UNITED NATIONS
OFFICE OF COUNTER-TERRORISM
UN Counter-Terrorism Centre (UNCCT)

Border Security and Management Programme

UNCCT 2017-68 BSM Programme

Independent Final
Evaluation
Final Report

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This independent evaluation report was prepared by an evaluation team consisting of Mr. Peter Allan and Mr. Karim Labib.

The Evaluation and Compliance Unit (ECU) of the United Nations Office of Counter-Terrorism (UNOCT) provides guidelines and templates to be used in evaluation processes.

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Disclaimer

The views expressed in this independent evaluation report are those of the evaluation team. They do not represent those of UNOCT or of any of the institutions or Member States referred to in the report. All errors and omissions remain the responsibility of the evaluation team.

This publication has not been professionally edited.

Contents

ABBREVIATIONS and ACRONYMS

API	Advanced Passenger Information
AU	African Union
AUBGS	African Union Strategy for Integrated Border Governance
BMLE	Border Management and Law Enforcement
BSM	Border Security and Management
CARICOM	The Caribbean Community and Common Market
CBRN	Chemical, Biological, Radiological, Nuclear (Material/agent)
CSO	Civil Society Organisation
CFT	Counter Financing Terrorism
CT	Counter-Terrorism
CTED	UN Counter-Terrorism Committee Executive Directorate
CTTP	Countering Terrorist Travel Programme
ERG	Evaluation Reference Group
FTF	Foreign Terrorist Fighter
GCTF	Global Counter-Terrorism Forum
GESI	Gender Equality and Social Inclusion
HR	Human Rights
IATA	International Air Transport Association
IBSM	Integrated Border Stability Mechanism
ICAO	International Civil Aviation Organization
IMO	International Maritime Organization
INTERPOL	International Criminal Police Organization
IO	International Organisation
IOM	International Organization for Migration
ISS	Institute for Security Studies
JPO	Junior Professional Officer
KII	Key Informant Interview
NAP	National Action Plan
NATO COE-DAT	North Atlantic Treaty Organization (Centre of Excellence Defence Against Terrorism)
NAUSS	Naif Arab University for Security Science
NGO	Non-Governmental Organisation
OHCHR	the United Nations High Commissioner for Human Rights
OSCE	Organization for Security and Cooperation in Europe
PMT	Programme Management Team
PNR	Passenger Name Record
RO	Regional Organisation
SDG	Sustainable Development Goal
SME	Subject Matter Expert
SPRF	Strategic Plan and Results Framework
TOC	Transnational Organized Crime
TOR	Terms of Reference
UNICRI	United Nations Interregional Crime and Justice Research Institute

UNCCT	United Nations Counter-Terrorism Centre
UNGCT	United Nations Global Counter-Terrorism Strategy
UNOCT	United Nations Office of Counter Terrorism
UNODA	United Nations Office for Disarmament Affairs
UNODC	United Nations Office on Drugs and Crime
UNRCCA	United Nations Regional Centre for Preventive Diplomacy for Central Asia
USG	Under- Secretary-General
WCO	World Customs Organization
WMD	Weapon of Mass Destruction

MANAGEMENT RESPONSE

Title of Evaluation	Border Security and Management Programme
Date of Final Report	17 April 2024
Type of Evaluation	Independent Programme Evaluation
Responsible Unit	UNOCT/UNCCT/CTS/BSM Unit
Prepared by (name, position)/date	Ulrik Ahnfeldt-Mollerup, Chief, UNCCT/CTS
Cleared by (name, position)/date	Mauro Miedico, Director, UNCCT
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Introduction

The United Nations Office of Counter-Terrorism and its UN Counter-Terrorism Centre wishes to thank the independent evaluators for their comprehensive efforts in evaluating the Border Security and Management Programme (the BSM Programme) – a flagship engagement for UNOCT. The evaluation provides a useful assessment of the impact of the BSM Programme, pointing to the considerable success achieved since its launch. The evaluation also provides useful assessments of issues that could have been better addressed, including in terms of monitoring and evaluation, and provides recommendations that will help shape the continued development of UNOCT support to Member States on BSM issues. The evaluation will help inform the formulation of a new BSM Programme to be launched later in 2024.

UNOCT is broadly in agreement with the recommendations made and has already taken steps to implement a number of the recommendations. As detailed in this management response, other recommendations will be implemented in the foreseeable future, including as funding becomes available.

UNOCT is also grateful to the many funding partners that have made the success of the BSM Programme a reality. These include the Kingdom of Saudi Arabia, Germany, Italy, Japan, the Republic of Korea, United Arab Emirates, United Nations Peace and Development Fund, and the United States of America.

> Evaluation Recommendation #1:[1] The BSM programme and the Countering Terrorist Travel Programme.
> The BSM programme and the CTTP are aligned in their mission to strengthen global security measures against terrorism and related threats. While they share common ground and benefit from mutual cooperation, it is recommended that each programme maintains its independent structure and management. This ensures that while both programmes benefit from each other's strengths, they also preserve the focused leadership and specialized operational integrity necessary for their respective success. It is encouraged that any new BSM Programme collaborates with the CTTP to define areas of responsibility, demarcation lines, and collaborative efforts This should cover i.a.
> i) Collaborative Synergies with Distinct Governance arrangements
> ii) Complementary Data Sharing with Autonomous Operations
> iii) Independent Capacity Building with Shared Expertise
> iv) Collaborative Yet Sovereign International Cooperation
> v) Joint Commitment to Standards with Separate Compliance Mechanisms
> vi) Technological Synergy with Distinct Management

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[1] Recommendations are included in abbreviated form for ease of reading. Reference is made to the evaluation report for the full language.

Accepted? (Yes/Partial/No)	Yes	Rationale (if Partial or No):		
Evaluator Priority (H/L/M)	Evaluator Timeframe (S/M/L)	Target Implementation Date	Responsible Individual	Completion Date
High	6 months	1 August 2024	Rocco Messina Christine Bradley	

			Tracking	
Key Actions			Status (no action, initiated, completed, no due date)	Comments
1.1 Continue monthly meetings between CTTP and BSM Unit, with development of a formalized cooperation platform on MS Teams to streamline shared notes, meeting summaries, action points, shared intelligence, and analytical findings.			Ongoing Platform by 1 August 2024	
1.2 Ensure further clarity on distinct roles and operational structures of the programmes, as well as their synergies are reflected in the new BSM Programme to be developed.			By 1 August 2024	CTTP will consider similar changes to its programme documentation in due course, noting that the CTTP was very recently extended, and a further revision is therefore not expected in the short- to medium term.
1.3 Continue to co-develop training materials and share expertise.			Ongoing	BSM Unit is engaging CTTP on current ToT, as it relates to API/PNR. CTTP is engaging with the BSM Unit on ongoing work relating to Data Privacy materials.
1.4 Enhance coordination on strategic engagements with international partners and key Member States.			Ongoing	This will be advanced *inter alia* through the use of the platform to be developed as per 1.1.
1.5 The BSM Unit will continue to ensure that Member States are directed to CTTP on issues relating to API/PNR, including for the use of goTravel, as relevant. Likewise, CTTP will continue to direct Member States to the BSM Programme on broader BSM issues, as relevant.			Ongoing	It is noted that this is already taking place, e.g., when including language relating to API/PNR in the development of Good Practices or in the support to Member States on BSM strategy development.
1.6. Jointly develop and fundraise future engagements on the responsible use of biometrics as it applies to the respective programmes and taking into account human rights and gender considerations (see also recommendation 4, below).			Ongoing 1 August 2024	

Evaluation Recommendation #2: Theory of Change. The BSM Programme never developed a Theory of Change (TOC). The Border Security and Management context has changed with respect to the geopolitical landscape and the threat from counter-terrorism and FTF since the BSM Programme's inception in 2018. Any new BSM Programme should construct a TOC. This should include i.a.		
i) Understanding success		
ii) Achieving success		
iii) Geographical focus		
iv) Thematic focus		
v) Activity delivery		
vi) Partnership development		

Accepted? (Yes/Partial/No)	Yes	Rationale (if Partial or No): While the recommendation is accepted, it is the management view that as regards 'iii) Geographical focus' there is a continued need to maintain the BSM Programme as a global programme. That said, geographical focus will be prioritized for the majority of sustained engagements.

Evaluator Priority (H/L/M)	Evaluator Timeframe (S/M/L)	Target Implementation Date	Responsible Individual	Completion Date
High	3 months after submission to PRB	1 August 2024	Rocco Messina (PMU support)	

Key Actions	Tracking	
	Status (no action, initiated, completed, no due date)	Comments
2.1 Prepare a concept note for the new BSM Programme with a clear TOC with the recommended elements and submit to PRB.	Initiated	

2.2 The above concept note will effectively mainstream HRG, including through:
    a. Detailing rights-bearers/duty-holders and relevant considerations per IHRL;
    b. Outlining basic elements per gender analysis relevant to TOC (impacted groups/inclusivity measures et al);
    c. Ensuring cooperation with HRGS; and
    d. Ensuing collaboration with long-standing partners such as OHCHR, UN Women and IOM.		

2.3. Following PRB consideration, prepare prodoc with TOC HRG mainstreaming language specific to TOC, as per 2.2.		

Evaluation Recommendation #3: Enhanced Monitoring and Reporting Systems. The BSM Programme should establish enhanced monitoring and reporting systems that are detailed and efficient, focusing on assessing the impact of the programme. This system should be designed to measure outcomes, ensure effective resource allocation, and include human rights and gender in its scope. The key elements of this recommendation are:
i) Implementation of Robust Outcome Metrics
ii) Allocation Tracking Mechanism
iii) Inclusive Monitoring Strategies
iv) Regular Reporting Schedule
v) Responsibility Assignment

Accepted? (Yes/Partial/No)	Yes	Rationale (if Partial or No):		
Evaluator Priority (H/L/M)	Evaluator Timeframe (S/M/L)	Target Implementation Date	Responsible Individual	Completion Date
High	3-9 months	1 January 2025	Rocco Messina with PMU, ECU, HRGS and RMDRS support	
Key Actions			Tracking	
			Status (no action, initiated, completed, no due date)	Comments
3.1 In designing the new BSM Programme, ensure that outcomes are clearly defined and measurable.				
3.2 Develop effective M&E plan for the new BSM Programme, including inclusivity metrics and designation of roles and responsibilities.				In developing, the BSM Unit will benefit from lesson learned in the development of the PCVE MEL toolkit.
3.3 Ensure funding for M&E is included in each project or programme funding proposal, incl. for dedicated GS staff to track both indicators and resource allocation, and report on both, including through IPMR and Umoja BI access.				

Evaluation Recommendation #4: Resource Allocation for Human Rights and Gender. The BSM Programme must prioritize the allocation of resources to support human rights and gender, ensuring alignment with international human rights norms and standards including gender equality, and social inclusion strategies. To effectively execute this recommendation, the following actions should be taken:
i) Targeted Resource Distribution
ii) Alignment with Inclusion Strategies
iii) Budgetary body engagement
iv) Strategic Planning Integration
v) Timely Implementation
vi) Continuous Evaluation

Accepted? (Yes/Partial/No)	Yes	Rationale (if Partial or No): While the recommendation is accepted, the implementation will be subject to availability of funding and thus partner focus on this particular aspect		
Evaluator Priority (H/L/M)	Evaluator Timeframe (S/M/L)	Target Implementation Date	Responsible Individual	Completion Date
High	2025 [next financial cycle]	2025	Rocco Messina, with HRGS and RMDRS	
Key Actions			Tracking	
			Status (no action, initiated, completed, no due date)	Comments
4.1 The RM Action Plan for BSM will be updated to include specific target partners and related funding		1 July 2025		

requests for HRG, including required expertise and development of dedicated tools, etc. The BSM Unit will work with RMDRS and HRGS in this regard, including to review on a regular basis.		
4.2 The new BSM Programme will include specific costs for HRG, including, but not limited to, costing for a P3 HRG Officer to support implementation of BSM activities. The Programme will also include a plan for targeted distribution of resources to relevant programme partners, incl. for CSO engagement.	1 August 2025	It is understood that 'targeted distribution of resources will include costs for the continued engagement of partners such OHCHR and UNWOMEN in BSM activities, e.g. payment of travel costs.
4.3 The BSM Unit, RMDRS and HRGS will monitor progress against this recommendation.	Continuous	

Evaluation Recommendation #5: Formalised Process and Procedure: To heighten the BSM Programme's effectiveness in cross-border security management, it is essential to develop formalized platforms and processes that foster inter-agency communication and collaboration. The strategic approach should include:
i) Establishment of Communication Platforms
ii) Formalization of Collaboration Processes
iii) Inter-Agency Agreements
iv) Joint Operations Framework
v) Evaluation and Adaptation Mechanisms

Accepted? (Yes/Partial/No)	Partially	Rationale (if Partial or No): A formalized platform that fosters inter-agency communication and collaboration already exists qua the Compact WG on BMLE and the CT Coordination Platform. It would be important not to duplicate these effective tools. At the regional level, the establishment of the IBSM for West Africa is another formalized platform which should not be duplicated. Also, MoUs have been developed with a number of partner entities, incl. IOM, IGAD, IBMATA, although there is a sense of 'MoU fatigue' with a wish to focus on actual cooperation. That said, further efforts could and will be made by the BSM Unit to leverage these tools.

Evaluator Priority (H/L/M)	Evaluator Timeframe (S/M/L)	Target Implementation Date	Responsible Individual	Completion Date
High	Initial rollout within 6 months	1 August 2025	Rocco Messina	

Key Actions		Tracking		
		Status (no action, initiated, completed, no due date)	Comments	
5.1 Assess how the CT Coordination Platform can be better leveraged in the BSM field and make recommendations to the Compact BMLE WG in this regard.				
5.2 In the new BSM Programme dedicate focus and resources to enhance coordination and collaboration, including through staffing resources and development of MOUs, as relevant.				

5.3 Assess whether the IBSM model can be expanded to other regions, and perhaps expand scope to also cover joint operations.		

Evaluation Recommendation #6: To ensure that the BSM Programme's design is in harmony with national priorities, and in compliance with international human rights norms and standards, as well as national and international commitments and standards on gender equality, the following steps are recommended:
i) Policy Analysis and Integration
ii) Collaboration with National Experts
iii) Human Rights and Gender Mainstreaming
iv) Framework Development for Policy Incorporation
v) Continuous Policy Update Mechanism

Accepted? (Yes/Partial/No)	Yes	Rationale (if Partial or No):		
Evaluator Priority (H/L/M)	Evaluator Timeframe (S/M/L)	Target Implementation Date	Responsible Individual	Completion Date
Medium	Commence immediately with full implementation within 12 months	2025	Rocco Messina and HRGS	

Key Actions		Tracking	
		Status (no action, initiated, completed, no due date)	Comments
6.1 Recommendations will be taken into account as part of the development of the new BSM Programme. In this regard, the BSM Unit will be able to leverage the Addendum to the GCTF Good Practices in BSM, currently under development, which focuses *inter alia* on HRG aspects, including through the engagement of national experts. The BSM Unit will also leverage other good practices developed by partners such as OHCHR, UN Women and IOM. The BSM Unit will consider CTED recommendations in terms of prioritization.		Ongoing	
6.2 The BSM Unit and HRGS will work closely with the implementation of the recommendation as it relates to the programme design.		By 1 August 2024	
6.3 The new BSM Programme will be subject to regular reviews, as determined by the PRB, and can be updated to reflect changes in national policies and strategies.		First review likely in 2026	HRG dedicated capacity can assist in ensuring mainstreaming of HRG in programme implementation review (mindful also of evolving national policies and strategies): linked to Rec. 3 above.

Evaluation Recommendation #7: To foster sustainable knowledge transfer and skill development within the BSM Programme, a robust expansion and strengthening of capacity-building initiatives are crucial,

with a special emphasis on 'train-the-trainer' programs. The action plan for this recommendation includes: i) Development of Comprehensive Trainer Curriculum ii) Partnership with Regional Training Centers iii) Engagement with Subject Matter Experts iv) Sustainable Knowledge Transfer Strategies v) Monitoring and Evaluation of Training Impact				
Accepted? (Yes/Partial/No)	Yes	Rationale (if Partial or No): It is noted that several of these actions are already being implemented		
Evaluator Priority (H/L/M)	Evaluator Timeframe (S/M/L)	Target Implementation Date	Responsible Individual	Completion Date
Medium	Develop material within 6 months and pilot and adjust within 12 months	Complete by March 2025	Rocco Messina	

Key Actions	Tracking	
	Status (no action, initiated, completed, no due date)	Comments
7.1 Finalize development of TOT under GCTF project, including with engagement of subject matter experts, as well as HRG experts.	Ongoing, complete TOT by September 2024	
7.2 Continue engagement with regional training centres, incl. OSCE Border College, NAUSS and UNOCT Rabat Centre, and explore other new partnerships, including to explore formalization of partnerships for certification.	Ongoing	It is noted that the BSM Unit is in the advisory board of the OSCE Border Management Staff College in Dushanbe. BSM Unit staff also serve as official trainers of IGAD, NAUSS and the IOM African Capacity Building Centre.
7.3 Ensure new BSM Programme reflects sustainable knowledge transfer and M&E of TOT and training.	1 August 2024	

Evaluation Recommendation #8: The BSM Programme should aim to establish and bolster strategic partnerships at both regional and international levels. These partnerships are pivotal for enhancing cooperation, facilitating information sharing, and promoting unified approaches to address border security challenges effectively. The specific actions recommended are: i) Formation of Strategic Alliances: ii) Information Sharing Protocols iii) Joint Operational Strategies iv) Engagement with UN Entities v) Cooperation with Regional Organizations				
Accepted? (Yes/Partial/No)	Yes	Rationale (if Partial or No):		
Evaluator Priority (H/L/M)	Evaluator Timeframe (S/M/L)	Target Implementation Date	Responsible Individual	Completion Date
Low	12 months	April 2025		

Key Actions	Tracking	
	Status (no action, initiated, completed, no due date)	Comments
8.1 The new BSM Programme will elaborate on these engagements as a means of delivery. It will build on the already existing strong partnerships with Compact entities, incl. OHCHR, UN Women and IOM, as well as regional organizations and partners, such as OSCE and NAUSS.		
8.2 The implementation of recommendation 5 will also advance this recommendation.		

1. EXECUTIVE SUMMARY

The Programme

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 Counter-Terrorism 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 Objectives

The BSM programme officially started in January 2019 with the overall goal to "*contribute to the ability of Member States to prevent cross-border movement of terrorists and stem the flow of Foreign Terrorist Fighters (FTFs) through improved border security and management strategies*"[2]. This goal was slightly amended in the 2021 programme revision 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*"[3].

The Evaluation

The evaluation **objectives** are:

  ➢ To assess the programme's design, relevance, effectiveness, efficiency, and sustainability through a review of all relevant documentation, completed programme activities and feedback received by the beneficiaries including from primary sources.
  ➢ To assess the programme's effectiveness in mainstreaming cross-cutting issues of gender and human rights into project activities, including an assessment of the extent to which stakeholders (both women and men) have participated in the various capacity building activities in an active and meaningful manner.
  ➢ Through a sound data collection and analysis methodology assess the strengths and weaknesses within the programme design and implementation, draw lessons and best practices and recommend improvements to inform redesigning of the BSM programme.
  ➢ To provide actionable recommendations for the re-design of the BSM programme.

The evaluation **purpose** is twofold, namely - accountability and learning and its **scope** will cover the period from 2017 to 2023 and will examine all outputs and outcomes of activities implemented across countries and regions including but not limited to; Burkina Faso, Mali, Niger, Ghana, Tanzania, Kenya, Mozambique, Sudan, Turkmenistan, Tajikistan, Thailand, Indonesia, Colombia, Paraguay, Uruguay, Costa Rica, as well as the broader regions of Eastern and Southern Europe, Northern, Western Sahel, Eastern, and Sub-Saharan

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[2] BSM Project Document 1.2, p.14 NB This document is noted as a project document. All subsequent documentation is referred to as programme documentation.
[3] Revised BSM Programme Document 2021, p.15

Africa, Southern Africa region, as well as Latin American and The Caribbean countries. The evaluation will also examine changes in the capacities of people trained or who have been exposed to programme activities and assess the internal capacity of UNOCT to support the programme operations. The results of this independent evaluation will help **programme managers, stakeholders, and funding partners** identify and understand overall progress made against the programme objectives, inform decisions regarding the redesigning of the programme, the timelines, and areas of focus, and whether the programme has achieved its overall goals.

Key Findings

RELEVANCE

The BSM Programme's relevance in countering global counter-terrorism through Border Security and Management is evidenced through its alignment with the key elements of the Global Counter-Terrorism Strategy (GCTS). It further reflects alignment with UN SDG No.16[4] and No.5[5] UN and the UNOCT Strategic Plan and Results Framework (SPRF). Positive feedback on programme activity quality and relevance to specific environments supports the GCTS's stance on effectively combating terrorism. The Programme's engagement with various national agencies and focus on legal frameworks and the rule of law also support the GCTS's goals of international coordination, standard setting, and developing a rule of law-based criminal justice system to combat terrorism. The Programme's activities addressing human rights, gender, and social inclusion reflect the GCTS's focus on protecting human rights in counter-terrorism efforts. Whilst the Programme did relatively well at its inception on addressing human rights, gender, and social inclusion there is more that can be done to emphasize the relevance of these issues in a Border Security environment.

The Programme remains relevant at individual, organizational, and national level. The activities are logically linked to intended outputs and outcomes, which aim to reach the Programme's overall objective. However, the lack of a coherent Theory of Change has led to the Programme spreading its already limited resources too finely with a sometimes ad-hoc approach to Programme implementation.

COHERENCE

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. This tailored approach ensures relevance and practicality, catering specifically to the challenges faced in different regions, especially in West Africa and the Sahel. The Programme is particularly coherent in its approach to fostering inter-agency cooperation, due in large part to the Programme Manager's knowledge in BS and his inter-personal skills. However, there are details to be addressed when delivering joint activities with implementing partners around leveraging comparative advantage. This encompasses harmonizing efforts with the Countering Terrorist Travel Programme (CTTP) to enhance synergies and efficiency.

The Programme broadly integrates human rights and gender issues into its training and workshops, aligning with the broader priorities of member states. This inclusion aims to enhance the effectiveness of border security interventions and ensure they are conducted with respect for human rights and gender equality, aligning with both local and international standards. There is limited engagement with national agencies and

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[4] SDG No.16 Peace, Justice, and string institutions.
[5] SDG No.5 To achieve gender quality and empower all women and girls

civil society organizations that specialize in human rights and gender issues when developing Programme activities.

EFFECTIVENESS

The BSM Programme aligns closely with the GCTS pillars, including the inclusion of training in human rights, gender issues, and border security management, essential for effectively countering terrorism while upholding human rights and the rule of law. The Programme has expended effort in attempting to integrate effective HR and Gender Equality and Social Inclusion (GESI) elements, but this can be improved by expanding the pool of knowledge and resources it utilises. The Programme's success is evident in inter-agency coordination, supporting the SPRF's strategic goals for unified counter-terrorism efforts. Feedback from stakeholders confirms the Programme's effectiveness in achieving many intended outcomes, particularly in enhancing border security and counter-terrorism capabilities, and in establishing robust inter-agency communication and collaboration.

Key to the Programme's success is facilitating factors like strong leadership and effective coordination across entities, with leadership pivotal in stakeholder engagement and management. However, overall effectiveness in achieving Programme objectives is hampered by a scope that is too wide and an ethos to help everyone, everywhere, all the time.

EFFICIENCY

The BSM Programme demonstrates efficiency in both its activities and outputs, particularly in the delivery of training content. The quality and relevance of training materials, as evidenced by the transfer of useful knowledge, highlight the Programme's efficient approach in delivering appropriate content. Additionally, the inclusion of essential topics such as human rights and gender in the training indicates a step toward efficient integration of these critical issues into the programme's activities. However, explicit insights into resource allocation for women and marginalized groups are lacking, due in part to poor Monitoring, Evaluation and Learning (MEL) systems.

Efficient coordination and leadership are key strengths of the Programme, marked by the ability of the Programme Manger to bring together various counter-terrorism and border security actors. Whilst this has been done efficiently, the Programme has suffered from a reduction in human resources. This, in turn, means key, evidenced-based, decisions on which activities to pursue, develop, and deliver must be taken to ensure the most efficient return on scarce resources.

IMPACT

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 programme has fostered a sense of community and collaborative spirit among participants from various agencies and regions, leading to improved cooperation and coordination at both operational and strategic levels on BSM. There is an indication that the programme is contributing to improved HR and GESI understanding although this is by no means uniform or complete.

SUSTAINABILITY

The BSM Programme exhibits some indications of sustainability, as reflected in the skills and knowledge imparted to stakeholders, particularly through the workshops and training of trainers approach, which has

the potential to create a multiplier effect for ongoing education and skill development. This approach, along with efforts in cross-border measures and policy unifications, suggests sustainable practices that can unify regional efforts and continue beyond the Programme's lifespan. Additionally, the potential expansion of the programme to support broader border security strategies, like that of the African Union, highlights the foundational work of the BSM as a basis for future development, reinforcing the potential for sustainable impact.

Key to the Programme's sustainability are the established systems and practices, such as communication platforms for inter-agency coordination and the implementation of effective training materials and best practices. These elements are likely to persist after the Programme concludes although their value diminishes over time if not kept up-to-date. The integration of human rights and gender perspectives into training and workshops has gone some way to help embed these crucial considerations into the practices of participating organizations, potentially influencing their long-term approaches. The Programme's success in forging collaborative networks and partnerships among various stakeholders, including international and regional entities, suggests that these connections will continue to facilitate collaboration and knowledge sharing post-programme. However, the long-term sustainability of these initiatives also hinges on factors like continued funding, commitment from participating organizations, and the evolving nature of counter-terrorism and border security challenges, necessitating potential ongoing support to maximize the program's enduring impact. These sustainability issues will be better dealt with at an Office level rather than a Programme level.

