UNITED NATIONS
OFFICE OF COUNTER-TERRORISM

**Strengthening the Counter-Terrorism Capacity of Member States in Africa, Through the Development of National Training Programmes and Counter-Terrorism Training Curricula**

UNOCT-2021-II-INV

**Independent Final Evaluation**

**Final Evaluation Report**

Submitted date: 5/8/2025

# Content

# Abbreviations and Acronyms

| | |
|---|---|
| AFP | Australian Federal Police |
| CTED | United Nations Security Council Counter-Terrorism Committee Executive Directorate |
| DGSN | General Directorate of Security Nationale |
| DPO | United Nations Department of Peace Operations |
| DPPA | United Nations Department of Political and Peacebuilding Affairs |
| ECOWAS | Economic Communication of West African States |
| ECU | Evaluation and Compliance Unit |
| EUROJUST | European Union Agency for Criminal Justice Cooperation |
| EUROPOL | European Union Agency for Law Enforcement Cooperation |
| FRONTEX | European Border and Coast Guard Agency |
| INTERPOL | International Criminal Police Organization |
| IOM | International Organization for Migration |
| LNOB | Leave No One Behind |
| NCA | National Crime Agency |
| NECHE | New England Commission of Higher Education |
| OSCE | Organization for Security and Co-operation in Europe |
| PD | Project Document |
| RCMP | Royal Canadian Mounted Police |
| STOCTI | Specialized Training Curriculum on Counter-Terrorism Investigations |
| ToC | Theory of Change |
| UNAOC | United Nations Alliance of Civilizations |
| UNDP | United Nations Development Programme |

| | |
|---|---|
| UNEG | United Nations Evaluation Group |
| UNITAR | United Nation Institute for Training and Research |
| UNODC | United Nations Office on Drugs and Crime |
| UNON | United Nations Office at Nairobi |
| UNPDF | United Nations Peace and Development Fund |
| UNPOL | United Nations Police |
| UNOCT | United Nations Office of Counter-Terrorism |

# Management Response

## Introduction

The United Nations Office of Counter-Terrorism (UNOCT), through its Special Projects and Innovations Branch, extends its sincere gratitude to the independent evaluator for this informative evaluation of the United Nations Peace and Development Trust Fund (UNPDF)-funded project titled "Strengthening the Counter-Terrorism Capacity of Member States in Africa, Through the Development of National Training Programmes and Counter-Terrorism Training Curricula". This evaluation offers a critical and insightful assessment of the Project's impact, highlighting the significant achievements attained since its inception. Notably, the evaluation provides actionable insights into areas requiring improvement, particularly in project monitoring and evaluation frameworks, thereby offering invaluable recommendations to further strengthen UNOCT's support to Member States in counter-terrorism investigations. These findings will directly inform the design and implementation of future projects, and the expansion of the Global Counter-Terrorism Investigations Programme scheduled for launch in 2026, ensuring enhanced efficacy and sustainability.

UNOCT acknowledges the validity of the evaluation's recommendations and has initiated concrete steps towards their implementation. Further recommendations will be systematically addressed within a defined timeframe, contingent upon resource availability, as detailed in this management response.

UNOCT expresses its profound appreciation to the esteemed funding partners whose unwavering support has been instrumental in the Project's success. These include the United Nations Peace and Development Trust Fund, the State of Qatar, the Governments of Australia, Canada, and Italy. Their collaborative commitment has enabled the realization of impactful counter-terrorism capacity-building initiatives across Africa.

| Evaluation Recommendation #1 |
| --- |
| **Improve project design to include adequate and clear logical framework and theory of change** |

    i. Design the first logical chain in the logical framework: The future project should design a logical chain with a clear chain (first logical chain) from activities to outputs and outcome and to impact. Further, the Project should clearly define its activities, outputs, outcomes and impacts/objectives (or statements) as the United Nations articulates three levels of results: outputs, outcomes and impact, and each level of results, broadly speaking, corresponds to a different level of change. More importantly, any updated versions of the logical framework must maintain consistent outputs, outcomes and impacts.

    ii. Design the second logical chain in the logical framework: The future project logical framework must be equipped with a clear logical chain (second logical chain) from the activities to outputs/outcomes/impact

indicators with baseline and target values. The second logical chain will provide a powerful tool for managing, monitoring, and evaluating the project's performance. More importantly, any updates on outputs, outcomes, and impact should take into account these results' indicators with baseline and target values and vice versa.

iii. Improve the theory of change: A reconstructed and abridged theory of change must include underlying assumptions and risks for each stage of the logical chain. Further, the theory of change must be aligned with the logical framework in the number of logical chains or outcome areas.

| Accepted? <br><br> Yes ☐   Partial ☒   No ☐ | Rationale (if Partially or No): <br><br> The Counter-Terrorism Investigations Programme Team acknowledges the recommendation's merit and recognizes that further articulation and harmonization among the logical framework, monitoring and evaluation mechanisms, and theory of change, with particular attention to assumptions, risks, and indicators, will optimize project planning and monitoring processes. <br><br> Management notes that the recommendation pertains to the enhancement of project documentation rather than indicating a deficiency in the presence of these elements or any impediment to implementation. The PMT remains committed to the ongoing improvement of these instruments to ensure full compliance with UNOCT internal guidance on project management and UN standards and expectations in subsequent project iterations. |
|---|---|

| Evaluator Priority <br><br> ☒ High <br> ☐ Medium <br> ☐ Low | Evaluator Timeframe (Short/Medium/ Long-term) | Target Implementation Date | Responsible Individual |
|---|---|---|---|
| | Short-term | Q4-2025 | Nigel Lazarus |

| Key Actions | |
|---|---|
| 1.1 | The Project Management Team will ensure future project designs feature robust logical frameworks (log frames) in line with UNOCT internal guidance on project management and explicitly aligned with the UN's three results levels (outputs, outcomes, impacts). These log frames will include comprehensive, measurable indicators (both qualitative and quantitative) with clearly defined baselines and achievable target values for each level, enabling rigorous monitoring and evaluation. |
| 1.2 | The Project Management Team will ensure that future projects have a project-specific monitoring and evaluation plan based on the logical framework, which includes indicator monitoring schedules, data collection methods, and log frame review processes. All changes to the log frame and their rationale will be documented. |

| 1.3 | The Project Management Team is reviewing its design processes related to the theory of change to ensure that they fully align with the logical framework, outlining assumptions and risks for each stage of the outcome areas. |
|---|---|

## Evaluation Recommendation #2

**Improve efficiency and effectiveness in project implementation by designing a monitoring and evaluation system and accompanying tools**

i. Develop a monitoring and evaluation plan: The project should develop a monitoring and evaluation plan for implementation and management based on the logical framework/ theory of change. The plan should cover three levels of results: outputs, outcomes, and impact, and respective indicators with baseline and target values and means of verification.

ii. Develop an annual work plan: The project should also establish an annual work plan based on the monitoring plan so as to ensure that the level of resourcing and implementation timeframe are better aligned with the objectives and scope of the Project and improve the implementation efficiency. Further, the annual work plan can alleviate the implementation problems such as delayed deployment of the key personnel and untimely delivery of the Project outputs. The above two recommendations are for efficiency improvement.

iii. Develop a set of indicators for each output: The project must develop a set of indicators for each output to evaluate the effective performance. Further, the indicators in the logical framework and monitoring and evaluation plan should be consistent and follow the SMART criteria: Specific, Measurable, Achievable, Relevant, and Time-bound.

iv. Establish baseline and target values for all output indicators: The project should establish baseline and target values for all output indicators (either qualitative or quantitative) to measure progress toward the Project's outcomes. Further, the baseline and target values should be consistent in a logical framework. The above two recommendations are for effectiveness improvement.

| **Accepted?** | **Rationale** (if Partially or No): |
|---|---|
| Yes ☐ Partial ☒ No ☐ | The CT Investigations Programme Team acknowledges and agrees with the recommendation to strengthen future project monitoring and evaluation frameworks, annual work planning, and the use of output-level indicators. Management notes, however, that such documents did exist in this case, although the underlying templates needed improvement. With that said, the Project was fully implemented on time and within budget, with all planned outputs delivered, indicating high implementation efficiency.

In this regard, the recommendation appears to reflect areas for enhancement in project design and planning processes rather than implementation performance. Nonetheless, the CT Investigations Programme Team is committed to incorporating these elements more |

| | explicitly in future projects' design in line with UNOCT internal guidance on project management to support further effective delivery. |
|---|---|
| | From the CT Investigations Programme Team perspective, partnerships with national governments and other stakeholders directly facilitated smoother implementation by reducing administrative burdens (e.g., expedited clearance processes, logistical arrangements, and coordination for in-country activities). Moreover, strong relationships with Member States and regional partners enabled the swift mobilization of resources, simplified access to beneficiaries, and enhanced the relevance and timeliness of project delivery. Close cooperation with Al-Akhawayn University (AUI), for instance, supported the accreditation process by reducing back-and-forth exchanges and enabling joint oversight of the curriculum. These factors contributed to a reduction in transaction costs and supported the efficient delivery of outputs within the intended timeframes. The PMT respectfully defers to the evaluator's discretion in reflecting this assessment in the final evaluation language. |

| Evaluator Priority | Evaluator Timeframe (Short/Medium/ Long-term) | Target Implementation Date | Responsible Individual |
|---|---|---|---|
| ☒ High<br>☐ Medium<br>☐ Low | Short-term | Q2-Q3 2025 | Nigel Lazarus |

| Key Actions | |
|---|---|
| 2.1 | The Project Management Team will ensure that the monitoring and evaluation plan aligns with the logical framework/theory of change. The plan will encompass outputs, outcomes, and impact, including indicators, baselines, targets, and verification means. |
| 2.2 | The Project Management Team will ensure that the annual work plan aligns with the monitoring plan. This alignment will allow the level of resources and implementation timeframe to better match the project's objectives and scope, thereby enhancing implementation efficiency. |
| 2.3 | For future projects, the Project Management Team will develop a set of indicators for each output to evaluate effective performance. Furthermore, the Team will ensure that the indicators in the logical framework and the monitoring and evaluation plan are consistent and adhere to the SMART criteria: Specific, Measurable, Achievable, Relevant, and Time-bound. |
| 2.4 | For future projects, the Project Management Team will set baseline and target values for all output indicators (either qualitative or quantitative) to assess progress toward the project's outcomes. The baseline and target values will follow a consistent logical framework. |

**Evaluation Recommendation #3**

**Enhance greater impact through innovative training modalities:** The project could seek innovative training modalities, for example, leverage outputs delivered through online and hybrid training models and expand the program's reach and allow for greater participation, especially in the regions with security or travel constraints. Although African beneficiaries currently prefer in-person training over virtual courses, the virtual training could enhance inclusivity, accessibility, and sustainability while achieving greater impacts.

| Accepted? | Rationale (if Partially or No): |
|---|---|
| Yes ☐  Partial ☒  No ☐ | The CT Investigations Programme Team acknowledges and agrees with the recommendation to explore innovative training modalities, including online and hybrid delivery models, to enhance inclusivity, accessibility, and sustainability of capacity-building efforts. Management notes, however, that while such modalities are valuable for general capacity-building activities, their use is not feasible for accredited training programmes delivered under this Project, which must comply with the regulations and standards of the accrediting body. These standards require predominantly in-person delivery to maintain academic integrity, ensure quality assurance, and uphold accreditation requirements. |
| | In this regard, the recommendation highlights opportunities for future consideration in the design of non-accredited initiatives rather than a gap in the implementation of the current accredited programme. Nonetheless, the CT Investigations Programme Team remains committed to exploring innovative delivery methods where appropriate and feasible and will continue to assess opportunities to complement accredited in-person training with virtual learning activities in non-accredited contexts to broaden reach and impact. |

| Evaluator Priority | Evaluator Timeframe (Short/Medium/Long-term) | Target Implementation Date | Responsible Individual |
|---|---|---|---|
| ☐ High ☒ Medium ☐ Low | Long-term | Q4-2025 | Nigel Lazarus |

| Key Actions | |
|---|---|
| 3.1 | The CT Investigations Programme Team will assess opportunities to integrate complementary virtual learning components into future non-accredited activities, while maintaining full compliance with accrediting body requirements for in-person delivery of accredited training modules. |

**Evaluation Recommendation #4**

**Ensure the sustainability of Project results through diversified funding, regional collaboration, and flexibility to evolving needs:** The project should seek bilateral and multiple agencies' sources for financial

sustainability. To mitigate the financial, economic, social, environmental and political risks to the sustainability of results, the project must diversify its funding sources, embed gender-sensitive policies, promote regional collaboration to share responsibility, and maintain flexibility to adapt to unforeseen challenges. Particularly for financial and economic risks, the project must seek additional resources from Member States and UNPDF.

| Accepted? | Rationale (if Partially or No): |
|---|---|
| Yes ☐    Partial ☒    No ☐ | The CT Investigations Programme Team acknowledges and agrees with the recommendation to mitigate the financial, economic, social, environmental, and political risks to the sustainability of the results by diversifying its funding sources. |
| | Management notes, however, that the project was fully implemented on time and within budget, with all planned outputs delivered, indicating high implementation efficiency and sound initial budget planning. The CT Investigations Programme Team, in consultation and coordination with the Resource Mobilization and Donor Relations Section (RMDRS), will ensure that each capacity-building project within the CT Investigations Programme includes an individual resource mobilization strategy in line with relevant UNOCT internal guidance. |
| | From the CT Investigations Programme Team, measures to promote sustainability were embedded in the Project's design and implementation approach. The intentional development of national training curricula, training manuals, and delivery modalities such as the Training of Trainers (ToT) format was critical in fostering national ownership and long-term impact. National stakeholders were actively engaged throughout the process, and their inputs were incorporated into the development and delivery of the curricula, ensuring alignment with national priorities. The ToT approach built a cadre of national trainers capable of independently delivering future training sessions, thereby reducing reliance on external support. |
| | Regional collaboration was promoted through the participation of multiple Member States, encouraging the exchange of good practices and fostering cross-border cooperation in counter-terrorism capacity-building efforts. Flexibility to evolving needs was maintained by adapting training content and delivery schedules based on beneficiary feedback and operational considerations. These efforts collectively contributed to promoting sustainability, strengthening ownership, and enhancing the relevance and effectiveness of project results. |

| Evaluator Priority | Evaluator Timeframe (Short/Medium/ Long-term) | Target Implementation Date | Responsible Individual |
|---|---|---|---|
| ☐ High<br>☒ Medium | Medium-term | Q4-2025 | Nigel Lazarus |

| Low |  |  |  |
| --- | --- | --- | --- |

| Key Actions |
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| 4.1 | In collaboration with RMDRS, the CT Investigations Programme Team will develop a dedicated resource mobilization strategy aimed at broadening the donor base, ensuring funding predictability, and reducing reliance on single-source contributions. In parallel, the CT Investigations Programme Team will promote regional collaboration by increasing engagement with regional organizations and supporting multi-country participation. Flexibility to evolving needs will be maintained by incorporating regular beneficiary feedback and adjusting training content and delivery timelines as necessary. |
| --- | --- |

## Evaluation Recommendation #5

**Further promote human rights, gender equality and social inclusion, and leaving no-one behind through establishing special output/outcomes and indicators and an independent logical chain**

i. Promote both dedicated activities and mainstreaming the considerations of cross-cutting issues: The future project must continue to support Member States in adopting a human rights-compliant and gender-responsive approach to counter-terrorism investigations, as the need for this remains high.

ii. Establish outputs/outcomes and indicators in the logical frameworks and monitoring and evaluation frameworks for mainstreaming: To meaningfully mainstream the considerations of Human Rights, Gender Equality and Social Inclusion, and Leaving No-One Behind into all activities and outputs during the design, implementation and reporting, the project must establish outputs/outcomes and indicators in the original and updated logical frameworks and original and updated monitoring and evaluation frameworks to reflect these considerations, as well as allocate adequate resources for their delivery.

iii. Design a logical chain in the logical frameworks and monitoring and evaluation frameworks to enhance full, equal and meaningful participation of women: The future project should design dedicated activities to foster empowerment full, equal and meaningful participation of women in counter-terrorism efforts within the Member States, among which some could be capacity building for female participants in the training programme. At the same time, the future Project should design a logical chain for women empowerment in the original and updated logical frameworks and updated monitoring and evaluation frameworks to reflect these interventions. Finally, the Project should allocate special resource for these dedicated activities.

iv. Strengthen existing efforts to ensure full compliance with the UN Human Rights Due Diligence Policy: Future project must build on and further strengthen efforts to implement the UN Human Rights Due Diligence Policy applicable to the delivery of UN support to non-UN security forces, including by conducting tailored human rights risk assessments, ideally prior to support being provided, as well as identifying and implementing mitigation measures.

| Accepted? | Rationale (if Partially or No): |
| --- | --- |

| Yes ☐  Partial ☒  No ☐ | The CT Investigations Programme Team supports the need to promote human rights, gender equality, and social inclusion while ensuring that no one is left behind. It emphasizes the importance of including funding for human rights and gender-specific outputs, outcomes, indicators, and the logical chain. |
|---|---|
| | That said, management notes that this was a very technical project aimed at a specific technical skillset, leveraging existing international good practice and expertise. The project has a Gender Marker 1 rating, indicating a limited impact on gender equality. Positive aspects included women's active involvement in design and implementation, prioritized human rights and gender training, and increased participation. Future efforts should address the remaining challenges to advance gender outcomes further. The CT Investigations Programme Team undertook work to ensure compliance with the Human Rights Due Diligence Policy by completing assessments at the beneficiary institutions level, raising awareness of the policy with the beneficiary, and engaging with relevant human rights offices and partners. All trainees were nationally vetted prior to attendance at the training. |

| Evaluator Priority<br><br>☐ High<br>☒ Medium<br>☐ Low | Evaluator Timeframe<br>(Short/Medium/<br>Long-term) | Target<br>Implementation<br>Date | Responsible Individual |
|---|---|---|---|
| | Long-term | Q4-2025 | Nigel Lazarus |

| Key Actions | |
|---|---|
| 5.1 | The Project Management Team will ensure that future projects continue to support Member States in promoting interventions and mainstreaming considerations of cross-cutting issues such as human rights, gender equality, social inclusion, and leaving no one behind. |
| 5.2 | The Project Management Team will ensure that future projects establish outputs, outcomes, and indicators in logical frameworks and monitoring and evaluation frameworks to reflect these considerations. |
| 5.3 | The Project Management Team will continue to make every effort to ensure female participation in all training events. |

# Executive Summary

In partnership with the United Nations Global Counter-Terrorism Coordination Compact entities, Member States and other partners, the Project "Strengthening the Counter-Terrorism Capacity of Member States in Africa, through the Development of National Training Programmes and Counter-Terrorism Training Curricula" (the Project) was developed by the UNOCT Global Counter-Terrorism Investigations Programme, together with the UNOCT Programme Office for Counter-Terrorism and Training in Africa (Rabat Training Centre), with funding from the United Nations Peace and Development Fund (UNPDF), and subsequently approved in October 2021 and launched in January 2022.

This two-year Project has completed and delivered a number of products in counter-terrorism investigations that benefited 11 African Member States. Based on the UNOCT and UNPDF requirements, the Project was required to undergo a Final Evaluation (FE) at the end of 2023.

**The Project**

The objective of the Project is to strengthen the capacity of Member States, ensuring that counter terrorism and law enforcement officers have adequate training to conduct all aspects of investigations, for an effective response of the criminal justice system against terrorism. The Project has two major outcomes: (i) Expected Accomplishment 1: Member States implement enhanced policies, practices, procedures for the prevention, preparedness, pursuit, and response to terrorism and operate with improved awareness, knowledge and understanding of counter terrorism investigations and related relevant subjects. (ii) Expected Accomplishment 2: International Organizations and UN entities support Member States in the prevention, preparedness, and response to terrorism in a more informed and coordinated manner, reflecting the "All-of-UN" approach.

**The Evaluation**

The purpose of this assignment was to conduct an independent final evaluation of the Project in line with the UNOCT evaluation requirements, as well as the UN Evaluation Group (UNEG) norms and standards, including UNEG Guidance on integrating human rights and gender equality in evaluations.

The overall objective of this final evaluation was to assess the status and performance of the UNPDF funded initiative by examining the Project's relevance, effectiveness, coherence, efficiency, impact, and sustainability. The evaluation also assessed the performance of the project design and project implementation, as well as the financial performance of the Project. Finally, the evaluation assessed the extent to which the project has integrated human rights, gender and other cross-cutting issues such as Leave No One Behind (LNOB) and disability inclusion.

The consultant adopted a mixed approach of methodologies, which consisted of theory of change (ToC), desk review, semi-structured interviews with a variety of stakeholders, briefing/debriefing, quality-assurance mechanisms and triangulation.

