Evaluation of the United Nations Counter-Terrorism Centre

Final Report
KPMG, International Development Advisory Services (Norway)

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Content

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List of Abbreviations

ASEAN	Association of Southeast Asian Nations
API	Advance Passenger Information
CARICOM	The Caribbean Community
CBRN	Chemical, Biological, Radiological, Nuclear
CTED	Counter-Terrorism Committee Executive Directorate
CTITF	Counter Terrorism Implementation Task Force
CSO	Civil Society Organisation
CT	Counter-Terrorism
CVE	Countering Violent Extremism
EOSG	Executive Office of the Secretary General (of the United Nations)
FTF	Foreign Terrorist Fighter
I-ACT	Integrated Assistance for Counter-Terrorism
ICSANT	International Convention for the Suppression of Acts of Nuclear Terrorism
ILO	International Labour Organization
IGAD	Intergovernmental Authority on Development
OECD DAC	Organisation for Economic Co-operation and Development Development Assistance Committee
OHCHR	Office of the High Commissioner for Human Rights
OIOS	Office of Internal Oversight Services
OUSG	Office of the Under-Secretary-General for Counter-Terrorism
JPoA	Joint Plan of Action
NAP	National Action Plan
OICT	Office of Information and Communications Technology
OSCE	Organization for Security and Co-operation in Europe
PKMCB	Policy, Knowledge Management and Coordination Branch (of UNOCT)
PMU	Programme Management Unit (of UNCCT)
PMYP	Prime Minister's Youth Program
PNR	Passenger Name Record
PRB	Programme Review Board (of UNOCT)
PRC	Project Review Committee (of UNOCT)
PVE	Prevention of Violent Extremism
RF	Results Framework
SOP	Standard Operating Procedure (of UNOCT)
SPPSS	The Strategic Planning and Programme Support Section (of UNOCT)
SPIB	Special Projects and Innovation Branch (of UNOCT)

ToC	Theory of Change
ToR	Terms of Reference
TVET	Technical Education and Vocational Training
UNCCT	United Nations Counter Terrorism Centre
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNEG	United Nations Evaluation Group
UNGCTS	United Nations Global Counter Terrorism Strategy
UNODC	United Nations Office on Drugs and Crime
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNOCT	United Nations Office for Counter Terrorism
UNOSSC	United Nations Office for South-South Cooperation
UNRCCA	United Nations Regional Centre for Preventive Diplomacy for Central Asia
SG	United Nations Secretary-General
USG	Under Secretary General for Counter-Terrorism
SWAP	System Wide Action Plan
WMD	Weapon of Mass Destruction

Executive Summary and Recommendations

Executive Summary

Introduction to the UNCCCT 5-Year Programme Evaluation

The United Nations Counter-Terrorism Centre (UNCCT) was established in 2011, to support Member States in the balanced implementation of the *Global Counter-Terrorism Strategy* (A/RES/66/10). From its original position in the Department of Political Affairs, UNCCT transferred to the newly formed United Nations Office for Counter Terrorism (UNOCT) in 2017(A/RES/71/291), in a reorganisation of the United Nations' counter-terrorism architecture.

The UNCCT is coming to the end of its current 5-Year Programme (2016-2020). As of 2019, UNCCT implemented 51 programmes and projects at the global, regional and national levels, at the request of Members States and implemented largely though collaboration with other entities of the United Nations Global Counter-Terrorism Coordination Compact.

The Under-Secretary General for Counter-Terrorism commissioned a self-evaluation of the UNCCT 5-Year Programme, at the request of the Chair of the UNCCT's Advisory Board, the Permanent Representative of the Kingdom of Saudi Arabia and the Executive Office of the Secretary General. The evaluation was conducted between January and September 2020 by KPMG International Development Advisory Services (Norway), and done in compliance with United Nations' regulations governing the evaluation of programmes (ST/SGB/2018, Article VII).

The evaluation objective was to "assess the performance of the current UNCCT 5-Year Programme and, based on evidence, make actionable and balanced recommendations for future programme strategy and design." The evaluation scope included all programmes and projects implemented under the UNCCT 5-Year Programme, completed or ongoing, as of 31 December 2019. Also, the operating systems and procedures associated with the 5-Year Programme, for programme governance, management, operations, monitoring and evaluation and communications.

Evidence was gathered from four sources: a comprehensive assessment of UNCCT performance self-reporting (2016-2020); an in-depth study of 23 projects from three countries (Indonesia, Nigeria and Pakistan) and one region (Central Asia); an electronic survey of Counter-Terrorism Compact entities, and; approximately 110 interviews, with 91 individual respondents from UNOCT/UNCCT, the UNCCT Advisory Board, representatives of Global Compact entities and organisations outside of the United Nations' system and representatives of beneficiary countries.

Summary of Evaluation Findings

UNCCT has benefited from the transfer to UNOCT. UNCCT now works within UNOCT's broad mandate. It has enhanced access to political and diplomatic support, and to support services. Furthermore, UNOCT has provided leadership and resources to develop critical policy and systems and procedures, the absence of which previously constrained UNCCT's performance. UNOCT has also enabled UNCCT's deeper integration into the United Nations' counter-terrorism architecture. In the majority of cases, UNCCT personnel and stakeholders perceived that the UNCCT's performance has improved since the transfer. These perceptions are corroborated by findings under the evaluation criteria, which show that important

effectiveness challenges remain, but that the overall performance trend for relevance, coherence and efficiency is positive.

Effectiveness: To what extent has the UNCCT 5-Year Programme achieved, or is expected to achieve its objectives, as set out in the Results Framework?

The *effectiveness* of the 5-Year Programme could not be determined. The finding is based on the assessment of all evidence gathered as part of the portfolio review, country and regional case studies, interviews and an electronic survey of Global Compact members. The evaluation could not identify and verify results against the four outcomes set out in the 5-Year Programme Results Framework. The programme delivered a large body of outputs, which are reported and observable. However, results at the output level can also not be determined against the framework.

A finding of "no determination" does not imply an absence of results. All sources show a large body of activities and outputs delivered. The in-depth review of country and regional case studies found at least three projects with a high probability of delivering outcomes. In a survey, responding Global Compact members showed acceptable levels of satisfaction with the results achieved through their collaboration with UNCCT. Rather, the finding reflects an underlying weakness in UNCCT systems for programme governance, monitoring and evaluation and for information management.

Relevance: To what extent was the UNCCT 5-Year Programme relevant to the needs, policies, and priorities of the recipient Member States, in their efforts to implement the United Nations' Global Counter Terrorism Strategy?

The *relevance* of the 5-Year Programme was satisfactory, to the United Nations' Global Counter Terrorism Strategy. The assessment of relevance was conducted against the *United Nations' Global Counter Terrorism Strategy*. All activities in the 5-Year Programme aligned to one or more of the UNGCTS pillars, and responded to a need expressed in requests from Member States. The performance trend is positive, as UNOCT mechanisms for programme governance and management have strengthened since 2018. However, relevance is still constrained by weakness in programme governance for setting strategic priorities that guide portfolio design and resource allocation, and which ensure that the most important needs are addressed. Relevance was also diminished by limited progress mainstreaming gender equality and human rights into the portfolio.

Coherence: To what extent is the UNCCT 5-Year Programme compatible with other United Nations' interventions that support implementation of the support implement the United Nations' Global Counter Terrorism Strategy?

The trend for external coherence in the 5-Year Programme was positive, between UNCCT's projects and those of other donors and implementers. From within UNOCT, the UNCCT is well positioned to strengthen the external coherence of its work within the UN counter-terrorism architecture. Sixty percent of UNCCT programmes reported in 2019 were implemented in collaboration with other Global Compact entities, showing deep UNCCT external engagements. Notwithstanding, the external coherence of the 5-Year Programme was constrained by weakness in programme governance, and the UNCCT's operational systems and procedures. These affect the quality of partnerships, and of the strategic decision-making needed develop internal and external synergies.

Evidence on the internal coherence of the 5-Year Programme is mixed. The 5-Year Programme was originally fragmented and comprised of a large number of smaller projects. The strengthening of programme systems, particularly the Programme Review Board and Standard Operating Procedures, is contributing to improved quality and consistency. The

transition to larger thematic programmes is likely to enhance coherence, as fragmentation is reduced. UNOCT internal coherence was diminished by maintaining two capacity-building units, noting some activities of the Special Projects and Innovation Branch duplicate the services provided by UNCCT.

Efficiency: Was the UNCCT 5-Year Programme delivered in an economic and timely manner?

Efficiency of the 5-Year Programme is satisfactory, focusing on the period since 2017. The finding reflects progress made by UNOCT, to establish the programme governance, policy framework, standard operating procedures and capacity needed to strengthen performance of UNCCT's 5-Year Programme. UNCCT contributes to the process, and benefits from UNOCT's institutional structure. These gains were achieved between 2018 and 2020, and are in the early stage of consolidation. The full results of improvement will not manifest as improved programme performance until the next programme cycle. The evaluation survey found high levels of dissatisfaction among Global Compact entities, with the efficiency of UNCCT systems for enabling collaboration.

Can the net benefits of UNCCT 5-Year Programme initiatives be expected to continue after programme closure?

The sustainability of the 5-Year Programme cannot be determined. The finding derives, in part, from the lack of evidence on the outputs and outcomes achieved. The in-depth study found only limited and anecdotal evidence of sustainability. Otherwise, the review of documentation found that projects generally lacked a sustainability strategy, and that sustainability was not effectively integrated into design, implementation or completion activities.

The results of *mainstreaming* efforts cannot be determined, as UNCCT did not keep disaggregated data to support assessment. The performance trend is positive. There is evidence that UNOCT has made tangible progress since 2018 in strengthening the policy framework for gender equality and human rights. In 2020, UNOCT also expanded the scope of its mainstreaming to include civil society engagement. Progress notwithstanding, human rights and gender equality were not effectively mainstreamed during the 5-Year Programme. UNOCT is in the early phase of consolidating policy gains within its operating systems and procedures and establishing the capacity for their implementation. This includes the monitoring capacity and software to gather disaggregated data for mainstreaming. Work also remains to build an institutional culture that supports the mainstreaming of gender equality and human rights.

Towards a Centre of Excellence

UNCCT *Plan of Action* (2015) was prepared to "ensure a considered and strategic approach to its development into a Centre of Excellence […]." However, the Centre's transfer into the new UNOCT structure was not based on a strategy or dedicated actions to conceptualise and develop the attributes required to become a Centre of Excellence, or to build recognition and support. Performance reporting did not monitor progress towards becoming such a centre, although a Concept Note (2019) acknowledged that the Centre has not "yet to meet its potential in becoming a Centre of Excellence".

Important stakeholders interviewed, inclusive of Advisory Board members and Global Compact entities, had limited or no familiarity with the proposal. The UNCCT is not yet able to demonstrate "excellence" through its results reporting, and was not perceived in a survey of Global Compact entities as making a significant contribution to the development of new knowledge, methodology and/or good practice. Important work remains, therefore, for UNCCT to build recognition and support as Centre of Excellence.

In the absence of a strategy, the evaluation proposes a roadmap through which UNCCT can achieve excellence during the next programme cycle, as a step towards becoming a "Centre of Excellence" (Section 4). Elements of the roadmap include refreshing the UNCCT's vision and mission, strengthening strategic and operational governance and a revised approach to UNCCT's comparative, among other issues. The proposal responds to the request in the evaluation's Terms of Reference for recommendations on how to further the development of UNCCT into a Centre of Excellence, as foreseen in the Secretary-General's vision statement (2014).

Summary of Recommendations

Recommendations of High Priority

Recommendation	Priority
Recommendation 1: UNOCT should review its Standard Operating Procedures for capacity development programme delivery. Where required, the SOPs should be streamlined and revised to clarify roles, responsibilities, the lines of accountability, and reduce transaction costs. The process can be led by the Programme Review Board.	High. Timeframe: Short-term
Recommendation 2: Convened by the UNCCT Advisory Board Chairperson, board members and UNCCT/UNOCT Senior Management should arrive at a position that enables the outcome monitoring of UNCCT programmes. The position should be consistent with UN regulations, norms and standards for monitoring and evaluation, and UNOCT's own policy and operating framework.	High. Timeframe: Medium-term
Recommendation 3: In order to fully fund Gender and Human Rights Units and staff that allow for mainstreaming capacity to be developed and maintained as required and envisioned, UNOCT should seek to place mainstreaming activities on the UN general budget. This will signify their importance, allow for long-term planning delinked from project cycles, and keep them protected from the varying levels of support provided by Member States.	High. Timeframe: Medium-term
Recommendation 6: The next Results Framework should include a clear statement of the UNCCT's expected impact and contribution to Member States' implementation of the UN Global Counter-Terrorism Strategy.	High. Timeframe: Medium-term
Recommendation 7: At the start of planning for the next programme cycle, UNCCT should refresh and revise its vision and mission statements. The statements should become the centre of a revised UNCCT Results Framework.	High. Timeframe: Short-term
Recommendation 8: The next programme cycle should be oriented around: a) A six-year *strategic plan,* to support balanced implementation of the United Nations Global Counter-Terrorism Strategy, allowing UNCCT to set and achieve medium-term strategic goals. b) The six-year strategic plan should be subject to a *biennial review*, synchronized with the biennial	High. Timeframe: Short-term

UNGCTS review, allowing for flexibility and adaption to changing conditions and priorities. c) A *portfolio re-oriented into a limited number of thematic programmes* rather than organized around the four UNGCTS pillars.	
Recommendation 9: UNCCT's programme governance structure should be revised by establishing: a) A UNOCT **Programme Board.** Chaired by the Under-Secretary General, the Programme Board will provide strategic leadership and oversight to the next UNCCT programme, and have final responsibility and accountability for its implementation. Among its functions, the **Programme Board** will approve the six-year strategy and plan, the annual plan and budget, and ensure the programme's internal (All-of-UNOCT) and external (All-of-UN) coherence. It will also be the point of engagement with the UNCCT Advisory Board. b) As a sub-committee of the Programme Board, establish a **Programme Review Committee** within UNCCT. Chaired by the UNCCT Director, the **Programme Review Committee** will have operational responsibility for ensuring the effective implementation of the next programme, through the review, approval, monitoring and operational oversight of programmes, according to the SOPs. Most of these responsibilities sit within the existing **Programme Review Board**, to be transferred as the Programme Review Board is closed.	High. Timeframe: Medium-term
Recommendation 11: UNCCT should continue to recruit counter-terrorism experts to lead and staff its capacity building programmes, supported by experienced Programme Managers. Adjustment may be required to support the orientation of the next programme cycle.	High. Timeframe: Continuous
Recommendation 14: With the purpose of consolidating a single capacity development unit within UNOCT, integrate the Special Projects and Innovation Branch, its relevant functions, programmes and personnel into UNCCT. The transfer should be completed prior to inception of the next multi-year programme cycle.	High. Timeframe: Short-term
Recommendation 15: UNOCT's monitoring and evaluation capacity should be re-organised, to reflect the functions set out in SOP No.13. As specific actions: a) The monitoring and evaluation functions currently hosted in the Strategic Planning and Programme Support unit should be separated, reflecting that monitoring and evaluation are separate tasks with a different purpose and requirements. b) The monitoring functions currently located in the Strategic Planning and Programme Support unit should be transferred to the UNCCT Programme Management Unit. The transfer consolidates monitoring capacity and integrates it with new programme systems. With time, UNOCT should expand the Programme Management Unit's mandate to cover all UNOCT contributions to implementation of the UNGCTS.	High. Timeframe: Medium-term

c) Transfer the evaluation function currently located in the Strategic Planning and Programme Support Section to the Office of the Under-Secretary General. The transfer is consistent with need for independence from the programme functions and gives the evaluation function direct access to strategic programme governance, planning and decision-making, and to institutional learning. The seniority of the lead officer needs to be increased, as does the function's capacity. d) The Programme Management Unit and the evaluation function require appropriate information management and analytics software.	
Recommendation 16: UNCCT should continue its efforts to diversify its funding base and develop a target for number of donors providing grants of more than $1 million, and report progress against that target.	High. Timeframe: Continuous

Recommendations of Medium Priority

Recommendation	Priority
Recommendation 4: The existing Programme Review Board should review ongoing projects and those in the pipeline for relevance and coherence against the objectives and programmatic structure of the next strategic plan, and to revise or remove those that do not meet the criteria.	Medium. Timeframe: Immediate
Recommendation 5: The Programme Management Unit should work with Programme Managers to: a) Produce a definitive list of projects authorised, initiated, completed, discontinued, and ongoing. b) Complete the project closure process for all completed and discontinued projects, c) Archive available 5-Year Programme documentation, to support future evaluation and for the historical record.	Medium. Timeframe: Medium-term
Recommendation 10: The Under-Secretary-General should develop with his leadership team a plan to develop a 'results culture' within UNCCT/UNOCT and monitor its implementation progress. The plan would be an integral part of the proposed *Six-Year Strategic Plan (2021-2026).*	Medium. Timeframe: Short-term
Recommendation 12: With support from colleagues in *Policy, Knowledge Management and Coordination Branch* of UNOCT and the Evaluation Officer*,* UNCCT should develop a plan for enhancing knowledge management within UNCCT to support programme delivery and staff development, and UNCCT leaders should consider investing more resources in staff development.	Medium. Timeframe: Medium-term
Recommendation 13: UNCCT visibility efforts should amplify clearly articulated strategic messaging from UNOCT's *Communication and Visibility Strategy*. Visibility efforts should reflect UNCCT's positioning as an integral part of UNOCT, be impact-oriented and emphasise UNCCT's contribution to the UN's overall counter-terrorism effort.	Medium. Timeframe: Medium-term

1. Introduction

1.1 UNCCT Background and Mandate

The United Nations Counter-Terrorism Centre (UNCCT) was established in 2011, following the recommendation in the United Nations Global Counter-Terrorism Strategy (A/Res/60/288, Pillar II, para 9) "that the question of creating an international centre to fight terrorism could be considered, as part of international efforts to enhance the fight against terrorism". The UNCCT became operational in 2012, as a unit within the Office of the Counter-Terrorism International Task-Force (CTITF). CTITF, and UNCCT within it, were located in the UN Secretariat's Department of Political Affairs (DPA).

The UNCCT received initial support through a voluntary contribution of $10 million from the Kingdom of Saudi Arabia. In 2014, Saudi Arabia donated an additional $100 million to continue financing the work of the UNCCT. The Kingdom's contribution is not earmarked and continues to provide flexible core funding. The UNCCT has subsequently received contributions from over 30 countries and other donors for specific projects.

The United Nations reformed its institutional architecture for counter-terrorism, in 2017. General Assembly Resolution A/RES/71/291 established the United Nations Office for Counter-Terrorism (UNOCT). The reform occurred on recommendation from the UN Secretary-General, in his report on the "Capability of the United Nations to Assist Member States in implementing the United Nations Global Counter-Terrorism Strategy" (A/71/858). A newly appointed Under-Secretary-General (USG) for Counter-Terrorism leads UNOCT.

The UNOCT's mandate comprises five core functions.[1] These include "strengthen[ing] the delivery of United Nations counter-terrorism capacity-building assistance to Member States" and enhancing coordination and coherence on counter-terrorism within the UN system. As part of the reform process, CTITF and UNCCT transferred from the Department of Political Affairs into UNOCT. UNCCT is now the capacity development unit of UNOCT. The UNOCT was further designated as Secretariat to the UN Global Counter-Terrorism Coordination Compact (hereafter, the Global Compact"). The Secretary-General launched the Global Compact in December 2018, as a platform for coordination within the UN system. UNCCT is an active compact member.

From establishment in 2011, therefore, UNCCT has been fully integrated into the UN counter-terrorism structure, with a programme and coordination mandate. During 2017, significant effort was dedicated to institutional change; the transfer from CTITF/DPA into the newly formed UNOCT and contributing to establishment of the office. As these changes occurred, UNCCT continued to implement the 5-Year Programme. From interviews, discussion on integration into a new UNOCT was ongoing during 2016, influencing decision-making within UNCCT on development of the programme.

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[1] See https://www.un.org/counterterrorism/about

1.2 Status of the UNCCT Five-Year Programme

1.2.1 Theory of Change, Results Framework and Causal Pathway

UNCCT developed the initial 5-Year Programme results framework as part of its *Programme of Work* for the third year of activity (2014-15).[2] During 2016, the Centre developed a more comprehensive framework to support implementation of its *5-Year Programme* (2016-2020).[3]

The results framework was designed to strengthen "[d]ecision-making, for the governance, management, design and implementation of UNCCT programmes", "[t]ransparency and accountability on programme results achieved and use of resources", "[e]vidence-based reporting to the Advisory Board, donors, and for the Centre's reports" and "[i]nstitutional learning, within the UNCCT and as a contribution to the broader counter-terrorism community".[4]

The framework comprises 48 activities, 12 outputs, four outcomes, with associated monitoring indicators and baselines.[5] The framework also lists three assumptions about the external factors and risks that UNCCT assessed to be key to reaching its outcome objectives. Figure 1 depicts the causal pathway set out in the 5-Year Programme, showing the linkages between inputs/activities, outputs, outcomes, the intended contribution to the UN Global Counter Terrorism Strategy (UNGCTS), and underlying assumptions.[6]

In addition, the 2019 Annual Report present five "core activities" in the 5-Year Programme: promotion of the UNGCTS, and information sharing on international norms, standards and good practice; strengthening the capacity of Member States and other entities; strengthening institutional frameworks; improving cooperation on implementation of the UNGCTS; and improving coherence and coordination in the UN system for delivering the UNGCTS.

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[2] UNCCT (2015), *the United Nations Counter-Terrorism Centre – Plan of Action.*

[3] UNCCT (2016), *5-Year Programme Contributing to the Full Implementation of All Four Pillars of the UN Global Counter-Terrorism Strategy.*

[4] Annual report 2016, p.54.

[5] UNCCT (2016), *Programme Results Framework for the UNCCT 5-Year Programme of Work* (2016-2020).

[6] A more detailed assessment of the 5-Year Programme's Theory of Change was provided in the Inception Report (March 2020).
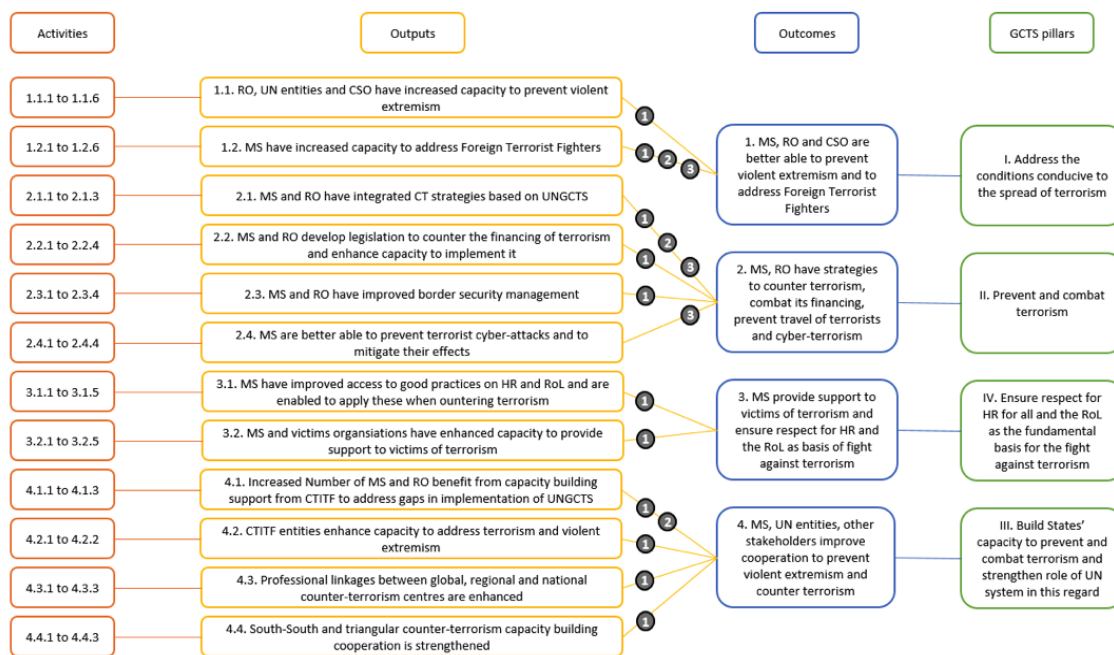
Figure 1 Causal Pathway of the UNCCT 5-Year Programme. Source: KPMG analysis of the UNCCT Results Framework

1.2.2 Status and Content of the UNCCT 5-Year Programme

The Annual Reports from 2016 to 2019 provide snapshots of the 5-Year Programme. By 2019, the programme comprised 51 projects categorised under the four pillars of the UNGCTS. Pillar I included 16 projects (31% of the total project by number), Pillar II comprised 13 projects (26%), Pillar III grouped 15 projects (29%) and Pillar IV comprised 7 projects (14%). Comparison with previous years shows an increasing percentage of projects in Pillars I and III, and a decreasing percentage in Pillars II and IV.