Human Rights, Gender Equality, Social Inclusion, and leaving no-one behind

The BSM Programme has made progress in incorporating human rights and gender issues into its training and activities, indicating a conscious effort to integrate these considerations into both the design and delivery phases. This inclusion suggests an opportunity for the Programme to embed these important topics in technical areas, such as biometrics. However, challenges persist in the depth and consistency of integrating these aspects, as indicated by feedback from various stakeholders. Particularly in a male-dominated field like border security, the challenge of embedding a gender perspective effectively was highlighted, with some courses lacking specific gender-focused content.

Regarding the consultation and involvement of target groups, the Programme received positive feedback for its focus on human rights and gender issues, including that the needs of women as well as marginalized and discriminated against individuals/groups[6] were considered. Although there is an awareness of gender issues within the Programme's scope, there seems to be room for improvement in actively involving women in security processes. The involvement of major organizations like the African Union and INTERPOL indicates engagement with diverse stakeholders who have their own HR and GESI perspectives. However, the extent of consultation and involvement with organizations working specifically on these issues, as well as with women and persons with disabilities, can be improved.

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[6] For the purpose of this evaluation, marginalized and discriminated against individuals and groups are understood as individuals or groups who are marginalized and discriminated against due to their status or situation (such as their belonging to ethnic, religious minorities, their sexual orientation, their social and economic origin or status, persons withdisabilities).

Conclusions

The BSM Programme aligns effectively with the Global Counter-Terrorism Strategy (GCTS), demonstrating significant relevance in global counter-terrorism efforts. Its strengths lie in delivering high-quality, relevant training tailored to specific environments, and in attempting to address crucial aspects such as human rights, gender issues and social inclusion. This alignment is further reinforced by the Programme's focus on legal frameworks, rule of law, and enhanced inter-agency communication, resonating with GCTS's objectives of international coordination and cooperation. However, further enhancement is needed in actively involving women and marginalized groups in security processes and in consistently integrating human rights and gender perspectives across all activities.

In terms of coherence and effectiveness, the Programme adeptly provided capacity building activities to meet the unique challenges of different regions. This approach not only ensures the relevance and practicality of the interventions but also looks to align with the broader priorities of member states. The Programme has successfully delivered many activities and whilst the direct impact upon deterring CT / FTF is unclear, the Programme has positively contributed to the vehicles that are recognised as deterring CT/FTFs cross-border travel. This has in large part been achieved efficiently, with past expert Programme Management Officers (PMOs) and limited resources through leveraging the strong inter-personal skills of the current Programme Manager, his subject matter expertise, and network of contacts.

The Programme suffered from the lack of a fully elaborated Theory of Change (TOC). This contributed to a Programme that – whilst effectively and efficiently delivering activities – lacked a strategic coherence to its overall approach. It over-reached geographically and thematically, delivering patch-work coverage. Any future BSM Programme will need a Theory of Change that addresses these critical issues, providing the necessary justification for the Programme to push back against funding partner, implementing partner, and Member State requests that do not fit within the agreed scope of programme objectives.

Recommendations

Recommendation No.1: The BSM programme and the Countering Terrorist Travel Programme. The BSM programme and the CTTP are aligned in their mission to strengthen global security measures against terrorism and related threats. While they share common ground and benefit from mutual cooperation, it is recommended that each program maintains its independent structure and management. This ensures that while both programmes benefit from each other's strengths, they also preserve the focused leadership and specialized operational integrity necessary for their respective success. It is encouraged that any new BSM Programme collaborates with the CTTP to define areas of responsibility, demarcation lines, and collaborative efforts. This should cover i.a. **i)** *Collaborative Synergies with Distinct Governance arrangements;* **ii)** *Complementary Data Sharing with Autonomous Operations;* **iii)** *Independent Capacity Building with Shared Expertise;* **iv)** *Collaborative Yet Sovereign International Cooperation;* **v)** *Joint Commitment to Standards with Separate Compliance Mechanisms,* and **vi)** *Technological Synergy with Distinct Management.*

Recommendation No.2: Theory of Change. The BSM Programme never developed a Theory of Change (TOC). The Border Security and Management context has changed with respect to the geopolitical landscape and the threat from counter-terrorism and FTF since the BSM Programme's inception in 2018. Any new BSM Programme should construct a TOC. This should include i.a. **i)** *Understanding success;* **ii)** *Achieving success;* **iii)** *Geographical focus;* **iv)** *Thematic focus;* **v)** *Activity delivery,* and **vi)** *Partnership development.*

Recommendation No. 3: Enhanced Monitoring and Reporting Systems. The BSM Programme should establish enhanced monitoring and reporting systems that are detailed and efficient, focusing on assessing the impact of the programme. This system should be designed to measure outcomes, ensure effective resource allocation, and include human rights and gender in its scope. The key elements of this recommendation are: **i)** *Implementation of Robust Outcome Metrics;* **ii)** *Allocation Tracking Mechanism;* **iii)** *Inclusive Monitoring Strategies;* **iv)** *Regular Reporting Schedule,* and **v)** *Responsibility Assignment*.

Recommendation No. 4: Resource Allocation for Human Rights and gender. The BSM Programme must prioritize the allocation of resources to support human rights and gender, ensuring alignment with international human rights norms and standards including gender equality, and social inclusion strategies. To effectively execute this recommendation, the following actions should be taken: **i)** *Targeted Resource Distribution;* **ii)** *Alignment with Inclusion Strategies;* **iii)** *Budget sourcing;* **iv)** *Strategic Planning Integration;* **v)** *Timely Implementation,* and **vi)** *Continuous Evaluation*.

Recommendation No.5: Formalised process and procedure: To heighten the BSM Programme's effectiveness in cross-border security management, it is essential to develop formalized platforms and processes that foster inter-agency communication and collaboration. The strategic approach should include: **i)** *Establishment of Communication Platforms;* **ii)** *Formalization of Collaboration Processes;* **iii)** *Inter-Agency Agreements;* **iv)** *Joint Operations Framework,* and **v)** *Evaluation and Adaptation Mechanisms*.

Recommendation No.6: Human Rights and Gender Equality: To ensure that the BSM Programme's design is in harmony with national priorities, and in compliance with international human rights norms and standards, as well as national and international commitments and standards on gender equality , the following steps are recommended: **i)** *Policy Analysis and Integration*; **ii)** *Collaboration with National Experts*; **iii)** *Human Rights and Gender Mainstreaming*; **iv)** *Framework Development for Policy Incorporation,* and **v)** Continuous Policy Update Mechanism.

Recommendation No.7: Capacity building initiatives: To foster sustainable knowledge transfer and skill development within the BSM Programme, a robust expansion and strengthening of capacity-building initiatives are crucial, with a special emphasis on 'train-the-trainer' programs. The action plan for this recommendation includes: **i)** *Development of Comprehensive Trainer Curriculum;* **ii)** *Partnership with Regional Training Centers*; **iii)** *Engagement with Subject Matter Experts*; **iv)** *Sustainable Knowledge Transfer Strategies*, and **v)** *Monitoring and Evaluation of Training Impact*.

Recommendation No.8: Strategic partnerships: The BSM Programme should aim to establish and bolster strategic partnerships at both regional and international levels. These partnerships are pivotal for enhancing cooperation, facilitating information sharing, and promoting unified approaches to address border security challenges effectively. The specific actions recommended are: **i)** *Formation of Strategic Alliances*; **ii)** *Information Sharing Protocols*; **iii)** *Joint Operational Strategies*; **iv)** *Engagement with UN Entities*, and **v)** Cooperation with Regional Organizations.

Key Lessons Learned

Lesson Learned No.1: Alignment with Global Counter-Terrorism Strategy: The BSM Programme's alignment with the Global Counter-Terrorism Strategy emphasizes the importance of meeting global security standards and understanding the complexities of counter-terrorism. This includes a focus on human rights and gender issues. Adhering to these standards is essential in addressing modern security challenges effectively.

Lesson Learned No 2: Coherent Integration with UN Entities: The programme's integration with various United Nations entities and member states underscores the importance of synergy and a unified approach in counter-terrorism. This coherence is more than just aligning objectives; it is crucial in combating sophisticated, transnational threats, demonstrating the value of collaborative efforts.

Lesson Learned No 3: Strategic Focus with Limited Resources: Despite operating with limited resources, the BSM Programme has managed to use them efficiently. Remaining strategically focused on key thematic and geographic areas is vital to maximize impact, highlighting the need for careful resource management in global initiatives.

Lesson Learned No 4: Impactful Long-term Initiatives: The BSM Programme's long-term impact includes improved inter-agency coordination, capacity building, and reinforced institutional frameworks. Integrating human rights and gender considerations into counter-terrorism is seen as an essential step,

Lesson Learned No 5: Sustainability and Continuous Improvement: The programme's focus on sustainability through capacity building and inclusion of human rights and gender aspects aims to ensure long-term benefits. Challenges include the need for continuous updates in practices, training, and technology to adapt to the evolving counter-terrorism environment.

Lesson Learned No 6: BSM Programme and CTTP interaction: The strategic recommendation for the BSM programme and the CTTP to maintain independent structures while engaging in mutual cooperation underscores a vital lesson in organizational management and operational strategy, especially within the realm of global security and counter-terrorism efforts. This approach demonstrates the importance of specialized focus and agility that independent structures offer, enabling tailored and swift responses to specific challenges. At the same time, it highlights the value of collaboration and sharing of intelligence, best practices, and resources to enhance overall effectiveness and address overlapping security threats more comprehensively. This balanced strategy of independence combined with strategic cooperation serves as a model for other initiatives, illustrating that while specialized expertise is crucial for addressing nuanced threats, the synergy from collaboration significantly amplifies impact and success in complex, multifaceted missions.

2. INTRODUCTION

In 2016 in its fifth review of its Global Counter-Terrorism Strategy, the General Assembly of the UN "*Express[ed] its concern at the increasing flow of international recruits to terrorist organizations, including foreign terrorist fighters, and at the threat it poses for all Member States, including countries of origin, transit and destination, and encourages all Member States to address this threat by enhancing their cooperation and developing relevant measures to prevent and tackle this phenomenon, including information-sharing, border management to detect travel, and appropriate criminal justice response, and to consider the use of United Nations instruments, such as sanctions regimes, as well as cooperation*"[7].

In response, the United Nations Counter-Terrorism Centre (UNCCT) developed a capacity building implementation plan drawing on the expertise of a range of Global Counter-Terrorism (CT) Coordination Compact entities and was comprised of proposals received from UNCCT, UN Counter-Terrorism Committee Executive Directorate (CTED), United Nations Office on Drugs and Crime (UNODC), United Nations Office for Disarmament Affairs (UNODA), the International Criminal Police Organization (INTERPOL), the International Civil Aviation Organization (ICAO), the International Organization for Migration (IOM), and other CT Compact entities. Of these proposals, more than half were related to Border Security and Management (BSM). The capacity building implementation plan contained four outcomes and, given the number of proposals relating to BSM, it dedicated one outcome specifically towards enhancing Member States' capacities in this regard. This outcome under the UNCCT capacity building implementation plan was to be achieved through strengthening Member States Border Security and Management Capacities to Counter Terrorism and Related Transnational Organized Crime and Stem the Flow of Foreign Terrorist Fighters (FTFs) (UNCCT-2017-68) (BSM Programme)[8] alongside the BSM-related aspects under Output 2.3 of the UNCCT 5-Year Programme (2016-2020).

The BSM programme was based on analysis of border security gaps in the context of CT that were identified through previous and existing UNCCT projects, such as the UNCCT-Global Counter-Terrorism Forum (GCTF) Border Security Initiative and the project on Raising Awareness and Building Capacity onAdvance Passenger Information (API). There was also close consultation with UN Counter-Terrorism Committee Executive Directorate (CTED) 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 BSM programme links to Sustainable Development Goals (SDGs) No.16a[9] and No.5[10], Pillar II of the UN Global Counter-Terrorism Strategy (Measures to Prevent and Combat Terrorism) and was aligned to support the implementation of Strategic Goal No.3 of the UNOCT Strategic Plan and Results Framework (SPRF).

The BSM programme officially started in January 2019 with the overall goal to "*contribute to the ability of Member States to prevent cross-border movement of terrorists and stem the flow of FTFs through improved border security and management strategies*"[11]. This goal was slightly amended in the 2021 programme revision to "*contribute to the capacity of Member States, at the national, subregional, and regional levels, to*

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[7] A/RES/70/291
[8] UNCCT Programme Framework Document, p.1
[9] Strengthen national institutions to prevent violence and combat terrorism and crime.
[10] To achieve gender quality and empower all women and girls
[11] BSM Project Document 1.2, p.14 .

prevent cross-border movement of terrorists and stem the flow of FTFs through improved border security and management strategies"[12].

The BSM Project Framework Document (UNCCT-2017-68), subject of the recommendation 19/5 from the 19th meeting of the Programme Review Board (PRB) dated 20 Feb 2019 approved by the USG, described how the BSM programme anticipates bringing about positive change. The intervention logic of the BSM Programme for *'strengthening Member States' Border Security and Management capacities to counter-terrorism and stem the flow of foreign terrorist fighters (FTFs)'* was drawn from analysis of border security gaps and needs identified through existing UNCCT projects, most notably the UNCCT-GCTF Border Security Initiative[13].

The analysis quoted in the Project Framework Document (UNCCT-2017-68) determined the geographic scope of the BSM programme, *'the issue of porous borders is particularly exploited by FTFs in the Sahel and Horn of Africa regions. As such, this programme has an emphasis on strengthening the BSM structures in these two regions to avert transnational threats in general, and counter terrorism and FTFs in particular.'*

Yet even at its outset the BSM programme activities envisaged a much broader geographical reach as illustrated by output 2.1 which states *'Good practices, developed under the UNCCT-GCTF BSI project, adapted and disseminated in regions beyond the Sahel and Horn of Africa through at least 15 bilateral and regional forums'*, and output 2.2 *'8 - 12 national and 5 regional Member State BSM assessments developed in Central Asia, Southeast Asia and Southern Africa'*. The Programme now covers far more than the Sahel and Horn of Africa as illustrated in Map No.1 below.

Map No.1 – Geographical coverage as at June 2023[14]

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[12] Revised BSM Programme Document 2021, p.15
[13] JW-9-2017-Final-UNCCT-GCTF Border Security Initiative Project Implementation Report
[14] BSM Presentation Ulrik at NATO CoE-DAT June 2023, Slide No.8

The project initiation document did not contain an express Theory of Change, so one has been reconstructed by the evaluators and can be found at annex No.3. The narrative within the project document does provide a level of detail that evidences logical and analytical effort went into the intervention logic. The narrative details seven gaps that needed to be filled, and five outcomes to fill those gaps, namely:

GAPS (2018)

1. Lack of awareness on the benefits of API/PNR and its implementation;
2. Lack of awareness of good practices;
3. Lack of good practices relating to modes of cross-border transportation;
4. Border Management Strategies based on risk analyses and Gaps and Needs Assessments have not been developed and/or do not address counter-terrorism and FTF specific issues;
5. A need to expand cross-border cooperation;
6. Lack of training and courses on BSM as it relates to counter-terrorism;
7. Required minimum standards of technical equipment.[15]

OUTCOMES (2018)

1. Assisted Member States have an increased understanding of their technical gaps in implementing API/PNR systems and the requirements to make them compliant with resolution 2178 (2014), 2368 (2017) and Annex 9 of the Chicago Convention.
2. Assisted Member States and regions have enhanced awareness of the good practices (UNCCT-GCTF) in the area of BSM as they relate to countering terrorism and stemming the flow of FTFs across borders, and included them in enhanced awareness of good practices in the area of modes of cross-border transportation.
3. Assisted Member States have enhanced awareness of good practices in the area of modes of cross-border transportation.
4. Assisted Member States have improved institutional training on BSM as it relates to counter-terrorism and stemming the flow of FTFs.
5. Assisted Member States have access to and utilise relevant technical equipment required for stemming the flow of FTFs.

The subsequent revised BSM Programme Document of 2021 included a fully elaborated logic framework with well-linked outcomes, outputs, activities, indicators, risks, and assumptions. This helped to redress some of the deficiencies of the initial project document. The seven key gaps identified in the initial project document were revisited and the 2021 programme document detailed six key gaps that should be addressed through five outcomes.

GAPS (2021)

1. Lack of good practices relating to BSM in all modes of cross-border transportation of passenger and cargo in the context of counter-terrorism;
2. A need to expand cross-border cooperation and information sharing, including through operationalized watch-listing systems and the responsible use and sharing of biometric data to tackle more effectively and efficiently counter terrorism-related threats;
3. Lack of awareness on the benefits of the use of new technologies as a BSM tool and, more specifically, as a means to detect and prevent the cross-border travel of FTFs;
4. Border Management Strategies and National Action Plans based on risk analyses and Gaps and Needs Assessments have not been developed and/or do not address counter-terrorism and related transnational organized crime, as well as FTFs specific issues;

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[15] Ibid, p.1

5.   Lack of training and courses on BSM as it relates to counter-terrorism and related transnational organized crime; and

6.   Required minimum standards of technical equipment.[16]

OUTCOMES (2021)

1.   Assisted Member States, CT Global Compact entities and Regional bodies have enhanced awareness and understanding of established "Good Practices" in the area of BSM as they relate to countering terrorism and related transnational organized crime and stemming the cross-border movement of persons and goods which may pose a terrorism-related threat.

2.   Assisted Member States have enhanced awareness of good practices in relation to the full range of all modes of cross-border transportation (Travel Cycle Module), and related identification and screening technologies, including biometric data technologies.

3.   Assisted Member States have an increased capacity to include counter-terrorism considerations within their national BSM strategies and action plans, based on needs assessments and terrorism-related threat and risk analyses.

4.   Assisted Member States have improved institutional training on BSM as it relates to counter-terrorism and related transnational organized crime and stemming the flow of FTFs.

5.   In cooperation with partners, assisted Member States' border related authorities have acquired technical knowledge and practical skills to utilise cutting-edge technologies and equipment required for stemming the flow of FTFs and suspected or known terrorists.

Changing gaps and outcomes are a natural part of the growth of any programme. It is observed that the following gaps from the initial programme document have remained: i) gaps in BSM training as it relates to CT, ii) minimum standards for technical equipment, iii) a need to expand cross-border cooperation, and iv) Border Management strategies based on risk analyses. Whereas two gaps have been removed: a) lack of awareness on the benefits of API/PNR and its implementation and, b) a lack of awareness of good practices. Added to the gaps are, 1) lack of awareness on the benefits and use of new technologies, and 2) Border Management strategies that do not examine transnational organized crime as it relates to CT.

The initial project document limited its approach to integrating Human Rights and Gender Equality considerations through '*dedicated capacity-building training modules.*' The programme revision document of 2021 states '*Existing and future projects developed under this Programme will be subject to more specific Human Rights and gender analysis to ensure their inclusion*'[17].

Under each of the 2021 Outcomes there were a number of outputs. These are as follows:

➤   Output 1.1: Provision of thematic expertise and support to Member States, regional bodies, and/or CT Global Compact partners to enhance awareness, understanding, and capacity to utilize established BSM "Good Practices" and other UN approved tools as they relate to countering terrorism and stemming the flow of FTFs across borders.

➤   Output 1.2: Development of reference and guidance materials, training tools, and other thematic support mechanisms to enhance understanding and practical application of established BSM "Good Practices".

➤   Output 1.3: Promotion of inter-agency and cross-border cooperation to counter terrorism, including through the implementation of integrated border management strategies and border liaison officers (BLOs) networks.

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[16] Revised BSM Programme Document 2021, p.4
[17] Revised BSM Programme Document, p.18

- Output 2.1: CT Global Compact BMLE Working Group Travel-Cycle Module updated, expanded to include air, maritime, bus and rail transportation, and disseminated.
- Output 2.2: Increased awareness and application of recommended practices for the responsible collection, use and sharing of biometric data for border management and to counter terrorism and related transnational organized crime.
- Output 2.3: Building the capacity of frontline officers and operators to address threats posed by terrorists, including FTFs, and to prevent and interdict their travel across land, air, and maritime borders.
- Output 2.4: Strengthening States' border security and management (BSM) capacities to counter terrorism-related threats within the maritime environment through the establishment of best practices, targeted training as well as enhancing interagency coordination, regional cooperation, and information sharing.

- Output 3.1: National and regional BMS and National Action Plans developed, which integrate specific elements addressing terrorism and the flow of FTFs and suspected and known terrorists.

- Output 4.1: Training modules and training material developed in relation to specialised BSM training courses to enhance effective border control to counter terrorism and related transnational organized crime and stem the flow of FTFs.
- Output 4.2: Training of trainers for BSM and law enforcement training institutions.

- Output 5.1: Identification of the needs of Member States for having access to cross-border communication technologies such as: Fixed INTERPOL Network Database (FIND) and/or Mobile INTERPOL Network Database (MIND) terminals to enable connectivity to the I-24/7 databases at various border crossing points and WCO's CENComm system.
- Output 5.2: National and/or regional training on cross-border communication technologies delivered to frontline officers.

Section 5 'Findings' of this report assesses the extent to which these outputs, outcomes, and objectives have been achieved.

3. EVALUATION PURPOSE AND SCOPE

The evaluation **objectives** are:

➢ To assess the programme's design, relevance, effectiveness, efficiency, and sustainability through a review of all relevant documentation, completed programme activities and feedback received by the beneficiaries including from primary sources.
➢ To assess the programme's effectiveness in mainstreaming cross-cutting issues of gender and human rights into project activities, including an assessment of the extent to which stakeholders (both women and men) have participated in the various capacity building activities in an active and meaningful manner.
➢ Through a sound data collection and analysis methodology, assess the strengths and weaknesses within the programme design and implementation, draw lessons and best practices and recommend improvements to inform redesigning of the BSM programme.
➢ To provide actionable recommendations for the re-design of the BSM programme.

The evaluation **purpose** is twofold, namely - accountability and learning: In terms of accountability, the evaluation will assess the activities, outputs, and outcomes, if any that have been achieved to date to examine their quality, usefulness, and contribution towards the attainment of programme goals and objectives. Operational and process-related issues will also be examined to understand shortcomings and draw lessons for improvement and to inform the redesigning of the BSM programme. A key element of the programme has been to work with partners in the delivery of various activities. The evaluation will, therefore, also assess the effectiveness of collaboration with various implementing partners.

The results of this independent evaluation will help programme managers and stakeholders identify and understand overall progress made against the programme objectives, inform decisions regarding the redesigning of the programme, the timelines, and areas of focus. The evaluation will also provide an independent viewpoint from the perspective of stakeholders and funding partners who assess programmes through the external review of objectives, relevance, management efficacy and implementation, and whether the programme has achieved its overall goals.

The evaluation **scope** will cover the period from 2019 to 2023 and will examine all outputs and outcomes of activities implemented so far in Burkina Faso, Mali, Niger, Ghana, Tanzania, Kenya, Mozambique, Sudan, Turkmenistan, Tajikistan, Thailand, Indonesia, Colombia, Paraguay, Uruguay, Costa Rica, as well as the broader regions of Eastern and Southern Europe, Northern, Western Sahel, Eastern, and Sub-Saharan Africa, Southern Africa region, as well as Latin American and The Caribbean countries. The evaluation will also examine changes in the capacities of people trained or who have been exposed to programme activities and assess the internal capacity of UNOCT to support the programme operations.

The evaluation questions agreed to during the Inception Report phase are as follows:

Evaluation criteria	Evaluation Question	In case the question was changed, added, etc. please justify
Relevance	1. To what extent was the intervention relevant to the pillars of the GCTS and the Strategic Goals of the SPRF?	

	2. To what extent was the intervention relevant to stakeholders' (e.g., governments, Member States, etc.) needs and priorities?	
	3. To what extent were the intervention's outcomes, outputs, and activities relevant to achieving its objective?	
	4. To what extent were interventions based on critical findings derived from context specific and substantive gender analysis?	Requested by HR and GE colleagues.
	5. To what extent were interventions gender related approaches based on national policies and strategies on gender (e.g., Women, Peace and Security Action Plans)?	Requested by HR and GE colleagues.
	6. To what extent were interventions informed by consultations with relevant stakeholders?	Requested by HR and GE colleagues.
Coherence	7. To what extent did the intervention complement work among different sections within the Office and other organizations, especially with other UN entities?	
	8. To what extent was there coherence between this programme and other member state-specific interventions in the areas of Border Security?	
	9. To what extent did the intervention deliver results aligned with organizational, regional, and international priorities?	
Effectiveness	10. What has been the contribution of the intervention to the pillars of the GCTS and the Strategic Goals of the SPRF?	
	11. To what extent did the intervention achieve its intended outcomes and objective?	
	12. What were the facilitating or hindering factors in the achievement of results?	
	13. To what extent were the perspectives of human rights and gender considered during the programme design process and informed by approaches based on national policies and strategies on human rights and gender (e.g., Women, Peace and Security Action Plans)?	Requested by HR and GE colleagues.
	14. Were there unexpected results?	
Efficiency	15. To what extent has the intervention delivered activities and outputs promptly and efficiently?	
	16. How efficient was the overall staffing, planning and coordination within the BSM programme?	
	17. To what extent has the allocation and use of resources to targeted groups take into account the need to prioritize women and individuals/groups who are marginalized and/or discriminated against.	Requested by HR and GE colleagues.
	18. Were sufficient systems in place for monitoring and reporting processes?	
Impact	19. What are the likely intended or unintended (positive and negative) impacts of the project?	
	20. To what extent did unintended effects occur on particular groups that were not adequately considered	Requested by HR and GE colleagues.

	in the intervention design (e.g., women engaged in cross border trade, etc.)	
	21. To what extent were sustainability mechanisms built into the project design and delivery?	
Sustainability	22. To what extent are the benefits of the programme likely to continue after it ends?	
HR, GESI, and leaving no one behind	23. What challenges and/or opportunities influenced the way in which considerations related to human rights, gender equality as well as marginalized groups were incorporated in the programme design, implementation, and monitoring?	
	24. Were women, persons with disabilities, and/or organizations working on these issues consulted and meaningfully involved in programme planning and implementation?	

