beneficiaries given in Annex II provided the overall direction to these interviews, though questions were tailored to the background, function and level of involvement of the respondents. Online interviews were held by means of Microsoft Teams, and on occasion with other online platforms because of technical and connectivity challenges.

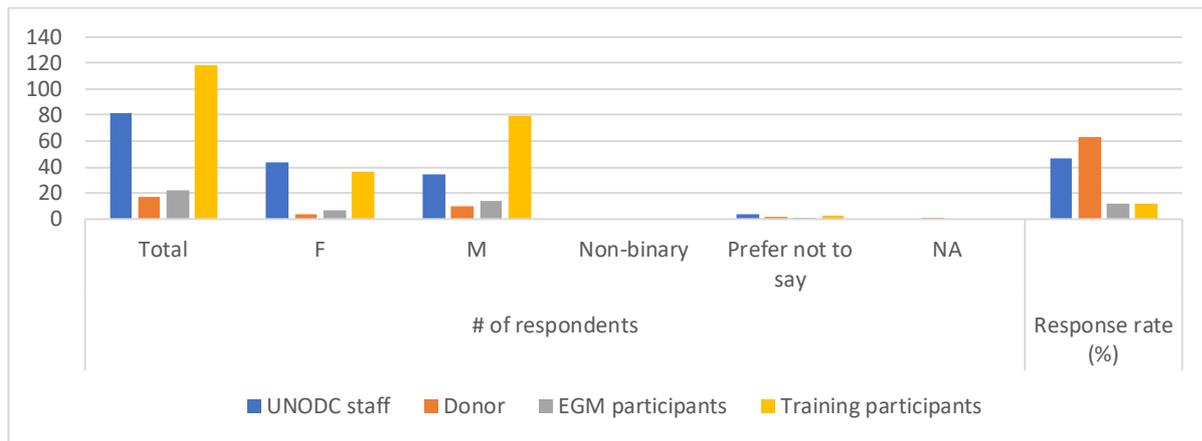
Figure 3 Number of interviewees (total, female, male)



Online group discussions were organized with UNODC staff working in the field of terrorism prevention, including GLOR35-supported staff, in order to use evaluation team capacity optimally, and give staff and representatives of other stakeholders the opportunity to share their views. Three online group discussions were held with staff in headquarters, Middle East and North Africa and West Africa, with a total of 16 participants (9F; 7M). The size of the FGDs ranged from three to nine participants.

Four **online surveys** were prepared and sent out via the online survey tool SurveyMonkey to get quantitative data on the perspectives of these different groups, and also to invite the collection of a larger scope of data from stakeholders that could otherwise not be approached for this evaluation due to time and resource constraints. The four target groups, with corresponding response rates based on valid email addresses, were a) experts that took part in selected expert group meetings (EGMs) leading up to publications or other tangible outputs (response rate 12 percent); b) participants of GLOR35 training (response rate 12 percent); c) TPB staff and other UNODC staff with terrorism-related responsibilities (response rate 47 percent); d) donors (response rate 63 percent).

Figure 4 Surveys response rate, disaggregated by target groups and self-identified gender



Two online events were observed in order to acquaint the evaluation team with online training and consultation events, including translation opportunities and the set-up and purpose of such events.

Due to the ongoing Covid-19 pandemic, only online data collection efforts could be undertaken. Three ‘concise’ **case studies** have therefore been prepared in order to allow for a more in-depth focus in terms of certain thematic areas. The data collection methods included online survey data for the first two case studies, and a strong reliance on interview data for the last case-study. The case-studies concerned gender mainstreaming in Nigeria, TPB’s engagement with Counter Terrorism Committee Executive Directorate (CTED) and International Association of Prosecutors (IAP) on the Lawful Access to Digital Evidence Expert Group Meetings (EGMs), and the adaptations of GLOR35 activities to the Covid-19 pandemic. The ‘concise’ case-studies have been included in text boxes in the main body of the evaluation report.

The evaluation team had English, French and Spanish speakers on the team. Questionnaires for the online surveys for participants of training and EGMs were translated into Spanish, French, Arabic, Bosnian, Serbian, Russian and Portuguese (training survey only) with support from UNODC staff.

The evaluation team, under the supervision of the IES, was responsible for safeguarding and ensuring ethics at all stages of the evaluation. All team members were cognizant of the UNEG Code of Conduct for Evaluation in the UN System and Ethical Guidelines for Evaluation. Two key requirements, namely to safeguard the independence of the team and to safeguard the rights and interests of its informants, including ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, and ensuring that the evaluation results do no harm to participants, were upheld. Interview, FGD and survey respondents were informed that their data will be used in the evaluation in an anonymised manner and triangulated against data from other respondents and documents. In order to encourage openness, respondents have been given assurance that they will not be quoted or their views otherwise identified individually in the evaluation report, unless they provide explicit, written consent. Interview notes have been kept securely in NVivo, accessible only to evaluation team members and IES.

Quantitative analysis has been done with Microsoft Excel. Quantitative data included the answers given to closed questions in the online survey questionnaires, financial data, training evaluations, and participant lists of training activities/EGMs.

Qualitative analysis has been undertaken using NVivo, a qualitative data analysis software, by means of the classification of data against the evaluation matrix. NVivo was used to code transcripts obtained during semi-structured interviews and FGDs, as well as qualitative answers provided through the online survey. This allowed the evaluation team to triangulate data by sources and methods. Qualitative analysis was done by means of manual data classification for the desk review documents.

LIMITATIONS TO THE EVALUATION

The process and outcomes of this In-Depth Evaluation of GLOR35 had several limitations, which however have been mitigated by means of relevant adaptations to the methodology. Due to the Covid-19 pandemic, and the direct consequences for international travel, in-country movements and in-person meetings, the entire evaluation was conducted home-based by means of online tools to communicate within the team, with project management and respondents. In addition to online semi-structured interviews via Microsoft Teams, which offered a secure platform for online meetings, direct observation of online project events and four online surveys were held in order to get different types of data-sets and to ensure global coverage in this evaluation.¹⁹

Although limiting data-collection to online tools will never entirely make up for onsite project visits and in-person meetings, the evaluation team is confident that the selected methods, the only ones possible because of the pandemic travel and human interaction limitations, has given reasonably reliable data for the scope of this evaluation, both in terms of geographical coverage and of the period covered by this evaluation, to guarantee robust findings and recommendations, best practices and lessons learned.

A second limitation was that available GP data had mainly been collected at the activity and output level, in line with established indicators, which however posed challenges for analysis at the outcome and objective level. For instance, the GLOR35 logical framework measures the objective by the number of Member States receiving technical assistance on a yearly basis, a central limitation to the GP identified in the 2015 mid-term evaluation not yet resolved. It was noted that this did not stem from interest in any way by TPB or UNODC to obfuscate its impact, but simply from the fact that appropriate indicators to measure impact had not been developed. The different data collection methods, and a direct effort to get data on the achievement of outcomes and objective, offered opportunities to mitigate this limitation to some extent.

A third limitation was that attribution to GLOR35 was sometimes difficult to establish, especially at the outcome and objective level. Source and method triangulation provided a method to verify this to some extent.

Another limitation was that this evaluation had not been able to include representatives of indirect beneficiaries as respondents/informants in the data-collection phase considering the time-frame and global scope of the evaluation, team capacity, accessibility and ethical considerations. It has not been possible for the evaluation team to interview indirect beneficiaries, including women and children. This also implies that the evaluation criteria 'no one left behind' has been considered only by reviewing secondary sources, and by interviewing direct beneficiaries and civil society organisations.

¹⁹ See UNODC guidance note 'Guidance note for evaluation managers and evaluators: planning and undertaking evaluations in UNODC during the Covid-19 pandemic and other crises'

II. EVALUATION FINDINGS

RELEVANCE

EVALUATION QUESTIONS:

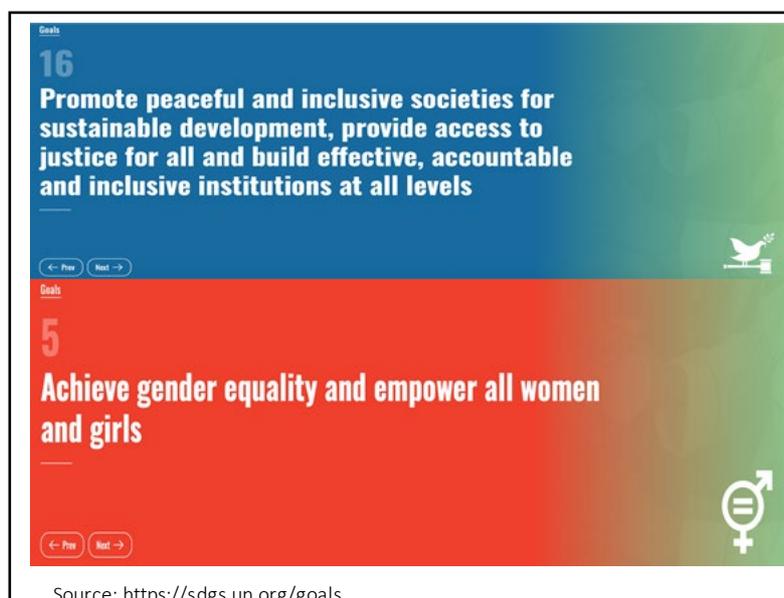
To what extent has the technical assistance provided under the project been aligned with the international legislative framework, including with UN resolutions and the SDGs?

To what extent has the project responded adequately to the needs of recipient governments as well as its target groups?

To what extent has the design of the GP, and actual practice, been relevant to UNODC headquarters and field offices, donors and other stakeholders?

The GP's aim is to support MS' implementation of the international legal framework on CT. In the 2016 - 2020 period, the findings of the desk review supported UNODC's claim that GLOR35 has been aligned with UNSC and UNGA resolutions, in particular with regards to the mandates of the accession to and ratification of the 19 international conventions and protocols against terrorism, and technical cooperation in criminal justice approaches to dealing with terrorism. The GP responds to the UN Counterterrorism Strategy, in particular pillar 3 (Measures to build states' capacity to prevent and combat terrorism and to strengthen the role of the United Nations system in that regard) and pillar 4 (Measures to ensure respect to human rights for all and the rule of law as the fundamental basis for the fight against terrorism). The GP has been aligned with the UN Plan of Action to Prevent Violent Extremism (2015) to some extent (see below on the current UNODC Strategic Framework 2021-2025).

Box 3 UN SDG 5 and SDG 16



GLOR35 has also demonstrated alignment with Sustainable Development Goal (SDG) 5 (gender equality) and SDG 16 (peace, justice and strong institutions), and has integrated a strong human rights perspective in practice, including the UN human rights instruments.

Interview and desk review findings also confirm the alignment with regional instruments, such as the African Union (AU) Agenda 2063 (especially aspiration 3,4 and 6)²⁰ and its various terrorism-related instruments²¹, the Southern African Development Community (SADC) regional counter-terrorism

²⁰ Aspiration 3: an Africa of good governance, democracy, respect for human rights, justice and the rule of law; aspiration 4: A peaceful and secure Africa; Aspiration 6: An Africa whose development is people driven, relying on the potential of African people, especially its women and youth, and caring for children

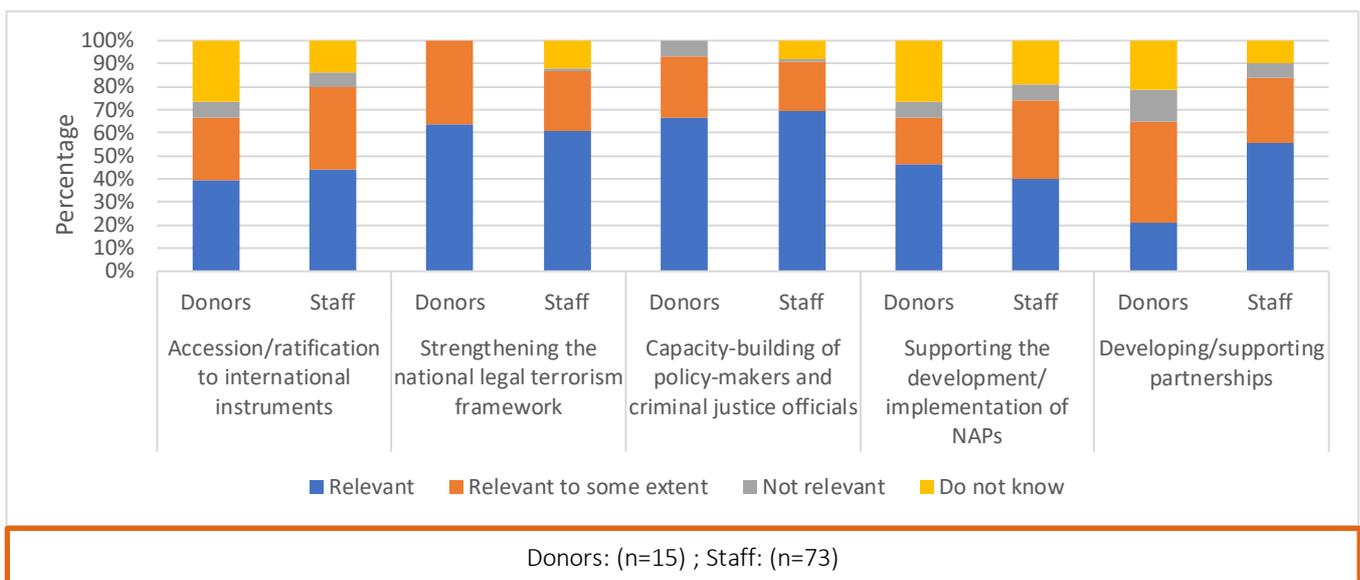
²¹ See <https://www.unodc.org/e4j/en/terrorism/module-5/key-issues/african-region.html>

strategy (2015), the ASEAN Convention on Counter-Terrorism (2007) and the ASEAN Comprehensive Plan of Action on Counter-Terrorism (2017).²²

The desk review further showed that the GP was to a large extent aligned with UNODC’s policy framework, especially sub-programme 4 Terrorism Prevention of the UNODC Strategic Framework 2016-2017²³ and 2018-2019²⁴, with the organizational objective ‘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 has been reflected in TPB’s Menu of Services with the title ‘Supporting Legal Responses and Criminal Justice Capacity to Prevent and Counter Terrorism’. The reference in the title of the GP to the ‘legal regime’, however, was limited considering policy directions, the earmarked funding of grants and practice of providing technical assistance, with a particular focus on capacity-building.

GLOR35 is not entirely aligned with the UNODC Strategy 2021-2025, and the UNODC Strategic Vision for Africa 2030, which were respectively launched in late 2020 and early 2021. Thematic area 4 on preventing and countering terrorism of the strategy calls for moving beyond the ratification of international instruments by means of strengthening legislative frameworks and criminal justice responses, including through regional and global initiatives, working with relevant partners to prevent violent extremism, and expanding on-the-ground presence to ensure that Member States can respond to emerging terrorism-related issues and providing support to victims. UNODC staff and donor survey data confirmed in particular the relevance of strengthening national legislative frameworks and capacity-building efforts (see Figure 5).

Figure 5 Relevance of the five outcome areas of the Global Project in the period 2016-2020 [source: Online surveys UNODC staff and donors]



Of equal importance is the continued coordination with UNOCT and other entities of the United Nations Global Counter-Terrorism Coordination Compact to ensure complementarity and coordination of efforts (see the section on coherence). Key concepts that require further alignment of a programmatic framework are supporting those countries in most need (see below), and promoting the resilience of families. The UNODC Strategic Vision for Africa, especially investment area 2, reiterates these directions, while also referring to witnesses of terrorism, and promoting and implementing the Prosecution, Rehabilitation and Reintegration

²² <https://www.unodc.org/e4j/en/terrorism/module-5/key-issues/asian-region.html>

²³ https://www.unodc.org/documents/commissions/CND/CND_Sessions/CND_57/E-CN7-2014-CRP04_V1400522_E.pdf

²⁴ https://www.unodc.org/documents/commissions/CND/CND_Sessions/CND_58Reconvened/ECN72015_CRP8_ECN152015_CRP8_e_V1508734.pdf

(PRR) approach of persons associated with terrorist groups, which GLOR35 has already begun pivoting towards.

Box 2: The UNODC Strategic Framework 2021-2025 and the Strategic Framework’s Thematic Area 4

UNODC STRATEGY 2021-2025

Thematic Area 4: PREVENTING AND COUNTERING TERRORISM

Key normative documents
The 19 international legal instruments against terrorism.¹⁴

In the next five years we will

- Strengthen Member States' criminal justice systems to address issues related to countering and preventing terrorism in a manner that complies with their human rights obligations.
- Help in ensuring that the legal frameworks of Member States are in full and substantial compliance with the 19 international legal instruments against terrorism.
- Strengthen mechanisms to counter the financing of and prosecuting acts of terrorism including through regional and global initiatives.
- Work with relevant partners to prevent violent extremism that can lead to terrorism by addressing its root causes, especially amongst youth.
- Expand the on-the-ground presence to ensure that Member States can respond to emerging issues as they relate to terrorism and provide support to victims.

Box 3: The UNODC Strategic Vision for Africa 2030 and the Strategic Vision’s investment Area 2

INVESTMENT AREA 2. SECURING THE SAFETY OF PEOPLE FROM ORGANIZED CRIME, TERRORISM AND VIOLENCE

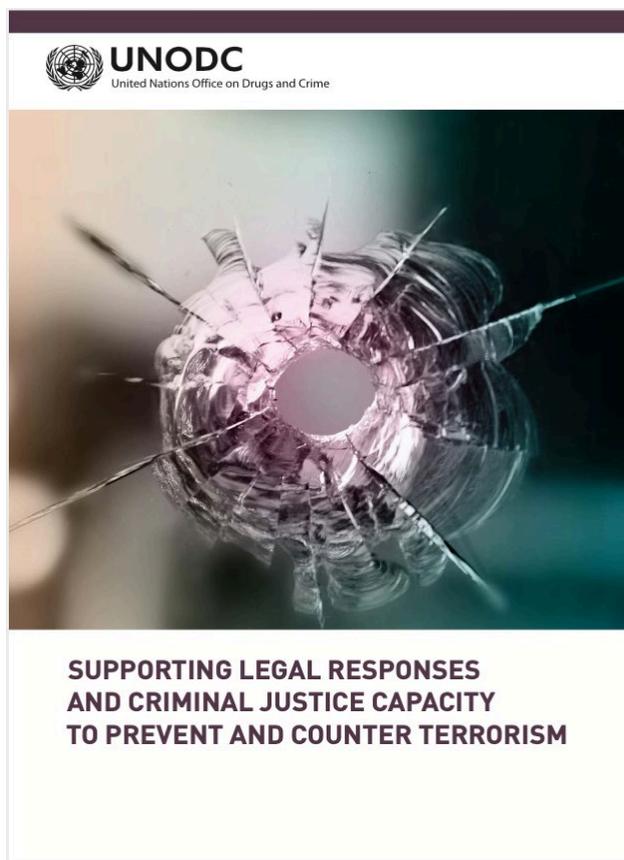
In support of Member States' efforts to achieve Sustainable Development Goals 5, 8 and 16 and the African Union's Aspirations 3, 4 and 6, we will work collaboratively with stakeholders to protect people from terrorism, violence and physical exploitation, promote the rule of law, support victims and protect human rights.

5 GENDER EQUALITY + 8 DECENT WORK AND ECONOMIC GROWTH + 16 PEACE, JUSTICE AND STRONG INSTITUTIONS

UNODC STRATEGIC VISION FOR AFRICA 2030

The desk review, the interviews and survey findings confirmed that GLOR35 has addressed needs of UN Member States, and that requests for technical assistance received from Member States have been responded to in the period considered in this evaluation. The ‘formal request for assistance’ concerned areas of required assistance, but these may not necessarily have always been priority areas from the perspective of the service provider or donors. This was, for instance, visible with respect to the accession to and ratification of international instruments, and the strengthening of national legislative frameworks, which have received limited donor support. TPB could further have shown a more systematic, pro-active approach for approaching

Member States to obtain requests for assistance in relation to TPB's Menu of Services. A strategic communication strategy could support more systematic communication with Member States to invite further dialogue on technical assistance, and the formulation of assistance needs, preceding formal requests.



Box 4 TPB Menu of Services

Depending on staff capacity, TPB carried out analysis of needs through its ongoing engagement on the ground in order to more proactively solicit the receipt of such requests. Yet, data on these assessments did not convey a uniform approach in scope, purpose and depth, including if such requests were assessed against the actual situation on the ground. Interviews undertaken with UNODC staff and beneficiaries provide different perspectives, with the latter noting their appreciation for delivered assistance that addressed particular needs while the former pointing to the occasional disconnect between developed projects and actual needs, which was caused by a lack of consultation between headquarters and the field. In sum, the transfer of global challenges to regional and national contexts was only effective if further tailored to actual needs, and the institutional set-up and discourse framing CT, as some countries needed only highly specialized training (e.g. OSINT) while others required more basic capacity-building of the different components of the criminal justice chain. In addition, such needs assessments did often not include a systematic stakeholder mapping, and political, conflict and gender analyses. In some instances, there have been individual efforts to conduct stakeholder mapping and needs assessments in order to better understand the landscape for gender-inclusive approaches to terrorism prevention and the partners operating in the space. In other instances, dialogue was supported by means of Project Steering Committees to direct and monitor the implementation of particular grants. Needs also changed because of the COVID-19 pandemic, such as its impact on overcrowded prison systems in some countries, which supports the conclusion that monitoring is of pivotal importance to guarantee continued relevance of activities based on a results-based management approach and long-term engagement with partners.

The desk review, interviews and the surveys confirmed that the relevance of work undertaken under GLOR35 was also informed by the partnerships with CTED and UNOCT. Thus, recommendations from CTED, formulated on the basis of their field assessments, with TPB participating in these missions to conduct criminal justice needs assessments, also informed the development and implementation of projects, providing that funding was made available to TPB.²⁵ A second strand of CTC/CTED informed work concerned the implementation of guidance documents developed by the Directorate, such as the Battlefield Evidence project in Niger, and the Training Curriculum for Judges. Furthermore, MS contact UNOCT in case of assistance requests for the UNOCT travel programme, jointly implemented with UNODC. The programme has continued to be a priority for MS despite the COVID-19 pandemic, as people continue to move cross-border via land and sea. In contrast, some CTED missions could not materialize as countries only demanded in-country visits.

The geographical coverage of GLOR35 was global in nature (see Figure 1), and offered the opportunity to include all grants into this programming vehicle, namely of global, regional and country-level projects. In fact,

²⁵ The evaluation team did not have access to CTED visit reports and CTED detailed implementation assessments (DIS) matrices.

findings of the desk review and interviews conveyed that technical assistance was geographically configured by means of available funding, donor and MS priorities and UNODC's programmatic structure, with separate project vehicles limiting GLOR35 activities in Southeast Asia, Eastern Africa and Pakistan. Coverage has further been uneven in terms of scope, ranging from one activity (e.g. travel of one or two representatives to a regional or global meeting) to sustained multi-year and multi-donor funding for extensive technical support provided to different sectors in one country. Countries with the highest needs were however not systematically included in the GP. For instance, the top ten countries with the highest impact of terrorism given in the Global Terrorism Index 2016, 2017, 2018 and 2019 were not all covered by GLOR35 despite their profound needs. Lack of strategic direction, funding and assistance requests were given as reasons in addition to conflict, fragility, the militarization of the issue and related challenges of presence and accessibility. At the same time, the wide thematic scope of the GP could have been used to develop initiatives outside politically sensitive areas, such as in the field of P/CVE.

In addition to being relevant to the international, regional and institutional legal, policy and strategic mandates, and the needs of donors and beneficiary states, GLOR35 has also been relevant to UNODC strategic priorities and programming needs, including of TPB. Interview data further confirmed the relevance of the GP as a host of country-level projects to support efficiency, as a provider of funds for pilots, as a connector to global initiatives and UNODC and UN governance bodies, and to support coordination with partners, including UNOCT.