Allocation of projects to pillar (2016 to 2019)				
Pillar Year	Pillar I	Pillar II	Pillar III	Pillar IV
2016	3 (17%)	8 (44%)	2 (11%)	5 (28%)
2017	12 (28%)	12 (28%)	8 (19%)	11 (25%)
2018	13 (33%)	13 (33%)	7 (18%)	6 (16%)
2019	16 (31%)	13 (26%)	15 (29%)	7 (14%)

Table 1 Allocation of projects to pillar (2016 to 2019)

Over half of UNCCT's current projects (53%) are global in scope. The remainder are split between regional projects (25%) and national projects (22%). A majority of the projects (32, or 63%) in the 2019 Annual Report are ongoing (and some of these have only just been initiated). The 5-Year Programme began in 2016, but many projects were not initiated until some years later. This appears to be the result of an organic, iterative approach to portfolio and programme design, and delays in commencing some projects.

From the information provided in the annual reports, it is not possible to evaluate the status of the 5-Year Programme beyond headline figures (numbers of projects initiated, numbers completed and expenditure). The information provided is mostly activity-focused, and there are no baselines, so while the evaluation can determine with confidence that activities were implemented and the money disbursed, achievement at the 5-Year Programme portfolio-level cannot be determined from UNCCT's external reporting alone.

1.2.3 Financial Status and Resource Utilization of UNCCT 5-Year Programme

The UNCCT is funded by donor contributions through the *Trust Fund for Counter-Terrorism*. Since the Trust Fund's inception in 2009, UNCCT/UNOCT has received pledges totalling $236 million, of which it has received $163.4 million in cash contributions. $146.9 million of the pledges were allocated to UNCCT (the remainder to UNOCT).

As of 2019, the majority (79%) of funding for the 5-Year Programme came from the Kingdom of Saudi Arabia, which, after an initial contribution to UNCCT of $10 million, contributed a further $100 million to the UNCCT in 2015. Contributions have also been received from thirty other countries/organisations, including over $10 million pledged by the European Union. Combined, these contributions comprised around 20% of the resources mobilised. The UNCCT, therefore, remains dependent on funding from a single donor.

Resource utilisation data in the 2019 Annual Report shows 71% of expenditure was on 'programme' and the remainder on 'human resources'. This compares with figures for 2016 when 56% was spent on 'programme', 38% on 'human resources' and 6% on operating costs. In line with UN Secretariat practice, the annual reports provide an 'implementation rate' that is actually the proportion of budget that was expended (the 'burn rate' at the levels of the programme, the four pillars, and for individual projects), and not programme implementation against targets.

For 2019, the aggregate implementation rate for the 5-Year Programme was 75%, a reduction from the first year when it was 82%. However, given that the funding available to UNCCT at the beginning of the 5-Year Programme was, at $11 million, well under half what it was for 2019 ($27 million), UNCCT spent more money in absolute terms in 2019, reflecting the expansion of its programme activities.

2. Evaluation Objectives and Methodology

2.1 Background to the UNCCT 5-Year Programme Evaluation

The "Evaluation of the United Nations Counter-Terrorism Centre" was requested by the Chairperson of the Advisory Board, Ambassador Abdallah Y. al-Mouallimi, Permanent Representative of Saudi Arabia to the United Nations, and the Executive Office of the Secretary General (EOSG), in compliance with United Nations' regulations governing the evaluation of programmes (ST/SGB/2018, Article VII). The evaluation was subsequently commissioned by the Under-Secretary-General for Counter Terrorism. KPMG (International Development Advisory Services, Norway) was contracted in December 2019 by competitive tender, and the evaluation was completed between January and September 2020.

2.2 Purpose and Objectives of the Evaluation

The purpose of the evaluation was to:

Assess the performance of the current UNCCT 5-Year Programme and, based on the evidence, make actionable and balanced recommendations for future programme strategy and design.[7]

The *Terms of Reference* (October 2019) provide two evaluation objectives:

Objective 1	Provide a strategic and forward-looking report on the status and performance of the UNCCT's current 5-Year Programme, and make recommendations that inform the future strategy of the UNCCT.
Objective 2	Improve the performance of current project implementation and management, including visibility, monitoring and evaluation, resource utilisation and alignment of future projects to the UNGCTS.

The evaluation, therefore, was expected to contribute towards *accountability* for results and *institutional learning*, and provide recommendations to improve future performance. During the inception process, UNCCT and UNOCT senior management and the Chair of the Advisory Board emphasised a forward-looking approach, and the need for insights on UNCCT's transition into a Centre of Excellence for counter-terrorism capacity development, based on the original vision of the Secretary General (2014).

The scope of evaluation comprised:

- *The full portfolio of programmes and projects* implemented under the 5-Year Programme, either under implementation or completed as of 31 December 2019.[8]

- *The UNCCT operational systems and procedures* associated with the 5-Year Programme, for programme governance, management, operations, monitoring and evaluation and communications, or otherwise found to be relevant.

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[7] Annex A comprises the *Terms of Reference* for the UNCCT Evaluation (October 2019), inclusive of nine evaluation sub-objectives.

[8] The evaluation considered developments during the first quarter of 2020, particularly in relation to operating systems and procedures, where such information was available.

- Alignment of UNCCT programmes and institutional structure with those of the UNOCT, and the programme relationships with United Nations and external entities.

2.3 Evaluation Approach and Methodology

KPMG used a theory-based evaluation design to assess the results achieved by the UNCCT 5-Year Programme, and causal pathway and factors that explain those results.[9] Design was guided by five questions, responding to the evaluation objectives and criteria provided in the *Terms of Reference*.

Evaluation Criterion	Evaluation Questions
Relevance	To what extent was the UNCCT 5-Year Programme relevant to the needs, policies, and priorities of the recipient Member States, in their efforts to implement the United Nations' Global Counter Terrorism Strategy?
Coherence	To what extent is the UNCCT 5-Year Programme compatible with other United Nations' interventions that support implementation of the support implement the United Nations' Global Counter Terrorism Strategy?
Effectiveness	To what extent has the UNCCT 5-Year Programme achieved, or is expected to achieve its objectives, as set out in the Results Framework?
Efficiency	Was the UNCCT 5-Year Programme delivered in an economic and timely manner?
Sustainability	Can the net benefits of UNCCT 5-Year Programme initiatives be expected to continue after programme closure?[10]

Table 2 Evaluation Criteria and Questions

The methodology was organised around two evaluation components, with each component supported by work streams for data gathering and assessment.

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[9] The full methodology is set out in the *Inception Report* (May 2020), inclusive of KPMG's initial review of the UNCCT 5-Year Programme's theory of change. The Inception Report includes detailed information on the methodology, and the protocols used to conduct interview and gather data.

[10] The evaluation uses the revised OCED DAC criteria, as set out in *Better Criteria for Better Evaluation Revised Evaluation; Criteria Definitions and Principles* (2019).

Component I: An ex-post evaluative component to quantify UNCCT results, responding to the 5-Year Programme objective of contributing to full implementation of the United Nations Global Counter-Terrorism Strategy. Component I comprised three work streams for data gathering:

Performance assessment of the overall UNCCT portfolio.	Performance assessment of purposive sample of projects in Central Asia, Indonesia, Nigeria and Pakistan.	Operational review of UNCCT, with reference to the UNOCT architecture.
Data sources included: i) Results self-reported by UNCCT in the annual and quarterly reporting, and briefings to the Advisory Board. ii) An electronic survey of Global Compact member entities that collaborated with the UNCCT on the implementation of 5-Year Programme activities. iii) Interviews with members of the UNCCT advisory board, representatives of Global Compact entities and of non-United Nations capacity development institutions.	An indepth review of 30 programmes and projects, of which 23 had sufficient documentation to complete an assessment. Emphasis was placed on identifying output and outcome results. Data sources included programme documents, interviews with UNCCT Project Managers, implementing partners and, where possible, beneficiaries.	Data sources included: i) Documentation on UNCCT and UNOCT systems and procedures ii) Interviews with staff and managers in UNCCT and UNOCT.

Evaluation of the UNCCT's mainstreaming of crosscutting issues was integrated into all data gathering protocols and activities.

Component II: A f*orward looking component*, comprising: i) recommendation for successful closure of the 5-year Programme Portfolio ii) a roadmap for the next programme cycle, and for UNCCT's transition into Centre of Excellence. Component II drew on the assessments and findings of the first component. The findings from Component I provided inputs into the forward-looking Component II.
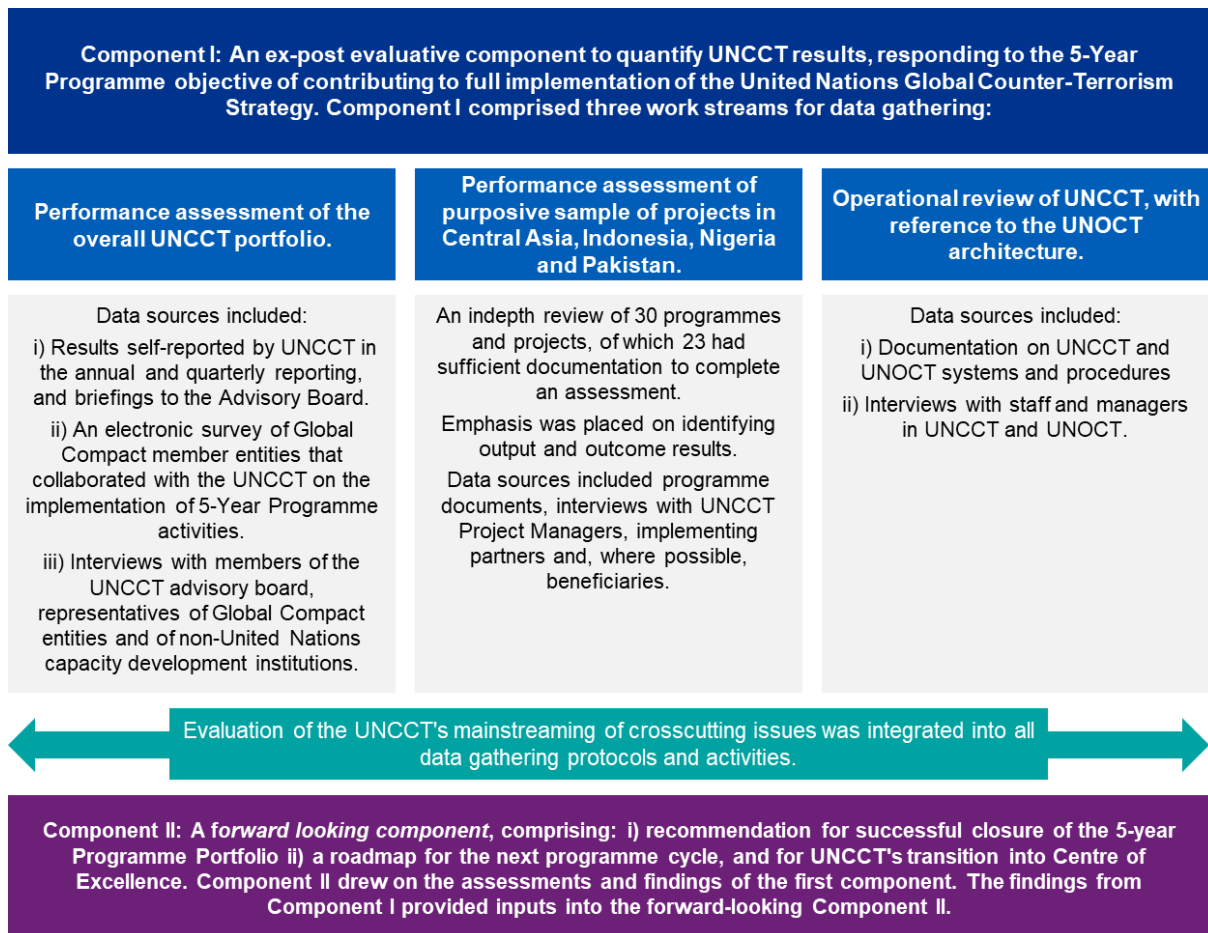
Figure 2 Evaluation Components and Data Sources

All evaluation activities were conducted within the protocols established and approved in the *UNCCT Evaluation Inception Report* (May 2020). The three evaluation data streams involved approximately 110 interviews, with 89 individual informants (alone and in groups), from UNCCT and UNOCT, the Chair and 18 members of the UNCCT Advisory Board, representatives of Global Compact entities and organisations outside of the United Nations' system.

2.4 Limitations on the Evaluation

Evaluation of the UNCCT 5 Year Programme was affected by the COVID-19 pandemic, as were all UNCCT activities. In discussion with UNOCT Senior Management and the Chair of the UNCCT Advisory Board, it was agreed that the evaluation should proceed with a revised methodology.

The COVID-19 pandemic affected all data gathering activities that were not document-based. Most important, the Evaluation Team was unable to travel for the four case studies. All interviews after 24 March were done online, as were other data gathering activities. The most significant effect was to limit access to programme beneficiaries and implementing partners, and to increase the transaction requirements for organising interviews with other informants.

Interviews were conducted with the Chair of the Advisory Board, and with 18 of the 21 board members, including with the European Union which is a guest member. The interview protocol focused exclusively on the members' perceptions of UNCCT results and performance, the factors contributing to results, the quality of UNCCT reporting and recommendations for improvement. The scope of evaluation did not permit an assessment of the board itself: a

review of the board's *Terms of Reference*, its operating procedures, the UNCCT's uptake of the Advisory Board's advice and guidance, or otherwise any aspect of the board's contribution to UNCCT performance. This was a significant and unfortunate gap, restricting assessment of how effectively the UNCCT is advised and the board's role as a critical point of engagement between UNCCT and Member States.

3. Assessment of the UNCCT Five-Year Programme

3.1 Effectiveness of the Portfolio

To what extent has the UNCCT 5 Year Programme achieved, or is expected to achieve its objectives, as set out in the Results Framework?

The effectiveness of the 5-Year Programme could not be determined. The finding is based on the assessment of all evidence gathered under evaluation Component I; the portfolio review, country and regional case studies, the interviews and an electronic survey of Global Compact members (Figure 1). The evaluation could not identify and verify results against the four Outcomes set out in the 5-Year Programme Results Framework. The programme delivered a large body of outputs, which are reported and observable. However, results at the output level can also not be determined against the framework.

The finding of "no determination" does not imply an absence of results. All sources show a large body of activities and outputs delivered. The review of country and regional case studies found at least three projects with a high probability of delivering valuable outcomes. In a survey, responding Global Compact members showed good levels of satisfaction with the results achieved through their collaboration with UNCCT. Rather, the finding reflects an underlying weakness in UNCCT systems for programme governance, monitoring and evaluation and for information management.

3.1.1 Results of the UNCCT Portfolio Assessment (2016-2019)

The overall effectiveness of the UNCCT 5-Year Programme could not be determined against the results framework, either at the outcome or the output levels. The evaluation conducted a comprehensive document review of the UNCCT 5-Year Programme portfolio, for the period 2016 to the end of 2019.[11] These sources consolidate the performance data self-reported by the UNCCT's monitoring and evaluation efforts, as set out in the UNCCT 5-Year Programme document.[12] Documentary evidence was augmented and verified by interviews with UNCCT personnel and Advisory Board members.

The performance data was extracted from the reporting, year on year, and re-organised against the 5-Year Programme's Results Framework. The assessment attempted to correlate the results reported against the UNCCT's own baselines, indicators and targets, for each of the 12 output and four outcome. The intent was to provide an empirical and quantifiable measure of progress, which was not done in the UNCCT self-reporting.

Using this methodology, it was not possible to determine progress and the programme's overall achievement against the Results Framework. The evaluation identified a large body of activities and outputs delivered by the UNCCT, between 2016 and the 2019. However, UNCCT reporting is largely narrative and supported with quantitative data at the activity level. The reporting does not correlate the results reported with the baselines, indicators, outputs and outcomes set out in the Results Framework. The reliability of the baselines and indicators was

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[11] The complete list of performance reporting consulted is included in Annex C. The scope of review includes UNCCT Annual and Quarterly Reports from 2016 up to, and including, the 2019 Annual Report.

[12] UNCCT, *Five-Year Programme 2016 – 2020; Contributing to Full Implementation of all Four Pillars of the UN Counter-Terrorism Strategy*, January 2016, pages 50 to 53.

uncertain, as they were often not based on assessments conducted during the project design phase. The UNCCT did not provide reporting at the Outcome level.

Key stakeholders have mixed perceptions of the UNCCT performance and results. Sixteen of the 18 Advisory Board members interviewed had a positive overall perception of the Centre's contribution towards the implementation of the Global Counter-Terrorism Strategy. However, when interviewed they had difficulty or were unable to identify specific results or achievements, with some exceptions for projects implemented in respondent's own country. Members cited the quality of the performance reporting, and lack of verifiable results information, as contributing factors.

The finding does not imply an absence of results. Rather, that for the period 2016 to 2019, the UNCCT did not systematically monitor the 5-Year Programme against the Results Framework, nor provide an evidence-based assessment of the results achieved. Further, the UNCCT did not evaluate any of the 17 programmes and projects reported to be "completed" by 2019.[13]

3.1.2 Country and Regional Case Studies

An in-depth study of programme initiatives in three countries and a region could not determine the effectiveness of the 5-Year Programme. As with the portfolio assessment, a "no-determination" finding does not imply an absence of results. The in-depth study observed a large body of activities, outputs and possible outcomes. However, weakness in the documentation and project design, and the lack of monitoring hindered coming to a determination on achievement against the Results Framework.

The scope of in-depth study included programmes and projects implemented in three countries (Indonesia, Nigeria and Pakistan) and one programme region (Central Asia). UNCCT reporting showed these as locations for a "cluster" of activities, each involving multiple programmes and projects. The clusters were expected to be rich in results information and lessons learned. The evaluation sample included 30 programmes and projects. Of these, 23 had sufficient documentation to support a full review. Of note, many of the sampled projects are ongoing, and with implications for the kind of results achieved.

Many projects in the sample were short-term and had limited budgets, with outputs planned on a commensurately modest scale. In these cases, outputs were observable and usually achieved in full or in part. In some cases, beneficiary organisations, donors and implementing partners provided positive feedback. However, in at least two cases (UNCCT-2017-64 and UNCCT-2017-67), the utility of handbooks was limited by delays in translation.

A small number of projects were too ambitious relative to the available funding and allocated timeframe. These projects showed implementation delays and/or had to be de-scoped. For example, UNCCT-2017-72 aimed to deliver a suite of National Action Plans and other assistance for up to ten countries and two regions, with a budget of $2.3M and against a timeline that was originally less than two years. The project was extended, and the design revised, to make the desired outputs achievable.

Across cluster study, there was a lack of focus on results at the outcome level, and the beneficiary-implemented outcomes expected. With few exceptions, the projects in the country/region case studies were activity or output-focused from the design stage onwards (examples include, but are not limited to, UNCCT-2013-14, UNCCT-2015-43, UNCCT-2016-45, UNCCT-2016-47 and UNCCT-2018-01-80). Moreover, organising workshops in beneficiary countries/regions was commonly identified in project documentation as an output

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[13] UNCCT advised that start-up of evaluation work was ongoing during 2020.

(and often the principal output) or even an outcome, rather than an activity (e.g. UNCCT-2017-67).

Project initiation documents rarely considered the causal linkages that would result in activities (e.g. a workshop) producing an output (e.g. individual learning) and onwards to an outcome (e.g. increased counter-terrorism capacity/capability in beneficiary institutions). The exceptions were projects delivering direct technical assistance or longer-term technical support, such as UNCCT-2014-34, UNCCT-2015-37, and UNCCT-2018-2-79.

The sampled projects remained activity and output-focused during implementation. Results at any level were seldom documented, with the exception of self-reporting to donors that presents the UNCCT's view of achievements. Across all four case studies, interviews with UNCCT Programme Managers generally confirmed that the sampled projects focused on activities and outputs. In some cases, interviewees, including beneficiaries and implementing partners, had the perception or experience of positive outcomes: UNCCT-2017-67, for example, delivered a handbook for social media investigations which an implementing partner believed was in use by Member States. However, the evidence of outcome achievement was anecdotal and not documented.

In several cases, projects generated a valuable output with the potential to lead to outcomes. However, there was a lack of investigation into whether the outcomes were achieved. Three examples in the sample show a high probability of achievement:

> **UNCCT-2015-37** successfully delivered a connection to INTERPOL's main criminal records database in Nigeria which, according to UNCCT staff, led to a quantifiable increase in Nigeria's use of API/PNR.

> **UNCCT-2014-34** delivered an immediate improvement in airport screening capability with an aviation security tool.

> **UNCCT-2018-01-80** delivered three well-received TVET workshops in Indonesia. The Ministry of Manpower assessed that TVET could play a role in the prevention of violent extremism. The Ministry has since shared the project training material with the TVET institutes it oversees, and will incorporate the material into its curriculum.

As additional projects showing possible outcomes, interviews with Programme Managers reported anecdotal evidence of benefits such as improved trust and confidence in partner organisations (e.g. UNCCT-2017-68), opportunities for networking among beneficiaries (e.g. UNCCT-2015-38, UNCCT-2017-68 and UNCCT-2017-69), increased awareness of/compliance with Security Council Resolutions, international treaties, and international norms and standards (e.g. UNCCT-2017-64 and UNCCT-2018-2-79).

UNCCT-2017-69 delivered significant outputs in the form of a counter-terrorism strategy for Turkmenistan, now adopted by the country's President and plans for capacity building in border security management. The Programme Manager further assessed the outcomes to include "soft" benefits from relationship building between national institutions in the region. An Advisory Board member confirmed that beneficiary countries had engaged positively. However, the evidence of outcomes is largely undocumented and remains anecdotal.

Programme Managers reported similar anecdotal evidence of intangible benefits, such as improved trust and confidence with partner organisations, opportunities for networking among beneficiaries, increased awareness of/compliance with Security Council Resolutions or international treaties, or norms and standards. Investigating, validating and documenting such intangible benefits is more challenging than doing the same for quantifiable results, but is equally important: intangible benefits (improvements in knowledge, skills, attitudes or

beneficial cultural changes) are more likely to be not fully realised or to diminish over time if they are not actively managed.