During the development of the evaluation questions the Evaluation Reference Group (ERG) were fully involved. The stakeholders for the evaluation are provided as follows:

Group[18]	Stakeholder	Engagement[19]	Priority	When	How
Duty Bearers	UNCCT and UNOCT	Inform, consult, involve, collaborate, and empower	High	Preparation, inception and primary research, data collection and analysis, report preparation, management response, dissemination.	As an informant
	Implementing Partners	Inform, consult, involve, and collaborate	High	Data collection and analysis, and review	As an informant
	Beneficiaries including MS	Inform, consult, involve, and collaborate	High	Data collection and analysis, and review	As an informant
	Funding Partners	Inform, consult, involve, collaborate, and empower	High	Preparation, inception and primary research, data collection and analysis, report preparation, management response, dissemination.	As an informant
Secondary Duty Bearers	CSOs/NGOs	Consult and involve	High	Data collection and analysis	As an informant
	IOs	Consult and involve	Medium	Data collection and analysis	As an informant
	ROs	Consult and involve	Medium	Data collection and analysis	As an informant
	Academia	Consult and involve	High	Data collection and analysis	As an informant
Rights Holders	Individuals benefitting from programme activities	Consult and involve	High	Data collection and analysis	As an informant
	Beneficiaries including MS	Inform, consult, involve, and collaborate	High	Data collection and analysis, and review	As an informant
Other interested parties	Evaluation and Compliance Unit (ECU)	Inform, consult, involve, and collaborate	High	Preparation, inception and primary research, data collection and analysis, report preparation, and dissemination.	As an ECU member

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[18] Identifies stakeholders and groups them as duty bearers, rights holders, and other interested parties.
[19] **Inform** of evaluation process; **Consult** on stakeholder's feedback; **Involve** in addressing stakeholder concerns; **Collaborate** on incorporation of feedback; **Empower** the stakeholder to take action on recommendations.

4. METHODOLOGY

The methodology adopted was developed during the inception phase and was broadly achieved as anticipated. Initially a desk review was undertaken of documentation supplied by the Programme Management Team (PMT), supplemented by primary research undertaken by the evaluators. Once the desk review and subsequent Inception Report had been completed information gaps were identified and data collection instruments developed and deployed to help reduce or fill those gaps. They were as follows:

1. Semi-Structured Interviews. These interviews were intended to capture the feedback and voices of all stakeholder groups and strove to achieve gender balance recognizing potential local level barriers for women's participation through tasking of programme management to pro-actively identify local, female interviewees. A schedule of interviews was prepared based upon discussion between the PMT and the evaluation team. These interviews were conducted between 1 October and 21 November 2023. All interviews were home-based using video / telephone interviews. In total 27 people were interviewed, 11 women and 16 men. A breakdown via stakeholder group can be found at annex 6.

2. Most Significant Change (MSC) narration analysis. The theory and use of MSC narration is a well-documented and researched approach to evaluating and monitoring change programmes. It is particularly useful in the evaluation of outcomes and impact and does not rely on the identification and monitoring of indicators. It is a systematic collection and then analysis of significant changes over a defined period of time. It allows interviewee respondents to answer an open-ended question in a way which highlights their own personal understanding and appreciation of the programme. The data collected using this method was collated under appropriate criteria as they emerged from the responses. In total there were 22 responses to this question from 9 women and 13 men. The MSC question used for this evaluation was:

What is the most significant change you have seen as a direct result of this programme?

3. Country comparisons. This Inception Report identified value in being able to compare programme implementation among different countries. Burkina Faso, Ghana, Jordan, and Kenya were selected for this comparison based upon the following criteria 1. Geographic spread, 2. Extent of in-country programme activity, 3. Differing types of programme activity, and 4. Potential future importance for BSM programme activity.

4. Focus Group Questions (FGQ). The original methodology envisaged a Focus Group Discussion (FGD) between the four countries selected for country comparison. However, there was some reticence with potential participants to the 'open' nature of the FGD and they raised issues of confidentiality when discussing their own country's Border Security situation. Thus, it was agreed that the FGD questions would be sent to all focus group participants via email for their completion and confidential return. The FGD questions considered i) the challenges faced by your country in Border Security and Management matters, ii) any gaps in technological tools or equipment at the border, iii) any areas where training needs to be improved, iv) how cross-border cooperation and coordination could be improved, and v) what support could a new BSM Programme provide for your country to improve its border security with respect to countering-terrorism. The response to this was small with 4 responses, one from each country from 2 women and 2 men from a distribution list of 16 individuuals consisting of 6 females and 10 males.

5. Enhanced document review. Whilst the PMT supplied many informative documents sufficient for the desk review stage the evaluation undertook additional research and sourced more non-Project documentation from other stakeholders and organizations operating within the programme's sphere of activities. This was done to ascertain the perceived value of the programme from other vested actors and to highlight any potential external concerns emanating from the BSM programme.

6. Survey. A survey was developed and distributed to 130 past participants of BSM programme activities. The survey was disseminated through SurveyMonkey[20] and 21 responses were received from 8 women, 12 men, and one who declined to provide their gender.

Human rights, gender equality and social inclusion, and leaving no one behind.

All data collection instruments addressed human rights (HR), gender equality and social inclusion (GESI), and leaving no one behind. As this is an end of programme evaluation, the emphasis is on assessing the good practices and lessons learned to help inform the new programme, rather than simply focusing on only results. It did this by gathering data on HR and GESI and ensuring all evaluation methods specifically searched for information on HR, GESI, and leaving no one behind. The evaluation took a purposive approach and was open to contributions from all programme stakeholders (male and female). It was recognised that gender dynamics can impact on contribution and the evaluation emphasized the confidentiality of the process, and that data collection focused on the individual and not the group.

Triangulation of data

The qualitative and quantitative data was drawn from a wide cross-section of stakeholder groups and individuals within those groups. By applying this mixed, primary and secondary, multi-sourced data against the ToR questions appropriate triangulation of data was achieved. The evaluation matrix at annex 1 was used to record the data obtained via the data collection instruments under each question / sub-question.

Key data sources for this evaluation

The evaluation utilized a mixture of primary and secondary sources of data. The primary sources included interviews with key stakeholders (by e.g., telephone, MS Teams, Zoom, video meetings etc), the use of a survey, and the Focus Group Questions. Secondary data sources included a desk review of project documents and their revisions, progress and monitoring reports, external reports, and strategies (e.g., Security Council resolutions, SDGs; country/regional/global strategies; etc.) and all other relevant documents, including visual information (e.g., eLearning, pictures, videos, etc.).

Sampling techniques[21]

This evaluation used purposeful sampling for use in standard case evaluation, to obtain an accurate representation of the universe of which the programme consisted. This informed all the data collection instruments including semi-structured interviews per telephone, MS Teams, Zoom etc., and subsequent emailed follow-up questions, survey respondents, and Focus Group Question participants. The purposeful sampling used random probability along with criterion-i sampling i.e. participants were drawn from agencies, organizations or systems involved in the implementation process. Individuals were selected based on the

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[20] https://www.surveymonkey.co.uk/
[21] *Purposeful sampling=* selection of key informants among all potential key informants

assumption that they possessed knowledge and experience with the phenomenon of interest and thus were able to provide information that was both detailed (depth) and generalizable (breadth).

There were **5 main stakeholder groups** within this evaluation that were sampled to ensure a cross section of multiple source data was received. These groups were specifically:

a) UNCCT (including Programme Management Team) / UNOCT (including Senior Management and SPIB-Rabat Office).
b) Implementing Partners [Including INTERPOL, WCO, IOM, NAUSS, UNODC, UNICRI, CTED and OSCE)
c) Funding Partners (China, Italy, Japan, KSA, ROK, and UAE)
d) Beneficiaries including Member States
e) CSOs / NGOs / IOs / ROs / Academia

These groups were identified through the Desk Review phase which informed the evaluation methodology and were altered slightly (UNCCT and UNOCT were combined into one group) in the initial stages of data collection. The data collection instruments noted in Annex 4 were used to gather information from these five stakeholder groups. Using these data collection instruments and the desk review of existing Project material the evaluation team is confident that enough appropriate information was generated to complete the evaluation as per the ToR. The results from the survey and certain aspects of the desk review material supplied validated quantitative data. The majority of the content of the semi-structured interviews, the MSC narration analysis and specific aspects of the desk review material, and the focus group questions supplied the validated qualitative data.

The Evaluation was supported by a Reference Group comprising of subject-matter experts from relevant sections in UNOCT (HRGS, PMU, Programme Team and ECU). The Reference group provided quality assurance, factual accuracy and reviewed evaluation products to ensure that they were accurate, of high quality, and submitted in a timely manner, as agreed in the established scope of work and deadlines.

UNEG Ethical Principles for Evaluators

The evaluators signed and adhered to the UNEG Pledge of Ethical Conduct in Evaluation.

Methodological Limitations

There were relatively few limitations. However, there was a lack of breadth of funding partner participants with only two coming forward for an interview. Thus, there was a heavier reliance on desk review documentation with historic funding partner comment. In addition, whilst the evaluators did manage to gather interviews and data on the four countries selected for comparison there were delays in arranging interviews and there was only one other country beneficiary interviewed. Again, the shortfall in data from interviews was supplemented by deeper desk review analysis.

5. FINDINGS

RELEVANCE

> 1. To what extent was the intervention relevant to the pillars of the GCTS and the Strategic Goals of the SPRF?
> 2. To what extent was the intervention relevant to stakeholders' (e.g., governments, Member States, etc.) needs and priorities?
> 3. To what extent were the intervention's outcomes, outputs, and activities relevant to achieving its objective?
> 4. To what extent were interventions based on critical findings derived from context specific and substantive gender analysis?
> 5. To what extent were interventions gender related approaches based on national policies and strategies on gender (e.g., Women, Peace and Security Action Plans)?
> 6. To what extent were interventions informed by consultations with relevant stakeholders?

The BSM programme was based on analysis of border security gaps in the context of CT that were identified through previous and existing UNCCT projects, such as the UNCCT-Global Counter-Terrorism Forum (GCTF) Border Security Initiative, the project on Raising Awareness and Building Capacity on Advance Passenger Information (API).There was also close consultation with UN Counter-Terrorism Committee Executive Directorate (CTED) 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 BSM programme links to Sustainable Development Goals (SDGs) No.16a[22] and No.5[23], Pillar II of the UN Global Counter-Terrorism Strategy (Measures to Prevent and Combat Terrorism) and supports the implementation of Strategic Goal No.3 of the UNOCT Strategic Plan and Results Framework (SPRF).

Numerous examples exist where the BSM Programme and its activities are recognized as contributing toward tackling CT/FTF travel and – therefore – contribute to UN CT strategic goals. For example, one interviewee noted that "*the BSM Programme is a coordinating entity in counter-terrorism [that] reflects the GCTS's objective to prevent and combat terrorism*"[24] . Another interviewee noted that "*the BSM Programme's engagement with various national agencies […] generated discussion points on the need to elaborate a national BS CT strategy*"[25]. Another notes "*[the BSM Programme] focus on legal frameworks and rule of law*"[26] All of this reflects the UN's strategic approach to CT and the importance of developing a rule of law-based national criminal justice system to combat terrorism.

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[22] Strengthen national institutions to prevent violence and combat terrorism and crime.
[23] SDG No.5 To achieve gender quality and empower all women and girls
[24] KII
[25] KII
[26] KII

Table No.1[27]

Country	Relevance
Burkina Faso	Fully
Ghana	Fully
Jordan	Fully
Kenya	Fully

The relevance of the Programme and its activities to various stakeholders can be well evidenced. The country comparison illustrated in Table No.1 opposite illustrates the relevance of the Programme at the country level.

Additionally, the relevance of the activities at national, organizational, and individual levels were appreciated as illustrated in the survey result responses in Diagram No.1 below.

Diagram No.1[28]
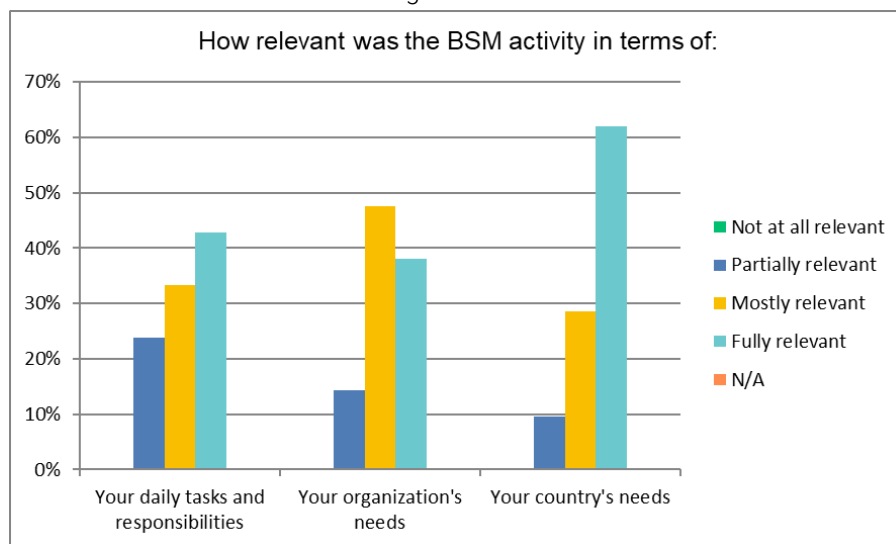
It should be noted that the Programme activities, whilst broadly relevant across individual, organizational, and country needs, are viewed as more relevant at the national level. This should be recognized in any future BSM Programme activities and full consideration given to ensuring the activities are tailored for their intended audience. It should be fully explained why the role that each beneficiary plays in Border Security and Management is critical to the national success of countering cross-border terrorist travel and why this particular BSM activity will assist them in that role. Yet this observation must be counter-pointed with the large body of evidence which has recognized the general relevance of BSM activities. Examples include "*the BSM Programme training quality was excellent and relevant to the [national] environment*"[29] and, "*the participants were engaged and often asked follow-up questions relevant to their work*"[30].

One area of discussion around the strategic relevance of the BSM Programme has been its geographic focus. As noted earlier in this report the Global BSM Programme – at its inception – envisaged a focus in the Sahel and Horn of Africa regions. Yet almost immediately this focus was influenced by MS, funding and implementing partner's own priorities. For example, '*Member State BSM assessments developed in Central*

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[27] Country comparison analysis
[28] Q6. Survey results
[29] KII
[30] KII

Asia, Southeast Asia, and Southern Africa'[31], and *"the initial partnership with the International Organisation for Migration (IOM) and where they were active in Border Security"*[32].   In addition, output 1.2 states '*Development of approximately 16 national API/PNR programme roadmaps for high priority Member States…*', without specifically delimiting those Member States to the programme's geographic focus of the Sahel and Horn of Africa. And a programme document in September 2019 stated that the geographical coverage was '*Global, with an initial focus on high-needs regions including: East Africa, West Africa, the wider Sahel, and Central Asia*'[33]. As this was a new Global Programme it is understandable that the Programme Manager would be keen to promote BSM Programme visibility and engage quickly with potential partners.

Thus, the lack of a well-elaborated Theory of Change (TOC) at the inception of the Programme meant that difficult decisions on when to decline BSM Programme support could not be validated or justified. Therefore, many ad-hoc requests from funding partners, implementing partners, and Member States for Programmatic delivery and support were undertaken.

Regarding the relevance of human rights, gender and social inclusion considerations in programme activity delivery, diagrams No.2 and No.3 below illustrates participants' appreciation of how well they were integrated and their perceived relevance to Border Security.
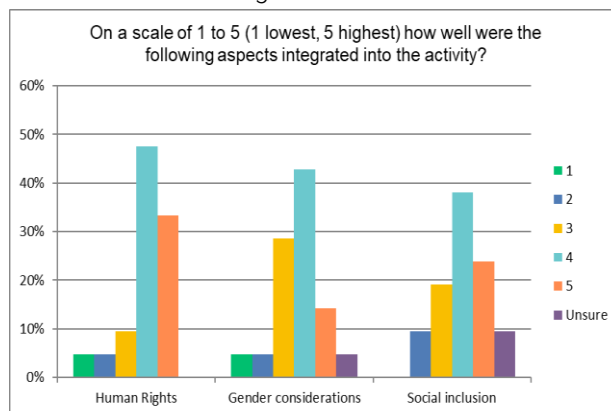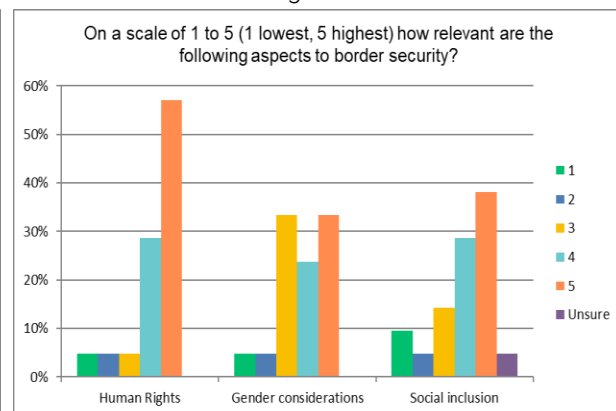
Diagram No.2[34]	Diagram No.3[35]

While participants recognize the relevance of human rights in a Border Security environment, their appreciation of gender and social inclusion is less emphatic. This is interesting as the integration of gender and social inclusion was perceived by the participants of the activity to have been relatively well done. Various hypotheses for this can be generated including **i)** that the messaging on the importance of gender and social inclusion in a border security environment is not getting through or **ii)** gender and social inclusion are not perceived or understood by beneficiaries as relevant in a border security environment when compared against other factors such as technological advancement, intelligence and information sharing, resource allocation, infrastructure development, international cooperation and agreements, policy and legal frameworks, training and capacity building, and counter-terrorism measures.

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[31] BSM Project Document 1.2, p.23
[32] KII
[33] Fact Sheet – BSM Programme – 2019.09.19, p.2
[34] Q.11 Survey results
[35] Q.12 Survey results

The BSM Programme did attempt to 'design in' HR and gender aspects into its work, however there was no express review of related national policies and strategies on gender (e.g., Women, Peace, and Security Action Plans).It should be recognized that during the Programme's inception phase in 2018 the body of knowledge and expertise that existed for the Programme to draw upon was more limited than today (December 2023). And the Programme did ensure that it drew upon in-house expertise by staff with a Human Rights background. In addition, the human rights training material was developed jointly by OHCHR and OCT.

However, six years on from the BSM's inception and the efforts made at that time on HR, gender, and social inclusion, there is room for a rethink on how the relevance of these aspects from a Border Security perspective can be reinforced. One interviewee noted that, "*the training activities would benefit from more national bodies contributing such as CSOs and NGOs in the area of gender and human rights*"[36]. For balance it must also be noted that various partners were appreciative of the efforts made, such as, "*there were specific sessions addressing human rights and social inclusion which were well received*"[37].

The BSM Programme's relevance in countering global counter-terrorism through Border Security and Management is evidenced through its alignment with the key elements of the Global Counter-Terrorism Strategy (GCTS). It further reflects UN SDG's and the UNOCT Strategic Plan and Results Framework (SPRF). Positive feedback on programme activity quality and relevance to specific environments supports the GCTS's stance on effectively combating terrorism. The Programme's engagement with various national agencies and focus on legal frameworks and the rule of law also support the GCTS's goals of international coordination, standard setting, and developing a rule of law-based criminal justice system to combat terrorism. The Programme's activities addressing human rights, gender, and social inclusion reflect the GCTS's focus on protecting human rights in counter-terrorism efforts. Whilst the Programme attempted to address human rights, gender, and social inclusion at its inception there is more that can be done to emphasize the relevance of these issues in a Border Security environment.

The Programme remains relevant at individual, organizational, and national level. The activities are logically linked to intended outputs and outcomes, which aim to reach the Programme's overall objective. However, the lack of a coherent Theory of Change has led to the Programme spreading its already limited resources too finely with a sometimes ad-hoc approach to Programme implementation.

COHERENCE

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7. To what extent did the intervention complement work among different sections within the Office and other organizations, especially with other UN entities?
8. To what extent was there coherence between this programme and other member state-specific interventions in the areas of Border Security?
9. To what extent did the intervention deliver results aligned with organizational, regional, and international priorities?

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[36] KII
[37] KII

The BSM Programme approached the concept of complementarity with the UN and other agencies in a pro-active manner. One of those critical relationships was with the Countering Terrorist Travel Programme (CTTP). The CTTP was launched in 2019 with the stated objective of '*ensuring Member States (MS) have an enhanced capacity to detect, prevent, investigate, and prosecute terrorist offences and other serious crimes, and related travel, in accordance with Security Council Resolutions (SCR), International Civil Aviation Organization (ICAO) standards and recommended practices, as well as other international law obligations*'[38]. Thus, the BSM objective to "*contribute to the ability of Member States to prevent cross-border movement of terrorists and stem the flow of FTFs through improved border security and management strategies*"[39], is wider than that of the CTTP but can still incorporate the CTTP scope.

This relationship has been managed relatively successfully without any express agreement on demarcation lines between the programmes. However, any new BSM Programme (and the CTTP) would benefit from a more structured agreement on collaboration. Recommendation No.1 provides greater detail on how this collaboration could be addressed and covers areas such as:

➢ Collaborative Synergies with Distinct Governance arrangements between the two Programmes.
➢ Complementary Data Sharing with Autonomous Operations.
➢ Independent Capacity Building with Shared Expertise.
➢ Collaborative yet Sovereign International Cooperation.
➢ Joint Commitment to Standards with Separate Compliance Mechanisms.
➢ Technological Synergy with Distinct Management.

The Programme has worked closely with other UN agencies including IOM, UNODC, WCO, and CTED. This collaboration has included a variety of capacity building activities and one of the first activities demonstrates these coordination and complementary aspects. The BSM Programme delivered regional training on 'Good Practices in Border Security and Management to Strengthen National and Regional Capacities in Countering Terrorism' under the Comprehensive Implementation of the United Nations Counter-Terrorism Strategy in Central Asia programme. The project was co-implemented by UNCCT and the United Nations Regional Centre for Preventive Diplomacy for Central Asia (UNRCCA) with the collaboration of experts from IOM and UNODC. As the mission report notes '*The regional training was organized in the context of the phase three of the Joint Plan of Action (JPoA) for the Implementation of the UN Global Counter-Terrorism Strategy. The training was held at the Turkmen Ministry of Foreign Affairs in Ashgabat. An officer from IOM and four from UNODC together with the Programme Manager from UNOCT/UNCCT delivered the training. The latter also facilitated the entire five-day training*'[40]. This also highlights and helps evidence hypotheses made earlier in this report about the Programme's adherence to broader UN CT strategy whilst illustrating the early divergence from the Sahel and Horn of Africa focus.

The interviews with UN implementing partners reflect a generally positive attitude toward BSM and its 'can do' approach with one person noting the BSM Programme's unique approach and effective cooperation, highlighting its practicality and knowledge in the field whilst contrasting it with other UN programmes that are often filled with bureaucracy.[41] This approach is primarily driven by the Programme Manager who has attracted praise from many different stakeholders and partners. For example, "*the Programme Manager genuinely tried always to include all stakeholders, to share and promote both programme activities as much as*

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[38] UNCCT ProDoc_New API and PNR_10.09.2018
[39] BSM Project Document 1.2, p.14.
[40] Mission report: 15-19 October 2018, Ashgabat, Turkmenistan
[41] KII

he can, not just for our organization but other agencies as well"[42] and *"the Programme Manager was extremely helpful to always share ideas, training and initiatives with our organization and to collaborate"*[43].

Yet this does not disguise the fact that those same respondents also noted that "*there are simply too many actors and BSM is multi-dimensional incorporating other crimes than just CT (organized crime, drugs..etc). Invitations of several online workshops were conducted from his side, but it didn't stop the duplication of efforts that still happens*" [44] and "*it was always a challenge to know how we can support their programme and vice versa, as roles where interchangeable*"[45]. Thus, while the Programme has done its best to ensure cooperation and coordination, it is not seamless. A more detailed mapping of other actor activities in the BSM space along with a deeper understanding of how the new BSM Programme and those actors can leverage comparative advantages for the mutual benefit of all (capacity providers and beneficiaries) is required.

Broadly the Programme activities align with Member State BS interventions and priorities. This is due, in large part, to the fact that many BSM activities respond directly to a MS request for assistance or funding partner requests to deliver activities that focus on a particular country, region or BS theme. One interviewee noted "*the BSM Programme worked effectively in aligning with member state-specific interventions*"[46]. As has been highlighted in this report the BSM Programme has found it difficult to refuse requests and although the activities are generally well delivered and well received there is no clear pathway that demonstrates how these disparate activities complement each other to help achieve the Programme's overall objective.

The BSM Programme has looked to engage with regional organisations such as the Caribbean Community and Common Market (CARICOM) *"to provide support to and participate in the joint UNCCT-CARICOM High Level Conference on Countering Terrorism and Preventing Violent Extremism"* [47]. There is room to improve this type of engagement for example with the African Union (AU) and the African Union Strategy for Integrated Border Governance (AUBGS), which is '*an instrument developed to use borders as vectors to promote peace, security, and stability, and to improve and accelerate integration through effective governance of borders while facilitating easy movement of people, goods, services and capital among AU Member States*'[48]. One interviewee noted that they believed, "*this BSM programme would be the pinnacle to bring national border commissions and officials together on the table and discuss best practice*"[49].

Those implementing partners with whom the Programme works most closely have noted its attempts to align and integrate the human rights, gender, and social inclusion aspects to their activities. One implementer noted, "*the emphasis on human rights, gender, and social inclusion in the BSM Programme's activities aligns with international human rights standards and regional priorities*"[50]. One beneficiary of a programmatic national activity stated that there was, "*an emphasis on training and workshops including human rights and gender issues aligning with broader member state priorities in border security*"[51].