The logical framework was however not in full alignment to a thematic programme and/or an updated project document, and served administrative needs by allowing the inclusion of new donor grants without requiring change to GLOR35 programming parameters for each grant; project revisions were only undertaken to augment the budget and adapt to anticipated personnel requirements instead of aligning it to changing international and regional frameworks, threats and operational needs. A theory of change had not been provided for the GP in project documentation nor widely used to guide strategic decisions on the types of assistance provided. The structure of the GLOR35 logical framework, had a limited number of outcomes, of which the indicators were however formulated at the output level, without giving due attention to their measurability, the different thematic areas covered under GLOR35 in practice, and the different elements of the criminal justice chain. The same concern also applied to output indicators and variations in their counting and disaggregation, limiting the data's utility. The consequence was that reporting was done on the basis of counting of completed activities/outputs, without collecting more comprehensive data to inform results-based management and offer data-driven insights for strategic reflection on the overall performance of the GP. Interview data therefore pointed to the need to develop a new GP with a ToC and a logical framework that would support results-based management and reporting, and which would also reflect the current strategic directions of UNODC's work on CT and P/CVE and consider relevant functions and lessons learned of the current GP as outlined above and in the other sections of this report.

SUMMARY – RELEVANCE

The GP has been aligned with the international legislative framework although its design is no longer fully aligned, including with the UNODC Strategy 2021-2025 and the Vision for Africa 2030. While the GP has adequately responded to the needs of recipient governments and target groups, a more proactive stance of TPB is required to solicit requests for assistance. Its design has been relevant and allowed for efficiency and adaptability to changing needs; the design was however not based on a theory of change, and supportive of results-based management.

EFFICIENCY

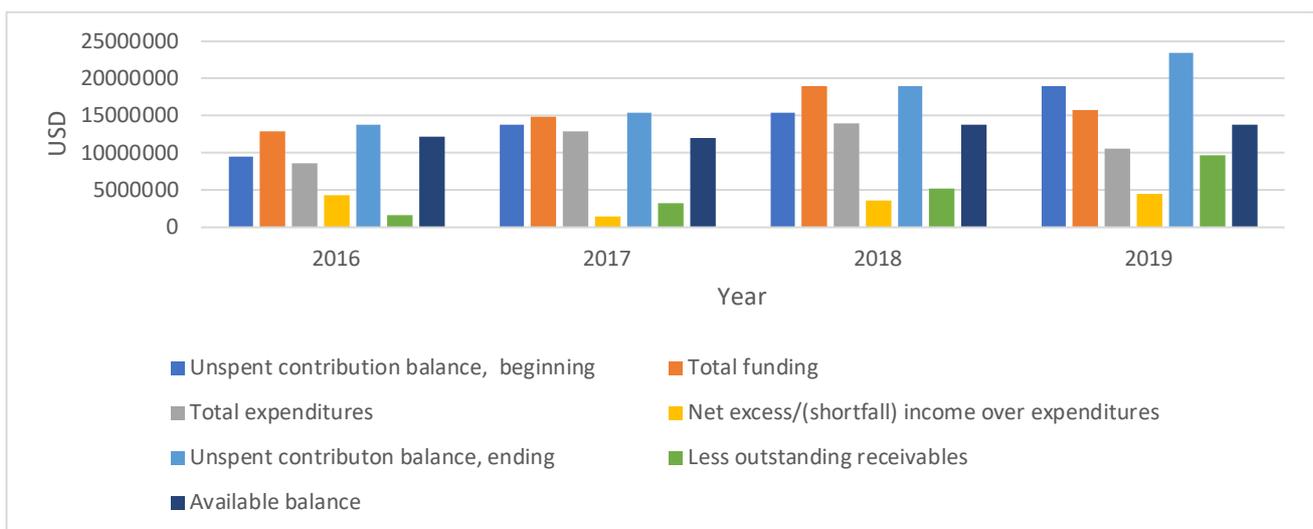
EVALUATION QUESTIONS:

To what extent has the project delivered its interventions in an efficient way, including the *timely* delivery of assistance? *What were the main challenges therein, including as a consequence of the Covid-19 pandemic?*

What was the quality of the inputs and outputs achieved under the project? What were possible challenges in achieving the desired quality, if any?

GLOR35 has been efficient to some extent in the period 2016-2020. From a financial perspective, the GP was considered to be well-organized, with an efficient delivery rate despite the COVID-19 pandemic, and sufficient accumulated balance. Average annual project expenditures in the period 2016-2019 were USD 11,503,038.²⁶ In 2019 annual expenditures were USD 10,484,473, and in 2020 USD 10,889,399 (the latter amount not certified/ as of 11 January, 2021). The annual expenditures of GLOR35 in the last year were therefore slightly higher than in 2019.

Figure 6 Annual Financial Data of GLOR35 2016-2019 (in USD) (Source: UNODC Annual Financial Statements GLOR35)

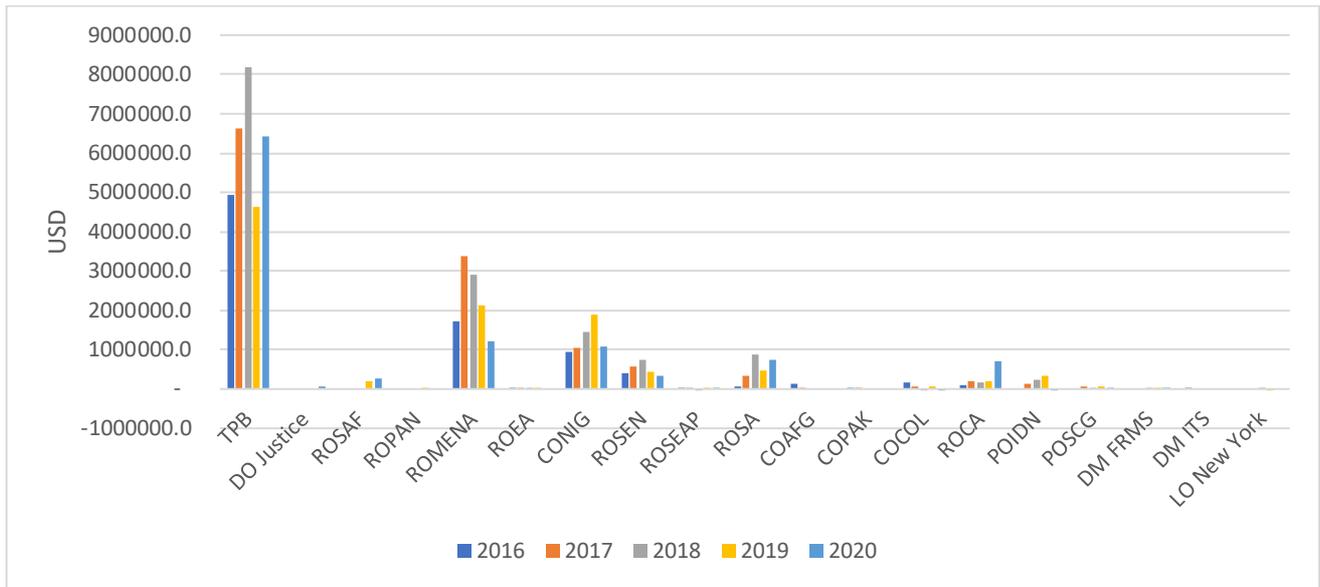


The overview of annual expenditures per UNODC cost-centre shows that the majority of GLOR35 funds has been spent²⁷ by TPB headquarters followed by several regional and country offices (see graph 2). For instance, in 2020, a total of 60 percent was spent by UNODC headquarters and 40 percent in the field (ROMENA with 11 percent, CONIG with 10 percent, ROSA with 7 percent, ROCA with 6 percent, ROSEN with 3 percent, ROSAF with 2 percent).

²⁶ TPB, PPT kick-off meeting evaluation slide 13

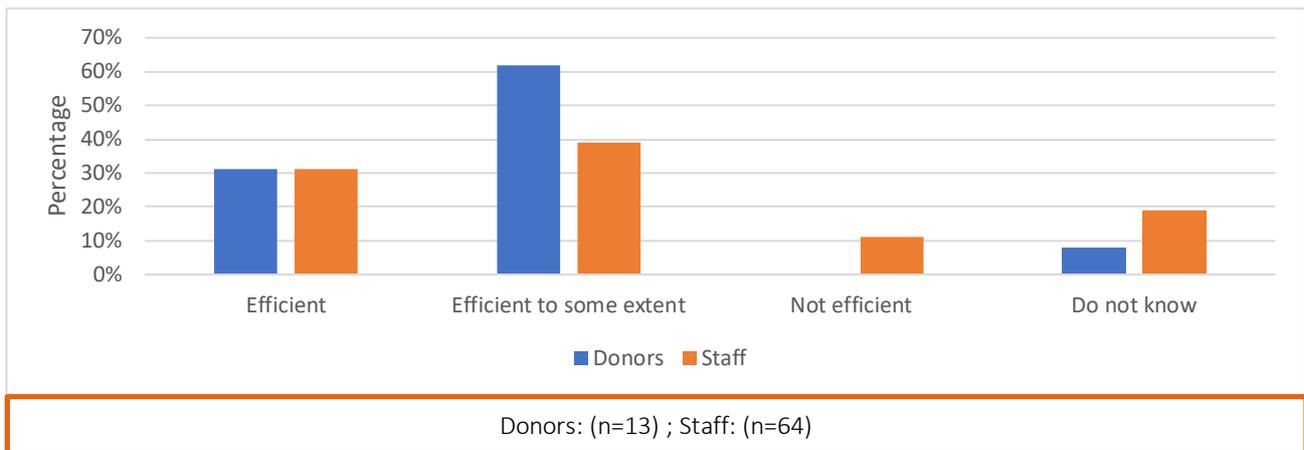
²⁷ FMRS data as of 11 January, 2021

Figure 7 Annual expenditures per UNODC cost-centre 2016-2020 (FMRS data 11 January, 2021)



The findings of the online surveys showed that 93% of donors and 70% of UNODC staff considered the overall delivery of the GP efficient at least to some extent.

Figure 8 Donor and Staff rating of the overall delivery of the GP in the period 2016-2020 (Source: Surveys)



Interview findings conveyed that, in addition to a strategic one, the use of GLOR35 as an administrative vehicle to host project segments funded by different donors, has allowed TPB, and regional and national offices, to be more efficient in project planning and implementation than otherwise would have been the case. Yet, project planning and implementation seemed to some extent be hindered by the administrative system, Umoja, which has been developed initially for tracing expenditures, with comprehensive planning and project management functions currently being developed and launched for new projects.²⁸ Budget monitoring challenges have led to regular requests by donors for returning the balance of unspent funds which could otherwise have been used for elevating GLOR35's performance.

Findings of the desk review and semi-structured interviews show that delivery of activities and outputs have been efficient in light of the challenges of working in volatile and insecure operational environments, such as in States with political turmoil and changes in governments, as a result of the COVID-19 pandemic, and with TPB-internal management challenges (see the OIOS 2018 report), which have since then been solved, and also

²⁸ <https://umoja.un.org/news/umoja-new-integrated-planning-management-and-reporting-solution>

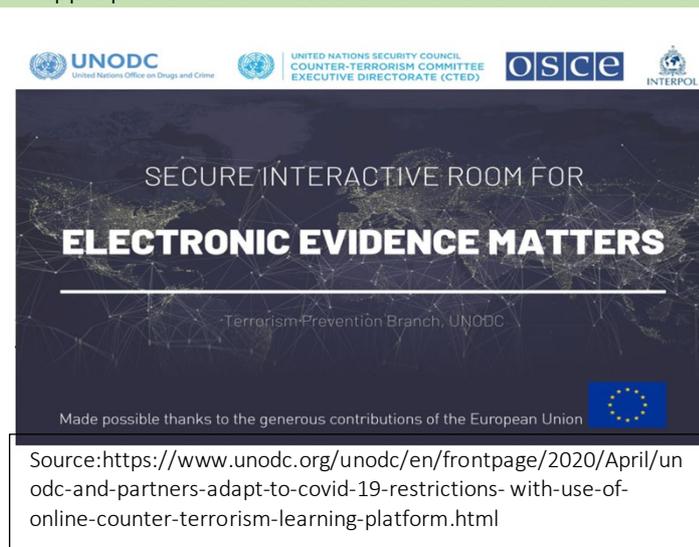
with the management and implementation of donor grants of limited duration, which posed funding constraints and a limited timeline for implementation.

The online donor survey and interviews conveyed different views with respect to donor communication and reporting. Survey data showed that overall communication with donors scored higher than donor reporting (see Figure 9), with the latter further qualified by the timeliness of reporting and the data given in the reporting. Interview data confirmed that donor reporting was not always timely, which had implications for the release of the next instalment on occasion. Additionally, while some donors expressed their overall satisfaction with the data and level of detail provided in the progress and final narrative reports, others indicated a preference for more detailed reporting at the outcome level in order to make a better assessment of impact (e.g. human interest stories), and the sustainability of results with the COVID-19 pandemic increasing public scrutiny on the spending of public funds. Pictures were appreciated even more than before as donors could not travel. While M&E was never included as a separate item in budgets, its inclusion in budgets proposed to some donors was considered an option, thus recognizing the specific expertise needed for documenting results, and getting baseline data. Although communication with donors was rated higher than reporting, the request for more regular updates on GLOR35, and strategic dialogues and liaising more closely with capitals to allow for an earlier inclusion in the design of programming and related funding opportunities were also shared by some of them. As interview data showed different responses to TPB's role in P/CVE, with especially some donors conveying a more critical view considering the organization's predominant expertise in criminal justice, further information on the conceptualization of P/CVE, including the good practices, lessons learned and opportunities considering UNODC's experiences in alternative development (engaging civil society actors, providing community-level support to empower the disenfranchised and support entrepreneurship opportunities²⁹), needs to be clearly packaged and shared with this group of stakeholders.

Case-study: The use of online tools during the COVID-19 pandemic

As a consequence of the onset of the COVID-19 pandemic, numerous activities were cancelled or postponed, because of travel restrictions, quarantines, testing requirements, and complying with guidelines of host governments. Sometimes, staff and counterparts had become ill or passed away in case of the latter. In countries, in which TPB had field presence, the activities were resumed in person or in hybrid form during the second half of 2020, sometimes in alternative locations, with a reduced number of participants because of appropriate health measures taken and with the online participation of experts. Study tours abroad

continued to be cancelled. The Online Counter-Terrorism Learning Platform (CTLP)³⁰ as well as other online platforms, allowed for the continuation of consultations, awareness-raising, capacity-building activities (including mentoring), networking, knowledge-sharing and advisory services, including in insecure places. Fifty percent of the online trainings conducted were in the last year alone (2020), and users on CTLP increased to 3,537, an 80% increase from 2019. A good practice was to run workshops on WhatsApp as it allowed for the compression of files and subsequent downloading on lower bandwidth platforms.



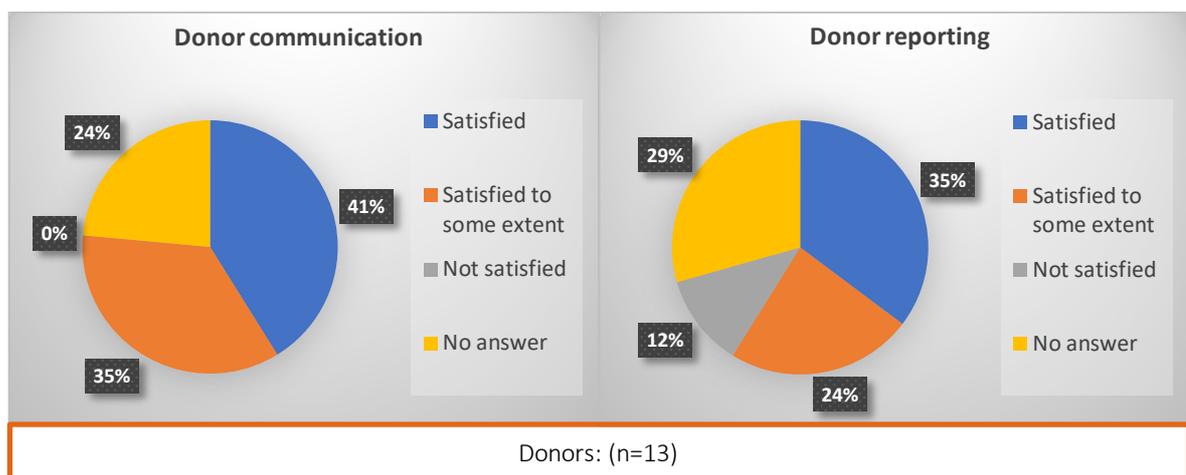
²⁹ <https://www.unodc.org/unodc/en/alternative-development/index.html?ref=menuside>

³⁰ The CTLP had 3,537 members from over 135 countries, and over 2,125 practitioners were trained through the platform by mid-2020 (GLOR35 Semi-Annual Progress Report 2020)

The workshops were stretched over several days to allow time for downloading and reviewing presentations, having discussions in breakout groups, chats, filling out surveys and finalizing assignments.

Online training regularly invited a higher number of participants because bureaucratic processes and expenditures were cut as travel had been out of the question. In one project, a new webinar ‘How to do a webinar’ was developed for the national Police Academy. Donors provided no-cost extensions to TPB to complete grants, and some also allowed for a flexible use of budget lines. Interview data confirmed the flexibility and adaptability of TPB was highlighted as a strength, and the same applied to the use of different online tools to replace in-person meetings and workshops, as this allowed for the continuation of the work. The usage of online tools also supported sustainability, as recordings are stored to allow for downloading and watching the recording afterwards, and the same applies to background materials. A *lesson learned* was, however, that these tools are efficient to some extent only, with lower levels of productivity, and dependent on the availability of hardware and connectivity. Some participants had only their cell phones to take part in online learning. These should never be considered a replacement for conventional instruction for learning, networking opportunities, and the ‘human aspect’ which is crucial for building trust between partners. Additionally, in some countries, personal protection equipment was bought, with the approval of the donor, thereby replacing earlier planned activities.

Figure 9 Online Survey Donors: Donor Communication and Donor Reporting



Fundraising was done at headquarters and field level by TPB and other staff. UNODC staff survey and interview findings conveyed that funding channels could be found at different levels, including in the field through UN Country Teams and by means of direct contact with embassies. Solid data on results at the output and outcome level, as well as introducing a long-term perspective by introducing different phases in project concept notes, were seen to support fundraising activities. The division of roles and responsibilities regarding fund-raising at different levels were only to some extent clarified, and resource-mobilization skills were not fully developed amongst the majority of professional staff with legal expertise. Additionally, TPB had no fund-raising strategy, while findings showed that a TPB-wide strategy could support coherence in donor communication at all levels, including their early engagement and buy-in in project design (such as their participation in consultation missions). A model TPB presentation, a ‘house brand’ and quality control of project proposals was also missing.

The TPB structure is based on a relatively large proportion of international professional staff in UNODC headquarters in Vienna, and a more limited number of the same category of staff in the field (see Figure 10). Interviews and UNODC staff survey findings confirmed that the current structure is no longer fully aligned with the scope of the project segments. While grants managed by ISS II continued to be focused on Africa, with only a few small ones thematically-oriented, the grants covered by ISS I had also a global, thematic focus, including work undertaken in countries in Africa, in addition to grants covering Asia. ISS III also covered countries in regions other than MENA and the Americas, such as under the UNOCT travel project.

have fixed term and temporary positions. Additionally, resource-mobilization efforts led occasionally to internal competition, and the thematic focal points were seen to work mainly within their section despite these themes also featuring in activities of other sections. As the work of TPB is fluid, and contains both geographical and thematic elements, a possible new structure would need to include all these in such a way that TPB can remain responsive to changing needs in the field of CT, while a more effective Office of the Chief with respect to quality control could strengthen the overall performance of the Branch. The ongoing discussion on restructuring has affected morale and management to some extent, and further clarity is therefore key in the short-term.

Box 5 Further data on donor agreements

Donors with contributions of more than USD 1 million per year were the European Union (EU), United States of America (USA), Canada, Japan and Germany. Other donors with less than USD 1 million per year were Austria, Belgium, Denmark, France, Italy, Luxembourg, Monaco, Netherlands, Norway, Spain, Sweden, Switzerland, Turkey, United Kingdom (UK), UN Office of Counter-Terrorism (UNOCT), UN Peace and Development Trust Fund (UNPDF), the University of Sussex in the UK and the Catholic University of the Sacred Heart of Milan in Italy. A total of 67 grant agreements were signed in the period 2016-2020, with the highest number signed in 2020 (see pie chart 1), namely 17 agreements, and with an annual average of 13.4 agreements. Thirty-five grants were carried over from 2015 into 2016 (source: Umoja). Almost two thirds of the grant agreements had a duration of up to one year, and three quarters less than two years (see pie chart 2). Donors offering agreements of three or four years concerned the EU (2016, 2018, 2019), the Catholic University of the Sacred Heart (2016), Canada (2017, 2018), Monaco (2018), Norway (2018) and the USA (2020). These concerned country-specific agreements for Nigeria (EU 2018; USA 2020), region-specific assistance for MENA on foreign terrorist fighters (FTFs) (EU 2016, Canada 2017) and for global level work in support of research (USCS 2016), Chemical, Biological, Radiological and Nuclear (CBRN) terrorism phase II (Canada 2017) and International Convention on the Suppression of Acts of Nuclear Terrorism (ICSANT) (EU 2019).

While the number of GLOR35-funded staff has fluctuated over time, partially as a result of available funding and administrative processes, in 2020 the proportion of GLOR35-funded staff in headquarters is 82 percent in comparison to 18 percent in the field. In contrast, the ISS' staffing lists present a different picture, with approximately half based in one of the three ISSs and half in the field, including temporary positions, part-time arrangements and local positions, such as drivers. Interview and survey data conveyed the majority opinion of staff and other stakeholders that further expansion to field offices needs continued support, while also noting the continued relevance of the global function of the Branch, including its global standard-setting and backstopping capabilities, expertise/repositories of knowledge and best practices, and related opportunities for giving global-level visibility to UNODC's CT work. A partial change in focus would then complement the strengths of GLOR35 to allow for more in-depth analysis of terrorism threats and capacities of the criminal justice system, and regular interaction with local counterparts to build trust for long-term relationships. Especially the mix of international and national positions at the field level was considered cost-effective, bringing together national-level knowledge, networking capabilities and language skills with neutrality, funding and coordination capabilities vested in international positions. The 15 male and 18 female professional and administrative staff of TPB in Vienna were only to some extent equally represented in the Branch structure and leadership positions (see Figure 11), while gender expertise was limited to some staff only.

