



EVALUATION BRIEF

Independent Final Programme Evaluation

Border Security and Management (BSM) Programme

Descriptive Information

Region: Global

Programme Duration: January 2017 to September 2023

Funding Partners: Italy, Japan, the Kingdom of Saudi Arabia, the Republic of Korea, the People's Republic of China, and the United Arab Emirates.

Total Approved Budget: \$ 8,316,135.50

Total Released Budget: \$ 6,660,024.44

Primary Implementor: UNCCT/CT Section/BSM Programme

Evaluation Expert: Mr. Peter Allan

Substantive Expert: Mr. Karim Labib

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

Background and Context

The initiation of the 'Strengthening Member State Capacities in the Area of Border Security and Management to Counter Terrorism and Stem the Flow of Foreign Terrorist Fighters (BSM Programme)' was based on analysis of border security gaps in the context of Counter-Terrorism (CT) that were identified through previous and existing UNCCT projects, such as the UNCCT-Global Counterterrorism Forum (GCTF) Border Security Initiative, the project on Raising Awareness and Building Capacity on Advance Passenger Information (API), as well as projects relating to border security and management that were being implemented globally by other UN entities, Member States and international and regional organizations. The UN Counter-Terrorism Committee Executive Directorate (CTED) were also involved in the development process. The goal of the Programme was to 'contribute to the capacity of Member States, at the national, subregional, and regional levels, to prevent cross-border movement of terrorists and stem the flow of FTFs through improved border security and management strategies'.

Key Findings

The BSM Programme is relevant at the strategic level of the UN aligning with UN SDGs No.5 and No.16 as well as remaining relevant at individual, organizational, national, regional, and global levels. The BSM Programme demonstrates coherence with Member State-specific interventions in border security. It is particularly adept at customizing training materials to suit the unique environmental and operational needs of various countries. The Programme has committed leadership and coordination across relevant entities resulting in a generally effective Programme. However, strategic effectiveness is hampered by the lack of a well elaborated Theory of Change allowing reactive, ad-hoc programming to flourish. The BSM Programme demonstrates efficiency in both its activities and outputs, particularly in the delivery of training content. Yet it has suffered from a reduction in human resources over time. The lack of a robust monitoring, evaluation, and learning system makes the identification of where resources can be utilised most efficiently challenging. There is no concrete evidence that the BSM programme has led directly to a reduction in the flow of FTFs across borders. However, the programme has had a positive impact on the generally recognized vehicles and approaches required to successfully tackle this phenomenon. The BSM Programme exhibits some indicators of sustainability, as reflected in the skills and knowledge imparted to stakeholders, particularly through the workshops and the 'training of trainers' approach. The

BSM Programme has made progress in incorporating human rights and gender issues into its activities. However, challenges persist in the depth and consistency of mainstreaming these considerations along with those related to social inclusion which have been broadly absent from programming.

Key Lessons

The Programme's integration with various United Nations entities and Member States underscores the importance of synergy and a unified approach to counter-terrorism. The relationship between the BSM Programme and the Countering Terrorist Travel Programme (CTTP) is crucial in ensuring both Programmes can leverage their comparative advantages to the benefit of all parties and stakeholders. The BSM Programme's alignment with the UN Global Counter-Terrorism Strategy emphasizes the importance of meeting global security standards and understanding the complexities of counter-terrorism. This includes an attempt to understand how human rights, gender issues, and social inclusion considerations should be addressed throughout the Programme. Given there are finite resources the Programme needs to remain strategically focused on key thematic and geographical areas through a well elaborated Theory of Change.



Recommendations

1. Any new BSM Programme **collaborates with the CTTP** to define areas of responsibility, demarcation lines, and collaborative efforts.
2. Develop a **Theory of Change** to help achieve programmatic strategic focus.
3. Implement appropriate **Monitoring, Evaluation, and Learning (MEL)** systems.
4. Prioritise the allocation of resources to support and implement **human rights, gender equality, and social inclusion** strategies.
5. Formalise **platforms and procedures** to foster/enhance inter-agency cooperation.
6. Ensure programming is in line with human rights and gender equality international **norms and standards**.
7. Provide **sustainable** capacity building activities.
8. Create **strategic partnerships** at both regional and international levels.

Methodology

This evaluation was managed by the BSM Programme Team with the guidance and support of the Evaluation and Compliance Unit in the Office of the Under-Secretary-General (OUSG) of the United Nations Office of Counter-Terrorism (UNOCT). The evaluation process followed the standards and guidance provided in the UNOCT Evaluation Policy and Evaluation Handbook as well as United Nations Evaluation Group (UNEG) Norms & Standards. The evaluation followed a mixed-methods methodology including 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, online and telephone interviews were conducted, a Most Significant Change (MSC) narration was completed, country comparisons of Burkina Faso, Ghana, Jordan, and Kenya undertaken, an enhanced document review instigated, and an online survey distributed.