



EVALUATION BRIEF

INDEPENDENT MID-TERM JOINT EVALUATION

UNITED NATIONS COUNTERING TERRORIST TRAVEL PROGRAMME

Descriptive Information

Region: Global

Duration: January 2019 to October 2022

Funding Partners: Australia, European Union, Germany, Hungary, India, Japan, The Netherlands, Qatar, and the United States

Implementing partners: CTED, ICAO, INTERPOL, IOM, OICT, and UNODC

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Full report: <https://www.un.org/counterterrorism/publications>

Background and Context

The United Nations Security Council adopted three key resolutions 2178 (2014), 2396 (2017), and 2482 (2019) related to the collection of passenger data to prevent and counter terrorism. On 1 January 2019, the United Nations Office of Counter-Terrorism (UNOCT) launched the global United Nations Countering Terrorist Travel Programme (CTTP). The CTTP envisaged capacity-building support to Member States to enable them to develop Passenger Information Units (PIUs) within which Advance Passenger Information (API) and Passenger Name Record (PNR) data could be legally housed and analysed. This was to be achieved by offering support under four key pillars: 1) provision of legislative assistance; 2) operational enhancement through building PIUs and other capacity-building support; 3) transport industry support through carrier engagement; and 4) technical support and expertise in software solutions. Each pillar was to be led by an Implementing Partner (IP) or Partners, with the UNOCT CTTP Programme Management Team (PMT) providing overall coordination.

Key Findings

The CTTP is fully **relevant** at the strategic level of the UN. As more Member States request its support, the programme will have to ensure Member States relevance is continuously identified, assessed, and addressed. The programme delivers well in meeting the technical and structural requirements for **coherent cooperation and collaboration** between the implementing partners and has been identified as an excellent example of the 'One-UN' approach. The programme uses its resources in a broadly **efficient** manner and there are

efficiency dividends from having CTTTP staff embedded in UN and non-UN agencies alike. The **effectiveness** of the programme in making progress toward the establishment of PIUs is progressing well, even allowing for the challenges posed by COVID-19. The CTTTP **sustainability** strategy relies heavily on creating a functioning PIU which then relies on the beneficiary Member States adhering to the PIU resource commitments it makes when partnering with the CTTTP. **Impact** has not been properly addressed in the intervention logic of the CTTTP, however, in making progress toward establishing a PIU, some positive signs of impact have been identified, such as improved networking between national agencies. **Human rights and gender** (HRGE) have been nested in programme activities yet how to fully integrate gender into CTTTP work remains a challenge.

Key Lessons

There has been relatively little engagement with Civil Society Organizations (CSOs), private sector or academia in this programme. Properly capturing those perspectives within programme design and activities will provide opportunities to benefit from this wider pool of knowledge and expertise, especially from a human rights and gender viewpoint. Efficiency stems not only from programme engagement with other stakeholders, but also from within the programme itself and its own functions. Reducing over burdensome reporting regimes improves efficiency. A fully developed theory of change helps ensure the implementation of programme activities has a direction and purpose that is consistent with the programme's objectives and intended impact. Limited capacity to provide guidance and support on HRGE considerations within programming activity creates an environment where it can slip down the priority list. HRGE should be 'designed in' from the start of any programme.



Good Practices

The CTTTP programme is highly relevant. The alignment of the programme interventions with the country's needs makes it easier to engage governments and local stakeholders. Due to its relevance the programme has been effective at maintaining a coherent environment necessary for the implementation of programme activities and outputs. The roadmaps have been established as per the requirements of specific Member States making implementation of programme outputs and activities easier to achieve. A comprehensive / One-UN approach used for this programme has been effective for inter and intra- agency collaboration and has provided positive advocacy for the UN. The availability of an 'off-the-shelf' software solution along with technical support has proven to be an attractive component of the programme.

Methodology

This joint evaluation was managed by UNOCT's Evaluation and Compliance Unit and UNODC's Independent Evaluation Section. The evaluation followed a mixed-methods approach as well as gender-responsive evaluation methodology, in line with United Nations Evaluation Group (UNEG) and UNODC norms and standards, guidelines, and requirements. The evaluation used purposive sampling. A preliminary desk review was undertaken, and an Inception Report created to identify information gaps and design data collection instruments to fill those gaps. Semi-structured, telephone interviews were conducted, a Most Significant Change (MSC) narration was completed, activities were observed, (five-day training course and PMT meeting), country comparisons were undertaken, and an online survey was distributed.

Recipient: Programme Management Team, Countering Terrorist Travel Programme, United Nations Office of Counter-Terrorism (UNOCT)

RECOMMENDATIONS

- 1. Theory of Change :** Develop a full Theory of Change (ToC).
- 2. Efficiency:** Examine two key aspects to improve efficiency namely, i) reporting mechanisms, and ii) processes and procedures between UNOCT PMT Budapest and UNOCT and the Executive Office (EO) New York.
- 3. Effectiveness:** Develop an appropriate Monitoring, Evaluation, and Learning (MEL) methodology, and a programme risk register.
- 4. Gender mainstreaming collaboration:** Improve the understanding regarding effective gender mainstreaming and equity, by reviewing the policies and guidelines of UNOCT and Implementing Partners, together with their gender focal points, as needed, to identify approaches and practices that could be applied to the programme.
- 5. Human rights capacity building:** Increase focus on human rights, scenario-based capacity building through a standalone module within the current CTPP training approach.
- 6. Funding Partners:** Convene a meeting with all funding partners to discuss mutual issues such as priorities, funding, and reporting requirements.