Figure 10 Number of TPB staff per section and region (HRMS TPB chart 01/12/2020)

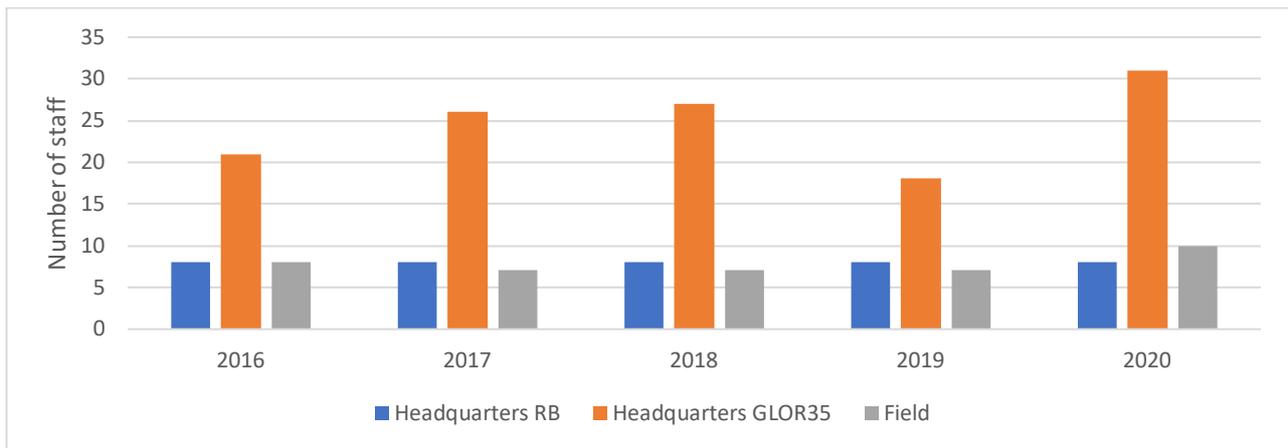
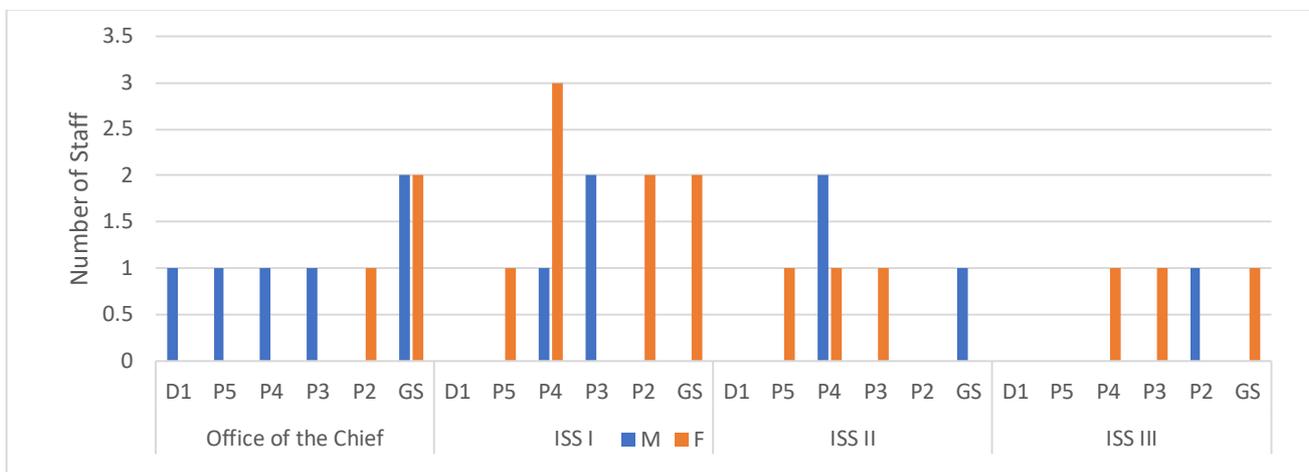


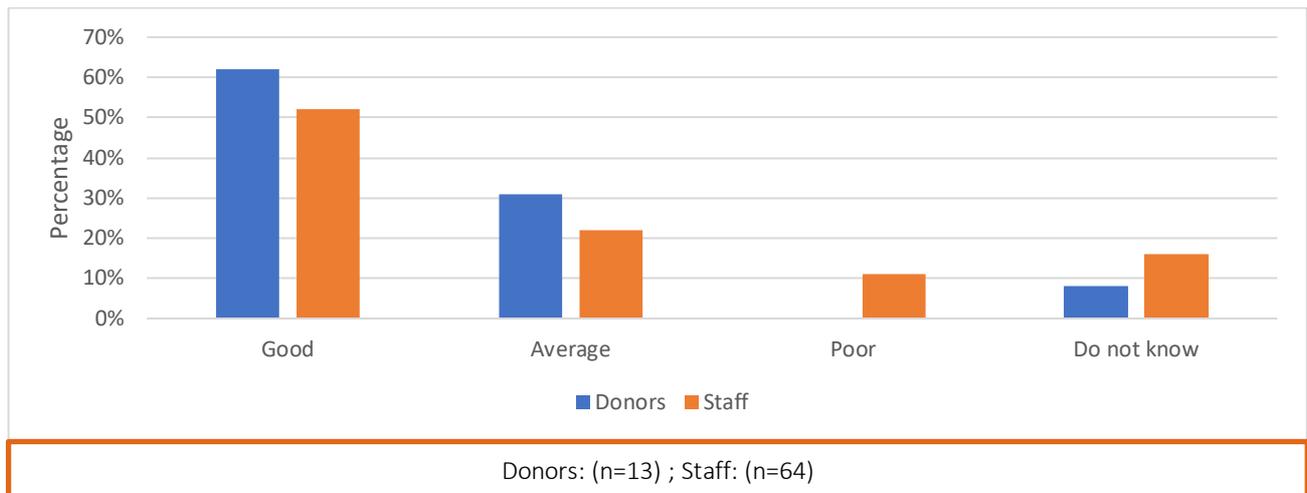
Figure 11 TPB staff headquarters – sub-division/positions/gender (HRMS TPB chart 01/12/2020. Adapted with 1 position (seconded P5 staff Office of the Chief)



Other inputs. Less traditional inputs in GLOR35 interventions were shared during interviews, which concerned the provision of air tickets to fly Nigerian lawyers to the North to allow for the release of people found not guilty, which was also the result of the trust of the donor with whom the UNODC office had had a long-term relationship. Another good practice was the purchase of a domain name so counterparts can have official email addresses, which can be used for applying skills and knowledge and networking, and getting equipment to also allow for the application of the same.

Outputs. The majority of responses of the online surveys for UNODC staff and donors rated the overall quality of outputs of GLOR35 as good, and a distinct smaller proportion as average (see Figure 12). The OIOS 2018 audit of GLOR35 however pointed to the absence of ‘a formal mechanism to obtain, consolidate and document the feedback from stakeholders other than participants to make necessary adjustments to TA activities’ (p. 4). This formal monitoring mechanism is still not available. Data registration and analysis has been done in a fragmented manner, partially as a consequence of the different segments of GLOR35 and different management arrangements, and outcome- and objective level data collection has been quantitative only. This has posed challenges to results-based monitoring. Furthermore, a large focus of reporting still looks only at women’s participation in trainings. However, monitoring is inconsistent at the project level and qualitative feedback from training evaluations provides some, but limited, details on the relevance and quality of the content related to achieving more gender responsive or gender transformative results.

Figure 12 Rating of the overall quality of outputs of the GP in the period 2016-2020 (Source: Surveys)

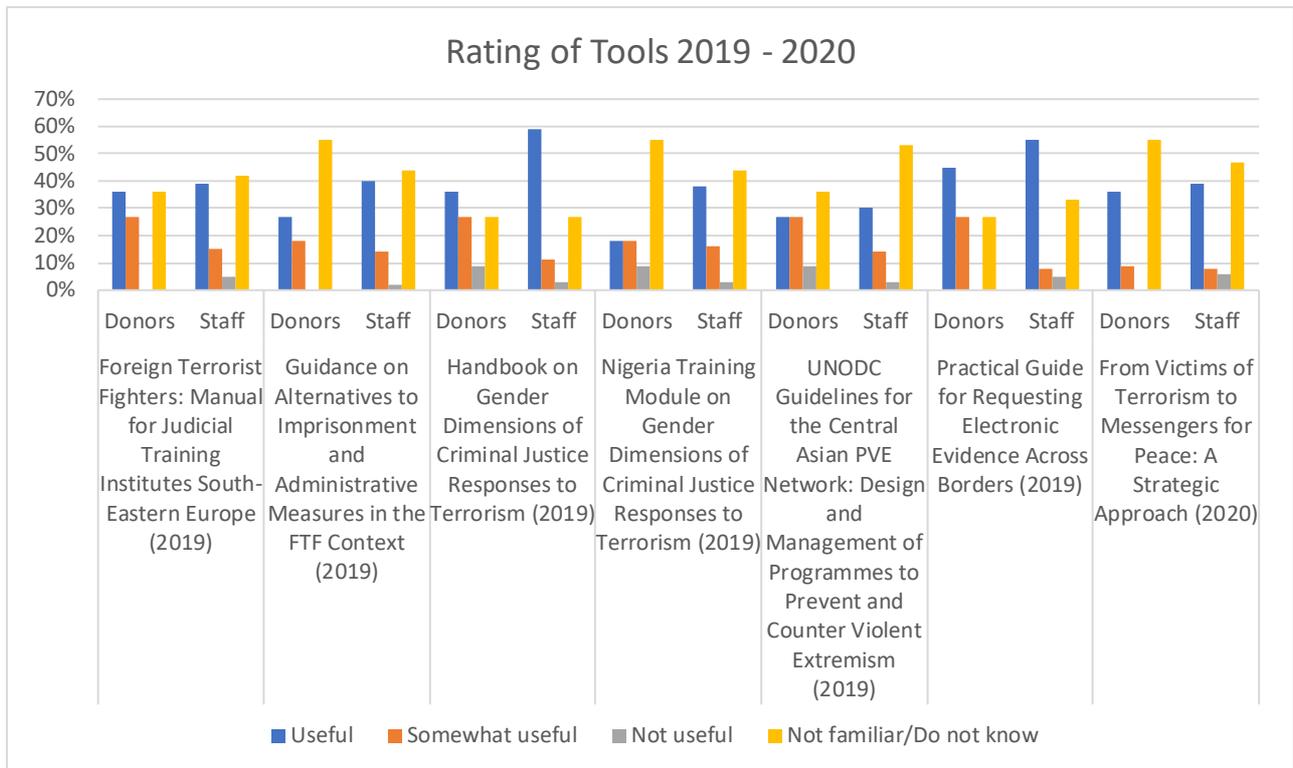
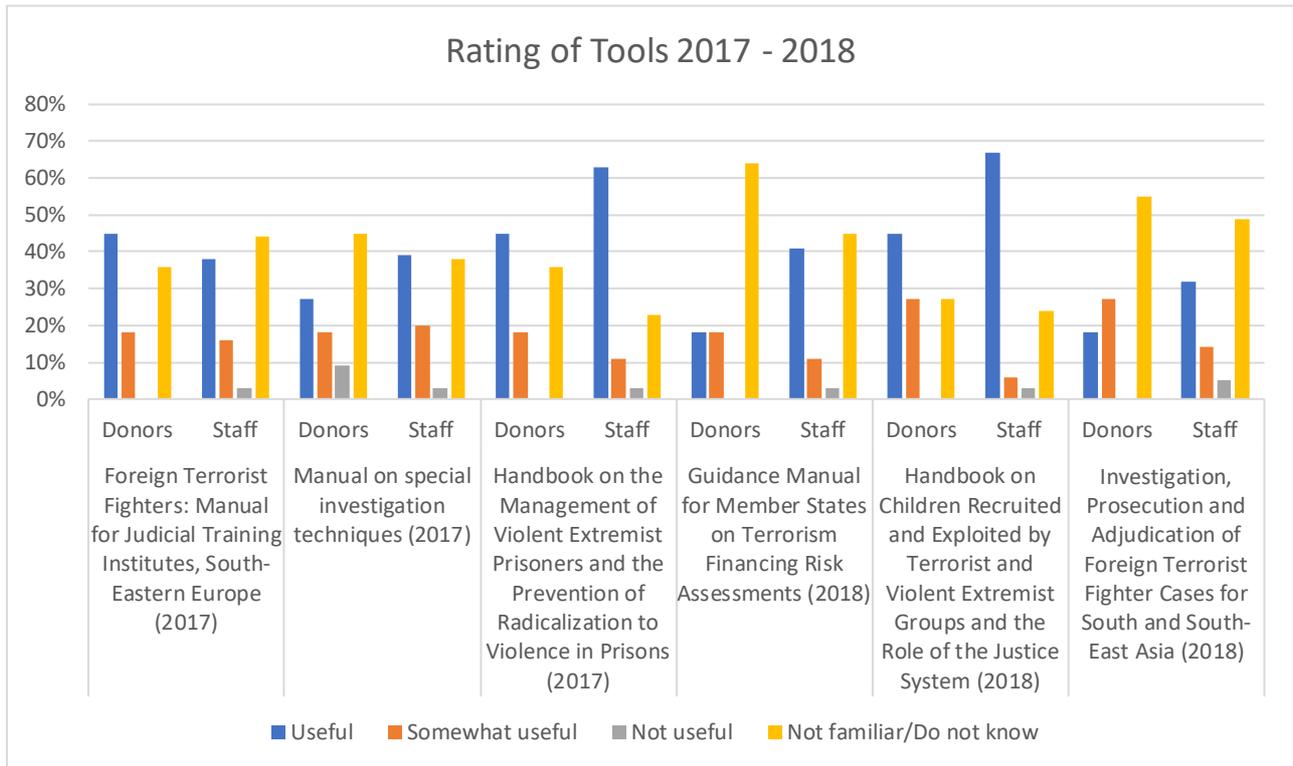


Training. The desk review confirms the overall satisfaction of participants of TPB-led events in evaluation training assessments, and the utilization of outcomes by the majority of those that took part in trainings (see the section on effectiveness for further information). The online survey held amongst participants of training confirms this. Some concern was however also expressed about the one-stop approach which especially characterized training activities in the first half of the period considered during this evaluation, although a shift towards a more sustainable approach was noticeable in the last two years, providing that funding was available, and stakeholders had expressed interest in a more long-term approach. While the right experts were selected for training, workshops had occasionally been conducted inefficiently. This included, in some cases, inadequate planning, absence of a clear objective and agreed on results on the outcomes of the workshop, and involvement of experts without the right knowledge on the subject language, the local context and language barriers.

Tools. The online survey data conveyed that GLOR35 has been able to respond relatively quickly to providing tools, if required, for new threats. Tools have been designed and/or reviewed with the support of external and TPB experts, including during EGMs; the tools are therefore up-to-date knowledge and training products if recently published. As some of these publications were put in the public domain several years ago, it is advised to prepare updates of some of these outputs, including the one on the use of internet for terrorist purposes. These tools have been predominantly used by trainers in workshops, and considered to be useful and practical, such as for designing national policies and guidelines, and for addressing weaknesses in criminal justice practices, such as during investigations. Online survey data show that especially the handbooks on gender dimensions and children and terrorism, the latter with TPB contributions, were considered to be highly useful (see Figure 13), although evidence also showed that even a relatively high proportion of UNODC staff working in the field of terrorism were not familiar with TPB publications.

Some of the tools have been developed for a particular country, such as the Handbook on Terrorism Investigations for Nigeria (2019), while the majority of tools target the global level, and have been translated into different languages. Some of the tools have been tailored to regional/local contexts, and translated, such in Portuguese for stakeholders in Mozambique – and sometimes CTED tools have been further adapted to a local context (e.g. Maldives) with GLOR35 assistance. Evaluation data highlighted that global publications need to be contextualized, adapted to the local context and, at a minimum, translated into the local language in order to increase their relevance and usefulness. Additionally, the know-how of the Branch was not converted into knowledge products, a methodology and process for producing these, and wide dissemination of tools.

Figures 13A and 13B UNODC staff/donors – usefulness of selected publications (Source: Surveys)



Donors: (n=11) ; Staff: (n=64)

SUMMARY – EFFICIENCY

GLOR35 has delivered its interventions in an efficient way, including the timely delivery of assistance and donor reporting and communication, although with variations across the board. TPB structure and staffing requires further adaptation to decentralization and a rethinking of the functions of the Branch in Vienna. Challenges concerned the proportionally short duration of grant agreements and external challenges, including the COVID-19 pandemic, which showcased TPBs flexibility and an efficient response, including with quality outputs.

COHERENCE

EVALUATION QUESTIONS:

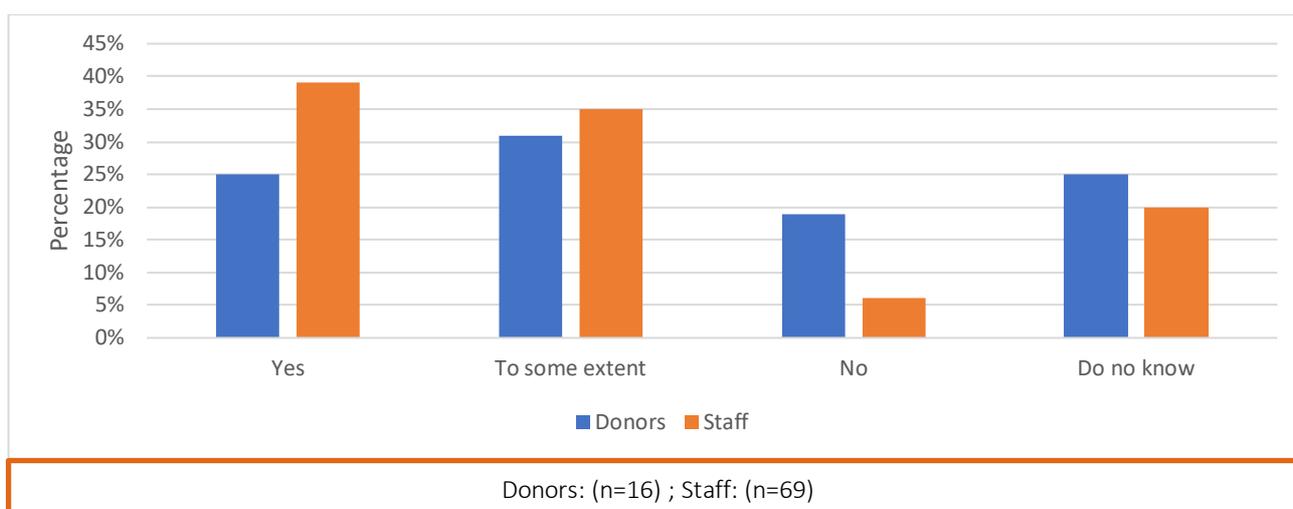
To what extent has the project delivered the interventions complimentary *to other interventions* and in coordination with internal stakeholders – *at UNODC headquarters, regional and national offices and by integrated teams?* *Was value added by project interventions to UNODC’s work?*

To what extent has the project delivered its interventions complementary *to other interventions* and in coordination with external stakeholders, including other UN entities, such as OCT? *What was the added value of UNODC’s interventions?*

To what extent has the project delivered its interventions in coherence with UN reforms?

Internal coherence. UNODC’s work in the field of combatting transnational crime, money laundering, corruption, prison reform, prisoner rehabilitation and violence against children, has been noted in UN resolutions on CT. Most of these areas have been covered by GLOR35, while the GP has also been complimentary and aligned to some extent with other UNODC interventions in these areas at the global, regional and national level. 74% of UNODC staff and 56% of donors confirm that the GP has been aligned with other UNODC projects at least to some extent (see Figure 14).

Figure 14 Staff and donor perceptions on alignment of GP with other UNODC projects (Source: Surveys)



These different thematic areas are covered by different Divisions at UNODC headquarters, and the desk review, online surveys and interviews confirmed cooperation between relevant sections and TPB. The interview findings confirm that the coordination of work undertaken under GLOR35 and with the Justice Section had overcome some initial hurdles, and was considered efficient and effective at the time of this

evaluation by means of the joint projects on Foreign Terrorist Fighters (FTFs) funded by the USA and joint thematic work undertaken on the model provisions for victims of terrorism. Although, continued attention could be given to the division of roles and responsibilities reflected in budgets. The same was concluded with respect to the alignment of activities with GLOU40, with the division of labour between TPB and CMLS, located in the Organized Crime and Illicit Trafficking Branch, based on expertise, and therefore complementing each other, such as in joint training activities. Additionally, although to a lesser extent, activities were also undertaken with other parts and projects of DTA, such as with the Container Control Programme (CCP), by means of joint presentations or participation in meetings. Cooperation with CEB was however not done despite overlap in technical areas, such as digital evidence.

The online survey data and interviews further confirmed that one of the added values of GLOR35 is its ability to draw on the mandate, expertise and skills of the wider organization. CT is linked to other issues or particular target groups, such as cybercrime, youth and victims, container control, trafficking of IED components, and a strength of the GP is its ability to capitalize on UNODC's capacity of organized crime and criminal justice, especially in those contexts with a weak criminal justice apparatus or no comprehensive legislative framework. It holds the potential for a holistic approach to CT assistance, although TPB's role as CT focal point in UNODC has by some stakeholders also been viewed as restricting access to other parts in-house working in the field of CT, which was considered to undermine at times this added value of GLOR35 and the visibility of UNODC's work on CT.

There has been a positive development towards a more integrated approach during the past five years. Cooperation has increasingly become more efficient, and allowed for the integration of know-how, partnerships and effective implementation of activities to avoid duplication of efforts and optimally use available resources. While the UNODC field network of regional and national offices was considered a strength, interview data showed that different approaches have been taken with respect to the utilization of GLOR35. This varied from national-level segments included under GLOR35 (such as in the case of Nigeria, which does not have a country office project), GLOR35 field-based positions, cost-sharing of positions and activities with other global, regional and national projects, and national projects funding headquarters-based activities under GLOR35 (such as in the case of Pakistan). Project proposals have been prepared in close cooperation between TPB and the field, to include government priorities and global areas of attention, but evidence shared during interviews also pointed to the development of some proposals by TPB without adequate consultation with the field and vice versa. This therefore led to funded segments that were either not sufficiently aligned with actual needs, global knowledge and experiences or were headquarters-centric in terms of staffing. This also led to some duplication of efforts, and less effective and/or efficient segments. In addition, TPB or field offices occasionally circumvented each other and communicated directly with beneficiaries, due to which their inputs had sometimes a disruptive effect and vice versa. This has occasionally led to situations in which duplication of efforts took place because of lack of coordination and information sharing.

External coherence. GLOR35 has been complementary to interventions of other organizations, including UN agencies. The desk review, interviews and findings of the online surveys confirm that UNODC has worked closely together with the Counter-Terrorism Committee Executive Directorate (CTED), UNOCT (since 2017) and, to a lesser extent, with other UN sister agencies and international organisations, such as UN Women, United Nations Office of the High Commissioner for Human Rights (OHCHR), UN Development Programme (UNDP), International Maritime Organization (IMO), World Customs Organization (WCO), UN Interregional Crime and Justice Research Institute (UNICRI), Global Forum on Counter Terrorism (GFCT) and Interpol.

Cooperation has also taken place with regional organizations, including the European Union (EU), Organization for Security and Cooperation in Europe (OSCE), the African Union (AU), the Southern Africa Development Community (SADC) Secretariat, African Center for the Study and Research on Terrorism (ACSRT/CAERT), Inter-Governmental Authority on Development (IGAD), the Bay of Bengal Organization and global and regional expert networks, such as the International Association for Prosecutors (IAP), the African Police Cooperation Organization (AFRiPOL), and the Eastern Africa Police Chiefs Organization (EAPPCO).

Case study: UNODC/CTED/IAP cooperation in the field of electronic evidence

Crimes involving electronic evidence present unique challenges for law-makers, investigators, prosecutors and judges entrusted to give appropriate responses both domestically and at the level of international cooperation. These require a thorough understanding of legal issues extending beyond national borders, including international criminal, privacy and human rights law; data protection laws; and mutual legal assistance (MLA) channels. In the field of international cooperation, governments continue to rely heavily on more traditional bilateral MLA instruments to obtain extra-territorial electronic evidence through Central Authorities (CAs) or other diplomatic means, with over 70 percent of governments using formal MLA requests (U.S Department of State, Bureau of Counter-Terrorism, Fourth Quarter 2019 Progress Report). This is often a slow and laboured process involving multiple stakeholders and affected by variations in definitions of criminal offences between jurisdictions, and not fit to provide the necessary rapid response to potential terrorist threats. Aiming to build the capacity of CAs and CT investigators and prosecutors worldwide and to foster increased cooperation and communication between the relevant authorities, UNODC, CTED and the International Association of Prosecutors (IAP), with funding from the USA, organized a series of global and regional EGMs and e-trainings on the lawful access to digital data across borders in the period under evaluation.

Of the 22 EGM participants sampled, 19 (32% female) had participated in at least one EGM developing the ToT module and practical guide on requesting electronic evidence across borders from 2018 to 2020. Respondents were globally and professionally diverse, working primarily as prosecutors (37%), law enforcement (27%) and international cooperation authorities (27%) located across Europe (42%), Latin America & the Caribbean (21%), East & Southern Africa (16%), Southeast Asia & the Pacific (11%), and North America (11%). Overall, 73% (11) participants felt the activities were relevant, strengthening the exchange and cooperation between States through the provided tools and the workshops themselves, and 100% (16) saw UNODC as strategically positioned to organize workshops on the subject matter due to its 'privileged position' as a global actor with 'representation' in most countries.