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[42] KII
[43] KII
[44] KII
[45] KII
[46] KII
[47] 18 – 19 March 2020, Trinidad and Tobago
[48] https://archives.au.int/handle/123456789/8851
[49] KII
[50] KII
[51] KII

The BSM Programme does recognize that any National Action Plan (NAP) to tackle Border Security requires *"full respect of the rule of law and human rights, border community engagement and border community policing"*[52]. Yet there is a general lack of active engagement with non-Law Enforcement bodies / agencies / organizations at a national level in these areas when designing programme activities. A more coherent approach to these issues would require deeper engagement with those bodies.

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. This tailored approach ensures relevance and practicality, catering specifically to the challenges faced in different regions, especially in West Africa and the Sahel. The Programme is particularly coherent in its approach to fostering inter-agency cooperation, due in large part to the Programme Manager's knowledge in BS and his inter-personal skills. However, there are details to be addressed when delivering joint activities with implementing partners around leveraging comparative advantage. This includes the Countering Terrorist Travel Programme (CTTP) where potential for overlap and duplication exist.

The Programme aligns and integrates human rights and gender issues into its training and workshops, aligning with the broader priorities of member states. This inclusion aims to enhance the effectiveness of border security interventions and ensure they are conducted with respect for human rights and gender equality, aligning with both local and international standards. There is too little engagement with national agencies and organizations that specialize in human rights and gender issues when developing Programme activities.

EFFECTIVENESS

10. What has been the contribution of the intervention to the pillars of the GCTS and the Strategic Goals of the SPRF?
11. To what extent did the intervention achieve its intended outcomes and objective?
12. What were the facilitating or hindering factors in the achievement of results?
13. To what extent were the perspectives of human rights and gender considered during the programme design process and informed by approaches based on national policies and strategies on human rights and gender (e.g., Women, Peace and Security Action Plans)?
14. Were there unexpected results?

The BSM Programme supports Pillar II of the UN Global Counter-Terrorism Strategy, "Measures to Prevent and Combat Terrorism"[53]. In addition to Pillar II of the UN Global Counter-Terrorism Strategy, the BSM Programme has been developed to support the implementation of the Strategic Goal 3 of the UNOCT Strategic Plan and Results Framework SPRF for 2022-2025[54]. The majority of Programme interventions and capacity building activities can be linked to these strategic visions. Some of these **activities and outputs**[55] are:

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[52] BSM Programme Document 2023-2027 p.12
[53] A/RES/60/288 Paragraph 13.
[54] Outcomes 3.1, 3.3, and 3.4
[55] 221108 BSM Programme Document 2023-2027 revision PRB 56

a) At the request of Member States, strategic expertise was provided to support the development and implementation of comprehensive border management strategies and plans of action to counter terrorism, including the Dominican Republic, Jamaica, Haiti, Argentina, Colombia, Uruguay, Paraguay, Burkina Faso, Mali, Ghana, Cote d'Ivoire, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan, and Afghanistan.

b) Since January 2019, the BSM Programme has trained over 2,500 officials from relevant border security agencies from around 70 countries (i.e. East Africa and Southern Africa, West Africa and the Sahel, Central Asia, the Middle East, Southeast Asia and South Asia, Eastern Europe, Latin America, and the Caribbean)[56].

c) Specialized, tailored capacity-building activities were aimed to disseminate the "Good Practices in Border Security and Management to Strengthen National and Regional Capacities in Countering Terrorism" at both the national and regional levels.

d) Activities were also implemented to promote the "UN Compendium of Recommended Practices for the Responsible Use and Sharing of Biometrics in Counter Terrorism" and to enhance awareness, knowledge, and capacity of States to use and share biometric data in a responsible manner. All activities were designed to incorporate human rights and gender considerations and – on occasion – dedicated BSM training modules on human rights were delivered.

e) Under its BSM Programme implemented to this point, UNCCT produced a series of guidelines and good practices covering the areas of border security and management in the context of counter-terrorism and stemming the flow of foreign terrorist fighters[57]; Recommended Practices for the responsible use and sharing of biometrics[58]; a handbook on human rights and screening at borders[59] and Trainers' Guide on Human Rights at International Borders[60]; and BSM good practices in response to Covid 19[61].

The **objective** of the BSM is 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*"[62]. Its **outcomes** (fully detailed at p.13) concern **1.** Beneficiaries have enhanced awareness and understanding of good practices in tackling CT and related Transnational Organized Crime (TOC) cross-border movement. **2.** MS have an awareness of good practices in cross-border identification and screening technologies. **3.** MS include CT considerations within their national BSM strategies. **4.** MS have improved institutional training as it relates to CT, related TOC, and FTFs. **5.** MS acquire knowledge and skills to utilise cutting edge technologies to tackle the flow of FTFs and suspected or known terrorists.

The self-assessment report submitted to the Programme Review Board 56[63] and covering the period from the programme's initiation to the end of 2022 does address the indicators developed for those five outcomes and provides the measurement data for many of those indicators. This illustrates an awareness of the

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[56] PowerPoint Presentation for UK Sessions_BSM, August 2023
[57] https://www.un.org/counterterrorism/sites/www.un.org.counterterrorism/files/goodpractices_bsm_english_2018_0.pdf
[58] https://www.unodc.org/pdf/terrorism/Compendium-Biometrics/Compendium-biometrics-final-version-LATEST_18_JUNE_2018_optimized.pdf
[59] https://www.un.org/sites/www.un.org.counterterrorism/files/1806953-en-ctitf-handbookhrscreeningatborders-for-web2.pdf
[60] https://www.un.org/counterterrorism/sites/www.un.org.counterterrorism/files/hr_internationalborders.pdf
[61] https://www.un.org/counterterrorism/sites/www.un.org.counterterrorism/files/220607_compendium_of_good_practices_web.pdf
[62] Revised BSM Programme Document 2021, p.15
[63] BSM Programme – Results Table

importance of monitoring progress via indicators. The challenge for the programme going forward will be to ensure they are developing and monitoring the most appropriate indicators. For example, one indicator is that '*45 Member States are supported through the BSM Programme*', and the result given is that '*around 70 countries benefitted from BSM support*'. It would seem that the indicator has not / can not be measured accurately '*around 70*', and what was the added value of that support?

The BSM Programme can be assessed as achieving the part of its objective that aims to "*contribute to the capacity of MS…*", as it has undoubtedly achieved a contribution. The extent to which that contribution has "*stemmed the flow of FTFs*" is less easily evidenced and this is reflected upon further under the 'Impact' section of this report. Yet there is a link between activities, outputs, outcomes, and the objective of the BSM Programme.

There is also consistent feedback that the individual Programme activities are well received and viewed as effective. There are requests from stakeholders to update the various good practice guides that the BSM Programme helped deliver in 2022, and under the auspices of the GCTF FTF Working Group (WG), a concept note with the UN was endorsed to update the good practice guides. One individual noted "*the BSM is a good vehicle to manage and produce these [good practice] updates. It is good to have the UN badge on these documents*"[64].
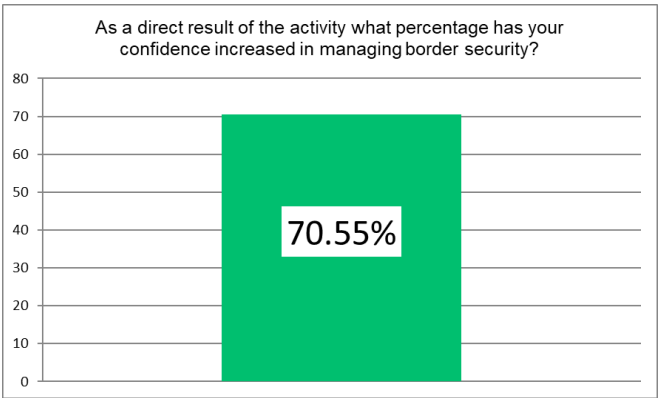
Diagram No.4[65]

Diagram No. 4 opposite illustrates the extent to which participants to BSM training and workshop activities saw their confidence increase in tackling the area of BSM that the activity had focussed upon. It should be noted that these responses did not include 'extreme response bias' i.e. no-one gave 100%. Thus, the results can be viewed with some confidence when correlated with written responses.

Many positive responses were given to the effectiveness of activities, for example, "*the activity was of great benefit since it boosted up my knowledge on border terrorist problems*"[66] and "*how to get the attack scenarios and make the solutions then to prevent it from happening*"[67].

A clear picture of Programme activity effectiveness can be discerned through its interaction with Member States, their national agencies, and bringing them together to promote inter-agency, multi-agency cooperation and coordination. It was noted on several occasions from various sources that this was a key strength of the Programme. '*Capacity building and promotion of cross border cooperation through examples have been really useful*'[68] and "*the BSM's role as a coordinating entity, using UN convening power and the Programme Manager's reputation to bring together various counter-terrorism and border security actors*"[69].

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[64] KII
[65] Q10. Survey response
[66] Survey response 118488768593
[67] Survey response 118490083392
[68] Survey response118490305078
[69] KII

Another interviewee noted, "*the BSM Programme's engagement with various national agencies, indicating its role in facilitating inter-organizational dialogue and cooperation*"[70]. Finally, the four priority countries compared for this evaluation also highlighted a key benefit of the Programme as increased cooperation nationally and regionally[71].

A key facilitator and driver of effective Programme activity implementation has been the role that the Programme Manager has taken utilising his own subject matter expertise (SME), network of contacts, and inter-personal skills. There are numerous, cross-stakeholder group examples from the Key Informant Interviews (KIIs) of these Programme Manager attributes. A small selection includes, "[*the Programme Manager] has the technical competence to work with other stakeholders to beef up the outcome*"[72], "*the level of communication from the Programme Manager is very good*"[73], and "*I liked the Programme Manager's management style which gave me autonomy and responsibility whilst still there to provide support and guidance*"[74].

The counter-point to these undoubtedly useful personality traits, coupled with SME knowledge is a general reluctance to turn down requests for BSM programme assistance. This has led to an appearance of a rather 'scatter-gun' approach to BSM Programming that undertakes almost every request that comes from a MS, Implementing Partner, or funding partner. This highlights a key issue and challenge for any future BSM Programme. The scale and scope of its work will have to be tied directly to the resources it has available. As has already been highlighted the CTTP's scope can fit within the current BSM Programme's scope. Yet the CTTP has an average annual budget of USD $ 6.3 million and the BSM Programme has USD $ 1.7 million[75]. One interviewee noted that the draft proposal for any new BSM Programme[76] is "*very large, too large, with three dimensions (land, sea, and air borders) as well as encompassing goods travel etc. It's very ambitious when you have limited funding. Can you focus on everything like tools and equipment with only one or two people? When you look at the size of the CTTP and the resources it's used just to get API/PNR working in the air border security environment it demonstrates the importance of a realistic objective*"[77].

As noted earlier in this report a comprehensive Theory of Change would have assisted the Programme in finding and retaining an appropriate thematic and geographic focus. Any new Programme should consider these aspects and there are existing windows of opportunity that could be exploited. Table No.2 below illustrates where the four countries selected for comparison assessed their greatest CT cross-border threats occurring.

Table No.2[78]

Assessment of BS and CT threat level across different borders			
Country	Land	Sea	Air
Burkina Faso	High	n/a	Medium
Ghana	High	Medium	High
Jordan	High	Low	Medium
Kenya	High	High	High

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[70] KII
[71] Focus Group Question response.
[72] KII
[73] KII
[74] KII
[75] Figures based upon CTTP budget for 2021-2023 at USD 18.9m and BSM budget for 2019-2023 at USD 8.3m
[76] 221108 BSM Programme document 2023 - 2027
[77] KII
[78] Country comparison analysis

A potential focus on land border crossings could be one consideration when the BSM is looking to find a rationale for the deployment of its limited resources. This was recognised by the Programme Manager, "*as the CTTP doesn't deal with land it is a good reason to continue the BSM Programme*"[79].

The BSM Project Document for 2023-2027 also provides the following suggestion for geographic scope. "*The BSM Programme has initially focused on the African continent and Central Asia, with additional activities carried out in the Western Asia, Southern and South- Eastern Asia, Eastern and Southern Europe, and Latin American and the Caribbean countries. It will continue to focus on these key strategic regions while also increasing attention to Eastern and Southern Europe, Northern, Western, Eastern, and Sub-Saharan Africa as well as Latin America and The Caribbean countries*"[80]. This appears ambitious without a <u>substantial</u> increase in resources.

It has been noted that the Programme has already established good working relationships with the International Organization for Migration (IOM), the United Nations Office on Drugs and Crime (UNODC), and INTERPOL. These entities have, along with UNOCT, jointly launched the Integrated Border Stability Mechanism (IBSM) which is a "*multilateral coordination platform that will contribute to strengthening cooperation between actors involved in governance and border security in the Sahel and West Africa*"[81]. One interviewee noted, "*CTTP does not deal much with land borders where e.g. SAHEL CT travel is almost exclusively across land / green borders*"[82]. Thus, a geographic focus could be the land borders in the Sahel and West Africa regions.

Finally, there will also need to be consideration given to the thematic focus of the Programme. This will largely be driven by the agreed Theory of Change which will then determine the activities most likely to bring about the intended impact of the Programme. Currently there is a Programmatic focus on the use of biometrics. In part this is because it integrates and leverages different implementing partners work in this area, and the biometric training was well received, "*there is beneficiary positivity around biometrics and Border Security*"[83].

In connection with human rights, gender issues, and social inclusion the findings noted on p.28 under 'Coherence' are replicated here. Namely, the Programme attempted to address with the resources and access to knowledge it had at the Programme's inception to integrate HR and GESI considerations effectively, utilizing both in-house[84] and 'external' resources[85]. It is acknowledged however that greater use can and should be made of additional resources available through UN agencies such as UN Women and appropriate national civil society organizations and actors involved in HR and GESI issues.

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[79] KII Programme Manager
[80] 221108 BSM Programme document 2023 – 2027 p1-2
[81] https://www.unodc.org/westandcentralafrica/en/westandcentralafrica/stories/2023/integrated-border-stability-mechanism-set-to-strengthen-border-governance-and-security-in-west-african-countries.html
[82] KII
[83] KII
[84] BSM Programme officer with HR background
[85] OHCHR, Oxford Cambridge and RSA (OCR), IOM, and Academia

The BSM Programme aligns closely with the GCTS pillars, including the provision of dedicated training in human rights, gender issues, and border security management, viewed as essential for effectively countering terrorism. The Programme has expended effort in attempting to integrate effective HR and GESI elements, but this can be improved by expanding the pool of knowledge resources it utilises. The Programme's success is evident in inter-agency coordination, supporting the SPRF's strategic goals for unified counter-terrorism efforts. Feedback from stakeholders confirms the Programme's effectiveness in achieving many intended outcomes, particularly in enhancing border security and counter-terrorism capabilities, and in establishing robust inter-agency communication and collaboration. Key to the Programme's success is facilitating factors like strong leadership and effective coordination across entities, with leadership pivotal in stakeholder engagement and management. However, overall effectiveness in achieving Programme objectives is hampered by a scope that is too wide and an ethos to help everyone, everywhere, all the time.

EFFICIENCY

15. To what extent has the intervention delivered activities and outputs promptly and efficiently?
16. How efficient was the overall staffing, planning and coordination within the BSM programme?
17. To what extent has the allocation and use of resources to targeted groups take into account the need to prioritize women and individuals/groups who are marginalized and/or discriminated against.
18. Were sufficient systems in place for monitoring and reporting processes?

The BSM Programme has done well to deliver its activities as efficiently as it has given **i)** the constraints of Covid-19 hitting just as the Programme was launched, and **ii)** dwindling Programme staff resources. As noted on p.29 a number of activities have been delivered over the course of the Programme some virtual, some hybrid, and many (post-Covid) face-to-face. There was a notable surge in face-to-face activity participation in 2022 and 2023[86] despite a reduction over time of the human resources dedicated to the Programme. There were some minor inefficiencies that led to some reduction on Programme effectiveness, for example the production of a consultant written report that lacked proper sourcing and referencing and that meant it could not be disseminated[87]. Yet most Programme activities were delivered efficiently.

<u>Diagram No.5[88]</u>

Diagram No.5 opposite illustrates how effective and efficient the various Programme activities were viewed. As can be seen over 75% of participants could use the knowledge they learned either 'fully' or 'substantially' in their work environment. This indicates an effective and efficient use of Programme resources.

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[86] Q.3 Survey response
[87] KII
[88] Q.9 Survey response

The successful implementation of the Programme is highly dependent on the availability of adequate human resources. Initially, the Under-Secretary-General (USG) advised appointing a P5 supported by two P4 positions for the Programme (all three of whom contributed substantially to the initial BSM implementation), but it was eventually managed by only two P4 officers. After nearly two years, one of the P4 officers was promoted to a P5 and took charge of the CTTP, leaving the BSM Programme with a single P4 Programme Manager. This Programme Manager proposed the addition of an IOM liaison officer in Geneva to collaborate with the BSM Programme. While IOM agreed to co-finance this position, this proposal was not implemented, and the liaison officer was later incorporated into the CTTP Programme. Although there is no indication that this decision was flawed, the abrupt decrease in human resources, coupled with the lack of staff reallocation from other programmes, was not fully understood at the programmatic level, causing some dissatisfaction with the decision. As a result, the BSM Programme had to operate with just the Programme Manager for some time, until an intern was brought in to help with reporting, programme development and administrative tasks.

As well as improved effectiveness, improved efficiency and may come from finding a focus both thematically and geographically. One interviewee noted, "*Focusing on topics such as 'responsible use of biometrics' is a priority, also development of BSM strategy is another foundation that must be worked on. Selective countries, and pilot countries must be shortlisted and focused on, and this will attract donor interest*"[89].

Future BSM Programming efficiency should be considered when developing the Theory of Change (TOC). One potential path to consider is the (re)structuring of the BSM Programme under four pillars, namely: i) Legal, ii) Institutional, iii) Partnership, and iv) Technical. This has been suggested by various UN/BSM Programme stakeholders[90]. There is a body of opinion that this structure would lead to a more efficient Programme, yet this assumption must be tested through a robust TOC. Annex 7 provides greater detail on potential BSM restructuring.

The lack of a systemic Monitoring, Evaluation, and Learning (MEL) approach increases the risk that adaptive management decisions are taken without a basis in firm evidence. There is little discrete or explicit management reporting on the monitoring of indicators although the updated programme document of 2021[91] does provide a completed logical framework with indicators to monitor programme delivery. However, it should be noted a results table was submitted to the PRB. Outside the required financial and narrative reporting mechanisms, the Programme does not appear to have strong, in-built MEL methodologies. There is no bespoke MEL documentation, for example a centralised risk register, which would assist the Programme in identifying risk, testing assumptions, and mitigating risk. Whilst the Programme appears to have dealt relatively well with certain risks such as Covid-19[92], there is a lack of foresight and planning to identify, analyse, and mitigate risk. In part this can be attributed to a lack of administrative human resource.

One example of the need for evidence based decision taking is with the Covid-19 inspired Programme activity with the Republic of Korea[93]. The idea was the inspiration of the Programme Manager who received USD 250,000 and a Junior Professional Officer (JPO) to conduct the research. The justification for the project is

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[89] KII
[90] KIIs with various UN partners and BSM Programme staff
[91] Revised BSM Programme Document 2021 p.23
[92] For example, 8 Webinars arranged with the BSM Congress
[93] www.un.org/counterterrorism/sites/www.un.org.counterterrorism/files/220607_compendium_of_good_practices_web.pdf

given as, "*under the overall framework of UNOCT's Global Programme of Border Security and Management (BSM), this project contributes to Outcome 2 of UNCCT's 5-Year Programme on combatting terrorism, specifically Output 2.3 to support requesting Member States and regions to have improved BSM, including through enhanced inter-agency and international cooperation*"[94].

There is a logical argument to be made that virtually any BSM inspired idea could fit under this outcome and output. The need to justify why each project within the BSM Programme is an efficient use of resources is crucial. One interviewee, when talking about the ROK project noted, "*the UN supported an initiative that the rest of the world questioned*"[95]. Yet, at the same time, the launch of the Guidelines developed under the project were welcomed by many Member States. Regardless of whether that project provided the impact expected, there is a need to provide a justification for the deployment of resources, thereby helping to ensure those resources are seen to being used efficiently.

As noted earlier in this report the Programme Manager uses his SME, networks, and inter-personal skills to help drive an effective programme. In similar fashion those attributes are used to drive an efficient programme. It is a possibility that a 'lean' programme management structure, with fewer vertical management decision making layers, may lend itself to efficient programme delivery. Across all stakeholder groups comments were made regarding the speed and comprehensive responses that would be given to partner requests, for example "*[the Programme Manager] is a good people person*"[96], "*I have a great relationship with [the Programme Manager]*"[97], and "*[the Programme Manager] is an individual who knows his subject matter well and who can bring various different entities together and find ways of working with each other*"[98].

Detailed insights into how resources were specifically allocated to prioritize women and individuals/groups who are marginalized and/or discriminated against are not explicit in either the desk review material or interviews. Yet the Programme did utilize the skills and knowledge of its own programme team members and interact with OHCHR when considering, if not fully, aspects of human rights, gender, as well as marginalized and/or discriminated against individuals/groups. The programme's inclusion of human rights and gender considerations, as seen in the workshops and training sessions, indicated a conscious effort to address and – to a certain extent – prioritize some of these aspects. The previously noted lack of a systemic MEL system has contributed to a lack of evidence on the effectiveness of the Programme in this area, and it was noted that, "*the programme probably went on too long without an HR and GE redesign*"[99].

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[94] Contribution arrangement between ROK and UNOCT, p.1
[95] KII
[96] KII
[97] KII
[98] KII
[99] KII

The BSM Programme demonstrates efficiency in both its activities and outputs, particularly in the delivery of training content. The quality and relevance of training materials, as evidenced by the transfer of useful knowledge, highlight the Programme's efficient approach in delivering appropriate content. Additionally, the inclusion of topics viewed as essential including through the delivery of dedicated human rights and gender training indicates an efficiency of integrating these critical issues into the programme's activities. However, explicit insights into resource allocation targeted to taking into account the needs of women and marginalized and discriminated against individuals and groups are lacking, due in part to poor MEL systems.

Efficient coordination and leadership are key strengths of the Programme, marked by the ability of the Programme Manger to bring together various counter-terrorism and border security actors. Whilst this done efficiently, the Programme has suffered from a reduction in human resources. This, in turn, means key, evidenced-based, decisions on which activities to pursue, develop, and deliver must be taken to ensure the most efficient return on scarce resources.

IMPACT

19. What are the likely intended or unintended (positive and negative) impacts of the project?
20. To what extent did unintended effects occur on particular groups that were not adequately considered in the intervention design (e.g., women engaged in cross border trade, etc.)

The analysis of the Most Significant Change (MSC) narration provided the results shown in Diagram No.6
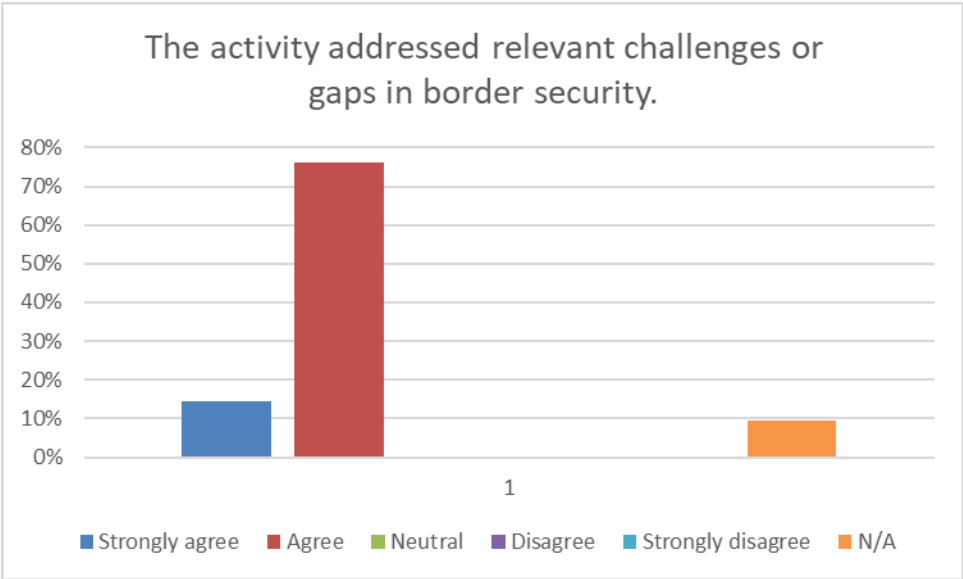
Diagram No.6[100]

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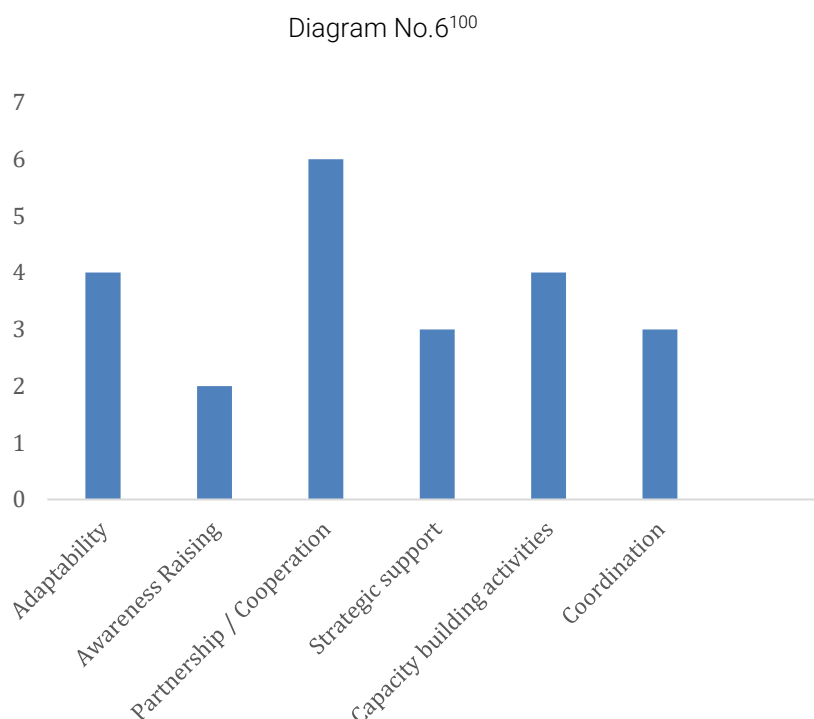
[100] Results from Most Significant Change (MSC) narration analysis from 22 respondents

There were 22 responses received to the MSC question 'What is the most significant change you have seen as a direct result of the BSM programme?' From those responses the above noted criteria were formed. As is illustrated the criterion with the greatest number is '**partnership / cooperation**'. This revolves around the programme's ability to promote partnership and cooperation at national, regional, and international levels. For example, "*The Programme Manager's ability to engage with all the different national and regional stakeholders and bring them together to discuss how to improve cross-border security*"[101], and "*the coordination and bringing agencies and partners, from international, regional, and national level, and even inter-agency to discuss BSM*"[102]. This is supported through interviews with other beneficiaries where there has been an observed improvement in inter-agency communication, such as the formation of a WhatsApp group after BSM program training, facilitating better coordination and information sharing[103].