The thematic programmes that have been introduced into the 5-Year Programme are designed to include a broad range of outputs and outcomes, often across more than one UNGCTS pillar. This is a welcome development, although UNCCT's weakness is documenting its own achievements means that the results are not well captured in the reporting. In several cases, KPMG only became aware of the scale and scope of an intervention's activity when interviewing Programme Managers, suggesting a discrepancy between project documentation and actual activity, which further reveals a weakness in programme oversight and monitoring.

3.1.3 UNCCT External Relationships and Collaboration

Most Global Compact entities responding to an evaluation survey assessed the effectiveness of their collaboration with UNCCT as 'Satisfactory'. There was significantly less satisfaction with UNCCT's contribution to the development of new knowledge, method and good practice for counter-terrorism capacity development.

An electronic survey was conducted of the Global Counter-Terrorism Coordination Compact entities. [14] All 42 member entities of the Compact were invited to participate. Of these, 19 individuals from 11 entities responded, with an entity participation rate of 26 percent. All of the responding entities reported being engaged with UNCCT in some form of collaboration or coordination, and cited direct experience in their commentary. The respondents reported on collaborations with UNCCT across the four pillars of the UNGCTS, and had engaged in different forms of "projects", "programmes" and/or other forms of "joint efforts". The scope and type of experience, therefore, was relevant.

The majority of the Compact entities report satisfaction with the results and the effectiveness of their collaboration with UNCCT. Notwithstanding, a significant minority reported some dissatisfaction.
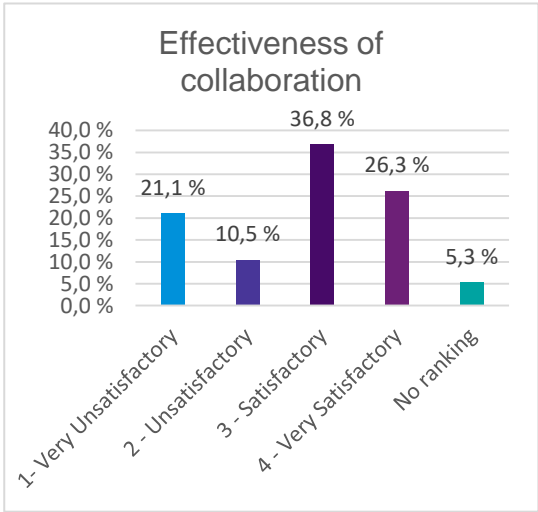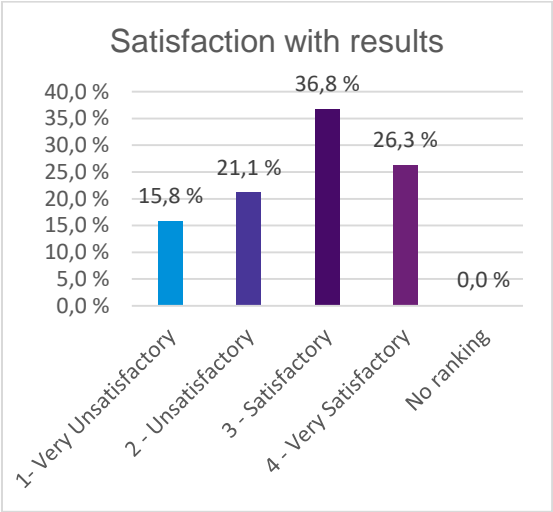

Figure 3 Compact member survey: Satisfaction with results

Figure 4 Compact member survey: Effectiveness of collaboration with UNCCT

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[14] Annex B comprises a comprehensive summary of the survey results. A summary of key findings is presented in Section 3.3.4 Engagement with other UN Entities.

Two-thirds of the responding entities are either 'Satisfied' or 'Very Satisfied' with the results achieved through their collaboration with UNCCT (63%). Both the satisfactory and unsatisfactory responses were weighted towards the middle. Some commentary provided by respondents noted greater coherence within the Compact Working Groups resulting from engagement with UNCCT, and a reduction of duplication between member entities. However, most of the feedback commentary was received from the 37% of respondents that reported dissatisfaction with the results. These respondents tended to highlight the operational factors constraining results achievement (the potential for a conflict between UNOCT's coordination and UNCCT's implementation roles; poor coordination in national or regional context; inefficient operating systems and approach to project assessment; a focus on activities and not sustainable impacts).

Rankings on the Effectiveness of Collaboration with UNCCT were comparable to the perception of the results achieved (63% 'Satisfied' or 'Very Satisfied'). Notwithstanding, dissatisfaction was more strongly expressed (37%, but with 21% responding they were 'Very Unsatisfied' with the effectiveness of their collaboration with UNCCT).

In the narrative responses for the Effectiveness of Collaboration, there was a positive overall perception of cooperation with UNCCT/OCT personnel (senior and at the operational level). Notwithstanding, concern was often expressed for weakness in the underlying UNCCT operational systems (capacity to engage in programme planning and assessment, and for coordination), contributing in some instances to ineffective coordination and duplication. Some respondents perceived a lack of transparency from UNCCT, particularly when operating at the national level and in a manner perceived as competitive. Regarding cooperation, several respondents observed that, with the establishment of UNOCT, it is sometimes difficult to identify "who was in charge of what" at UNCCT, and how UNCCT related to the other parts of UNOCT.

The majority of respondents were satisfied with the overall quality of UNCCT's inputs and contribution to the results achieved. There was less recognition and satisfaction, and more uncertainty about UNCCT's contribution to the development of new knowledge, methods and good practice for counter-terrorism capacity development.
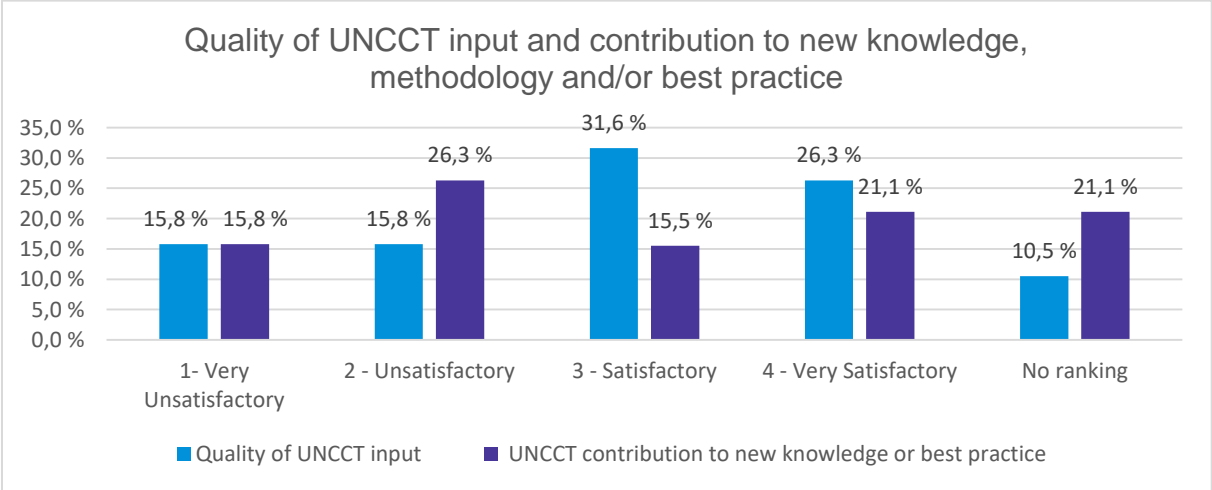
Figure 5 Quality of UNCCT input and contribution to new knowledge or best practice

The majority of respondents were 'Satisfied' with the quality of UNCCT's contribution (Quality of UNCCT Inputs, 57.9% combined 'Satisfactory' to 'Very Satisfactory'). The commentary provided with the ranking was less positive. Among the primary concerns, respondents from across the rankings perceived that the quality of UNCCT inputs was not consistent, with variation between and within projects. Several noted that UNCCT had provided

limited inputs to the initiatives they were familiar with and/or perceived that UNCCT does not share project implementation information. While acknowledging the professionalism of UNCCT personnel, some were noted as having limited experience with counter-terrorism and/or project management. A similar concern for on capacity was raised regarding UNCCT's programme monitoring and mainstreaming efforts.

The highest levels of dissatisfaction (combined 42.1%) or uncertainty (21.1% 'no ranking') was given to UNCCT's contribution to the development of new knowledge, methodology and/or good practice. Only 36.6% perceived that UNCCT's contribution was 'Satisfactory' or 'Very Satisfactory'. While some respondents gave examples of UNCCT knowledge products they considered valuable, most perceived that UNCCT generally worked with existing knowledge and good practice, and was not perceived as an innovator. The finding has particular relevance to UNCCT's transition into a Centre of Excellence.

3.2 Relevance

To what extent was the UNCCT 5-Year Programme *relevant* to the needs, policies, and priorities of the recipient Member States, in their efforts to implement the United Nations' Global Counter Terrorism Strategy?

The relevance of the 5-Year Programme was satisfactory, to the *United Nations' Global Counter Terrorism Strategy.* The trend is for improved relevance, which can be attributed to strengthening of the UNOCT's mechanisms for programme governance and management since 2018. Relevance remained constrained by the weakness in programme governance for setting strategic priorities to guide portfolio design and resource allocation. In addition, relevance was diminished by limited progress ensuring that gender equality and human rights were mainstreamed into the portfolio.

The assessment of relevance was conducted against the *United Nations' Global Counter Terrorism Strategy*, and whether the UNCCT portfolio aligned with its requirements. The evaluation took into account results of the General Assembly's biennial reviews, which took place in 2016, 2018 and 2020. The global strategy does not have a specific mechanism for identifying priority actions. For the UNCCT 5-Year Programme, the needs, policies, and priorities of the Member States were expressed through the requests of Member States for assistance.

Every programme or project in the 5-Year Programme aligned to one or more of the four UNGCTS pillars. The evaluation did not encounter a UNCCT intervention that appeared out of alignment with the strategy, and without the possibility of contributing to its implementation. From the in-depth study, a minority of projects showed an intervention not explicitly linked to a counter-terrorism or prevention of violent extremism outcome. For example, several TVET projects (UNCCT-2016-45, UNCCT-2016-47) delivered positive outputs, yet their relevance to a counter-terrorism or PVE outcome was unclear.

From the in-depth study sample, most projects responded to an identified need. These included a Member State request (e.g. UNCCT-2016-45 and UNCCT-2016-47), a CTED recommendation (e.g. UNCCT 2017-68 on border security management), or a Security Council Resolution (e.g. UNCCT-2015-37 on advance passenger information). A small number of projects showed they had been through a gap analysis, to ensure the project would address identified needs (e.g. UNCCT-2017-68 and UNCCT-2018-2-79).

Representatives of beneficiary Member State interviewed stated that projects responded to country requests, and met identified needs. Members of the Advisory Board interviewed also perceived that the 5-Year Programme was generally relevant to both the

UNGCTS, and to Member State needs. However, concerns emerged, from the in-depth study and interviews, about the degree of relevance that was achieved; the extent to which UNCCT had clearly defined strategic counter-terrorism priorities, or if the Centre was responsive to Member State and/or donor requests of mixed importance.

Relevance is constrained by the weakness in programme governance, for setting strategic priorities. The strengthening of programme governance since 2018 enhances the possibility of relevance. UNCCT proposals go through a more robust system of compliance and quality assurance that considers relevance, including a review by the Programme Review Board. Notwithstanding, there does not appear to be an executive level body with the UNOCT current structure, with responsibility for setting and oversight of the strategic priorities that guide decision-making within the UNCCT programme. Strategic-level guidance for relevance, therefore, is unclear.

Note is made of efforts during recent years to strengthen collaboration with other United Nations' entities that might contribute to priority setting. These are priorities derive from Security Council and General Assembly entities, from across the United Nations architecture for counter-terrorism, and linkage into the United Nations' development agenda (Sustainable Development Goal 16). In particular, the evaluation noted the strengthening of collaboration with the Counter-Terrorism Committee Executive Directorate (CTED) for implementation of CTED recommendations, and with Global Compact Working Groups.

Relevance is diminished to the extent that gender equality and human rights are not effectively mainstreamed into the 5-Year Programme. The evaluation identified important progress strengthening the policy framework, system and capacity for mainstream, which occurred since 2019 and built on initial work done by UNCCT prior to its transfer into UNOCT. While the policy framework is approved, important work remains to establish the institutional capacity to strengthen the effectiveness of mainstreaming. A gap exists, therefore, between the programme and the UN norms and values as set out in the global strategy, as well outcome achievement under Pillar IV.

3.3 Coherence

> **To what extent is the UNCCT 5-Year Programme compatible with other United Nations' interventions that support implementation of the support implement the United Nations' Global Counter Terrorism Strategy?**

The trend is for coherence is positive, internally within the 5-Year Programme and externally, between UNCCT's projects and those of other UN implementing entities. Notwithstanding improvements, coherence of the 5-Year Programme was constrained by weakness in programme governance, systems and procedures. These affect the quality of partnerships, and of the strategic decision-making needed develop internal and external synergies.

The UNCCT operates in a complex and often competitive multilateral counter-terrorism environment. Working from within UNOCT, which convenes the Global Compact, the UNCCT is well positioned to strengthen the external coherence of its work within the UN counter-terrorism architecture. UNCCT is leveraging this position. The Centre collaborated extensively with Global Compact entities in the delivery of projects. From successive Annual Reports (2016-2019), it is clear that UNCCT implemented the majority of its projects as collaborations with other Global Compact entities, e.g. the 2019 Annual Report notes that UNCCT implemented approximately 60% of its projects in collaboration.

Performance on coherence is constrained by weak internal mechanisms for priority setting and strategic governance. Further, the survey of Global Compact partners, interviews with implementing partners and UNCCT personnel and the country case studies all conclude that the quality of collaboration is varied. Partners often show dissatisfaction with the quality and results of their cooperation with UNCCT, usually citing weakness in the supporting systems and procedures.

Sampled projects that conducted gap analyses or responded to clearly identified needs demonstrated coherence with the activities of other implementers and donors. For example, UNCCT-2017-67 anticipated complementing INTERPOL's existing database of foreign terrorist fighters, while UNCCT-2013-14 intended to fill gaps in handbooks and guidelines used by UN agencies (OHCHR, UNHCR and UNODC). There was also evidence of positive collaboration between UNCCT with other UN entities and non-UN stakeholders, including the Global Counterterrorism Forum (e.g. UNCCT 2016-45 and UNCCT 2017-70).

The attribution of results to UNCCT as opposed to partner/implementing organisations was, in some cases, a point of contention. Some implementing partners claimed that UNCCT had sought to take credit for a project that the partners had primarily delivered, and that UNCCT's role was primarily funding the project. There were also differences of opinion among UNCCT Programme Managers and between UNCCT and other UN entities as to UNCCT's role and comparative advantage: some saw UNCCT as primarily a funder, some saw it as a coordinator of capacity building, and others saw it as an agency leading or collaborating on implementation. These finding speak to weaknesses both in relationship management and in communicating results.

Evidence on the internal coherence of the 5-Year Programme is mixed. In the case studies, interviewees highlighted concerns that the 5-Year Programme was fragmented and, in some cases, duplicative, with similar activities in different projects targeting the same regional and Member State beneficiaries. For example, four projects with substantial activities in Central Asia have potential thematic overlaps, and some interviewees questioned whether the current project structure in the region was sufficiently coherent. UNCCT programme managers also described some project activities and objectives moving from one project to another: UNCCT-2017-72, for example, initiated a *National Action Plan* for Kazakhstan, but this activity moved to UNCCT-2018-01-91. That said, UNCCT managers highlighted efforts to maintain coherence between projects addressing specific themes.

The transition requirements moving from a large number of small-scale projects to fewer thematic programmes is likely to reduce fragmentation and enhance internal coherence. The strengthening of programme governance and the underlying systems and processes instituted since UNCCT's transfer to UNOCT also creates an opportunity to improve coherence. Improvements to the operation of the Programme Review Board, a primary mechanism for ensuring overall coherence, will be crucial.

3.3.1 The Special Projects and Innovation Branch

Internal coherence is diminished by maintaining two capacity building units within UNOCT. The finding is based on institutional considerations, and is does not reflect negatively on the intensions or performance of either unit.

The Special Projects and Innovation Branch (SPIB) was established within UNOCT in 2019.[15] The SPIB evolved quickly into a large UNOCT unit UNOCT, with 38 extra-budgetary

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[15] From *Special Projects Innovation Division (SPID), Organization, functions and work plan for 2019-20*, Slide 2. The Special Projects and Innovation Branch (SPIB) was formerly the Special Projects Innovation Division (SPID). SPIB mandate is "Lead in the conceptualization, development and implementation of special technical assistance programmes that require increased coordination and partnership with other Global Compact entities, as well as in

funded positions estimated for 2021. This number is equivalent to approximately 50 percent of UNCCT's staff posts.[16] From reporting, the branch has developed a comprehensive portfolio of initiatives for product innovation, technical assistance, partnership development and service delivery.[17]

The practical distinction between the mandates of the UNCCT and SPIB is unclear. Many or all SPIB activities either fall within the UNCCT's mandate, or have a synergy with UNCCT's work. Both units are currently responsible for implementing capacity development programmes. There is a synergy between the SPIB's mandate for innovation, and UNCCT mandate and efforts to develop new programmes and methods. Here, the original vision that SPIB should innovate and pilot while UNCCT implements to scale has not been realised. Partnership development within SPIB is consistent with UNCCT's own efforts, and aspiration to become a Centre of Excellence.

Beyond the overlap between mandates and programmes, there is a perception that the UNOCT structure separating the functions of the SPIB and the UNCCT is source of institutional tension and competition, and produces duplication. The perception emerges from a large body of interviews. It is pervasive, internal and external to UNOCT. External respondents noted confusion over which unit, SPIB or UNCCT, had primary responsibility for capacity building within UNOCT. The arrangement is not conducive to efficiency or coherence.

3.4 Efficiency

Was the UNCCT 5-Year Programme delivered in an economic and timely manner?

Efficiency of the 5-Year Programme is satisfactory, focusing on the period since 2017. The finding reflects tangible progress made by UNOCT, to establish the programme governance, a policy framework, standard operating procedures and the capacity needed to strengthen performance of UNCCT's 5-year Programme. UNCCT contributes to the process, and benefits from UNOCT's institutional structure and resources. These gains were achieved between 2018 and 2020, and are in the early phase of consolidation. The full results of improvement are not likely to manifest as improved programme performance until the next programme cycle. The evaluation survey found high levels of dissatisfaction among Global Compact entities, with the efficiency of UNCCT past systems for enabling collaboration.

3.4.1 UNCCT and UNOCT Institutional Systems and Procedures

Assessment of 5-Year Programme efficiency focuses on UNCCT's organisational structure within UNOCT, and its engagement with other UN entities, primarily CTED and members of the Global Compact. Many of the structures, policies, systems and procedures referenced are

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the development of UNOCT surge capacity, the enhancement of partnership including with private sector, Academia and CSOs, and the identification and divulgation of innovative and technological solutions applied to preventing and countering terrorism, including in the areas of protection of critical infrastructure and soft targets, sport, investigative capacity, CT Travel on API-PNR and aviation security.

[16] Political Affairs, Annex I, *Organisational Structure and Post Distribution for 2021*, Office for Counter-Terrorism. Staffing is forecast to comprise 26 Professional, 11 General Service and leadership at the D-1 level.

[17] The evaluation did not review SPIB programmes, or otherwise make an assessment of their quality. From the most recent the *SPIB Quarterly Report* (May 2020), these include External Partnerships with entities in Civil Society, Academia and the Technology Sector, and programmes for: Countering Terrorist Travel; Aviation Security; Parliamentary Engagement to support UNGCTS implementation; Sports; the Protection of Vulnerable Targets; and National-Level Interagency Coordination Mechanisms. The SPIB also reports developing a Surge Capacity project to support the Government of Sudan's counter-terrorism efforts, in the context of transition (SPID, New Programmes and Status of Implementation, December 2019).

institutional; applied to all UNOCT units, inclusive of UNCCT, and located in UNOCT outside of UNCCT.

3.4.2 UNCCT External Collaboration

UNCCT's operational systems are not perceived as providing efficient support to collaboration, with 52.6% showing some level of dissatisfaction. The survey is collaborated by the results of the in-depth country and regional project study. These reflect engagements throughout the 5-Year Programme period, and provide an historical perspective.
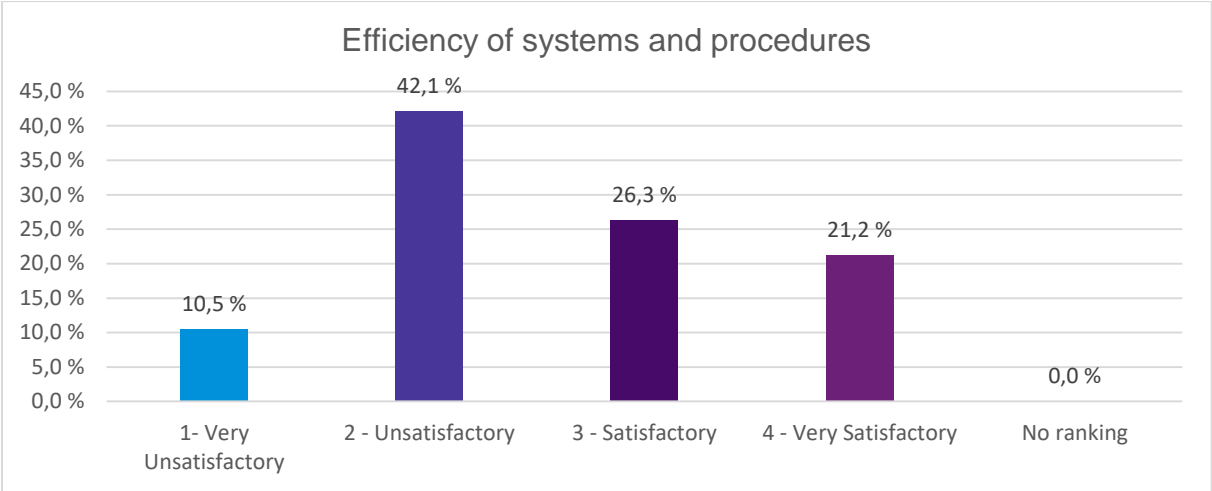

Figure 6 Compact member survey: Efficiency of systems and procedures

A small majority of respondents (combined 52.6%) perceive that UNCCT's systems and procedures are unsatisfactory, for enabling collaboration. From the commentary, the main enabler of cooperation is the professionalism of UNCCT personnel. Constraints to efficiency result from perceived heavy and bureaucratic grant-making procedures, slow processes for decision-making, a lack of transparency and reasonable predictability, and disproportionately resource-demanding project management requirements. Some respondents wrote that UNCCT staff do their best to mitigate the challenges arising from UNCCT systems and procedures. A lack of capacity for engagement on human rights mainstreaming and programmes was also cited.

The perception of collaborating Global Compact entities is consistent with evidence from the in-depth study of country and regional projects. The study found evidence of inefficiencies resulting from high transaction costs and protracted negotiation between UNCCT and other UN entities (e.g. UNCCT-2015-43). A significant minority of the projects experienced some form of delay or inefficiency, to which UNCCT's procedures contributed. Most common, several projects in the sample experienced start-up and implementation delays. Contributing factors included delays recruiting/contracting Programme Managers or specialist consultants, (now a UNOCT function), combined with coordination and implementation challenges with the beneficiary countries. UNCCT 2015-38 was delayed for 18 months, partly due to delays in recruiting a specialist Programme Manager. Several others projects (UNCCT-2015-43 and UNCCT 2015-43) experienced similar delays as personnel were recruited and onboarded.