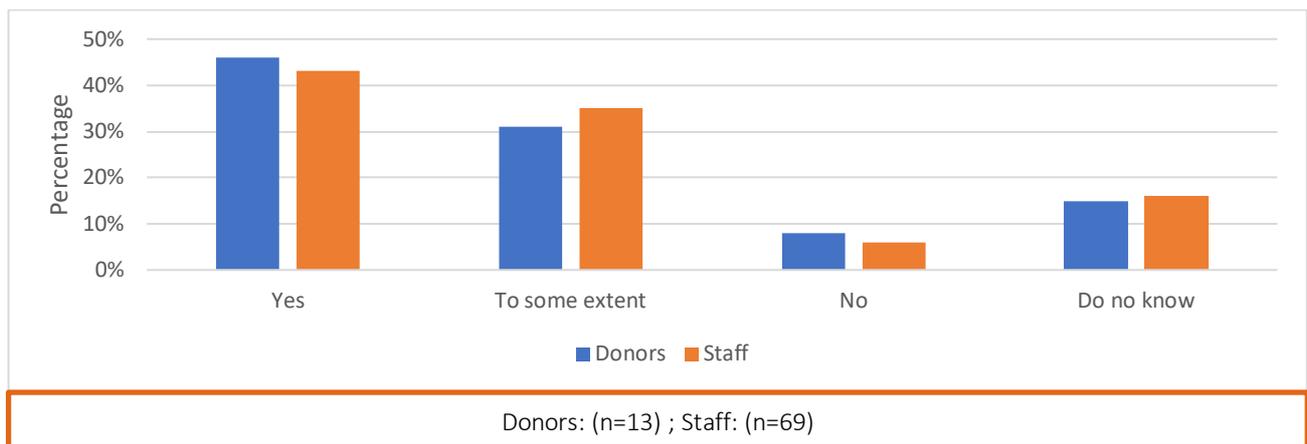
Surveyed participants highlighted previous requests to streamline the MLA treaty system, and triangulated data from surveys, donor reports and interviews highlighted how the workshops filled this gap and bolstered professional skillsets and networks through the manuals and presentations from representatives of the Department of Justice (DoJ) Canada and US, the European Internet Service Providers Association (EuroISPA), INTERPOL, Facebook, and Uber, amongst others. Overall, 79% (11) of surveyed EGM participants from the UNODC/CTED/IAP joint project identified sustainable and positive change in 'international cooperation in criminal matters related to terrorism.' Triangulated data showed that legal practitioners from governments around the world were helped to understand ways to navigate the existing legal environment for efficiently sharing evidence across borders, and participants were particularly pleased with the opportunity provided for Member States to foster relationships with the private sector.

While stakeholders noted the project segment's global relevance, its organization also presented some challenges on coherence and raised questions of proper planning and coordination across relevant UNODC sections, such as the Justice and Cybercrime and Anti- Money Laundering Sections. Stakeholders surveyed and interviewed noted some duplication with other international organizations, including Organization of American States, Council of Europe, UNDP and other UNODC projects; for example, in Pakistan, UNODC and UNDP are both working on digital forensics, where UNODC/CTED/IAP have similarly targeted to customize the Practical Guide to better suit national contexts. While this was a challenge in the onset and planning phase, the identification of a stable focal point on the thematic area has helped to mitigate challenges with internal coordination and communication, though simultaneously has focused digital evidence/MLA in primarily one region, counter to its objective of increasing international cooperation.

Also, partnerships with government authorities, parliamentarians, civil society organizations, academia and the private sector have been instrumental to the overall performance of GLOR35 by promoting the ‘whole of government’ and the ‘whole of society’ approach. Human rights and gender have been considered within partnership decisions, including with above-mentioned UN-agencies, the Executive Committee of International Association of Women Lawyers, and the National Association of Women Judges in Nigeria to name a few.

Over three-fourths of UNODC staff and donors in the online surveys found that the right partnerships had been established, nurtured and strengthened to at least some extent (see Figure 15). The findings of this evaluation confirm that the partnerships domain has not been optimally utilized yet, such as in the field of P/CVE³¹, and with specialized organizations, regional organizations, CSOs and parliamentarians. This is not only due to available resources but also the unavailability of a partnership strategy to guide staff at all levels. Some partnerships have been established and maintained on the basis of the interest of individual staff members, including with respect to integrating a gender perspective into the work, instead of as part of a strategic approach to cooperation and adding value to GLOR35. A strategy could identify desired partnerships for different thematic areas and phases of the criminal justice process, including the pre and post phases, and further clarity on the use of partnerships, and related tools, of the justice process, as part of a long-term project trajectory (with a phase I, II and III, for instance). This is key for a strategic approach to partnerships to support the coordination and complementarity of interventions.

Figure 15 Have the right partnerships been initiated, nurtured and/or strengthened to support the implementation of the Global Project? (Source: Surveys)



External actors valued their partnership with TPB for different reasons. Interview data confirm that the added value of UNODC is its convening power, neutrality, and impartiality, especially considering the politicized and sensitive nature of CT. As one of UNODC’s core functions is to bring stakeholders together to build partnerships, long-term partnerships established and maintained under the GP present opportunities to cooperate with other organizations. They might wish to capitalize on these for networking purposes, capacity-building and/or to obtain subtle, contextual information. In addition, the professionalism, expertise and constructive approach of TPB staff has also been acknowledged by partners in this evaluation.

³¹ Considering the nature of VE, and the related risks to exploit opportunities to acquire funding as partners, the implementation of due diligence procedures for engaging partners as per the revised UNOV/UNODC Partnership Policy (October 2021) is key for any engagement with external partners. (For additional resources, see, for instance, Muhammad Akram, Asim Nasar and Abid Rehman (2021) ‘Misuse of charitable giving to finance violent extremism; A futuristic actions study amidst Covid-19 pandemic’ In Social Sciences & Humanities Open, volume 4, issue 1 (<https://www.sciencedirect.com/science/article/pii/S259029112100036X#bib6>) and Bibi van Ginkel (2012) ‘Engaging Civil Society in Countering Violent Extremism’. ICCT Research paper. https://www.clingendael.org/sites/default/files/pdfs/20120800_icct_van_ginkel_civil_society_in_cve.pdf).

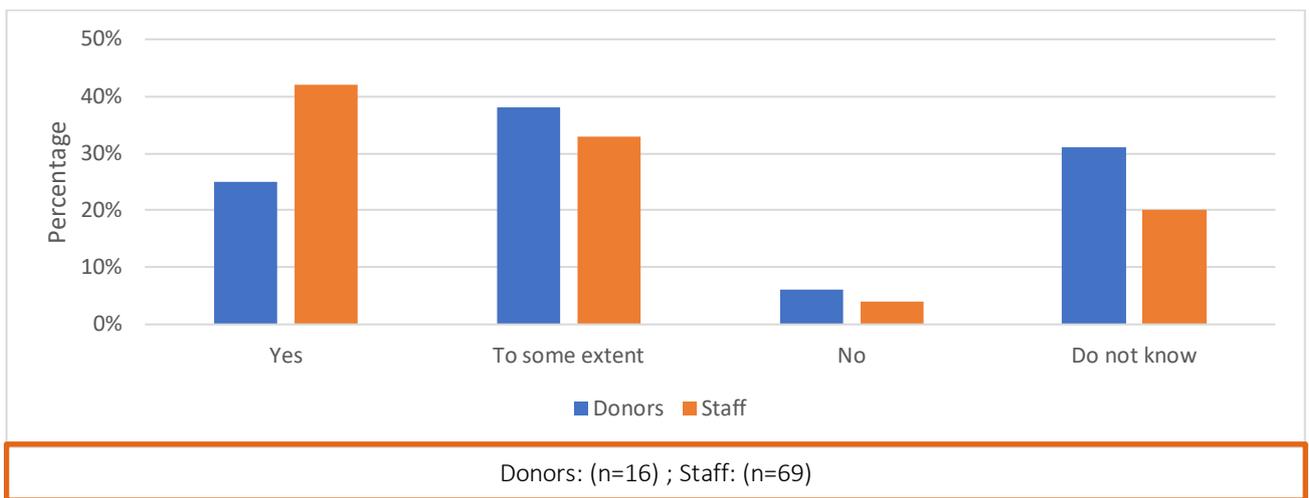
The online survey data show that the GP has delivered to a large extent complementary to other non-UNODC interventions focusing on CT. The desk review and interview findings confirm that TPB has coordinated with UN agencies and entities of the UN CT architecture at the global level and within UN country teams in different regions, providing that UNODC staff were available to take on related responsibilities. In accordance with the UNODC Strategic Framework 2021-2025, and efforts by DO to invigorate UNODC’s field office network in order to promote and support an efficient integration with the UN system in the field, GLOR35 has supported decentralization to some extent by including field-based posts in proposals and budgets, and recruitments of several positions in the field (see the section on efficiency).

The work of UNODC at the field level has always been a joint venture with a variety of local actors and been guided by the priorities of Member States. In the context of United Nations reform, it is even more important that UNODC works towards a more coherent and efficient integration with the United Nations system in the field. UNODC, with its network of field offices, will strengthen its engagement with the reinvigorated regional development coordination offices, resident coordinators and the United Nations country team system.

Source: UNODC Strategy 2021-2025

TPB has actively contributed to the UN Counter-Terrorism Implementation Task Force (UNCTITF) and the eight Working Groups of the Global Counter-Terrorism Coordination Compact, which was launched in 2019 to strengthen complementarity and coherence in the field of CT. TPB has continued to chair the Working Group on Countering the Financing of Terrorism, with UNOCT, and the Working Group on Legal and Criminal Justice Responses to Counter Terrorism, with CTED. In addition, TPB is the vice-chair of the Working Group on Border Management and Law Enforcement related to CT, and co-chairs the WG on Resource Mobilisation, Monitoring and Evaluation. As these WGs only meet a couple of times per year, coordination at this level has been complemented at the field level. In addition, the desk review further confirms that UNODC has contributed to UNOCT’s first-ever 2019-2020 multi-year appeal for donors with several proposals covering a myriad of topics covered by UNODC. Figure 16 shows that UNODC’s work in the field of CT has been coordinated with other UN entities, with 75 percent of UNODC staff and 63 percent of donors confirming that this has been done at least to some extent.

Figure 16 Complementary delivery of GP interventions to other non-UNODC interventions focused on terrorism prevention (Source: Surveys)

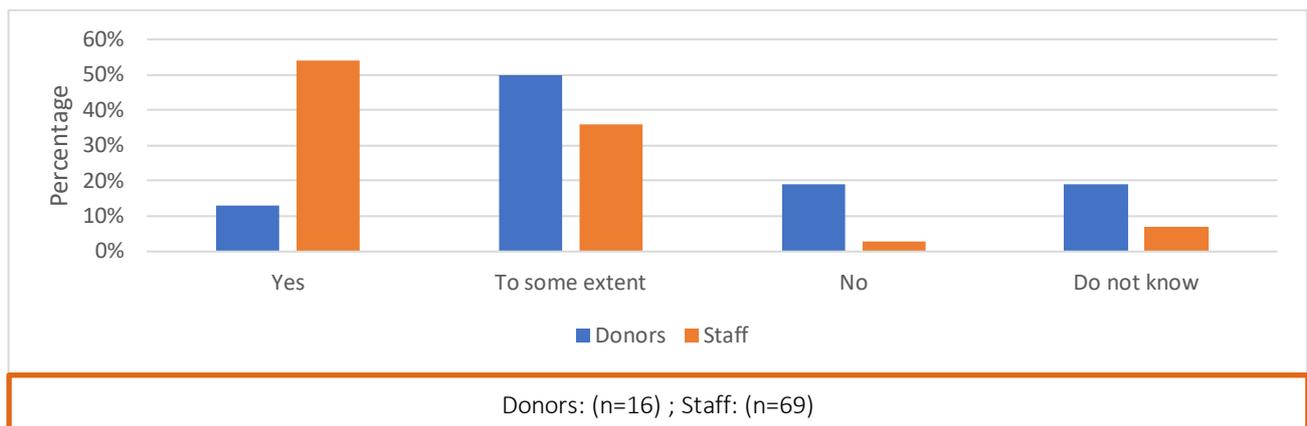


Nevertheless, a continued risk of duplication of efforts remains as mandates of UN bodies working on CT and Preventing and Countering Violent Extremism (P/CVE) overlap to some extent. The primary responsibility of UNOCT was considered to be its role to enhance coordination and coherence across the Global CT Coordination Compact entities, as highlighted in interviews with staff, some donors and partners. However,

UNOCT’s mandate also includes the strengthening of the delivery of CT capacity building to MS.³² Recent efforts led to UNOCT’s expansion of its field presence by establishing programme offices and appointing more field-based staff in different regions.³³ Interview findings conveyed concerns about the Office’s perceived encroachment on areas of work mandated to UNODC. The Strategic Partnership Framework Agreement between UNODC and UNOCT signed in September 2020 has offered rules of engagement for the two entities, which was further operationalized in a UNOCT-UNODC Plan of Action for Collaboration and Cooperation signed in December, 2020 by both Offices. Efforts will need to continue to monitor the implementation of this agreement, and to implement the action plan, including by measuring the indicators given for each activity.

Coordination between CTED and TPB was considered in a positive light. The desk review showed that TPB staff have taken part in CTED missions and capacity-building workshops, while CTED also took part in TPB-organized events in the period 2016-2020. Interview findings confirmed the appreciation on both sides of the complementary nature of the work and the added value of cooperation between the two UN entities, including with respect to rolling out guidance documents developed by CTED, including with extra-budgetary funding. Joint projects were also implemented, such as in Nigeria and the Lake Chad Basin region, and together with UNOCT on managing violent extremist offenders and preventing radicalization to violence in prisons. While joint projects offer a more formal cooperation structure, based on the sharing of resources, more informal ways of cooperation continue to be as valid in light of sequencing of activities, complementarity of expertise and resources.

Figure 17 Has UNODC’s work in the field of counter-terrorism been coordinated with other UN entities? (Source: Surveys)



³² ‘The office would have five main functions: (a) provide leadership on the General Assembly counter-terrorism mandates entrusted to me from across the United Nations system; (b) enhance coordination and coherence across the 38 Counter-Terrorism Implementation Task Force entities to ensure the balanced implementation of the four pillars of the Strategy; (c) strengthen the delivery of United Nations counter-terrorism capacity-building assistance to Member States; (d) improve visibility, advocacy and resource mobilization for United Nations counter-terrorism efforts; and (e) ensure that due priority is given to counter- terrorism across the United Nations system and that the important work on preventing violent extremism is firmly rooted in the Strategy’. (UNGA A71/858,2017) <https://www.un.org/counterterrorism/about;>

³³ For instance, the agreement between the government of Morocco and UNOCT to establish a CT training hub for Africa in the country (https://www.un.org/counterterrorism/sites/www.un.org.counterterrorism/files/201006_morocco-unoc_t_press_release_signing_of_hca_rabat_hub_final.pdf), and the setting up of a behavioural insights to CT hub in Qatar (https://www.un.org/counterterrorism/sites/www.un.org.counterterrorism/files/20201207_press_release_doha_hub_soft_launch.pdf)

EFFECTIVENESS

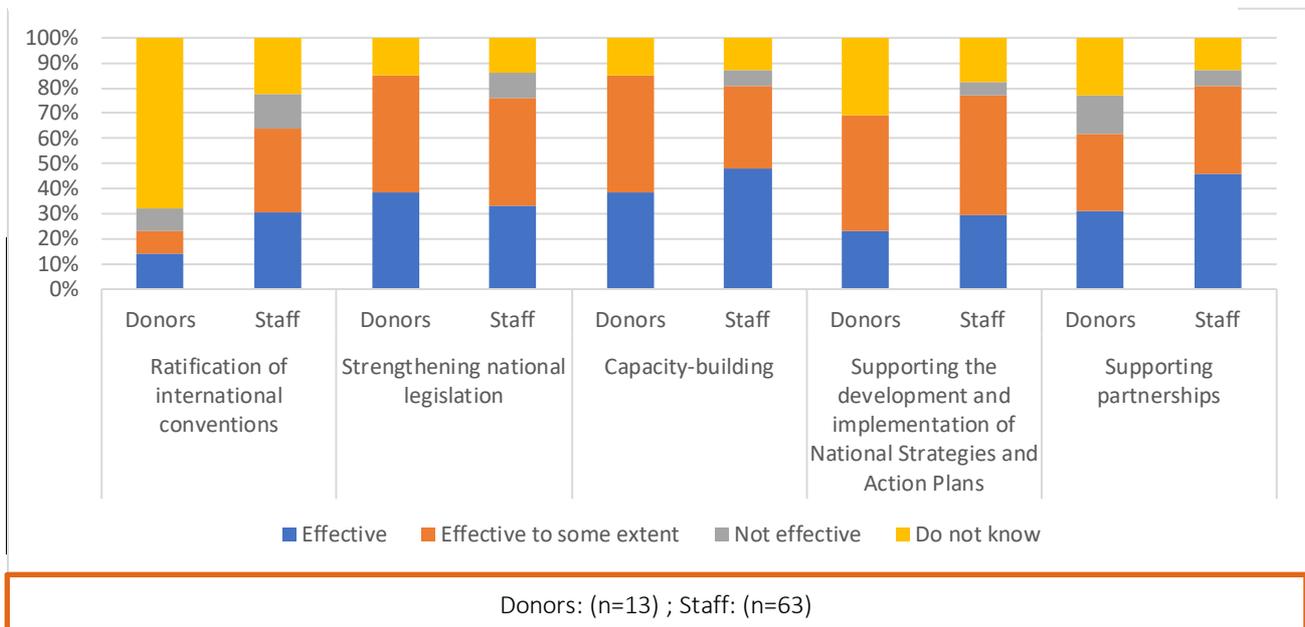
EVALUATION QUESTIONS:

To what extent did the project reach its intended outcomes?

GLOR35 has been effective to some extent in view of the results in the period 2016-2020³⁴ as defined by the GP’s logical framework. Few donors and staff felt the GP was ‘not effective’ across the outcome areas.

Outcome 1. The desk review shows that the GP has contributed to 729 ratifications by assisted Member States since 2003, and 61 ratifications in the period 2016-2020. This means seventy percent of the total number of ratifications required for the universality of the international conventions and protocols related to terrorism has been achieved by 2020, which is a three percent increase from the 2015 baseline. Work in recent years focused primarily on promoting the universalization and effective implementation of the international legal instruments against nuclear terrorism, including the International Convention for the Suppression of Acts of Nuclear terrorism (ICSANT) and the Convention of the Physical Protection of Nuclear Material (CPPNM) and its 2005 Amendment (CPPNM/A). Within the period under evaluation 17 additional Member States³⁵ had ratified ICSANT; while 34 MS³⁶ have ratified CPPNM/A since 2016. Thirty percent of staff and 13% of donors agreed that the GP has been effective in increasing the number of ratifications of international conventions by MS (see Figure 18), and triangulated interview data across stakeholders report that any ratifications are a key result over the course of the GP.

Figure 18 Effectiveness of TA provided under the Global Project in the period 2016-2020



³⁴ The section on effectiveness has been based on annual progress reports, therefore covering the period 01 January 2016-31 December 2020.

³⁵ Argentina, Benin, Guatemala, Italy, Jordan, Madagascar, Montenegro, Namibia, New Zealand, Palestine, Saint Kitts and Nevis, Singapore, Thailand, the United States, Uruguay, Vietnam and Zambia

³⁶ Angola, Azerbaijan, Bangladesh, Benin, Bolivia, Cameroon, Chad, Comoros, Costa Rica, Cote d’Ivoire, Ecuador, El Salvador, Eritrea, Eswatini, Kuwait, Kyrgyzstan, Madagascar, Marshall Islands, Monaco, Montenegro, Myanmar, Namibia, New Zealand, Nicaragua, Pakistan, Palestine, Panama, Paraguay, Saint Kitts and Nevis, Senegal, Serbia, Syria, Thailand, and Uruguay

Table 1 Cumulative number of ratifications of international legal instruments against terrorism (outcome 1)

Outcome 1: Member States have ratified an increased number of the international legal instruments against terrorism [Ratification]					
Cumulative # of ratifications of international legal instruments					
2015	2016	2017	2018	2019	2020
668	688	695	695	697	729

Outcome 2 National legislative incorporation. The desk review confirms that forty countries were assisted with drafting or amending national CT legislation by TPB since 2016, although only limited data are available on the inclusion of TPB recommendations and the actual adoption of this revised national legislation, which is the defined performance indicator. Furthermore, the actual number of countries assisted is fewer than indicated, as some countries were provided with technical assistance on national legislation over multiple years.³⁷ Within the period covered by this evaluation³⁸, for instance, Ethiopia, Chad, the Maldives and Nigeria all had adopted national legislation with respect to preventing and countering terrorism:

- ✓ In April 2020, Chad revised and adopted its national counter-terrorism legislation. Through the legislative provisions the country abolished the death penalty for terrorism related offenses.
- ✓ Based on recommendations provided by TPB, ROSEA and CTED, Ethiopia approved new counter-terrorism legislation on 2 January 2020.
- ✓ In 2019, the Maldives amended its national anti-terrorism legislation to comply with the latest measures on the use of the internet for terrorist purposes, which also has provisions which explicitly prohibits use of propaganda materials of religious extremist organizations.
- ✓ A national work session for legislative review and consideration of Nigerian civil aviation related bills led to approval of these bills by the Federal Executive Council in Lagos, Nigeria in October 2017.

Table 2 Member States adopting legislation (outcome 2)

Outcome 2: Member States have revised domestic counter-terrorism legislation or adopted new legislation for achieving compliance with the requirements of the international legal regime against terrorism, drawing on the assistance of UNODC [National Legislative Incorporation]					
# countries with revised domestic counter-terrorism legislation or adopted new legislation					
2015	2016	2017	2018	2019	2020
13	11	13	9	5	2

Outcome 3 Capacity-building. The desk review highlighted that a total of 10,993 criminal justice and law enforcement practitioners were trained under the GP since 2016 through 478 capacity building workshops, 26 online trainings, and 42 training-of-trainers (ToT) workshops. In the period under evaluation, GLOR35 annual progress reports offered annual averages between 84% to 98% of training participants indicating the

³⁷ Countries assisted include: Benin, Burkina Faso, Cameroon, Congo, Chad, the Democratic Republic of Congo, Egypt, Ethiopia, Guinea-Bissau, Iraq, Jordan, Lebanon, Mali, Mauritania, Niger, Nigeria, Somalia, Ukraine, Uzbekistan, Yemen and an undefined number of Pacific Island States.

³⁸ Triangulated evidence from beneficiaries and field staff reports that national legislation was updated to be compliant with international standards, although the attribution to GLOR35 could not be made because of lack of detailed information. Some countries highlighted in the online surveys, though not referenced clearly in the GLOR35 Annual Progress Reports include Afghanistan, Indonesia, Bangladesh, Pakistan, Kyrgyzstan, Togo, Azerbaijan, Paraguay, and Tajikistan, as well as Nigeria, which has more well-documented results. Laws mentioned included terrorism laws / national counter-terrorism strategies, advanced passenger information and personal data laws, integration of victim-centered mechanisms and procedures in legislation, and CBRN policies.

usefulness of training and tools. In 2018, TPB incorporated an additional indicator on the operational use of training received in the logframe and annual averages of 67%, 65% and 61% of participants continued to use the knowledge obtained. Thirty-eight percent of donors and 48% of staff indicated TPB's effectiveness in this outcome area in the surveys.

Training participants also noted how technical assistance had increased their knowledge and effectiveness in their day-to-day work, with 81% of sampled participants reporting knowledge improvements and 75% reporting continued use of obtained knowledge and skills. Knowledge obtained included investigative techniques, accounting and obtaining financial evidence, preparation of requests for international criminal assistance, how to carry out effective prosecutions and supervise investigations. Trainings also helped improve institutional coordination at the national level and helped officials improve their own trainings / training tools.

Of the 37 respondents who participated in the ToT exercises (5 additional participated but skipped this question), 78% have continued to provide training at least to some extent. Trainings were carried on informally through internal team meetings and performance management exercises for staff, or through more formal training institutions, programs and workshops. Challenges to training have included instability in the country and unsupportive political contexts, not allowing trainings to proceed or causing delays, or absence of institutional resources to carry on the trainings (e.g. space/time/money and training materials).