The criterion of '**coordination**' takes this impact one step further and reflects on BSM Programme stakeholders' active development of BSM with other partners / agencies. "*Exchange of information between states and departments and national and international agencies was the most significant aspect as we don't expect to share such sensitive information with each other*"[104]. As noted in the 'Effectiveness' sub-heading the ability to bring different partners together both nationally and internationally and to foster an environment where partnership, cooperation, and coordination can flourish relies largely on the Programme Manager's personality and subject matter expertise.

The **capacity building activities** of the BSM Programme were also noted as providing an impact. This includes the good practice guides as well as the BSM specific workshops and training courses. Diagram No.7 below, taken from the results of the survey on BSM Programme activities, illustrates the relevance of programme activities.

Diagram No.7[105]

The activity addressed relevant challenges or gaps in border security.

Legend: ■ Strongly agree ■ Agree ■ Neutral ■ Disagree ■ Strongly disagree ■ N/A

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[101] KII
[102] KII
[103] KII
[104] KII
[105] Survey results Q.5

On training and workshops some of the comments from the survey reinforce their value, such as, "*capacity building and promotion of cross border cooperation through examples have been really useful*"[106] and, "*the multi-country participation brings diverse experience and perspective to the activity, and it also encourages networking leading to trust building among BSM operatives. Thus, aiding information sharing and exchange*"[107].

There was also satisfaction expressed by some recipients of capacity building activity of the recognition of human rights and gender as key components[108]. This also extended to social inclusion with one participant noting, "*social inclusion of the local population to address challenges associated with the border security*"[109]. There is some feedback from two independent sources[110] that the increasing recognition of the importance of gender in counter-terrorism efforts indicates the programme may have contributed to a shift in awareness regarding the role of women in border security, which could lead to more nuanced approaches in the field. However, firm evidence is scarce, and deeper research resources than available to this evaluation is needed to test this tentative hypothesis. Whilst these examples provide some positivity regarding the impact of the messaging around BSM and HR, GESI issues, there is still work to be done in ensuring the appropriate messages are delivered and understood.

Outside of workshop and training activities the good practice guides have also been noted as being impactive with one description given as, "*the knowledge shared is likely to continue being used as a reference for effective border management practices*"[111].

The criteria of **adaptability** and **strategic support** illustrate the BSM Programme's ability to engage with the strategic level in a manner that adapts to the country or region-specific environment. For example, "*the program has allowed for an adaptability to continue to meet member state demands as they changed and continue to deliver to the satisfaction of Member States*"[112]. Further comments have included, "*the BSM programme has really helped a number of member states, especially in the area of border security, and to develop strategies*"[113]. This has also been noted across stakeholder groups outside UNCCT/UNOCT, for example "*[the programme has] helped unify regulations and policies across borders, pointing to enhanced institutional frameworks*"[114], and "*[the programme using its UN] convening power effectively, which implies that the programme has contributed to institutional strengthening at an inter-agency level*"[115].

Naturally, a key indicator of the success of the BSM Programme is its impact on restricting the flow of FTFs across borders. There has been no indication from the data collection conducted for this evaluation that can directly attribute any reduced FTF cross-border activity to the programme. However, the generally recognised vehicles through which Border Security with respect to CT and FTFs can be tackled (e.g. improved cooperation and coordination, developing National CT strategies, increasing knowledge and skills of border control officers, delivering technological improvements) are fundamental parts of BSM activity.

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[106] Survey response 118490305078
[107] Survey response 118487506349
[108] KII
[109] Survey response 118482927865
[110] KII (x2)
[111] KII
[112] KII
[113] KII
[114] KII
[115] KII

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 programme has fostered a sense of community and collaborative spirit among participants from various agencies and regions, leading to improved cooperation and coordination at both operational and strategic levels on BSM. There is an indication that the programme is contributing to improved HR and GESI understanding although this is by no means uniform or complete.

SUSTAINABILITY

21. To what extent were sustainability mechanisms built into the project design and delivery?
22. To what extent are the benefits of the programme likely to continue after it ends?

The sustainability of the Programme's activities aimed at helping Member States tackle CT and FTFs from a Border Security and Management perspective is dependent upon several factors. Some of these are outside the direct influence of the Programme such as **i)** the extent to which each Member State will support the BSM architecture required including funding, **ii)** continuing commitment from participating organizations, and **iii)** the evolving nature of counter-terrorism and border security challenges.

For example, the BSM Programme looks to 'train-the-trainer' which can theoretically create a multiplier effect, enabling the continuation of education and skill development even after the programme concludes. However, this is only sustainable if the MS commits to ensuring those trainers continue in that role and that they are supported to keep up-to-date with changes in the BSM environment. The BSM Programme may be able to indirectly influence these aspects through its encouragement of the MS and regional organizations to adopt a national/regional strategy for BSM and CT/FTF. One interviewee noted, "*the cross-border measures and policy unifications that the Programme worked on which [could help to] unify regional efforts and can continue beyond the program's lifespan*"[116]. Another regional organization representative also noted, "*the potential to expand the Programme to support [regional] border security strategy to help sustain BS efforts*"[117].

The training delivered by the Programme and the Good Practice guides that have been developed have been cited as useful and effective, and potentially bring sustainability. As noted in this report a typical officer trained by the Programme has gained knowledge and skills that they can apply, and that they have increased confidence to apply that knowledge and skill. The Good Practice guides remain alive on various websites and within appropriate BS agencies for reference and application. One interviewee noted, "*[the Guides] contributed to good practice as most of these conflict states have no standards in BSM*"[118]. In addition, there has been reporting that post-activity participants have remained in professional contact through, for example, WhatsApp Groups[119]. Yet in line with the previous observation the training and good practice guides are only

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[116] KII
[117] KII
[118] KII
[119] KII

useful if they remain current. As noted earlier in this report there is a drive to update these Guides and the question must be asked, "who updates them 5 years from now, and who will retrain the trainers?"

As noted earlier in this report any new BSM Programme is going to have to find specific foci (thematic and geographic) and there is some prominence for future BSM support around biometrics. There are critical sustainability issues that should be addressed if a technological theme is to be pursued. One interviewee noted, "*regarding the implementation of biometrics, it is important to ensure that the systems remain up-to-date. Technology is changing so quickly (e.g. the increasing use of AI in systems) that there needs to be regular reviews of the systems. I am not sure any one UN programme (such as BSM) would have the resources (money and expertise) to do this, it's something that the wider UN should do*"[120]. This comment also leads into a broader argument that is outside the scope of this evaluation around the structuring of the wider UNOCT/UNCCT CT offer and how the various CT Programmes and Projects interface around sustainability. Annex 7 contains some evaluator thinking around restructuring of the BSM Programme however this will require the engagement of a broad cross-section of the Office and beyond.

Where the Programme has tried to design in some sustainability mechanisms with its various partnerships,the Programme Manager has recognised that sustainability cannot be achieved in isolation and has looked to develop appropriate partnerships. These have been generally well received. For example, "*we noted the efforts of the Programme Manager in engaging with the EU and coordinating BSM activities, which should encourage lasting European connections and shared objectives that persist post-program*"[121]. And "*discussions generated between national agencies may promote the development of dialogues and relationships that could sustain beyond the BSM Programme*"[122]. In addition regional and continental border security strategies from appropriate bodies such as the African Union[123] could prove a valuable source for future sustainability.

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[120] KII
[121] KII
[122] KII
[123] https://www.peaceau.org/uploads/2020-english-au-border-governance-strategy-final.pdf

The BSM Programme exhibits some indications of sustainability, as reflected in the skills and knowledge imparted to stakeholders, particularly through the workshops and training of trainers approach, which has the potential to create a multiplier effect for ongoing education and skill development. This approach, along with efforts in cross-border measures and policy unifications, suggests sustainable practices that can unify regional efforts and continue beyond the Programme's lifespan. Additionally, the potential expansion of the programme to support broader border security strategies, like that of the African Union, highlights the foundational work of the BSM as a basis for future development, reinforcing the potential for sustainable impact.

Key to the Programme's sustainability are the established systems and practices, such as communication platforms for inter-agency coordination and the implementation of effective training materials and best practices. These elements are likely to persist after the Programme concludes although their value diminishes over time if not kept up-to-date. The integration of human rights and gender perspectives into training and workshops has helped embed these crucial considerations and related obligations under international law into the practices of participating organizations, potentially influencing their long-term approaches. The Programme's success in forging collaborative networks and partnerships among various stakeholders, including international and regional entities, suggests that these connections will continue to facilitate collaboration and knowledge sharing post-programme. However, the long-term sustainability of these initiatives also hinges on factors like continued funding, commitment from participating organizations, and the evolving nature of counter-terrorism and border security challenges, necessitating potential ongoing support to maximize the program's enduring impact. These sustainability issues will be better dealt with at an Office level rather than a Programme level.

Human Rights, Gender Equality and Social Inclusion, and leaving no-one behind

23. What challenges and/or opportunities influenced the way in which considerations related to human rights, gender equality as well as marginalized groups were incorporated in the programme design, implementation, and monitoring?
24. Were women, persons with disabilities, and/or organizations working on these issues consulted and meaningfully involved in programme planning and implementation?

The Programme did recognize and attempt to include considerations related to human rights , gender and social inclusion into its Programmatic activity. As noted in earlier in this report there was more success with integrating human rights considerations than with gender, social inclusion (including marginalized and/or discriminated against individuals/groups)-related considerations. The Programme created specific products on Border Security and Human Rights, their 'Handbook on human rights and screening at borders', and the 'Trainers' Guide on Human Rights at International Borders'.

As noted earlier in this report the Programme did well with the resources and access to knowledge it had at the Programme's inception to integrate HR and GESI considerations effectively, utilizing both in-house[124] and

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[124] BSM Programme officer with HR background

'external' resources[125]. It is acknowledged however that greater use can and should be made of additional resources available through UN agencies such as UN Women, HR and GESI civil society organizations and actors as noted earlier in this report.

There were some challenges in integrating human rights, gender and social inclusion considerations in the Programme design. One was a lack of HR and GESI expertise easily available on the specific nature of HR and GESI in a CT/FTF and Border Security environment. There now exists a fully staffed HR and GE Section within the Office which should help reduce this challenge substantially as they will have the SME to guide any new BSM Programme on how and what to 'design into' the Programme. Yet additional Programme resources will still be needed to ensure the integration of HR and GESI is done in an effective and sustainable manner.

A further challenge is recognition of the importance of the HR and GESI aspects by all stakeholders. As noted earlier in this report that whilst participants to Programme activities recognised the importance of HR the need to consider gender and social inclusion was not fully recognised. This also extends to other stakeholder groups, for example one interview noted, "*It can be done better [the designing in of HR and GESI], but as the Programme is donor driven, there cannot be a wholesale consultation in this domain unless its funded. And it is very difficult to add these elements and find donors to fund it, as they are not interested in these areas, they are more interested in hard wired, ground results*"[126]. Efforts to ensure that commitments in the space of human rights and gender are duly honoured by all stakeholders, including funding partners, will have to be improved and – in common with the argumentation on sustainability issues – this is potentially a pan-Office matter as opposed to a Programmatic specific matter.

A further challenge when looking to integrate gender into Programme activities is the fact that for most Member States, law enforcement is still a very male dominated environment. The BSM Programme in its invitations to their activities always requested and highlighted the desire to have an equitable gender balance. However, they generally have very little influence beyond that initial request on whom shall be sent to those activities.

As noted earlier in this report the lack of a coherent MEL process meant – that in line with other aspects of programme delivery – there was insufficient evaluation and learning during the lifetime of the Programme on what did and didn't work from a HR and GESI perspective. As noted earlier in this report it was observed that the Programme ran for too long without a HR and GESI review. If those MEL review processes were in place comments received during this evaluation such as "*I cannot recall any gender aspects being included in the training*"[127] might have been picked up and acted upon. In a similar vein the evaluation uncovered the following request from a participant regarding future training improvements that could be made. "*Border community common infrastructure and economic integration with mutual benefits significantly contributes for the security management and States to work closely in creating social cohesion. This should be highlighted*"[128].

Any future BSM Programme will have to ensure it takes proper recognition of these key cross-cutting issues. As noted earlier in this report there is a possibility any future BSM Programme will promote technological solutions to improve Border Security. It should be noted that the Special Rapporteur on counter-terrorism and human rights published a Position Paper on "*The Promotion and Protection of Human Rights and Fundamental Freedoms while Countering Terrorism on the United Nations Countering Terrorist Travel*

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[125] OHCHR, Oxford Cambride RSA (OCR), IOM, and Academia
[126] KII
[127] KII
[128] Q.16 Survey response

Programme (CTTP) and the goTravel Software Solution'[129]. This is in the context of enhancing border security and counter-terrorism measures through the use of Advance Passenger Information (API) and Passenger Name Record (PNR) data implemented by the CTTP.

Specifically, the Special Rapporteur notes, "*The lack of investment in promoting and protecting human rights within this policy-making is of concern, particularly given the risks to human rights posed by the global data collection and sharing regime*"[130]. In light of this, any new BSM programme that features the gathering, transfer, storage, and use of personal data – such as biometrics – must properly accounted for international human rights norms and standards as well as relevant UN guidance in any and all programmatic activities.

> Human Rights and Gender considerations were taken into account in the initial design of the BSM Programme. However, this could have been done to a greater extent The BSM Programme has made progress in the course of its implementation in incorporating human rights and gender issues into all of its activities, including its training, indicating a conscious effort to integrate these considerations into the delivery phase. This progress offers the Programme an opportunity to leverage existing efforts and eagerness to integrate human rights, gender and SI considerations into activities to ensure that these considerations are integrated in technical areas, including such as biometrics. However, challenges persist in the depth and consistency of integrating these aspects, as indicated by feedback from various stakeholders. In addition, in a male-dominated field like border security, the challenge of embedding a gender perspective effectively was highlighted in particular, with some courses lacking specific gender-focused content. There is a need for adequate resources and expertise to be deployed in any future BSM programming.
>
> Regarding the consultation and involvement of target groups, the Programme received positive feedback for its focus on human rights and gender issues, suggesting that the needs of women were considered. Although there is an awareness of gender issues within the Programme's scope, there seems to be room for improvement in actively involving women in security processes. The involvement of major organizations like the African Union and INTERPOL indicates engagement with diverse stakeholders, including those focusing on human rights and gender such as OHCHR. However, the extent of consultation and involvement with organizations working specifically on these issues, as well as with women and persons with disabilities, can be improved.

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[129] https://www.ohchr.org/sites/default/files/documents/issues/terrorism/sr/statements/2023-10-30-a-ct-travel-gotravel-position-paper.pdf

[130] Special Rapporteur Position Paper, p.3

6. CONCLUSIONS

The Border Security Management (BSM) Programme, as elucidated in this report, represents a key initiative in the realm of counter-terrorism and border security. Its strategic alignment with the Global Counter-Terrorism Strategy (GCTS) underpins its relevance in addressing some of the most pressing challenges of the 21st century. This alignment is not only a testament to the Programme's commitment to global security standards but also to its nuanced understanding of the complexities inherent in counter-terrorism efforts.

Relevance and Coherence: A Strategic Approach

The program's relevance is further accentuated by its coherent integration with the work of various UN entities and member state-specific and tailored interventions. This coherence is not a mere alignment of objectives but a testament to the program's ability to create synergies, fostering a unified approach to counter-terrorism. Such coherence is vital in a landscape where isolated efforts often fall short in the face of sophisticated and transnational threats.

Effectiveness: Achieving Goals

In assessing the program's effectiveness, it becomes clear that the BSM Programme has met in many instances, its intended goals. The achievements are manifold, ranging from direct outcomes such as enhanced border security measures to promotion of human rights and gender awareness in border management in the counter-terrorism context. It is important to recognize the inherent complexities and long-term nature of such transformative efforts. The assertion of effectiveness, especially in these areas, is grounded not solely on immediate, tangible changes but on the initiation and consistent promotion of these critical values within the counter-terrorism and border security framework. The preliminary achievements and the strategic direction set forth by the programme—despite the challenges in measuring direct impact on practices in the short term—signal a progressive shift towards more inclusive and rights-aware border management. This perspective underscores a commitment to a nuanced and evolving approach. The Programme's human rights and gender goals have evolved and may serve as foundational steps towards broader, more impactful changes over time.

Efficiency: Optimal Resource Utilization

The program's efficiency, marked by the prompt and strategic delivery of activities, reflects a meticulous resource allocation process. This efficiency is not confined to operational aspects alone but extends to the programme's staffing strategies which proved challenging during the lifetime of the Programme. The Programme recognized the importance of resource allocation on key groups such as women and marginalized communities although the effectiveness of this allocation was not always evident. By recognising these areas, the BSM Programme has ensured that its efforts are inclusive and equitable, addressing the often-overlooked dimensions of counter-terrorism work.

Impact: Beyond Immediate Outcomes

The impact of the BSM Programme is difficult to measure. The lack of a systemic Monitoring, Evaluation, and Learning (MEL) approach meant potential indicators of Programme impact were not fully developed or measured. Yet the Programme has been the catalyst for positive change, from improved inter-agency coordination and capacity building to the reinforcement of institutional frameworks and raised awareness at

the regional level of CT/FTF and BSM national and regional strategies. The Programme has also attempted to embed human rights and gender considerations within the counter-terrorism discourse, challenging the traditional narratives that often sideline these critical issues.

Sustainability: Ensuring Long-Term Benefits

In terms of sustainability, the Programme has looked to establish mechanisms and practices that promise long-term benefits. This includes the various handbooks, guidelines, and training manuals that have been developed. The focus on capacity building, human rights, gender inclusion, and the creation of collaborative networks looks to ensure programmatic sustainability. Yet there are many barriers to long-term sustainability which the Programme cannot directly influence. A clear sustainability strategy that analyses, identifies, and controls sustainability risk, will need to be elaborated for any future BSM Programme.

Challenges and Opportunities: A Roadmap for Future Growth

Despite its successes, the Programme faces several challenges, for example, in integrating human rights and gender equality into the core of counter-terrorism efforts, the integration of technological advancement in border security management, secure information and intelligence sharing, infrastructure development, promoting international cooperation, and developing/promoting policy and legal frameworks in the area of Border Security and Counter-terrorism. These challenges, however, present opportunities for growth and innovation. The Programme's future proactive engagement with organizations specializing in these fields should provide a pathway for continuous improvement and adaptation, ensuring that the Programme remains responsive and relevant to the evolving security landscape.

Final Reflections: Setting a New Standard in Counter-Terrorism Efforts

In conclusion, the BSM Programme has an opportunity to cement itself as a key vehicle in the global effort to combat terrorism and enhance border security in a human rights-compliant, gender sensitive and inclusive manner. Its comprehensive approach, which looks to integrate operational excellence, along with relevant implementing partners, focussed on a strategic goal can provide a holistic approach to key elements of Border Security and Management in a CT/FTF environment. As the Programme evolves there is an opportunity to provide a 'proof of concept' and serve as a model for future initiatives, influencing the global counter-terrorism paradigm.

7. LESSONS LEARNED

Strategic Alignment with Global Standards: The BSM Programme's alignment with the Global Counter-Terrorism Strategy (GCTS) underscores its relevance in addressing modern security challenges. This alignment demonstrates the importance of adhering to global security standards and understanding the complexities of counter-terrorism, especially in relation to human rights and gender issues.

Coherent Integration with UN Entities and Member States: The programme's ability to integrate coherently with the efforts of various United Nations entities and member states' specific requirements, highlights the value of synergy and a unified approach in counter-terrorism. This coherence transcends mere alignment of objectives and proves crucial in combatting sophisticated, transnational threats.

Need to remain focused with limited resources: Although this is a Global Programme it has operated with limited and decreasing resources. Whilst it used its resources efficiently the need to remain strategically focused on key thematic and geographic areas is key to delivering maximum impact.

Impactful Long-term Initiatives: The BSM Programme's impact goes beyond immediate activity delivery through catalyzing positive changes like improved inter-agency coordination, capacity building, and reinforcing institutional frameworks. The attempts to integrate human rights and gender considerations into counter-terrorism initiatives is notable although the overall effectiveness of the BSM Programme of doing so in changing border security and management practices is not yet evidenced.

Sustainability and Continuous Improvement: The focus on sustainability through capacity building, human rights, gender and social inclusion aims to ensure the long-term benefits of the programme. Challenges in achieving long-term sustainability include the need for continuous updating of good practice guides, training, and technology as the BSM CT/FTF environment evolves.

BSM Programme and CTTP interaction: The strategic recommendation for the BSM programme and the CTTP to maintain independent structures while engaging in mutual cooperation underscores a vital lesson in organizational management and operational strategy, especially within the realm of global security and counter-terrorism efforts. This approach demonstrates the importance of specialized focus and agility that independent structures offer, enabling tailored and swift responses to specific challenges. At the same time, it highlights the value of collaboration and sharing of intelligence, best practices, and resources to enhance overall effectiveness and address overlapping security threats more comprehensively. This balanced strategy of independence combined with strategic cooperation serves as a model for other initiatives, illustrating that while specialized expertise is crucial for addressing nuanced threats, the synergy from collaboration significantly amplifies impact and success in complex, multifaceted missions.

8. RECOMMENDATIONS

The BSM Programme and the Countering Terrorist Travel Programme (CTTP)
Recommendation No.1: The BSM programme and the CTTP are aligned in their mission to strengthen global security measures against terrorism and related threats. While they share common ground and benefit from mutual cooperation, it is recommended that each program maintains its independent structure and management. This ensures that while both programmes benefit from each other's strengths, they also preserve the focused leadership and specialized operational integrity necessary for their respective success. It is encouraged that any new BSM Programme collaborates with the CTTP to define areas of responsibility, demarcation lines, and collaborative efforts This should cover i.a.   **i) Collaborative Synergies with Distinct Governance arrangements:** The BSM programme and the CTTP share a common vision of enhancing global security while maintaining distinct operational structures.   **ii) Complementary Data Sharing with Autonomous Operations:** While the BSM programme and the CTTP both prioritize the collection and analysis of critical data for security purposes, they operate independently to ensure specialized focus and governance. The exchange of intelligence and analytical findings between the two programs will be conducted through established protocols that respect the autonomy and operational mandates of each entity.   **iii) Independent Capacity Building with Shared Expertise**: Capacity building is a shared goal, yet it is executed through independent strategies tailored to the specific needs of each program. The BSM and CTTP may co-develop training materials and share expertise, but the implementation of training initiatives will be managed separately to maintain the distinct strategic direction and oversight of each program's governing body.   **iv) Collaborative Yet Sovereign International Cooperation**: The BSM programme's and CTTP's efforts in fostering international cooperation will be coordinated to maximize impact, yet each program will engage with partners and stakeholders under its own governance structure. This approach ensures that while collaborative efforts are made to enhance border security and counter-terrorism measures, each program's engagements and agreements are managed and executed independently.   **v) Joint Commitment to Standards with Separate Compliance Mechanisms**: Both programs are dedicated to upholding international standards and human rights, yet they will independently ensure compliance with these principles. The BSM and CTTP will share good practices and frameworks for upholding standards, but each will have its own compliance mechanisms and oversight to ensure that their operations adhere to their respective mandates, ethical guidelines and international human rights norms and standards.   **vi) Technological Synergy with Distinct Management:** The technological tools and systems, such as the CTTP's goTravel software, may be utilized by the BSM programme to enhance its operational capabilities. However, the management of these technologies, including data governance and system maintenance, will remain under the jurisdiction of each program's independent administrative structure.

Criteria: Primarily Coherence and Efficiency	Priority Level: High
Responsibility: BSM and CTTP Programme Management Teams with Senior UNOCT/UNCCT management.	Timeframe for implementation: 6 months.

Theory of Change developed for new BSM Programme
Recommendation No.2: The BSM Programme never developed a Theory of Change (TOC). The Border Security and Management context has changed with respect to the geopolitical landscape and the threat from counter-terrorism and FTF since the BSM Programme's inception in 2018. Any new BSM Programme should construct a TOC. This should include i.a   **i) Understanding success**: An understanding of what success looks like.   **ii) Achieving success:** How success will be achieved with the resources available.   **iii) Geographical focus:** To reduce likelihood of mission creep.

iv) **Thematic focus.** To reduce likelihood of mission creep.	
v) **Activity delivery.** Identify activities to deliver upon the objective(s), and	
vi) **Partnership development:** The partnerships that will most effectively help deliver those activities.	
Criteria: Primarily Impact	Priority Level: High
Responsibility: BSM Programme Management Team to lead with invitation to all relevant in-house and external partners.	Timeframe for implementation: 3 months after submission to PRB.