3.4.3 Programme Governance

UNOCT structures for programme governance are not yet sufficient to provide the strategic-level programme direction, management control, accountability and oversight required for a portfolio with the complexity and size of the UNCCT 5-Year Programme. The finding takes into account progress establishing governance structures since UNCCT's transfer to UNOCT.

Since transfer, the UNCCT 5-Year Programme has been governed through UNOCT line management structures (with the Under-Secretary-General of UNOCT, also the Executive Director of UNCCT, having final responsibility and accountability for the programme), supported by a senior management team (principally the Deputy to the Under Secretary General and the Director of UNCCT), a quarterly meeting of the senior management and by the Programme Review Board (PRB), which was established in late 2017. The PRB Secretary is Chief of UNOCT's Strategic Planning and Programme Support Section (SPPS).

UNCCT receives advice and guidance from an Advisory Board, to which the Permanent Representative of Saudi Arabia serves as the Chair. The Advisory Board is not a governing body. The board's 21 members provide guidance and advice to the UNCCT. It functions as a *de facto* oversight body and channel for UNCCT to engage with Member States, its primary stakeholder group.[18] UNCCT reports to the board on a quarterly and annual basis.[19]

UNOCT still lacks effective mechanisms for programme governance and accountability. Focusing on UNCCT 5-Year Programme implementation, interview respondents noted that additions to the portfolio are often determined by demand rather than strategy. There is no mechanism for setting priorities, and collaboration with UNOCT units that support programme implementation has not yet achieved its potential for effectiveness. As contributing factors, respondents noted the complexity of managing roll out of UNOCT's policies, systems and procedures, within an institutional framework that is still relatively young. Also, UNCCT lacks the essential and accurate information on programme composition and status.[20]

These issues reflect a gap in the structure for programme governance, particularly at a strategic level. The 2018 OIOS audit concluded that UNCCT personnel required "more practical direction on the overall strategic vision and priorities of UNCCT and UNOCT to help guide the conception and development of their capacity-building projects." The audit added: "guidance was needed not only on the broad thematic areas on which capacity-building efforts should be focused, but also the nature of the activities to be undertaken" (OIOS 2018: 3). Although UNCCT accepted the audit recommendation that the 5-Year Programme be reviewed and updated, UNOCT does not have a mechanism for programmatic governance which sets out strategic scope and direction, authorises and oversees the programme's budget and expenditure, authorises changes to the programme, coordinates activity, and monitors results. The PRB performs some of these functions. However, its focus is operational and not strategic.

3.4.4 UNOCT Standard Operating Procedures

UNOCT approved 18 Standard Operating Procedure (SOPs) in 2019. The SOPs set out core UNOCT institutional standards and procedures, the roles and responsibilities of different units, and the work flow between.[21] UNCCT has been a core unit contributing to their development.

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[18] The Advisory Board is currently chaired by Saudi Arabia. It comprises the 21 Members States, with the European Union as a guest member.

[19] A 2018 audit of UNCCT, conducted by UN Office of Internal Oversight Services (OIOS), noted that UNCCT was committed to reviewing with Advisory Board members' Terms of Reference, including whether it "should have governing responsibilities for certain functions" (OIOS, 2018: 5).

[20] During the evaluation inception phase, KPMG received from UNCCT several spread sheet versions of the portfolio content and status. Between them, the versions showed discrepancies in the number and status of the projects listed, the names and codes of projects and where they positioned under the four programme pillars. Non-approved or discontinued projects were also listed. The Project Management Unit now retains a current and accurate list of UNCCT programme and projects.

[21] Annex F comprises a list of the 18 SOPs effective as of December 2019. The evaluation reviewed draft Terms of Reference for two units, and draft policies for gender and monitoring and evaluation.

For UNCCT, the new SOPS define the key requirements at each stage of the programme cycle, from initial development through to approval by the Programme Review Board and closure. Also, engagement with other UNOCT entities that support to the 5-Year Programme, or some aspect of UNCCT operations (Finance and Human Resources, among others). The SOPs are supported by a body of policy documents and protocols to standardise activities.

The SOPs are a tangible achievement, addressing critical pre-transition gaps in the Centre's operations.[22] Prior to transfer in 2017, UNCCT had a limited body of established systems and procedures, supporting its programmes. Those in place derived from the Department of Political Affairs, where UNCCT was previously located. A review of the SOPs that relate to project development, Project Review Board review and approval and monitoring and evaluation found that related system and procedures are in place, and in an early phase of being implemented.

After up to a year, the SOPs are in need of review and revision. UNCCT and UNOCT personnel interviewed noted that, the SOPs need to be streamlined and simplified. Personnel cited a particular need to clarify aspects of work flow between UNCCT and other UNOCT entities, and the lines responsibility accountability. Also, UNCCT personnel requested addition training on use of the procedures. The finding is supported by results of the in-depth country and regional study.

Evidence from the in-depth country and regional project study corroborates the need to review and streamline. Programme Managers highlighted inefficiencies in the engagements between UNCCT and other UNOCT units providing support services. Matters related to finance, contracts and recruitment were particularly noted as affecting UNCCT's operational performance, and its relationship with implementing partners and beneficiary countries.

> **Recommendation 1**: UNOCT should review its Standard Operating Procedures for capacity development programme delivery. Where required, the SOPs should be streamlined and revised to clarify roles, responsibilities, the lines of accountability, and reduce transaction costs. The process can be led by the Programme Review Board.
>
> **Priority**: High. Timeframe: Short-term

3.4.5 Programme Monitoring and Evaluation

UNCCT shows progress with establishing an effective monitoring and evaluation system. Previously, the weakness of UNCCT's monitoring and evaluation function was the primary factor contributing to the "no-determination" finding for Effectiveness. Progress is being made, therefore, on the 5-Year Programme's commitment to strengthen the monitoring and evaluation functions.

3.4.6 Status of Monitoring and Evaluation

The 5-Year Programme committed UNCCT to closely monitor and evaluate programme implementation. According to the programme document, UNCCT would generate a Logical Framework and ensure that monitoring requirements were integrated into the design of projects. Programme Managers had responsibility for conducting monitoring activities, and the Centre was considering options for software to track and consolidate performance data.

UNCCT completed the Logical Framework in 2016. Otherwise, prior to transfer in 2017, UNCCT did not have a dedicated monitoring capacity or system. Programmes and projects

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[22] Annex F comprises a complete list of the 18 Standard Operating Procedures approved as of December 2019.

were not monitored on an ongoing basis, data was not systematically consolidated against the Programme Results Framework, and no evaluations were conducted. Monitoring software was not set up, for institutional reasons related to the Department of Political Affairs.

Programme Monitoring

A comprehensive monitoring, evaluation and quality assurance system was established during 2019. Its core is set out in a series of Standard Operating Procedures (SOP No.2, SOPs No.4-8 and SOP No.13), and in a draft Evaluation Policy (2020). The new UNOCT system now comprises three levels:

Monitoring is integrated into programme governance and management processes, for design, implementation and closure, and for quality assurance. All projects proposals are now required to have a monitoring and evaluation plan (SOP No. 2, Action 16), a framework and tools for assessing performance against indicators and targets, and to consolidate performance data for reporting (SOP No.4). The plan is assessed and verified by the Programme Review Board, during the approval process. Programme Managers have the line responsibility for implementation of the monitoring activities, with assistance from the Programme Management Unit (SOP No.7). The SOPs further provide guidance for reporting and evaluation on programme/project closure. The evaluation verified that the procedures are in use, under the authority of the Programme Review Board.

The Programme Management Unit (PMU) was established in June 2019, in response to Office of Internal Oversight Services recommendations and as part of the UNOCT's ongoing change management process. The PMU provides technical assistance to Programme Managers, and it collects and consolidates programme monitoring data on a monthly basis. Data is archived, and consolidated at the portfolio level. Among other responsibilities, the PMU provides analyses of performance trends and advises senior and programme managers.

A Monitoring and Evaluation function was established, located in the Strategic Planning and Programme Support Section (SPPS), and meeting the addition functions of "audit, liaison, compliance and implementation". The specific monitoring responsibilities of the functions are limited and appear focused at the institutional level rather than UNCCT. From SOP No.4, SOP No.13 and interviews, the function contributes to capacity development on monitoring, and the quality assurance process (SOP No.4 and SOP No.13). The function is also responsible for evaluations, for all UNOCT units including UNCCT.

The monitoring system is in the early phase of implementation, and is not fully effective.[23] Establishing the system has complex governance, training, process and systems requirements. Informants and the document review show a consistent effort to establish and comply with the new processes, and improved quality in programme governance and the project documents. In particular, the evaluation verified that project approval is contingent on a results framework and monitoring plan. The PMU confirms that it is gathering and consolidating monitoring data, and making it available for management, reporting and communications purposes. Some training on the new SOPs and monitoring practices is occurring.

A constraint on system effectiveness is the absence of software for information management and analytics. Note is made the UNCCT's pre-transition efforts to develop a monitoring system were constrained for the same reason. UNCCT requires new software and system solutions, to meet the requirements of more complex reporting and analytics set out in the new SOPs. Any solution will likely have a UNOCT-wide application, for coherence within

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[23] From the SOPs, these include entities with the Office of the Under-Secretary General, Strategic Planning and Programme Support Section, Policy, Knowledge Management and Coordination Section and the Special Project and Innovation Branch.

performance monitoring at the institutional level. However, importing software into UNOCT systems is a United Nations' corporate matter, and decision-making is located with the Office of Information and Communications Technology (OICT). Approval of the comprehensive software solution preferred by UNOCT is not expected in the near future. This situation is a constraint across the UN Secretariat.

The PMU developed an interim solution, initially with an Excel-based database. Work began in June 2019 on a more advanced database with a metadata function, using a collaborative SharePoint platform. The roll out of Umoja E2 in 2021 is also expected to benefit monitoring efforts, including for desegregation of financial data to track expenditures against some performance indicators, including gender equality. However, these solutions remain interim and do not fully meet SOP requirements.

Monitoring at the Outcome Level

The UNCCT Advisory Board's position restricting programme-level monitoring at the outcome level is a binding constraint on UNCCT's results reporting. The position is inconsistent with the requests of board members, dating to 2016 and prior in the meeting minutes, that UNCCT should strengthen its monitoring and evaluation performance. Interviews also verify the other Global Compact members conduct outcome level monitoring and evaluation, as part of the contractual agreement with donors and benefiting countries.

Outcome monitoring tracks the results achieved by Member States using UNCCT-provided outputs. Some Member States understand outcome monitoring as an assessment of their performance with implementing the Global Counter-Terrorism Strategy. Monitoring, therefore, is perceived to infringe on their sovereignty. Political and security sensitivities are also cited. Yet absent outcome monitoring, UNCCT cannot describe and quantify its contribution to implementation of the global strategy, or meet good practice for accountability.

Recommendation 2: Convened by the UNCCT Advisory Board Chair, board members and UNCCT/UNOCT Senior Management should arrive at a position that enables the outcome monitoring of UNCCT programmes. The position should be consistent with UN regulations, norms and standards for monitoring and evaluation, and UNOCT's own policy and operating framework.

Priority: High. Timeframe: Medium-term

Programme Evaluation

UNCCT is in a position to conduct evaluations of its programmes. As of January 2020, one programme-level evaluation had been commissioned; this final evaluation of the UNCCT 5-Year Programme.

The standards for programme evaluation are now in place. SOP No.13 identifies the Monitoring and Evaluation function location in the Strategic Planning and Programme Support Section as having responsibility for overseeing and/or implementing evaluation activities (2019, para 14). SOP No.13 defines the types of evaluations to be conducted, the norms and standards to be used, and ensures their integration into the Project Monitoring and Evaluation Management Approach of each programme/project. A complementary evaluation policy is in draft form (June 2020), and the Project Review Board has finalised project closure procedures that enable evaluations (2020).

Initial work has been completed to establish the evaluation functions' operating capacity. However, the arrangements require some revision. The evaluation function is currently staffed with a single officer at the P-3 level, working from a service-oriented unit (SPPS). Evaluation functions are usually led by senior personnel located in the executive

office, and reporting to senior management. The positioning is intended to ensure the independence of the evaluation function, and a direct reporting line to programme governance at the strategic level.

3.4.7 Regional Offices

KPMG was asked to review the role of the UNOCT's regional offices, in relation to implementation of the current and future capacity development programme. On consideration, regional offices are units of UNOCT, and not of UNCCT. The offices, therefore, are outside of the evaluation scope. This is notwithstanding that UNCCT uses the regional office structure to support programme coordination and implementation activities.

3.5 Sustainability

Can the net benefits of UNCCT 5-Year Programme initiatives be expected to continue after the programme closures?

The evaluation finds that the sustainability of the 5-Year Programme cannot be determined. In part, the finding derives from the lack of evidence on the outputs and outcomes achieved – the results to be sustained. Further, there is limited or no documentation and limited anecdotal evidence to draw on.

There is a pervasive lack of documentation on project closure, the stage in the project cycle when it is possible to assess the sustainability of results. From the in-depth country and regional study document review, sustainability receives limited or no consideration during the project assessment, planning and design phases, nor is project implementation monitored from a sustainability perspective. While based on Member State requests, the absence of documentation on assessment and planning makes it difficult to determine the extent of national ownership and commitment. Persons interviewed, from within and outside UNCCT, reinforced the point. The situation may have changed since 2019, with the introduction of new UNOCT systems and procedures. However, changes would have a limited effect on projects under implementation prior to 2019.

The initiatives showing possible sustainability were usually larger programmes, of priority to Members States, integrated into institutional systems and resourced by them. A project on advanced passenger information (UNCCT 2015-37) led to the Counter-Terrorism Travel programme, while various projects on victims of terrorism led to the creation of a programme on this theme. The strongest evidence of sustainable benefits came from projects that developed organically and produced positive but unforeseen results. For example, UNCCT 2017-64 has led to a substantial but additional phase that is considerably more ambitious than the original plan (which was limited to producing a handbook).

In the absence of documentary evidence, the evaluation drew on findings from the indepth country and regional study. These are also limited, anecdotal and suggest unsatisfactory achievement. A Global Compact implementation partner advised that UNCCT did not plan for transfer of institutional knowledge. Another project secured additional funding for a third phase of capacity building, but there was no evidence that it developed a cadre of local trainers and experts to sustain the benefits of the initial capacity building effort.

UNCCT-2016-47 envisioned leaving technical equipment and training materials behind for beneficiary provinces after project completion. However, it cannot determined if these under-resourced provinces were able to use the materials. UNCCT Programme Managers advised that handbooks produced by earlier projects were in use by later interventions, whether through convenience or design, as with UNCCT-2013-14.

The evaluation identified a small number of projects from the country and regional study, which achieved promising results but did not have a strategy for sustainability. UNCCT-2014-34 (Aviation Security Training in Nigeria) took a 'training of trainers' approach to capacity building and provided technical assistance to reviewing Nigeria's regulatory system. The initial 35 'master trainers' went on to train 180 trainees, which appears to be a significant achievement. The project generated valuable (and expensive) intellectual property, in the form of training modules and content developed with a consultant organisation. The material would form the basis of a follow-on project, to continue activities in Nigeria and roll out the modules other beneficiary countries.

The follow-on project (UNCCT-2017-63) was delayed and transferred to SPIB, and was not yet activated. UNCCT interviewees judged that lack of sustained engagement with the Nigerian authorities meant that some of benefits were lost over time, and the potential long-term benefits of raising standards may not have been realised.

In some cases, project pilots did not lead to follow-on activities. UNCCT-2016-47, for example, piloted vocational trainers in youth prisons. According to the consultant delivering the project, the local governments were positive about the pilot project, and at least one of the three hoped to continue it. Interviewees were of the impression that the youth receiving the training were positively motivated. However, the project was not continued and there is no evidence of any sustained benefits.

3.6 Mainstreaming of Gender Equality and Human Rights

The effectiveness of mainstreaming gender equality and human rights into the 5-Year Programme cannot be determined. UNCCT does not yet gather disaggregated data on mainstreaming efforts, either for programme results or financing. The exception is some participation data at the activity and output levels. UNOCT has made tangible progress developing its policy framework for mainstreaming, and establishing the supporting systems, procedures, capacity and external relationships for their implementation. These actions are at an early stage and occur late the 5-Year Programme. If consolidated, they position UNCCT to improve its mainstreaming performance in the next programme cycle.

3.6.1 Mainstreaming in the 5-Year Programme

The 5-Year Programme commits UNCCT to mainstreaming gender equality and human rights into all of its programming, as well as to implement Pillar IV of the Strategy by focusing on human rights in Outcome 3 of the plan (2016: 46-47). Human rights and the rights of victims, therefore, were the focus of specific projects implemented under the 5-Year Programme, while human rights and gender equality were mainstreaming practices for the entire UNCCT programme.

The scope of UNCCT mainstreaming efforts was expanded. A UNOCT strategy for *Civil Society Engagement* was approved as of 17 January 2020.[24] Outcome III states UNOCT will ensure that "more structured, systematic civil society engagement is mainstreamed across the UNOCT and Global Compact Working Groups" (2020: 4). Further, the *2019 Annual Report* notes that UNCCT "established a civil society engagement capacity…" (2020: 8). Approval of the strategy, including tangible actions to mainstream civil society engagement within the UNCCT portfolio, occurred in the last year of the 5-Year Programme.

UNOCT further committed to work towards a goal of 15% of UNCCT's annual budget to be designed for the highest Gender Marker level (3), meaning that the main objective is "women's empowerment, gender equality, and addressing women's specific needs," to comply with the

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[24] UNOCT, *Civil Society Engagement Strategy*, as of 17 January 2020.

2015 call by the Secretary General for all UN managed preventing and countering violent extremist funds (S/2015/2016). UNOCT also sought to reach a goal of 30% of the UNCCT annual budget committed to projects compliant with Gender Markers 2 and 3 combined. It committed to facilitate these targets by strengthening the Centre's ability to track budget allocation percentages made towards gender equality.

3.6.2   A New Policy to Mainstream Civil Society Engagement

The 5-Year Programme commits UNCCT to engage with actors in civil society. The new UNOCT *Civil Society Engagement Strategy* (2020) expands the scope and character of UNCCT activities. Both the policy and actions for its implementation are recent. If consolidated, they position UNCCT to strengthen civil society engagement in the next programme cycle.

Persons interviewed, from among personnel from UNCCT and Global Compact entities, identified the lack of effective civil society engagement as an impediment for mainstreaming effectiveness. Notwithstanding a commitment to strengthen engagement as set out in UNOCT's *Civil Society Engagement Strategy* (2020), and to establish a civil society unit within UNCCT, the overwhelming view from interviews was that civil society actors are not involved in a meaningful or transparent manner.

Steps taken under the *Civil Society Engagement Project* (UNCCT -2018-I-CSO) are positive. They positon UNCCT to engage with civil society as an integral part of the United Nations' approach to counter-terrorism. Yet results under the 5-Year Programme appear limited. The *Annual Report 2019* states that "civil society input" and "participation" were included in several projects, without providing supporting evidence of results. Few of the projects reviewed as part of the country/regional case studies incorporated civil society actors as a partner. The gap is a critical missing element for achieving long-term results on mainstreaming, to be addressed in the next programme cycle.

3.6.3   Results of Human Rights Mainstreaming

The 5-Year Programme commits to mainstreaming human rights "in order for counter-terrorism efforts to succeed" (2015: 47). The commitment aligns the UNCCT programme with the General Assembly resolution adopting the Global Counter-Terrorism Strategy. The resolution affirmed that respect for human rights is the fundamental basis of the fight against terrorism and distinguishes the UN's counter-terrorism work from other entities (A/RES/60/288).

UNOCT made efforts to incorporate human rights mainstreaming into its policies and procedures; these are also applicable to UNCCT activities. The policies include adoption of the Guidelines on Human Rights Mainstreaming in UNOCT Projects and of a UNOCT Human Rights Mainstreaming Template. The guidelines and template inform Standard Operating Procedure No. 4, Project Management Processes and Programme Manager Responsibilities (2019). These documents are comprehensive, and they reflect due recognition and attention to the responsibility of all UN entities for promoting human rights as a core value of the United Nations system.

The implementation of new procedures for human rights mainstreaming is recent and was not evident in the project documents reviewed. With the information available, it was not possible to verify whether UNCCT uses the new procedures in a routine and comprehensive manner, or their effect within the 5-Year Programme portfolio. UNOCT has discussed plans to expand its human rights programme and recently initiated the recruitment of a new human rights officer with responsibility for compliance with the *UN Human Rights Due Diligence Policy*. This is an important addition to the UNOCT's capacity for mainstreaming, and is overdue.

However, even with this new post, the resources and capacity for the effective mainstreaming of human rights will require additional full-time staff with specialist expertise, and not personnel with split responsibility between human rights advising and programme management. Additionally, there is no specific human rights expertise at the Programme Review Board level, leaving out a quality control measure for programme approvals.

To strengthen these efforts the mainstreaming guidance and SOPs should include the incorporation of a human rights-specific assessment into the design and budget of new thematic programmes. Such assessments are necessary to provide evidence of successes and failures of human rights approaches to counterterrorism, and are a missing element required for excellence.

The UNCCT's current practice also reflects a blurring of approach and effect between Human Rights Mainstreaming and Outcome 3 of the 5-Year Programme, relating to Pillar IV of the Global Strategy. There is a lack of clarity about the difference between undertaking projects that specifically address the human rights aspects of counterterrorism and mainstreaming human rights across the 5-Year Programme and in all four pillars.

The evaluation did not find any preliminary assessments of the human rights results of UNCCT programming and whether the intervention might further enable abuses or discrimination. In interviews, UNCCT staff (with the exception of the human rights officer) did not distinguish between programmes with a human rights (Pillar IV) component or emphasis and human rights mainstreaming, i.e. taking into account the existing status of human rights protections in national counterterrorism institutions and processes and assessing the likely positive/negative effect that a particular UNCCT programme will have.

This is not to say that there is disregard for the importance of human rights. Rather, it has not been fully integrated into UNCCT processes, combined with a lack of understanding that mainstreaming human rights entails integrating human rights principles in programme design, implementation, and monitoring and evaluation. The new guidance and template documents should be helpful in addressing this. However, progress is likely to be slow without a fully staffed human rights unit.

Among UNCCT's more significant Pillar IV efforts is the flagship *Assistance to Victims* portfolio, implemented in collaboration with civil society organisations. Initiatives elevate the visibility of Victims of Terrorism, assist victims with training on media and provide a platform for cross-regional networking. These appear to show positive results, based on interviews with UNCCT personnel. However, they do not reflect a strong human rights mainstreaming process. As one UNCCT official noted, "there are no reflexes for human rights mainstreaming".

In the selection of case study projects, there was mixed evidence on human rights mainstreaming in terms of results. Some projects had a specific human rights focus (2013-14, 2017-64) so could be seen to have gone beyond mainstreaming. Others showed no evidence of human rights issues even being taken into account (projects 2016-45, 2016-47 and 2018-2-79). However, in most cases there was at least some evidence of a rights-based approach to implementation, with substantial content in handbooks and training workshops (projects 2015-37, 2017-67, 2017-70). Perhaps most importantly, there was a recognition in these projects that counter-terrorism by definition engages human rights issues (for example, project 2015-38 develops a human rights compliance checklist for scoping missions and involved consultation with OHCHR in the design stage, and 2017-68).