Box 6 Examples of continued application emerged across regions and themes

- ✓ In Sri Lanka, the Sri Lankan State Intelligence Service reported that they had implemented methodologies to detect violent extremist and terrorist content on the Internet and social media (2019 APR).
- ✓ In Tajikistan, one train-the-trainer participant conducted a one-day training for 100 women leaders in one more remote region on the prevention of young adults' and women's involvement with violent extremism leading to terrorism (survey).
- ✓ In the context of the Nigeria-EU-UNODC-CTED Partnership on Strengthening Criminal Justice Responses to Terrorism and Violent Extremism, participants indicated positive structural advancements in national institutions as a result of TPB training, such as the establishment of the Gender Desk (triangulated evidence in APR, surveys and interviews).
- ✓ In Colombia, one training participant used the techniques acquired in the course in solving a related crime by tracing the source of illegal funds linked to drug trafficking.
- ✓ Finally, in the MENA region, monitoring and evaluation exercises conducted in 2019 revealed that authorities in Iraq reported an increase in the number of ISIL/Da'esh cases brought to the judiciary as well as in the number of cases that were successfully prosecuted following TPB's training on open-source intelligence and investigations in Iraq in 2017 and 2018. This included prosecutors and judges reporting over 50 cases that were being prosecuted and adjudicated as a result of the digital evidence that was collected through special investigative techniques, and over 100 investigations using human rights compliant techniques being conducted by law enforcement trainees.

By 2020, 23 expert group meetings were held and led to the publication of 58 tools, databases and manuals, nearly doubling project achievements for both indicators in the 2016-2020 period relative to the 2003-2015 time-period. Forty-four percent of surveyed EGM participants saw that the outputs of the workshop have been used by its intended user, 53% said EGMs have been effective in improving the application of international conventions and protocols related to counter-terrorism, and 47% said the outputs were effective in designing, updating and implementing regional and national strategies and action plans for combating

terrorism of MS.³⁹ While many highlighted its use, feedback also noted that its utility depends on MS contexts and more follow-up is required to see through the desired outcome of the training and workshops.

Table 3 Member States with increased capacity (outcome 3)

Outcome 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 [National Capacity Building]					
% participants indicating usefulness of TPB training and tools					
2015*	2016	2017	2018	2019	2020
93%	84%	93%	97%	98%	98%
% participants indicating operational use of the training received					
2015*	2016	2017	2018	2019	2020
n/a	n/a	n/a	67%	65%	61%

Outcome 4 Plans of action. A total of 22 regional and national strategies and action plans had been developed with GLOR35 assistance, although only very limited information was given on the actual implementation of these strategies and action plans. Since 2016, TPB contributed to regional and national plans of action for Afghanistan, Bolivia, Iran and regional programs for the Sahel, Eastern Africa and West and Central Africa, as well as the UNDAF Roadmap for Yemen (2016); Mali, Philippines (2017); Burkina Faso, Lebanon, Mauritania, Nigeria and Lake Chad Basin countries (2018); Lesotho, Malaysia, Mozambique (2019); Iraq, Maldives and Indonesia (multi-year). Clear examples of adoption of action plans or significant progress towards adoption provided in annual progress reports were provided for those countries with multi-year support, providing some indication on the effectiveness of more in-depth and longer-term engagements with MS:

- ✓ Despite its NAP being in its final development stage, the government of Maldives already informed the Branch that it has successfully established a strong coordination mechanism between the government and CSOs, applying whole-of-government and whole-of-society approaches, and engaging CSOs as active partners in finalizing the draft plan of action on P/CVE.
- ✓ GLOR35 has provided multi-year support to Iraq in developing a national strategy to prevent and counter improvised explosive devices (IEDs) with dual-use chemical materials, which was adopted in 2019. GLOR35 engaged relevant and cross-cutting sectors and ministries towards action plan development, such as the Ministry of Agriculture, to address the top eight chemicals of dual-use that are used most predominantly in IEDs in the country (within the last five years.)
- ✓ TPB along with the UNODC Justice Section supported Indonesia to convert UNODC’s roadmap on the Treatment of Children Associated with Terrorist and Violent Extremist Groups into the Bali Call for Action, a political, high-level declaration which endorses the Roadmap.

Table 4 National/regional action plans developed (outcome 4)

Outcome 4: Member States have developed national and regional strategies / action plans for combating terrorism with UNODC assistance [Plans of Action]

To note, the EGM perspective mostly represents those engaged through the UNODC/CTED/IAP joint project on Lawful Access to Digital Data across Borders (19 responses). There were 2 responses from participant in the Investigation and Adjudication of Cases Involving Foreign Terrorist Fighters in South Eastern Europe – Training Module Development’.

# (cumulative) national and regional strategies/action plans developed					
2015*	2016	2017	2018	2019	2020
48	55	62	69	70	70

Outcome 5. Since 2015, TPB representatives have participated and provided expertise to 299 external meetings and events, and as such, TPB has established and maintained partnerships with other UN entities and international and regional organizations, including through the implementation of joint projects in some cases. However, the number of international and regional organizations cooperating with TPB slowly declined from the baseline of 45 in 2015 to 20 in 2020. While the exact reason for this decline is not clear, stakeholder interviews suggest that there is increased ‘competition’ as more players enter the field of terrorism prevention, specifically as it relates to the prevention of violent extremism.

Table 5 International cooperation and partnerships (outcome 5)

Outcome 5: Relevant national, regional and international organisations and entities collaborate with UNODC with respect to the legal aspects of countering terrorism [Partnerships]					
# (per year) international and regional organizations cooperating with TPB					
2015*	2016	2017	2018	2019	2020
45	39	59	29	28	20

SUMMARY – EFFECTIVENESS

GLOR35 has been effective considering the achievement of its numerical targets, confirming the high number of activities, outputs and beneficiaries. Examples provided evidence on outcome-level results achieved, such as with respect to the ratification of international instruments, strengthening of national legislation, capacity-building and the development of NAPs.

IMPACT

EVALUATION QUESTIONS:

To what extent did the GP reach its intended impact?

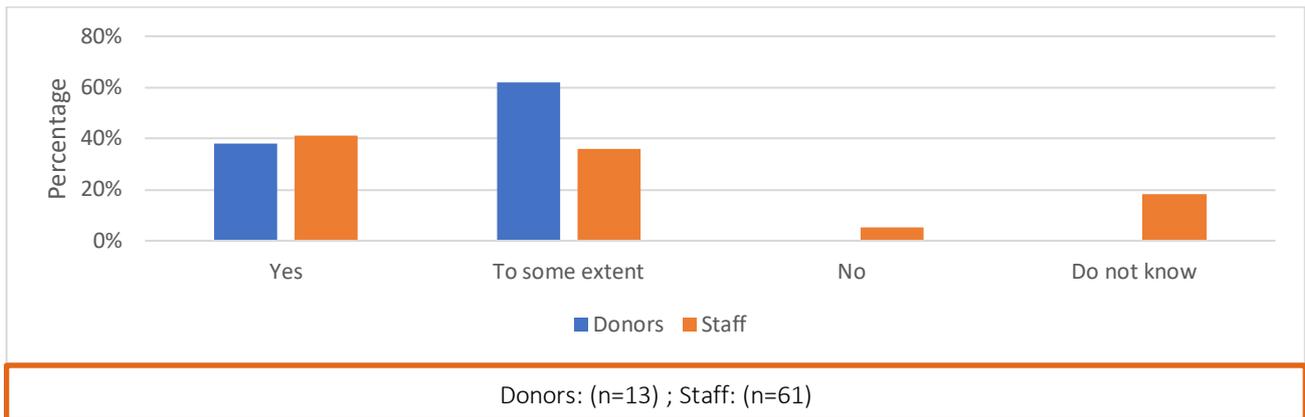
What, if any, positive direct or indirect and intended or unintended impact has the GP had?

Impact refers to the achievement of the stated project objective: ‘a functional criminal justice regime against terrorism that is effective and is implemented by States in accordance with the rule of law’ (see the section on limitations to the evaluation). Without a systematic impact measurement strategy in place, and few examples of hard measurable impacts, this section will explore indicative triangulated evidence on the extent to which GLOR35 has generated impact. Based on available monitoring data, the GP exceeded its expected target of 60 MS per year for this indicator in 2019 and 2020 (see Table 7). All donors and 77% of staff agreed that the GP at least to some extent contributed to progress made towards achieving its objective in the period under evaluation (see Figure 19).

Table 6 GLOR35 objective measured as per indicator 2016-2020

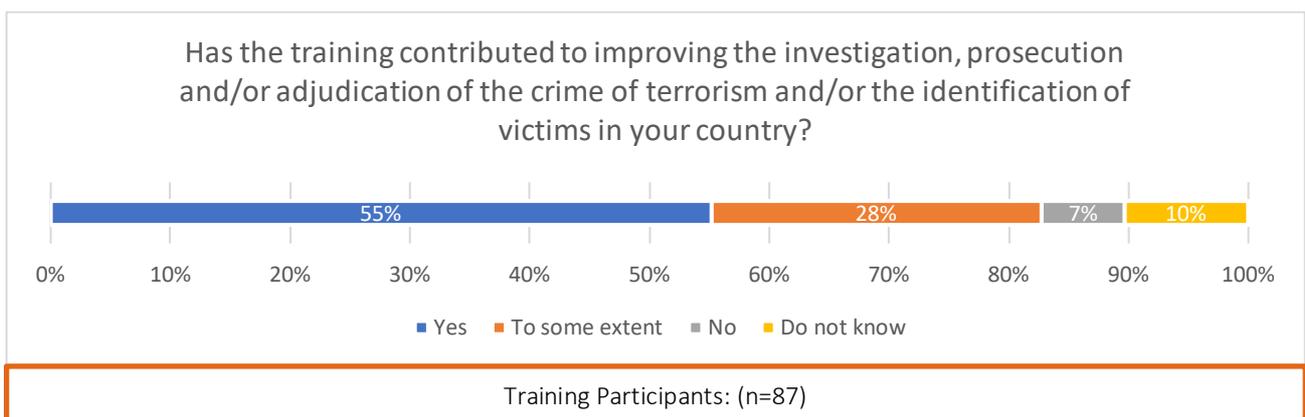
Overall objective: A functional criminal justice regime against terrorism that is effective and is implemented by States in accordance with the rule of law (Targeted impact: 60 Member States per year).					
2015* (baseline)	2016	2017	2018	2019	2020
91	50	46	48	72	71

Figure 19 GLOR35 contribution to progress made towards achieving its objective in the period 2016-2020 (Source: Surveys)



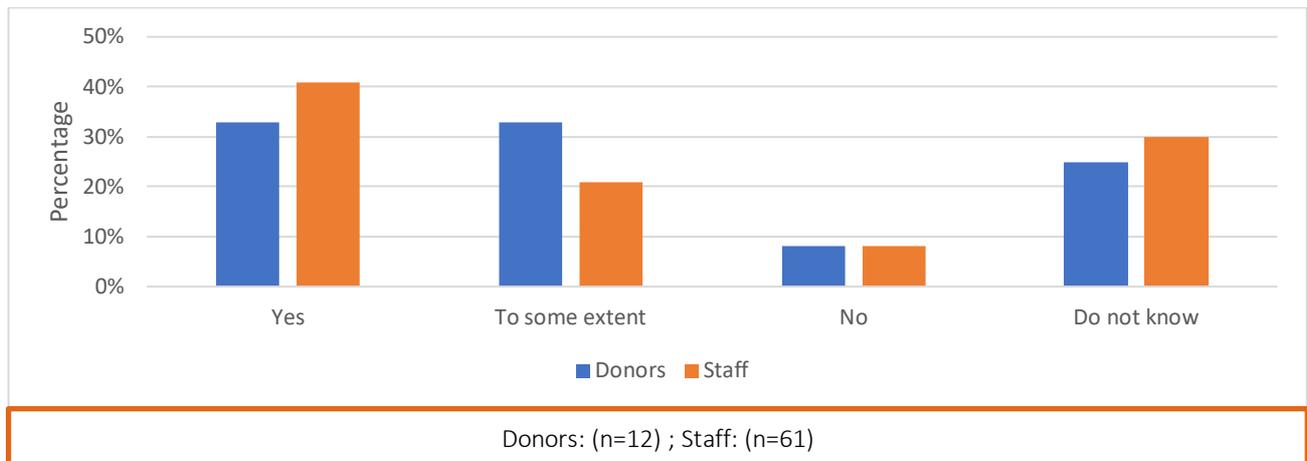
The impact of capacity-building looks to improve national criminal justice and law enforcement officials' strategies for the prosecution and administration of justice, with the ultimate goal of advancing the rights of victims, witnesses and offenders of terrorism-related offenses. According to the online survey findings, 55% of training participants felt the support provided improved the investigation, prosecution and/or adjudication of the crime of terrorism and/or the identification of victims in their country (Figure 20). Training participants noted that victims are now increasingly being identified and MS are more strategic in ensuring human rights of suspected terrorists are not violated, including with respect to the timely delivery of justice.

Figure 20 Extent of impact perceived by training participants (Source: Survey)



The impact of the GP on indirect beneficiaries confirm the above finding to some extent, with forty-one percent of staff surveyed agreeing with the statement that the GP has been able to advance the rights of victims, witnesses and/or offenders associated with terrorism. In contrast, fewer donors agree (33%).

Figure 21 Advancement of the rights of victims, witnesses and/or offenders associated with terrorism as a result of the GP (Source: Surveys)



The testimonials of key achievements by staff and donors show increased access to justice for indirect beneficiaries. While some are validated at the project- or country-level through GLOR35 reporting, national criminal justice statistics on CT cases have also been provided to contextualize the data, while also showing the need for UNODC to expand on its impact measurement strategies.

Table 7 Illustrative evidence on impact

Evidence from reports & stakeholder consultations attributed to GLOR35 (source: survey/interviews)	National statistics ⁴⁰
To date, at least 366 terrorism cases have led to convictions and 882 cases have been discharged, with hearings led by project-trained defense lawyers, prosecutors, and judges [in Nigeria]. ⁴¹	The number of convictions and discharged cases provided within the U.S. State Department Country Report (2018) are aligned.
In 2019, on recommendation of the project-trained CCG prosecutors during a funded visit to the Northeast, 983 detainees have been transferred out of military detention, due to lack of evidence, to be reintegrated into society.	An Amnesty International Report cites the Governor of Borno State Facebook page, providing data aligned with UNODC reports, “Gov. Zulum Received 983 Cleared Boko Haram Suspects From The Nigerian Army,” 27 November 2019 (“these categories of detainees are screened, investigated and cleared at the joint investigation centre”). ⁴²
“TPB Mock Trials and Mock Investigations in Colombia contributed to 7 sentences on FT.”	In 2016, there were 9 convictions on the financing and administration of terrorist assets; as per the interviewed stakeholders ⁴³ , 7 could be attributed to GLOR35.

Under other outcome areas, GLOR35 has helped to promote cooperation amongst criminal justice and law enforcement officials across levels (lower-level officials to senior management), and increase application of the international conventions and protocols relating to terrorism.

⁴⁰ <https://www.state.gov/reports/country-reports-on-terrorism-2019/>; <https://www.start.umd.edu>

⁴¹ EU Nigeria - Results To Date_revNA.pptx

⁴² <https://www.justice.gov/eoir/page/file/1282226/download>

⁴³ IMF - GAFILAT (2018) – Mutual Evaluation Report of the Fourth Round – Republic of Colombia.

SUMMARY – IMPACT

GLOR35 has achieved its intended impact to some extent, although an impact measurement strategy is missing for a more robust analysis. This included improving the investigation, prosecution and adjudication of CT cases, and advancing the rights of victims, witnesses and offenders associated with terrorism. The GP has also helped to promote global engagement amongst criminal justice and law enforcement officials across levels and increase application of the international conventions and protocols relating to terrorism.

SUSTAINABILITY

EVALUATION QUESTIONS:

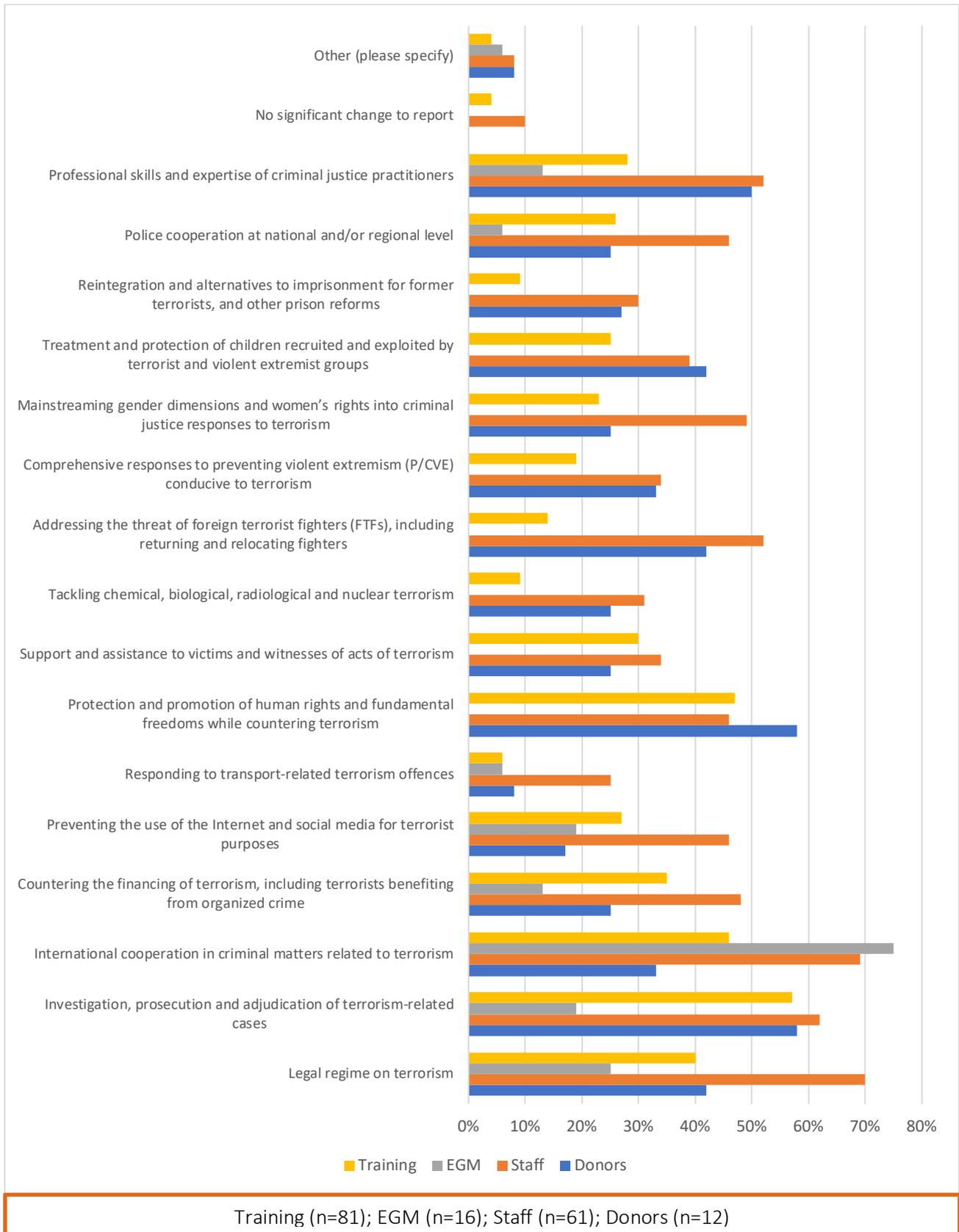
To what extent are the achievements of the project likely to continue in the long-term?

What conditions and elements have underpinned, undermined or positively contributed to sustainable project results?

Sustainability is integrated into the project design through its activities and intended outcomes, as defined in the GP's logical framework. The ratifications achieved and adoption of new or updated national legislation under the GP are clear results that are anticipated to be sustained. Bolstered by a staff of lawyers with extensive experience, legislative drafting and capacity-building in the field of criminal justice was seen by some partners, donors, and staff as TPB's "core business", and the successful changes in legislation a sustainable result of the GP, as long as countries do not retract from treaties or change their laws to be less conducive to the protection of human rights and fundamental freedoms in the context of countering terrorism. Several partners also saw the work under GLOR35 as complementary to their own, creating a facilitative policy environment for the implementation of programming and technical assistance or providing a reference point and template for further legislative work, thus contributing to the sustainability of results.

International cooperation and collaboration was seen to be one of the most sustainable results of the GP (See Figure 22). Overall, 69% of all staff surveyed identified sustainable and positive change in 'international cooperation in criminal matters related to terrorism.' There was validation and support for this outcome from all stakeholders, who saw value in the ability to convene under the name and principles enshrined by the UN to address national and regional challenges and potential plans to address these, whether they became formalized or not. Several expert group and training participants engaged through this evaluation noted continued interaction, networking and the sharing of good practices with other participants following the completion of GLOR35 activities.

Figure 22 Areas of sustainable positive change by the GP in the period 2016-2020



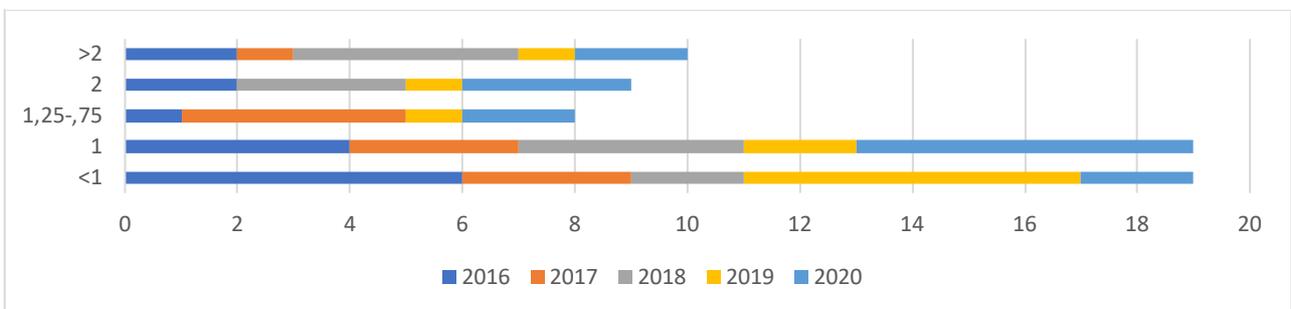
Evidence was further obtained on the operational use of knowledge and skills obtained and strengthened by training provided under GLOR35. An average of 64% of trained officials had noted the continued application of knowledge and skills under the GP in the period 2018-2020 in the GPs annual progress reports, and findings of the online survey of training participants also noted how technical assistance had increased their knowledge and effectiveness in their day-to-day work, with 75% reporting continued use of obtained knowledge and skills (see the section on effectiveness).

Under GLOR35, steps have been introduced to overcoming limiting factors and promote sustainability. Triangulated evidence indicates that the Training-of-trainers (ToT) model is a good practice with sustainable results (see the section on effectiveness). In addition to interviews noting the importance of this method in institutionalizing good practices and expanding the continued reach of GLOR35 assistance, over 80% of the ToT participants noted that they have been able to provide training to colleagues or other staff after the training at least to some extent. In addition, the proportion continuing training increases with time; of ToT participants starting the training in 2016 (12), 58% have ‘yes’ provided training to others, compared to 27% of those participating in 2018 and 2019 (15). Some training participants surveyed mentioned a need for more trainings to deepen knowledge and better institutionalize learned practices. This model was seen as most effective when the selection of participants is more strategic, at an institutional level (e.g. local training institutions) and over an extended period of time, including by creating a cohort/pool of trainers at country-level and supporting institutional capacity-building of training bodies if deemed necessary

Furthermore, the development and use of manuals and online platforms for learning, such as the CTLP, were also noted as good practice, and intended users continued to refer to resource documents in their own work or translate them into new languages to be shared and used more broadly. Manuals continue to be used by beneficiaries, partners and donors in their day-to-day work. Indicative evidence was provided on the Legal Access to Data Across Borders manual, which was translated into Russian and mentioned to be in wide circulation in Brazil as well.

Converse to the above, there is also a realization that any discussion amongst the participants may not yield sustainable results if legislative and executive bodies choose not to respond to recommendations or comments made by GLOR35 staff or beneficiaries. This is, of course, exacerbated if those selected to attend the workshops and trainings are not sufficiently senior in the institutional hierarchy to influence changes in policy and practice⁴⁴, or if there is not adequate follow-up and monitoring of implementation, which has been highlighted as a constraint to sustainability. UNODC staff and donors surveyed and interviewed noted the lack of follow-through, or focus on, transitioning policy recommendations into legislation and implementation/roll-out of the legislation (i.e. achievement of objectives) as a challenge emerging due to the TPB institutional structure (e.g. donor-driven, time-bound funding and activities) and GLOR35 project design (e.g. performance indicators focused on process, such as numbers trained, rather than anticipated outcomes). As seen in Figure 23, the majority of grants received since 2016 have lasted one year or less.⁴⁵

Figure 23 Duration of donor agreements of GLOR35 signed in the period 2016-2020



⁴⁴ As mentioned within ‘efficiency’, 65% of EGM and 80% of training participants surveyed felt the group composition was appropriate for meeting meeting/training objectives.