Enhanced Monitoring and Reporting Systems	
Recommendation No.3: The BSM Programme should establish enhanced monitoring and reporting systems that are detailed and efficient, focusing on assessing the impact of the programme. This system should be designed to measure outcomes, ensure effective resource allocation, and include human rights and gender in its scope. The key elements of this recommendation are: i) **Implementation of Robust Outcome Metrics**: Develop and utilize metrics that accurately reflect the programme's impact on border security and management including performance indicators. ii) **Allocation Tracking Mechanism**: Create a transparent mechanism for tracking resource allocation to ensure efficient use of funds and other resources iii) **Inclusive Monitoring Strategies**: Incorporate strategies specifically aimed at understanding the programme's impact on human rights, gender equality including on marginalized and discriminated against individuals and groups iv) **Regular Reporting Schedule:** Establish a regular schedule for reporting findings to allow for timely adjustments and improvements v) Responsibility Assignment: Designate the Monitoring and Evaluation (M&E) Team of the BSM Programme as the responsible entity for implementing and overseeing these systems.	
Criteria: Primarily Coherence	Priority Level: High
Responsibility: Monitoring and Evaluation (M&E) Team of the BSM Programme.	Timeframe for implementation: Development within 3 months and full implementation in ongoing and future projects within 9 months.

Resource Allocation for Human Rights and gender	
Recommendation No.4: The BSM Programme must prioritize the allocation of resources to support human rights and gender, ensuring alignment with international human rights norms and standards including gender equality, and social inclusion strategies. To effectively execute this recommendation, the following actions should be taken: i) **Targeted Resource Distribution:** Develop a plan for the targeted distribution of resources to relevant Programme partners that specifically addresses human rights and gender including civil society organizations and actors in targeted countries ii) **Alignment with Inclusion Strategies**: Ensure that the allocation plan is in line with current human rights and gender inclusion strategies iii) **Budget sourcing:** Engage with the UNOCT Resource Mobilization and Donor Relations Section and the Strategic Programme and Planning Section to secure the necessary funds and manage their distribution iv) **Strategic Planning Integration**: Incorporate this targeted allocation into the Strategic Planning Unit's objectives and plans v) **Timely Implementation:** Begin implementation in the upcoming financial cycle to immediately address these critical needs vi) **Continuous Evaluation:** Set up a system for ongoing assessment and adjustments to ensure the effectiveness and responsiveness of the resource allocation.	
Criteria: Primarily Sustainability	Priority Level: High

Responsibility: BSM Programme's Financial and Strategic Planning Units.	Timeframe for implementation: Implementation in the next financial cycle, with ongoing assessment and adjustments.

Strengthening Inter-Agency Communication and Collaboration	
Recommendation No.5: To heighten the BSM Programme's effectiveness in cross-border security management, it is essential to develop formalized platforms and processes that foster inter-agency communication and collaboration. The strategic approach should include: **i) Establishment of Communication Platforms:** Create secure and efficient communication platforms that facilitate information sharing and coordination among agencies. **ii) Formalization of Collaboration Processes:** Define and implement formal processes to standardize collaboration efforts across agencies. **iii) Inter-Agency Agreements:** Draft and ratify inter-agency agreements to underpin cooperative efforts and define roles and responsibilities. **iv) Joint Operations Framework**: Develop a framework for joint operations that includes shared objectives, strategies, and resource allocation. **v) Evaluation and Adaptation Mechanisms**: Put in place mechanisms for the evaluation of collaborative efforts and adaptation of strategies as required.	
Criteria: Primarily Efficiency	Priority Level: High
Responsibility: BSM Programme's Coordination and Partnership Office.	Timeframe for implementation: Initial rollout within 6 months, with continuous refinement based on feedback.

Integration of National Policies and Strategies in Programme Design	
Recommendation No.6: To ensure that the BSM Programme's design is in harmony with national priorities, and in compliance with international human rights norms and standards, as well as national and international commitments and standards on gender equality , the following steps are recommended: **i) Policy Analysis and Integration:** Conduct a thorough analysis of existing national policies and strategies to identify relevant elements that should be integrated into the programme design. **ii) Collaboration with National Experts**: Engage with national policy experts to ensure that the programme's design reflects current and comprehensive policy perspectives. **iii) Human Rights and Gender Mainstreaming:** Ensure that human rights and gender considerations are central to the programme design, taking into consideration national policies and strategies and complying with international human rights norms and l standards. **iv) Framework Development for Policy Incorporation**: Create a structured framework for the consistent incorporation of national policies into all aspects of programme design **v) Continuous Policy Update Mechanism**: Establish a mechanism for regularly updating the programme design to align with changes in national policies and strategies.	
Criteria: Primarily Effectiveness	Priority Level: Medium
Responsibility: Programme Design and Development Team, in collaboration with national policy experts.	Timeframe for implementation: Review and integration process to commence immediately, with implementation in all new projects within 12 months.

Capacity Building and Train-the-Trainer Programs	
Recommendation No.7: To foster sustainable knowledge transfer and skill development within the BSM Programme, a robust expansion and strengthening of capacity-building initiatives are crucial, with a special emphasis on 'train-the-trainer' programs. The action plan for this recommendation includes: **i) Development of Comprehensive Trainer Curriculum**: Design a detailed curriculum focused on equipping trainers with the necessary skills and knowledge to effectively teach border security management. **ii) Partnership with Regional Training Centers**: Form partnerships with established regional training centers to leverage their expertise and facilities for program delivery. **iii) Engagement with Subject Matter Experts:** Collaborate with subject matter experts to ensure that training content is up-to-date and relevant to current challenges in border security.	

iv) **Sustainable Knowledge Transfer Strategies:** Implement strategies that ensure the knowledge and skills taught are retained and can be effectively passed on by trainers within their organizations. v) **Monitoring and Evaluation of Training Impact:** Establish a system to monitor and evaluate the effectiveness of the training programs and the trainers' ability to disseminate knowledge.	
Criteria: Primarily Effectiveness and Sustainability	Priority Level: Medium
Responsibility: BSM Programme's Capacity Building Unit, in collaboration with regional training centres and subject matter experts.	Timeframe for implementation: Development of new training modules within 6 months, pilot training sessions within following 6 months. Adjustments based on participant feedback.

Strategic Engagement with Regional and International Partners	
Recommendation No.8: The BSM Programme should aim to establish and bolster strategic partnerships at both regional and international levels. These partnerships are pivotal for enhancing cooperation, facilitating information sharing, and promoting unified approaches to address border security challenges effectively. The specific actions recommended are: i) **Formation of Strategic Alliances:** Formulate alliances with key regional and international partners to support collaborative border security initiatives. ii) **Information Sharing Protocols:** Develop and standardize protocols for secure and efficient information sharing among partners. iii) **Joint Operational Strategies:** Work towards establishing joint operational strategies that address shared security concerns and challenges. iv) **Engagement with UN Entities:** Engage actively with relevant UN entities to align efforts with global security standards and practices. v) **Cooperation with Regional Organizations:** Strengthen ties with regional organizations to ensure local insights and expertise are incorporated into broader security measures.	
Criteria: Primarily Coherence and Sustainability	Priority Level: Low
Responsibility: BSM Programme's International Relations and Partnership Team, in coordination with relevant UN entities and regional organizations	Timeframe for implementation: Initiate partnership discussions within 3 months. Formalize agreements and collaborative frameworks within 12 months. Continuous assessment and expansion.

9. ANNEXES

ANNEX 1 – Terms of Reference

TERMS OF REFERENCE

Category of evaluation Programme Evaluation
Type of evaluation independent mid-term evaluation
Full title of intervention Border Security and Management (BSM hereafter) Programme
Programme/project number UNCCT 2017-68 BSM Programme
Date of issue of ToR 01.04.2023

EVALUATION PROFILE Programme/Project/Intervention Timeframe	01/2017 to 09/2023
Geographic Focus:	Global
Linkages to UNOCT Strategic Plan and Programme Framework UNGCT Pillars, Global Programmes, Thematic Programmes	In addition to Pillar II of the UN Global Counter-Terrorism Strategy, the BSM Programme has been developed to support the implementation of the Strategic Goal 3 of the UNOCT Strategic Plan and Programme Framework SPPF Thematically there are some relations with the CT Travel Programme.
Linkage to SDG targets	16 SDG: target 16a
Primary Implementor	UNCCT/CT Section/BSM Programme
Implementing Partner(s)	
Funding Partner(s)	KSA, Japan, Italy, ROK, UAE, China
Primary Rightsholders (beneficiaries)	Beneficiary countries are defined based on the received requests for support as well as the respective recommendations from CTED assessments and include, but are not limited to, Burkina Faso, Mali, Niger, Ghana, Tanzania, Kenya, Mozambique, Sudan, Turkmenistan, Tajikistan, Thailand, Indonesia, Colombia, Paraguay, Uruguay, Costa Rica, as well as the broader regions of Easter and Southern Europe, Northern, Western Sahel, Eastern, and Sub-Saharan Africa, Southern Africa region, as well as Latin American and The Caribbean countries.
Total Approved Budget (USD)	$ 8,316,135.50 (from 2019 to 2023)
Total Released Budget (USD)	$ 6,660,024.44
Total Expenditure to Date (USD)	TBD
Evaluation Manager	Rocco Messina. Programme Management Officer, UNCCT/CT Section/BSM Programme
Timeframe for Evaluation	2017 to 2023
Evaluation Budget	80,000.00 USD
Number of Independent Evaluators planned	2

Type and Year of Past Evaluations (if any)   One of the assessment components of the UNCCT
                                              5-Year Programme conducted in 2020.

BACKGROUND Context: In accordance with its mandate, the UNOCT-UNCCT's efforts through the BSM programme are focused on countering terrorism and preventing and detecting the movement of FTFs. Through the inception phase of the programme implementation, the Centre has gained a significant understanding of the gaps and technical assistance requirements of Member States. The UNCCT has identified that the Sahel, Western Africa, and the Horn of Africa are regions that face some of the biggest challenges. Expert practitioners from these regions, working with experts from across the globe, have identified challenges in the area of BSM in general, starting with a lack of or inadequate border management strategies and implementation plans, that in turn, has an impact and weakens the cross-border cooperation, border surveillance, gaps and needs analysis, and risk analysis and management in particular. The capacities of Member States within these regions to address such challenges vary drastically. These variations often cause difficulties in ensuring effective cooperation as States with more advanced systems and equipment cannot easily exchange information with those States that do not have such equipment. This is the case, for example, between some North African countries and sub-Saharan countries, which affects overall BSM in the wider Sahel region. Furthermore, there is recognition among experts that effective BSM plays a crucial role in combating transnational threats and cross-border criminal activities. While this situation analysis is provided from a global perspective, the issue of porous borders is particularly exploited by returning FTFs in the Sahel and Horn of Africa, East and Southeast Europe, Central Asia and Afghanistan. As such, this Programme has an emphasis on strengthening the BSM strategies and structures in these regions to avert transnational threats in general and counter terrorism and FTFs in particular on a global scale. On this premises, the BSM Programme was initiated to achieve the following outcomes:

1. Assisted Member States, CT Global Compact entities and regional bodies have enhanced awareness and understanding of established "Good Practices" in the area of BSM as they relate to countering terrorism and related transnational organized crime and stemming the cross-border movement of persons and goods which may pose a terrorism-related threat.
2. Assisted Member States have enhanced awareness of good practices in relation to the full range of all modes of cross-border transportation (Travel Cycle Module), and related identification and screening technologies, including biometric data technologies.
3. Assisted Member States have an increased capacity to include counter-terrorism considerations within their national BSM strategies and action plans, based on needs assessments and terrorism-related threat and risk analyses.
4. Assisted Member States have improved institutional training on BSM as it relates to counter-terrorism and related transnational organized crime and stemming the flow of FTFs.
5. In cooperation with partners, assisted Member States' border-related authorities have acquired technical knowledge and practical skills to utilise cutting-edge technologies and equipment required for stemming the flow of FTFs and suspected or known terrorists.

The following are some of the programme achievements:

Regarding the first outcome, thematic expertise to Member States, regional bodies and CT Global Compact partners to enhance awareness, understanding and capacity to utilize the established "BSM Good Practices and other UN tools related to counterterrorism and stemming the flow of FTFs across borders has been provided. Reference material, guidelines, and training tools have been developed. Inter-agency and cross-

border cooperation with CT, including through integrated BSM strategies, has been established and reinforced.

Under outcome two, a joint project with CTED brought to the production, in cooperation with the Biometric Institute, of a Compendium on the responsible use and sharing of biometrics. Consequently, phase two of the project was partially implemented, including organising regional and national workshops in Central and South Asia. A comprehensive document regarding all the travel modules has been drafted and is under finalisation.

On the third outcome, the programme supported the implementation of national BMS strategies through NAP in the areas of protection against transnational threats, counterterrorism measures, including stemming the flow of FTFs, the fight against cross-border organised crime, in full respect for the rule of law, human rights, and border community engagement.

Regarding outcome four, training modules and training material has been developed and delivered to frontline officers to enhance effective border control for counterterrorism and related transnational organised crime and stem the flow of FTFs. Training of trainers' curricula on BSM were also provided to law enforcement training institutions. In addition, in all BSM activities, at least one session is delivered by IOM, OHCHR and other relevant partners to identify gaps and the need for further technical support at international borders at the national level on Human Rights and Gender related issues; the Handbook on Human Rights and Screening in Border Security and Management and Human Rights at International Borders "A trainer's Guide" were illustrated and promoted during the training sessions. Moreover, one of the specialised projects of the BSM Programme refers to targeted training for frontline border officials on human rights at international borders, implemented in partnership with OHCHR.

Under outcome five, we identified the needs of Member States to have access to cross-border communication technologies such as: Fixed INTERPOL Network Database (FIND) and/or Mobile INTERPOL Network Database (MIND) terminals to enable connectivity to the I-24/7 databases at various border crossing points and WCO's CENComm systems. We promoted API/PNR technologies at the international airport as part of the BSM national strategy. We cooperated with INTERPOL in developing the project HOTSPOT to encourage the collection of biometrics at irregular border crossing points through a portable reader machine. We partnered with the Austrian Institute of Technology (AIT) to support the development of a touchless biometric reader. We organised national and/or regional training on cross-border communication technologies for frontline officers.

Evaluation Subject: The subject of the evaluation is the BSM programme. The evaluation will assess the design of the programme, its theory of change or programme framework, the main objectives and what has been achieved since inception. The programme which has been under implementation since 2017 was designed to achieve the above-mentioned objectives at a global scale.

Key Stakeholders: Existing solid partnerships with other UN entities, international, regional and sub-regional organizations, Member States, non-governmental organizations, and other partners established during the previous four years of the Programme implementation proved to be extremely useful and will be further expanded. The non-exhaustive partner list includes the key Global Counter-Terrorism Coordination Compact (CT Global Compact) entities as well as regional and sub-regional organizations, including UN Counter-Terrorism Committee Executive Directorate (CTED), to follow up the implementation of the phase 2 of the "Responsible use and sharing of biometrics", and the implementation of the border security related

recommendations following the country assessments, including National Strategies and Action Plans development; United Nations Office on Drugs and Crime (UNODC), most notably the Terrorism Prevention Branch and newly formed Border Management Branch; International Organization for Migration (IOM) Immigration and Border Management (IBM) Department, with whom an Exchange of Letter agreement is standing in the areas of National integrated border management strategies development and border community-policing; International Civil Aviation Organization (ICAO); International Criminal Police Organization (INTERPOL), to pursue the implementation of the HOTSPOT project and the integration of respective databases within the national watch listing systems; World Customs Organization (WCO), in the segment of prevention of smuggling of dual use goods, weapons, works of arts in the context of terrorism; Organization for Security and Cooperation in Europe (OSCE), via engagement with their Border Management Staff College, Projects on Mobile Training Teams for FTF identification, Airport Security, Biometrics, ICAO-PKD Directory, Combating Illicit Trafficking of Cultural Property, Stabilization of Afghanistan Border Initiative, Central Asia Border Management - CABMI Initiative; International Maritime Organization (IMO); Office of the High Commissioner for Human Rights (OHCHR) to support the implementation of the Trainers' Guide on Human Rights at International Borders; North Atlantic Treaty Organization (NATO) CoE DAT, to continue the implementation of the "Border Security in Contested Environment" project; Global Counterterrorism Forum (GCTF) FTF Working Group, where is agreed that BSM programme will take the lead together with CTED BMLE in producing an updated version of the "Good Practices in border security and management in the context of counter-terrorism and stemming the flow of foreign terrorist fighters" produced in 2016, and the revision and expansion of the related ToT curriculum.

EVALUATION PURPOSE AND SCOPE

Evaluation Purpose: The purpose of this independent evaluation is twofold, namely - accountability and learning: In terms of accountability, the evaluation will assess the activities, outputs, and outcomes, if any that have been achieved to date to examine their quality, usefulness, and contribution towards the attainment of programme goals and objectives. Operational and process-related issues will also be examined to understand shortcomings and draw lessons for improvement and to inform the redesigning of the BSM programme. A key element of the programme has been to work with partners in the delivery of various activities. The evaluation will, therefore, also assess the effectiveness of collaboration with various implementing partners.

The results of this independent evaluation will help programme managers and stakeholders identify and understand overall progress made against the programme objectives, inform decisions regarding the expansion of the programme, the timelines and areas of focus going forward.. The evaluation will also provide an independent viewpoint from the perspective of stakeholders and donors who assess programmes through the external review of objectives, relevance, management efficacy and implementation, and whether the programme has achieved its overall goals thus far.

Evaluation Objectives:
• To assess the programme's design, relevance, effectiveness, efficiency, and sustainability through a review of all relevant documentation, completed programme activities and feedback received by the beneficiaries including from primary sources.
• To assess the programme's effectiveness in mainstreaming cross-cutting issues of gender and human rights into project activities, including an assessment of the extent to which stakeholders (both women and men) have participated in the various capacity building activities in an active and meaningful manner

• Through a sound data collection and analysis methodology assess the strengths and weaknesses within the programme design and implementation, draw lessons and best practices and recommend improvements to inform redesigning of the BSM programme
• To provide actionable recommendations for the re-design of the BSM programme

Main Users of Evaluation Results: Programme Manager, UNOCT leadership.

Evaluation Scope: The evaluation will cover the period from 2017 to 2023 and will examine all outputs and outcomes of activities implemented so far in the countries and regions mentioned above. The evaluation will also examine changes in the capacities of people trained or have been exposed to programme activities. The evaluation will also assess the internal capacity to support the programme operations.

EVALUATION CRITERIA AND KEY QUESTIONS

The evaluation will be conducted based on the below selected relevant DAC criteria. The evaluation will also include a stand-alone section on the cross-cutting themes of gender, human rights, disability inclusion and no one left behind. The evaluation will identify lessons learned3. The evaluation questions that have been provided below will be further refined by the Evaluation Team in the drafting of the Inception Report.

Relevance: Did the intervention do the right thing?
• [Mandatory question] To what extent was the intervention relevant to the pillars of the GCTS and the Strategic Goals of the SPPF?
• To what extent was the intervention relevant to stakeholders' (e.g., governments, Member States, etc.) needs and priorities?
• To what extent were the intervention's outcomes, outputs, and activities relevant to achieving its objective?

Coherence: How well did the intervention fit?
• To what extent did the intervention complement work among different sections within the Office and other organizations, especially with other UN entities?
• To what extent was there coherence between this programme and other member state-specific interventions in the areas of the evaluation?
• To what extent did the intervention deliver results aligned with organizational, regional, and international priorities?

Effectiveness: Did the intervention achieve its objectives?6
• [Mandatory question] What has been the contribution of the intervention to the pillars of the GCTS and the Strategic Goals of the SPPF?
• To what extent did the intervention achieve its intended outcomes and objective?
• What were the facilitating or hindering factors in the achievement of results?
• Were there unexpected results?

Efficiency: How well were resources used?
• To what extent has the intervention delivered outputs promptly and efficiently?
• How efficient was the overall staffing, planning and coordination within the intervention?
• Were sufficient systems in place for monitoring and reporting processes?

Impact What difference has the intervention made?
• To what extent did the intervention achieve desired changes in beneficiaries?
• What difference has the intervention made? Were there any unintended or higher-level effects?

Sustainability: Will the benefits last?
• To what extent are the benefits of the intervention likely to continue after it ends? [For midterm evaluations What are the initial indications that the intervention will be sustainable, if any?

Human rights, gender equality, disability inclusion and leaving no one behind:

• To what extent has the intervention design, implementation, and monitoring fully considered human rights, gender equality, youth as well as marginalised groups, including people with disabilities?
• Were women, persons with disabilities, and/or organizations working on these issues consulted and meaningfully involved in programme planning and implementation?

METHODOLOGY

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 will be used to undertake this evaluation. This is to ensure that evaluation conclusions, findings, recommendations, and lessons learned are substantiated by evidence and based on sound data analysis and triangulation. Also, a gender-sensitive, inclusive, respectful, and participatory approach and methodology to capture disability and gender equality issues will be used, including an unbiased and objective approach and the triangulation of sources, methods, data, and theories. The methodology must describe the evaluation criteria, indicators, sources of information and data collection methods and present these in an evaluation matrix. The evaluation team is also expected to use interviews, surveys and/or any other relevant quantitative and/or qualitative tools including online tools as a means to collect relevant data for the evaluation.

The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards, the UNEG Ethical Principles for Evaluators as well as the UNOCT Evaluation Policy, guidance, tools, and templates. All evaluations of the United Nations system are guided by human rights, gender equality, disability inclusion and leaving no one behind. Note that evaluation team members are required to sign and submit to the Evaluation Manager the UNEG Pledge of Ethical Conduct.

All tools, guidance, and templates to be mandatorily used in the evaluation process can be accessed from the Evaluation Compliance Unit

DELIVERABLES AND TIMEFRAME

Inception Report: Evaluator(s) will prepare an Inception Report to further refine the evaluation questions and detail the methodological approach, including data collection instruments, in consultation with the Evaluation Manager. Note that evaluators must use the inception report template provided in the Evaluation Handbook and that the Inception Report must be approved by the ECU- OUSG prior to the commencement of data collection in the field.

Presentation/validation of preliminary findings to Evaluation Manager and other relevant stakeholders. Validation meetings should be held at the conclusion of each country mission, and at the end of data collection.

Final evaluation report: Evaluator(s) will prepare an evaluation report based on the UNOCT evaluation report template relevant to the category of evaluation undertaken. The first draft of the evaluation report will be shared with the Evaluation Manager and programme team, who will review alignment with evaluation quality standards and for factual errors, respectively. Subsequent versions will be shared with the Evaluation Reference Group (if used) and other relevant stakeholders for their comments. The Final Report must be approved by ECU-OUSG.

Evaluation Brief and Presentation: Evaluator(s) will prepare a two-page brief that highlights key elements of the evaluation process and its main results. A PowerPoint presentation is also to be prepared and presented to internal and external stakeholders.

Schedule:

Deliverables Tasks and Activities Scheduled Date Number of Days
Phase 1: Inception Phase (Inception Report) - Terms of Reference - Consulting team onboarded. - Inception phase 31July - 30 Aug 2023 15*

Phase 2: Data collection and analysis - Data collection including field missions - Review and refinement of preliminary findings - Validation of results 1 Oct- 7 Nov 2023 30*

Phase 3: Output preparation (Draft Evaluation Report) - Draft Evaluation Report (key findings, conclusions, recommendations, and lessons learned) - Review by key stakeholders - Draft Report revisions 10 Nov – 27 Dec 2023 20*

Phase 4: Finalization and Dissemination (Final Evaluation Report) - Final Evaluation Report and Annexes - Evaluation Brief and PPT presentation - Report dissemination 27 Dec 2023 – 23 Jan 2024 10*

Note: * Denotes consultants' workdays

EVALUATION MANAGEMENT

The evaluation will be overseen and supervised by the Programme Manager, who will be supported by the Evaluation and Compliance Unit (ECU). The evaluation will utilize the UNOCT evaluation system and other templates as necessary to manage the evaluation effectively. A small Reference group will be created comprising the monitoring and evaluation officers in the Office and subject matter experts to support the evaluation. While the ECU will ensure that the evaluation is conducted in line with the requirements of the UNEG Norms and Standards, UNOCT Evaluation Handbook and Guidelines, the Reference Group, the Evaluation and Compliance Officer and the Programme Manager as the Secretariat will support the work of the Consultants through quality assurance and review of evaluation products to ensure that the products are informative, of the highest quality and submitted in a timely manner, according to agreed deadlines and schedule of work. The Programme Manager will support the consultants with all logistical requirements, including the provisions of all required documents and contact details for the evaluands.

ANNEX 2 – Evaluation Matrix

Evaluation criteria	Evaluation Question	Sub questions to respond to each question	Indicators	Data collection methods and tools
RELEVANCE	1. To what extent was the intervention relevant to the pillars of the GCTS and the Strategic Goals of the SPRF?	How well did the initial programme objectives and Theory of Change (ToC) map against the pillars of the GCTS and the Strategic Goals of the SPRF? Does the intervention logic recognise the relevance of addressing the pillars of the GCTS and SPRF Strategic Goals? To what extent has the programme revisited these since its inception?	Number of explicit references in early programme documentation to GCTS and SPRF importance. Extent to which the GCTS pillars and SPRF Strategic Goals are integrated into the ToC and intervention logic. Number of explicit references made to GCTS pillars and SPRF Strategic Goals during programme revisions. Level of knowledge of key programme implementers of GCTS pillars and SPRF Strategic Goals as they pertain to the programme.	Desk review of programme documentation on ToC and intervention logic development and construction. Desk review of other relevant UN documentation on GCTS and the SPPF. Desk review of programme revisions and reporting. Interviews with key implementing personnel on knowledge of GCTS and the Strategic Goals of the SPPF. Focus Group Discussion (FGD) topic on strategic relevance of programme.
	2. To what extent was the intervention relevant to stakeholders' (e.g., governments, Member States, etc.) needs and priorities?	Does the intervention logic recognise the relevance to stakeholders' (e.g., governments, Member States, etc.) needs and priorities? To what extent has the programme revisited these needs assessments and priorities since its inception? To what extent did the programme remain relevant to funding partner objectives?	Number of explicit references made to stakeholder engagement to conduct needs assessment and prioritization during programme revisions. Level of knowledge of key programme implementers in prioritization and needs assessment exercise	Desk review of other relevant UN documentation on stakeholders needs assessment and priorities. Desk review of programme revisions and reporting. Interviews with key implementing partners to verify needs assessment exercise. Focus Group Discussion (FGD) topic on strategic relevance of the selected stakeholders.