**Evaluation Findings**

The evaluation results (findings) against criteria with justifications are summarized in the table below:

| Project Element | Evaluation Rating | Rationale |
|---|---|---|
| **Relevance** | **Highly Relevant** | The Project was well aligned with the four pillars of UN Global Counter-Terrorism Strategy, the UNPDF priorities, Member States' needs/gaps, the 2030 Agenda for SDGs, the human rights obligations of 11 beneficiary Member States and the Women, Peace and Security (WPS) National Action Plans. The Project significantly contributed to theory of change for the relevant outcome especially in addressing the strengthening of the counter-terrorism capacity of Member States in Africa, suggesting that it remained relevant to its objective throughout the Project life. |
| **Coherence** | **Satisfactory** | The Project strengthened the counter-terrorism capacity of Member States with other UN agencies and delivered its results across the region so as to ensure the expected quality results and thus further promoted internal coherence. At the same time, the training was implemented with support and expertise from other international agencies such as the International Criminal Police Organization (INTERPOL), which worked as the training experts and law enforcement agencies with a consolidated expertise and cross-regional outreach. By collaborating with these external agencies, the Project ensured external coherence. |
| **Effectiveness** | **Satisfactory** | The implementation effectiveness was assessed based on the actual activities implemented by the Project against the expected activities under each output area and based on the 4-level Kirkpatrick Evaluation Model. Both results revealed that the Project was effective in its implementation. However, both the activity and the 4-level Kirkpatrick Evaluation Model were not the |

| | | appropriate result indicators to be used for assessing the overall effective performance of the Project. |
|---|---|---|
| **Efficiency** | **Satisfactory** | The outputs had been generally produced with cost-effectiveness and the Project team worked well in improving the implementation efficiency. However, the original and updated M&E frameworks were not well formulated as there were no values for indicators in the original M&E framework and inconsistencies of outputs, outcomes, goals/impacts among the original logical framework, updated logical framework, theory of change, and updated monitoring and evaluation framework. The implementation efficiency was negatively affected by the delayed deployment of the key personnel, and the turnover of the key staff in the Project Team. |
| **Impact** | **Significant** | The Project increased confidence and proficiency of the beneficiaries in applying newly acquired knowledge and skills, suggesting the Projects' strong impact in educational advancement and professional development, and thus in capacity building in counter-terrorism. In particular, the survey results strongly supported the increased confidence and awareness after the trainees received the training. The Project also achieved the results such as two High-Level Events not originally designed in the Project Document. However, other alternative training approaches, such as e-learning, or hybrid training format, were not used to increase the greater impacts. |
| **Sustainability** | **Likely** | The Project made important contribution to Member States' long-term sustainable counter terrorism capacity building. The Project outputs, particularly, Train the Trainer (ToT) course ensured that Member States had the capacity to deliver Specialist Counter Terrorism Investigations training long after the project ends and thus ensured the sustainability of the results. In addition, by embedding standardized curricula through the certificate and master's degree, the Project further laid a foundation for long-term benefits, empowering |

| | | countries to maintain and expand counter-terrorism capacity building independently beyond the project period. The short-term financial risk is minimal and there might be long-term financial risk if funding from Member States or international donors diminishes. |
|---|---|---|
| **Project Design** | **Moderately Satisfactory** | The risk and assumptions and cross-cutting issues were adequately designed probably due to strong commitments and inputs from the officers and experts of UNOCT as well as consultants who were involved in the project design during the early stage. However, the first logical chain was not developed while the second logical chain was missing in the original Project logical framework although the original logical framework was from donor's template. The ToC only illustrated an overall logical chain and was not based on the outcome areas in the logical framework. Finally, the roles and responsibilities of stakeholders were not clearly defined. |
| **Project Implementation** | **Satisfactory** | The management structure functioned well, and the adaptive management was adopted. UNOCT's extended presence in the Africa region, strong partnership with other UN agencies, other global and international entities, and Member States, technical capacities of the staff and strong accountability for results were recognized as the important factors for successful implementation of the Project. However, the updated logical framework was not well developed for monitoring and evaluation, and thus for implementation. |
| **Human Rights, Gender Equality and Social Inclusion, and Leaving No One Behind** | **Satisfactory** | The Project mainstreamed human rights, gender equality and other cross-cutting issues into its activities and outputs but did not initiate dedicated activities for these cross-cutting issues particularly gender equality and women empowerment. |
| **Overall Rating** | **Satisfactory** | All above |

**Conclusions**

The analysis of the findings leads to the following core conclusions:

**1. Relevance**

i. The Project was well aligned with the four pillars of UN Global Counter-Terrorism Strategy, relevant to one of the UNPDF priorities, appropriate and strategic to Member States' needs and gaps and was in line with SDG 16, SDG 4 and SDG 17, and the human rights obligations and the WPS National Action Plans of 11 beneficiary Member States.

ii. The Project significantly contributed to theory of change for the relevant outcome especially in addressing the strengthening of the counter-terrorism capacity of Member States in Africa, suggesting that it remained relevant to its objective throughout the Project life.

**2. Coherence**

i. The Project promoted counter-terrorism capacity building by leveraging its comparative advantages among UN agencies while it used multidisciplinary approach to position itself regionally and globally as a leader in this area and thus ensured internal coherence.

ii. The external coherence was also ensured as the Project promoted complementarity, harmonisation and coordination with other key international agencies, such as INTERPOL, FRONTEX, EUROPOL, EUROJUST, to maximise the achievement of results funded by the UNPDF.

**3. Effectiveness**

i. The Project was generally effective in delivering planned results such as counter-terrorism training and capacity building based on the actual activities implemented by the Project against the expected activities under each output area and based on the 4-level Kirkpatrick Evaluation Model.

ii. Neither the activity nor the 4-level Kirkpatrick Evaluation Model was an appropriate instrument to be used for assessing the effective performance of the Project as the former was the first step of the second logical chain and the latter was only good to assess the training results, rather than the overall Project's effectiveness.

**4. Efficiency**

i. The Project was generally efficient as the outputs had been produced with cost-effectiveness and the project's direct implementation modality and the Project team worked well. The efficiency was ensured through strong commitment of the Project team and support from a wide range of stakeholders, including international law enforcement agencies, academic institutions, and UNOCT offices at UN Headquarters.

ii. However, the original and updated monitoring and evaluation frameworks were not appropriate to be used for efficient implementation as there were no values for the indicators in the original M&E framework and inconsistencies of outputs, outcomes, goals/impacts among the original logical framework, updated logical framework, theory of change, original monitoring and evaluation framework and updated monitoring and evaluation framework.

iii.  The implementation efficiency was further hampered by the delayed deployment of the key personnel, and the turnover of the key staff in the Project Team, which resulted in a loss of institutional memory and lack of continuity and consistency in Project activity implementation in some cases.

**5. Impact**

i.  The Project has contributed to the achievement of intended results. When comparing key results with the objective, the Project definitely had a significantly positive impact on the Member States' capacity building in counter-terrorism. In particular, the survey results proved that the Project enhanced trainees' awareness, knowledge, and understanding of counter terrorism investigations and related subjects.

ii.  The survey results also suggested that the trainees had developed increased confidence in conducting investigations with the acquisition of their new skills due to the practical nature of the course and learning.

iii.  For some outputs, the Project has expanded and surpassed the targets originally intended in the Project Document such as the delivery of two High-Level Events of Heads of Counter-Terrorism and Security Agencies. The Project worked as a catalyst for greater cooperation with regional Member States, the Global Counter-Terrorism Coordination Compact partners, and other key stakeholders in Africa.

iv.  However, other alternative implementing approaches or training methods, such as e-learning, or hybrid training format, have not been adopted to increase the greater impacts of the Project's achievements.

**6. Sustainability**

i.  The Project made an important contribution to Member States' long-term sustainable counter terrorism capacity development. The Project produced a wide range of high-quality outputs across two outcome areas. These outputs/outcomes, particularly, Train the Trainer (ToT) and Specialized Training Curriculum on Counter-Terrorism Investigations (STOCTI), ensure that Member States have the capacity to deliver the training in the area of counter terrorism beyond the Project period and thus ensure the sustainability of the Project results.

ii.  The short-term financial risk is minimal while the long-term financial risk exists if funding from Member States or international donors diminishes, as the financial risk will have the impact on the training programmes and the Rabat training centre's operations. The economic, social, political and environmental risks are also relatively small for the sustainability of the Project 's outputs.

**7. Project Design**

i.  The Project logical framework was not well designed to provide the Member States and Project team with a clear picture needed to implement the Project in strengthening the capacity in the areas of counter terrorism as the logical framework did not include the output, outcome and impact and there was not a clear causal relationship between the activities/interventions and outputs and a relationship between the output and outcome/impact.

ii.  The Project logical framework did not provide a good instrument for M&E as it was not well equipped with a clear logical chain from activities to output/outcome and impact indicators with baseline and

target values and was not sufficient or adequate in many cases to measure the progress or verify the achievements for two outcomes.

iii. The logical chain, from activities, to outputs, outcomes, and to impact, was relatively well presented in the reconstructed and abridged theory of change although it did not include underlying assumptions and risks. However, the ToC and the logical framework were not consistent since the former presented an overall logical chain while the latter presented the logical chain by outcome areas.

**8. Project Implementation**

i. UNOCT extended its presence in the Africa region and strong partnership with other UN agencies and Member States, technical capacities of the staff and strong accountability for results were recognized as the important factors for successful implementation of the Project.

ii. The updated logical framework was not suitable for monitoring and evaluation purposes and thus for implementation as the output/indicators did not meet the SMART criteria, did not have measurable values for baseline and target, and had almost same baselines and targets.

**9. Human Rights, Gender Equality and Social Inclusion, and Leaving No One Behind**

i. While the original and updated logical framework matrix did not reflect human rights, gender equality and leaving no one behind considerations, the Project team made efforts to integrate these cross-cutting issues in the delivery, monitoring and reporting.

ii. Limited activities dedicated to human rights, gender equality and social inclusion, and LNOB were undertaken during the implementation. However there were no special logical chains that were established in the original and updated logical framework and original and updated monitoring and evaluation frameworks.

## Recommendations

The recommendations based on the findings and conclusions are given below:

**Recommendation 1: Improve project design to include adequate and clear logical framework and theory of change**

i. **Design the first logical chain in the logical framework**: The future project should design a logical framework with a clear logical chain (first logical chain) from activities to outputs and outcome and to impact. Further, the Project should clearly define its activities, outputs, outcomes and impacts/objectives (or statements) as the United Nations articulates three levels of results: outputs, outcomes and impact and each level of results, broadly speaking, corresponds to a different level of change. More importantly, any updated versions of logical framework must maintain consistent outputs, outcomes and impacts.

ii. **Design the second logical chain in the logical framework**: The future project logical framework must be equipped with a clear logical chain (second logical chain) from the activities to outputs/outcomes/impact indicators with baseline and target values. The second logical chain will provide a powerful tool for managing, monitoring and evaluating the performance of the Project. More

importantly, any updates on outputs, outcomes, and impact should take into account these results' indicators with baseline and target values, and vice versa.

iii. **Improve the theory of change:** A reconstructed and abridged theory of change must include underlying assumptions and risks for each stage of logical chain. Further, the theory of change must be aligned with the logical framework in the number of logical chains or outcome areas.

**Recommendation 2: Improve efficiency and effectiveness in project implementation by designing a monitoring and evaluation system and accompanying tools**

i. **Develop a monitoring and evaluation plan:** The project should develop a monitoring and evaluation plan for implementation and management based on the logical framework/ theory of change. The plan should cover three levels of results: outputs, outcomes, and impact; and respective indicators with baseline and target values and means of verification.

ii. **Develop an annual work plan:** The project should also establish an annual work plan based on the monitoring plan so as to ensure that the level of resourcing and implementation timeframe are better aligned with the objectives and scope of the Project and improve the implementation efficiency. Further, the annual work plan can alleviate the implementation problems such as delayed deployment of the key personnel, and untimely delivery of the Project outputs. The above two recommendations are for efficiency improvement.

iii. **Develop a set of indicators for each output:** The project must develop a set of indicators for each output for evaluating the effective performance. Further, the indicators in the logical framework and monitoring and evaluation plan should be consistent and follow the SMART criteria, that is, Specific, Measurable, Achievable, Relevant and Time-bound.

iv. **Establish baseline and target values for all output indicators:** The project should establish baseline and target values for all output indicators (either qualitative or quantitative) to measure the progress toward outcomes of the Project. Further, the baseline and target values should be consistent in a logical framework. The above two recommendations are for effectiveness improvement.

**Recommendation 3: Enhance greater impact through innovative training modalities:** The project could seek innovative training modalities, for example, leverage outputs delivered through online and hybrid training models and expand the program's reach and allow for greater participation, especially in the regions with security or travel constraints. Although African beneficiaries currently prefer in-person training over virtual courses, the virtual training could enhance inclusivity, accessibility, and sustainability while achieving greater impacts.

**Recommendation 4: Ensure the sustainability of project results through diversified funding, regional collaboration, and flexibility to evolving needs:** The project should seek bilateral and multiple agencies' sources for financial sustainability. To mitigate the financial, economic, social, environmental and political risks to the sustainability of results, the project must diversify its funding sources, embed gender-sensitive policies, promote regional collaboration to share responsibility, and maintain flexibility to adapt to unforeseen challenges. Particularly for financial and economic risks, the project must seek additional resources from Member States and UNPDF.

**Recommendation 5: Further promote human rights, gender equality and social inclusion, and leaving no one behind through establishing special output/outcomes and indicators and an independent logical chain**

i. **Promote both dedicated activities and mainstreaming the considerations of cross-cutting issues:** The future project must continue to support Member States in adopting human rights compliant and gender-responsive approach to counter-terrorism investigations, as the need for this remains high. .

ii. **Establish outputs/outcomes and indicators in the logical frameworks and monitoring and evaluation frameworks for mainstreaming:** To meaningfully mainstream the considerations of Human Rights, Gender Equality and Social Inclusion, and Leaving No One Behind into all activities and outputs during the design, implementation and reporting, the Project must establish outputs/outcomes and indicators in the original and updated logical frameworks and original and updated monitoring and evaluation frameworks to reflect these considerations, as well as allocate adequate resources for their delivery.

iii. **Design a logical chain in the logical frameworks and monitoring and evaluation frameworks to enhance full, equal and meaningful participation of women:** The future project should design dedicated activities to foster empowerment full, equal and meaningful participation of women in counter-terrorism efforts within the Member States, among which some could be capacity building for female participants in the training programme. At the same time, the future Project should design a logical chain for women empowerment in the original and updated logical frameworks and original and updated monitoring and evaluation frameworks to reflect these interventions. Finally, the Project should allocate special resource for these dedicated activities.

iv. **Strengthen existing efforts to ensure full compliance with the UN Human Rights Due Diligence Policy:** Future project must build on and further strengthen efforts to implement the UN Human Rights Due Diligence Policy applicable to the delivery of UN support to non-UN security forces, including by conducting tailored human rights risk assessments, ideally prior to support being provided, as well as identifying and implementing mitigation measures.


**Lessons Learned**

### 1. Relevance

Consistent alignment of the Project activities and outputs with the four pillars of UNOCT's strategic plan, donor's priorities, Member States' needs and gaps, and Sustainable Development Goals (SDGs) will boost the Project's impact and ensure the sustainability of the Project's outputs.

### 2. Coherence

Coherence proves to be a good criterion to evaluate a regional project implemented with multiple agencies. Maintaining strong internal coherence within the UN system and external coherence with international development partners contribute to good results during the implementation.

### 3. Effectiveness/Impact

Activity is not a good indicator used to assess the effectiveness/impact of a Project. Instead, an appropriate set of output indicators with baseline and target values should be used to quantify the Project results and thus assess the Project's effectiveness/impact.

**4. Efficiency**

Strong partnership and cooperation with the national governments of Member States, donors and other stakeholders in counter-terrorism capacity building contributed to efficiency during the Project implementation and proved to be an excellent operational model.

**5. Sustainability**

Good design for training products, particularly knowledge products such as the curriculum, and good design for training approaches, such as ToT and e-learning, ensure the ownership of the project outputs for future sustainability and greater impacts.

**6. Project Design/Project Implementation**

A good design always leads to a good implementation, which in turn leads to a set of good Project results. There is more chance for a project with good design to be successful. In particular, a good design of two logical chains, i.e., from activity, to output, outcome, and to impact; and from activity to output/outcome and indicators with baseline and target values in a logical framework, is essential for successful implementation of a Project.

**7. Human Rights, Gender Equality and Social Inclusion, and Leaving No One Behind**

In order to meaningfully mainstream the considerations of human rights, gender equality and social inclusion, and LNOB into a project, it is central that the Project should design special outcomes, outputs and indicators with baseline and target values, as well as allocate adequate resources.

# 1. Introduction

## 1.1 Background

Terrorism presents a complex and evolving challenge that places significant demands on personnel, as effective responses from law enforcement, criminal justice, and national security sectors require a high level of individual and institutional accountability, as well as public scrutiny. Responses in these sectors must adhere to national laws and official protocols, while drawing on diverse sources of information to support effective decision-making and operations. A significant number of reports and empirical studies suggested the importance of training and capacity building for counter terrorism and law enforcement officers.[1]

In this context, counter terrorism and law enforcement officers need to be trained so as to undertake all aspects of investigative work as part of the criminal justice response to terrorism. Counter terrorism and law enforcement officers also need to upgrade their skills to provide a better equipped law enforcement service to deal effectively with the nature of crime changes.

The United Nations Office of Counter-Terrorism (UNOCT) was founded on 15 June 2017 as a result of the adoption of UN General Assembly Resolution 71/291. The establishment of the Office is considered as the first major institutional reform undertaken by the UN Secretary-General following his report (A/71/858) on the Capability of the United Nations to help Member States implement the United Nations Global Counter-Terrorism Strategy.

In response to the training and capacity building needs to address the evolving nature of the terrorist threat, and in support of the implementation of the UNGCTS, the Project "Strengthening the Counter-Terrorism Capacity of Member States in Africa, Through the Development of National Training Programmes and Counter-Terrorism Training Curricula" (the Project) was developed by the Global Counter-Terrorism Investigations Programme with funding from the UNPDF, and subsequently approved in October 2021 and launched in January 2022. The project was integrated into the Global Counter-Terrorism Investigations Programme as per Recommendation 43/7 from the 43rd meeting of the UNOCT Programme Review Board held on 29 November 2021.

While the initial phase of the Project was for two years, it was expected that further assistance would be required after the project lifespan.

## 1.2 The Project

### 1. Objective and Scope

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[1] Project Document

The objective of the Project was to strengthen the capacity of Member States, ensuring that counter terrorism and law enforcement officers have adequate training to conduct all aspects of investigations, for an effective response of the criminal justice system against terrorism.

The scope of the Project aimed to ensure:

1. Partnership with national and regional law enforcement training establishment.
2. Partnership with international law enforcement training establishments and universities.
3. Development of a national counter terrorism curriculum comprising the national learning standards for learning and development (and related national policing qualifications and assessment), together with a comprehensive range of learning programmes and materials.
4. Provision of the knowledge, skills, and tools necessary to enable individuals and teams to perform to the highest professional standards.
5. Identification, development, and promotion of good practice within safe learning environments.
6. Provision of knowledge, skills, and tools specific to the professional development of those working in covert and specialist counter-terrorism roles.
7. Identification, development and promotion of ethics, values, and standards of integrity.
8. Building of adequate and necessary capacities to investigate and to disrupt terrorist plots while ensuring the integrity of evidence-based prosecution efforts.
9. Improvement of national, regional, and international partners' capacity to share overt investigatory information and evidence with national, regional, and international authorities.
10. Establishment of regional counter terrorism training centre or centre of excellence.
11. Development of a cadre of specialist national and regional trainers.
12. Delivery of certain specialist capacity and capability building training and support related programming such as for example, responding to and investigating Kidnap for Ransom or intelligence analyst training.

## 2. Outcomes

The Project had two major outcomes:

Expected Accomplishment 1: Member States implement enhanced policies, practices, procedures for the prevention, preparedness, pursuit, and response to terrorism and operate with improved awareness, knowledge and understanding of Counter Terrorism investigations and related relevant subjects.

Expected Accomplishment 2: International Organizations and UN entities support Member States in the prevention, preparedness, and response to terrorism in a more informed and coordinated manner, reflecting the "All-of-UN" approach.

Based on UNOCT evaluation policies and procedures and commitment to the funding partner (UNPDF), the Project is required to undergo a final evaluation at the end of project implementation. The final evaluation report presents the findings, lessons learned, conclusions and recommendations from the evaluation conducted.

## 3. Activities

The Project comprised the following activities associated with the above two outcomes:

In response to Expected Accomplishment 1:

A1.1.1: Desk and other research conducted at a national level scoping missions to assess local capacity and training needs, identify challenges and collect existing national programmes, operating procedures, priorities, and good practices.

A1.1.2: Organize national expert round tables in each beneficiary country to aid the training needs assessment.

A1.1.3: Develop reports that outline current national law enforcement training providers, their strengths, weaknesses, opportunities and threats, specifically what training do they currently provide, what do they have under development and what do they wish provided (future training).

A1.1.4: Conduct (with CTED) deep dive missions that focus on legislative and institutional frameworks related to Counter Terrorism investigative training and delivery.

In response to Expected Accomplishment 2:

A2.1.1: Engage and seek the support of national, regional, and internationally recognized law enforcement, institutions as well as of relevant Global CT Coordination Compact entities to gather support and expertise to aid the development of an accredited training programme.

A2.1.2: Collect and collate all relevant training materials and good practices from relevant sources at the national, Regional, and international level (law enforcement, private sectors, academy).

A2.1.3: Draft an extended training programme that develops professional leadership and problem-solving skills for use in counter-terrorism investigations programmes.

A2.1.4: Organize two (2) expert group meetings (EGM) to aid the final development of the training programmes and verify the content of the final modules.

A2.1.5: Develop an extended training curriculum that includes lessons, lesson plans, teaching aids, exercises, monitoring, assessment, and evaluation processes.

A2.1.6: Develop specialized training modules on identified priority areas of training needs.

A2.1.7: Negotiate with universities and or other international training law enforcement, training institutions mechanisms in which to accredit all training programmes and products.

A2.1.8: Develop training handbooks that support student learning.

A2.1.9: Translate and publish training handbooks in three UN languages (Arabic, French and English)

A2.1.10: Support with the provision of equipment to ensure that Training Centre's and trainees have the tools required during training courses (list of equipment to be identified during training needs assessment).

A2.2.1: To organize and deliver series of specialized accredited training courses (subjects based on need assessments) in Rabat and/or online for relevant officers from selected African countries.

A2.2.2: Deliver train-the-trainer courses in Rabat and/or online.

A2.2.3: Provide support and mentoring before, during and after the delivery of the training programme.

A2.2.4: Provide additional mentoring (three-month mentoring) to supporting the training programme in its early stages in the beneficiary countries.

An assessment of stakeholders involved and the logical framework and the theory of change (ToC) are presented in the project design under Section 4 on "Evaluation Findings".

# 2. Evaluation Purpose and Scope

## 2.1 Evaluation Purpose

The purpose of this assignment was to conduct an independent final evaluation of the project "Strengthening the Counter-Terrorism Capacity of Member States in Africa, Through the Development of National Training Programmes and Counter-Terrorism Training Curricula" (the Project) in line with UNOCT evaluation requirements, as well as the UN Evaluation Group (UNEG) norms and standards.

## 2.2 Evaluation Objectives

The overall objective of this final evaluation was to assess the status and performance of the UNPDF-funded initiative by examining the project's relevance, coherence, effectiveness, efficiency, impact, and sustainability. The evaluation also assessed the effectiveness of the project design and project implementation, as well as the financial performance of the Project. Finally, the evaluation assessed the extent to which the project has integrated human rights, gender and other cross-cutting issues such as Leave No One Behind (LNOB) and disability inclusion.

## 2.3 Evaluation Scope

The final evaluation followed the scope as indicated in the Terms of Reference (Annex 1). The final evaluation assessed the performance since the project's inception in 2022; firstly, to evaluate the quality and relevance of the results that had been achieved, and secondly to draw lessons to inform future capacity-building activity.

The final evaluation assessed the quality, relevance, and utility of the outputs produced and identified the progress made towards the achievement of intended results. It sought to establish progress in the attainment of the Programme's goals - to strengthen the capacity of Member States in providing support and expertise to develop counter-terrorism training centres, and the delivery of specialist capacity-building training. Indications of outcomes related to changes in the capability of target groups in undertaking required investigations, if any, were also assessed.