⁴⁵ Figure 22 excludes the grants of Belgium and Italy, both signed in December 2020, and both to support work on military evidence in Burkina Faso.

All of these limiting factors – such as the uncertainty about TPB’s mandate, the time restricted nature of projects, flexibility in application of results monitoring, and a broad and process focused results framework – have compounding effects which may ultimately influence the sustainability of GLOR35 funding. As an indication, 23% of donors surveyed ‘do not know’ if the GP has made a tangible difference for Member States in the period 2016 – 2020, 25% ‘do not know’ if the GP has been able to advance the rights of victims, witnesses and/or offenders associated with terrorism, 62% ‘do not know’ how sustainable funding will be for UNODC’s work on counter-terrorism in the near future.

An additional prohibitive factor to sustainability has included inadequately responsive technical assistance on some occasions (see the sections on relevance and efficiency). Field staff were however seen to have their hand on the ‘pulse’ of changing country contexts and emerging threats and strengthened UNODC’s contributions and value within the counter-terrorism architecture; indeed, strengthening on-the-ground presence to ensure that MS can respond to emerging issues was noted as a key strategy within the UNODC 2021-2025 Strategy.

Though not widely practiced, the provision of equipment, unprompted by MS, is only sometimes sustainable, as sometimes it is more advanced than necessary for intended users and the systems and infrastructure are not set up in all MS to sustain and maintain it. In the mid-term review, it was stated that more economically developed countries possessed greater capacity to absorb and institutionalize legal assistance.

Responsive TA and long-term partnerships with governments has shown promising signs towards sustainability objectives: multi-year and coordinated engagement with governments, which is based on conversation on what is needed from the on-set, institutional coordination and trust, as well as the right partnerships. Key in this is government ownership of the process and results of assistance provided under GLOR35.

In summary, all of the five outcome areas reinforce each other towards sustainability objectives, but without clarity in the GP mandate and performance metrics and adequate follow-up and in-depth support at the country-level, the potential sustainability of results, and funding, is more limited.

SUMMARY – SUSTAINABILITY

Changes in legislation, partnerships and some of the capacity-building results have been sustainable. Challenges to sustainability included the short-term funding, and approach to TA assistance, different monitoring modalities, requirements and related donor views, limited data availability at outcome and objective levels and still limited field presence on CT. Expanded ‘on-the-ground’ presence to further tailor and deepen coverage of TA, a stronger focus on long-term capacity-building and institutional support, and more robust monitoring are some of the means to strengthen sustainability.

HUMAN RIGHTS, GENDER EQUALITY AND LEAVING NO ONE BEHIND

EVALUATION QUESTIONS:

To what extent has the project mainstreamed human rights, gender equality and ‘leaving no one behind’ principles into planning, implementation and monitoring of results?

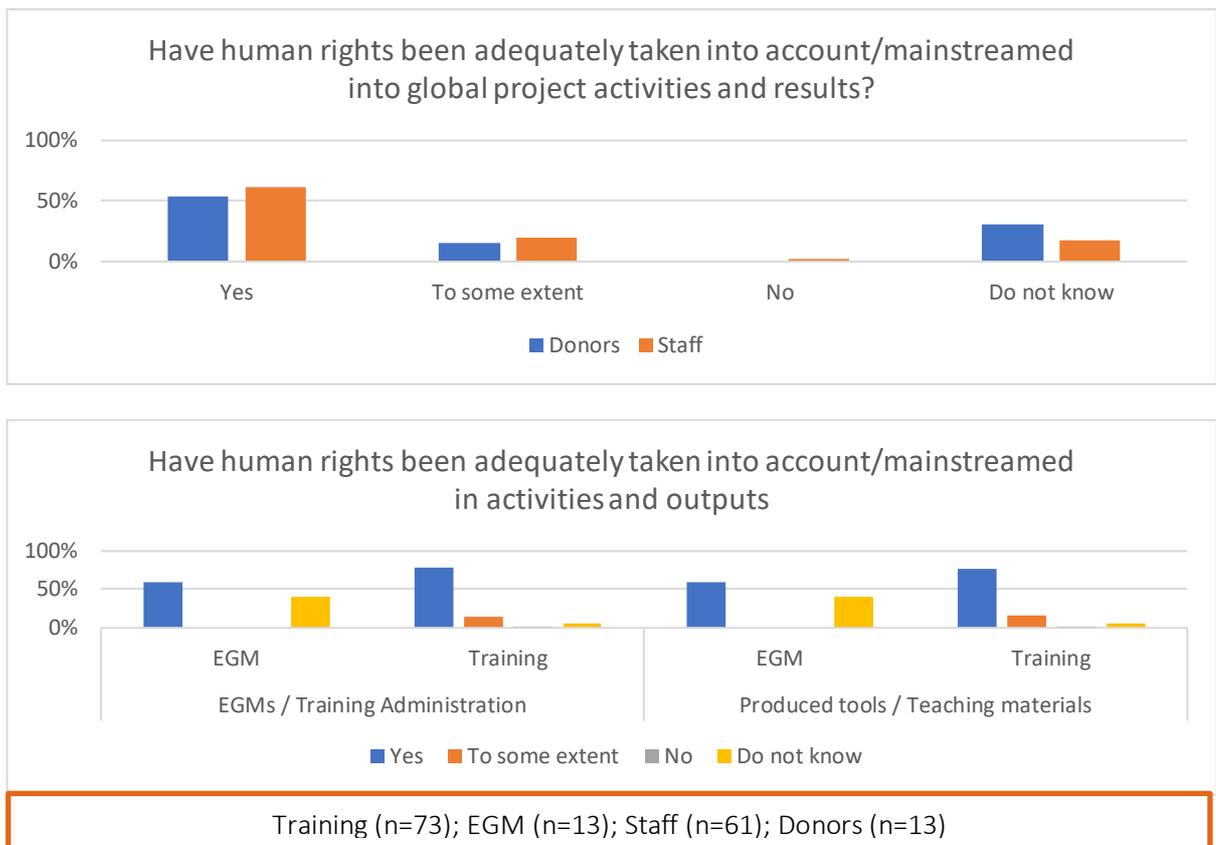
To what extent has the project delivered on its interventions to the benefit of indirect beneficiaries, including victims, witnesses and offenders associated with terrorism?

Findings on human rights, gender equality and leaving no one behind have been mainstreamed in the sections of relevance, coherence, effectiveness, impact and sustainability. The narrative below gives a summary of these findings, and presents the case study on gender-focused interventions in West Africa.

HUMAN RIGHTS

The protection and promotion of human rights and fundamental freedoms while countering terrorism has been a central element of the work undertaken under GLOR35, and a key focus of many donors, resulting in global and country-tailored resources on this priority area. Of donors surveyed, 69% said human rights were mainstreamed in activities and results at least 'to some extent'. A similar trend was noticed in the responses to the EGM online survey. In contrast, staff and training participants saw, to a greater extent, the mainstreaming of human rights into GP activities and results, including training modules and materials, recommendations to MS on new/revised legislation on CT and witness protection laws, as well as NAPs. Approaches to mainstreaming human rights vary across projects, with field staff playing an important role in building networks based on trust and collaboratively elevating HR to government priorities, including by addressing P/CVE by considering its religious and political aspects. Highly limited data were available on the positive impact of the GP on the rights of victims, witnesses and/or offenders associated with terrorism, although online survey data show that 41 percent of staff and 33 percent of donors agreed with the statement that the GP has been able to advance the rights of these indirect beneficiaries. Human rights due diligence was considered in planning activities, including with respect to the use of equipment, although this could benefit from a more systematic approach to assessing possible impact.

Figure 24 Human rights mainstreaming in activities/outputs (Source: Surveys)

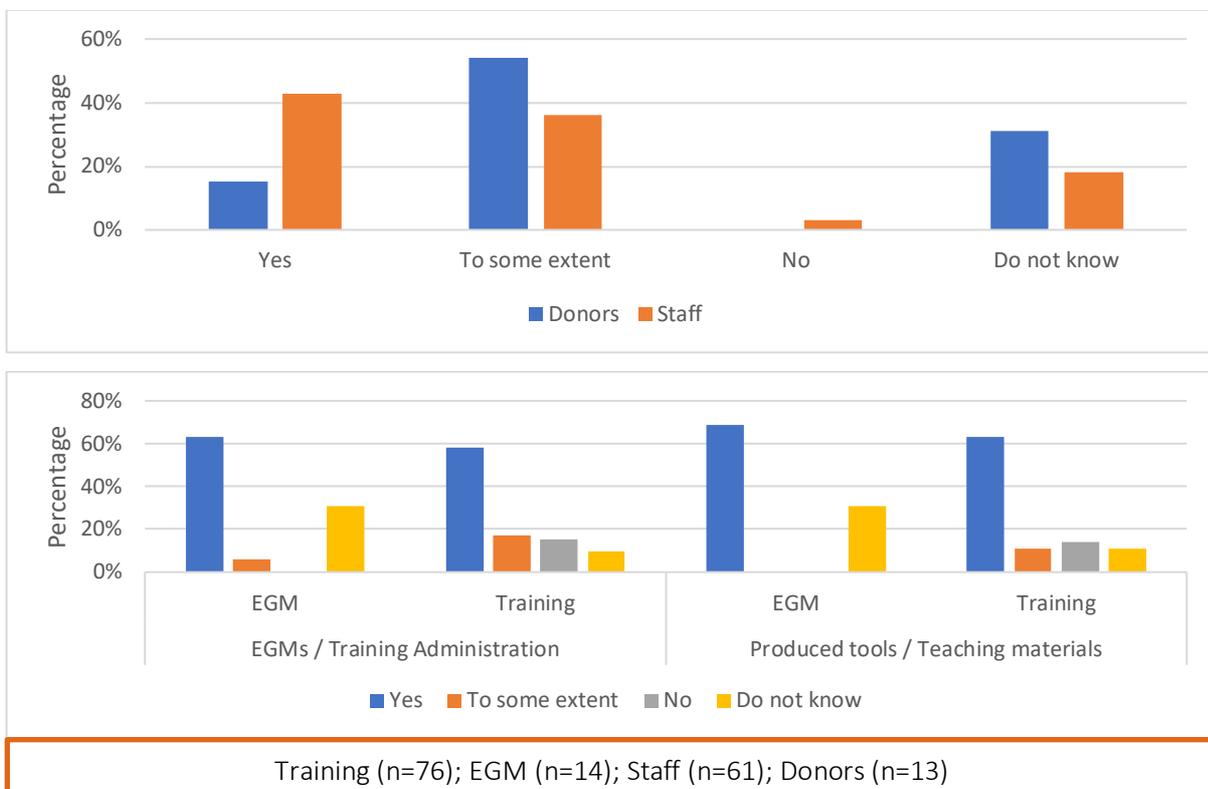


GENDER EQUALITY

While TPB was similarly ‘gender-blind’ as other UNODC Branches/Offices in the 2017 baseline established for the UNOV/UNODC Guidance Note on Gender Mainstreaming in the Work of UNODC, stakeholders highlighted notable efforts and interest from the Branch to develop ‘gender-targeted’ projects and technical assistance activities.⁴⁵ Specifically, the development of the ‘Handbook on Gender Dimensions of Criminal Justice Responses to Terrorism’ (2019) and the tailored training module for Nigeria, are critical achievements towards gender mainstreaming objectives, which were preceded and followed by training and consultation workshops.⁴⁶ While gender is considered within partnership decisions, partner engagement is typically based on the leadership and good intention of project staff and has not been systematically integrated in planning and designing phases of project implementation. Driven by the GP logframe, a large focus of reporting still looks only at women’s participation in trainings, and monitoring has been inconsistently undertaken at the project segment level.

As indicated in the graphs below, most staff, expert group meeting participants and training participants saw that gender equality was adequately integrated into GLOR35 activities, including the trainings and workshops, as well as the produced tools. However, gaps still remain. While some donors and staff did not see the relevance of gender dimensions of terrorism, others noticed that more needs to be done to engage women and ensure more risk mitigation strategies are in place, for example, through the more systematic use of frameworks and tools to assess risks of mainstreaming gender in different contexts and for monitoring gender outcomes. Though training participants noted increased awareness of gender issues in criminal justice and P/CVE, there is still little global evidence on the extent to which principles have been applied in practice, reaching indirect beneficiaries, and whether there is sufficient in-house expertise within TPB in headquarters and the field on gender. While women are represented at all levels in the branch structure and leadership positions, this is not equally the case for all sub-divisions.

Figure 25 Gender mainstreaming in activities/outputs (Source: Surveys)



⁴⁶ OIOS Audit

Case Study: Gender-specific CT initiatives in West Africa, including Nigeria

Since 2017, TPB launched a set of training workshops in partnership with the UNOHCHR on the gender dimensions of the criminal justice response to terrorism in Cameroon, Chad, Niger. Specifically, the development of the 'Handbook on Gender Dimensions of Criminal Justice Responses to Terrorism' (2019) and the tailored training module for Nigeria are critical achievements towards gender mainstreaming objectives. Gender has also been considered within partnership decisions in Nigeria, with UNODC hosting joint workshops with the National Association of Women Judges in Nigeria, providing training to 346 female judges, as well as the series of consultative EGMs in Nigeria for developing the gender dimensions manual, which engaged international and regional gender specialists.



Image 1 UNODC/UNOHCHR workshop on gender dimensions of the criminal justice response to terrorism in Abuja, Nigeria
https://www.unodc.org/unodc/en/terrorism/latest-news/2017-iss-2_ws-nigeria-may-2017.html

Surveyed training participants and interviewed staff noted the positive effects of the manual and associated trainings in Nigeria, which exposed and sensitized the male-dominant Nigerian Armed Forces to concepts of gender and masculinity and led to the establishment of a Gender Desk at the Department of State Services, Nigeria's main CT investigative agency, and to the inclusion of provisions which criminalize sexual and gender-based violence (SGBV) by terrorist groups in Nigeria's new draft CT legislation.

In addition, the consultative meetings facilitated a shared understanding of the landscape for gender-inclusive approaches to terrorism prevention in Nigeria. At the end of the workshops, engaged stakeholders continued to stay in touch, with participants noting how they have carried forward lessons from the UNODC-driven consultations and sought continued advice from their new professional networks in order to drive positive changes in how they approached their work in the field of CT.

LEAVING NO ONE BEHIND

This UN development concept 'leaving no one behind'⁴⁷ was considered by consulted stakeholders to be overlapping with 'human rights' objectives and 'doing no harm', and less attention has been given to think through the opportunities and challenges of the utilization of this concept in the field of terrorism prevention. Evidence from training assessments and surveys suggest there is some satisfaction with mainstreaming principles of 'leaving no one behind' in trainings, despite it not being a standard concept in TPB technical assistance. However, most interview and survey respondents highlighted a need to explore 'leaving no one behind' and the complexity surrounding human rights and gender equality, and leaving no one behind in relation to terrorism in more depth through activities. Suggestions provided within training assessments, surveys and interviews included providing more comprehensive guidelines for reintegrating terrorists, bringing in more experts in human rights, gender and youth to address as a cross-cutting issue in

⁴⁷ 'Leave no one behind (LNOB) is the central, transformative promise of the 2030 Agenda for Sustainable Development and its Sustainable Development Goals (SDGs). It represents the unequivocal commitment of all UN Member States to eradicate poverty in all its forms, end discrimination and exclusion, and reduce the inequalities and vulnerabilities that leave people behind and undermine the potential of individuals and of humanity as a whole. LNOB not only entails reaching the poorest of the poor, but requires combating discrimination and rising inequalities within and amongst countries, and their root causes.'

trainings on border security, terrorist financing, and international criminal cooperation, etc. Others provided suggestions for making trainings more responsive and accessible themselves, including improving translation services and access to translated documents, employing more national experts with contextual expertise, incorporating special breaks for prayer, and engaging more community-level stakeholders in activities, such as Islamic clerics, local government officials, psychiatrists and so on. In conclusion, more work could be done to respond to the needs of under-represented countries and vulnerable groups, and that adopting a more ‘whole of society’ approach to countering terrorism is important if GLOR35 is to be truly effective and sustainable. A ‘whole-of-society’ approach is different than a ‘whole-of-government’ approach, which is more akin to the approach taken by TPB through the engagement of government actors such as police, national security committees, and government ministries. According to the stakeholders interviewed, and validated in partner publications, successful prevention requires the engagement of a broad range of non-governmental actors, including local communities, community-based organizations, the private sector, and the general public⁴⁸, while due regard is given to national security concerns, such as that some local communities and CSOs are overt or covert vehicles of violent extremist ideology.

SUMMARY – HUMAN RIGHTS, GENDER EQUALITY AND LEAVING NO ONE BEHIND

Human rights and gender equality have been integrated into GLOR35 planning, implementation and monitoring, although efforts have only sometimes been systematic and covering all relevant levels and angles. Expected outcomes have not always been followed through on, presenting risks to more meaningful, and measured, results achievement in these areas. Limited data have been available on the effects of GLOR35 on the rights of victims, witnesses and offenders associated with terrorism, and more work could be done to respond to the needs of under-represented countries and vulnerable groups to adequately consider ‘leaving no one behind’.

⁴⁸ Organization for Security and Co-operation in Europe (OSCE). ‘A Whole-of-Society Approach to Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism’, March 2020.

III. CONCLUSIONS

On the basis of the findings discussed in the previous chapter, the evaluation concludes that:

1. GLOR35 was highly relevant to UNODC's mandates and the needs of the stakeholders, as outlined in UNSC and UNGA resolutions, the SDGs, regional strategies and UNODC strategic and project documents. The GP has allowed for a flexible and efficient response with respect to the prevention of and response to CT, with professionalism and expertise that has been appreciated by external partners, donors and beneficiaries.
2. The GP is no longer fully aligned with recent strategic developments exemplified in the UNODC Strategy 2021-2025 and the Strategic Vision for Africa 2030. The more expanded mandate also includes P/CVE, which has been considered in GP segments but not yet been reflected in GP documentation. This calls for the development of a new GP that adequately captures these changes, including in its title, in a comprehensive theory of change and a results-based logical framework in line with UNODC standards.
3. The GP has been effective to some extent, considering the numerous outputs, including knowledge products developed by means of EGMs and utilized in training and by beneficiaries in their work, capacity-building efforts that have led to continued training following UNODC assistance, the utilization of acquired knowledge and skills by trained beneficiaries, and improved practices more in compliance with human rights principles. Additionally, throughout the five years covered by this evaluation, the overall number of ratifications of the 19 international instruments on CT increased, with a profound rise in number of ratifications of CBRN in the latter half due to sustained efforts of TPB, and strengthened legislative frameworks in some countries.
4. Despite challenges to measure results at the level of outcomes and objective, indicative impact was seen with respect to the positive effect on the rights of victims, witnesses and offenders associated with terrorism, and the strengthened criminal justice process, especially with respect to the prosecution of terrorism cases.
5. The GP had been considered a financially healthy programme despite the ongoing challenges because of the relatively large proportion of donor grants with limited duration of up to one year. Some management challenges, including with respect to planning and quality control, were noticed in this respect, although the recommendation given in the OIOS report on filling senior positions had been addressed.
6. The UNODC Strategy 2021-2025 has given a clear direction for further expanding TPB's field presence, to better implement its mandated activities, and the prioritization of countries with the highest impact of terrorism. A review of TPB's structure and functions is therefore advised in order to align it more with current GP segments and UNODC's strategic priorities, A revised structure in headquarters, a stronger presence in the field and a wider range of expertise of staff was overall seen to be the way forward to enhance the alignment of TPB's capabilities with current strategies. More field capacity was considered to be of pivotal importance for increased external coherence, and stronger and more inclusive partnerships to complement global coordination efforts, including by means of the Global Compact WGs.
7. Pivotal to GLOR35 were partnerships with other international and regional organizations, including UN agencies, governments, and civil society. In light of the expanded mandate reflected in the current UNODC Strategy, a more systematic approach to partner mapping was deemed necessary, especially in the field of P/CVE, such as with respect to civil society organizations, religious leaders and so on, but also to be inclusive and optimize partnerships to promote gender equality and leaving no-one

behind. In addition, expanded partnerships with the private sector, regional organizations, and parliamentarians, for instance, were mentioned as key to prevent and respond to terrorism and VE.

8. The complementary nature of the partnership with CTED, and the mutual appreciation of this arrangement with respect to coordination, expertise and results, was clearly expressed by staff and partners during this evaluation. The evolving partnership with UNOCT was characterized by the overlap of mandates and actions, with the perceived encroachment of the latter's presence, capacity and activities on TPB's realm of work. The Strategic Partnership Framework Agreement and the Plan for Action for Cooperation and Collaboration, both signed in 2020 by the two UN bodies, had been considered steps in the right direction for more effective coordination. A stronger emphasis on strengthening particular thematic areas of work of TPB, and expanding its field network, was considered key to maintain a degree of independence.
9. Donors had expressed their overall satisfaction for reporting and communication on GLOR35, but some also had shared some lessons learned, such as the need for more regular communication on the GP, results-based reporting, a long-term perspective into planning to ensure sustainability of results and a more strategic dialogue with capitals, including at the early stages of donor programming.
10. Additionally, while internal coherence had been strengthened in the second half of the period considered in this evaluation, and clearer modus operandi had been established, space remained to further strengthen cooperation at headquarters, and between TPB in headquarters and the field. TPB's added value was in particular seen to be its convening power, impartiality and neutrality, as well as its partnerships and expertise. The latter advantage could however be further strengthened by clearly supporting a UNODC-wide approach to terrorism prevention and response by further enhancing internal cooperation, which builds on available in-house expertise in justice, transnational organized crime, corruption and money-laundering, and by presenting this to external partners, including donors.
11. GLOR35 has adapted well to the COVID-19 pandemic, in terms of overall performance, and the use of online and hybrid means to continue with holding consultations, workshops and bilateral meetings, through the CTLP, other online platforms, and the usage of WhatsApp for remote areas. While this was cost-effective, disadvantages were a consequence of connectivity problems, technical capabilities and the absence of informal meetings with participants and networking opportunities, which were seen to be of pivotal importance to enable cooperation. More consideration could also have been given to possible security risks of using certain online platforms.⁴⁹
12. Changes in legislation, partnerships and some of the capacity-building results have been sustainable. The diverse nature of GLOR35-segments shed further light on factors contributing to sustainability, such as the importance of dedicating sufficient resources to determining the relevance of activities, including with respect to government ownership, partnership mapping and engagement, and ongoing consultations to determine and agree on needs and ways to address existing needs pro-actively. Expanded 'on-the-ground' presence to further tailor and deepen coverage of TA, a stronger focus on long-term capacity-building and institutional support, and more robust monitoring are some of the means to strengthen sustainability, which could, potentially, reduce the risks of violent extremism and result in an overall strengthened response to terrorism.

The conclusions of this evaluation are best summarized with the help of the SWOT analysis given in Table 9.

⁴⁹ <https://www.politico.eu/article/eu-commission-to-staff-switch-to-signal-messaging-app/>

Table 8 SWOT analysis of GLOR35

Strengths	Weaknesses
<ul style="list-style-type: none"> ✓ Highly relevant to UNODC's mandates and stakeholders' needs. ✓ Convening power/neutrality. ✓ Strong partnerships. ✓ Financially 'healthy' programme. ✓ Flexible and efficient response. ✓ Strong legal expertise staff. ✓ Quality outputs. ✓ Sustainable results (international instruments ratified, legislative reforms and, partially, built capacity) 	<ul style="list-style-type: none"> ✗ Disconnect between original design, actual coverage, and UNODC current strategic frameworks. ✗ No prioritization of at risk countries/passive approach to planning. ✗ Geography-based, 'closed' pillar structure of TPB. ✗ Fragmented quality control, programme management, and reporting. ✗ No outcome and impact orientation.
Opportunities	Threats/Challenges
<ul style="list-style-type: none"> ✓ UNODC's mandates and in-house expertise in criminal justice and transnational organized crime, incl. alternative development. ✓ UNODC's decentralization efforts to strengthen field presence. ✓ (Potential) partnerships that can be further leveraged for resources and impact, including UNOCT and donors. ✓ Online tools for training packages. 	<ul style="list-style-type: none"> ✗ Politicization of terrorism. ✗ Accessibility challenges because of (post-) conflict countries. ✗ Limited duration majority of grants leading to planning & sustainability challenges. ✗ Overlap mandate UNODC and UNOCT. ✗ Online tools unsuitable for networking/ developing partnerships.