	3. To what extent were the intervention's outcomes, outputs, and activities relevant to achieving its objective?	Were the intervention's outcomes, outputs, and activities aligned to the stakeholder's needs assessment and priorities? Were the intervention's outcomes, outputs, and activities aligned to the beneficiaries´ needs assessment and priorities? Did the intervention's outcomes, outputs, and activities include the promotion and protection of Human Rights, fundamental freedoms, and gender equality? Is the Intervention's impact measurable (qualitative/quantitative) in regard to its outcomes, outputs and activities achieved?	Number of outcomes, outputs, and activities conducted for each beneficiary stakeholder in each calendar year. Number of participants attending in each activity aligned to specific outcomes, outputs and objectives. Number of explicit references promoting the protection of Human Rights, fundamental freedoms, and gender equality Level of knowledge of SMEs, officials, guest speakers. Etc involved in each of the intervention's activities. After Action Review studies on collected feedback for each activity conducted	Desk review of other relevant UN documentation on outcomes, outputs and activities conducted. Desk review of programme revisions and reporting. Interviews with key implementing partners, clients, beneficiary stakeholders Desk review of other relevant UN documentation Feedback form desk review Focus Group Discussion (FGD) topic on specific outcomes, outputs and activities (sampling) to achieving its objective
	4. To what extent were interventions based on critical findings derived from context specific and substantive gender analysis?	What gender analysis was undertaken by the programme at initiation?	Number and type of genders analysis performed. Type of research undertaken.	Desk review of other relevant UN documentation on stakeholders needs assessment and priorities. Interviews with key staff at inception of programme.
	5. To what extent were interventions gender related approaches based on national	What gender analysis was undertaken by the programme with regard to	Number and type of gender analysis performed. Type of research undertaken.	Desk review of other relevant UN documentation on stakeholders needs assessment and priorities.

	policies and strategies on gender (e.g., Women, Peace and Security Action Plans)?	reflecting national gender policies?		Interviews with key staff at inception of programme.
	6. To what extent were interventions informed by consultations with relevant stakeholders?	Which stakeholders were consulted? Were there obvious omissions?	Number and type of stakeholders consulted.	Desk review of other relevant UN documentation on stakeholders needs assessment and priorities. Interviews with key staff at inception of programe including IOM and OHCHR
COHERENCE	7. To what extent did the intervention complement work among different sections within the Office and other organizations, especially with other UN entities?	Did the intervention coordinate/communicate mutual activities/tasks/objectives among different sections within the office and other organization, especially with other UN entities?	Number of coordination meetings with sections within the UNOCT. Number of coordination meetings with other implementing partners/organizations Number of shared activities/objectives achieved with combined resources/SMEs from different sections within the office and other organizations	Desk review of Minutes of the Meetings/actions plans/roadmaps. Interviews with section heads, implementing partners of other organizations.
	8. To what extent was there coherence between this programme and other member state-specific interventions in the areas of the evaluation?	Has a survey been conducted on a national/state/regional level to evaluate all current intervention programmes in order for this intervention to complete or complement current support?	Extent to which this programme and the member state-specific interventions are coherent in the strategic goals and intervention logic	Desk review of possible surveys conducted. Desk review of other relevant documentation on specific member state interventions in the areas of the evaluation Interviews with Member State representatives. FGDs.

	9. To what extent did the intervention deliver results aligned with organizational, regional, and international priorities?	Was the intervention results monitored on an ongoing basis to align them with organizational, regional and international priorities?	Number of coordination meetings with sections within the UNOCT. Number of coordination meetings with other implementing partners/organizations Number of shared activities/objectives achieved with combined resources/SMEs from different sections within the office and other organizations	Desk review of Minutes of the Meetings/actions plans/roadmaps. Interviews with section heads, implementing partners of other organizations.
EFFECTIVENESS	10. What has been the contribution of the intervention to the pillars of the GCTS and the Strategic Goals of the SPRF?	How well did these contributions, in line with the Theory of Change (ToC) map, support the pillars of the GCTS and the Strategic Goals of the SPRF?	Number of explicit references to the contribution of the interventions programme documentation to the pillars of the GCTS and SPPF	Desk review of Annual reports, interim reports Interviews with relevant stakeholders including beneficiaries, partners, funders, peers, or experts, key implementing personnel on the contribution of the intervention to the pillars of the GCTS and the Strategic Goals of the SPPF.
	11. To what extent did the intervention achieve its intended outcomes and objective?	Has the intervention monitored on a continuous basis its achievements including intended outcomes and objectives? Has the programme accounted for evidence-based intervention (EBI) to align the implementation activities with the intended outcomes and objectives.	Number of coordination meetings with sections within the UNOCT. Number of coordination meetings with other implementing partners/organizations Number of shared activities/objectives achieved with combined resources/SMEs from different sections within the office and other organizations	Desk review of Annual reports, interim reports, actions plans, roadmaps..etc Desk review of evidence-based interventions documentations. MSC narration responses.
	12. What were the facilitating or hindering factors in the achievement of results?	Has the intervention reflected/highlighted these facilitating/hindering factors	Extent to which these facilitating/hindering factors affected the achievement of results.	Desk review of Annual reports, interim reports, actions plans, roadmaps, etc.

		in the project proposal risk assessment?	Number of explicit references to any facilitating/hindering factors in the achievement of results	Specific Interview question to all interviewees.
	13. To what extent were the perspectives of human rights and gender considered during the programme design process and informed by approaches based on national policies and strategies on human rights and gender (e.g., Women, Peace and Security Action Plans)?	What gender and human rights analysis was undertaken by the programme with regard to reflecting national strategies on human rights and gender policies?	Number and type of gender and human rights analysis performed. Type of research undertaken.	Desk review of other relevant UN documentation on stakeholders needs assessment and priorities. Interviews with key staff at inception of programme.
	14. Were there unexpected results?	How did the intervention adjust to the unexpected results?	Extent to the unexpected results affected the intervention implementation plan, goals, objectives and tasks. Number of external factors that influenced the results brought about throughout the intervention.	Desk review of programme documentation discussing unexpected results and changes. MSC narration.
EFFICIENCY	15. To what extent has the intervention delivered outputs promptly and efficiently?	Has the intervention met all project delivery deadlines and followed the project roadmap as initially drafted? Has there been any amendments based on exigent circumstances?	Number of explicit references to project's output delivery and efficiency	Desk review of Annual reports, interim reports, actions plans, roadmaps, etc. Interview question for beneficiaries.
	16. How efficient was the overall staffing, planning and	Has the intervention identified areas with unnecessary overlap in job	Job review and needs assessment future hiring or staff reorganization.	Desk review of Job descriptions, annual reports, action plans, roadmaps, etc.

	coordination within the intervention?	descriptions or duplication of efforts due to lack of coordination? Has the intervention accounted for programme expansion with respect to staffing and planning of activities?		Interviews with UNOCT senior management and HR on staffing, planning and coordination within the intervention.
	17. To what extent has the allocation and use of resources to targeted groups take into account the need to prioritize women and individuals/groups who are marginalized and/or discriminated against.	What type of needs analysis in this area did the programme undertake?		Desk review of relevant programme documentation. Interviews with key programme staff.
	18. Were sufficient systems in place for monitoring and reporting processes?	Has the intervention assigned key performance indicators (KPIs), dashboards, checklists, and monitoring plans to gather qualitative and quantitative data based on the specific monitoring goals and objectives?	Number of explicit references to systems in place for monitoring and reporting processes.	Desk review of Job descriptions, annual reports, action plans, roadmaps…etc Desk review of programme revisions and reporting. Interviews with OCT evaluation team members on monitoring and reporting processes.
IMPACT	19. What are the likely intended or unintended (positive and negative) impacts of the project?	Has the intervention monitored the project's impact (nationally/regionally or internationally) on an on-going basis?	Extent to which these intended or unintended (positive and negative) impacts affected the project.	Desk review of Annual reports, interim reports, actions plans, after action review and reports. Desk review of programme revisions and reporting.
	20. To what extent did unintended effects occur on particular	Where did unintended effects impact?	Number of specific programme results that are related to human rights, gender equality, youth, as well as marginalized	Desk review including programme updates.

	groups that were not adequately considered in the intervention design (e.g., women engaged in cross border trade, etc.)		groups, including persons with disabilities	Key Informant interviews.
	21. To what extent were sustainability mechanisms built into the project design and delivery?	Has the intervention involved both individual and organisational responsibility to ensure that outputs, outcomes and benefits are sustainable over life cycles and during their creation, disposal and decommissioning?	Extend to which financial analysis, risk analysis, communication and network determination, operational plan, training, human resource development and capacity building, environmental and community analysis helped to determine the sustainability of this project	Desk sustainability analysis to determine project relevance, acceptability, political expediency, viability and adaptability of the project. Desk review of programme revisions and reporting. Interviews with Beneficiaries FGD sustainability topic area.
SUSTAINABILITY	22. To what extent are the benefits of the intervention likely to continue after it ends?	Has the intervention been tracking the realisation of the project benefits through every stage of its implementation? Do funding partners recognise sustainability achievements?	Extent to which the interventions benefits have impacted national/state/regional practice in BSM.	Desk review of Annual reports, interim reports, actions plans, roadmaps, etc. Desk review of other relevant documentation on specific member state interventions in the areas of the evaluation Interviews with Beneficiaries Funding partner interviews. FGD sustainability topic area.
HR, GESI, and leaving no one behind	23. What challenges and/or opportunities influenced the way in which considerations related to human rights, gender equality as well as marginalized groups were incorporated in the programme design,	How were the challenges and opportunities identified. To what extent was HR, and GESI, expertise leveraged at the programme's inception?	Number of explicit references made in programme initiation documentation. Extent to which the minutes of programme meetings explore HR, GESI, and marginalized groups and their inclusion in programme planning and activities.	Desk review of programme documentation on intervention design, implementation, and monitoring to considerations made to human rights, gender equality, youth as well as marginalised groups, including people with disabilities.

		Number of recommendations made by women, persons with disabilities and/or organizations working on these issues that were taken into account in programme planning and implementation.	Desk review of programme revisions and reporting. FGD HR and GESI topic area. Specific interview question on HR and GESI to all interviewees.
implementation, and monitoring?			
24. Were women, persons with disabilities, and/or organizations working on these issues consulted and meaningfully involved in programme planning and implementation?	How did the intervention ensure/encourage the inclusion of women, person with disabilities, and/or organizations working on these issues in programme planning and implementation?	Number/percentage of women, persons with disabilities, and/or organizations involved in each programme activity and planning?	Interviews with women, person with disabilities and/or organizations working on these issues. Desk review of Annual reports, interim reports, actions plans, roadmaps, etc. FGD HR and GESI topic area. Specific interview question on HR and GESI to all interviewees.

ANNEX 3 – Theory of Change

Reconstructed Theory of Change[131]

Impact

To contribute to the ability of Member States to prevent cross-border movement of terrorists and stem the flow of Foreign Terrorist Fighters.

Outcomes

1. Assisted MS have an increased understanding of their technical gaps in implementing API/PNR systems and the requirements to make them compliant with resolution 2178 (2014), 2368 (2017) and Annex 9 of the Chicago Convention. .

2. Assisted MS and regions have enhanced awareness of good practices in the area of BSM as they relate to countering terrorism and stemming the flow of FTFs across borders, including enhanced awareness of good practices in the area of modes of cross-border transportation.

3. Assisted Member States have enhanced awareness of good practices in the area of modes of cross-border transportation.

4. Assisted Member have enhanced awareness of good practices in the area of modes of cross-border transportation.

5. Assisted Member States have access to and utilise relevant technical equipment required for stemming the flow of FTFs

Outputs

1.1 Increased awareness of the benefits of API/PNR in stemming the flow of FTFs.
1.2 Development of approximately 16 national API/PNR programme roadmaps for high priority Member States, which analyse gaps in API/PNR implementation and makes recommendations on how to bridge those gaps.
1.3 Development of a legislative framework document following Member States API/PNR capacity building consultations.

2.1 Good practices, developed under the UNCCT-GCTF BSI project, adapted and disseminated in regions beyond the Sahel and Horn of Africa through at least 15 bilateral and regional forums
2.2 8 - 12 national and 5 regional Member State BSM assessments developed in Central Asia, Southeast Asia and Southern Africa, established or adjusted for formalised cross-border cooperation and information exchange on BSM related issues.
2.3 8 - 12 national and 5 regional BMS' and NAPs developed, which contain specific elements addressing terrorism and the flow of FTFs.

3.1 CTITF Border Working Group Airport Module disseminated and expanded with an implementation plan
3.2 Additional CTITF Border Working Group Modules developed and disseminated.

4.1 Training modules and training material developed to train trainers in relation to specialised BSM training courses to enhance effective border control to counter terrorism and stem the flow of FTFs
4.2 Training of trainers for BSM training institutions
4.3 Increased awareness of ICAO Traveler Identification Programme (TRIP) and consolidation of the training manual for ICAO (TRIP).

5.1 Fixed INTERPOL Network Database (FIND) and/or Mobile INTERPOL Network Database (MIND) devices procured to enable expansion of Member States' connectivity to the I-24/7 databases at various border crossing points.
5.2 National and/or regional training delivered to frontline officers on how to use FIND and MIND devices.
5.3 Hardware to enable access to WCO CEN products procured and installed.
5.4 Delivery of national and/or regional training workshops, combined with intelligence analysis training, on how to use WCO nCEN and CENcomm.

Activities

NO ACTIVITIES DETAILED
NB Some Outputs contain Activities

(repeated for each column)

Context

BSM Programme developed through analysis of border security gaps in the context of CT that were identified through previous and existing UNCCT projects. The BSM programme links to Sustainable Development Goal (SDG) 16a, Pillar II of the UN Global Counter-Terrorism Strategy (Measures to Prevent and Combat Terrorism) and supports the implementation of Strategic Goal No.3 of the UNOCT Strategic Plan and Results Framework (SPRF).

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[131] Drawn from project documentation and interviews with UNOCT / BSM Programme Management Team members and other relevant stakeholders.

ANNEX 4 – Evaluation Tools

Semi-structured interview guides

The United Nations Office of Counter-Terrorism (UNOCT) through the United Nations Countering-Terrorism Centre (UNCCT) and in cooperation and collaboration with its funding partners, is undertaking a final, independent evaluation of the 'Border Security and Management 'The evaluation will be guided by United Nations Evaluation Group (UNEG) norms and standards, the UNOCT Evaluation Policy and its Handbook and other guiding materials within UNOCT. The evaluation is being carried out by a team of external independent evaluators, consisting of an Evaluation Expert (Mr. Peter Allan), and a Substantive Expert on Border Management (Mr. Karim Labib).

The aim of the evaluation is to derive recommendations, best practices and lessons learned, whilst also identifying areas of improvement, getting feedback, and recording achievements reached during programme implementation. It will provide findings and recommendations to help senior management in UNOCT and programme managers identify and understand successes to date, identify problems that need to be addressed, thus informing future decision taking.

As a stakeholder to the programme your views are very important to this evaluation. To this effect, the independent evaluation team would appreciate the opportunity to interview you to gather your thoughts on the programme. If you are willing to participate, we will reach out to you shortly to arrange a day and time that suits your calendar.

Confidentiality: The interview is entirely confidential with all information received being aggregated and anonymised. No individual will be quoted nor will the organization they represent be identified. All information supplied will be deleted upon final clearance of the report.

UNOCT SENIOR MANAGEMENT QUESTIONS

Q1. How well does the BSM programme fit within the overall UNOCT strategy including support to the GCTS pillars and the SPRF?
Q2. To what extent did the BSM programme contribute to the development of the GCTS strategy and its Biennial reviews?
Q3. Does the BSM programme manage to identify and leverage broader UNOCT programming into its own activities?
Q4. Looking forward how should any future BSM programme be altered to most effectively contribute to UNOCT objectives?
Q5. What is the most significant change you have seen as a direct result of this programme?
Q6. In your opinion, do you think the BSM programme contributed in promoting HR and gender equality in border security and CT context? If so, how?

UNCCT QUESTIONS

Q1. How could the effectiveness of the project be increased/improved?
Q2. Is there evidence of programme promoting enhanced inter-agency coordination? Examples?
Q3. In your opinion, how well did the programme integrate considerations related to HR, gender, social inclusion and leaving no one behind? To what extent did the programme engage in meaningful consultations

with men, women, youth, marginalized or vulnerable groups and individuals, including people with disabilities?

Q4. How well did the programme contribute to the promotion of relevant standards, norms and principles in this regard and their strengthened respect and protection by beneficiaries?

Q5. How sustainable is past and current programming and what, in your view, are the key elements needed to ensure future programme sustainability?

Q6. What is the most significant change you have seen as a direct result of this programme?

IMPLEMENTING PARTNER QUESTIONS

Q1. On a scale of 1 to 5 where 1 is irrelevant and 5 is fully relevant, how relevant is the programme to your needs?

Q2. What coordination and communication structures/procedures are in place between yourselves and the BSM programme? Are they satisfactory? How could they be improved?

Q3. In your opinion, how well did the programme take into account the dimensions of HR, GESI, and leaving no one behind?

Q4. How sustainable is past and current programming and what, in your view, are the key elements needed to ensure future programme sustainability?

Q5. What is the most significant change you have seen as a direct result of this programme?

FUNDING PARTNER QUESTIONS

Q1. On a scale of 1 to 5 where 1 is irrelevant and 5 is fully relevant, how relevant is the programme to your objectives as a funding partner?

Q2. How satisfied are you with the quality of the monitoring and reporting of the programme?

Q3. How well does the programme respond to your needs and priorities as a funding partner?

Q4. Are there any changes the programme could make to make to encourage you to provide more i) soft-earmarked and, ii) longer-term funding?

Q5. Are you aware of any measures the programme has taken to ensure the capacity building activities are inclusive, for example engaging men, women and vulnerable groups (including those with disabilities)? Give examples, if possible.

Q6: Are you aware of any measures the programme took to ensure that human rights, gender, social inclusion and leave no one behind considerations were duly integrated in its design and delivery? How would you assess the impact of such measures?

Q7. How sustainable is past and current programming and what, in your view, are the key elements needed to ensure future programme sustainability?

Q8. What is the most significant change you have seen as a direct result of this programme?

BENEFICIARY including MEMBER STATES QUESTIONS

Q1. On a scale of 1 to 5 where 1 is irrelevant and 5 is fully relevant, how well did the programme meet your needs?

Q2. In your view, what are the key needs and priorities – nationally and regionally – that this programme is designed to address? Is the programme missing key needs?

Q3. How effective has the programme been in meeting your own / organisational / country needs?

Q4. Has the programme been operated efficiently?

Q5. In your opinion, how well did the programme integrate considerations related to HR, gender, social inclusion and leaving no one behind? How well did the programme contribute to the promotion of relevant standards, norms and principles in this regard and their strengthened respect and protection by beneficiaries? To what extent has the programme engaged in meaningful consultations with men, women, youth, marginalized or vulnerable groups and individuals, including people with disabilities?

Q6. How sustainable is past and current programming and what, in your view, are the key elements needed to ensure future programme sustainability?

Q7. From your experience working with the programme, can you think of any lessons to be learned that would improve its performance, results, and effectiveness in the future? Is there any good practice that should be replicated?

Q8. What is the most significant change you have seen as a direct result of this programme?

OTHER PARTNER (CSOs, NGOs, IOs, ROs, and Academia) QUESTIONS

Q1. On a scale of 1 to 5 where 1 is irrelevant and 5 is fully relevant, how relevant is the programme to your organisation?

Q2. How might the programme better leverage and integrate your expertise?

Q3: In your opinion, how well did the programme integrate considerations related to HR, gender, social inclusion and leaving no one behind? How well did the programme contribute to the promotion of relevant standards, norms and principles in this regard and their strengthened respect and protection by beneficiaries? To what extent has the programme engaged in meaningful consultations with men, women, youth, marginalized or vulnerable groups and individuals, including people with disabilities?

Q4. How sustainable is past and current programming and what, in your view, are the key elements needed to ensure future programme sustainability?

Q5. What is the most significant change you have seen as a direct result of this programme?

Online survey

The United Nations Office of Counter-Terrorism (UNOCT) through the United Nations Countering-Terrorism Centre (UNCCT) and in cooperation and collaboration with its funding partners, is undertaking a final, independent evaluation of the 'Border Security and Management 'The evaluation will be guided by United Nations Evaluation Group (UNEG) norms and standards, the UNOCT Evaluation Policy and its Handbook and other guiding materials within UNOCT. The evaluation is being carried out by a team of external independent evaluators, consisting of an Evaluation Expert (Mr. Peter Allan), and a Substantive Expert on Border Management (Mr. Karim Labib).

The aim of the evaluation is to derive recommendations, best practices and lessons learned, whilst also identifying areas of improvement, getting feedback, and recording achievements reached during programme implementation. As a stakeholder to the programme your views are very important to this evaluation. The evaluation team would appreciate your participation by completing this short, 10-minute survey on the training you received as part of the programme.

Confidentiality: The survey is entirely confidential with all information received being aggregated and anonymised. No individual will be quoted nor will the organization they represent be identified. All information supplied will be deleted upon final clearance of the report.

If you have questions about the survey, contact Peter Allan at allanconsultancyltd@yahoo.co.uk

Q1. With which gender do you identify?

- ☐ Woman
- ☐ Man
- ☐ non-binary
- ☐ Prefer to self-identify
- ☐ Prefer not to say

Q2. How many years of experience do you have in Border Security?

- ☐ 4 years or less
- ☐ 5 to 10 years
- ☐ 11 to 15 years
- ☐ 16 to 20 years
- ☐ More than 20 years

Q3. In what year did you receive your training?

- ☐ 2019
- ☐ 2020
- ☐ 2021
- ☐ 2022
- ☐ 2023

Q4. In what capacity did you take part in the BSM activity?

- ☐ Participant of a workshop, training, or meeting
- ☐ Trainer / Expert for a workshop, training, or meeting
- ☐ Both a participant and trainer / expert for a workshop, training, or meeting
- ☐ Other

Q5. Regarding the activity how strongly would you agree or disagree with the following statements?

- ☐ The activity addressed relevant challenges or gaps in border security
- ☐ The objectives for the activity were fully explained and understood
- ☐ The trainers/facilitators were knowledgeable
- ☐ The materials delivered were helpful
- ☐ The activity approach e.g. role-play, syndicate work, case studies, etc. was effective
- ☐ Enough time was dedicated to answering questions and promoting discussion

Q6. How relevant was the BSM activity in terms of:

- ☐ Your daily tasks and responsibilities
- ☐ Your organization's needs
- ☐ Your country's needs

Q7. Prior to your participation in the BSM activity how would you have described your knowledge on the subject?

- ☐ Full or almost full knowledgeable
- ☐ Mostly knowledgeable
- ☐ Partly knowledgeable
- ☐ Not at all knowledgeable

Q8. After the activity to what extent had your knowledge increased?

- ☐ Greatly increased
- ☐ Mostly increased
- ☐ Partially increased
- ☐ Little or no increase

Q9. To what extent were you able to apply the learned knowledge and skills in your work environment?

- ☐ Fully
- ☐ Substantially
- ☐ Moderately
- ☐ Slightly
- ☐ Not at all

Q10. Using the sliding scale please indicate that - as a direct result of the activity - the extent to which your confidence in managing border security challenges has increased?

0 ➡️ 100

Q11. On a scale of 1 to 5 (1 lowest, 5 highest) how well were the following aspects integrated into the activity?

	1	2	3	4	5
a) Human rights	☐	☐	☐	☐	☐
b) Gender considerations	☐	☐	☐	☐	☐
c) Social inclusion	☐	☐	☐	☐	☐

Q12. On a scale of 1 to 5 (1 lowest, 5 highest) how relevant are the following aspects to border security?

	1	2	3	4	5
a) Human rights	☐	☐	☐	☐	☐
b) Gender considerations	☐	☐	☐	☐	☐
c) Social inclusion	☐	☐	☐	☐	☐

Q13. Overall, how likely are you to recommend this activity to other border security professionals?

☐ Definitely
☐ Probably
☐ Not sure
☐ Probably not
☐ Definitely not

Q14. What aspects of the activity did you find **most** beneficial and why?

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Q15. What aspects of the activity did you find **least** beneficial and why?

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Q16. Is there anything else you would like to say about the BSM programme?

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Focus Group Discussion (FGD)

The United Nations Office of Counter-Terrorism (UNOCT) through the United Nations Countering-Terrorism Centre (UNCCT) and in cooperation and collaboration with its funding partners, is undertaking a final, independent evaluation of the 'Border Security and Management 'The evaluation will be guided by United Nations Evaluation Group (UNEG) norms and standards, the UNOCT Evaluation Policy and its Handbook and other guiding materials within UNOCT. The evaluation is being carried out by a team of external independent evaluators, consisting of an Evaluation Expert (Mr. Peter Allan), and a Substantive Expert on Border Management (Mr. Karim Labib).

The aim of the evaluation is to derive recommendations, best practices and lessons learned, whilst also identifying areas of improvement, getting feedback, and recording achievements reached during programme implementation. As a stakeholder to the programme your views are very important to this evaluation. The evaluation team would appreciate your participation through a focus group discussion (FGD) on the BSM Programme.

Confidentiality: The FGD is entirely confidential with all information received being aggregated and anonymised. No individual will be quoted nor will the organization they represent be identified. All information supplied will be deleted upon final clearance of the report.

The FGD will have a three-fold purpose: i) to collect information on the views and experiences of the participants, including issues of HR, GESI and leaving no one behind; ii) the overall relevance of the programme, and iii) the long-term sustainability of the programme. This data will be used to triangulate evidence gathered by the evaluation team and substantiate claims around these areas. The FGD will have a maximum of 8-10 participants representing the four countries selected for the country comparison.

AGENDA

1. Welcome

2. Overview of topic

- The results will be used for the final evaluation.
- The results are confidential, no one will be quoted in the report.
- You are here because of your involvement with the BSM programme.