The evaluation also assessed the Project's efforts in mainstreaming gender and human rights, and other cross-cutting issues including Leaving No One Behind (LNOB) and disability inclusion during Project design and implementation. The evaluation formulated appropriate recommendations for effective implementation of future UNOCT/UNPDF programming.

The evaluation focused on 6 OECD-DAC/UNEG evaluation criteria, including criteria on project design and project implementation and 39 questions shown in Annex 5.

The evaluation focused on project implementation involving training experts and beneficiary participants from Benin, Burkina Faso, Chad, Ghana, Libya, Mali, Mozambique, Niger, Nigeria, Senegal, and Togo, and covered the entire project duration from January 2022 to December 2023.

The evaluation has been supported  by the reference group comprising the programme management team, the Evaluation and Compliance Unit (ECU) and the Human Rights and Gender Section (HRGS).

# 3. Evaluation Methodology

## 3.1 General Approach

The consultant adopted a mixed approach of methodologies, which consisted of theory of change (ToC), desk review, semi-structured interviews with a variety of stakeholders, briefing/debriefing, quality-assurance mechanisms and triangulation.

An abridged ToC was reviewed at the inception stage, based on the document review, to explain the causality and change, including underlying assumptions. The starting point for improving the ToC was the country office's existing ToC for the Project. During the interviews, the reconstructed and abridged ToC was further discussed and validated with the Project team. Choices of evaluation methods and the proposed strategy for undertaking the evaluation were grounded in the ToC.

The consultant reviewed all relevant documents, such as annual project reports, project budget, project files, technical reports, national strategic and legal documents, and any other materials that the consultant considered useful to an evidence-based assessment. A list of documents reviewed is presented in Annex 2.

The consultant conducted the evaluation based on evidence-based information that was credible, reliable and useful. The consultant employed a participatory and consultative approach ensuring close involvement with the Project team, other UNOCT country officers and other major stakeholders, such as line agencies of governments in the countries covered by the project.

The consultant undertook consultations in early 2025, during which the interviews were conducted with stakeholders through virtual tools such as MS Teams. The first meeting was with the Project team who had been working on the Project since the beginning of the project.

A list of evaluation questions (in Annex 5) was developed based on the Terms of Reference as shown in Annex 1 and sent to the stakeholders (in Annex 3) in advance of interviews through e-mail to allow them to prepare if they wish. Informed consent for participation in the interviews was sought and interviews were conducted with full respect for the participants' anonymity, including by ensuring that unnecessary personally identifying information was not collected. All responses were treated with strict confidentiality.

The evaluation questions were used as a general guide and the actual interviews were semi-structured and flexible depending on their positions and role in the Project. Only parts of the questions were asked for each interview. The consultant posed follow-up questions depending on how the questions were answered..

The consultant conducted briefing and debriefing sessions with the Project management team as well as other major stakeholders.

The final evaluation benefited from the technical review and comments from the evaluation reference group, as well as quality assurance mechanisms at various stages of the evaluation process.

## 3.2 Assessment of Project Achievements

Assessment of project achievements and performances was based on the parameters in the logical framework, which consisted of Project objectives, outputs/outcomes, and indicators with targets and corresponding means of verification.

The consultant used a rating system for the project's results based on the framework in Table 1 and the rating scales in Table 2.

**Table 1: Ratings Framework**

| Project Element | Evaluation Rating (from Table 2) | Reasons for Rating (Each rating must be justified) |
|---|---|---|
| **Project Design:** | | |
| **Project Implementation：** | | |
| **Relevance:** | | |
| **Coherence:** | | |
| **Effectiveness:** | | |
| **Efficiency:** | | |
| **Impact:** | | |
| **Sustainability:** | | |
| **Overall Rating:** | | |

**Table 2: Rating Scales**

| Ratings against | | | |
|---|---|---|---|
| *Project Design, Implementation, Effectiveness, Efficiency, Coherence and Overall* | *Sustainability* | *Relevance* | *Impact* |
| • **Highly Satisfactory**: No shortcomings.<br><br>• **Satisfactory**: Minor shortcomings.<br><br>• **Moderately Satisfactory**: Some shortcomings.<br><br>• **Moderately Unsatisfactory**: Significant shortcomings.<br><br>• **Unsatisfactory**: Major problems.<br><br>• **Highly Unsatisfactory**: Severe problems. | **Highly Likely**: High possibility.<br><br>**Likely**: Possibility.<br><br>**Moderately likely**: Certain possibility.<br><br>**Moderately unlikely**, Low possibility.<br><br>**Unlikely**: No possibility. | **Highly Relevant:** High alignment.<br><br>**Relevant:** Alignment.<br><br>**Moderately Relevant:** Partial alignment.<br><br>**Moderately Not Relevant:** Low alignment.<br><br>**Not relevant:** No alignment. | **Highly significant:** Achieve targets<br><br>**Significant:** Achieve most of its targets with minor shortcomings**.**<br><br>**Moderately Significant:** Achieve most of its targets with significant shortcomings.<br><br>**Moderately not Significant:** Achieve most of its targets with major shortcomings.<br><br>**Negligible:** Not to achieve any of its targets |

## 3.3 Triangulation

The consultant kept in regular contact with the Project Team during the evaluation process. The consultant employed triangulation to cross-check the sources of information and to help overcome the bias that might emerge from single

sources of information wherever possible. In particular, if a stakeholder had a certain view on one issue, the consultant would attempt to check the same issue from other sources during separate interviews, and the view would be adopted as an evaluation finding if three or more sources confirmed that view. If stakeholders provided views on matters that could be confirmed through documents, the relevant documents would be verified. Similarly, if a document reported certain findings, these findings would be checked by discussing with stakeholders.

If it was not possible to use data verification for some project parameters, due to lack of alternative data sources, for example information of resources and costs associated with the project, the data provided by the Project would be accepted.

## 3.4 Evaluation Phases

The evaluation was delivered in three phases as summarized below.

**Phase 1 – Planning and Desk Review**

Between 1 January and 7 January 2025, secondary data collection/document review and preparation of the Inception Report, finalized on 10 February 2025.

**Phase 2 – Qualitative Data Collection**

From 19 February 2025 to 28 February 2025, a series of qualitative surveys were distributed to two types of stakeholders: i) UNOCT Project team/training experts, and ii) beneficiary participants. The sample sizes for the surveys deployed and number of respondents and for the two types of stakeholders are presented below:

| Survey | Timing | Respondents/Sample Size |
|---|---|---|
| UNOCT Project Team/Training Experts | 19 February 2025 to 28 February 2025 | 8 (1 Female and 7 Male); (out of 8) |
| Beneficiary participants/ Member States | 19 February 2025 to 28 February 2025 | 7 (3 Female and 4 Male); (out of 15) |

**Phase 3 – Quantitative Data Collection**

Following the presentation on preliminary findings and upon guidance from the evaluation reference group, additional data collection was undertaken. From 1 March 2025 to 10 March 2025, a series of quantitative surveys were distributed to two types of stakeholders: i) UNOCT Project team/training experts, and ii) beneficiary participants. Similarly, the sample size for the surveys deployed and the number of respondents for the two types of stakeholders are presented below:

| Survey | Timing | Respondents/Sample Size |
|---|---|---|
| UNOCT Project Team/Training Experts | 1 March 2025 to 19 March 2025 | 10 responses (Out of 10 deployed) |

| Beneficiary participants/ Member States | 1 March 2025 to 19 March 2025 | 21 responses (out of 40 deployed) |
|---|---|---|

From 19 February to 20 March 2025, a total of 7 interviews (3 project team, 2 training experts and 2 beneficiary participants were conducted by the consultant to assess the performance of the Project (see Annex 4). All sources of data and data collection tools used are provided in Annex 2 and Annex 5 respectively.

**Phase 4 – Analysis and reporting**

From 20 February to 23 March 2025, the consultant conducted analysis of responses received from the surveys and interviews and prepared this report.

## 3.5 Human Rights, Gender Equality and Social Inclusion, and Leaving No One Behind

The evaluation assessed human rights (HR), gender equality and social inclusion (GESI), and LNOB from various perspectives and during different stages of evaluation. The evaluation assessed these cross-cutting issues by utilizing the criteria of project design and project implementation. The evaluation also used HR, GESI, and LNOB as a criterion to assess the performance in cross-cutting issues of the Project. During the data collection tool design, these cross-cutting issues were incorporated in the interview guide/questionnaire, while during the consultation, the evaluation ensured certain proportion (around 30%) of women stakeholders to be interviewed. During the reporting, as this was a final evaluation, the emphasis was not only focusing on the progress toward results, but also on assessing the good practices and lessons learned to help future programming.

## 3.6 Evaluation Guidelines and Ethics

The consultant conducted the independent evaluation of this UNPDF funded project by fully complying with the UNOCT evaluation requirements (UNOCT Evaluation Handbook- 2023 and UNOCT Evaluation Policy- 2021), as well as the United Nations Evaluation Group (UNEG) norms and standards (2016), UNEG Ethical Guidelines for Evaluation (2020), and UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation (2024), in particular, fully integrating human rights and gender equality considerations.

At the same time, the consultant ensured confidentiality of individuals who were interviewed and surveyed.

## 3.7 Limitations

Several assumptions were made at the beginning of the final evaluation. First, it was assumed that the relevant documents, such as annual project reports, project budget, project files, technical reports, national strategic and legal documents, and other materials, were timely provided by UNOCT/Project team. Second, the key informants

were readily available for interviews and their opinions were incorporated in the reports with full respect for their anonymity and confidentiality.

During the implementation, no serious limitations were experienced in undertaking the final evaluation. Most interviews with relevant stakeholders were conducted with their opinions being incorporated in this report. The project team provided the required  support in arranging all necessary meetings and helping with the collection of data/information as early as possible. Nevertheless, a number of limitations were experienced.

One limitation was the shortage of physical verification through a field visit. The final evaluation did not physically verify some Project's outputs during the evaluation. Based on the UN/UNOCT's evaluation guidelines, the final evaluation provides an overall assessment of the Project based on identified evaluation criteria. But the evaluation sometimes had to accept the data provided by UNOCT at face value.

Finally, this evaluation was not supported by a subject matter expert. Therefore, lack of a technical review of the training from a counter-terrorism perspective is a major limitation.

# 4. Evaluation Findings

## 4.1 Relevance

> 1. To what extent was the Project in line with the national priorities and needs in Counter-Terrorism in Member States, and the four pillars of the United Nations Global Counter-Terrorism Strategy?
> 2. To what extent does the Project contribute to the theory of change for the relevant country programme outcome especially in addressing the strengthening of the counter-terrorism capacity of Member States in Africa?
>
> 3. Was the project in line with human rights obligations of a beneficiary Member State and Women, Peace and Security National Action Plan (where they exist)?

The evaluation assessed the relevance of the Project by focusing on its alignment with the United Nations Global Counter-Terrorism Strategy, the Member States' needs in counter-terrorism, and UNPDF's priorities.

**Relevance to UNOCT's Strategy**

The Project was well aligned with the 4 pillars of UN Global Counter-Terrorism Strategy (GCTS) (A/RES/60/288) and its biennial General Assembly Review resolutions. The United Nations Global Counter-Terrorism Strategy in the form of a resolution and an annexed Plan of Action (A/RES/60/288) consists of four pillars:

1. Measures to address the conditions conducive to the spread of terrorism.

2. Measures to prevent and combat terrorism.

3. Measures to build States' capacity to prevent and combat terrorism and to strengthen the role of the United Nations system in that regard.

4. Measures to ensure respect for human rights for all and the rule of law as the fundamental basis of the fight against terrorism.

As part of its regional projects, UNOCT supported Government of Member States to meet its obligations for counter-terrorism capacity building by providing training programmes. It also provided technical support and capital assistance to the governments of Member States in the development of national programmes and in national fund-raising efforts.

The key activities implemented by the Project were guided by the pillars in the GCTS, particularly Pillar 3. The outputs delivered by the Project, such as Outcome Expected Accomplishment 1 and Expected Accomplishment2, etc., were all under the pillars of the GCTS.

**Relevance to UNDPF's Priorities**

The Project was also highly relevant to one of UNPDF's priorities, i.e., counter-terrorism: "Responding to the new forms of threats of terrorism, including by enhancing the capacity to counter the use of internet by terrorists, and newly emerging challenges, including foreign terrorist fighters returning to their countries of origin or seeking to enter third countries. Strengthening capacity building of African countries to counter terrorism, including for the development of national strategies."[2] The Project was part of a set of projects funded by the UNPDF.

**Relevance to Member State's Needs and Goals**

The Project was relevant, appropriate and strategic to Member States' needs and challenges. It provided the Member States' governments with additional resources to develop and strengthen the counter-terrorism capacity of the institutions and stakeholders. The Project was formulated based on a detailed review of issues, needs, and capacity gaps of the Member States.

As suggested in Section 1, the Project was a response to capacity challenges and needs that were initially identified in Table 3. The capacity assessment during the design phase found several critical challenges in Africa:

- Lack of specialist training courses
- Poor intra and inter-agency cooperation.
- Need for developing and implementing comprehensive investigative strategies that address crime as well as counter- terrorism.
- Lack of guidance and reference tools to support states in enhancing investigations.

The Project was well in line with the Member States' counter-terrorism gaps and needs, which intended to build their counter terrorism capacity.

**Table 3: Country/Regional/Sectoral level problem analysis**

| Country/Region/ Sector | Status of affairs | Realistic outcomes |
| --- | --- | --- |
| | | |

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[2] UNPDF, https://www.un.org/en/unpdf/priorities

| Global – Priority Africa | In terms of investigations: Globally and particularly in Africa, many Member States are continuing to reform their National Police Services which are often fettered by challenges such as corruption, limited and/or lack of professionalism, lack of modern equipment among numerous other challenges such as:<br><br>- Lack of specialist training courses<br>- Poor intra and inter-agency cooperation.<br>- Need for developing and implementing comprehensive investigative strategies that address crime as well as counter-terrorism.<br>- Lack of guidance and reference tools to support states in enhancing investigations. | - Development of training curricula.<br>- Training of 20 students from initial to intermediate levels with 8 achieving train the trainer status.<br>- Training of 20 Senior investigators in leading investigations.<br>- Improvement of Member States´ technical ability to conduct Terrorism investigations using specialist techniques.<br>- Operationalization of training provided by Beneficiary States by incorporating them into national investigation management strategies and/or action plans. |

Source: Project Document, 2022-2023

As illustrated in Figure 1, many positive responses were given to the relevance of the Project to the national priorities and personal/organizational needs in counter-terrorism in Member States, accounting for 65% with scale 5 and 35% with scale 4.



Figure 1: To what extent have the Project activities (training) met the national priorities and personal/organisational needs in Counter-Terrorism in member states?
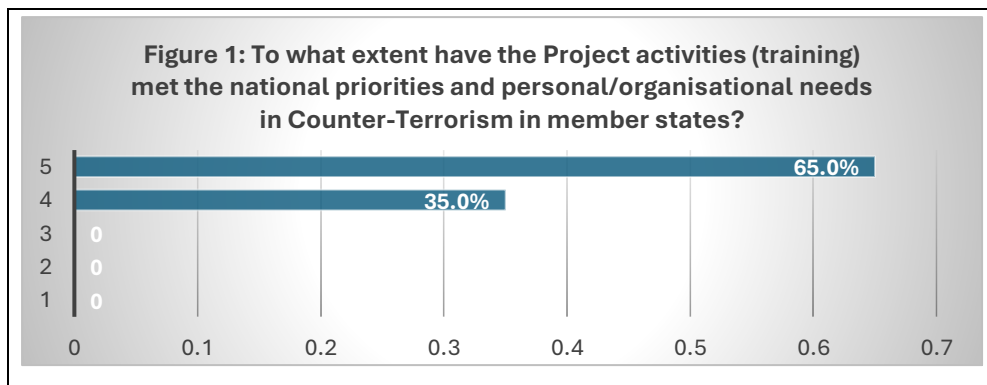
**Relevance to the 2030 Agenda for Sustainable Development**

Ultimately, the Project was relevant to several Sustainable Development Goals (SDGs) related to peace, education, equality, security, justice, and sustainable development:[3]

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[3] Final Report.

- SDG 16: Peace, Justice, and Strong Institutions - The Project helped promote peaceful and inclusive societies through training the law enforcement officers.

- SDG 4: Quality Education – The Project contributed to quality education through developing a curriculum accredited as an executive master's degree in law enforcement/counter-terrorism.

- SDG 17: Partnerships for the Goals - The Project involved collaboration between multiple stakeholders, including governments, international organizations, and civil societies, and thus demonstrated strong partnerships.
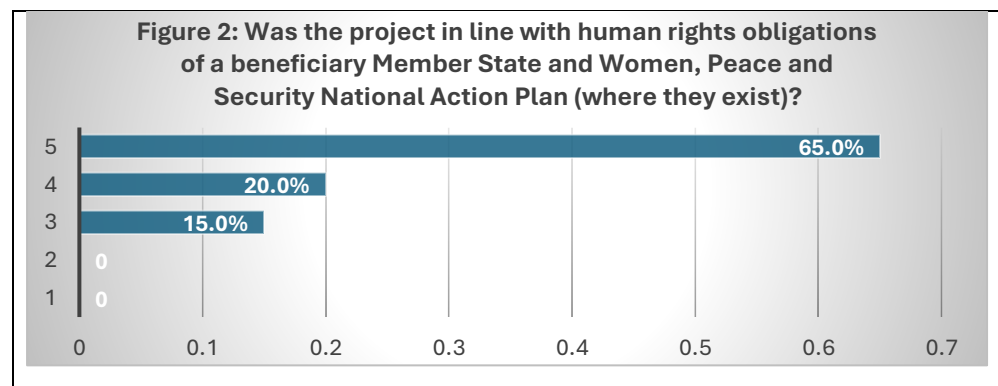
## Relevance to the Project Objective through the Project Life

The Project significantly contributed to the theory of change for the relevant country programme outcome by directly addressing the strengthening of counter-terrorism capacity in African Member States. It undertook the activities in Member States' capacity building need assessment and development and implementation of the training curriculum. As a result, an 11-week modular specialized training curriculum and train the trainer courses were successfully delivered. This led to African law enforcement officers equipped with advanced skills in counter terrorism, intelligence analysis and border security. Finally, the criminal justice system strengthened and investigative capacity enhanced. The contribution to the ToC strongly suggested that the Project was relevant to its objective throughout the whole Project life.

## Relevance to Human Rights Obligations and WPS National Action Plan of Member States

Finally, the Project aligned with the human rights obligations of 11 beneficiary Member States based on the Human Rights Risk Assessments. It also aligned with the Women, Peace, and Security (WPS) National Action Plans of 11 beneficiary Member States.

Figure 2 presents the survey results from beneficiary participants for the relevance to the human rights obligations and Women, Peace, and Security (WPS) National Action Plans of 11 beneficiary Member States, which clearly indicated the full alignment (Scale 5) of the Project rated by 65% of the participants while scale 4 and scale 3 rated by 20% and 15% of the participants respectively.



Figure 2: Was the project in line with human rights obligations of a beneficiary Member State and Women, Peace and Security National Action Plan (where they exist)?

In general, the Project was well aligned with the four pillars of UN GCTS, the UNPDF's priorities, Member States' needs, the 2030 Agenda for SDGs, the human rights obligations of 11 beneficiary Member States and the WPS

National Action Plans. The Project significantly contributed to theory of change for the relevant outcome especially in addressing the strengthening of the counter-terrorism capacity of Member States in Africa, suggesting that the Project was relevant to its objective throughout the Project life.

The overall Project was assessed as "highly relevant".

## 4.2 Coherence

4. To what extent has UNOCT promoted complementarity, harmonisation and co-ordination with other key development partners to maximize the achievement of results funded by UNPDF?
5. To what extent has the Project strengthened the position, credibility and reliability of the UN system as a partner for the government and other actors?

The Project performance against the criteria of coherence was assessed based on internal and external coherence. The internal coherence was assessed against whether the Project was in line with other initiatives including those of other agencies in UN, or duplication of effort and activities occurred, and whether the interventions complemented each other.

The overall objective of the Project was to enhance the counter-terrorism capacity through the provision of quality and relevant training in the Member States. The Project was implemented at the regional level over a two-year period (2022-2023) and was in line with UNPDF's priority, which aimed at financing projects and activities that support world peace and security (the Secretary-General's Peace and Security Sub-Fund).[4]

In addition, as evidenced from document review and consultations, the involvement of a diversity of other UN entities was crucial to the overall quality of the curriculum. Finding other UN entities that possessed expertise and study materials on some of the subjects that were trained by the Project increased the interest of participants and other Member States.[5]

Further, the Project intended to strengthen the counter-terrorism capacity for the Member States in coordination with other UN agencies and deliver its results across the region so as to ensure quality of expected results and thus further promoted the internal coherence. This was done by providing comprehensive and tailored capacity building that capitalized on the expertise of various UN entities. Within UNOCT, the Project was co-developed with the Rabat Training Centre and the Global Programme on Counter-Terrorism Investigations.

The Project was established to fill the gaps and meet the needs identified by assessments conducted by the UN Counter-Terrorism Committee Executive Directorate (CTED). CTED's assessments were also employed to identify and select the beneficiary states for the training. As soon as the potential beneficiary states were identified, UNOCT liaised with the various Resident Coordinators and UN Country Teams to have up-to-date information on the political
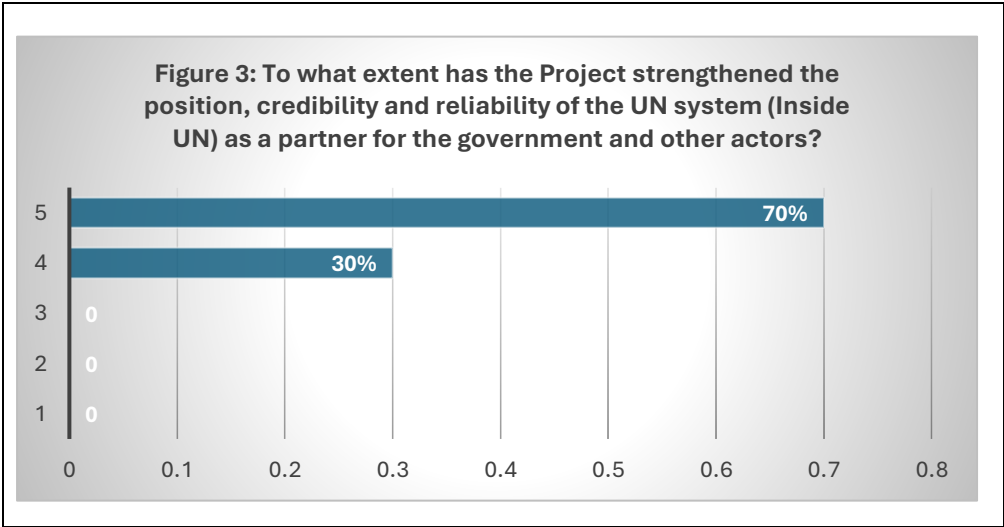
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[4] UNPDF, https://www.un.org/en/unpdf/
[5] Final Report.

circumstances of each potential beneficiary state. UNOCT also relied on the Office of the High Commissioner for Human Rights (OHCHR) to support human rights due diligence.