3.6.4 Results of Gender Mainstreaming

UNOCT has made progress since 2018 mainstreaming gender equality. UNOCT has taken important steps to establish a more robust, formalised Gender Programme within UNCCT. These are in accordance with policy guidance from the Secretary-General on the 15

percent funding goal for gender equality and women's empowerment programming, the Women, Peace and Security agenda, as well as the gender sensitivity required in the UN Global Counter-Terrorism Strategy.

Notably, "Gender Mainstreaming in UNOCT" has a project (UNCCT-2017-71) with the goals of strengthening support to Member States' implementing the UNGCTS and supporting the gender mainstreaming recommendations of the UNSG's PVE strategy. These are important, but the inclusion of Gender Mainstreaming as a project (comparable, for example, to building capacity in the use of social media) rather than as a component part of UNOCT's mission sends a counterproductive signal. The impacts/results of this project as described in the 2019 Annual Report include several projects that are actually run by UN Women.

UNOCT has taken important steps to establish a more robust, formalised Gender Programme within UNCCT. These are in accordance with policy guidance from the Secretary-General on the 15 percent funding goal for gender equality and women's empowerment programming, the Women, Peace and Security agenda, as well as the gender sensitivity required in the UNGCTS.

A Gender Advisor was hired in 2019, a new financial tracking system to verify the percentage of gender-oriented projects is in development, the newly adopted Project Management Standard Operating Procedures require gender analysis in project design and implementation, and there are Gender Mainstreaming Guidelines and a Gender Mainstreaming Project Initiation Template. The project approval process now includes a review of all project concepts by the Gender Advisor, and a gender marker system that ranks projects on a four-point scale for the extent to which they integrate gender considerations or promote gender equality as a primary objective. The Gender Advisor is undertaking a baseline gender assessment and developing a UNOCT Gender Policy, both of which should strengthen the portfolio of gender-responsive projects and increase compliance with the full UN gender mandate.

However, these initiatives were so recent that the evaluation team was not able to review completed gender mainstreaming templates, the baseline assessment and gender policy. Indeed, the *Gender Mainstreaming Guidelines* and template documents assume such comprehensive context assessment, detailed awareness, and civil society partnerships that they require substantial support for UNCCT programme management staff to implement.

The Concept Note (2019) for the creation of a Gender Programme for UNOCT and UNCCT envisions more than building internal capacity for gender-responsive programmes and policy. If implemented, the programme would create a unit responsible for expert guidance and capacity building on gender and PCVE/CT, which would serve as a resource to the broader UN counter-terrorism architecture. This would have significant benefits, including clearing up the current operational confusion that arises from having the Gender Advisor for UNOCT sit within UNCCT, causing partners to misunderstand which part of UNOCT is leading on Gender Mainstreaming.

A Gender Unit is under consideration, but not yet formed. Recent funding approvals for a P-3 position, General Level staff and consultants are a welcome development. However, the approval comes late in the programme cycle. The unit should be staffed with a senior specialist (P5), and not rely on consultants for the growth of the mainstreaming "reflex" practices.

The gender specific output (1.1.5) in the 5-Year Programme stipulates UNCCT support for integrating national UNSCR 1325 agendas on women, peace and security with PVE or CT national action plans, and for strengthening women's organization in CT activities aligned with the Global Strategy. This output is not a high-level outcome and activities tracking results for Output 1.1.5 are difficult to identify in monitoring or project reports. Even if there was evidence that these outputs were achieved, it would fall short of what the UN mandates: the UN System

Wide Action Plan (SWAP) requires a high-level outcome on gender. This will not be possible with the current staffing, structures and resources. The vision of the proposed Gender Unit is one that supports UNCCT as a model of excellence in counterterrorism capacity, coordination and programming practices. But these ambitious goals will be hard to implement without a fully-fledged unit.

Current structures are inadequate to ensure gender mainstreaming. In particular, there is no gender specific expertise on Programme Review Board, contributing to quality assurance. While the Gender Advisor has access to senior management through periodic briefings, interviews revealed that the advisor is consulted, in a routine and systematic manner, on designing projects and processes or on policy and programming decisions. UN partner entities and external stakeholders report confusion on how to engage with UNCCT on gender issues. There is lack of clarity over whether UNCCT is a donor or an implementer and the extent to which it has internal gender policies and guidelines.

There is a sense among stakeholders interviewed that gender issues are secondary. This is exemplified by the absence of UN Women from the list of strategic partners for counter-terrorism activities in the 5-Year Programme despite being an implementer on several UNCCT projects, as were other listed UN entities. Though the new guidelines and template positively address civil society engagement (especially women-led civil society organizations) on gender mainstreaming issues, these changes are recent and the documents reviewed did not contain evidence of consistent engagement with women's organizations or assessment of the potential harm caused by counter-terrorism programming in their communities. This point was raised forcefully during interviews with several Global Compact members.

In the sample of case study projects, the evaluation found mixed performance on gender mainstreaming. Some projects focus on the role of women in counter-terrorism. In most projects, gender issues appear to have been ignored (UNCCT-2016-45, for example). In some projects, substantial attention was paid to gender mainstreaming. Project UNCCT-2017-67 incorporated a detailed assessment of gender differences in the motivations, behaviour and recruitment of foreign terrorist fighters, identified gender inequality as a relevant factor in the recruitment of women, and called on UN Women to provide expert presenters. In other projects, gender content was incorporated into handbooks and training (e.g. UNCCT-2013-14 and UNCCT-2017-68).

Where integrated, gender mainstreaming was most commonly equated to ensuring a degree of female participation in workshops (examples included UNCCT-2014-34, UNCCT-2015-37, UNCCT-2017-70 and UNCCT-2018-2-79). In some contexts, that may be an important and powerful means towards highlighting the significance of gender issues in counter-terrorism. The Programme Managers of projects in Central Asia, for example, set out the challenged of achieving any female representation at events in a region where the counter-terrorism remains male dominated. In general, female attendance is an insufficient means of ensuring gender mainstreaming.

Recommendation 3: In order to fully fund Gender and Human Rights Units and staff that allow for mainstreaming capacity to be developed and maintained as required and envisioned, UNOCT should seek to place mainstreaming activities on the UN general budget. This will signify their importance, allow for long-term planning delinked from project cycles, and keep them protected from the varying levels of support provided by Member States.

Priority: High. Timeframe: Medium-term

3.7 Visibility

UNCCT visibility efforts are not effectively integrated into UNOCT strategic communications. Current visibility efforts appear to be focused on branding. They are not well linked to the broader UNOCT communications strategy, and the key messages that the strategy sets out.

The Strategic Communications function is located in the Office of the Under Secretary General, as a corporate service. According to the UNOCT's mandate, communications works to "improve visibility, advocacy, and resource mobilisation for United Nations Counter-Terrorism efforts". The scope of communications relates not only to UNOCT, but can extend to Global Compact processes as well. It aspires to communicate the overall United Nations approach and effort, anchored in the Global Counter-Terrorism Strategy, the values of the UN Charter and the concept of multilateralism.[25]

The UNOCT Communications Strategy translates into eight communication objectives, focused around convening a clear vision and key messages for the United Nations approach and work. One of these objectives relates specifically to UNCCT:

> *Raise the awareness of the UNCCT as the capacity development area of the UNOCT, a Centre of Excellence, which provides capacity building to member states in implementing the Global Counter Terrorism Strategy.*[26]

The other objectives and key messages are broadly relevant to the work of UNCCT, and expressed in the different aspects of programming. The brand character focuses on the United Nations' approach to counter-terrorism, and conveying that UNOCT's efforts are results-oriented and impactful. Aligning UNOCT's visibility plan (brand, strategic messaging, positioning) to follow the strategy took time to develop after the communications office was formed.

At a general level, the absence of monitoring and evaluation has been a binding constraint on effective communications. Visibility is an amplifier of communications, but still requires a clear message and position to build on. Without performance data, the UNCCT is positioned to raise the visibility of its *activities* but cannot communicate the *results* achieved against strategic messages. It lacks, therefore, the information and narrative to describe the tangible contribution the UNCCT makes to implementation of Global Counter Terrorism Strategy. In this context, visibility appears as branding separated from results and a strategic message, and is not impact focused.

Interviews show some improvement in UNCCT's visibility, which can be developed for stronger communications performance during the next programme period. The UNOCT resources available to communications have doubled since 2018. Within UNCCT, there is an effort to mainstream visibility into programmes and projects, beginning with inclusion of a visibility strategy during the development phase. The requirement is included within the SOPs, and is in use with the new generation of projects.[27]

However, the lack of results focus in UNCCT is both a major constraint on achieving communications and visibility objectives, and a more fundamental problem than UNCCT's profile. By treating visibility as something separate from achieving results, UNCCT risks focusing on the surface rather than the substance. Moreover, it was clear from interviews that the distinction between UNCCT and UNOCT is, for many stakeholders outside the two

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[25] *UNOCT Communications and Visibility Strategy and Plan*, 2018, Sections 1-6

[26] *UNOCT Communications and Visibility Strategy and Plan*, 2018, p.4. The strategy includes an Annex setting out a detailed plan for the communications approach, target audience, messages and activities.

[27] See Annex F listing UNOCT Standard Operating Procedures.

organisations, meaningless. Some went further and suggested that the brand differentiation between UNCCT, UNOCT, the Global Compact and other CT specialist entities simply created confusion, or an impression that the UN's counter-terrorism architecture is fragmented.

Another issue for the next programme period is the strategic character and brand of UNOCT communications, and the place of UNCCT and other UN counter-terrorism entities within this approach. There is discussion of an overarching communications and brand concept, focused in the "All of UN" approach and the results achieved by the United Nations system. At the same time, there is a tension between this approach and the need of Global Compact members to promote their own visible brand. The latter approach shifts the emphasis away from the larger UN strategic messaging to that of individual organisations.

Some in UNCCT and on the Advisory Board hold the perspective that communications should lift the visibility of UNCCT, in a manner that differentiates UNCCT from UNOCT, and from other UN entities. The discussion on becoming a Centre of Excellence is sometimes positioned accordingly. This perspective places a focus on strengthening the UNCCT's brand recognition, and less on the strategic messaging within communication products. It is less results-oriented and, therefore, not well aligned with the UNOCT Communications Strategy.

This difference of perspective leaves unsettled the issue of the UNCCT's identity, as an entity of the UNOCT and within the UN Counter-Terrorism architecture. There is no clear agreement yet on how to communicate the paradox of UNCCT being integrated within UNOCT and at the same time, function as a distinctive institution. Such identify confusion further hinders strategic messaging and brand development, as communications needs a position to build on. Identity confusion further points to deeper issue of the status of UNCCT within UNOCT, which appears unresolved for some stakeholders.

3.7.1 Lessons Learned and Good Practice

Based on the evaluation findings, KPMG identifies the following lessons learned:

1. UNCCT's position within UNOCT is a strength and comparative advantage. It is also an established fact of the new UN counter-terrorism architecture. The potential of this positioning is not yet fully realised. Effective integration of UNCCT into UNOCT will increase coherence and, ultimately, the UNCCT's impact. The current situation, of different internal and external perceptions of UNCCT's status within UNOCT, is a cause of confusion and constrains UNCCT's ability to make full use of its position.

2. Effective counter-terrorism capacity building requires investment in analysis, assessment and planning, to ensure that needs are identified and viable responses developed. Programme development should be framed within a limited number of clearly defined priorities. Beyond the biennial General Assembly Review, identifying such priorities requires consultation within the Advisory Board and Global Compact entities, and gives particular consideration to CTED technical assistance recommendations and analysis.

3. While accounting for Member State needs and perspectives, the UNCCT programme must be firmly rooted in the United Nations' approach to preventing and countering terrorism. This involves the visible integration into programmes of the relevant UN values, norms and standards, including the Sustainable Development Goals, CTED recommendations, and relevant Security Council and General Assembly resolutions.

4. Mainstreaming gender equality and human rights is fundamental to the balanced implementation of the UN Global Counter-Terrorism Strategy, and to ensuring that UNCCT programmes are aligned with, and reinforce, the UN's approach to counter-terrorism. Mainstreaming, therefore, is central to the UN's unique contribution to counter-terrorism.

5. UNCCT needs to focus on its contribution to the impact desired, which relates to managing the risk of terrorism through the implementation of the UNGCTS by Member States. Every

new programme should clearly and explicitly link its outputs and outcomes to that impact, showing the causal pathway for how that will occur. The results statement must be linked to objectives and indicators, and based on evidence gathered through monitoring and evaluation.

6. Impact will be limited without sustainability. Counter-terrorism capacity building is a multi-dimensional activity that links to broader development and security objectives, and development is sustainable by definition. At all levels, UNCCT needs to plan for sustainable benefits and focus more on ensuring that these are realised.

7. Visibility is not effective when approached as a branding exercise, and separated from the key messages of a strategic communications plan. Visibility should be explicitly linked to key messages and impact-oriented – highlighting the results of UNCCT programmes. Visibility should also reinforce an understanding of UNCCT position within UNOCT and the "All of UN" approach to counter-terrorism. These are key assets for the UNCCT to leverage. Visibility efforts that seek to differentiate UNCCT from UNOCT diminish the advantage of these assets.

8. Systems for monitoring, evaluation, quality assurance, information management and reporting are fundamental to results. They are essential to achieving excellence, and to the UNCCT's credibility. Well-designed SOPs are necessary, but UNCCT also needs to develop a results-oriented culture, where staff and managers are clear about priorities and objectives, and the importance of evidence based programming. A results culture and robust systems will deliver significant dividends.

9. UNCCT is one unit among several in the UN system working on counter-terrorism and capacity building. UNCCT's position at the centre of the UN counter-terrorism architecture is a comparative advantage. UNCCT has less advantage relative to some Global Compact entities, for field operations and direct programme implementation. Collaborative work, with and through other compact entities, is essential to achieving results. UNCCT, therefore, should complement other entities, taking into account also UNOCT's broader mandate and comparative advantages. Advisory Board and donor support are also needed to position UNCCT.

10. Piloting is part of UNCCT's approach, but without there being an articulated piloting strategy. A piloting strategy will be effective only when projects are planned and managed as pilots, with an effective monitoring and real-time evaluation apparatus and a systematic approach to select and scale-up implementation. The UNCCT's approach needs to be strengthened, with piloting as a dedicated part of programme innovation and development.

11. UNCCT has not been effective at learning lessons from its own activity. The Centre needs to embed a culture of organisational learning. UNCCT respondents were commendably self-critical when interviewed. This could be put to good organisational use by capturing tacit knowledge, reviewing successes and mistakes, and institutionalising organisational improvement. Gathering and dissemination of lessons learned can be expanded to engage other Global Compact entities, aligning UNCCT with becoming a Centre of Excellence.

12. The information and knowledge management entities of UNOCT (PMU, PKMCB and the Evaluation Officer, among others) have an important and collaborative role to play in consolidating knowledge, and channelling it for effective use in the governance, management and operations functions of UNCCT.

3.8 5-Year Programme Completion

The Terms of Reference require "actionable measures necessary to ensure successful implementation of projects in the remaining year(s) of the programme". However, according to the 2019 Annual Report, 32 projects/programmes within the 5-Year Programme are ongoing,

and several are still in inception or early phases. It is not possible, therefore, to draw a clear distinction between the 5-Year Programme and its successor.

In this light, efforts in the final months of the 5-Year Programme should focus on effective closure of the programme cycle, and preparing the structural conditions for the next cycle:

a) Ensuring, to the extent possible, that all completed projects are formally closed, according to procedure. Evaluations should be commissioned, as relevant.

b) Reviewing the project pipeline, to ensure there is coherence between the projects being developed and the orientation of the next strategic plan.

c) Prepare, strengthen and revise UNCCT/UNOCT structures, systems and procedures as necessary, to ensure that the next programme cycle begins with the underlying support it needs to be effective.

d) In particular, review and revise the relevant SOPs, with changes implemented before inception of the next programme cycle.

Recommendation 4: The Programme Review Board should review ongoing projects and those in the pipeline for relevance and coherence against the objectives and programmatic structure of the next strategic plan, and to revise or remove those that do not meet the criteria.

Priority: Medium. Timeframe: Immediate

Recommendation 5: The Programme Management Unit should work with Programme Managers to:

a) Produce a definitive list of projects authorised, initiated, completed, discontinued, and ongoing.

b) Complete the project closure process for all completed and discontinued projects,

c) Archive available 5-Year Programme documentation, to support future evaluation and for the historical record.

Priority: Medium. Timeframe: Medium-term

3.9 Conclusion: Impact of the Five-Year Programme

On the basis of the available data, it is not possible to determine the Five-Year Programme programme's results. The finding does not adequately capture results of the 5-Year Programme, but reflects weakness in the UNCCT's systems in monitoring, evaluation and information management. Through the in-depth country and regional studies, the evaluation has found anecdotal evidence that medium-term outcomes were achieved in a number of projects. Notwithstanding, these fall short of a quantifiable contribution to impact.

Recommendation 6: The next Results Framework should include a clear statement of the UNCCT's expected impact and contribution to Member States' implementation of the UN Global Counter-Terrorism Strategy.

Priority: Medium. Timeframe: Medium-term

4. Roadmap to Excellence

Chapter 4 sets out a roadmap through which UNCCT can achieve excellence, as a step towards becoming a "Centre of Excellence". Given the varied interpretations of the "Centre of Excellence", the focus is on what it would take for UNCCT to become "excellent" during the next programme cycle, as the preeminent United Nations' entity delivering capacity building assistance in support of the Global Counter Terrorism Strategy. The proposal responds to the request in the evaluation's Terms of Reference for "recommendations on how to further the development of UNCCT into a Centre of Excellence, as foreseen in the Secretary-General's vision statement".

The approach reflects the limited work done by UNCCT during the programme period to develop the Centre of Excellence concept. UNCCT *Plan of Action* (2015) was prepared to "ensure a considered and strategic approach to its development into a Centre of Excellence [...]." The Plan further notes that UNCCT, as a Centre of Excellence with subject matter expertise in key and under-addressed priority areas, would be charged with implementing new capacity building projects in priority countries and regions. "As UNCCT develops into a Centre of Excellence it will increasingly be able to contribute to the development of good practices and provide on-going support to Member States and CTITF entities." According to the Plan, this would include UNCCT providing support to enhance cooperation and coordination among States and regions, including by supporting the creation and strengthening of counter-terrorism mechanisms and centres.

UNCCT has made progress towards consolidating its institutional capacity, as the basis for becoming a Centre of Excellence. However, the Centre's transfer into the new UNOCT structure did not include dedicated actions to further conceptualise, develop and build recognition and support for becoming a Centre of Excellence within UNOCT. UNCCT performance reporting does not monitor the UNCCT's progress towards becoming such a centre and important stakeholders, inclusive of most Advisory Board members and Global Compact entities, have limited or no familiarity with the proposal.

UNCCT produced a draft Concept Note in 2019, presenting options to UNCCT into a Centre of Excellence as envisioned by the Secretary-General.[28] The note included proposals for delivering flagship capacity development programmes, playing roles in research, thought leadership, innovation and good practice and for acting as a convener within in the United Nations' system. These are all consistent with the functions of other UN Centres of Excellence. However, the concept note acknowledged that UNCCT has yet to meet its potential in becoming a Centre of Excellence. The evaluation also found uneven performance toward UNCCT's achievement of the characteristics described in the Secretary General's vision (2014) and common to becoming a "Centre of Excellence" in the United Nations system.[29]

4.1 Vision and Mission

Clarity of both vision (the desired future state of an organisation and its high-level goals) and mission (what the organisation does and how it works to achieve its vision) are essential,

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[28] UNCCT, "Draft Concept Note: Developing UNCCT as a Centre of Excellence" (2019).

[29] Section 5 of the *UNCCT Evaluation Inception Report* (May 2020) includes a detailed discussion of the Secretary General's original vision for the Centre (2014), and the characteristics of other Centres of Excellence in the UN system.

especially when operating in complex environments with multiple stakeholders. The framework for UNCCT's vision and mission were set out in the former Secretary-General's *Vision Statement of the Future Role of UNCCT* (2014).[30]

4.1.1 Refreshing UNCCT's Vision and Mission

The Secretary General's Vision Statement (2014) sets out a desired future state – to "transform UNCCT into a Centre of Excellence serving the world". The Vision Statement's six priorities add that UNCCT will draw on "subject matter expertise on issues that are not covered by other parts of the UN", and ensure that counter-terrorism is mainstreamed into UN priorities (conflict prevention, social and economic development, and promotion of human rights). In seeking to define the vision further, the evaluation encountered multiple perspectives on UNCCT's goals. Some respondents emphasised capacity building goals in Member States, some proposed that UNCCT should become a global source of expertise, while others saw the Centre's role as coordination. Another perception was to reposition UNCCT outside of UNOCT, affiliated but autonomous.

This roadmap proposes that UNCCT update and refresh its vision statement, to encompass the following elements:

- Reaffirming the priorities envisaged by the former Secretary-General, in his original 2014 statement.

- Emphasising the added value of the United Nations to counter-terrorism efforts, and strengthening the "All of UN" approach to delivery.

- Explicitly linking the UN's counter-terrorism efforts to the values, goals and purpose set out in the UN Charter, to Global Counter-Terrorism Strategy and the UN's broader agenda for peace, security and development, as set out in the Sustainable Development Goals.

UNCCT's 'value added' is its mandate, derived from the General Assembly and rooted in the UNGCTS, as the United Nations' capacity building entity for counter-terrorism, providing support to the strategy's balanced implementation across all four pillars. In this role, the UNCCT will be a standard bearer for the UN approach to counter-terrorism, and for the UN values, norms and standards on which the strategy rests. The positioning provides a clear institutional framework for programme governance and strategic communications.

> **Vision Statement**
>
> As an integral part of UNOCT, and of the United Nations' Counter-Terrorism architecture, UNCCT shall:
> - Build the capacity of Member States, and the United Nations global community, to prevent terrorism and become more resilient to terrorist threats, by comprehensively implementing the Global Counter-Terrorism Strategy.
> - Assist Member States in promoting the norms and values of the UN in counter-terrorism, particularly in ensuring a rights-based approach to counter-terrorism.

Figure 7 Candidate Vision Statement for UNCCT

UNCCT's mission is counter-terrorism capacity building, especially in the countries and regions most affected by terrorism.[31] However, there are different ways of approaching this mission, and respondents interviewed had widely differing views on whether UNCCT was primarily an implementer, a funder or a coordinator of counter-terrorism capacity building. The UNCCT's

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[30] Ninth Meeting of the UNCCT Advisory Board: Summary Record, 7 November 2014.

[31] Summary Record, p. 4.

relationship with other Global Compact entities is central to the question of how the Centre approaches its mission.

The evaluation found that the UNCCT already implements a significant proportion of its portfolio with or through other Global Compact entities. While UNCCT may continue to develop its own implementation capacity, the Centre's comparative advantage in relation to Global Compact entities lies with product design, coordination, political/diplomatic support and resource mobilisation, rather than in operations. UNCCT's position in UNOCT also means it has the potential to demonstrate greater thought leadership in counter-terrorism capacity building, including new approaches to monitoring and evaluating results.

UNCCT should, therefore, adapt and refocus its mission on four tasks:

a) Identifying counter-terrorism capacity building requirements from the UNGCTS, UNSCRs, CTED assessments, and from Advisory Board requests and recommendations, and organising these into a prioritised strategic plan of capacity building projects and programmes, ensuring that all four pillars and cross-cutting issues are incorporated across the programmes.

b) Developing products and services to build UN values-based counter-terrorism capacity in Member States, through priority setting, and investment in assessment and design.

c) Leading and supporting the implementation with Global Compact partners and others of the proposed 6-Year Strategic Plan (see below), and ensuring that intended outcomes are achieved.

d) Improving the 'knowledge base' of counter-terrorism capacity development through more effective monitoring and evaluation of the UN's related activities, in collaboration with Global Compact entities and Members States, and feeding this back into capacity development products and services.