3. Ground rules

- No right or wrong answers, only differing points of view
- One person speaking at a time
- Reemphasize confidentiality, no one will be quoted in the report.

4. Personal introductions

5. Questions

- What do you think of the programme? (This is a round robin)
- How relevant is the programme to you/your organisation/your country?
- To what extent has/does the BSM programme address HR, GESI, and leaving no one behind issues?
- To what extent has/does the BSM programme contributed to enhanced understanding and promotion of relevant human rights norms and standards, including gender equality?
- To what extent has/does the BSM programme consulted with diverse groups, including women, civil society groups, affected communities, vulnerable or marginalized groups and individuals?
- To what extent have the results of the programme's activities, both past and anticipated, and its outcomes been sustainable?
- What went particularly well over the last year? Why was this so? (Encourage all to speak but create a space for discussion on this topic)
- What one change would you make to improve the programme? (Invite participants to write down their change and ask each to introduce it)
- What is the most significant change you have seen as a direct result of the programme?

6. Closing question

Of all the things we discussed, what to you is the most important?

ANNEX 5 – List of Documents Reviewed

Document – name	Comments, if applicable
UNOCT Evaluation Handbook, quality assurance checklist and templates (2023)	
UNOCT Evaluation Policy (2021)	
UNOCT Gender Mainstreaming Policy and Action Plan (2022) and Gender Marker Information Note (2023)	
UN Learn Better, Together: Independent Meta-Synthesis Under the Global Counter-Terrorism Strategy (2021)	
UNEG Norms and Standards for Evaluation (2016)	
UNEG Ethical Guidelines for Evaluation and Pledge of Ethical Conduct (2020)	
UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation (2014)	
UNEG Guidance on Integrating Disability Inclusion in Evaluations (2022)	
UNOCT Strategic Plan and Results Framework 2022-25	
UN Global Counter-Terrorism Strategy (GCTS) and its Biennial Reviews	
UNOCT Organizational Structure	
Final ICAO Agreement	
Cooperation Agreement Bordepol - Hungary	
May 2022 Skeleton for Strategy on Fundraising with the Private Sector and Foundations	
2023-2027 Budget BSM Programme	
220906 Project_Budget to Review020922	
BSM 2021 Cost Plan	
Cost Plan BSM for 2022	
FINAL Revised Budget BSM programme 7 Aug 2019	
Signed updated Biometrics Phase II Budget_2020_Japan Submission	
BSM Programme Funding Breakdown	
Cost Plan Korea Project	
Draft Budget BSM-GCTF Project	
Concept Note_BSM Sahel_Italy_3 Dec 2021	
Concept Note_BSM West Africa 22 Nov 2022 RM	
ROK Cost Plan	
Presentation on BSM Programme_ENG vers.01-2019	
UNOCT-UNCCT priorities-2019	
Website-Border-Security-Management-draft	
BSM Programme Document 1.2	
Japan Biometric SC 20 086 - NV Japan Mar 2020	
UNCCT BSM Unit Donor Report to Republic of Korea_final_NS RM	COVID-19 specific
2019 UNCCT Annual Report_BSM Inputs CB RM MN - UAM_revised	
2020 UNCCT Annual Report_BSM Inputs FSK_RM	
2021 Annual Rep - First Draft Master 06.04.22	
Fact Sheet-Border-Security-Management-Programme-2019.09.19	
UNCCT BSM Programme Summary_20181205	
BSM Presentation Ulrik at NATO CoE-DAT June 2023	
BSM Presentation IPU_OCT2019	
Presentation to USG on BSM Programme_2019	
BSM AIR CARGO IOM presentation	
BSM CEPOL AFRIPOL 18 March presentation	
Presentation_IGAD Workshop 11.10.21_M.NATALI	

Project review questionnaire- February 2020	3-pages that give an overview of programme activities delivered in 2019.
Q1 2020 Quarterly Highlight Report for UNCCT-BSM	
Q2 2020 Quarterly Highlight Report for UNCCT-BSM_Final	
Q3 2020 Quarterly Highlight Report for UNCCT-BSM final	
Q1 2021 Quarterly Highlight Report for UNCCT-BSM_final	
Q2 2021 Quarterly Highlight Report for UNCCT-BSM Final	
20181022 UNOCT_Mission_report_Ashagabat_Rocco Messina 15_19 October 2018 - UAM	
19-08-16 Belarus Conference Draft Programme	
BSM meeting agenda_UNCCT_UNODC 2019	
Draft TTI Concept Note	
Note PRB - BSM Programme_Year 3_Final 02	
Note PRB - BSM Programme_Year 4	
Note PRB - BSM Programme_2023-2027	
BSM programme - results table	This is effectively the logic framework with completed activities as at December 2022.
Revised BSM Programme Document 2021	
Revised Baseline + Core Capacity Budget BSM Programme_2019-2022	
UNCCT_BSM Programme_Annex1_v.2	Good list of activities and implementing partners 2019 - 2020
Human Rights and Screening in Border Security and Management	
Handbook: On Human Rights and Screening in Border Security and Management	
Human Rights at International Borders: A Trainers Guide	
PowerPoint: Training course on Human Rights at International Borders	
Training Materials	
221108 BSM Programme Document 2023-2027 Clean	
UNODC Strategy 2021-2025	
CTED Impact of the Covid-19 pandemic on terrorism, counter-terrorism and countering extreme violence.	
CTED and its cooperation with ICAO on travel document security	
5th OSCE-wide PDE Outcome Document	
The EU PNR Directive on the use of PNR data April 2016	
EC Gender-sensitive responses to returnees from foreign terrorist organisations: insights for practitioners	

ANNEX 6 – List of Stakeholders Consulted

Number of stakeholders	Type of stakeholder (see note below)	Sex disaggregated data	
7	UNOCT and UNCCT	Male:	5
		Female:	2
8	Implementing Partners	Male:	4
		Female:	4
2	Funding Partners	Male:	2
		Female:	0
5	CSOs, NGOs, IOs, ROs, and academia	Male:	2
		Female:	3
5	Beneficiaries (inc. member States)	Male:	3
		Female:	2
Total: 27		Male:	16
		Female:	11
Stakeholder groups as determined during the Inception Report phase.			

ANNEX 7 – BSM Programme Restructuring – Stimuli for discussion

Proposal of a new Border Security Management Programme Concept Note. The below proposal has been developed by the Evaluation Team.

Executive Summary:

The Border Security Management Programme aims to strengthen national capacities in securing borders against a variety of threats, including terrorism, illegal trafficking, and unauthorized crossings. Drawing inspiration from the UNOCT Strategic Plan and Results Framework 2022-2025, this programme emphasizes a comprehensive, multilateral approach, ensuring alignment with international standards and a commitment to human rights and gender equality.

Background:

In the face of evolving and complex security challenges, the need for an adaptive and robust border security management system is paramount. The UNOCT has highlighted the persistent threat of terrorism and the necessity for a connected response at all levels. This programme seeks to address these challenges, enhancing the capabilities of border security and law enforcement agencies to safeguard national and regional stability.

Objectives:

- **Strengthen Border Security**: Enhance the capabilities of border security agencies to detect, prevent, and respond to threats.

- **Promote Inter-Agency and International Cooperation**: Foster collaboration among national agencies and international partners to share information and best practices.

- **Implement Advanced Technologies**: Utilize modern technologies for effective border monitoring, surveillance, and control.

- **Ensure Compliance with International Norms and Standards**: Uphold human rights, gender equality, and international law in all border security operations.

Strategies and Approaches:

- **Capacity Building**: Conduct training programs and workshops for border security personnel, focusing on modern techniques and international best practices.

- **Legal and Regulatory Framework**: Develop and strengthen legal and regulatory measures to support effective border security management.

- **Technology Integration**: Integrate advanced technologies for real-time monitoring and data analysis to enhance border security.

- **Community Engagement**: Engage local communities in border areas to foster cooperation .

Expected Outcomes:

- **Enhanced Border Security**: A measurable improvement in the capability to detect and respond to border security threats.

- **Improved Inter-Agency Cooperation**: Strengthened collaboration and information-sharing among national and international agencies.

- **Adoption of Advanced Technologies**: Successful integration of modern technologies in border security operations.

- **Compliance with International Standards**: Demonstrable adherence to human rights, gender equality, and international law in all border security activities.

Monitoring and Evaluation:

The programme will establish robust monitoring and evaluation mechanisms to track performance, assess impact, and ensure accountability. This will include regular reporting, performance audits, and impact assessments to guide continuous improvement.

Budget and Resource Mobilization:

A detailed budget will be prepared, outlining the necessary resources for the successful implementation of the programme. Strategies for resource mobilization, including partnerships and funding opportunities, will be explored to secure the required funding.

Conclusion:

The Border Security Management Programme is a critical initiative to enhance national and regional security, address evolving threats, and uphold international standards. By adopting a comprehensive, multilateral approach, this programme aims to create a safer and more secure environment for all.

Programme Implementation:

Multidimensional Approach: Recognizing that border security and management is a multidimensional issue with interconnected implications.

Flexible Framework: Ensuring a flexible framework to correspond to funding availability, allow for close coordination with CT Global Compact partner entities, and respond to the ever-changing threat landscape.

Expert Staff: Recruiting expert staff that can provide both BSM expertise and project management skills.

Model 1
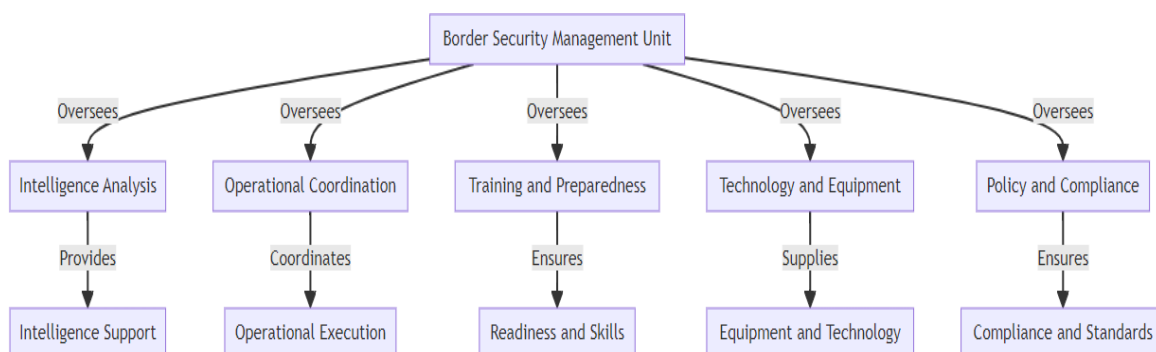
In this structure:

The **Border Security Management Unit** oversees various departments /Sections

- **Intelligence Analysis** provides intelligence support.

- **Operational Coordination** coordinates operational execution.

- **Training and Preparedness** ensures readiness and skills.

- **Technology and Equipment** supplies necessary equipment and technology.

- **Policy and Compliance** ensures compliance with standards and policies.

1. Border Security Management Unit (BSMU)

- **Overall Oversight**: Ensures that all border security activities are coordinated and aligned with national and international standards.

- **Strategic Planning**: Develops long-term strategies and policies for border security and management.

- **Resource Allocation**: Allocates resources efficiently across various departments to optimize border security operations.

- **Stakeholder Engagement**: Engages with internal and external stakeholders, including other government agencies, international organizations, and the private sector.

- **Performance Monitoring**: Monitors the performance of all sub-units and implements improvements as necessary.

2. Intelligence Analysis

- **Data Collection**: Gathers intelligence from various sources, including surveillance systems, human intelligence, and open-source intelligence.

- **Threat Assessment**: Analyzes data to identify potential threats and vulnerabilities at the borders.

- **Information Sharing**: Shares relevant intelligence with other sub-units and external partners to enhance situational awareness.

- **Support to Operations**: Provides actionable intelligence to Operational Coordination and other sub-units to support border security operations.

3. Operational Coordination

- **Operational Planning**: Develops operational plans to address identified threats and vulnerabilities.

- **Resource Deployment**: Ensures that personnel and resources are deployed effectively to meet operational requirements.

- **Incident Response**: Coordinates the response to border security incidents, ensuring a timely and effective resolution.

- **Liaison with Other Agencies**: Works closely with other government agencies and international partners to enhance border security cooperation.

4. Training and Preparedness

- **Training Programs**: Develops and delivers comprehensive training programs that enhance the skills and capabilities of border security personnel, ensuring that all training materials and content are gender-sensitive and promote human rights.

  - **Gender-mainstreaming within Training**: Incorporates gender perspectives into all training programs, ensuring that the specific needs, experiences, and contributions of all genders are considered and addressed based on context specific gender analysis.

  - **Human Rights-Based Approach**: Integrates human rights principles into training programs, emphasizing the importance of respecting and upholding the rights of all individuals, including migrants, asylum seekers, and local communities.

- **Exercise and Drills**: Conducts exercises and drills that simulate real-life scenarios, ensuring that gender considerations and human rights are integrated into all aspects of response and decision-making.

  - **Inclusive Scenarios**: Designs exercises and drills that include scenarios involving vulnerable populations, ensuring that personnel are trained to respond in a manner that is sensitive to gender and human rights.

  - **Rights-Based Evaluation**: Evaluates performance in exercises and drills based on adherence to gender-sensitive practices and human rights standards.

- **Capacity Building**: Works to build the capacity of border security personnel in gender mainstreaming and human rights, ensuring they are equipped to integrate these principles into their daily work.

  - **Specialized Training**: Provides specialized training on gender mainstreaming and human rights, ensuring that all personnel understand their responsibilities and the importance of these principles in border security.

  - **Continuous Learning**: Promotes a culture of continuous learning and improvement in gender mainstreaming and human rights, encouraging personnel to stay informed and update their skills regularly.

- **Continuous Improvement**: Identifies areas for improvement in gender mainstreaming and human rights integration, implementing changes as necessary to enhance training and preparedness.

  - **Feedback Mechanisms**: Establishes mechanisms for feedback and reporting on gender and human rights issues, ensuring that lessons learned are integrated into future training and operations.

  - **Policy Alignment**: Ensures that training and preparedness initiatives are aligned with national and international policies on gender equality and human rights.

By incorporating gender mainstreaming and human rights into the Training and Preparedness sub-unit, the Border Security Management Unit demonstrates its commitment to promoting an inclusive, equitable, and rights-based approach to border security. This not only enhances the effectiveness of border security operations but also contributes to the protection and promotion of human rights for all individuals, regardless of gender.

5. Technology and Equipment

- **Technology Acquisition:** Identifies and acquires necessary technology and equipment to enhance border security capabilities, ensuring interoperability with international systems.

- **Interpol Database Access:** Secures access to Interpol's databases and ensures I-24/7 connectivity for real-time information sharing and verification.

- **Biometric Systems:** Implements advanced biometric systems for accurate identification of individuals, focusing on fingerprints, facial recognition, and other biometric markers.

- **Maintenance and Support:** Ensures that all technology and equipment, especially those connected to international databases and biometric systems, are properly maintained and supported.

- **Technical Support:** Provides robust technical support to address any issues promptly, ensuring uninterrupted access to critical identification tools.

- **Innovation:** Stays abreast of technological advancements and explores innovative solutions to enhance border security.

- **Research and Development:** Engages in research and development to explore new technologies that can enhance identification and verification processes at the border.

- **Pilot Programs:** Implements pilot programs to test new technologies and methodologies before full-scale deployment.

- **Integration:** Works to integrate new technologies and equipment seamlessly into existing border security operations.

- **System Integration:** Ensures that all new technologies, especially those related to Interpol database access and biometric identification, are fully integrated into existing border security systems.

- **Training and Familiarization:** Provides comprehensive training to border security personnel on the use of new technologies, focusing on Interpol's I-24/7 connectivity and biometric identification tools.

- **Collaboration with Interpol:** Establishes and maintains strong collaborative relationships with Interpol, ensuring timely access to critical information and support.

- **Information Sharing:** Engages in proactive information sharing with Interpol, contributing to and benefiting from the collective intelligence of member countries.

6. Policy and Compliance

Policy Development: Develops comprehensive policies and procedures to guide border security operations, ensuring alignment with national and international standards.

International Standards Compliance: Ensures that all policies are in compliance with international border security and human rights standards, including those set by Interpol, the United Nations, and other relevant bodies.

Best Practices Integration: Integrates best practices and lessons learned from global border security operations into internal policies and procedures.

Compliance Monitoring: Monitors adherence to policies and procedures, ensuring that all border security activities are conducted in accordance with established guidelines.

Regular Audits: Conducts regular audits of border security operations to ensure compliance with policies and identify areas for improvement.

Risk Management: Implements a robust risk management framework to identify, assess, and mitigate risks associated with non-compliance.

Audit and Review: Conducts comprehensive audits and reviews of border security operations to ensure accountability and continuous improvement.

Performance Metrics: Establishes clear performance metrics to evaluate the effectiveness of border security operations and compliance with policies.

Feedback Mechanisms: Implements feedback mechanisms to gather input from border security personnel and other stakeholders on policy effectiveness and compliance challenges.

Legal and Regulatory Affairs: Manages legal and regulatory affairs related to border security, ensuring that all activities are conducted in compliance with applicable laws and regulations.

Legal Advisory: Provides legal advisory services to ensure that border security operations are conducted within the legal framework.

Policy Advocacy: Engages in policy advocacy to promote the adoption of laws and regulations that support effective and rights-based border security.

Legal Literacy: Promotes legal literacy among border security personnel to enhance their understanding of legal and regulatory requirements.

Stakeholder Engagement: Engages with internal and external stakeholders to ensure that policies are well-informed, comprehensive, and effective.

Inter-Agency Collaboration: Collaborates with other government agencies to ensure policy coherence and effectiveness.

International Cooperation: Engages in international cooperation to align national policies with global standards and best practices.

Mind Mapping of the Model
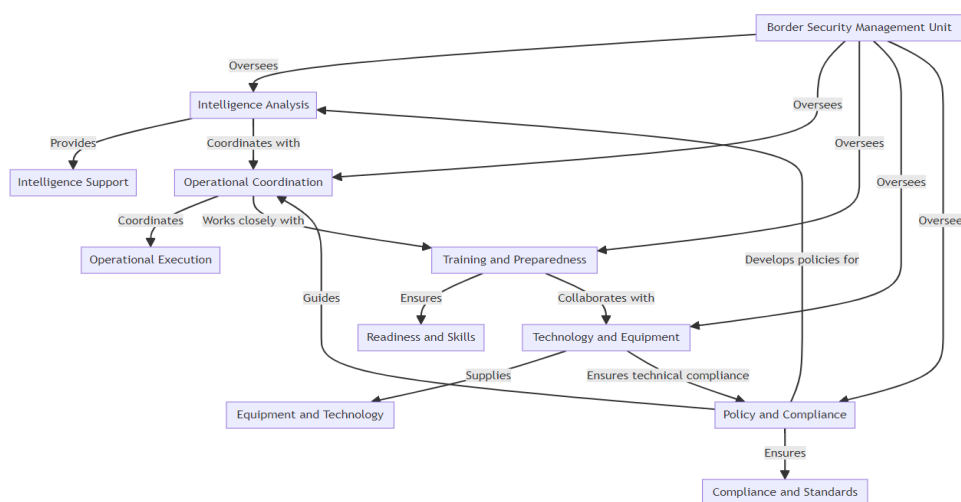
In this enhanced structure:

- The **Border Security Management Unit** oversees various departments.

- **Intelligence Analysis** provides intelligence support and coordinates with Operational Coordination. It also develops policies in collaboration with Policy and Compliance.

- **Operational Coordination** coordinates operational execution and works closely with Training and Preparedness. It is also guided by Policy and Compliance.

- **Training and Preparedness** ensures readiness and skills, and collaborates with Technology and Equipment.

- **Technology and Equipment** supplies necessary equipment and technology, and ensures technical compliance with policies.

- **Policy and Compliance** ensures compliance with standards and policies, and develops policies for Intelligence Analysis and guides Operational Coordination.

Partnerships with UN Agencies:

The BSM program should actively collaborates with various UN agencies to enhance its counter-terrorism efforts. This includes leveraging the expertise and resources of agencies such as INTERPOL, the International Organization for Migration (IOM), the United Nations Office on Drugs and Crime (UNODC), the World Customs Organization (WCO), and the Counter-Terrorism Committee Executive Directorate (CTED).

In a unified BSM program, these organizations would work together by leveraging their respective mandates and areas of expertise:

- INTERPOL would provide support for international law enforcement cooperation, information exchange, and assistance in combating border-related crimes.
- IOM would offer expertise in managing migration flows, ensuring humane treatment of migrants, and addressing issues related to forced migration.
- UNODC would focus on combating drug trafficking and related cross-border crimes, while promoting legal and regulatory frameworks.
- UNOCT would contribute its expertise in counter-terrorism strategies and measures to prevent violent extremism.
- WCO would be instrumental in managing customs procedures, facilitating legal trade, and enforcing regulations at borders.

Together, these agencies would form a comprehensive approach to border security management, addressing various aspects such as law enforcement, migration, customs regulation, and counter-terrorism.

Regional Focus: Integrated Border Stability Mechanism Set to Strengthen Border Governance and Security in West African Countries

The Integrated Border Stability Mechanism (IBSM), as part of the UNOCT's initiatives, is a collaborative effort involving the International Organization for Migration (IOM), the United Nations Office on Drugs and Crime (UNODC), the United Nations Office of Counterterrorism (UNOCT), and INTERPOL. This mechanism aims to strengthen cooperative border governance and security in West African countries, particularly in regions strategically important for regional stability. The Sahel and West Africa have experienced increasing

instability and violent events in recent years, driven by complex dynamics such as various forms of transnational organized crime and terrorism.

The IBSM serves as a multilateral coordination platform to enhance cooperation among actors involved in governance and border security. It focuses on the development and implementation of regional and national strategies and policy frameworks. These efforts are directed at improving governance and integrated border management to ensure better border stability and to address root causes of regional instability, such as illicit flows and the risk of radicalization. This initiative aligns with the African Union Strategy for a Better Integrated Border Governance (2020), which emphasizes borders as vectors to promote peace, security, stability, and integration, and recognizes the need to prevent and eliminate cross-border security threats like terrorism and violent extremism.

During the inaugural meeting of the IBSM, the need for a joint and comprehensive response was highlighted, based on the AU's Integrated Border Governance strategy and other regional and national policy frameworks. Dr. Amado Philip de Andrés, Regional Representative of UNODC for West and Central Africa, emphasized the complexity of threats posed by transnational organized crime and the challenges of securing borders. He underlined the importance of promoting partnerships between governments, civil society, development and humanitarian partners, and donors, including international financial institutions, for holistic and coordinated responses. Tobias Grothe, Head of Section Security Sector Reform at the German Federal Foreign Office, pointed out that the IBSM is a response to demands for better coordinated international support to strengthen border security and management capacities in West Africa. The establishment of the IBSM was made possible with financial contributions from the German Federal Government and support from the Italian Ministry of Foreign Affairs and International Cooperation

ANNEX 8 – Evaluation Team Members Biographies

Mr. Peter Allan graduated with a BA (Honours) degree in Risk Management in 1996 and then joined the UK's National Criminal Intelligence Service (NCIS) as an analyst, being promoted to senior analyst in 1998. He was responsible for the analysis and evaluation of information and intelligence on serious and organised crime as it impacted the UK's security and interests. He was part of the team that developed the UK's National Intelligence Model (NIM) and wrote the first Serious and Organised Crime Threat Assessment for Scotland.

In 2001 Mr. Allan joined the EU Agency for Law Enforcement Cooperation (Europol) based in The Hague. He joined as an analyst being promoted to First Officer – Senior Analyst in 2003. He had responsibility for the analysis and evaluation of information and intelligence initially in counter-terrorism then expanding to include 'crimes against the person' such as Trafficking in Persons (TiP) and the Smuggling of Migrants (SoM). Laterally he had responsibility for the analytical output of the Agency with respect to drug trafficking. In parallel he was part of the team that developed the methodology for the biennial EU Serious and Organised Crime Threat Assessment (SOCTA) as well as developing and delivering the Agency's training to Member States on operational and strategic information and intelligence analysis and evaluation. Operating at a senior political level (Council of Ministers) Mr. Allan provided input and guidance in tackling SOC in Europe.

In 2009 Mr. Allan returned to the UK and set up his own evaluation and training company Allan Consultancy Ltd. of which he is sole proprietor. Since then, Mr. Allan has conducted a total of 30 evaluations with 22 as Team Leader, the majority within the criminal justice sector focusing on law enforcement projects and programmes. Mr. Allan tailors each evaluation methodology thereby ensuring the evaluation output provides greatest utility for the client. He is currently working for a number of different clients including His Majesty's Government (HMG) Foreign and Commonwealth Development Office (FCDO).

Mr. Karim Labib's esteemed career is marked by his extensive expertise in Law, border security management, and aviation security and facilitation. His substantial contributions to international counter-terrorism efforts have been recognized globally. Holding several senior positions with the United Nations, Mr. Labib has focused on pivotal areas such as Aviation Security and Border Security. His role as Programme Manager under the Border Management and Law Enforcement Section of the Counter-Terrorism Executive Directorate (CTED) was particularly significant in bolstering global security frameworks.

Mr. Karim Labib brings a diverse educational background to his work, holding a Bachelor's degree in Criminal Justice from Arizona State University, an LLM in International Human Rights Law from De Montfort University in Leicester, and is currently pursuing a PhD in International Law with Oxford University. His academic pursuits complement his extensive professional experience, providing a solid theoretical foundation for his practical achievements in global security.

Mr. Labib's career is further distinguished by his role as Head of the Counter Terrorism Node for West, Central Africa, and the MENA region with INTERPOL. Through this role, Mr. Labib worked closely with international law enforcement agencies to develop and implement strategies aimed at disrupting and preventing terrorist activities, further demonstrating his commitment to global security. His combined expertise in aviation security, border management, and counter-terrorism positions Mr. Labib as a leading figure in international security. His contributions have had a significant impact on enhancing safety measures, law enforcement capabilities, and counter-terrorism strategies worldwide, reflecting his dedication to promoting global peace and security.