Through document reviews and consultations, the Project was aligned with the interventions by other UN agencies. The establishment of UNOCT is considered as the first major institutional reform undertaken by the UN Secretary-General António Guterres on the Capability of the United Nations to assist Member States implement the GCTS. The former Counter-Terrorism Implementation Task Force Office and the United Nations Counter-Terrorism Centre (UNCCT) were transferred out of the UN Department of Political Affairs into the new Office of Counter-Terrorism. From a strategic point of view, it appeared that the Project did intend to leverage UNOCT's knowledge and expertise in capacity building in counter terrorism so as to achieve greater results in two outcome areas.

As shown in Figure 3, most UNOCT Project team/trainers (70%) confirmed the full internal coherence by rating it as scale 5 while 30% as scale 4.



Figure 3: To what extent has the Project strengthened the position, credibility and reliability of the UN system (Inside UN) as a partner for the government and other actors?

The external coherence was assessed against whether the Project was aligned with the interventions implemented by other international organisations in a specific context.

At the same time, the training provided was implemented with support and expertise from other international agencies such as the INTERPOL, which worked as a training expert, and law enforcement agencies with a consolidated expertise and international outreach.

The Project ensured that UNOCT effectively promoted complementarity, harmonization, and coordination with other key implementing  partners to maximize the results of the Project. By collaborating with international law enforcement agencies and other external stakeholders, the Project ensured the external coherence.

As indicated in Figure 4, full external coherence was confirmed by 90% of the UNOCT Team/trainers, which was very high.

**Figure 4: To what extent has UNOCT promoted complementarity, harmonisation and co-ordination with other key development partners (outside UN) to maximize the achievement of results funded by UNPDF?**
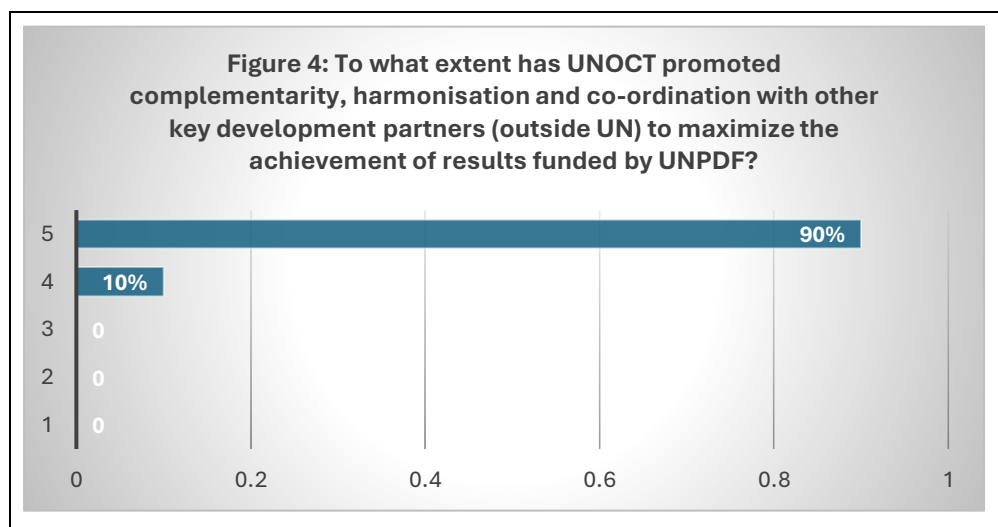
The internal and external coherence facilitated resource-sharing, avoided duplication of efforts, and aligned project activities with regional and national priorities. Additionally, the internal and external coherence enhanced the impact of counter-terrorism training programmes and ensured more sustainable outcomes for the Member States.

In general, the Project strengthened the counter-terrorism capacity for the Member States with other UN agencies and delivered its results across the region so as to ensure the expected quality results and thus further promoted internal coherence. At the same time, the training was implemented with support and expertise from other international agencies such as INTERPOL, which worked as the training experts and law enforcement agencies with a consolidated expertise and cross-regional outreach. By collaborating with these external agencies, the Project ensured external coherence.

Given the excellent performance in internal coherence and external coherence the overall coherence was assessed as "satisfactory".

## 4.3 Effectiveness

6. To what extent were the project outputs achieved especially in achieving desired outcome based on approved logical framework?  What factors contributed to effectiveness or ineffectiveness?
7. In which areas did the Project have the greatest achievements? Why and what have been the supporting factors? How can the Project build on or expand these achievements?
8. In which areas did the Project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome?
9. What, if any, alternative strategies would have been more effective in achieving the Project's objectives?

The final evaluation assessed the effectiveness by: (i) comparing the indicators with actual values against target values for all outputs/outcomes; and (ii) running a 4-level Kirkpatrick Evaluation Model,

**Activity/Output Evaluation**

The Project has been implemented through 2 outcomes areas:

Outcome 1: Expected Accomplishment 1. Member States implement enhanced policies, practices, procedures for the prevention, preparedness, pursuit, and response to terrorism and operate with improved awareness, knowledge and understanding of Counter Terrorism investigations and related relevant subjects. There were 4 activities under Outcome 1.

The implementation effectiveness was assessed though a set of indicators with targets to be achieved by the end of the Project. However, for Activity 1.1.1 as an example, as shown in Table 4, there were no measurable indicators with baseline and target values in the updated logical framework.

The implementation effectiveness was assessed based on the actual activities implemented by the Project against the expected activities under each output. In addition, a rating system was utilized to show the extent of progress achieved by Outcome 1.

The evaluation results of Outcome 1 are summarized in Table 4. Column activities and outputs were from the original and updated logical frameworks. Column % of completion is used to verify the results for each of the activities completed. column rationale is used to support % of completion and column rating is a comprehensive assessment of the results under Outcome 1. The evaluation results suggested that Outcome 1 was assessed as "satisfactory".

Table 4: The Evaluation Results of Outcome 1

| Output | Activities | % of Completion | Rationale | Rating |
|---|---|---|---|---|
| IA1.1:Increased understanding of Member States national level Counter Terrorism training capacity, training needs and priorities exists. | **A1.1.1:** Desk and other research conducted during national-level deep dive missions to assess local capacity and training needs, identify challenges, and collect existing national programmes, operating procedures, priorities, and good practices. | **Completed with 100%** | Extensive desk research was conducted to identify local capacity and training needs, identify challenges, and collect good practices. | Satisfactory |
| | **A1.1.2:** Organize national expert round tables in each beneficiary country to assess training needs. | **Completed with 100%** | Expert round tables were conducted to further identify local capacity and training needs, | |

| | | | identify challenges, and collect good practices. These meetings with international, regional and national experts to discuss and validate findings and collect additional insights. | |
|---|---|---|---|---|
| | **A1.1.3:** Develop reports that outline current national law enforcement training providers, their strengths, weaknesses, opportunities, and threats, specifically what training they currently provide, what do they have under development, and what do they wish to provide (future training). | **Completed with 100%** | Reports have been developed following engagement with Member States national training centres including those from Benin, Brazil, and Senegal. | |
| | **A1.1.4:** Conduct (with CTED) deep dive missions focusing on legislative and institutional frameworks related to Counter - Terrorism investigative training and delivery. | **Completed with 100%** | Due to the non-availability of some partners, the Project conducted missions to the following Member States' national training centres: Mozambique – 26 May – 03 June 2022 Brazil – 03 – 07 October 2022 Benin – 07 – 10 December 2022 Senegal – 18 – 20 December 2022 and 16 – 17 March 2023. | |

Outcome 2: Expected Accomplishment 2. International Organizations and UN entities support Member States in the prevention, preparedness, and response to terrorism in a more informed and coordinated manner, reflecting the "All-of-UN" approach. There were 14 activities under Outcome 2.

Similar to Outcome 1, there were no measurable indicators with baseline and target values for Outcome 2 in the original and updated logical framework. The implementation effectiveness was assessed based on the actual activities implemented by the Project against the expected activities under each output. In addition, a rating system was utilized to show the extent of progress achieved by Outcome 2.

A similar approach was undertaken in assessing activities under outcome 2. Even though Activity 2.2.4 was partially completed, as shown in Table 5, the overall evaluation results showed that Outcome 2 was assessed as "satisfactory".
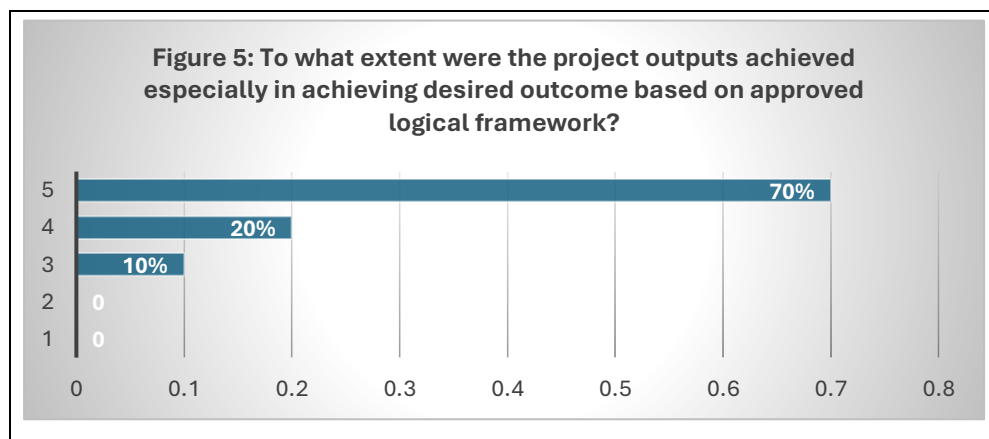
**Table 5: The Evaluation Results of Outcome 2**

| Output | Activities | % of Completion | Rationale | Rating |
|---|---|---|---|---|
| IA2.1: Institutional capacity to train institutions responsible for counter-terrorism, at national and regional levels enhanced.<br><br>IA2.2: Member States have improved capacities in security agencies officers in line with international | **A2.1.1**: Engage and seek the support of national, regional, and internationally recognized law enforcement institutions and relevant Global CT Coordination Compact entities to gather support and expertise to aid the development of an accredited training programme. | **Completed with 100%** | Project held meetings with several CT Focal Points of the Permanent Missions to the United Nations; met with the Africa Focus Group (AFFG) of the Global Coalition against Daesh; and held online meetings with international law enforcement agencies and academies. | |
| | **A2.1.2:** Collect and collate all relevant training materials and good practices from relevant sources at the national, regional, and international levels (law enforcement, private sectors, academy). | **Completed with 100%** | UNOCT has collated a significant quantity of training material and good practices from more than 17 national, regional, and international law enforcement partners. This material is held at the Rabat Training Centre. | |

| obligations, standards and best practices. | **A2.1.3:** Draft an extended training programme that develops professional leadership and problem-solving skills for counter-terrorism investigations programmes. | **Completed with 100%** | An extended training curriculum has been developed. In addition, ToT curricula was also developed to empower trainees to become effective leaders. | Satisfactory |
|---|---|---|---|---|
| | **A2.1.4:** Organize two (2) expert group meetings (EGM) to aid the training programs' final development and verify the final modules' content. | **Completed with 100%** | UNOCT conducted a series of meetings with different experts the outcomes of which have supported curriculum development and validation. | |
| | **A2.1.5:** Develop an extended training curriculum that includes lessons, lesson plans, teaching aids, exercises, monitoring, assessment, and evaluation processes. | **Completed with 100%** | A 11-week Specialized Training Curriculum on Counter-Terrorism Investigations has been developed and delivered with training guides. | |
| | **A2.1.6:** Develop specialized training modules on identified priority areas of training needs. | **Completed with 100%** | 18 individual training modules were developed covering all the core aspects of Counter Terrorism Investigations. | |
| | **A2.1.7:** Negotiate with universities and/or other international training law enforcement training institutions mechanisms to accredit all training programmes and products. | **Completed with 100%** | In 2023, the training curricula was certified by Al-Akhawayn University. In late 2023, NECHE approved the creation of an Executive Masters which will be delivered in 2024. | |
| | **A2.1.8:** Develop training handbooks that support student learning. | **Completed with 100%** | Handbooks have been developed for the three | |

| | | | modules and all were reviewed in the Expert Group Meeting. | |
|---|---|---|---|---|
| | **A2.1.9**: Translate and publish training handbooks in three UN languages (Arabic, French, and English) | **Completed with 100%** | English and French versions of the training handbooks are available. Study guides and training materials were also translated to Portuguese and Arabic, to support the participation of Mozambican and Libyan students. | |
| | **A2.1.10:** Support equipment to ensure the Training Centre and trainees have the tools required during training courses. (List of equipment to be identified during Training needs assessment) | **Completed with 100%** | In Q1/2023 an internal assessment was conducted to create a list of necessary training equipment that was procured in December 2023. | |
| | **A2.2.1**: To organize and deliver a series of specialized accredited training courses (subjects based on need assessments) in Rabat and/or online for relevant officers from selected African countries. | **Completed with 100%** | In addition to the delivery of two iterations of the 10.5-week STOCTI, a second ToT was delivered in Q1 of 2023. | |
| | **A2.2.2:** Deliver train-the-trainer courses in Rabat and/or online | **Completed with 100%** | Two four-day ToT courses and supporting training course handbook were delivered. | |
| | **A2.2.3:** Provide support and mentoring before, during, and after the delivery of the training programme. | **Completed with 100%** | Mentoring was provided by in-house experts before, during, and after the delivery of all training delivered via the Project. | |

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| | A2.2.4: Provide additional mentoring (three-month mentoring) to support the training programme in its early stages in the beneficiary countries | **Partially completed** | No Member State requested additional (in-country) mentoring, and as such this activity was only partially completed. To implement this activity UNOCT had in-person meetings with Benin, Senegal. Discussions with Burkina Faso, Mali, and Niger were put on hold due to the ongoing political situation. | |

The results in Table 4 and Table 5 revealed that the Project was able to achieve what it was intended and thus was effective. It was on track to deliver its expected results to the end of the Project. This conclusion was also confirmed by the survey results in Figure 5 with 70% of the UNOCT Project Team/trainers rating the effectiveness as scale 5 while 20% and 10% rating it as scale 4 and scale 3 respectively.



Figure 5: To what extent were the project outputs achieved especially in achieving desired outcome based on approved logical framework?

## Kirkpatrick Evaluation Model

The Project offered 900 hours of in-person specialized training on counter-terrorism investigations to 46 officials from 11 different countries, namely Benin, Burkina Faso, Chad, Ghana, Libya, Mali, Mozambique, Niger, Nigeria, Senegal, and Togo to enhance their skills and expertise based on the international best practice. Based on the 4-level Kirkpatrick Evaluation Model, the results are shown below:

2022 STOCTI

- Participant feedback survey, Foundational Module: 82.61% (n=19 responses, n=23 participants)

- Participant feedback survey, Intermediate Module: 82.61% (n=19 responses, n=23 participants)

- Participant feedback survey, Advanced Module: 82.61% (n=19 responses, n=23 participants)

2023 STOCTI

- Participant feedback survey, Foundational Module: 94.45% (n=17 responses, n=18 participants)

- Participant feedback survey, Intermediate Module: 94.45% (n=17 responses, n=18 participants)

- Participant feedback survey, Advanced Module: 100% (n=18 responses, n=18 participants)

The above evaluation results clearly indicated that the training programme was successful and effective as the ratios were greater than 80% for all levels of modules.

In particular, the Project significantly contributed to the programme outcome by directly addressing the strengthening of counter-terrorism capacity in African Member States in the project scope. It enhanced operational capabilities through tailored training curricula, accredited programs, and specialist modules, ensuring law enforcement officers are equipped to manage complex terrorism investigations. .

As illustrated in Figure 6, the above assessment results were consistent with survey results from the beneficiary participants, among which 66.7% and 33.3% rated the improvement of knowledge/skill and opportunity to apply the knowledge/skill as scale 5 and scale 4 respectively.
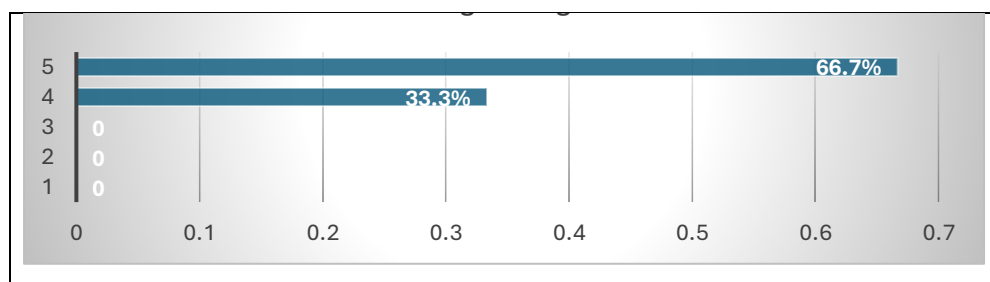


The assessment conducted for this final evaluation identified several critical factors that contributed to this effectiveness:

- Strong partnerships with a diversity of regional organisations, other UN entities and international organizations, as well as the governments of Member States;

- Use of a "train-the-trainer" approach amplified the sustainability and reach of the project's outcomes;

- Involvement of experienced practitioners in law enforcement agencies in the practical component of the training;

- Strong management and operating support of UNOCT regional office and its corporate infrastructure;

- Adaptive management by UNOCT and government line agencies in the Member States;

- Strong commitment of government line agencies in Member States;

- Dedicated Project team with qualified and experienced project staffs; and

- Ownership of the expected project outputs by the Member States.

In general, the implementation effectiveness was assessed based on the actual activities implemented by the Project against the expected activities under each output area and based on the 4-level Kirkpatrick Evaluation Model. Both results revealed that the Project was effective in its implementation. However, either the activity or the 4-level Kirkpatrick Evaluation Model was not an appropriate result indicator to be used for assessing the overall effective performance of the Project.

The overall effectiveness of the Project was assessed as "satisfactory".


## 4.4 Efficiency

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10. To what extent have the resources been used efficiently? Have the activities supporting the strengthening of the counter-terrorism capacity been cost-effective?
11. To what extent was the Project management structure as outlined in the project document efficient in generating the expected results?
12. To what extent have the Project activities been delivered in a timely manner?
13. To what extent do the M&E systems utilized by UNOCT ensure efficient Project management?

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The final evaluation assessed the efficiency by analysing whether the expected outputs were produced on time and within the budget as indicated in the work plan and implementation schedule. The evaluation also assessed whether the Project management structure as outlined in the project document was efficient in generating the expected results. Finally, the final evaluation assessed how the M&E system is utilized by UNOCT to ensure efficient Project management.

**Resource Utilisation**

The outputs had been generally produced with cost-effectiveness. Through the Project reports and consultations, as mentioned in the section on Implementation, the excellent relationship between UNOCT, Governments of the Member States and other stakeholders in general contributed to an efficient implementation. The efficiency was ensured through strong commitment of the Project team and support from a wide range of stakeholders.

In addition, the utilisation of the resources was generally guided by the approved expenditure plan in line with the desired project outputs and outcomes. UNOCT periodically arranged project-related meetings and undertook the daily activities. These efforts further improved the efficiency of the Project.

Further, due to the increase in overall Project costs by at least 10% during the Project period, the Project employed a priority needs-based approach, e.g., only delivered virtual mentoring and coaching as and when requested.

However, as in early 2022, the restrictions on the international travel due to the COVID-19 pandemic delayed the deployment of the key personnel and thus the timely delivery of the Project outputs as reported in the Final Report and other reports and from the consultations.[6]

**Project Management**

The Project was implemented based on the project design documents. UNOCT offices in UN Headquarters in New York also provided support services upon request from the training centre for the activities within the project document and work plan such as recruitment of international consultants and fund disbursements.

Through the document review and consultations, it appeared that the procurement, disbursements and M&E worked well although the beneficiary participants sometimes expressed dissatisfaction related to logistics issues and procedures. The efficiency was further hampered by the turnover of the key staff in the Project Team, which resulted in a loss of institutional memory and lack of continuity and consistency in Project activity implementation.

**Monitoring and Evaluation Approach and Framework**

**1) Monitoring and evaluation approach**

The Project developed a monitoring and evaluation approach during the implementation. It covered three levels of reporting requirements: donor reports including bi-annual report and annual report, project level reports including end of activity report, end project report, impact assessments/donor ad hoc reports, and project management reports including project summary and project short description. It also included reporting lines and deadlines for submission. These reports were found through document review and consultations suggesting that the monitoring and evaluation approach overcame the limitation of the donor template to some extent.

**2) Monitoring and evaluation framework**

As shown in Table 6, the Project monitoring and evaluation framework was established during the implementation. It covered the first logical chain, i.e., from activities to outputs, to outcomes and to goal (impact). It also included part of the second logical chain, i.e., from activities to outputs and indicators with baseline and target. However, the monitoring and evaluation framework was not well formulated and was not appropriate to be used for implementing the Project in practice.

First, the monitoring and evaluation framework did not contain any values for any indicators including baseline, target and actual. For example, the monitoring and evaluation framework only presented "logframe" or "tbd" under target or actual.

In addition, there were inconsistencies of outputs, outcomes, goals/impacts among the original logical framework, updated logical framework, theory of change, and monitoring and evaluation framework. For example, there were two outcomes in the original and updated logical frameworks, while 6 outcomes in the monitoring and evaluation framework. Similarly, there were 3 outputs in the original and updated logical frameworks, while several outputs under each outcome in the monitoring and evaluation framework.

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[6] Final Report and Issue Registers

Finally, under data source, frequency and responsibility, there were almost no value for the first two and only project manager for responsibility.