Mission Statement

UNCCT will achieve its vision by:

- Identifying counter-terrorism capacity building requirements and organising these into a prioritised strategic plan of capacity building projects and programmes.
- Developing products and services to build UN values-based counter-terrorism capacity in Member States, also reflecting the Sustainable Development Goals.
- Leading and supporting the implementation by Global Compact partners and others of the strategic plan, and ensuring that intended outcomes are achieved.
- Improving the 'knowledge base' of counter-terrorism capacity development through more effective monitoring and evaluation.

Figure 8 Possible Mission Statement for UNCCT

Recommendation 7: At the start of planning for the next programme cycle, UNCCT should refresh and revise its vision and mission statements. The statements should become the centre of a revised UNCCT Results Framework.

Priority: High. Timeframe: Short-term

4.2 Orientation of the Next UNCCT Programme

4.2.1 A Six Year Strategic Plan

The 5-Year Programme should be re-oriented as a *strategic plan* to support balanced implementation of the United Nations Global Counter Terrorism Strategy, covering all four pillars. Given that 'programme' is also used for thematic actions within the 5-Year Programme, for clarity the roadmap refers to the next cycle as the *Strategic Plan 2021-2026*, reserving 'programme' for its constituent parts.[32]

The *Strategic Plan* should to combine flexibility (response to events and changing priorities) with clarity of purpose (ensure shared understanding and coordinated effort within UNCCT and across the Global Compact). It must further ensure that the UN is adding value, and be designed to leverage the whole of the Global Compact as well as its own efforts and resources.

KPMG proposes a six-year timeframe, ensuring that UNCCT has sufficient time to set achievable strategic objectives and seek genuine impact. Within the six-year timeframe, the UNCCT will need to review its progress, ensuring responsiveness to change and that the Centre is on track to achieving its intended outputs and outcomes.

4.2.2 Biennial Progress Review

To ensure that the six-year Strategic Plan remains relevant and aligned to the UNGCTS, and responsive to changing conditions and priorities, KPMG proposes *a formal biennial review*, synchronised with the biennial UNGCTS review, with the option of a lighter-touch review in the intervening year at a point determined by the Programme Board. The proposal also serve to focus UNCCT's monitoring activities, within a predictable timeframe.

The purpose of the *Strategic Plan Biennial Review* would be to assess progress, identify shortcomings, and if necessary amend priorities and programme themes. At the biennial review, UNCCT would be expected to demonstrate achievement of outcomes and contribution to intended impact, rather than outputs and activities.

4.2.3 Strengthen the Focus on Programmes rather than Pillars

KPMG proposes further that UNCCT continue its efforts to r*eorganise the portfolio into thematic programmes rather than projects*. However, KPMG also recommends that *the UNCCT ceases to organise (programmatically and organisationally) into the four pillars of the UNGCTS*. This proposal responds to concerns that, while the four pillars clearly articulate the strategic imperatives of the UN's approach to counter-terrorism, they make less sense as a programmatic structure.

A balanced and comprehensive approach to the UNGCTS, in which human rights and gender are mainstreamed rather than allocated to silos, implies that each programme should address more than one pillar. It appears that this is already occurring. Pillar IV should be addressed by all programmes, given that human rights is an essential aspect of all counter-terrorism capacity building, and that UN values are central to UNCCT's mandate.

The Strategic Plan should be structured around a Theory of Change and Results Framework that sets out the Plan's intervention logic and intended outcomes and impact. To ensure balanced implementation, KPMG proposes that the Results Framework – rather than the programmes – s*hould be structured around the four pillars of the UNGCTS*. In other words,

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[32] Note that PRINCE 2, which is UNCCT's approved project management approach, defines 'programme' as "a group of related projects managed in a coordinated way to obtain benefits and control not available from managing them individually".

each pillar would constitute a 'results area' in the framework and would generate a series of specific outcomes and outputs, while programmatic activity to deliver the results would be cross-cutting. UNOCT can expand the use of this framework, to capture and report on its entire contribution to the UNGCTS.

Figure 8 provides an illustration of the proposed relationship between thematic programmes and the four pillars. Thematic "Programme A" covers three pillars, "Programme C" covers two pillars, while B and D cover all four. In this illustration, it has been assumed that all programmes will have some relevance to Pillar IV, given that human rights issues are always engaged in counter-terrorism capacity building, and that arguably all capacity building potentially engages Pillar III. For each programme, outputs and outcomes would be allocated to the relevant pillars. At the level of the Strategic Plan, a new Results Framework would be structured by the four pillars (which would equate to the Framework's 'result areas') rather than by thematic programmes. This would ensure that balanced implementation was monitored, evaluated and reported on to Member States and other stakeholders.
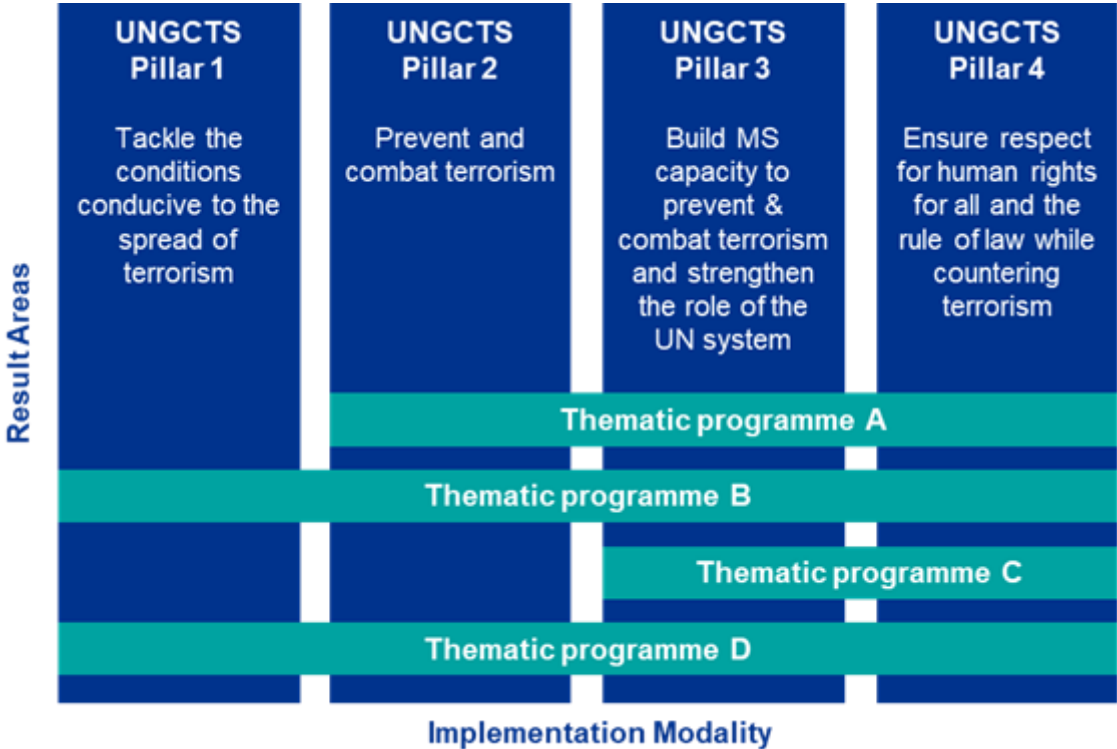
Figure 9 Illustrative structure for delivery of the proposed Strategic Plan

This programme structure should also permit a more strategic approach to piloting (developing innovative projects and selecting the most successful for scaled-up delivery). Piloting is a standard method of developing products and services. As the evaluation has recommended that UNCCT should absorb the Special Projects and Innovation Branch, with its mandate for innovation, it would be up to each programme to select and develop its constituent projects and activities. Piloting would be an integrated part of each programme, but should be supported by the PMU with piloting tools and guidance.

4.2.4 Focus UNCCT's Comparative Advantage

In most cases, *delivery of the programmes will be in partnership between UNCCT and Global Compact entities* (with other external partners where appropriate). Moreover, given the findings in relation to UNCCT's comparative advantage, KPMG proposes that *UNCCT steps back from*

direct implementation and seeks to work more clearly and consistently through implementing partners. The proposal does not mean that UNCCT should cease implementation – rather that it should shift focus, where possible, *to develop, lead and coordinate programmes*, leaving operational delivery to those entities with established and more substantial field capacity. The approach is also consistent with transition into a Centre of Excellence.

Recommendation 8: The next programme cycle should be oriented around:

a) A six-year *strategic plan,* to support balanced implementation of the United Nations Global Counter-Terrorism Strategy, allowing UNCCT to set and achieve medium-term strategic goals.

b) The six-year strategic plan should be subject to a *biennial review*, synchronized with the biennial UNGCTS review, allowing for flexibility and adaption to changing conditions and priorities.

c) A *portfolio re-oriented into a limited number of thematic programmes* rather than organized around the four UNGCTS pillars.

Priority: High. Timeframe: Short-term

4.3 Programme Governance

For UNCCT to achieve excellence, it must integrate more firmly into the UN Counter-Terrorism architecture, and leverage an 'All-of-UN' approach to counter-terrorism capacity building. Governance in and through the UN system is, therefore, essential. The Advisory Board performs a valuable role providing guidance and advice and mobilising Member State support. However, the Board's function is advisory, and accountable programme governance within UNOCT needs to be strengthened.

KPMG proposes a revised programme governance structure. The scope of evaluation focuses on the UNCCT. However, the intention is that all UNOCT programme activities should be governed under one process, within the same SOPs and reporting to an overarching and common UNOCT results framework. A single governance process is essential to internal coherence, and to effective management. In this regard, the capacity development programme implemented by UNCCT is understood as one element of the UNOCT's larger programme and other programme activities, such as those implemented by the SPIB, would be governed within the same process.

A *Programme Board* would be created within UNOCT. The *Programme Board* would be chaired by the Under-Secretary-General, and comprise the Deputy to the Under-Secretary-General, the UNCCT Director, and the Chief of PKMCB (responsible for coordination/support to Global CT Coordination Compact). Relevant UNOCT functions and representatives of selected partners from the Global Compact may be invited as observers, as necessary and to ensure coherence.

The *Programme Board* would have executive authority, and be accountable for the Strategic Plan's development, delivery, monitoring and review, and ultimately for the results achieved. It would receive advice from the Advisory Board and consult more systematically with the Global Compact, through procedures that are established, predictable and supported by a Secretariat within the Office of the Under-Secretary-General.

To support the *Programme Board*, and to separate the strategic and operational functions of programme governance, KPMG proposes the current *Programme Review Board* be re-mandated as the *Project Review Committee* (PRC). The Committee would act as a sub-committee of the Programme Board, institutionally linked by the UNCCT Director, with a Secretariat located in the Programme Management Unit, and revised Terms of Reference. Led

by the UNCCT Director and accountable to the *Programme Board*, the Committee would be comprised of UNCCT Senior Managers. As with the Programme Board, the intention is that all UNOCT programme activities would eventually fall under the Committee, and not just UNCCT.

The *Project Review Committee* would be an operational body, technically focused and working within its current mandate for programme review, quality assurance and oversight. The Committee would exercise operational control over the Strategic Plan, not just selection of projects and financial decisions, but management throughout the programmatic lifecycle, and results monitoring. To assist in this expanded role, the Project Review Committee should include dedicated expertise on cross-cutting subjects and mainstreaming best practice. The Under Secretary General would remain the final signing authority.

GOVERNANCE BODY CHARACTER	PROGRAMME BOARD (PB) (PROPOSED)	PROGRAMME REVIEW COMMITTEE (PRC) (PROPOSED)
LEVEL OF OPERATION	Strategic	Operational (sub-committee of the Programme Board)
FUNCTION	Final responsibility/accountability for the next UNCCT Programme ('Six-Year Strategic Plan') – its development, approval, delivery, and the achievement of results.	Ongoing management and oversight of programme delivery (projects and thematic programmes).
RESPONSIBILITIES	Set strategic direction for the programme; ensure coherence of the programme, within UNOCT and across the UN system; Engage with UNCCT Advisory Board; Ensure and oversee delivery of programme; sign off the annual plan and budget, and the Annual Report; manage senior stakeholders.	Oversee operational development, delivery and monitoring of programme components; sign off major programme documentation; sign off programme budgets; review/ sign off monitoring reports.
INSTITUTIONAL SCOPE	UNCCT Programme (expanding to cover all UNOCT programmes)	UNCCT Programme (expanding to cover all UNOCT programmes)
COMPOSITION	USG (chair), DUSG, Director UNCCT, chief of PKMCB, plus chiefs of other branches that are essential to programme delivery at USG's discretion.	Director UNCCT (Chair), chiefs of branches, chiefs of pillars/programmes, M+E lead, plus other programme stakeholders by invitation.
OUTPUTS	Verbal and written direction to UNCCT leadership; approval of Programme-level documents; verbal and written reports to senior stakeholders.	Verbal and written direction to UNCCT project/programme managers; approval of project/thematic programme documents and funding requests; quarterly and annual reports to Programme Board.
COMMENTS	PB will require Terms of Reference and agreement/decision on composition. It should look to establish itself as soon as possible to lead and oversee development of the next UNCCT programme strategy and plan.	PRC will require terms of reference and agreement/ decision on composition; a short transition period (e.g. first quarter of 2021) should be planned for handover of UNCCT Programme responsibilities from PRB.

Table 3: Revised Programme Governance Structure

> **Recommendation 9:** UNCCT's programme governance structure should be revised by establishing:
>
> a) A UNOCT **Programme Board.** Chaired by the Under-Secretary General, the Programme Board will provide strategic leadership and oversight to the next UNCCT programme, and have final responsibility and accountability for its implementation. Among its functions, the **Programme Board** will approve the six-year strategy and plan, the annual plan and budget, and ensure the programme's internal (All-of-UNOCT) and external (All-of-UN) coherence. It will also be the point of engagement with the UNCCT Advisory Board.
>
> b) As a sub-committee of the Programme Board, establish a **Programme Review Committee** within UNCCT. Chaired by the UNCCT Director, the **Programme Review Committee** will have operational responsibility for ensuring the effective implementation of the next programme, through the review, approval, monitoring and operational oversight of programmes, according to the SOPs. Most of these responsibilities sit with the existing **Programme Review Board**, to be transferred as the Programme Review Board is closed.

Priority: High. Timeframe: Medium-term

4.4 People, Skills and Organisational Culture

Teamwork and an effective mix of skills and subject-matter knowledge will be essential to programme delivery. Building on the achievements made in recent years, the evaluation recommends that each programme within the Strategic Plan should be led by a senior subject-matter expert, experienced in both technical content and in delivering results in an international/multilateral context. They should be supported by a mixed team of specialists and generalists, including at least one project/programme management specialist.

UNCCT, therefore, will need a mixture of skills – technical, delivery, administrative, and diplomatic. As human rights and gender equality should be fundamental to the Strategic Plan, UNCCT staff must have the skills, knowledge and attitude needed to ensure they are able to achieve mainstreaming – with support from specialist advisers – and that gender and human rights are not placed in an organisational silo.

In most cases, UNCCT will need to attract and retain credible experts in both programme management and counter-terrorism subject-matter expertise. But skills and knowledge need to be developed as well as acquired, implying a commitment from UNCCT and its partners to knowledge management, learning and human resource development.

UNCCT still lacks what one respondent called a 'culture of delivering results', meaning a mindset focused on achieving results rather than completing activities. A results-oriented organisational culture will be vital to achieve excellence. Culture is developed through practical measures – performance reviews, incentives, rewards – but also leadership and staff behaviour. Leadership that models not only a results culture but also the values of UN-led counter-terrorism more generally – including gender equality and human rights as foundational to counter-terrorism and all UN activities – will influence behaviour at all levels.

> **Recommendation 10**: The Under-Secretary-General should develop with his leadership team a plan to develop a 'results culture' within UNCCT/UNOCT, and monitor its implementation progress. The plan would be an integral part of the proposed *Six-Year Strategic Plan (2021-2026).*

Importance: Medium. Timeframe: Short-term.

Recommendation 11: UNCCT should continue to recruit counter-terrorism experts to lead and staff its capacity building programmes, supported by experienced Programme Managers. Adjustment may be required to support the orientation of the next programme cycle.

Priority: High. Timeframe: Continuous.

UNCCT's practices for organisational learning, knowledge management and professional development are inconsistent. Although this connects to the point made on monitoring, evaluation and lesson learning, it is a wider issue about organisational culture. UNCCT invests insufficient time in capturing and exploiting its own knowledge, and could do more to develop the knowledge, skills and behaviour of its staff and managers.

Recommendation 12: With support from colleagues in *Policy, Knowledge Management and Coordination Branch* of UNOCT and the Evaluation Officer*,* UNCCT should develop a plan for enhancing knowledge management within UNCCT to support programme delivery and staff development, and UNCCT leaders should consider investing more resources in staff development.

Importance: Medium. Timeframe: Medium-term.

4.5 Visibility and Communication

UNCCT's difficulty achieving visibility derives, in part, from the uncertainty and differences of perspective on UNCCT's status within UNOCT. Some current visibility efforts appear intended to differentiate UNCCT from UNOCT, rather than presenting UNCCT as an integral part of UNOCT and of the UN counter-terrorism architecture. Detached from a position within UNOCT and strategic messaging on results, a focus on visibility is unlikely to raise the UNCCT's profile.

Visibility means the degree to which UNCCT is promoted through strategic communications and associated with its results. Communication is a broader set of activities designed to support the achievement of results. Notwithstanding the instruction in the Terms of Reference to produce recommendations related to visibility, KPMG proposes that UNCCT focus less on "visibility" as branding and more on strategic communication. This means the planned, holistic use of an organisation's communications resources to achieve strategic objectives, rather than raising the Centre's brand and profile.

UNCCT communications activities should support the achievement of results (e.g. by supporting programme delivery through communications) and raise the awareness and profile of results once they have been achieved. Excellence in the achievement of results will, if communicated effectively, raise UNCCT's visibility as a significant part of the counter-terrorism architecture. These become the core to the UNCCT's brand.

Without this approach, there will remain a tension between the promotion of UNCCT as a brand and the UN's imperative to integrate it within UNOCT, which has a different brand identity. In the meantime, KPMG proposes that UNCCT maintains its brand identity as the CT capacity-building arm of UNOCT, in line with GA Resolution A/RES/71/291 of 19 June 2017.

Recommendation 13: UNCCT visibility efforts should amplify clearly articulated strategic messaging from UNOCT's *Communication and Visibility Strategy*. Visibility efforts should reflect UNCCT's positioning as an integral part of UNOCT, be impact-oriented and emphasise UNCCT's contribution to the UN's overall counter-terrorism effort.

Importance: Medium. Timeframe: Medium-term.

4.6 Architecture and Relationships

4.6.1 UNCCT Organisation

To achieve the proposed *Strategic Plan 2021-2026*, some reorganisation of UNCCT is required. First, KPMG proposes that UNCCT's internal structure should follow programmes rather than the pillars of the UNGCTS. UNCCT may wish to gather some programmes together for management purposes and/or merge programmes where there are clear synergies and dependencies, but organisational design should in general follow the logic of implementation design. These actions strengthen internal coherence.

Second, UNCCT should have sole responsibility within UNOCT for capacity building. The evaluation recommends that the capacity development activities of the Special Projects and Innovation Branch, including for innovation and piloting, should be transferred into UNCCT. Regional offices should not engage with capacity development activities outside of UNCCT, with Global Compact entities or non-United Nations organisations.

Recommendation 14: With the purpose of consolidating a single capacity development unit within UNOCT, integrate the Special Projects and Innovation Branch, its relevant functions, programmes and personnel into UNCCT. The transfer should be completed prior to inception of the next multi-year programme cycle.

Priority: High. Timeframe: Short-term.

Third, programmes should be supported by operational services and specialist teams. These will include the existing Programme Management Unit and, in line with recommendations on mainstreaming, fully staffed units responsible for gender and human rights mainstreaming. Crucially, these teams will not deliver programmes but ensure that programmes are designed and implemented to achieve gender and human rights results. Other support services (finance, legal and human resources, among others) are most efficiently provided in UNOCT.

Fourth, monitoring should be the responsibility of programmes and supported by the Programme Management Unit. Evaluation should be positioned outside programme delivery, to ensure independence, and positioned close to UNOCT executive functions. The evaluation has recommended that all monitoring responsibility be transferred to the Programme Management Unit, and the Evaluation Function to the Office of the Under Secretary General, and linked to the Programme Board. Overall time, these functions should cover all UNOCT functions, and not UNCCT alone.

The move would ensure that evaluation is given the priority and authority it requires. The evaluation function should have the authority to commission independent evaluations of achievements against the Strategic Plan's results framework and of constituent programmes, and provide assurance to the USG on the quality of UNCCT evaluations.

> **Recommendation 15:** UNOCT's monitoring and evaluation capacity should be re-organised, to reflect the functions set out in SOP No.13. As specific actions:
>
> a) The monitoring and evaluation functions currently hosted in the Strategic Planning and Programme Support unit should be separated, reflecting that monitoring and evaluation are separate tasks with a different purpose and requirements.
>
> b) The monitoring functions currently located in the Strategic Planning and Programme Support unit should be transferred to the UNCCT Programme Management Unit. The transfer consolidates monitoring capacity and integrates it with new programme systems. With time, UNOCT should expand the Programme Management Unit's mandate to cover all UNOCT contributions to implementation of the UNGCTS.
>
> c) Transfer the evaluation function currently located in the Strategic Planning and Programme Support Section to the Office of the Under-Secretary General. The transfer is consistent with need for independence from the programme functions and gives the evaluation function direct access to strategic programme governance, planning and decision-making, and to institutional learning. The seniority of the lead officer needs to be increased, as does the function's capacity.
>
> d) The Programme Management Unit and the evaluation function require appropriate information management and analytics software.
>
> **Priority**: High. Timeframe: Medium-term

4.6.2 External Relationships

Relationships between UNCCT and the rest of the Global Compact are fundamental to achieving excellence. Crucially, we recommend that UNCCT should clarify responsibilities for implementation. As UNCCT focuses more on requirements-setting, direction-setting, coordination and expert support to capacity building, implementing partners in the Global Compact will have a clearer (and in many cases bigger) role in delivery, but will need to accept UNCCT coordination. This in turn places a premium on attracting, retaining and developing the right balance of skills and knowledge in UNCCT so that UNCCT is seen as a credible leader of both thought and practice. To support this, UNCCT should seek to establish itself at the centre of a capacity building 'community of practice' in the Global Compact, sharing knowledge and coordinating lesson learning.

4.6.1 Resource Factors and Mobilisation

UNCCT's dependence on one major donor, which funded close to 80% of the 5-Year Programme, presents a risk. In addition, 96% of the UNOCT's posts for 2020 are funded from extra-budgetary sources.[33] There is risk to UNCCT associated with the lack of ownership among Member States, to the extent that one donor is left to fund the UNCCT. Dependency also generates risk to the programme's longer-term sustainability, and that one donor exercises, or is perceived to exercise, undue influence. Both are issues of sensitivity in the UN counter-terrorism milieu.