IV. RECOMMENDATIONS

RECOMMENDATION 1 - PHASE OUT GLOR35/DEVELOP NEW GP

Prepare a phasing out strategy for GLOR35 while designing a new GP in an inclusive, consultative manner with a) a new title; b) aligned with current UNODC strategies and policies, including on programme design, gender equality and human rights⁵⁰; c) a global scope that prioritizes countries with the highest terrorism impact and violent extremism risks; d) a comprehensive Theory of Change and logical framework that can be used for results-based management and reporting; e) in consideration of all areas covered by GLOR35 evaluation recommendations 2-10 (TPB)

RECOMMENDATION 2 - REVIEW/ADAPT FUNCTION, STRUCTURE, CAPABILITIES TPB

Better align the function, structure and expertise of TPB to current UNODC strategic priorities by a) completing an assessment of current and needed capabilities, and of projected funding for activity and staff; b) offering clarity to all staff on organizational capacity strengthening opportunities and structuring plans; c) in relation to b, consider training opportunities in thematic areas, including human rights and gender equality, to ensure such capacities strengthened and mainstreamed across the staffing structure; d) strengthening and centralizing project management, internal oversight and quality control capabilities; e) continue strengthening its field presence. (TPB, in close cooperation with DO for recommendation 2e)

RECOMMENDATION 3 - ENHANCE DONOR ENGAGEMENT

Strengthen donor relations by a) completing a TPB resource-mobilization strategy; b) adequately budget for and undertake outcome-level reporting, if required; c) provide regular updates on the GP more systematically; d) start strategic dialogues and liaise more closely with capitals, in close cooperation with field offices, to allow for an early inclusion in donor programming; e) get an early buy-in of donors, e.g. by including them in project design; f) continue to advocate for un-earmarked funds, incl. to be able to be responsive to CTED recommendations. (TPB)

RECOMMENDATION 4 - ASSESS AND PRIORITIZE NEEDS

Strengthen the identification of assistance needs by a) developing and implementing a communication strategy for MS in support of a more pro-active approach to soliciting assistance requests; b) prioritizing countries with a high impact of terrorism/high risks of violent extremism; c) ensuring that needs are determined on the basis of solid evidence and in relation to emerging trends. (TPB)

RECOMMENDATION 5 - STRENGTHEN INTERNAL COHERENCE

Strengthen internal coherence, cooperation between TPB and other headquarters Branches/Sections and between headquarters and the field by means of, a) enhancing information sharing, including communication on TPB's roles and responsibilities; b) ensuring that budgets of joint projects reflect a clear division of roles

⁵⁰ E.g. the UNODC 2021-2025 Strategy, UNODC Strategic Vision for Africa 2030, the UNOV/UNODC Strategy for Gender Equality & the Empowerment of Women 2018-2021, the Position Paper on UNODC and the Promotion and Protection of Human Rights (2012), and the revised UNOV/UNODC Partnership Policy (October 2021)

and responsibilities; c) promoting the added value of GLOR35, and use it to leverage resources agency-wide, including by educating donors. (TPB, in close cooperation with DO and DTA senior management)

RECOMMENDATION 6 - ENFORCE UNOCT PARTNERSHIP AGREEMENT

Continue to a) enforce the Strategic Partnership Framework Agreement at all levels, with support of UN Member States; b) implement the Plan of Action action plan, and monitor and report on results; c) explore joint funding and project activities while giving due consideration to visibility of inputs and results of both Offices; d) identify areas in the new GP in which TPB could continue to be of added value to beneficiary States, including in close cooperation with UNOCT (TPB, in close cooperation with UNODC senior management)

RECOMMENDATION 7 - EXPAND RELEVANT PARTNERSHIPS

Continue with keeping partnerships as a central component of the GP, and strengthen the whole-of-government and whole-of-society approaches by a) developing and implementing a partnership strategy, with attention for the different types of partners needed for different thematic areas, including P/CVE and gender, with due regard given to security risks, and criminal justice process phases, b) undertaking stakeholder mapping in the early stages of project design, with adequate consideration for human rights, gender equality and leaving no one behind principles when scanning the partnership landscape; c) ensuring selected partners align on and agree to UNODC principles for human rights, gender equality and leaving no-one behind mainstreaming. (TPB)

RECOMMENDATION 8 - STRENGTHEN SUSTAINABILITY

Strengthen sustainability by advocating for, designing and implementing a long-term approach by means of a) including a comprehensive sustainability strategy in the new GP; b) capturing relevant phases in project concept notes; c) promoting and implementing long-term training approaches, including mentoring, if appropriate; d) supporting and strengthening institutionalization and institution-building efforts, including of criminal justice training institutes. (TPB)

RECOMMENDATION 9 - IMPLEMENT A COMPREHENSIVE MONITORING SYSTEM/IMPACT MEASUREMENT STRATEGY

Develop and implement a) a comprehensive monitoring system; b) an impact measurement strategy; c) advocate for and include M&E expertise in budgets; d) and ensure the framework is more intentional about measuring human rights, gender equality and leaving no one behind results. (TPB)

RECOMMENDATION 10 - ADVOCATE FOR COMPLEMENTARY USE ONLINE TOOLS

Advocate for the continuation of the use of online tools a) integrated into the sustainability strategy mentioned under recommendation 8; b) as part of long-term capacity-building efforts, complementary to other means and tools, in light of technological capabilities for an efficient and effective approach, and taking into account other existing online platforms; c) by means of considering TA to support online access, if needed. (TPB)

V. LESSONS LEARNED AND BEST PRACTICES

LESSONS LEARNED

Cooperation across Divisions and relevant sections at UNODC headquarters has been varied and affected operational efficiency and effectiveness. Considering the breadth of topics covered within the ‘terrorism prevention’ mandate, and the overlap in thematic areas covered of the different sections, depending also on available frameworks and capacity of the client, there is strategic value and a great need to ensure collaboration from the outset. UNODC should work to improve internal coherence between Divisions, Branches and Sections to further benefit from the value addition of UNODC’s various mandates and thematic areas of activity and expertise.

Criminal justice responses to terrorism is a complex area of work requiring astute attention to ethics and human rights due diligence policies. One-off trainings and workshops on subjects can have potentially negative effects if there is inadequate follow-up training and monitoring, or expertise in the specific technology or subject area in order to determine possible risks for misusing such technology, leading to possible human rights violations. While the areas of intervention are typically decided with Member States, and taking into account local context, GLOR35 should continue to exercise caution in choosing the focus of technical assistance, ensuring adequate consideration of the human rights due diligence policy and expertise needed.

The COVID-19 pandemic led to a shift towards using online tools in order to be able to continue with the work to the greatest extent possible. The widespread experiences of using the CTLP, Microsoft Teams and WhatsApp, for instance, showed that different tools serve different groups of stakeholders, and are cost-effective as travel is no longer necessary in some cases and more participants can be invited to such meetings. The trade-off is, however, that these tools are only efficient to some extent only, with lower levels of productivity and dependent on the availability of hardware and connectivity. The risk is therefore that some ‘might be left behind’ because of limited capacity in that respect. These tools should never be considered a replacement for conventional class-room and on location learning, networking opportunities, and the ‘human aspect’ which is crucial for building trust between partners, including UNODC staff and beneficiaries.

BEST PRACTICES

GLOR35 has effectively collaborated with subject-specific external experts, including universities, networks and advocates for women’s rights and human rights, which complement the branches strong legal expertise, for developing relevant training manuals and publications, and adapt these to local contexts and translate these into local languages. This expertise should continue to be harnessed in order to strengthen these networks and to build-on and adapt existing publications to be more user-friendly and specific to national contexts, including contextualizing materials to national policies and norms, integrating national case studies and translating to other languages.

Long-term partnerships were highlighted as a good practice, such as in Nigeria with long-term EU and also US funding underpinning long-term engagement for a robust CT intervention. TPB had nurtured and sustained important partnerships with government agencies and officials, regional bodies, international organizations (including CTED) and technical assistance providers (such as training institutes), increasing the relevance, effectiveness and sustainability of technical assistance. The on the ground presence had contributed towards an engagement built on trust within the framework of continued recognition of TPBs expertise and needed support in agreed-on areas.

Good practices were also seen in the comprehensive development of tools on key themes (see the section on efficiency).

ANNEX I: TERMS OF REFERENCE

UNITED NATIONS OFFICE ON DRUGS AND CRIME
Vienna

TERMS OF REFERENCE

FINAL IN-DEPTH EVALUATION OF *STRENGTHENING THE LEGAL REGIME AGAINST TERRORISM*

GLO/R35



UNITED NATIONS

Vienna, 2020

BACKGROUND AND CONTEXT

Project/Programme number:	GLOR35
Project/Programme title:	Strengthening the Legal Regime against Terrorism
Duration (dd/mm/yyyy-dd/mm/yyyy):	01/01/2003-31/12/2021
Location:	Global
Linkages to Country, Regional and Thematic Programmes:	Thematic Programme on Terrorism Prevention
Linkages to UNDAF's strategic outcomes to which the project/programme contributes ⁵¹	N/A
Linkages to the SDG targets to which the project contributes:	5.2 16.1, 16.3, 16.6, 16.A
Executing Agency:	UNODC
Partner Organizations:	N/A
Total Approved Budget (USD):	185,039,803 (ProFi)
Total Overall Budget (USD):	185,039,803 (ProFi)
Total Expenditure by date of initiation of evaluation (USD):	124 million (approximately, projects.un.org)
Donors:	Austria , Belgium, Catholic University of the Sacred Heart Milan, Denmark, European Union , France , Germany , Japan , Luxembourg, Monaco, Netherlands, Norway, Spain, Sweden , Switzerland, Turkey, UN Peace and Development Trust Fund , United Kingdom, United Nations Counter-Terrorism Centre , United Nations Office of Counter-Terrorism , United States of America , University of Sussex (current donors)
Project/Programme Manager:	Mr. Masood Karimipour
Type and time frame of evaluation: (Independent Project Evaluation/In-depth Evaluation/mid-term/final)	In-depth final evaluation
Time frame of the project covered by the evaluation (<i>until the end of the evaluation field mission</i>):	2016-2020

⁵¹ United Nations Development Assistance Framework

Geographical coverage of the evaluation:	Global
Budget for this evaluation in USD ⁵² :	USD 100,000
Number of independent evaluators planned for this evaluation ⁵³ :	3
Type and year of past evaluations (if any):	Mid-term evaluation in 2015 (covering the 8 preceding years)

⁵² Including fees for evaluation team, travel, printing, editing, translation, interpretation, etc.

⁵³ Please note that the minimum for any UNODC evaluation is two independent evaluators, i.e. one lead evaluator and one team member.

Project overview

Since its launch in January 2003, GLOR35 (Global Project on Strengthening the Legal Regime against Terrorism) has provided a framework for the Terrorism Prevention Branch's delivery of technical assistance - to requesting Member States - for strengthening national criminal justice responses to terrorism. The project enables the Branch to respond promptly and efficiently to country requests for counter-terrorism assistance in accordance with the mandates provided by the UN General Assembly, as well as the guidance provided by the UN Commission on Crime Prevention and Criminal Justice and the Economic and Social Council. GLOR35 is the main vehicle for the implementation of the Thematic Programme on Terrorism Prevention.

The project has the following main goals: a) promote Member States' adherence to the 19 international legal instruments against terrorism; b) support the drafting and review of national legislation in order to incorporate the legal obligations of these international legal instruments; c) build the capacity of national criminal justice officials to implement these obligations, and d) support regional and international cooperation in criminal matters, including in particular in relation to requests for mutual legal assistance and extradition.

Since 2015, the project has worked with, and in, most countries in Africa (all countries in West Africa and North Africa and selected countries in Central Africa, East Africa and Southern Africa) and Asia (all countries in Central Asia, and selected countries in the Middle East, South Asia and South-East Asia). There are connections with the Regional and Country Programmes in all referenced regions. The project works in and with approximately 70 countries per year.

The project is one of the UNODC's main vehicles to support Member States with the implementation of the UN Global Counter Terrorism Strategy. The UN Global Counter-Terrorism Strategy (A/RES/60/288) is a global instrument to enhance national, regional and international efforts to counter terrorism. Through its adoption by consensus in 2006, all UN Member States agreed the first time to a common strategic and operational approach to fighting terrorism.

PURPOSE OF THE EVALUATION

The purpose of the evaluation is to assess a) the degree to which the programme has achieved its objectives; b) the relevance of the interventions/objectives; c) the efficiency of its use of resources, d) the results achieved and added value. In this respect, the evaluation will also provide guidance, as appropriate, on the development of the new programme, as well as identify lessons learned, good practices and recommendations, including lessons learned in connection to programming around the COVID-19 health crisis.

The purpose of this final in-depth evaluation is also to establish best practices and areas of improvement in the context GLOR35. The evaluation's conclusions will be used to inform the development of a new programme for delivery of technical assistance in the context of UNODC's mandate on terrorism prevention. The primary audience of this evaluation are managers of the Terrorism Prevention Branch (TPB) and senior management of UNODC, as well as Member States and donors.

EVALUATION CRITERIA

The evaluation will be conducted based on the following DAC criteria⁵⁴: relevance, efficiency, coherence, effectiveness, impact and sustainability, and human rights, gender equality and leaving no one behind as well as lesson learned and best practices. All evaluations must include gender, human rights and no one left behind. Ideally these are mainstreamed within the evaluation questions. The criteria of relevance, efficiency, effectiveness, impact and sustainability can be addressed as relevant to the evaluation purpose. Evaluation criteria and questions should be selected to meet the needs of the stakeholders and evaluation context. **The evaluation criteria and questions will be further refined by the Evaluation Team in the drafting of the Inception Report.**

<p><i>Relevance: Is the intervention doing the right thing?</i></p> <p><i>Relevance is the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor.</i></p>
<p>To what extent has the project responded adequately to the needs of recipient governments as well as its target groups, including men and women?</p> <p>What best practices in relation to relevance can be identified and should be replicated in the future?</p>
<p><i>Coherence⁵⁵: How well does the intervention fit?</i></p> <p>The compatibility of the intervention with other interventions in the country, sector or institution</p>
<p>To what extent has the project delivered its interventions complementary and in coordination with internal stakeholders, including field offices?</p> <p>To what extent has the project delivered its interventions complementary and in coordination with external stakeholders?</p> <p>To what extent has the project delivered its interventions in coherence with UN reforms?</p> <p>Which project achievements related to coherence should be replicated in a future project?</p>
<p><i>Efficiency: How well are resources being used?</i></p> <p>The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.</p>
<p>To what extent has the project delivered its interventions in an efficient way?</p> <p>What aspects of efficiency could be improved in the future?</p>
<p><i>Effectiveness: Is the intervention achieving its objectives?</i></p>

⁵⁴ <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

⁵⁵ Includes the previous criteria of partnerships and cooperation

<p>The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.</p>
<p>To what extent did the project reach its intended outcomes and outputs?</p> <p>To what extent has the project delivered on its interventions to the benefit of both its direct (primarily officials of Member States' criminal justice systems) and indirect (clients of Member States' criminal justice systems) target groups?</p> <p>To what extent has the project delivered on its interventions to the benefit men and women?</p>
<p>Impact: What difference does the intervention make?</p> <p>The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.</p>
<p>To what extent did the project reach its intended impact? Please provide examples</p> <p>What, if any, positive direct or indirect and intended or unintended impact has the project had?</p>
<p>Sustainability: Will the benefits last?</p> <p>The extent to which the net benefits of the intervention continue or are likely to continue.</p>
<p>To what extent are the achievements of the project likely to continue after the project ends?</p> <p>What interventions of the project have demonstrated sustainability?</p>
<p>Human rights, gender equality, and leaving no one behind: Has the intervention been inclusive and human rights based?</p> <p><i>The extent to which the project/programme has mainstreamed human rights, gender equality, and the dignity of individuals, i.e. vulnerable groups, including those with disabilities.</i></p>
<p>How has the project ensured that no one was left behind? Including a focus on human rights, gender equality, victims of terrorism, vulnerable groups.</p> <p>What could the project have done better to focus its interventions be more inclusive and human rights based?</p>
<p>Lessons learned and best practices</p> <p><i>Lessons learned concern the learning experiences and insights that were gained throughout the project/programme.</i></p>
<p>What best practices of project implementation, and strengths should be incorporated in a new programme of UNODC on terrorism prevention?</p> <p>What lessons learned are recommended for consideration in the development of a new programme?</p>

What thematic areas would you recommend to enhance or include for consideration in the development of a new Terrorism Prevention programme?

What lessons learned from the COVID-19 crisis would you recommend for future programming?

EVALUATION METHODOLOGY

The methods used to collect and analyse data

This evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR and further refined in the Inception Report, as well as the availability of stakeholders. In all cases, the evaluation team is expected to analyse all relevant information sources, such as reports, programme documents, thematic programmes, internal review reports, programme files, evaluation reports (if available), financial reports and any other additional documents that may provide further evidence for triangulation, on which their conclusions will be based. The evaluation team is also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation. The evaluation methodology needs to fully consider the constraints on the different data collection tools, therefore the IES Guidance document on COVID-19⁵⁶ needs to be fully considered during the evaluation process. While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties identified as the stakeholders of the project/ programme, the Core Learning Partners (CLP).

The evaluation team will be asked to present a summarized methodology (including an evaluation matrix) in the Inception Report outlining the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards as well as the UNODC Evaluation Policy, Norms and Standards.

While the evaluation team shall fine-tune the methodology for the evaluation in an Inception Report, a mixed-methods approach of qualitative and quantitative methods is mandatory due to its appropriateness to ensure a gender-sensitive, inclusive methodology. Special attention shall be paid to an unbiased and objective approach and the triangulation of sources, methods, data, and theories. The limitations to the evaluation need to be identified and discussed by the evaluation team in the Inception Report, e.g. data constraints (such as missing baseline and monitoring data). Potential limitations as well as the chosen mitigating measures should be discussed.

The main elements of the evaluation process are the following:

Preparation and submission of an Inception Report (containing initial observations of the desk review, refined evaluation questions, data collection instruments, sampling strategy, limitations to the evaluation, and timetable, fully considering the implications of COVID-19) to IES through Unite Evaluations (<https://evaluations.unodc.org>) for review and clearance at least one week before any field mission may take place (may entail several rounds of comments);

Initial meetings and interviews with the Project Manager and other UNODC staff as well as stakeholders during the field mission (if applicable);

Interviews (face-to-face or by telephone/skype), with key project stakeholders and beneficiaries, both individually and (as appropriate) in small groups/focus groups, as well as using surveys, questionnaires or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation;

⁵⁶ https://www.unodc.org/documents/evaluation/Guidelines/COVID-19_Guidance_document_Final_June_2020.pdf

Analysis of all available information;

Preparation of the draft evaluation report (based on Guidelines for Evaluation Report and Template Report to be found on the IES website <http://www.unodc.org/unodc/en/evaluation/index.html>). The lead evaluator submits the draft report to IES only through Unite Evaluations for review and clearance (may entail several rounds of comments).

Preparation of the final evaluation report and an Evaluation Brief (2-pager), including full proofreading and editing, submission to IES through Unite Evaluations for review and clearance (may entail several rounds of comments). It further includes a PowerPoint presentation on final evaluation findings and recommendations;

Presentation of final evaluation report with its findings and recommendations to the target audience, stakeholders etc. (in person, if possible, or through online means).

In conducting the evaluation, the UNODC and the UNEG Evaluation Norms and Standards are to be taken into account. All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IES website: <http://www.unodc.org/unodc/en/evaluation/index.html>.

TIMEFRAME AND DELIVERABLES

<i>Evaluation stage</i>	<i>Start date (dd/mm/yy)</i>	<i>End date (dd/mm/yy)</i>	<i>Subsumed tasks, roles</i>	<i>Guidance / Process description</i>
<i>Inception Report (3-5 weeks)</i>	<i>01/09/20</i>	<i>16/10/20</i>	<i>Draft IR; Review by IES, PM; Final IR</i>	<i>Includes 2 weeks for review by IES</i>
<i>Data collection (2-6 weeks)</i>	<i>19/10/20</i>	<i>13/11/20</i>	<i>Surveys; observation; interviews; etc.</i>	<i>Coordination of data collection dates and logistics with PM.</i>
<i>De-briefing on preliminary results; Draft report (6-9 weeks)</i>	<i>16/11/20</i>	<i>18/12/20</i>	<i>De-briefing; Drafting of report; additional data collection by evaluators</i>	<i>Includes 2 weeks for review by IES, 1 week by PM</i>
	<i>21/12/20</i>	<i>22/01/21</i>	<i>Review by IES; review by PM; revision of draft</i>	
<i>Draft report for CLP comments</i>	<i>01/02/21</i>	<i>15/02/21</i>	<i>Compilation of comments by IES</i>	<i>Comments will be shared by IES with evaluators</i>
<i>Final report and Brief (2-3 weeks)</i>	<i>16/02/21</i>	<i>08/03/21</i>	<i>Share with CLPs; revision by eval; review/approval by IES; incorporation of MR by PM</i>	<i>Evaluation report and Brief are finalised. Includes 1 week for review by IES</i>
<i>Presentation and Powerpoint (1 week)</i>	<i>09/03/21</i>	<i>15/03/21</i>	<i>PPT reviewed and finalised; presentation organised</i>	<i>Date of presentation of final results to be agreed with PM.</i>
<i>Evaluation Follow-up Plan (4-6 weeks)</i>	<i>16/03/21</i>	<i>15/04/21</i>	<i>EFP submitted.</i>	<i>PM to submit EFP to IES within 6 weeks after approval of final report.</i>

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

EVALUATION TEAM COMPOSITION

Role	Number of consultants⁵⁷ (national/international)	Specific expertise required⁵⁸
Lead evaluator	1 international consultant	Evaluation methodology
Team member/expert	1 international consultant	Expertise in terrorism prevention
Team member	1 international consultant	Expertise in gender equality, human rights, strategic planning

The evaluation team will not act as representatives of any party and must remain independent and impartial. The qualifications and responsibilities for each evaluation team member are specified in the respective job descriptions attached to these Terms of Reference (Annex 1). The evaluation team will report exclusively to the Chief or Deputy Chief of the UNODC Independent Evaluation Section, who are the exclusive clearing entity for all evaluation deliverables and products.

Absence of Conflict of Interest

According to UNODC rules, the evaluation team must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project or theme under evaluation.

Furthermore, the evaluation team shall respect and follow the UNEG Ethical Guidelines for conducting evaluations in a sensitive and ethical manner.

MANAGEMENT OF THE EVALUATION PROCESS

Roles and responsibilities of the Project/Programme Manager

The Project/Programme Manager is responsible for:

drafting and finalizing the ToR,

identifying stakeholders and selecting Core Learning Partners (representing a balance of men, women and other marginalised groups, including women’s organizations working on security and countering terrorism) and informing them of their role,

recruiting the evaluation team following clearance by IES, ensuring issued contracts ahead of the start of the evaluation process in line with the cleared ToR. In case of any delay, IES and the evaluation team are to be immediately notified,

⁵⁷ Please note that an evaluation team needs to consist of at least 2 independent evaluators – at least one team leader and one team member.

⁵⁸ Please add the specific technical expertise needed (e.g. expertise in anti-corruption; counter terrorism; etc.) – please note that at least one evaluation team member needs to have expertise in human rights and gender equality.

providing desk review materials (including data and information on men, women and other marginalised groups) to the evaluation,

reviewing the draft report for factual errors,

developing a follow-up plan for the usage of the evaluation results and recording of the implementation of the evaluation recommendations (to be updated once per year),

disseminate the final evaluation report and communicate evaluation results to relevant stakeholders as well as facilitate the presentation of evaluation results;

The Project/Programme Manager will be in charge of **providing logistical support** to the evaluation team including arranging the data collection and presentations (online or in-person, if possible) of the evaluation team, including but not limited to:

All logistical arrangements for the travel (including travel details; DSA-payments; transportation; etc.)