**Table 6 Original Monitoring & Evaluation (M&E) Framework**

| INDICATOR | DEFINITION (How the indicator is calculated/measured e.g. number, percentage, description) | BASELINE (What is the current value/situation) | TARGET (What is the target/situation) | ACTUAL (To be completed during project closure) | DATA SOURCE (Data Collection/ Analysis Methods) | FREQUENCY (How often will data be collected on the indicator) | RESPONSIBILITY (Who will measure it) | REPORTING (When and where will it be reported) |
|---|---|---|---|---|---|---|---|---|
| GOAL: | Primary - Strengthen the capacity of member states in Africa, through the development of a national training programmes and counter terrorism investigations and related training curricula | | | | | | | |
| Percentage of Outcomes 1 to 6 achieved | (Proportion) Numerator: number of outcomes achieved Denominator: number of outcomes proposed | 0% of the outcomes have been achieved | All outcomes have been implemented. | | | | | |
| Proportion of comprehensive coherent, gender responsive and tailored counter-terrorism investigative strategies implemented at regional and national level | (Proportion) Numerator: Number of Member States (MS) who develop and implement comprehensive, coherent, gender responsive and tailored counter-terrorism investigative strategies Denominator: total number of MS reached on the project | See Log Frame | See Log Frame | TBD | Evaluation surveys | See Monitoring and evaluation reporting | Project Managers | See Monitoring and evaluation reporting |
| Proportion of member states that build their capacities in terms of counter-terrorism investigations e practices | (Proportion) Numerator: number of MS who build their capacities in terms of counter-terrorism investigations practices Denominator: total number of MS reached on the project | See Log Frame | See Log Frame | TBD | Performance reporting, Note Verbal's | See Monitoring and evaluation reporting | Project Managers | See Monitoring and evaluation reporting |
| OUTCOME (1): | Increased understanding of regional and national level capacity, training needs and priorities. *This outcome will be implemented in cooperation with relevant partners, including UNOCT, UNCCT, CTED, UNPOL, OIM, UNODC, CAERT and INTERPOL* | | | | | | | |
| The level of knowledge of counter-terrorism investigations' Practices. | (Proportion) Numerator: MS that have reported using the handbooks and training materials of counter-terrorism investigative practices Denominator: Total number of MS reached on the project | See Log Frame | See Log Frame | TBD | Performance reporting, Note Verbal's | See Monitoring and evaluation reporting | Project Managers | See Monitoring and evaluation reporting |

Table 7 below presents the updated M&E Framework actually implemented by the Project. Although the updated M&E framework had been improved, some problems remained.

First, although the updated monitoring and evaluation framework contained baseline and target values for some indicators, there were no baseline values for almost all indicators by assuming zero. In addition, for Indicator % of participants with improved knowledge & skills in counter-terrorism investigations, the updated monitoring and evaluation framework did not indicate whether the target value of 90% is the value from the 4-level Kirkpatrick Evaluation Model or other ratings.

Additionally, there were inconsistencies of outputs, outcomes, goals/impacts among the original logical framework, updated logical framework, theory of change, original monitoring and evaluation framework, and updated monitoring and evaluation framework. For example, there were two outcomes in the original and updated logical frameworks, 6 outcomes in the original monitoring and evaluation framework, but 4 outcomes in the updated monitoring and evaluation framework. In fact, the outcomes became goals in the updated monitoring and evaluation framework. Similarly, there were 3 outputs in the original and updated logical frameworks, while several outputs under each outcome in the updated monitoring and evaluation framework.

Further, the outputs disappeared in the original and updated monitoring and evaluation frameworks.

Finally, there were no annual plan based on the monitoring and evaluation framework for planning the Project implementation during the Project period, which might be one of the reasons for delayed deployment of external experts and no timely delivery of Project outputs.

**Table 7: Updated Monitoring & Evaluation (M&E) Framework**

| M&E Component | Indicators | Data Collection Methods | Targets/Values | Responsibility | Reporting Frequency |
|---|---|---|---|---|---|
| **Objective 1: Enhance Law Enforcement Counter-Terrorism Investigation Capacity** | % of participants with improved knowledge & skills in counter-terrorism investigations | Pre- and post-training assessments, participant feedback surveys | 90% of participants report increased knowledge (based on Kirkpatrick Level 2) | UNOCT CTI Programme | End of each training cycle |
| | % of trainees who apply learned skills in their work | Post-training surveys | 90% of trainees apply learned skills in investigations | UNOCT CTI Programme | Semi-Annual |
| **Objective 2: Develop Accredited National Training Programmes** | Number of training modules developed and delivered | Document review, training reports | At least 3 modular courses (Foundational, Intermediate, Advanced) | UNOCT CTI Programme | Annual |
| | % of participants receiving certificate upon training completion | Training records, certification reports | 100% of trainees complete training modules and receive certificate from University | UNOCT CTI Programme | End of each training cycle |

| Objective 3: Strengthen Regional & International Cooperation | Number of law enforcement agencies engaged to deliver trainings | Training records | At least 10 agencies engaged to deliver training | UNOCT CTI Programme | Annual |
|---|---|---|---|---|---|
| Objective 4: Ensure Sustainability of Training Initiatives | Number of national trainers certified through Train-the-Trainer sessions | Training reports, participant evaluations | At least 2 trainers certified per country | UNOCT Programme Office | End of project cycle |
| Risk Mitigation & Evaluation | % of activities impacted by external factors (e.g., political instability, funding delays) | Issue register, risk log | <10% of activities delayed beyond 3 months | UNOCT Risk Management Unit | Quarterly |
| | Overall project effectiveness as rated by donors & stakeholders | End-of-project evaluation, donor reports | 80% of stakeholders rate project as "highly effective" | UNOCT & External Evaluators | End of project |

In spite of this assessment, respondents thought the project was implemented efficiently. As shown in Figure 7, 95% of the beneficiary participants rated the efficiency as scale 5 and scale 4 respectively.



Figure 7: To what extent has the Project/Programme been operated efficiently?
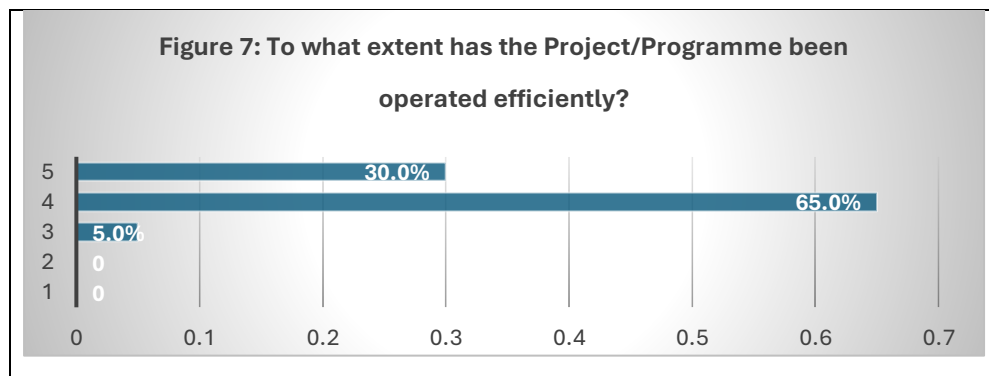
In general, the outputs had been generally produced cost-effectively. The project's direct implementation modality and the Project team worked well in improving the implementation efficiency. However, the original and updated M&E frameworks were not well formulated as there were no values for indicators in the original M&E framework and inconsistencies of outputs, outcomes, goals/impacts among the original logical framework, updated logical framework, theory of change, and updated monitoring and evaluation framework. The implementation efficiency

was negatively affected by the delayed deployment of the key personnel and the turnover of the key staff in the Project Team.

In spite of the problems above, given that a high rate of the expected activities/outputs had been achieved as presented in the Final Report relative to the staff, time and budget constraints, and the results of survey above, the overall efficiency of the Project was assessed as "satisfactory".

## 4.5 Impact

14. How have the Project deliverables impacted strengthening of the counter-terrorism capacity of Member States in Africa?
15. Was the capacity (individuals, institution, systems) built through the actions of the Project?
16. Could the observed changes in capacities (human, institutional, etc.) at country/local level be linked to the contribution of UNOCT?
17. Could any unintended positive or negative impacts be observed as a consequence of the Project?

As the target indicators for the overall objectives during the implementation were not available for the Project, the impacts were evaluated based on the quality of results and the survey results.

Overall, the Project had achieved its intended activities, outputs and outcomes. The counter-terrorism capacity of Member States in Africa had been strengthened by providing accredited training programmes tailored to regional needs, and enhancing the skills and knowledge of law enforcement officers.

As evidenced from the Final Report and consultations, one important output was the design, development, and accreditation of the technical curriculum by a university. To achieve the impact of the outputs, the Project designed, developed, and implemented a 11-week Specialized Training Curriculum on Counter-Terrorism Investigations (STOCTI), which had been certified by the Al-Akhawayn University in Morocco and accredited by the United States-based New England Commission of Higher Education (NECHE). This output had produced numerous positive impacts, such as enhanced technical competencies among trainees, improved operational efficiency, and strengthened organizational readiness to meet evolving law enforcement requirements.[7]

The Train the Trainer (ToT) initiative was another important output of the Project. To achieve the greater impact of the output, the Project incorporated the training curricula developed into the Member States national training institutions. The Project trained 40 new Member State trainers through its Train the Trainer course, which empowered the participants to effectively expand the knowledge across the borders and sectors, fostered a culture of continuous learning and skill enhancement, and maximizes the impact.[8]

The stakeholder feedback indicated the increased confidence and proficiency by the beneficiaries in applying newly acquired knowledge and skills, suggesting the Projects' strong impact in educational advancement and

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[7] Final Report.
[8] Final Report.

professional development, and ensuring greater impact in capacity building in counter-terrorism.

In particular, the Project enhanced trainees' understanding of policies, practices, and procedures for prevention, preparedness, pursuit, and response to terrorism, enabling them to operate with improved awareness, knowledge, and understanding of counter terrorism investigations and related subjects. The practical components of the training reinforced theoretical learning by providing trainees with time to practice skills in a safe environment.

Figure 8 presents the survey results of awareness affected by the Project activities or training, which indicated that 66.7% of the beneficiary participants have fully improved their awareness since they received the training during 2023 and 2024 while 23.8% and 9.5% of the beneficiary participants have improved their awareness to less extent (rated as Scale 4 and Scale 3 respectively).



Figure 8: To that extent have the Project activities (training) affected your awareness?
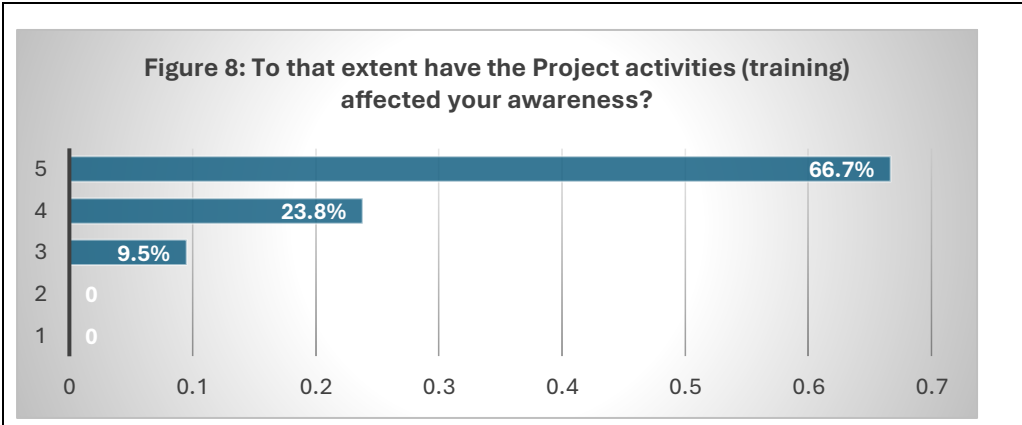
The trainers indicated that the most significant learning appears to have occurred in the areas of decision-making, crime scene management, briefing and debriefing, and planning and preparing effectively. The trainees also provided positive feedback about the practical nature of the course and suggested that they had developed increased confidence in conducting investigations with the acquisition of their new skills.[9]

As shown in Figure 9, 52.4% of the beneficiary participants have increased their confidence in conducting investigation completely (rated as scale 5) while 47.6% of the participants have increased their confidence to less extent (rated as scale 4), suggesting that most participants received confidence benefit from the training.

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[9] Final Report

Figure 9: To what extent have the Project activities (training) increased your confidence?
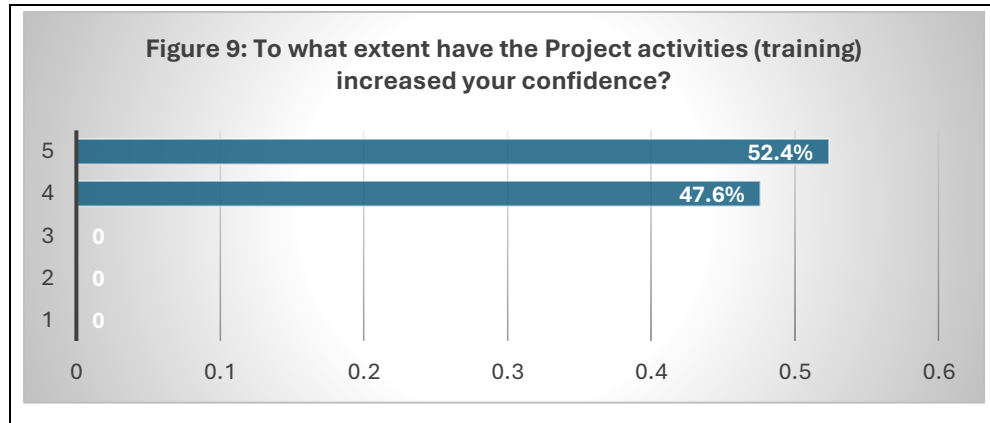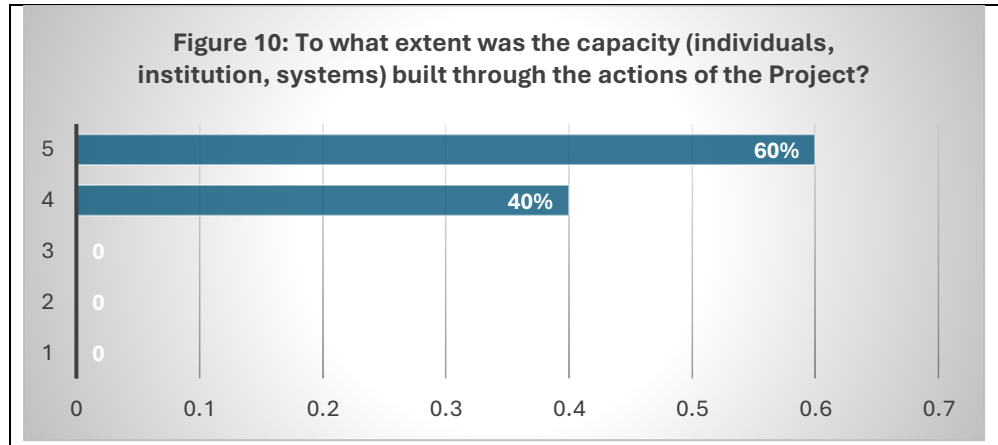
For some outputs, the Project has expanded and surpassed the targets originally planned in the Project Document. For example, the Project delivered two High-Level Events of Heads of Counter-Terrorism and Security Agencies on enhancing capacity building and training for Africa in June 2022, in Marrakesh and in June 2023, in Tangier, with high-level participants from more than 35 Member States and regional and international organizations. These events were recognized by the donors during the project implementation.

Furthermore, the Project worked as a catalyst for greater cooperation with regional Member States, the Global CT Compact partners, and other key stakeholders in Africa, through providing increasingly tailored, contextually relevant support over time. These were only two examples of unintended positive impacts of the Project.

As a result, the project fostered stronger regional collaboration among Member States through shared training experiences and exchanges of best practices. This contributed to enhanced cross-border cooperation in counter-terrorism efforts.

As indicated in Figure 10, 60% of the participants rated capacity improvement in counter terrorism as scale 5 while 40% of the participants rated it as scale 4.

**Figure 10: To what extent was the capacity (individuals, institution, systems) built through the actions of the Project?**

| Rating | Value |
|--------|-------|
| 5 | 60% |
| 4 | 40% |
| 3 | 0 |
| 2 | 0 |
| 1 | 0 |

(x-axis: 0, 0.1, 0.2, 0.3, 0.4, 0.5, 0.6, 0.7)

Overall, the Project increased confidence and proficiency by the beneficiaries in applying newly acquired knowledge and skills, suggesting the Projects' strong impact in educational advancement and professional development, and thus in capacity building in counter-terrorism. In particular, the survey results strongly supported the increased confidence and awareness after the trainees received the training. The Project also achieved additional results such as conducting two High-Level Events not originally designed in the Project Document. However, other alternative training approaches, such as e-learning, or hybrid training format, were not used to increase the greater impacts.

The overall impact of the Project was assessed as "significant".

## 4.6 Sustainability

18. To what extent are the national ownership of the results and the likely ability of project-supported interventions to continue to deliver benefits for an extended period of time after completion ensured?
19. To what extent will the financial and economic resources be available to sustain the benefits achieved by the Project?
20. Are there any financial, social, economic, environmental, or political risks that may jeopardize the sustainability of Project outputs?
21. To what extent did the UNOCT interventions have well-designed and well-planned exit strategies?

The final evaluation assessed whether Project ensured the national ownership of the results and the ability of project-supported interventions to continue to deliver benefits for an extended period of time after completion. The final evaluation also evaluated the availability of financial and economic resources to sustain the benefits achieved by the Project and the associated risks that may jeopardize the sustainability of Project outputs. Finally, the final evaluation assessed whether the Project had the well-designed and well-planned exit strategies.

Overall, the Project made important contribution to Member States' long-term sustainable counter-terrorism capacity development. As indicated in the annual progress and final reports, the Project delivered a wide range of high-quality outputs across two outcome areas. These outputs/outcomes, particularly, Train the Trainer (ToT) course (through 40 new Member State trainers trained by the Project) ensured that Member States had the capacity to

deliver Specialist Counter Terrorism Investigations training long after the project ends and thus ensured the sustainability of the results."[10] This was supported by the results from the survey presented in Figure 14.

In addition, STOCTI had been certified by the Al-Akhawayn University in Morocco and accredited by the United States-based New England Commission of Higher Education (NECHE). In 2024, STOCTI formed the basis of a new master's degree in Counter Terrorism. [11] By embedding standardized curricula through the certificate and master's degree, the Project further laid a foundation for long-term benefits, empowering countries to maintain and expand counter-terrorism efforts independently beyond the project period.

Finally, the Project's outputs also ensured the institutional sustainability. As indicated by Under-Secretary-General Voronkov, the trainees from the Project are now part of a network of professionals dedicated to ensuring a safer and more secure world, reinforcing the Rabat Training Centre as a sustainable institution. The establishment of the Rabat training centre as a regional hub enabled Member States to develop local expertise and institutional capacity, ensuring the continuity of training programs.[12]
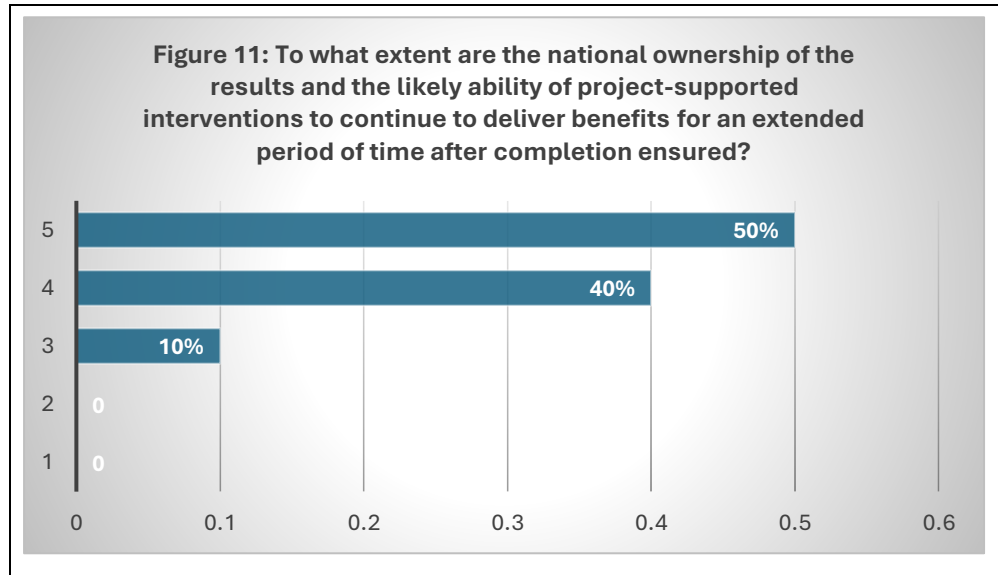
Several types of risks could jeopardize the sustainability of the project's outputs. The sustainability of the benefits achieved by the Project depends, to great extent, on the continued availability of financial resources from both Member States and international partners. Social barriers, such as cultural resistance or low female participation, may limit the inclusivity and the project's broader impact. Political risks, such as instability or shifting government priorities, could reduce the national commitment to sustaining project outcomes. Although the environmental risk is minimal, the natural disasters could disrupt the continued training activities.

Figure 11 presents the survey results on sustainability for UNOCT Project team/trainers. It clearly indicated that half of the participants rated sustainability performance as scale 5 while around 40% and 10% rated it as scale 4 and scale 3 respectively.

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[10] Final Report.
[11] Final Report.
[12] Final Report.

**Figure 11: To what extent are the national ownership of the results and the likely ability of project-supported interventions to continue to deliver benefits for an extended period of time after completion ensured?**

| Rating | Value |
|--------|-------|
| 5 | 50% |
| 4 | 40% |
| 3 | 10% |
| 2 | 0 |
| 1 | 0 |

In general, the Project made important contribution to Member States' long-term sustainable counter terrorism capacity building. The Project outputs, particularly, Train the Trainer (ToT) course ensured that Member States had the capacity to deliver Specialist Counter Terrorism Investigations training long after the project ends and thus ensured the sustainability of the results. In addition, by embedding standardized curricula through the certificate and master's degree, the Project further laid a foundation for long-term benefits, empowering countries to maintain and expand counter-terrorism capacity building independently beyond the project period. The short-term financial risk is minimal and there might be long term financial risk if funding from Member States or international donors diminishes.

The overall sustainability of the Project was assessed as "likely".

## 4.7 Project Design

22. To what extent did the design of the Project help in achieving its own goals?
23. Were the context, problems, needs and priorities well analysed while designing the Project?
24. Were there clear objectives and a clear strategy
25. Were there clear baselines indicators and/or benchmarks for performance?
26. Was the process of Project design sufficiently participatory? Were there any impacts of the process?

The final evaluation assessed the project design by focusing on the logical framework, M&E Design, Theory of Change, risk and assumptions, and stakeholder participation.