Ownership and dependency risk will remain as long as UNCCT's funding is not balanced across multiple donors. In recent years, UNCCT has sought to mobilise resources from a wider array of sources, but only nine other donors have granted more than $1million. Most of these funds are earmarked for specific projects, rather than flexible unearmarked funding for core operations. Building on positive trends within UNOCT, the beginning of a new programme cycle should be a good opportunity to re-fresh UNCCT's resource mobilisation strategy.

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[33] See "Funding and donors", https://www.un.org/counterterrorism/funding-and-donors

Recommendation 16: UNCCT should continue efforts to diversify its funding base, and develop a target for number of donors providing grants of more than $1 million, and including progress against that target in its annual reporting.

Importance: High. Timeframe: Continuous

Annexes

Annex A: Terms of Reference for the UNCCT Evaluation

Evaluation of the United Nations Counter-Terrorism Center (UNCCT)

I. BACKGROUND AND RATIONALE

1. The Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation, as established in ST/SGB/2018/3, includes Article VII concerning Evaluation. Regulation 7.1 explains that the objective of evaluation is to "determine as systematically and objectively as possible the relevance, efficiency, effectiveness and impact of the Organization's activities in relation to their objectives" and to "enable the Secretariat and Member States to engage in a systematic reflection, with a view to increasing the effectiveness of the main programmes of the Organization by altering their content and, if necessary, reviewing their objectives."

2. Rule 107.2(b) as included in ST/SGB/2018/3 states that the evaluation system shall include "periodic self-evaluation of activities directed at time-limited objectives and continuing functions" and that programme managers "shall, in collaboration with their staff, undertake self-evaluation of all sub-programmes under their responsibility."

3. Rule 107.3(c) states that self-evaluation reports shall be concerned with the effectiveness and impact of sub-programmes, and shall "assess the quality and relevance of the outputs of each sub-programme and their usefulness to the users," "compare the situation existing at the start of the implementation of each sub-programme and what remains to be done in order to ascertain the extent to which a sub-programme has attained its objective, "analyse the extent to which the objectives of the programme have been attained and the impact of the totality of sub-programmes implemented in the context of the programme," and "identify, in the light of such findings, other possible designs for the programme; that is, alternative sub-programmes that might be considered in order to improve performance in attaining the programme objectives."

4. In this context, the Under-Secretary-General for Counter-Terrorism is commissioning a self-evaluation of the UNCCT (hereinafter referred to as "the evaluation") to be undertaken the Contractor.

5. The present document provides the detailed scope of work of the evaluation to be carried out by the Contractor.

6. The United Nations General Assembly adopted the Global Counter-Terrorism Strategy (UNGCTS) on 8 September 2006. The Strategy is aimed at enhancing national, regional and international efforts to counter terrorism. Through its adoption by consensus, Member States agreed to a common strategic and operational approach to counter terrorism by taking practical steps individually and collectively to prevent and combat terrorism and the conditions that are conducive to terrorism.

7. In the Plan of Action of the Strategy, Member States resolved to undertake specific measures to counter terrorism, including measures to address the conditions conducive to the spread of terrorism (Pillar I); to prevent and combat terrorism (Pillar II); to build States' capacity to prevent and combat terrorism and to strengthen the role of the UN system in this regard (Pillar III); and to ensure the respect for human rights for all and the rule of law as the fundamental basis for the fight against terrorism (Pillar IV). In the Strategy, Member States "acknowledge[d] that the question of creating an international centre to fight terrorism could be considered, as part of the international efforts to enhance the fight against terrorism."

8. The UNCCT was established in 2011, through a contribution agreement between the Kingdom of Saudi Arabia and the United Nations. The General Assembly welcomed the establishment in resolution AIRES/66/10. Member States have since been encouraged to collaborate with the Centre, at their request, in the implementation of the UNGCTS and other relevant UN resolutions. UNCCT fulfils the capacity building function that aims at buttressing the implementation of the pillars of the UNGCTS in a comprehensive and integrated manner through the development of national and regional counter-terrorism strategy implementation plans.

9. Originally, the UNCCT was established within the Counter-Terrorism Implementation Task Force (CTITF) in the Department of Political Affairs. In 2017, however, based on the recommendation of the UN Secretary-General, the General Assembly adopted resolution 71/291 by which the CTITF and the UNCCT (including its staff and resources) were moved from the Department of Political Affairs to the new UN Office of Counter-Terrorism (UNOCT).[34]

10. UNCCT developed a 5-Year Programme (2016-2020) to respond to the growing need for strategic and impactful capacity building to requesting Member States in support of their efforts to implement the UNGCTS. The 5-Year Programme is based on a Vision Statement of the Secretary-General for the Role of UNCCT, issued in 2014 upon receipt of a significant new contribution from the Kingdom of Saudi Arabia. The UNCCT 5-Year Programme is supported by an overarching Results Framework articulating 4 broad outcomes and 12 outputs, and associated indicators that should be monitored over time to achieve the desired contribution to the objectives of the UNGCTS. The twelve outputs are thematic areas where the UNCCT provides expertise in counter-terrorism and in the prevention of violent extremism. UNCCT implements counter-terrorism and prevention of violent extremism projects around the world covering all four pillars of the UNGCTS.

11. The UNCCT 5-Year Programme's four broad outcomes are each associated with the four pillars of the UNGCTS, and the twelve associated outputs are the thematic areas,

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[34] 1 Resolution 71/291 includes four operative paragraphs, as follows : The General Assembly, 1. Welcomes the recommendations contained in the report of the Secretary-General on the capability of the United Nations system to assist Member States in implementing the United Nations Global Counter-Terrorism Strategy, and decides to establish the Office of Counter-Terrorism , in accordance with the competencies and functions set out in the report; 2. Also welcomes the initiative of the Secretary-General to transfer the current Counter-Terrorism Implementation Task Force Office and the United Nations Counter-Terrorism Centre, together with their existing staff, as well as all associated regular and extra budgetary resources , out of the Department of Political Affairs of the Secretariat, into the Office of Counter-Terrorism; 3. Recognizes the important work carried out by the United Nations Counter-Terrorism Centre, and emphasizes that the existing contribution agreements and the functions, chairmanship and composition of the Advisory Board of the Centre shall be maintained and that the budget and financial resource s of the Centre shall be used only for its programme of work; 4. Emphasizes the need to ensure that the Office of Counter-Terrorism, to be headed by an Under-Secretary-General, is provided with adequate capacity and other resources for the implementation of its mandated activities. Cornerstone of the Programme Results Framework developed to measure progress in the implementation of the 5-Year Programme.

where the Centre provides particular expertise in counter-terrorism and the prevention of violent extremism as and when conducive to terrorism. These outcomes and outputs form the cornerstone of the Programme Results Framework developed to measure progress in the implementation of the 5-Year Programme.

12. The UNCCT 5-Year Programme included a commitment to undertake a mid-term review to be conducted as part of the Programme's monitoring and evaluation framework. The review should help ensure continued relevance of the programme and its underlying projects to ensure its continued contribution towards the Strategy. In undertaking the evaluation, UNCCT intends to ensure that it continues to evolve, including by making necessary adjustments to be well placed to respond to emerging issues in the field of counter-terrorism and prevention of violent extremism.

13. An updated 5-Year Programme would also need to reflect the fact that the UN counter-terrorism architecture has significantly changed since 2015 and that the field of counter-terrorism keeps changing with new threats emerging requiring a concerted response. Since the launch of the 5-Year Programme, the capacity-building efforts of UNCCT have not been assessed in a systematic manner to establish aspects that are strong and can be replicated into other projects nor with regard to aspects that would need to be changed to ensure better impact. There is a need to provide confirmation on the efficacy of the capacity building efforts as well as the mode of delivery undertaken by the UNCCT. The proposed evaluation, therefore, will inform recommendations regarding project implementation and delivery, alignment, and provide guidance on the future orientation of the projects with a view to maximize project(s) impact.

14. In 2018, the Office of Internal Oversight Services undertook an audit of UNCCT which focused on strategic planning and performance reporting, resource mobilization, and project management. The audit report (Report 2018/121) provided 12 recommendation, including one to review and update the 5-Year Programme to incorporate recent developments.

II. OVERALL OBJECTIVE AND SCOPE OF THE EVALUATION

15. The overall objective of the evaluation is to produce for the Office of Counter-Terrorism a strategic forward-looking evaluation report that will evaluate the current status and performance, and future strategy, of the UNCCT, including by undertaking an assessment of the progress made towards the attainment of the UNCCT 5-Year Programme Outcomes in a balanced manner and provide information that will guide the future orientation of capacity- building projects. The evaluation will be process-oriented aimed at collecting, reviewing, and using data to find the right adjustments needed to improve current project(s) performance while increasing the alignment of future project(s) to the UNGCTS.

16. The scope of the evaluation should provide recommendations on how to further the development of UNCCT into a Centre of Excellence, as foreseen in the Secretary-General's vision statement. The evaluation should review the programme performance of the UNCCT since 2016, with a view of providing recommendations to improve aspects of its programme implementation and management, including visibility, monitoring and evaluation and resource utilization, based on an assessment of lessons learned.

17. The following tasks are also to be included the evaluation:

    i) An evaluation of the overall efficiency and effectiveness, including impact, of the of the UNCCT 5-Year Programme, including that of projects that have been

implemented or are currently under implementation, using qualitative and quantitative data.

ii) An assessment of the design and coherence of a representative sample of projects, including the underlying theory of change and its assumption, reflecting on the design of the log frame matrices of the projects, and their contribution to meeting the objectives of the 5-Year Programme and the four pillars of the UNGCTS, including assessment of the resource allocation among the pillars, using both primary and secondary data. For the capacity-building projects, this should include an examination of any factors that have detracted from effectiveness. In this regard, and given the volume of UNCCT projects, specific thematic portfolios under each Pillar should be selected as proxies for overall performance, such as technical and vocational education and training (TVET) (Pillar I), border security and management (Pillar **11),** the development and implementation of regional counter-terrorism strategies (Pillar III), and human rights (Pillar IV).

iii) An evaluation of the efficiency and effectiveness of the organizational structure of UNCCT for implementing the 5-Year Programme.

iv) An assessment of UNCCT's engagement with other parts of UNOCT, the United Nations Secretariat, the entities of the United Nations Global Counter-Terrorism Coordination Compact, relevant global, regional and national counter-terrorism centres, and other relevant stakeholders.

v) An assessment of how effectively UNCCT has mainstreamed cross-cutting issues of gender and human rights into its activities and those of the projects; including an assessment of the extent to which stakeholders (both women and men) have participated in the various capacity building activities of the UNCCT in an active and meaningful manner.

vi) On basis of the above assessments, recommendations should be made as to the future orientation of ongoing projects and key lessons learned and best practices should be identified to improve future project implementation, relevance, and contribution to the programme outcomes and provide actionable measures necessary to ensure successful implementation of projects in the remaining year(s) of the programme.

vii) Recommendations should also be made on how to improve UNCCT, including as pertaining to the visibility of the UNCCT and the promotion of UNCCT as a Centre of Excellence.

III. METHODOLOGICAL APPROACH OF THE EVALUATION

18. The evaluation will be based on a mixed methods approach, utilizing qualitative and quantitative methods. All major criteria from the Organization for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC) (OECD-DAC), which are similar to those of the norms and standards for evaluation in the United Nations (UNEG norms and standards for evaluation[35]) shall be used. Additionally, a criterion on Coordination is included for this assignment. OECD-DAC defines these evaluation criteria as follows:

i) *Efficiency:* relates to the costs and timeliness of implementation of the projects;

ii) *Effectiveness:* relates to the extent to which the projects implemented during the period contributed towards achieving the outcomes of the 5-Year programme;

iii) *Impact:* relates to among others, level of knowledge in beneficiary countries, capacity to counter terror attacks including welfare improvements at both regional and national levels in the location of the study; and

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[35] http://www.unevaluation.ord/document/detail/1914

iv) *Sustainability:* relates to the positive outcomes of the projects and programme and their likelihood to continue beyond the horizon of the project.

v) *Coordination:* The extent to which different actors and UN agencies interventions were harmonized to promote synergies, create strategic partnerships, avoid gaps and duplications including coordination with member states.

REPORTING AND COORDINATION ARRANGEMENTS

19. The Contractor will coordinate with UNCCT Project Managers, consult with the Chair of the UNCCT Advisory Board, and will report to the Executive Director of the UNCCT. The report will be submitted by the Executive Director to the Chair of the UNCCT Advisory Board for transmittal to the Members of the Advisory Board.

FINAL DELIVERABLES

20. The Contractor will be responsible for producing the following deliverables:

   i) An inception report with the proposed methodological approach (3-5 pages without annexes).

   ii) A draft evaluation report (about 8,500 words or approximately 25 pages without annexes), including a draft executive summary and the results-assessment form (part of the reporting requirement).

   iii) A final evaluation report (about 8,500 words or approximately 25 pages without annexes), including the final executive summary and the results-assessment form (part of the reporting requirement.

21. The outline of the report's structure will be agreed upon during the inception phase.

PROPOSED IMPLEMENTATION TIMEFRAME AND ADDITIONAL GUIDANCE

22. The expected duration of the contract is six months, with the following schedule:

   i) Inception report with the proposed methodological approach with the combined overall inception report. (six weeks from project commencement)

   ii) Final draft assessment report, including a draft executive summary and the results-assessment form (five months from project commencement)

   iii) Final assessment report, including the final executive summary and the results-assessment form (six months from project commencement)

23. The report shall be prepared in English.

24. The work will be undertaken in New York and may also include travel to field locations to be selected through agreement between the United Nations and the Contractor.

Annex B: Global Compact Member Survey

An electronic survey was conducted of the Global Counter-Terrorism Coordination Compact entities, using the Questback platform. KPMG issued an electronic survey of the Global Counter-Terrorism Coordination Compact members on the implementation of 5-Year Programme activities, using the Questback platform. The survey was distributed on 1 May 2020 and closed on 31 May 2020 after an extension of the initial deadline due to few responses.

All 38 member entities of the Compact were invited to participate. Of these, 19 individuals from 11 entities responded, for a participation rate of 26 percent. Of these, all of the responding entities reported being engaged with UNCCT in some form of collaboration or coordination.

Most or all of the individual respondents had either direct experience with collaboration, or consulted with persons within their entity that had such experience. The respondents reported on collaborations with UNCCT across the four pillars of the UNGCTS, and had engaged in different forms of "projects", "programmes" and/or other forms of "joint efforts".[36] The scope and type of experience, therefore, was broad.
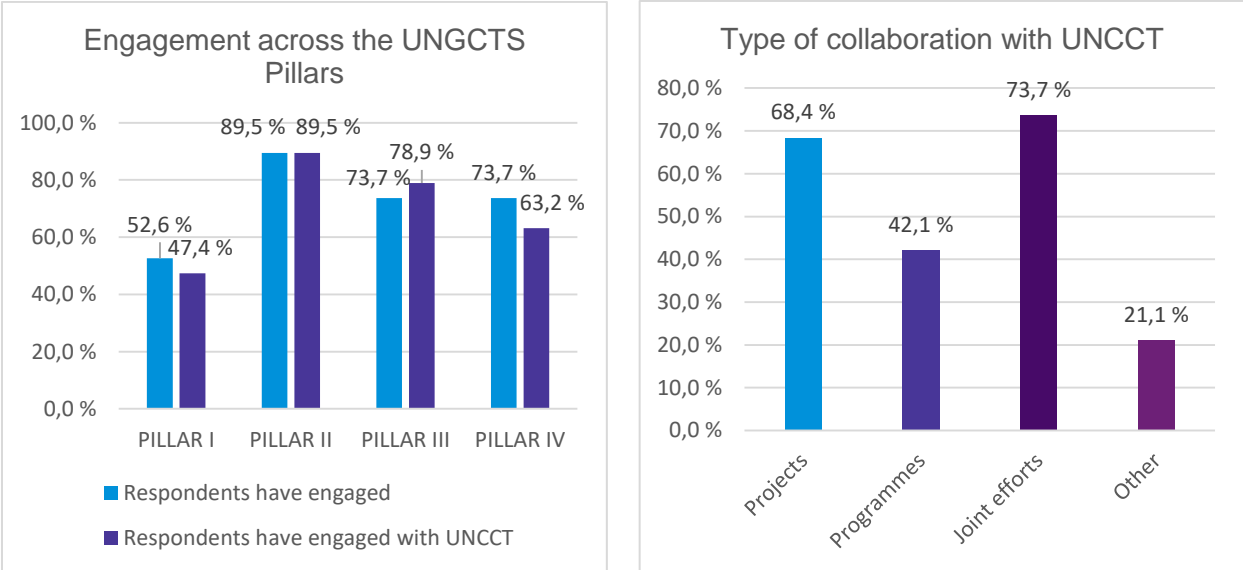
Engagement across the UNGCTS Pillars[37] and Types of collaborations with UNCCT.

The results did not point to any tendencies in the answers among organizations working on and with UNCCT on particular pillars of the UNGCTS or that had particular types of collaborations with UNCCT.

The remainder of this annex presents the results of the survey question by question.

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[36] Annex B comprises a comprehensive summary of the survey results. A summary of key findings is presented in Section 3.3.4 Engagement with other UN Entities.

[37] The four pillars of the UNGCTS:

PILLAR I Addressing the Conditions Conducive to the Spread of Terrorism

PILLAR II Preventing and Combatting Terrorism

PILLAR III Building States' Capacity to Prevent and Combat Terrorism and Strengthening the Role of the United Nations System

PILLAR IV Ensuring Respect for Human rights and the Rule of Law as the Fundamental Basis of the Fight against Terrorism

10. How do you rank your organisation's level of satisfaction with the project(s)/ activity (ies)/ inter-agency cooperation results achieved?


Satisfaction with results

The majority of the Compact members responding to the survey are either satisfied or very satisfied with the results achieved in projects, activities or inter-agency cooperation with UNCCT. In the commentary to this question, a few respondents highlight that the inter-agency cooperation has been professional, action-oriented and collaborative. Regular, active and useful information exchange in one of the working groups is also mentioned as having improved collaboration, better information exchange and networking among relevant project partners. However, close to 16% of the respondents replied "very unsatisfactory", and the majority of comments provided point to a lack of results achieved or areas of improvement.

The main issues raised summarise as follows:

▪ **Lack of coordination and sharing of information result in duplication** of programs and efforts in the same countries and regions as other UN or other international entities are already conducting similar activities. One respondent mentions that there has been instances where relevant (local) UN colleagues have not been informed until last minute and hence were given too little time to streamline efforts as One-UN. It is further mentioned that this issue has been criticised by an increasing number of partner countries and donors. Several respondents reference that UNOCT/UNCCT's role should be to coordinate and consolidate efforts and present them as one-UN as well as provide financial support, rather than approaching the same donors, competing with and duplicating efforts of other UN entities.

▪ **Heavy bureaucratic frameworks** for applications and grant-making is a significant barrier to cooperation. However, the fact that certain organizations consider that time spent on this will be wasted since there will be no results forthcoming from the effort, is the greater obstacle. Project management requirements are seen as disproportionately heavy in relation to the sums disbursed. The effectiveness of administrative processes could be improved, including timelines and harmonized reporting.

▪ **Last-minute planning** hinder results achievement.

▪ **Top-down approach to project identification rather than based on locally identified needs** prevents results. One respondent states that indicators such as size, amount of funding and number of projects seem to come ahead of sufficient consideration of the need and impact on the ground, and that while large-size thematic programmes might appeal to donors, it forces standardisation of methods and selection of beneficiary countries that disregard local context and considerations of where both need and possible impact is

greatest. The respondent also highlights that some of UNCCT's country-level programmes are promising, and that cooperation with partner organizations for implementation is positive, but does not entirely offset the structural weakness of the programmes.

11. How do you assess the effectiveness of your organisation's collaboration with the UNCCT?
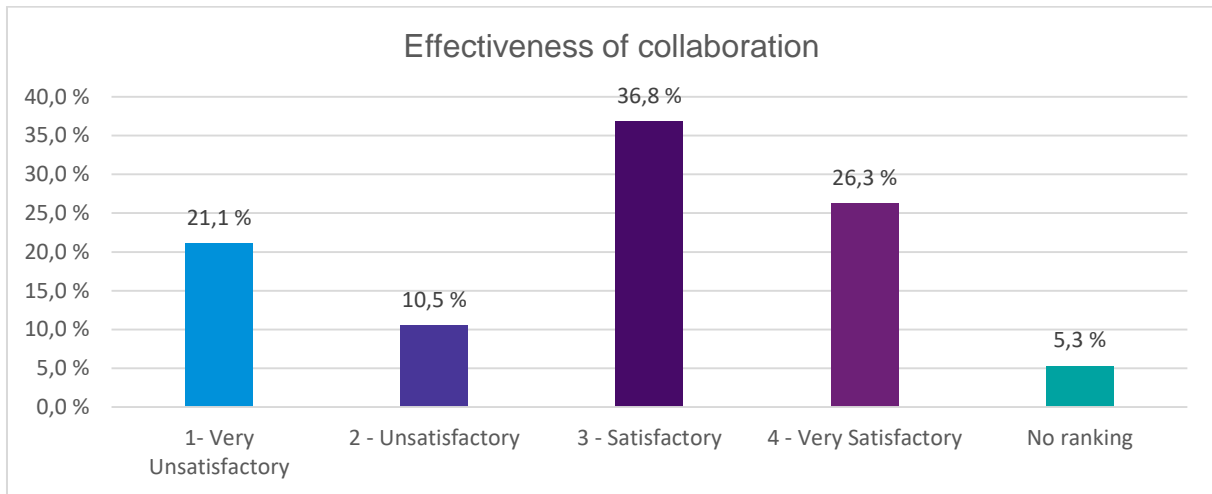
The majority of respondents view the effectiveness of their collaboration with UNCCT as satisfactory. However, more than 20% replied that it was very unsatisfactory. This is also reflected in the commentary. While a few respondents points to an excellent cooperation both at working and management level, the majority of the explanations provided point to aspects of dissatisfaction.

The main comments include:

- **Many changes in organizational structure**, both in UNOCT and UNCCT and between them, has made it **difficult to identify who is responsible for what** in UNCCT as well as how UNCCT relates to other parts of UNOCT.

- **Lack of coordination and genuine collaboration** is seen as a core issue, both within UNOCT/UNCCT from the top level to the operational level, and between UNCCT and its partners. UNCCT is seen to omit coordination with other UN entities when reaching out to governments to provide technical assistance where this has already been delivered by others, duplicating efforts and creating competition among UN entities, which has received harsh criticism from external stakeholders.

- Collaboration is viewed as too often on **UNCCT's terms** both with regards to if, when, where and how it happens.