All logistical arrangement for the meetings/interviews/focus groups/etc., ensuring interview partners adequately represent men, women and other marginalised groups and arrangements for the presentation of the evaluation results;

Ensure timely payment of all fees/DSA/etc. (payments for the evaluation team must be released within 5 working days after the respective deliverable is cleared by IES).

Roles and responsibilities of the Independent Evaluation Section

The Independent Evaluation Section (IES) provides mandatory normative tools, guidelines and templates to be used in the evaluation process⁵⁹. Furthermore, IES provides guidance, quality assurance and evaluation expertise, as well as interacts with the project manager and the evaluation team throughout the evaluation process. IES may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation process.

As this is an in-depth evaluation, IES will manage the evaluation process, actively participate in it as well as quality assure the whole process. Moreover, IES staff will participate in data collection of the evaluation to ensure independence and high-quality evaluation results.

IES reviews, comments on and clears all steps and deliverables during the evaluation process: Terms of Reference; Selection of the evaluation team, Inception Report; Draft Evaluation Report; Final Evaluation Report, Evaluation Brief and PowerPoint slides on the final evaluation results; Evaluation Follow-up Plan. IES further publishes the final evaluation report and the Evaluation Brief on the UNODC website, as well as sends the final evaluation report to an external evaluation quality assurance provider.

PAYMENT MODALITIES

The evaluation team will be issued consultancy contracts and paid in accordance with UNODC rules and regulations. The payment will be made by deliverable and only once cleared by IES. Moreover, 75 percent of the daily subsistence allowance and terminals is paid in advance before travelling. The balance is paid after the travel has taken place, upon presentation of boarding passes and the completed travel claim forms. Deliverables which do not meet UNODC and UNEG evaluation norms and standards will not be cleared by IES.

IES is the sole entity to request payments to be released in relation to evaluation. Project/Programme Management must fulfil any such request within 5 working days to ensure the independence of this

⁵⁹ Please find the respective tools on the IES web site <http://www.unodc.org/unodc/en/evaluation/evaluation.html>.

evaluation process. Non-compliance by Project/Programme Management may result in the decision to discontinue the evaluation by IES.

ANNEX II: EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

INTERVIEW GUIDES (4)

Guidance note – semi-structured interviews

Interview forms

Interview forms have been prepared for four groups of stakeholders: 1) UNODC; 2) Beneficiary Member States; 3) Donors; 4) Partners.

Each questionnaire should be tailored to the interviewee. The interview should not exceed 45 minutes

The beginning & end of the Interview

- Introduce yourself
- Introduce the evaluation team
- Introduce the evaluation (project, evaluation purposes, evaluation criteria, good practices/lessons learned/recommendations, schedule, publication evaluation report)
- Mention that the interview is voluntary.
- Ensure the confidentiality of information provided (only shared within evaluation team). Data will be triangulated, and information cannot be traced back to individuals. Data will not be attributable.
- Mention that the interviewee will not be quoted, and that his/her name will not be provided in the report (only the organization and the gender of the respondent will be given).
- Ask if s/he has any questions about the evaluation.
- Ask if the interviewee would like to introduce himself/herself and begin with the interview.
- At the end of the interview, ask the interviewee if s/he has anything to add or share.
- Thank him/her for the interview.

After the interview

- Write the answers on the interview forms (typed) in summary form with key critical points that answer the questions. Note the answers in short sentences – in bullets.
- Highlight any sensitivity during the interview.
- Upload the interview form into Nvivo, and code the information per evaluation criteria.

INTERVIEW GUIDE I: DONORS

<i>Interviewee name</i>	
<i>Function / title</i>	
<i>Organisation</i>	
<i>GLOR35 segments</i>	
<i>Level/type of engagement with GLOR35</i>	
<i>Date of interview</i>	
<i>Key areas to probe with the interviewee (completed before the interview)</i>	
<i>Area(s) of specialisation of the respondent</i>	
<i>Key conclusions (completed after the interview)</i>	

Questions will be prioritized per interview and the guide will be further tailored to the respondent's profile, background and relationship with GLOR35

I. Background

1. Describe your role/relationship with UNODC's Global Project 'Strengthening the legal regime against terrorism' (GLOR35) & the contracts with UNODC/TPB and your experience in the field of counterterrorism / P-CVE

II. Relevance

2. To what extent were the outputs, outcomes and objectives of the project your government funded relevant to the mandated areas of UNODC? What are the strengths that you see in UNODC's technical assistance? And the weaknesses? To what extent did the project your government funded contribute to addressing gaps in global technical assistance?
3. Which substance areas and which forms of support areas you deem to be of particular importance? What would you consider satisfactory? What is missing?
4. In which ways does UNODC (TPB and field offices) respond to Member States' priority needs in terrorism prevention? What are the strength and the weakness of this approach? In which ways this could be further improved?
5. What thematic and/or geographic areas do you suggest UNODC (TPB and field offices) start or strengthen the delivery of terrorism prevention support to Member States? Why? How would you suggest this be done? Please be as specific and concrete as possible.

III. Coherence

6. To what extent have project activities and outputs benefited from the expertise of and cooperation with other relevant international organizations and non-governmental organizations?
7. To what extent do you consider the partnership between your government and UNODC efficient and effective?
8. To what extent has internal coordination within UNODC taken place in the field of CT – from your perspective? What about the relationship within HQ/HQ-field or among different projects/programs? Has this/could this have had an impact on the project(s) your government has funded? What specific suggestions would you make for further improvement? Why?
9. What is UNODC's/TPB's role in the current UN counter-terrorism architecture? Based on your experience how is coordination, collaboration, division of labour between UN entities dealing with terrorism taking place? In which ways could it be further strengthened?

IV.A. Efficiency

10. Have project activities been delivered and have they produced the planned results? Which sub-projects/activities were most successful in this respect? Was implementation done in accordance with the agreed-on schedule?
11. How would you rate the overall performance of GLOR35 activities supported by your government on a scale of 1 to 10? Please explain your rating.
12. What were opportunities? What were the challenges, if any? How have they been addressed by project management? How have they been addressed by TPB?
13. Please describe the process of communication with TPB once project implementation began. Was reporting done on time? Who was responsible for it? Was the quality of the donor reports satisfactory? Have you been informed of the progress of the project, what type of information have you received, and through which channels?

IV.B. Efficiency-Covid 19 challenges

14. How has the pandemic affected the work done under GLOR35, and how has TPB dealt with these sudden challenges? What was done well? What could have been done better?

V. Effectiveness

15. In your view, has the project your government funded achieved its aims (outcomes)?
16. Have there been any areas which were more effective? less effective? Please explain.
17. As a donor, how could you have better supported this engagement? How could you support such projects in the future?

VI. Impact

18. How did you measure impact? Has the project (segment of GLOR35) contributed to the objective 'A functional criminal justice regime against terrorism that is effective and is implemented by States in accordance with the rule of law' in the period 2016-2020?
19. Has the project your Government funded contributed to enhancing the national capacity to respond (detect, investigate, prosecute, adjudicate) to terrorism (and VE)? [Please explain].

20. To what extent has the project your government funded on CT for UNODC contributed, or is likely to contribute, to long-term impact and/or intermediate results (directly or indirectly, or unintended) for its beneficiaries, target groups, policies, communities involved, and institutions related to the Global Project?

VIII. Sustainability

21. To what extent are the results generated through the projects likely to be sustained in the long term? What do you consider to be major challenges or risks in sustaining results?
22. How do you see the evolution of the terrorist and violent extremism threat affecting sustainability of technical assistance projects in terrorism prevention? How do you consider that developments globally or locally during 2020 might or could affect (if at all) this topic – and technical assistance related to it – might evolve, including funding? Why?

IX. Human rights and gender

23. How do you perceive that the project has been responsive to the need to address and mainstream human rights into counter-terrorism?
24. How do you see the project taking due consideration of gender equality, the role of women in counterterrorism as well as in terrorism and violent extremism conducive to terrorism?
25. Has 'leaving no one behind' been considered in the project supported by your government? How?
26. Has the project had an effect on the rights of victims, witnesses and/or offenders associated with CT?

X. Good practices and lessons learned

27. Could you please identify good practices that emerged from project implementation that could be replicated to improve performance, results and effectiveness of similar projects and projects? Explain.
28. Could you please identify practices that emerged from project implementation that could offer lessons learned. Explain.
29. What were the main lessons learned of the project?

XI. Recommendations

1. What are your recommendations for TPB?

INTERVIEW GUIDE II: PARTNERS

<i>Interviewee name</i>	
<i>Function / title</i>	
<i>Organisation</i>	
<i>Level/type of engagement with GLOR35</i>	
<i>Date of interview</i>	
<i>Key areas to probe with the interviewee (completed before the interview)</i>	
<i>Area(s) of specialisation, incl. CT/PVE of the respondent (if relevant)</i>	
<i>Key conclusions (completed after the interview)</i>	

Questions will be prioritized per interview and the guide will be further tailored to the respondent's profile, background and relationship with GLOR35

I. Background

30. Describe your role/relationship with UNODC's Global Project 'Strengthening the legal regime against terrorism' (GLOR35).

II. Relevance

31. To what extent have the GP activities that you were involved in relevant to your work or area of expertise? How? What are the strengths that you see in UNODC's technical assistance? What are the weaknesses/gaps you see in the technical assistance provided under the GP?
32. Which substance areas and which forms of support areas you deem to be of particular importance? Why? What is missing?
33. Does UNODC (TPB and field offices) respond to Member States' priority needs in terrorism prevention? If so in which way? If not, how could this be improved?
34. What thematic and/or geographic areas do you suggest could be planned for and/or strengthened for the delivery of terrorism prevention support to Member States? Why? Please be as specific and concrete as possible.

III. Coherence

35. To what extent have activities benefited from the expertise of and cooperation with other relevant international organizations and non-governmental organizations? Has there been duplication of efforts? If so, in which cases. Give examples.

36. How would you describe the coordination, collaboration, division of labour between UNODC/TPB and your organization? Give examples.
37. To what extent has internal coordination within UNODC taken place in the field of CT – from your perspective (within HQ/HQ-field)? Has this/could this have had an impact on the activities that you were involved in? Give examples.
38. What is UNODC's/TPB's position in the current UN counter-terrorism architecture? How would you describe coordination, collaboration, division of labour between UN entities dealing with terrorism? In which ways, if any, could this be further strengthened, in particular by UNODC?

IV.A. Efficiency

39. Have planned activities been delivered and have they produced the planned results? Which sub-projects/activities were most successful in this respect? Was implementation done in accordance with the agreed-on schedule?
40. How would you rate the overall performance of GLOR35 activities you are familiar with on a scale of 1 to 10? Please explain your rating.
41. What were challenges, if any, and how have they been addressed by project management and by TPB? Give examples.
42. Please describe your experience of the process of collaboration / coordination with TPB, including communication and reporting. Give examples.

IV.B. Efficiency-Covid 19 challenges

43. How has the pandemic affected the work done in 2020 (if applicable), and how has TPB dealt with these challenges? What was done well? What could have been done better?

V. Effectiveness

44. In your view, have the activities led to useful results? Please explain.
45. Have there been any areas which were very effective? And areas that were less effective? Please explain.

VI. Impact

46. How would you measure impact? Have the activities contributed to the objective 'A functional criminal justice regime against terrorism that is effective and is implemented by States in accordance with the rule of law' in the period 2016-2020?
47. Do you consider that the activities have contributed to build national capacity to respond to terrorism / violent extremism? Please explain.
48. To what extent have the activities you are familiar with contributed, or are likely to contribute, to long-term impact and/or intermediate results (directly or indirectly, or unintended) for its beneficiaries, target groups, policies, communities involved, and institutions related to the Global Project?

VIII. Sustainability

49. To what extent are the results generated through the activities likely to be sustained in the long term? What do you consider to be major challenges or risks in sustaining results?
50. Will funding for terrorism prevention activities be sustainable?
51. How do you see the evolution of the terrorist and violent extremism threat affecting sustainability of technical assistance projects in terrorism prevention? How do you consider that developments globally or locally during 2020 might or could affect (if at all) this topic – and technical assistance related to it – might evolve, including funding? Why?

IX. Human rights and gender

52. How have the activities been responsive to the need to address and mainstream human rights into counter-terrorism?
53. How do you see the project taking due consideration of gender equality, the role of women in counterterrorism as well as in terrorism and violent extremism conducive to terrorism?
54. Has 'leaving no one behind' been considered in the activities? How?
55. Has the project had an effect on the rights of victims, witnesses and/or offenders associated with terrorism?

X. Good practices and lessons learned

56. Could you please identify good practices that emerged from implementation that could be replicated to improve performance, results and effectiveness of similar projects?
57. Could you point out any specific part in the project that needs a profound re-thinking?
58. What are the main lessons learned of the GLOR35 segments?

XI. Recommendations

59. Do you have any recommendations for TPB?

INTERVIEW GUIDE: BENEFICIARIES

<i>Interviewee name</i>	
<i>Function / title</i>	
<i>Organisation</i>	
<i>Country</i>	
<i>Level/type of engagement with GLOR35 (give donor/title segment)</i>	
<i>Date of interview</i>	
<i>Key areas to probe with the interviewee (completed before the interview)</i>	
<i>Area(s) of specialisation of the respondent, incl. CT/CVE</i>	
<i>Key conclusions (completed after the interview)</i>	

Questions will be prioritized per interview and the guide will be further tailored to the respondent's profile, background and relationship with GLOR35

I. Relevance

60. How did you come to participate in the GLOR35 activities?
61. To what extent were the activities of the project(s) you were involved in relevant to your work? If you know them, were they relevant to the mandated areas of UNODC? And at this point in time? And to your government? Why?
62. Which substance areas and which forms of support areas do you deem to be of particular importance? What is missing?
63. Was UNODC's technical assistance responsive to your needs? If you are familiar with it, can you describe the process of collaboration between UNODC and the institution you represent – were you involved in the planning / design / feedback aspects of the activities?

II. Coherence

64. How coherent were the activities/project(s) you were involved in with similar or other activities of UNODC and/or other organizations?
65. To what extent have the activities and outputs benefited from the expertise of and cooperation with other relevant international organizations and non-governmental organizations? Please give examples, if available.

III.A. Efficiency

66. Have activities been delivered on time and produced the planned results? Please explain your assessment. Which sub-projects/activities were most successful in this respect?
67. How would you rate the overall performance of the project parts that you were involved in on a scale of 1 to 10? Please explain your assessment.
68. What were challenges, if any, and how have these been addressed and by whom?

III.B Efficiency – Covid-19 challenges

69. How is the Covid-19 pandemic affecting your work and the activities of the GLOR35 activities that you were/are involved in? How has TPB dealt with these sudden challenges? What was done well? What could have been done better?
70. What are the strengths and weaknesses in TPB's online tools to compensate for the disruption to work caused by the pandemic?

IV. Effectiveness

71. What has been the most effective part and aspect of the activities you were involved in?
72. Have there been any areas that you consider to be most effective? And areas that you consider less effective? Please explain.

V. Impact

73. How would you measure impact? Have the activities contributed to the objective 'A functional criminal justice regime against terrorism that is effective and is implemented by States in accordance with the rule of law' in the period 2016-2020?
74. Has the project your Government funded contributed to enhancing the national capacity to respond (detect, investigate, prosecute, adjudicate) to terrorism (and VE)? [Please explain]. Do you feel that the activities have affected the terrorism / radicalization threat in any way?
75. To what extent have the activities you are familiar with contributed, or are likely to contribute, to long-term impact and/or intermediate results (directly or indirectly, or unintended) for its beneficiaries, target groups, policies, communities involved, and institutions related to the Global Project?

VIII. Sustainability

76. To what extent are the results generated through the activities likely to be sustained and applied? What do you consider to be major challenges or risks in sustaining results?
77. How do you see sustainability of funding? Will your government be able to continue supporting these activities?
78. How do you see the evolution of the terrorist and violent extremism threat affecting sustainability? Do you see a need for adaptation to this threat? Do you consider that developments globally or locally during 2020 might affect how this topic – and technical assistance related to it – might evolve, including funding? If yes, why? How?

IX. Human rights and gender

79. How have the activities been responsive to the need to address and mainstream human rights into counter-terrorism?
80. How do you see the project taking due consideration of gender equality, the role of women in counterterrorism as well as in terrorism and violent extremism conducive to terrorism?
81. Has 'leaving no one behind' been considered in the activities? How?
82. Has the project had an effect on the rights of victims, witnesses and/or offenders associated with terrorism?

X. Good practices and lessons learned

83. Could you please identify good practices that emerged from implementation that could be replicated to improve performance, results and effectiveness of similar projects?
84. Could you point out any specific part in the project that needs a profound re-thinking?
85. What are the main lessons learned of these project activities?

XI. Recommendations

1. Do you have any recommendations for TPB?

INTERVIEW GUIDE: UNODC STAFF

<i>Interviewee name</i>	
<i>Function / title</i>	
<i>Organisation</i>	
<i>Duty station</i>	
<i>Level/type of engagement with GLOR35</i>	
<i>Date of interview</i>	
<i>Key areas to probe with the interviewee (completed before the interview)</i>	
<i>Area(s) of specialisation of the respondent</i>	
<i>Key conclusions (completed after the interview)</i>	

Questions will be prioritized per interview and the guide will be further tailored to the respondent's profile, background and relationship with the Global Project 'Strengthening the legal regime against terrorism' (GLOR35)

I. Relevance

86. To what extent were the outputs, outcomes and objectives of the projects you were involved in relevant to the mandated areas of UNODC? What are the strengths of the technical assistance in terrorism prevention provided under GLOR35? What are the weaknesses and/or gaps in technical assistance provided under this GP? To what extent did the activities you were involved in contribute to addressing gaps in global technical assistance? How have those activities supported Member States in strengthening their criminal justice responses to terrorism? Explain.
87. To what extent has GLOR35 responded to Member States' priority needs in terrorism prevention? How could this be further improved? Which substance areas and which forms of support areas you deem to be of particular importance?
88. What thematic and/or geographic areas do you suggest need further strengthening for the delivery of terrorism prevention support to Member States? Why? Please be as specific and concrete as possible.
89. What is your assessment of the design of GLOR35 (a. logframe; b. in practice)? What is the main function of GLOR35? What are the strengths and weaknesses of the design of GLOR35?

II. Coherence

90. Has GLOR35 been coordinated with other UNODC programs and projects in Headquarters and the field? Please explain. What has worked well? Has there been duplication of efforts? Could this have been avoided? How?

91. To what extent have the activities and outputs benefited from the expertise of and cooperation with other relevant international organizations and non-governmental organizations?
92. Have GLOR35 activities been coordinated with other UN entities? Has there been duplication of efforts? Please provide detail and explain if and how this could have been avoided.
93. What is UNODC's position in the current global UN CT architecture? Have these developments supported TPB's work, and the work under GLOR35? What is the added value of UNODC/TPB/GLOR35?

III.A. Efficiency

94. Please assess the overall performance of the project/segment(s) (including timeliness, quality inputs/outputs, staffing). Explain.
95. Please assess the process of collaboration / coordination with donors, including communication and reporting. Explain.
96. What worked well and what were challenges, if any, and how have they been addressed by project management?

III.B. Covid-19 challenges

97. How is the pandemic affecting your work and the activities of GLOR35 / your project? What challenges did you face, and how have these been solved? What were the opportunities?
98. What are the strengths and weaknesses of TPB's online tools to compensate for the consequences of the pandemic?

IV. Effectiveness

99. Has GLOR35 been effective to advance the goals of the project? Please explain for relevant outcome areas.
100. In which areas has GLOR35 been most effective? In which areas has GLOR35 been less effective? Explain.

V. Impact

101. How would you measure impact? How has the project contributed to the objective 'A functional criminal justice regime against terrorism that is effective and is implemented by States in accordance with the rule of law' in the period 2016-2020?
102. Do you consider that the GP's activities and results have contributed to strengthening legislative frameworks and/or criminal justice systems to support more effective responses to terrorism?
103. To what extent have the activities you are familiar with contributed, or are likely to contribute, to long-term impact and/or intermediate results (directly or indirectly, or unintended) for its beneficiaries, target groups, policies, communities involved, and institutions related to the Global Project?

VIII. Sustainability

104. To what extent are the results generated through the activities likely to be sustained long term? How could this be further improved? What do you consider to be major challenges or risks in sustaining results?
105. How do you see sustainability of funding?

106. How do you see the evolution of the terrorist and violent extremism threat affecting sustainability? Do you feel developments globally or locally during 2020 might affect how this topic – and technical assistance related to it – might evolve, including funding? If yes, why? How?

IX. Human rights and gender

107. How do you perceive that the activities been responsive to the need to address and mainstream human rights into counter-terrorism?

108. How do you see the project taking due consideration of gender equality, the role of women in counterterrorism as well as in terrorism and violent extremism?

109. Has 'leaving no one behind' been considered in the activities? How?

110. Has the project had an effect on the rights of victims, witnesses and/or offenders associated with terrorism?

X. Good practices and lessons learned

111. Could you please identify good practices that emerged from project implementation that could be replicated to improve performance, results and effectiveness of similar projects and projects?

112. Could you point out any specific part of GLOR35 that needs a profound re-thinking?

113. What were the main lessons learned of GLOR35?

XI. Recommendations

114. Do you have any recommendations for TPB? And for UNODC?

ANNEX III: DESK REVIEW LIST

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Total number of external documents reviewed: 49

ANNEX IV: STAKEHOLDERS CONTACTED DURING THE EVALUATION

The below stakeholders are anonymized, though represent stakeholders across regions consulted through key informant interviews and focus group discussions.

Consultations

Stakeholder type	# consulted	Gender			
TPB HQ	21	Male	9	Female	12
UNODC HQ- other	13	Male		Female	6
UNODC field	36	Male	21	Female	15
Donors	7	Male	4	Female	3
Partners	13	Male	5	Female	8
Beneficiaries	6	Male	6	Female	0
	96		52		44

Surveys

Stakeholder type	# response	Gender							
UNODC staff	82	Male	34	Female	44	Prefer not to say	4	NA	0
Donors	17	Male	10	Female	4	Prefer not to say	2	NA	1
Training - participants	22	Male	14	Female	7	Prefer not to say	1	NA	0
EGM - participants	118	Male	79	Female	36	Prefer not to say	3	NA	0
	239		137		91		10		1

ANNEX V: UNODC COUNTER-TERRORISM PROJECTS, AND PROJECTS WITH COUNTER-TERRORISM COMPONENTS

Project number	Project name	Scope project	Managing division/office
Stand-alone terrorism prevention projects			
GLO35	Strengthening the legal regime against terrorism	Global	TPB, Division of Treaty Affairs (DTA), UNODC Headquarters
XAPX09	Regional Programme South-East Asia: Sub-Programme 3 Terrorism Prevention	Regional	Regional Office South East Asia and the Pacific (ROSEAP)
XEAW12	Terrorism Prevention in Eastern Africa	Regional	Regional Office East Africa (ROEA)
PAKW20	Support to Pakistan's Action to Counter Terrorism (PACT)	National	Country Office Pakistan (COPAK)
Projects with terrorism prevention components			
XAPX37	Sub-programme on Counter-Terrorism: East and South East Partnership on Criminal Justice Responses to Terrorism	Regional	Regional Office South East Asia (ROSEA)
XAMZ17	Strengthening criminal justice systems in the Sahel in order to effectively combat drug trafficking, illicit trafficking, organised crime, terrorism and corruption in the region	Regional	Regional Office West and Central Africa (ROWCA)
XMU50	GCTF working group on CT	Global	Please add
GLOU40	Global Programme against Money-Laundering, Proceeds of Crime and the Financing of Terrorism	Global	Cybercrime and Anti –Money Laundering Section (CMLS), DTA, UNODC Headquarters
GLOZ43	Global Programme to End Violence against Children in the field of crime prevention and criminal justice	Global	Justice Section (JS), Department of Operations (DO), UNODC Headquarters
GLOZ85	Global Prison Challenges Programme	Global	JS, DO, UNODC Headquarters
GLOZ82	Implementation of the Doha Declaration	Global	JS, DO, UNODC Headquarters
YEMX24	Strengthening the legal regime against terrorism in Yemen	National	TPB