**Logical Framework Design**

The logical framework provides a useful instrument to support the successful management, monitoring and evaluation of the project implementation. As presented in Table 3 of the Project Document (PD), the logical framework during the design phase provided a detailed set of intervention logic, activities, indicators and means of verification.

The Project logical framework was generally assessed to be not well designed although the Project purpose was well defined and aligned with the GCTS, UNPDF's priorities and the relevant Members States' needs/gaps. The Project attempted to strengthen the counter-terrorism investigations capacity of Member States in Africa, through the development of national training programmes and counter terrorism investigations and related training curricula. The design of the Project was instrumental in achieving its goals. It employed the "train-the-trainer" approach to ensure the development of local expertise and the continuation of capacity-building efforts.

In principle, the logical framework provides two logical chains for the project implementation. The first logical chain is from activities to outputs, to outcomes, and to impact. The Project resources are used to implement the planned activities in order to achieve a set of expected outputs, which lead to achieving a set of expected outcomes, which in turn contribute to achieving the overall impact of the Project.

However, the outcomes, outputs and activities in the Project LF were not well defined to provide the Member States and Project team with a clear picture needed to implement the Project in strengthening the capacity in the areas of counter terrorism.

First, the logical framework only provided interventions and activities but did not include the output, outcome and impact. As a consequence, the first logical chain was broken as there was no clear causal relationship between the activities/interventions and outputs and a relationship between the outputs and outcomes/impact.

Second, the indicators were mixed with outputs, which needed to be presented in a typical logical framework. Even though the indicators were in fact the outputs, the three outputs were vague:

> IA1.1: Increased understanding of Member States national level Counter Terrorism training capacity, training needs and priorities exists.

> IA2.1: Institutional capacity to train institutions responsible for counter-terrorism, at national and regional levels enhanced.

> IA2.2: Member States have improved capacities in security agencies officers in line

In other words, all activities under EA1, EA2.1 and EA2.2 had certain causal relationships with all three outputs.

Third, the outcome areas which were required were missing in the logical framework. The interventions and activities in the same logical framework were redundant as the activities were in fact the details of interventions. Instead, outcomes rather than intervention should be presented in the first column. At least two outcome areas for EA1 and EA2 could have been designed in the logical framework.

Finally, the implementing stakeholders and means of verification in different output/outcome areas were not necessarily required in the logical framework.

Although the updated logical framework as shown in Table 3 below had been improved, no outcomes and objective were presented in the updated logical framework.

**M&E Design**

The second logical chain is from activities to outputs and a set of indicators with baseline and target values to be achieved by the end of the Project. These indicators with baseline and targets are used to manage, monitor and evaluate the Project.

Unfortunately, as shown in the PD, there were no output/outcome indicators with baseline and target values, which created the problem for verification, measurement, monitoring, and evaluation.

**Theory of Change**

The theory of Change (ToC) was not developed in the Project Document, although it is important to note that the Project Document was in the template form provided by the donor and did not include a section requiring a ToC. As shown in Figure 12, a reconstructed and abridged theory of change had been developed at the latter stage to explain causality and change without including underlying assumptions and risks based on the presentation during the kick-off meeting.

The first logical chain, from activities, to outputs, outcomes, and to impact, was relatively well presented in the ToC. However, there were inconsistencies between the logical framework and the ToC as the ToC presented an overall logical chain while the LF presented the logical chain by outcome areas. In other words, ToC should have been developed with at least two logical chains rather than just one.

**Figure 12: Theory of Change**

**Stakeholder Involvement**

The Project stakeholders were identified and consulted during the design phase. The main target stakeholders included the government ministries (including their subsidiary agencies/departments) responsible for counter-terrorism/security and law enforcement, other implementing agencies, as well as other partners. These stakeholders were involved in design of Project within the member state's counter-terrorism framework. They were also involved in discussing recommendations for developing capacities of state and non-state stakeholders through providing the training programmes in the counter terrorism.

3 types of agencies were identified as the major stakeholders.

- United Nations Office of Counter-Terrorism (UNOCT), which was identified as an executing/implementing agency;

- Global Counter-Terrorism Coordination Compact entities, which were identified as Co-operating agencies within the UN system; and

- International law enforcement agencies, such as Kingdom of Morocco's General Directorate of Security Nationale (DGSN), Royal Canadian Mounted Police (RCMP), UK National Crime Agency and Metropolitan Police, Swiss Federal Police, Guardia Finanza, Portuguese Judicial Police, US Federal Bureau of Investigations (FBI),Europol, International Institute for Justice (IIJ), Australian Federal Police (AFP), Dutch National Police, Spanish National Police (CNP), worked as other partners.

The stakeholder consultations were undertaken during the design of the Project concept and during the formulation stage of the Project funded by UNPDF. The original target countries included Morocco, Mali, Mauritania, Niger, Chad, Burkina Faso, Kenya and Mozambique. This participatory approach ensured that the project was tailored to address specific gaps, fostered ownership among stakeholders, and enhanced collaboration.

However, the roles and responsibilities of various stakeholders, including UNOCT in the Project, were not clearly defined in the Project Document.

## 5. Risk and Assumptions

As illustrated in Table 4 in the PD, 7 types of risks were identified during the project design: adverse political event or instability and insecurity in partner countries, lack of crisis and contingency planning in financial resources, delay in management and leadership recruitment, inability to plan coordinate and arrange workshops and conference, the Covid-19 pandemic challenges to the travels of staff/consultants as well as the organization of 'in-person' events/activities in the region, limited access to relevant information to be provided by Member States or other organizations, and lack of participation by potential partners and beneficiary countries/organizations. The degree of risks, corresponding risk reduction measures and potential impacts were also illustrated for each type of risk.

In general, the risks were well identified during the project design and their mitigation measures were also adequate as well as the impacts assumed. They covered all key risk areas related to the implementation of the Project.

When reviewing the progress report and the Final Report, it appeared that these risks were managed as well as it should have been. Both reports presented the major risks and mitigation measures, suggesting that risks were timely monitored during the Project implementation.

## 6. Human Rights, Gender Equality and Social Inclusion, and Leaving No One Behind

The cross-cutting issues of human rights, gender equality and social inclusion, and leaving no one behind were taken into consideration during the design stage, with references included in the PD:

"UNOCT will ensure that gender and human rights are mainstreamed in relevant activities, including in thematic areas of investigations, border security and management, and prison management. The relevant activities will also be undertaken in compliance with the United Nations' Human Rights Due Diligence Policies".[13]

While human rights and gender equality issues were reflected in the Project documents, there were neither gender and human rights specific logical chains (from activities to outputs and to outcomes); nor human rights and gender related indicators with baseline and target values, addressing the empowerment of women and other cross-cutting issues in the original and updated logical frameworks.

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[13] Project Document.

In general, the risk and assumptions and cross-cutting issues were adequately designed probably due to strong commitments and inputs from the officers and experts of UNOCT as well as consultants who were involved in the project design during the early stage. However, the first logical chain was not developed while the second logical chain was missing in the original Project logical framework although the original logical framework was from donor's template. The ToC only illustrated an overall logical chain and was not based on the outcome areas in the logical framework. Finally, the roles and responsibilities of the stakeholder were not clearly defined.

The overall design of the Project was assessed as "moderately satisfactory".

## 4.8 Project Implementation

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27. Were the Project management arrangements appropriate at implementation and strategic level?
28. How responsive has the management been to the changing needs of the Project?
29. How adequate was the M&E system in measuring the progress towards achieving objectives
30. How have in-country stakeholders been involved in project implementation?
31. To what extent were Project management and implementation participatory and was this participation contributing towards achievement of the Project objectives?
32. What comparative advantages did UNOCT bring to the strengthening of the counter-terrorism capacity of Member States in Africa?

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The final evaluation assessed the Project implementation taking into account the management structure, monitoring and evaluation, financial management and UNOCT's contributions and comparative advantages.

### Management Structure

During the implementation, the Project was managed by 3 types of agencies:

- United Nations Office of Counter-Terrorism (UNOCT), through its Programme Office for Counter Terrorism and Training in Africa, based in Rabat, Morocco, with the support of the Kingdom of Morocco, acting as an executing/implementing entity.

- Global Counter-Terrorism Coordination Compact entities (CTED, DPO, UNDP, DPPA, UNODC, and INTERPOL), as well as UNON, UNITAR, and UNPOL, worked as the co-operating entities within the UN system.

- International law enforcement agencies, such as Kingdom of Morocco's General Directorate of Security Nationale (DGSN), Royal Canadian Mounted Police (RCMP), UK National Crime Agency and Metropolitan Police, Swiss Federal Police, Guardia Finanza, Portuguese Judicial Police, US Federal Bureau of Investigations (FBI),Europol, International Institute for Justice (IIJ), Australian Federal Police (AFP), Dutch National Police, Spanish National Police (CNP), worked as other partners.

The Project was implemented in 11 countries, including Benin, Burkina Faso, Chad, Ghana, Libya, Mali, Mozambique, Niger, Nigeria, Senegal, and Togo. The target countries for the project were slightly different from the eight originally identified in the PD which included  Morocco, Mali, Mauritania, Niger, Chad, Burkina Faso, Kenya and Mozambique.

Only two or three countries had a senior officer in charge of coordinating the Project. In other countries, the Project was coordinated through their embassies in Morocco. As a result, the project could have benefited from a stronger coordination and oversight mechanism involving direct engagement by dedicated CT/PCVE focal points in partner agencies from beneficiary Member States.

A Project team, staffed with a group of qualified staff, including a Project/Programme Manager, an Associate Programme Management Officer, and several supporting staff including a Programme Management Assistant and a United Nations Volunteer, was established to manage the daily operation of the Project. The Project Manager reported to the Head of the Law Enforcement Unit, a Programme Management Officer, who was located at UNOCT Headquarters in New York and reported to the Chief of the Special Projects Section, who was also located at UNOCT Headquarters in New York.

The Project Team also reported to the Head of the Rabat Training Centre located in Rabat, Morocco.

The Project was under the oversight of UNOCT's Programme Review Board (PRB), which provided strategic guidance and oversight throughout the project cycle.

Through the detailed review of the documents, and consultations with the stakeholders, it appeared that the management structure was appropriate to implement the Project.

As shown in Figure 13, 60% of the UNOCT Project team/trainers rated the performance of project management arrangements as scale 5 and 40% rated it as scale 4 on a scale of 1 (lowest) to 5 (Highest).



Figure 13: Were the Project management arrangements appropriate at implementation and strategic level?
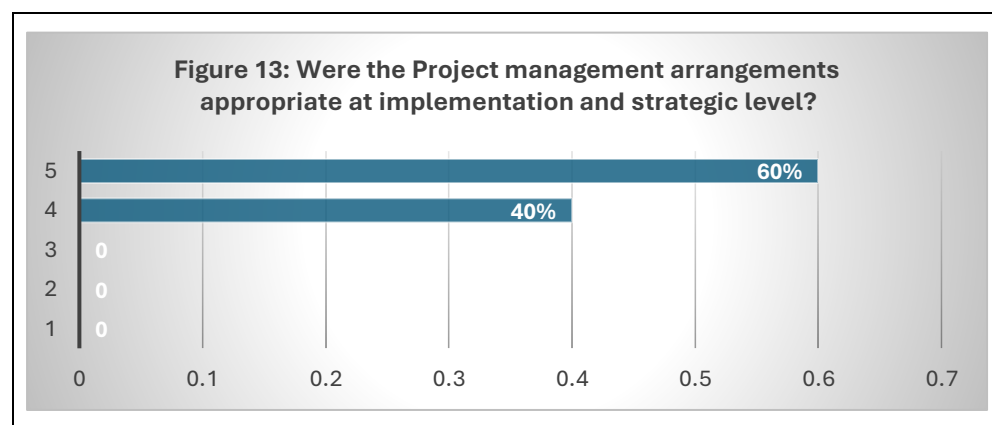
## Monitoring and Evaluation

The original logical frame in the PD was updated during implementation of the project. The updated logical framework was not appropriate to be utilised for monitoring and evaluation purposes. Table 8 only presented the activities, outputs, indicators of achievement and means of verification from the first part of Annex 1 in the Final Report.

First, the Project output/indicators did not follow the SMART criteria for all indicators. For Indicator IA1.1.1 as an example, the output/indicators were not specific in identifying outcomes to be achieved, not measurable using

quantifiable and objective terms, not attainable given proposed timeframe & capacity, not relevant to the identified problem/statement of need, and not time-bound within the project period.

Second, for each output, there were too many indicators, which were not appropriate for measurement, monitoring and evaluation. For example, for Output 1A1.1, there were 4 indicators.

Finally, there were no measurable values for baseline and target. For 1A1.1 as an example, the baseline is: No available reporting documenting local capacity and training needs, challenges identified, existing national programs and procedures, priorities, and good practices. The target is: Sufficient information is available to inform next steps, subsequent actions and decision-making processes effectively. Both baseline and target did not have concrete values for measurement and verification.

Finally, the baseline and target contained inconsistent information, making verification and measurement unmeaningful.
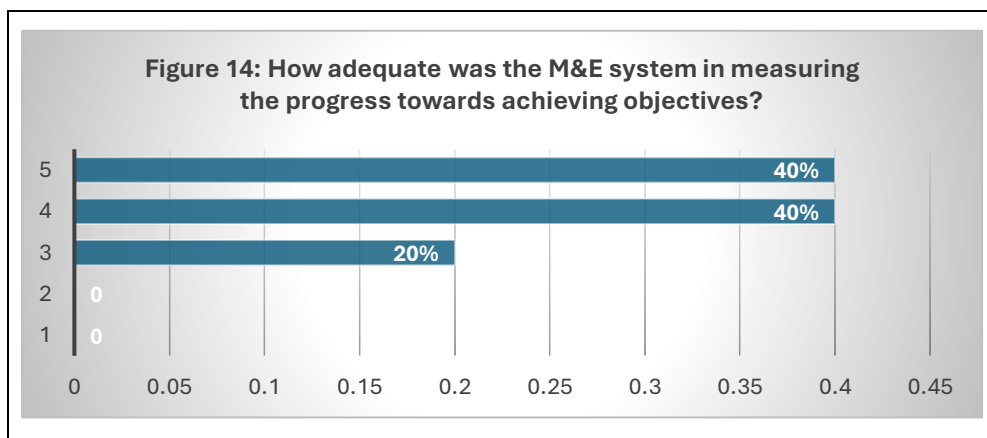
**Table 8: Part of Updated Logical Framework**

| Activities | Outputs | Indicators of Achievement (IA) | Means of Verification |
|---|---|---|---|
| **A1.1.1** Desk and other research conducted during national-level deep dive missions to assess local capacity and training needs, identify challenges, and collect existing national programmes, operating procedures, priorities, and good practices. | IA1.1 Increased understanding of Member States national level Counter Terrorism training capacity, training needs and priorities exists. | **IA 1.1.1** **Baseline:** No available reporting documenting local capacity and training needs, challenges identified, existing national programs and procedures, priorities, and good practices. **Target:** Sufficient information is available to inform next steps, subsequent actions and decision-making processes effectively. **Indicators:** • Documentation of Member States' relevant capacity | **A1.1.1** **Means of verification:** • Review data, and outcomes of meetings. • Cross-check findings with documented evidence from CTED and other programmatic field visits. • Conduct meetings with stakeholders, and beneficiaries. • Validate findings and collect additional insights. • Discuss findings with International, regional and national experts • Coverage in traditional and social media |

| | | and training needs.<br>• Identification of challenges faced by Member States Compilation of relevant programs and operating procedures.<br>• Identification of international good practices.<br>• Development of recommendations based on research findings. | |
|---|---|---|---|

Source: Annex 1, Final Report

The above conclusions were supported by the survey results. As shown in Figure 14, only 40% of the UNOCT Project team/trainers rated the performance of M&E system as scale 5. Same proportion of this group of participants rated it as scale 4 while 20% as scale 3.



Figure 14: How adequate was the M&E system in measuring the progress towards achieving objectives?

**Adaptive Management**

The Project was implemented based on the activities as defined in the logical framework and monitoring and evaluation plan. In particular, each activity was undertaken by following the well-defined terms of reference in the PD. The project also employed adaptive management to offer a good flexibility in allocating project resources and implementing activities to be able to respond to stakeholders needs and changing environments. It is worth noting here that, despite changing environments, the Project was still able to deliver most of its expected results on time and on budget.

One example was the adaptation to long-term planning uncertainty. In May 2022 the Project decided to push forward with virtual implementation and progress other Project deliverables to deal with the disrupted implementation due to the spread of the new covid (OMNICRON) across Africa.

The Project Team had been able to go through one political change in Mali and Burkina Faso respectively, that might have resulted in delaying or stopping activities to support those countries. The Project allowed activities in these countries to continue although the initial engagements had been delayed. In particular, the Project Team was able to work well with two different officers over the project life. The Project benefited from an excellent support from the officers and their leadership in UNOCT to guide the Project.

**Financial Performance**

As shown in the Final Report and the financial statements, the Project started implementation in January 2022 with financing sources of US$1,163,678 from UNPDF and has spent $1,146,418 or 99% of the total budget allocation. As the preliminary financial reports were available during the evaluation, the budget and expenditures by items and by year during the implementation period were reviewed and found appropriate.

**UNOCT Contributions and Comparative Advantage**

UNOCT implemented the Project with its own expertise and UNPDF's resources. It managed the Project by applying its own implementation procedures such as procurement, budget allocation, contracting and reporting as well. It also provided the required quality assurance over the implementation of the Project and thus ensured the required quality of the Project outputs.

UNOCT developed the capacity building programme by adopting the demand-driven approaches and needs assessment strategy through the first outcome, which ensured that the activities undertaken contributed to the desired outcomes. For instance, activity A1.1.1 included desk and other research conducted during national-level deep dive missions to assess the local capacity and training needs, identify challenges, and collecting existing national programmes, operating procedures, priorities, and good practices. As a result, the training curricula developed was informed by the outcome of the needs assessment. As such, the Project was developed based on the demand from Government of Member States rather than enforced by the development partners.

The Project implemented through UNOCT benefitted from its comparative advantage, which is based on a regional presence in Africa with the Rabat Programme Office in Morocco, and partnerships with law enforcement agencies from across the continent. This comparative advantage is also represented by its extensive experience of support on a wide range of counter-terrorism issues, particularly capacity-building in support of Member States' efforts to take practical steps to prevent and counter terrorism through a wide-range of activities, projects and programmes.

UNOCT is trusted in the region as a counter terrorism enabler with neutrality and absence of political bias, combined with its ability to identify funding sources, consultants/training experts and cost-effective technical inputs.

In summary, the management structure functioned well, and the adaptive management was adopted. UNOCT's extended presence in the Africa region and strong partnership with other UN agencies, other global and international entities, and Member States, technical capacities of the staff and strong accountability for results were recognized as the important factors for successful implementation of the Project. However, the updated logical framework was not well developed for monitoring and evaluation, and thus for implementation.

The overall implementation of the Project was assessed as "Satisfactory".

## 4.9 Human Rights, Gender Equality and Social Inclusion, and Leaving No-One Behind

33. To what extent has the intervention design, implementation and monitoring fully considered human rights, gender equality as well as marginalised groups, including people with disabilities?
34. Have marginalized populations, including those with disabilities, benefitted from the work of UNOCT?
35. To what extent has the intervention contributed to the promotion and protection of human rights?
36. To what extent has the intervention promoted positive changes in gender equality and the empowerment of women?
37. Were women, persons with disabilities, and/or organizations working on these issues, as well as human rights, consulted and meaningfully involved in programme planning and implementation?

The final evaluation analysed the extent to which these cross-cutting issues, such as human rights, gender equality and social inclusion, and LNOB, were taken into account and whether any dedicated activities on these issues were delivered during the implementation.

In line with 2023 OECD Guidance on Applying a Human Rights and Gender Equality Lens to the OECD Evaluation Criteria and 2024 UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluations, the evaluation used the criterion of Human Rights, Gender Equality and Social Inclusion, and Leaving No-One Behind given one of the main objectives of the Project is to provide training on counter terrorism.

Regarding human rights, gender equality and social inclusion, and LNOB, the evaluation assessed the efforts made to (I) focus on interventions for these cross-cutting issues; and (ii) mainstream the considerations of cross-cutting issues into all activities and outputs.

For human rights issue, there is general consensus that to be effective and sustainable, security policies and counterterrorism strategies and practices must be firmly grounded in the protection of human rights and respect for the rule of law. The Project promoted respect for human rights and the rule of law in the security and counter-terrorism context through document review and consultations.

The Project developed initially a human rights mainstreaming plan, which anticipated mainstreaming human rights in the situation analysis, mainstreaming human rights in project design/logical framework, mainstreaming human rights in project monitoring & evaluation (M&E), ensuring compliance with the human rights due diligence policy, reporting on human rights mainstreaming. However, no outputs/outcomes and indicators were formulated in the

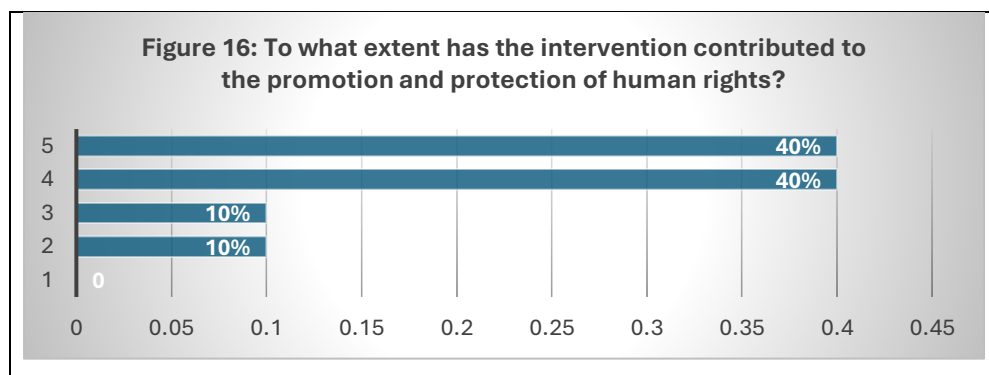original and updated logical frameworks and original and updated monitoring and evaluation frameworks to reflect the initial human rights mainstreaming plan. The Project integrated human rights considerations in its activities, promoting compliance with international norms, including through the inclusion of ethics, values, and respect for human rights in training curricula. Despite some efforts to conduct human rights due diligence, the project team acknowledges there is room for further improvement to ensure full compliance with the UN Human Rights Due Diligence Policy.

Similar to human rights, the Project established a gender mainstreaming plan, which included gendered analysis, gender sensitive monitoring and evaluation, reporting on gender equality and Women, Peace and Security (WPS), however it was not implemented in full. During the implementation, the gender considerations were mainstreamed into training curricula. As the result of this, in the consultation with the trainees, one indicated they were now aware of the need to ensure women's rights during detention of suspects as was highlighted in the training courses.

As shown in Figure 15, 60% of the UNOCT Project team/trainers rated the consideration of cross-cutting issues as Scale 5 while 40% as Scale 4, indicating that most participants in this group believe that the cross-cutting issues were taken into consideration.



Figure 15: To what extent has the intervention design, implementation and monitoring fully considered human rights, gender equality as well as marginalised groups, including people with disabilities?
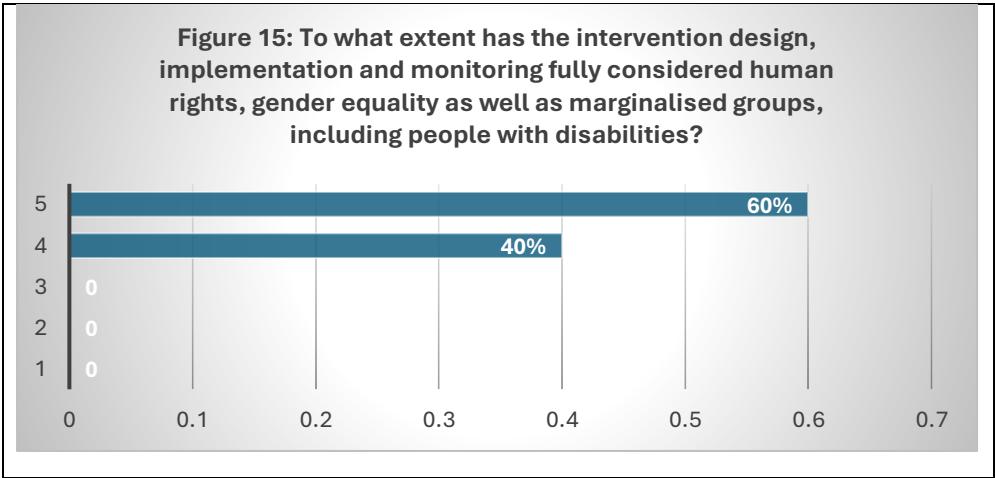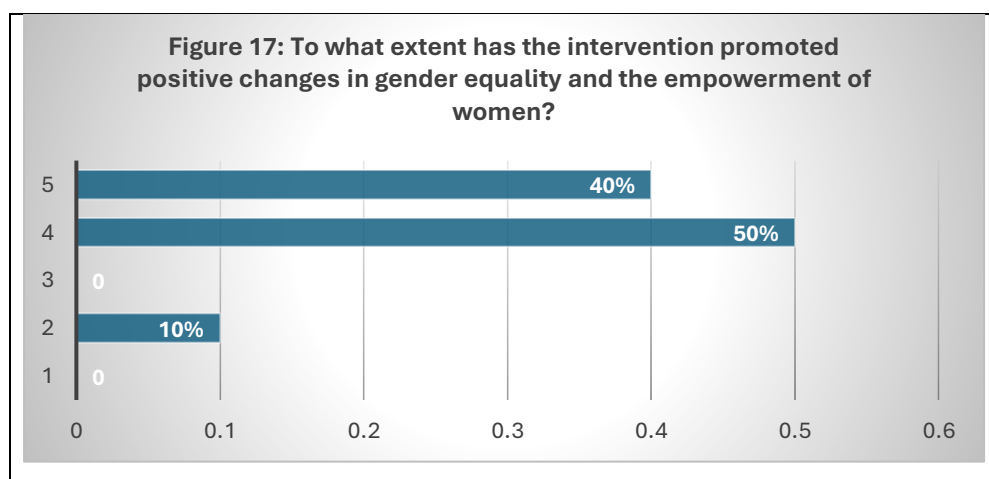
However, there was less evidence of activities dedicated to human rights during the Project implementation through consultations and document review. This conclusion was supported by the survey results where only 40% of the UNOCT Project team/trainers agreed that the Project had implemented full and partial interventions respectively for human rights issue as shown in Figure 16.

**Figure 16: To what extent has the intervention contributed to the promotion and protection of human rights?**

| Scale | Value |
|-------|-------|
| 5 | 40% |
| 4 | 40% |
| 3 | 10% |
| 2 | 10% |
| 1 | 0 |

The Project's contribution to gender equality and women's empowerment was limited since the gender equality/women's empowerment (GEEW) was not its primary objective. In spite of this, the Project did strive for gender parity in training workshops and convenings, with a focus on promoting women's meaningful participation. For example, a decision was made to make every effort to seek gender parity during the implementation of activities. The Project prioritized gender parity in all communications with beneficiaries, and advocating for equal representation at events and achieved 27.5% rate of women's participation. It made a deliberate effort to engage female experts whenever feasible (approximately 30%). Finally, mandatory gender training preceded technical sessions, contributing to increasing awareness of learners about the importance of integrating gender. [14]

This conclusion was also supported by the survey results where only 40% of the UNOCT Project team/trainers agreed that the Project had implemented full interventions (rated as Scale 5) for gender issue while 50% agreed that the Project had implemented partial intervention (rated as Scale 4) as illustrated in Figure 17.

**Figure 17: To what extent has the intervention promoted positive changes in gender equality and the empowerment of women?**

| Scale | Value |
|-------|-------|
| 5 | 40% |
| 4 | 50% |
| 3 | 0 |
| 2 | 10% |
| 1 | 0 |

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[14] Final Report

In general, the Project mainstreamed human rights, gender equality and other cross-cutting issues into all activities and outputs, but did not initiate special interventions for these cross-cutting issues particularly gender equality and women empowerment due to the nature of the Project and the sector. Nevertheless, less evidence on special activities on cross-cutting issues was found during the Project implementation.

Overall, the final evaluation offered a multi-faceted view of the Project by providing insights into its achievements, challenges, and long-term effects.

# 5. Conclusions

The analysis of the findings leads to the following core conclusions:

### 1. Relevance

i.   The Project was well aligned with the four pillars of UN Global Counter-Terrorism Strategy, relevant to one of the UNPDF's priorities, appropriate and strategic to Member States' needs and gaps and was in line with SDG 16, SDG 4 and SDG 17, the human rights obligations and the WPS National Action Plans of 11 beneficiary Member States.

ii.  The Project significantly contributed to theory of change for the relevant outcome especially in addressing the strengthening of the counter-terrorism capacity of Member States in Africa, suggesting that it remained relevant to its objective throughout the Project life.

### 2. Coherence

i.   The Project promoted counter-terrorism capacity building by leveraging its comparative advantages among UN agencies while it used multidisciplinary approach to position itself regionally and globally as a leader in this area and thus ensured internal coherence.

ii.  The external coherence was also ensured as the Project promoted complementarity, harmonisation and coordination with other key international agencies, such as INTERPOL, FRONTEX, EUROPOL, EUROJUST, OSCE, to maximise the achievement of results funded by the UNPDF.

### 3. Effectiveness

i.   The Project was generally effective in delivering planned results such as counter-terrorism training and capacity building based on the actual activities implemented against the expected activities under each output area and based on the 4-level Kirkpatrick Evaluation Model.

ii.  Neither the activity nor the 4-level Kirkpatrick Evaluation Model was an appropriate instrument to be used for assessing the effective performance of the Project as the former was the first step of the second logical chain and the latter was only good to assess the training results, rather than the overall Project's effectiveness.

### 4. Efficiency

i.   The Project was generally efficient as the outputs had been produced with cost-effectiveness and the project's direct implementation modality and the Project team worked well. The efficiency was ensured through strong commitment of the Project team and support from a wide range of stakeholders and UNOCT offices at the headquarter.

ii.  However, the original and updated monitoring and evaluation frameworks were not appropriate to be used for efficient implementation as there were no values for the indicators in the original M&E framework and

inconsistencies of outputs, outcomes, goals/impacts in the original logical framework, updated logical framework, theory of change, original monitoring and evaluation framework and updated monitoring and evaluation framework.

iii. The implementation efficiency was further hampered by the delayed deployment of the key personnel, and the turnover of the key staff in the Project Team, which resulted in loss of institutional memory and lack of continuity and consistency in Project activity implementation in some cases.

## 5. Impact

i. The Project has contributed to the achievement of intended results. When comparing key results with the objective, the Project definitely had a significantly positive impact on the Member States' capacity building in counter-terrorism. In particular, the survey results proved that the Project enhanced trainees' awareness, knowledge, and understanding of counter terrorism investigations and related subjects.

ii. The survey results also suggested that the trainees had developed increased confidence in conducting investigations with the acquisition of their new skills due to the practical nature of the course and learning.

iii. For some outputs, the Project has expanded and surpassed the targets originally intended in the Project Document such as the delivery of two High-Level Events of Heads of Counter-Terrorism and Security Agencies. The project worked as a catalyst for greater cooperation with regional Member States, the Global Counter-Terrorism Coordination Compact partners, and other key stakeholders in Africa.

## 6. Sustainability

i. The Project made an important contribution to the member state's long-term sustainable counter terrorism capacity development. The Project produced a wide range of high-quality outputs across two outcome areas. These outputs/outcomes, particularly, Train the Trainer (ToT) and STOCTI ensure that Member States have the capacity to deliver the training in the area of counter terrorism beyond the Project period and thus ensure the sustainability of the Project results.

ii. The short-term financial risk is minimal while the long-term financial risk exists if funding from Member States or international donors diminishes, as the financial risk will have the impact on the training programs and the Rabat training centre's operations. The economic, social, political and environmental risks are also relatively small for the sustainability of the Project 's outputs.

## 7. Project Design

i. The Project logical framework was not well designed to provide the Member States and Project team with a clear picture needed to implement the Project in strengthening the capacity in the areas of counter terrorism as the logical framework did not include the output, outcome and impact and there was not a clear causal relationship between the activities/interventions and outputs and a relationship between the output and outcome/impact.

ii. The Project logical framework did not provide a good instrument for M&E as it was not well equipped with a clear logical chain from activities to output/outcome and impact indicators with baseline and target values and was not sufficient or adequate in many cases to measure the progress or verify the achievements for two outcomes.

iii.    The logical chain, from activities, to outputs, outcomes, and to impact, was relatively well presented in the reconstructed and abridged theory of change although it did not include underlying assumptions and risks. However, the ToC and the logical framework were not consistent since the former presented an overall logical chain while the latter presented the logical chain by outcome areas.

### 8. Project Implementation

i.      UNOCT extended its presence in the Africa region and strong partnership with other UN agencies and Member States, technical capacities of the staff and strong accountability for results were recognized as the important factors for successful implementation of the Project.

ii.     The updated logical framework was not suitable for monitoring and evaluation purposes and thus for implementation as the output/indicators did not meet the SMART criteria, did not have measurable values for baseline and target, and had almost same baselines and targets

### 9. Human Rights, Gender Equality and Social Inclusion, and Leaving No-One Behind

i.      While the original and updated logical framework matrix did not reflect human rights, gender equality and leaving no one behind considerations, the Project team made efforts to integrate these cross-cutting issues in the delivery, monitoring and reporting.

ii.     Limited activities dedicated to human rights, gender equality and social inclusion, and LNOB were taken during the implementation and there were no special logical chains that were established in the original and updated logical framework and original and updated monitoring and evaluation frameworks.

# 6. Lessons Learned

The following lessons learned have been derived from the review of project documents, consultations with key stakeholders and analysis of the data/information collected for this evaluation.

### 1. Relevance

Consistent alignment of the Project activities and outputs with the 4 pillars of UNOCT's strategic plan, donor's priorities, aligning with Member States' needs and gaps, and sustainable development goals (SDGs) will boost the Project's impact and ensure the sustainability of the Project's outputs.

### 2. Coherence

Coherence proves to be a good criterion to evaluate a regional and multi-agencies' project as maintaining strong internal coherence within the UN system and external coherence with international development partners contribute to good results during the implementation.

### 3. Effectiveness/Impact

Activity is not a good indicator used to assess the effectiveness/impact of a Project. Instead, an appropriate set of output indicators with baseline and target values is good to be used to quantify the Project results and thus assess the Project's effectiveness/Impact.

### 4. Efficiency

Strong partnership and cooperation with the national governments of Member States, donors and other stakeholders in counter-terrorism capacity building contributed to efficiency during the Project implementation and proved to be an excellent operational model.

### 5. Sustainability

Good design for training products, particularly knowledge products such as curricula, and good design for training approaches, such as ToT and e-learning, ensure the ownership of the project outputs for future sustainability and greater impacts.

### 6. Project Design/Project Implementation

A good design always leads to a good implementation, which in turn leads to a set of good Project results. There is more chance for a project with good design to be successful. In particular, a good design of two logical chains, i.e., from activity, to output, outcome, and to impact; and from activity to output/outcome and indicators with baseline and target values in a logical framework, is essential for successful implementation of a Project.

**7. Human Rights, Gender Equality and Social Inclusion, and Leaving No-One Behind**

In order to meaningfully mainstream the considerations of human rights, gender equality and social inclusion, and LNOB into a project, it is central that the Project should design special outcomes, outputs and indicators with baseline and target values, as well as allocate adequate resources.

The above lessons learned might provide an important implication for a second Phase Project.

# 7. Recommendations

The recommendations based on the findings and conclusions are given below:

**Recommendation 1:  Improve project design to include adequate and clear logical framework and theory of change**

i.    **Design the first logical chain in the logical framework:**  The future project should design a logical framework with a clear logical chain (first logical chain): from activities to outputs and outcome and to impact. Further, the project should clearly define its activities, outputs, outcomes and impacts/objectives (or statements) as the United Nations articulates three levels of results: outputs, outcomes and impact and each level of results, broadly speaking, corresponds to a different level of change. More importantly, any updated versions of logical framework must maintain consistent outputs, outcomes and impacts.

ii.    **Design the second logical chain in the logical framework:**  The future project logical framework must be equipped with a clear logical chain (second logical chain): from the activities to outputs/outcomes/impact indicators with baseline and target values. The second logical chain will provide a powerful tool for managing, monitoring and evaluating the performance of the project. More importantly, any updates on outputs, outcomes, and impact should take into account these results' indicators with baseline and target values, and vice versa.

iii.    **Improve the theory of change:** A reconstructed and abridged theory of change must include underlying assumptions and risks for each stage of logical chain. Further, the theory of change must be aligned with the logical framework in the number of logical chains or outcome areas.

**Recommendation 2: Improve efficiency and effectiveness in project implementation by designing a monitoring and evaluation system and accompanying tools**

i.    **Develop a monitoring and evaluation plan:** The project should develop a monitoring and evaluation plan for implementation and management based on the logical framework/ theory of change. The plan should cover three levels of results: outputs, outcomes, and impact; and respective indicators with baseline and target values and means of verification.

ii.    **Develop an annual work plan:** The project should also establish an annual work plan based on the monitoring plan so as to ensure that the level of resourcing and implementation timeframe are better aligned with the objectives and scope of the project and improve the implementation efficiency.  Further, the annual work plan can alleviate the implementation problems such as delayed deployment of the key personnel, and untimely delivery of the project outputs. The above two recommendations are for efficiency improvement.

iii.    **Develop a set of indicators for each output:** The project must develop a set of indicators for each output for evaluating the effective performance. Further, the indicators in the logical framework and monitoring

and evaluation plan should be consistent and follow the SMART criteria, that is, Specific, Measurable, Achievable, Relevant and Time-bound.

iv. **Establish baseline and target values for all output indicators:** The project should establish baseline and target values for all output indicators (either qualitative or quantitative) to measure the progress toward outcomes of the project. Further, the baseline and target values should be consistent in a logical framework. The above two recommendations are for effectiveness improvement.

**Recommendation 3: Enhance greater impact though innovative training modalities:** The project could seek innovative training modalities, for example, leverage outputs delivered through online and hybrid training models and expand the program's reach and allow for greater participation, especially in the regions with security or travel constraints. Although African beneficiaries currently prefer in-person training over virtual courses, the virtual training could enhance inclusivity, accessibility, and sustainability while achieving greater impacts.

**Recommendation 4: Ensure the sustainability of project results through diversified funding, regional collaboration, and flexibility to evolving needs:** To mitigate the financial, economic, social, environmental and political risks to the sustainability of the results, the project must diversify its funding sources, embed gender-sensitive policies, promote regional collaboration to share responsibility, and maintain flexibility to adapt to unforeseen challenges. Particularly for financial and economic risks, the project must seek additional resources from Member States and UNPDF.

**Recommendation 5: Further promote human rights, gender equality and social inclusion, and leaving no-one behind through establishing special output/outcomes and indicators and an independent logical chain**

i. **Promote both dedicated activities and mainstreaming the considerations of cross-cutting issues:** The future project must continue to support Member States in adopting human rights compliant and gender-responsive approach to counter-terrorism investigations, as the need for this remains high. .

ii. **Establish outputs/outcomes and indicators in the logical frameworks and monitoring and evaluation frameworks for mainstreaming:** To meaningfully mainstream the considerations of Human Rights, Gender Equality and Social Inclusion, and Leaving No-One Behind into all activities and outputs during the design, implementation and reporting, the project must establish outputs/outcomes and indicators in the original and updated logical frameworks and original and updated monitoring and evaluation frameworks to reflect these considerations, as well as allocate adequate resources for their delivery.

iii. **Design a logical chain in the logical frameworks and monitoring and evaluation frameworks to enhance full, equal and meaningful participation of women:** The future project should design dedicated activities to foster empowerment full, equal and meaningful participation of women in counter-terrorism efforts within the Member States, among which some could be capacity building for female participants in the training programme. At the same time, the future project should design a logical chain for women empowerment in the original and updated logical frameworks and original and updated monitoring and evaluation frameworks to reflect these interventions. Finally, the project should allocate special resource for these dedicated activities.

iv.  **Strengthen existing efforts to ensure full compliance with the UN Human Rights Due Diligence Policy**: Future project must build on and further strengthen efforts to implement the UN Human Rights Due Diligence Policy applicable to the delivery of UN support to non-UN security forces, including by conducting tailored human rights risk assessments, ideally prior to support being provided, as well as identifying and implementing mitigation measures.

# Annexes

## Annex 1: Terms of Reference

| | | |
|---|---|---|
| *Job Opening number* | : | 24-Office of Counter-Terrorism-245499-Individual Contractor |
| *Job Title* | : | Independent |
| Project Evaluation *General Expertise*: | | Programme |
| Management *Category* | : | Evaluation |
| *Department/ Office* | : | Office of Counter-Terrorism |
| *Organizational Unit* | : | OCT OD SPID SPS |

**Purpose**

Evaluation Purpose: The overall objective of this final evaluation is to assess the status and performance of the UNPDF funded initiative by examining the project's relevance, effectiveness, coherence, and efficiency.

**Duties and Responsibilities**

The complex and evolving threat of terrorism demands that the United Nations adopt an efficient, coherent, and coordinated response. Since its establishment on 15 June 2017 through the adoption of UN General Assembly Resolution 71/291, the United Nations Office of Counter-Terrorism (UNOCT) has been strengthening its capacities to meet its policy leadership, inter-agency coordination and coherence, capacity-building, and resource mobilization mandates entrusted to it by the General Assembly. This includes providing strategic leadership to the members of the UN Global Counter-Terrorism Coordination Compact, which was created to enhance the coordination and collaboration of all UN counter-terrorism activities by the UN Secretary-General.

In partnership with the UN Global Counter-Terrorism Coordination Compact entities, Member States and their accredited national, regional, and international Counter-Terrorism partners, a National Investigator Training Programme for Counter-Terrorism was developed and delivered via existing national or regional training centres, and is currently being delivered via UNOCT's Programme Office in Rabat for Counter Terrorism and Training in Africa (Rabat Training Centre).

This 2-year project supported by the United Nations Peace and Development Fund (UNPDF) has allowed the Rabat Training Centre based in Rabat, Morocco to fulfil an increasingly meaningful leadership and capacity-building role in support of countries across Western, Northern, and Eastern Africa.

The project has completed and delivered an extensive training curriculum in counter-terrorism investigations that several African Member States - the beneficiary countries - are now interested in mainstreaming into their approach to counter-terrorism investigation management countrywide. This has allowed the Rabat Training Center to position itself at the forefront of UNOCT capacity-building efforts in Africa's terrorism-prone regions, serving as a vital platform for countries to enhance their abilities in countering terrorism.

The Project is implemented under the umbrella of UNOCTs Global Counter-Terrorism Investigations Programme jointly with the Rabat Training Centre, with substantive partner support from the General Directorate of Security Nationale (DGSN) of the Kingdom of Morocco, the United Kingdom's National Crime Agency (NCA), the Royal Canadian Mounted Police (RCMP) and the Australian Federal Police (AFP). The Project team and the evaluation expert will liaise with these entities over the course of the evaluation.

The evaluation will assess performance since the projects inception; firstly, to evaluate the quality and relevance of the results that have been achieved so far, and secondly to draw lessons to inform future capacity-building activity.

The purpose of this assignment is to lead and conduct an independent evaluation of this UNPDF funded project fully complying with the UNOCT evaluation requirements, as well as the UN Evaluation Group norms and standards. The overall objective of the evaluation is to assess the status and performance of the project by examining its relevance, effectiveness, coherence, and efficiency. The evaluation will assess the quality, relevance, and utility of the outputs produced and identify progress made towards the achievement of intended results. It will seek to establish progress in the attainment of the Programme's goals - to strengthen the capacity of Member States in providing support and expertise to develop counter-terrorism training centres, and the delivery of specialist capacity-building training. Indications of outcomes related to changes in the capability of target groups in undertaking required investigations, if any, will also be assessed. The evaluation will formulate appropriate recommendations, if any, for effective implementation of future UNOCT/UNPDF programming.

Responsibilities:
Under the guidance and supervision of the Project Manager, and the direct supervision of the Associate Programme Manager responsible for a comprehensive mid-term evaluation related to the Project, the key responsibilities of the Evaluation Expert include:

• Leading and guiding the independent evaluation team, ensuring high-quality deliverables that fully meet UNOCT and UNEG evaluation norms and standards.

• Participating in the kick-off meeting, convened by the Evaluation and Compliance Unit (ECU), with members of the Evaluation Reference Group.

Developing the evaluation design with detailed method, tools and techniques that are human rights-based, gender-sensitive, generating information from and about all genders, marginalized individuals and/or groups, people with disabilities (including through collecting and analyzing data through gender and intersectional lens, such as age, ethnicity, race, religion, socio- economic status or other).

• Conducting a robust data collection phase based on the approach, tools and methods stated in the approved Inception Report.

• Conducting robust data analysis, including by using relevant tools and software (e.g., NVivo), and ensure that the Evaluation Manager has access to all raw data at any given point in time.

• Ensuring adherence to UNOCT evaluation guidance including all guidelines and templates and the full evaluation Terms of Reference (ToR).

• Ensuring all deliverables identified in these terms of reference are submitted in a timely and satisfactory manner, and in line with the quality criteria checklist.

• Effectively coordinating and interacting, throughout the entire evaluation process, with the Substantive Expert(s)/programme team.

• Request drafted inputs (and revisions of such) from the Substantive Expert(s)/programme team for all deliverables.

## Ultimate result of service

The evaluation will assess performance since the projects inception; firstly, to evaluate the quality and relevance of the results that have been achieved so far, and secondly to draw lessons to inform future capacity-building activity.

## Travel Details

N/A

| Travel | Per Diem | Other | Total |
|--------|----------|-------|-------|
| 0 | 0 | 0 | 0 |

## Annex 2: Evaluation Matrix

The evaluation matrix is developed below after better understanding of the project and available data sources through desk review. It consists of the evaluation questions developed based on Terms of Reference, indicators, data collection methods and data sources.

| Evaluation criteria and questions | | Indicators | Data collection methods | Data sources |
|---|---|---|---|---|
| **RELEVANCE** | | | | |
| 1. To what extent was the Project in line with the national development priorities, the country programme's outputs and outcomes, and the four pillars of the United Nations Global Counter-Terrorism Strategy?<br><br>1.<br><br>2. To what extent does the Project contribute to the theory of change for the relevant country programme outcome especially in addressing the strengthening of the counter-terrorism capacity of Member States in Africa?<br><br>3. What comparative advantages did UNOCT bring to the strengthening of the counter-terrorism capacity of Member States in Africa?<br><br>4. Was the project in line with human rights obligations of a beneficiary Member State and Women, Peace and Security National Action Plan (where they exist)? | | Evidence that the objectives and outputs/outcomes of the Project were aligned with the goals and challenges concerning counter-terrorism strategies in the Member States, pillars of the UN Global CT strategy and priorities of UNPDF.<br>The existence of activities that addressed institutional and individual capacity in the counter-terrorism in the Member States.<br><br>Evidence and examples that the Project followed the logical chain from activities to output/outcomes, and to final impact.<br><br>   2.<br><br>Evidence and examples that UNOCT supported. | Desk review<br>Key informants interview/questionnaire<br>Assessment of the ToC designed for the Project.<br>Assessment of the logical framework in the PD | Project Documents, progress and final reports, and other deliverables Government strategy documents of Member States Presentation during the kick-off meeting Interviews with key informants |
| **EFFICIENCY** | | | | |

| | | | |
|---|---|---|---|
| 5. To what extent have the resources been used efficiently? Have the activities supporting the strengthening of the counter-terrorism capacity been cost-effective?<br><br>6. To what extent was the Project management structure as outlined in the project document efficient in generating the expected results?<br>3.<br>7. To what extent have the Project activities been delivered in a timely manner?<br>8. To what extent do the M&E systems utilized by UNOCT ensure efficient Project management? | Analysis of planned vs implemented activities and delivery of outputs and evidence of delays and changes in the implementation plans<br>Evidence that resources have been available and used to achieve the results<br>Comparison of Project budget vs actual allocation.<br><br>Evidence that the Project's management structure was optimized and cost-efficient to ensure timely delivery of its outputs<br>Evidence that the monitoring data were objectively used for management of risks, actions and decision making<br>Evidence that the Project' activities have been delivered based on the work plan<br><br>Assessment results of the M&E system. | Desk review<br>Key informants interview/questionnaire<br>Assessment of the financial statements<br>Analysis of the management/ organizational structure<br>Analysis of the M&E system | Progress and annual reports<br>Project Document<br>Available meeting minutes<br>Financial statements<br>M&E Framework and Requirements<br>Interviews with key informants |
| **EFFECTIVENESS** | | | |
| 9. To what extent were the project outputs achieved especially in achieving desired outcome based on approved logical framework? What factors contributed to effectiveness or ineffectiveness?<br>10. In which areas did the Project have the greatest achievements? Why and what have been the supporting factors? How can the Project build on or expand these achievements?<br>11. In which areas did the Project have the fewest achievements? What have been the constraining | Results of assessment of target values against baseline values for each output/outcome in the logical framework.<br><br>Evidence and opinions- perceptions that the Project enhanced the individual and institutional capacity for an effective response of the criminal justice system against terrorism.<br>Assessment report of training programmes and Evidence of strengthened technical capabilities of trained law enforcement Officers from target Member States'<br>Examples of intended and unintended results that the Project generated, including differential impact on women and men, and marginalized and vulnerable individuals and groups and on the promotion and protection of human rights that are pertinent to the project. | Desk review<br>Key informants interview/questionnaire<br>Assessment of the theory of change and logical framework<br>Analysis of the M&E system | Progress and annual reports<br>Project Document<br>Available meeting minutes<br>Financial statements<br>M&E Framework and Requirements<br>Stakeholders Reports and Other deliverables<br>Interviews with key informants |

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| factors and why? How can or could they be overcome?<br>12. What, if any, alternative strategies would have been more effective in achieving the Project's objectives? | Evidence, opinions and examples that alternative strategies affected the Project's progress toward results. | | |

**IMPACT**

| | | | |
|---|---|---|---|
| 13. How have the Project deliverables impacted strengthening of the counter-terrorism capacity of Member States in Africa?<br>14. Was the capacity (individuals, institution, systems) built through the actions of the Project?<br>15. Could the observed changes in capacities (human, institutional, etc.) at country/local level be linked to the contribution of UNOCT?<br>16. Could any unintended positive or negative impacts be observed as a consequence of the Project? | Evidence and analysis that the project knowledge and other products influenced national policies/ legal/ regulatory frameworks on the counter-terrorism in the Member States in Africa<br>Evidence and analysis that presented the enhanced individual and institutional capacity on the counter-terrorism in Member States because of the Project activities.<br>Evidence of utilization of the counter-terrorism Capacity received by beneficiaries<br>Evidence and analysis that presented the enhanced individual and institutional capacity on the counter-terrorism of Member States because of the support provided by UNOTC.<br>Evidence and analysis that presented the unexpected increased or decreased individual and institutional capacity on the counter-terrorism of Member States because of the Project. | Desk review<br>Key informants interview/questionnaire<br>Results of Research/studies | Logical framework<br>Theory of change<br>Progress and annual reports<br>Available meeting minutes<br>Reports and Other deliverables<br>Interviews with key informants |

**SUSTAINABILITY**

| | | | |
|---|---|---|---|
| 17. To what extent are the national ownership of the results and the likely ability of project-supported interventions to continue to deliver benefits for an extended period of time after completion ensured?<br>18. To what extent will the financial and economic resources be available to sustain the benefits achieved by the Project?<br>19. Are there any financial, social, economic, | Evidence of types of national mechanisms/ structures to maintain the results achieved.<br><br>The extent to which the potential partners are committed to providing continuing support.<br><br>Evidence and examples of risks (financial, social, economic, environmental, and political) for securing result sustainability. | Desk review<br>Key informants interview/questionnaire | Project Document<br>Reports and other deliverables.<br>Available meeting minutes<br>Contractual arrangements<br>Stakeholders<br>Interviews with key informants |

| | | | |
|---|---|---|---|
| environmental, or political risks that may jeopardize the sustainability of Project outputs? <br> 20. To what extent did the UNOCT interventions have well-designed and well-planned exit strategies? | Evidence and examples that the Project has implemented well-designed and well-planned exit strategies. | | |

## COHERENCE

| | | | |
|---|---|---|---|
| 21. To what extent has UNOCT promoted complementarity, harmonisation and co-ordination with other key development partners to maximize the achievement of results funded by UNPDF? <br> 22. To what extent has the Project strengthened the position, credibility and reliability of the UN system as a partner for the government and other actors? | Evidence and opinions that the Project was aligned the counter terrorism with the other development partners' strategies. <br><br> Evidence and opinions that the Project was aligned the counter-terrorism with the agencies inside UN system. | Desk review <br> Key informants interview/questionnaire <br> Analysis of the interventions of the other development partners (outside UN system) <br> Analysis of the interventions of the other relevant agencies (departments) inside UN system | Project documents, Progress and annual reports Reports and other deliverables Stakeholders Other programmes inside UN programmes/projects of other development partners Interviews with key informants |

## PROJECT DESIGN

| | | | |
|---|---|---|---|
| 23. To what extent did the design of the Project help in achieving its own goals? <br> 24. Were the context, problems, needs and priorities well analysed while designing the Project? <br> 25. Were there clear objectives and a clear strategy <br> 26. Were there clear baselines indicators and/or benchmarks for performance? <br> 27. Was the process of Project design sufficiently | Analysis of the goals, output/outcome statements in the logical framework in the Project Document <br><br> Situation analysis, gap/challenge analysis in the Project Document <br><br> Objective and extent of alignment in the Project Document <br><br> Analysis of the output/outcome indicators with baseline and target values <br><br> Stakeholder and risk analysis in the Project Document | Desk review <br> Key informants interview/questionnaire <br> Other Project materials | Project Document Legal and other documents Interviews with key informants |

| participatory? Were there any impacts of the process? | | | |
|---|---|---|---|

**PROJECT IMPLEMENTATION**

| 28. Were the Project management arrangements appropriate at implementation and strategic level?<br>29. How responsive has the management been to the changing needs of the Project?<br>30. How adequate was the M&E system in measuring the progress towards achieving objectives<br>31. How have in-country stakeholders been involved in project implementation?<br>4.<br>32. To what extent were Project management and implementation participatory and was this participation contributing towards achievement of the Project objectives? | Evidence from the meeting minutes, and assessment results in the progress report and final report<br><br>Evidence- opinions and examples from stakeholders, and assessment results in progress report and final reports and other reports<br><br>Evidence- opinions and examples from stakeholders, and assessment results in progress report and final reports and other reports<br><br>Evidence- opinions and examples from stakeholders, and assessment results in progress report and final reports and other reports<br><br>Evidence- opinions and examples from stakeholders, and assessment results in progress report and final reports and other reports | Desk review<br>Key informants interview/questionnaire<br>Other Project materials | Project documents, Progress and annual reports Reports and other deliverables Stakeholders M&E Framework and Requirements Interviews with key informants |

**HUMAN RIGHTS, GENDER EQUALITY AND SOCIAL INCLUSION, LEAVING NO-ONE BEHIND AND DISABILITY INCLUSION**

| 33. To what extent has the intervention design, implementation and monitoring fully considered human rights, gender equality as well as marginalized groups, including people with disabilities?<br>34. Have marginalized populations, including those with disabilities, | Evidence and examples from progress and final reports<br><br><br><br>Evidence and examples from logical framework, theory of change, progress and final reports | Desk review<br>Key informants interview/questionnaire<br>Other Project materials | Project documents, Progress and annual reports Reports and other deliverables Stakeholders Interviews with key informants Theory of change |

| | | | |
|---|---|---|---|
| benefitted from the work of UNOCT? | Evidence and examples from logical framework, progress and final reports | | |
| 35. To what extent has the intervention contributed to the promotion and protection of human rights? | | | |
| 36. To what extent has the intervention promoted positive changes in gender equality and the empowerment of women? | | | |
| 37. Were women, persons with disabilities, and/or organizations working on these issues, as well as human rights, consulted and meaningfully involved in programme planning and implementation? | | | |

**LESSONS LEARNED**

| | | | |
|---|---|---|---|
| 38. What are the lessons learned, good practices, innovations, and challenges from the project implementation? How integration of these aspects could be strengthened in similar projects? | Evidence and examples from progress and final reports | Desk review Key informants questionnaire/interview Other Project materials | Project documents, Progress and annual reports Reports and other deliverables Stakeholders |
| 39. Do you have any additional comments, ideas or suggestions about how to improve a similar Project? | | | |

## Annex 3: List of Documents Analysed

**Project Documents**

- Project Document, United Nations Peace and Development Trust Fund, Peace and Security Sub-Fund

- 2022 and 2023 Rabat Office Cost Plans

- Snapshot of Grant S1-32CTI-000122 (Project: CT Investigations in Rabat)

- Project Short Description

- Project Summary

- Project Plan

- Pathway to Change – UNPDF Project

- Communications Management Approach

- Gender Mainstreaming Approach

- Gender Workplan

- Human Rights Approach

- Human Rights Risk Assessments for each beneficiary country

- Monitoring and Evaluation Framework

- Monitoring and Evaluation Reporting Requirements

- Working Level: UNPDF Monitoring and Evaluation Framework

- Annex I to Framework

- Project Risk Register

- Issue Register

- Quality Management Approach

- Change Control Approach

- 2022 – 2023 Lessons Learned

**Activity/Mission Reports**

- Training Session Information Sheet

- Subject Information Sheet

**Annual Reports**

- Annual Report (2022) (incl. financial snapshots)

- Annual Report (2023) (incl. financial snapshots)

- Mid-Term Report (2022) (incl. financial snapshots)

- Mid-Term Report (2023) (incl. financial snapshots)

- Final Report

**Activity Related Documents**

- A1.1.1: Extensive Roadmap with individual roadmaps for all 2022/2023 STOCTI beneficiaries

- A1.1.2: 4 Events, CNs, Agendas, Outcome Documents and Comms provided for all

- A1.1.3: Country Reports for each 2022/2023 STOCTI beneficiary

- A1.1.4: Mission Reports for missions to Benin, Senegal x2, Brazil, Mozambique

- A2.1.1: All daily updates and meeting notes provided

- A2.1.2: Extensive number of files shared: all training material and good practices from more than 17 national, regional, and international law enforcement partners.

- A2.1.3: Subject Information Sheets for entire curricula

- A2.1.4: All documents for 2 EGMs: CN's, Agendas, Comms

- A2.1.5: Study Guides, Subject Information Sheets and Practical Exercises

- A2.1.6: All subject intensive outlines shared

- A2.1.7: AUI/NECHE Proposal Shared

- A2.1.8: All Study Guides shared

- A2.1.9: Translated Study Guides shared (French/Port/Arabic)

- A2.1.10: Procurement docs shared

- A2.2.1: STOCTI Comms and Agendas shared

- A2.2.2: Train the Trainer (ToT) Lesson Plan, Agenda and Comms shared

- A2.2.4: Mission Reports all shared

**Terms of Reference (TOR)**

- TOR for Evaluation

**UNOCT/UNEG Evaluation Documents -**

- UNOCT Evaluation Handbook, quality assurance checklist and templates (2023)

- UNOCT Evaluation Policy (2021) and Gender Mainstreaming Policy (2022)

- 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)

# Annex 4: List of Stakeholders Interviewed

| Stakeholder | Country/Organization |
|---|---|
| **Member States** | |
| **Beneficiary Member State** | Benin |
| **Beneficiary Member State** | Senegal |
| **Training Partners** | |
| **Training Partner (Expert)** | Royal Canadian Mounted Police |
| **Training Partner (Expert)** | Previously: Brazilian Intelligence Agency<br>Currently: UNOCT |
| **Training Partner (Expert)** | Brazilian Intelligence Agency |
| **Training Partner (Expert)** | Australian Federal Police |
| **Training Partner (Expert)** | INTERPOL |
| **Training Partner (Academic)** | Al-Akhawayan University |
| **Beneficiaries** | |
| **Beneficiary – Participant** | Senegal |
| **Beneficiary – Participant** | Senegal |
| **Beneficiary - Participant** | Burkina Faso |
| **Beneficiary – Participant** | Mali |
| **Beneficiary – Participant** | Benin |
| **Beneficiary – Participant** | Ghana |

| | |
|---|---|
| **Beneficiary – Participant** | Mozambique |
| **Implementing Agency** | |
| **UNOCT** | Officer-in-Charge, Special Projects and Innovation Branch (SPIB) |
| **UNOCT** | Director, United Nations Counter-Terrorism Centre (UNCCT) |
| **UNOCT** | Programme Management Officer, Resource Mobilization and Donor Relations Section (RMDRS) |

Final Evaluation Report: Project "Strengthening the Counter-Terrorism Capacity of Member States in Africa, Through the Development of National Training Programmes and Counter-Terrorism Training Curricula" under UNOCT Global Counter-Terrorism Investigations Programme

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# Annex 5: Data Collection Tools – Interview Guides

We greatly appreciate your time to complete a survey for evaluating the Project - Strengthening the counter-terrorism capacity of Member States in Africa, through the development of national training programmes and Counter Terrorism Investigations and related training curricula (herein the Project). You only need to select a rating from 1 (lowest) to 5 (highest) for each question. No written responses are required.

This evaluation aims to assess the effectiveness, efficiency, relevance, sustainability, impact, design, and implementation of the project, including key considerations on human rights, gender equality, and social inclusion. Your insights as an expert and stakeholder are invaluable in understanding the project's performance.

All responses are strictly confidential, aggregated, and anonymized. No individuals or organizations will be identified, and all data will be deleted after the final report is cleared.

We sincerely appreciate your time and valuable input.

**A5.1 Data Collection Tools- Questionnaire/Interview Guide for the UNOCT Project Team/Officers/ Rabat Training Centre/Trainers**

| Parameter | Evaluation Question | Response | Note |
|---|---|---|---|
| Relevance: | 1. To what extent was the Project in line with the national priorities and needs in Counter-Terrorism in Member States, and the four pillars of the United Nations Global Counter-Terrorism Strategy? | | On a scale of 1 to 5 where 1 is irrelevant and 5 is fully relevant. |
| | 2. Was the project in line with human rights obligations of a beneficiary Member State and Women, Peace and Security National Action Plan (where they exist)? | | On a scale of 1 to 5 where 1 is no alignment and 5 is full alignment. |
| Efficiency: | 3. To what extent has the Project/Programme been operated efficiently? | | On a scale of 1 to 5 where 1 is inefficient and 5 is fully efficient |
| Effectiveness: | 4. To what extent were the project outputs achieved especially in achieving desired outcome based on approved logical framework? | | On a scale of 1 to 5 where 1 is unachieved and 5 is fully achieved. |
| Impacts: | 5. To what extent was the capacity (individuals, institution, systems) built through the actions of the Project? | | On a scale of 1 to 5 where 1 is no impact and 5 is full impact. |

| Parameter | Evaluation Question | Response | Note |
|---|---|---|---|
| Sustainability: | 6. To what extent are the national ownership of the results and the likely ability of project-supported interventions to continue to deliver benefits for an extended period of time after completion ensured? | | On a scale of 1 to 5 where 1 is unlikely and 5 is most likely. |
| Coherence | 7. To what extent has UNOCT promoted complementarity, harmonisation and co-ordination with other key development partners (outside UN) to maximize the achievement of results funded by UNPDF? <br><br> 8. To what extent has the Project strengthened the position, credibility and reliability of the UN system (Inside UN) as a partner for the government and other actors? | | On a scale of 1 to 5 where 1 is no external coherence and 5 is full external coherence. <br><br> On a scale of 1 to 5 where 1 is no internal coherence and 5 is fully internal coherence. |
| Project Implementation: | 9. Were the Project management arrangements appropriate at implementation and strategic level? <br><br> 10. How adequate was the M&E system in measuring the progress towards achieving objectives | | On a scale of 1 to 5 where 1 is inappropriate and 5 is fully appropriate. <br><br> On a scale of 1 to 5 where 1 is inadequate and 5 is fully adequate. |
| Human Rights, Gender Equality and Social Inclusion, and Leaving No-One Behind | 11. To what extent has the intervention design, implementation and monitoring fully considered human rights, gender equality as well as marginalised groups, including people with disabilities? <br><br> 12. To what extent has the intervention contributed to the promotion and protection of human rights? <br><br> 13. To what extent has the intervention promoted positive changes in gender equality and the empowerment of women? | | On a scale of 1 to 5 where 1 is unconsidered and 5 is fully considered. <br><br> On a scale of 1 to 5 where 1 is no contribution and 5 is full contribution. <br><br> On a scale of 1 to 5 where 1 is no promotion and 5 is high promotion. |

**A5.2 Data Collection Tools- Questionnaire/Interview Guides for the Training Beneficiaries/Member States**

| Parameter | Evaluation Question | Response by Rating | Note |
|---|---|---|---|
| Relevance: | 1. To what extent have the Project activities (training) met the national priorities and personal/organisational needs in Counter-Terrorism in Member States?<br><br>2. Was the project in line with human rights obligations of a beneficiary Member State and Women, Peace and Security National Action Plan (where they exist)? | | On a scale of 1 to 5 where 1 is irrelevant and 5 is fully relevant.<br><br>On a scale of 1 to 5 where 1 is no alignment and 5 is full alignment. |
| Efficiency: | 3. To what extent has the Project/Programme been operated efficiently? | | On a scale of 1 to 5 where 1 is inefficient and 5 is fully efficient. |
| Effectiveness: | 4. To what extent have the Project activities (training) increased your knowledge/skill and opportunity to apply the knowledge/skill gained?<br>5. How effective has the programme been in meeting your own / organisational / country needs? | | On a scale of 1 to 5 where 1 is no increase and 5 is full increase.<br><br>On a scale of 1 to 5 where 1 is ineffective and 5 is fully effective. |
| Impacts: | 6. To what extent have the Project activities (training) increased your confidence5?<br>7. To that extent have the Project activities (training) affected your awareness?<br>8. To that extent have the Project activities (training) affected your attitudes and behaviours? | | On a scale of 1 to 5 where 1 is no increase and 5 is full increase.<br><br>On a scale of 1 to 5 where 1 is no effect and 5 is full effect.<br><br>On a scale of 1 to 5 where 1 is no effect and 5 is full effect. |
| Sustainability: | 9. To what extent are the national ownership of the results and the likely ability of project-supported interventions to continue to deliver benefits for an extended period after completion ensured? | | On a scale of 1 to 5 where 1 is unlikely and 5 is most likely. |
| Project Implementation: | 10. Were the Project management arrangements appropriate at implementation and strategic level? | | On a scale of 1 to 5 where 1 is not appropriate and 5 is fully appropriate. |

| Parameter | Evaluation Question | Response by Rating | Note |
|---|---|---|---|
| Human Rights, Gender Equality and Social Inclusion, and Leaving No-One Behind | 11. To what extent has the intervention design, implementation and monitoring fully considered human rights, gender equality as well as marginalised groups, including people with disabilities?<br>12. To what extent has the intervention contributed to the promotion and protection of human rights?<br><br>13. To what extent has the intervention promoted positive changes in gender equality and the empowerment of women? | | On a scale of 1 to 5 where 1 is unconsidered and 5 is fully considered.<br><br>On a scale of 1 to 5 where 1 is no contribution and 5 is full contribution.<br><br>On a scale of 1 to 5 where 1 is no promotion and 5 is high promotion. |

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