12. How do you assess the quality of the UNCCT contribution to the results achieved?

Quality of UNCCT input
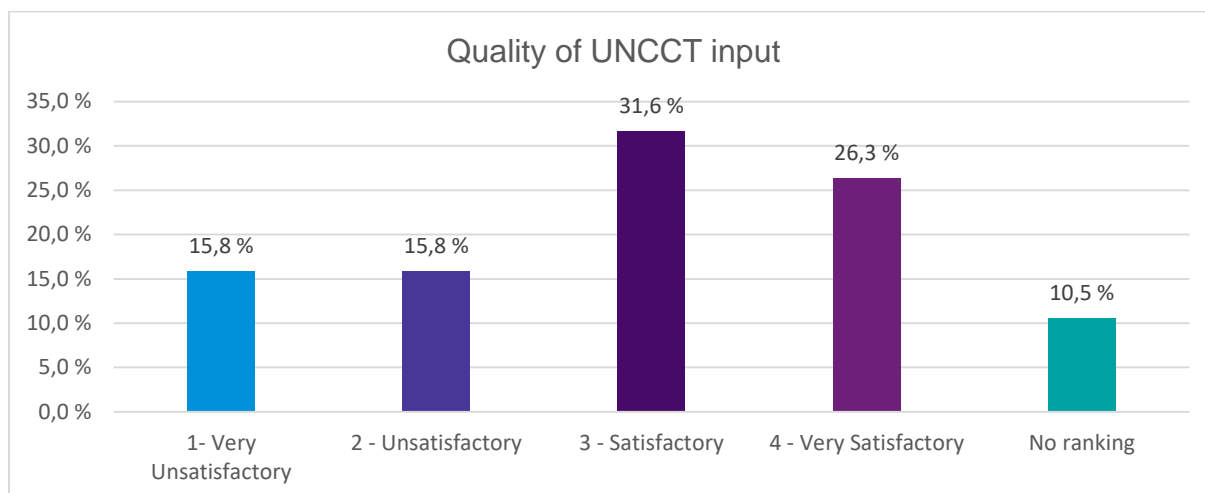
Based on the ranking of this question, the majority of respondents are satisfied with the quality of UNCCT's contribution to the results achieved. The sentiment in the commentary, however, is less positive. Respondents mention that:

- They have **yet to observe any substantive outcomes or quality of interventions provided by UNCCT.**

- Feedback on the input provided by partners could be improved and results of the implementation of projects are not always shared with partners.

- There is **little evidence of any meaningful integration of Pillar IV (human rights)** across both UNCCT's and the global compact's work.

- While some UNCCT staff are highly qualified, in most cases they **do not bring an in-depth understanding** of the various aspects of counter-terrorism that are concerned by the projects they develop, manage and implement.

- UNCCT's contribution could be improved by permitting budget allocation for joint technical missions in support of ongoing programmes, support in country partner meetings, and joint reporting. This is especially important for gender mainstreaming, as UNOCT can support increased advocacy with national partners to increase focus on gender mainstreaming.

13. Did the UNCCT's contribution include the development of new knowledge, methodology, and/or good practice?

UNCCT contribution to new knowledge or best practice
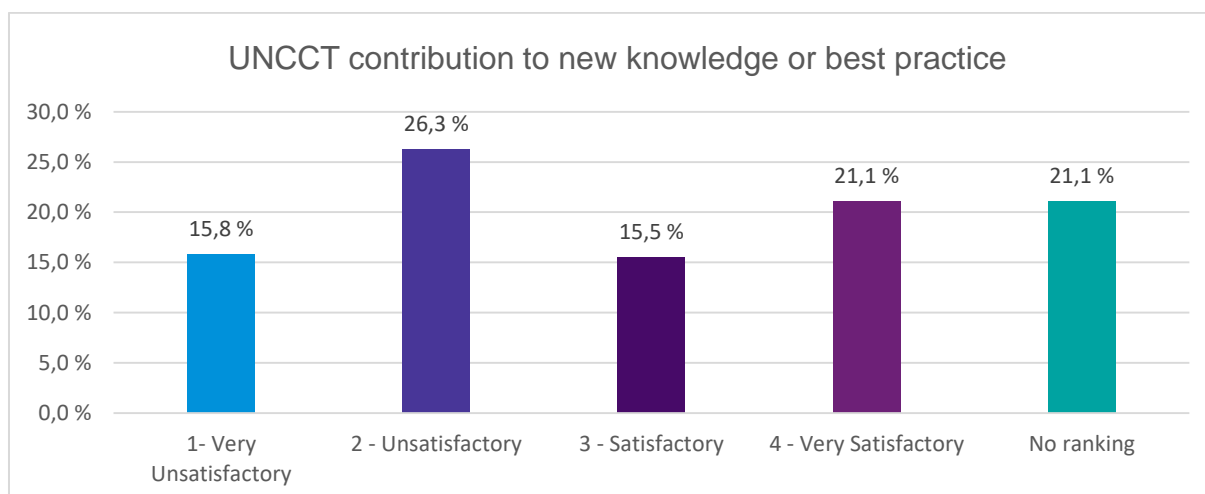
The question on UNCCT's contribution to new knowledge, methodology and/or good practice stands out with a larger portion of unsatisfied respondents, as well as relatively many (>20 %) providing no ranking. The sentiment in the commentary is more or less split equally between positive and negative feedback.

- A few respondents point to examples of new knowledge products for which they recognize a valuable contribution by UNCCT, and that UNCCT has a great opportunity to develop new knowledge and methodologies via its coordinating mandate.

- However, respondents also state that only implementation or delivery of similar activities as already provided by other UN entities have been observed. It is further mention that UNCCT does not showcase much specific expertise, including in its own events where the substantive knowledge and expertise is often provided by others. One respondent also points to a previous mentioned comment on a top-down approach to projects that does not always attempt to address concrete needs on the ground, with the consequence that any knowledge products produced might not be the most effective.

14. How do you assess the efficiency of UNCCT's systems and procedures, for enabling and supporting your collaboration?
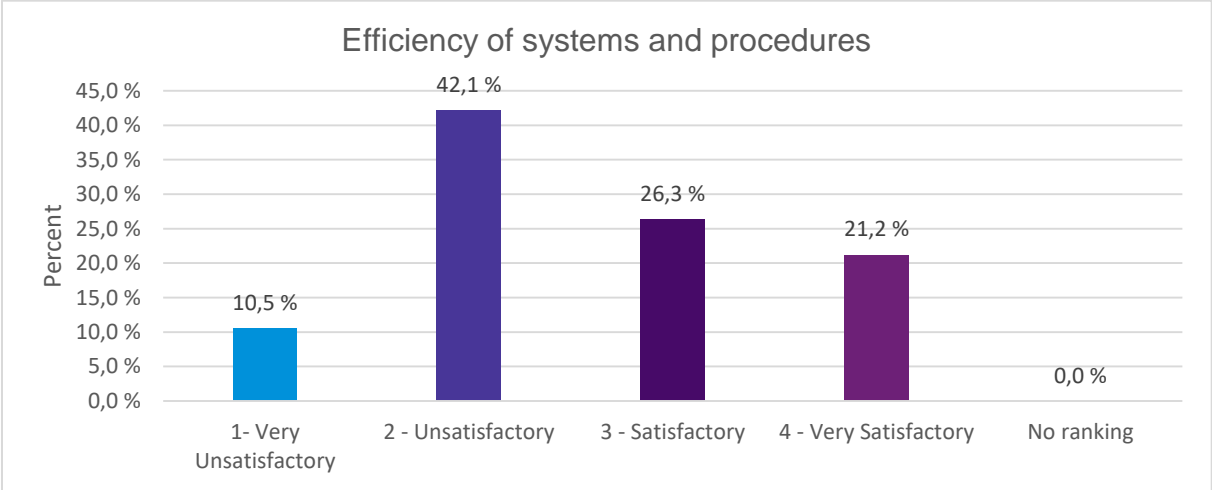
In contrast to the ranking of most questions, a slight majority of respondents find UNCCT's systems and procedures unsatisfactory when it comes to enabling and supporting collaboration. The commentary is split more or less the same way, also with a majority pointing to factors that hinder collaboration. The main hinders to collaboration mentioned include heavy and bureaucratic grant-making procedures, slow decision-making processes, lack of transparency and reasonable predictability, as well as disproportionately resource-demanding project management requirements. Some respondents mention that UNCCT staff do their best to mitigate the challenges arising from weak systems and procedures to support their work.

15. Please describe the factors within the UNCCT operating systems and procedures that enabled or hindered your collaboration?

Out of 15 substantive comments to this question, 10 mainly described factors hindering collaboration, while four point at enabling factors and the last one mentioned both hinders and enablers.

Open dialogue and well-consolidated partnership are mentioned as enabling factors, along with good personal relationships, continuous liaison to ensure coordination and harmonized approach, and active trust-building with UNCCT counterparts at the working level.

Hindering factors mentioned include:

- Lack of commitment of UNCCT's management to avoid unnecessary competition and duplication of efforts on ground. Lack of respect for given mandates, expertise and field presence of other UN entities. Lack of respect for its own mandate and core role as a coordination body. Inherent conflict of interest as UNCCT is both the coordinator and a coordinated "competitor" at the same time.

- Highly complex funding and administrative structure (Project Review Board) hinders agility and decision making on project funding.

- Lack of planning and too short notice on meetings, as well as multiple resource-intensive requests received at the same time.

- Partners / counterparts are not always informed or consulted on projects which involve their mandate.

- Some Working Groups lack clear processes, schedules and expectations for the working group meetings.

- Unclear who does what both in UNOCT and UNCCT.

16. How effectively were human rights mainstreamed into the project(s)/ activity (ies)/ inter-agency cooperation overall?
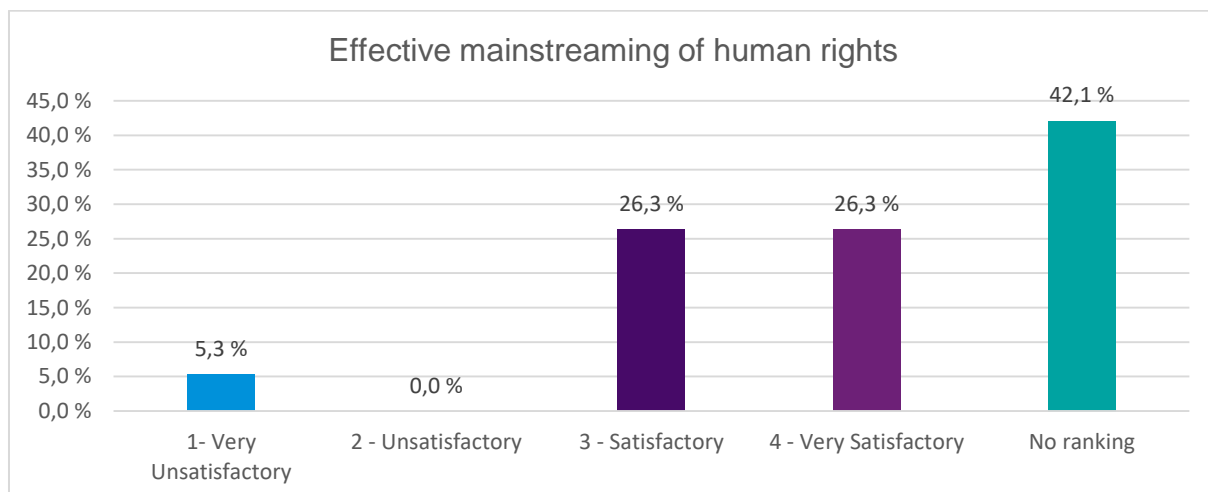
A large share of the respondents did not provide a ranking to this question, which is partly explained by the respondents as due to their lack of involvement with human rights issues. Among those who responded, the ranking is mainly positive, while the sentiment in the commentary is more mixed.

Among comments on satisfaction, respondents state that there seems to be a genuine commitment to human rights mainstreaming in UNCCT, but a lack of expertise and insufficient collaboration with and access for those who can provide it, in particular civil society and human rights advocates.

Respondents also point to **little evidence that human rights has been adequately implemented.** It is mentioned that human rights, if included in projects at all, is usually an after-tough and rarely consistently integrated.

It is further mentioned that there is no monitoring and evaluation of human rights impact (including specific examination of negative human rights effect) in any UNCCT programs. In this regard, it is stated that there is little evidence of meaningful institutional commitment to human rights mainstreaming.

17. How effectively was gender mainstreamed into the project(s)/ activity(ies)/ inter-agency cooperation overall?

Effective mainstreaming of gender

Category	Percentage
1- Very Unsatisfactory	0,0 %
2 - Unsatisfactory	0,0 %
3 - Satisfactory	42,1 %
4 - Very Satisfactory	26,3 %
No ranking	31,6 %
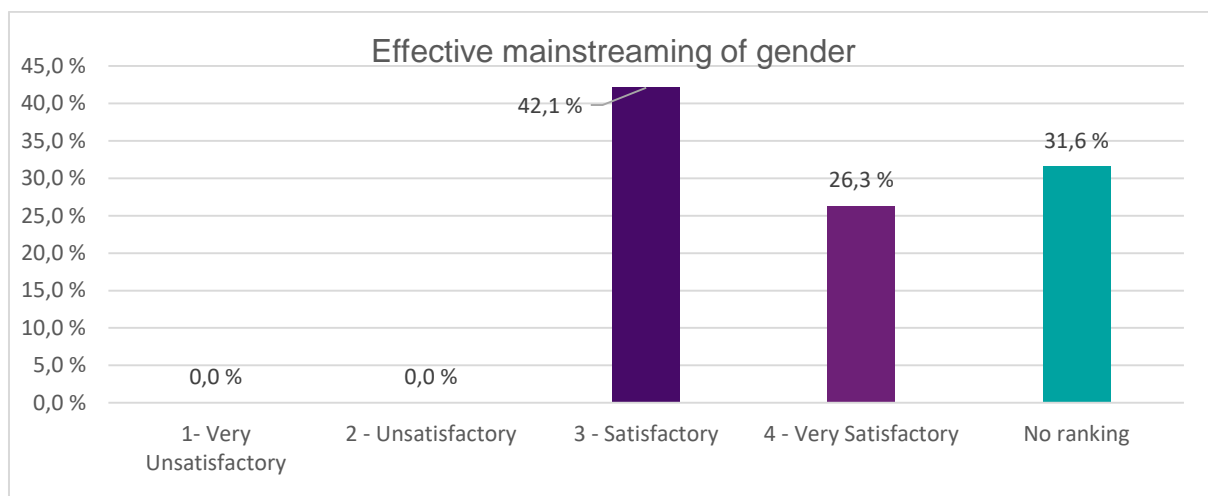
Similar to the previous question on human rights mainstreaming, a large share providing no ranking partly reflect the respondents' lack of involvement in this question.

The commentary points at a **greater commitment and more systematic attempt to integrate gender**, but limited expertise and capacity. UNCCT is commended for deploying a gender adviser, but a team with more robust capacity is seen as necessary to accomplish gender responsive programming and any actual mainstreaming.

18. Do you have suggestions to improve your engagement with UNCCT, and the results achieved?

A wide variety of suggestions came to this question, several addressing the need for better coordination, more transparency and less heavy process. A representative selection of suggestions include:

- Day-to-day coordination should be organized through an agreed arrangement that ensures à priori coordination in thematic and geographic areas where there is risk of overlap.

- The Global Compact working groups should be evaluated in terms of performance, results-orientation and relevance, and considered somewhat downscaled in number of groups.

- Internal competition within UNOCT should be resolved before it further damages the organisational image of UN on the ground.

- Better balance in the four pillars of the global counter-terrorism strategy, especially to enhance Pillar IV work and create the space for engagement of substance with the UN human rights entities.

- Lack of transparency and predictability of processes, and overly heavy project management requirements should be improved to ease the administrative aspects of collaboration and reporting.

- Main UN partners should be engaged when developing UNCCT's new strategic programme.

- UNCCT should increase its efforts to guide other agencies towards more effective work. Including through building trust, being an enabler not just via funding but also sharing of lessons learned and exploring new methodology, while focusing more on impact on the ground than volume, money and large visible programs as major indicators of success.

19. Are you familiar with the proposal that UNCCT should become the United Nations' Centre of Excellence on Counter-Terrorism, from within UNOCT?

Familiarity with proposal of UNCCT becoming the UN Centre of Excellence on Counter-Terrorism

Yes: 26,3 %
No: 73,7 %
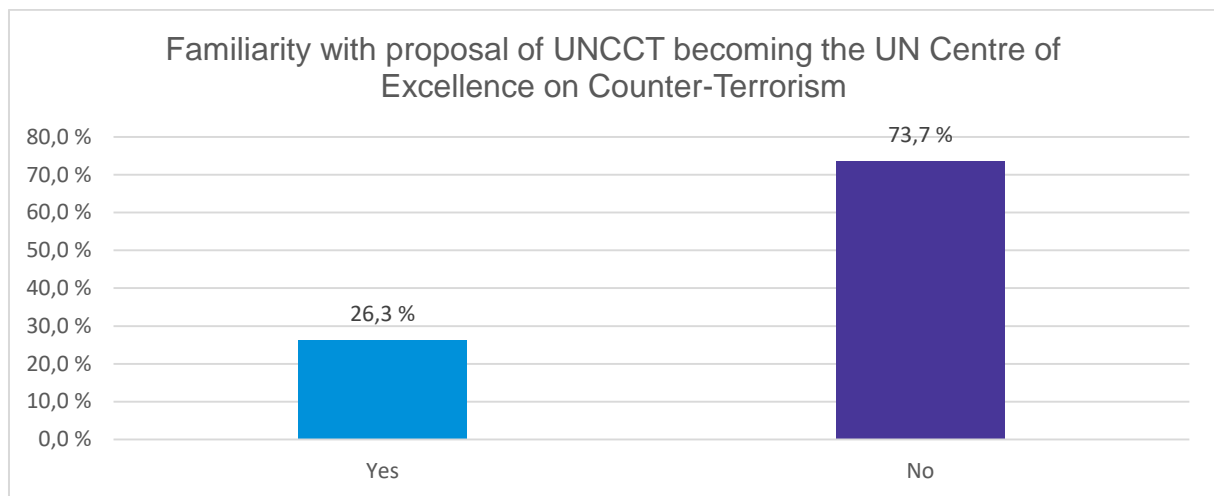
Asked whether the respondent were familiar with the proposal that UNCCT should become the United Nations' Centre of Excellence on Counter-Terrorism, from within UNOCT, few confirmed their knowledge of this. Only 26 % replied that they were indeed familiar with the proposal, while 74 % replied that they were not.

20. What role could a Centre of Excellence for Counter-Terrorism play within the United Nations system?

A variety of suggestions on what role a Centre of Excellence for counter-terrorism could play within the United Nations system was received. Several respondents suggest that a Centre of Excellence should be a provider of best practice and share knowledge and methodology. One respondent makes the point that a lesson-learning centre where promising methodology developed by any UN agency could be recognised and made available to others could be a positive force in the UN's work on counter-terrorism. Others, however, are unclear if there is any valuable role to be filled by such a centre and point at inherent risk of duplicating the work already done by other UN entities which would derail trust. One respondent express concern that a Centre of Excellence would further divide UN agencies working on counter-terrorism by reinforcing rivalries rather than incentivise cooperation.

A representative selection of other input include:

- UNCCT would need to be staffed with actual experts in counter-terrorism.

- A Centre of Excellence should coordinate counter-terrorism efforts, but not provide technical assistance that is already provided by various UN entities. It should be an impartial broker (the Peacebuilding Office mentioned as example of mode).

- A Centre of Excellence could promote and impartially fundraise for the work and efforts by all relevant UN entities in their respective roles and mandates on counter-terrorism,

- A Centre of Excellence could be a think-tank and hub for information generation and sharing within the UN system and member states, relevant international organizations and academia.

- A Centre of Excellence could provide training and standards for UN engagement on counter-terrorism.

- A Centre of Excellence should define the parameters by which human rights and gender are respected, and issue timely policies to match the emerging and evolving challenges faced by the international community and national actors. It should directly contribute to developing sound analysis, and to ensure this analysis is effectively disseminated and do inform decision making processes and programmatic engagement.

- A Centre of Excellence could engage with other entities to disseminate key evaluation and other oversight results related to counter-terrorism to a wide audience and support the notion for evidence-based programming.

Annex C: Document List

General Assembly resolution 60/288, *The United Nations Global Counter-Terrorism Strategy,* A/RES/60/288 (20 September 2006)

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Annex D: Centre of Excellence

Broader definitions of a Centre of Excellence

The evaluation conducted a review of Centres of Excellences, within the United Nations system and outside. As key findings:

- While there are many definitions of a Centre of Excellence and the concept in one context may have different characteristics from another, most definitions include an element of subject-matter expertise and various ways of using it to enhance the knowledge or capacity of others.

- For example, a Centre of Excellence may generally be characterized by specializing in one functional area and acting as subject-matter experts in this field. The CoE distribute their in-depth knowledge through training, conferences, seminars, concepts, doctrine, lessons learned and papers. Similarly, CoEs are often described as providers of **thought leadership** and direction, working to establish and promote **standards and best practices**; research and development; appropriate recommendations; **support and education**; and, performing other similar functions in specific focus areas considered critical to the success of the overall organization or practice that the CoE supports.

- Other features mentioned include CoEs being highly attractive to research and development investments and talent in their field, and as a result, CoEs possess the ability to absorb and **develop new knowledge and new ways of working**. Furthermore, CoEs are typically geographically concentrated and focused on high potential areas in their sector, and they often have **convening authority** in their sector.

- As a specific example of a definition, NATO defines their Centres of Excellence as "international military organizations that train and educate leaders and specialists from NATO member and partner countries. They assist in doctrine development, identify lessons learned, improve interoperability and capabilities, and test and validate concepts through experimentation. They **offer recognized expertise and experience** that is of benefit to the Alliance, and support the transformation of NATO, while avoiding the duplication of assets, resources and capabilities already present within the Alliance."

- Lastly, it does not seem the UN has a similar, uniform definition of Centres of Excellence within its system. However, quite a few UN CoEs currently exist – most under one of the UN agencies, predominantly UNDP – and their characteristics more or less align with elements of the above described definitions. A few examples of UN CoEs, as well as examples from the broader multilateral scene, are presented in Annex G.

- In general, there seem to be few designated Centres of Excellence within the main Secretariat of the United Nations. There is also no other *defined* CoE working on counter-terrorism within the UN system apart from the UNCCT. However, while the United Nations Security Council Counter-Terrorism Committee Executive Directorate (CTED) is not defined as a Centre of Excellence, the mandate and activities of CTED and its Global Research Network (GRN) covers some common functions of a CoE.

- The network's mission is to help CTED stay ahead of emerging trends and challenges in counter-terrorism, and to identify and share best practices. Since its launch in 2015, the CTED GRN has developed into a network of more than 100 research institutes and think tanks from across the globe. The network provides CTED with evidence-based research which CTED in turn brings to the members of the Security Council's Counter-Terrorism Committee. Leveraging the input from the network, CTED further publishes a bi-monthly research digest, a quarterly GRN newsletter, trends reports, and CTED's newest

publication, the Trends Alert. The network also serves as a platform for dialogue between policymakers and academia, think tanks and other organizations, including through hosting events.

Observations on the Common Elements in the Definitions

- As preliminary observations, the definitions of a "Centre of Excellence" covers a broad range of functions, but have as their core function grouping subject-matter expertise and sharing, to enhance the knowledge and/or capacity of others. Further, based on the current available information, it seems there is at least some overall coherence between the vision of Saudi Arabia and the UNOCT itself in terms of what it should mean for the UNCCT to be a Centre of Excellence. There is agreement that the UNCCT should stay with its capacity building programming, but also increase its intellectual contribution. The key priority of Saudi Arabia is to have the leading expertise within its ranks or closely associated with UNCCT, which is mentioned in UNCCT's concept note.

- Finally, there is a broad range of Centres of Excellence within the UN system. There is no uniform definition of their functions, but most align to key functions such as developing and sharing knowledge and best practice, convene meetings and partnerships, and providing training and capacity building. UNCCT seems to be one of few CoEs situated within the main Secretariat, and there is no other *defined* CoE working on counter-terrorism within the UN system. However, the mandate and activities of CTED and its Global Research Network (GRN) already covers many of the common functions of a CoE and the ambitions of UNCCT with regards to becoming a Centre of Excellence.

Annex E: Case Study Project Clusters Summaries

Central Asia

Project Reference/Title	Summary of Objectives	Observed Outputs	Observed Outcomes
UNCCT-2017-69: Towards a Comprehensive Implementation of the United Nations Global Counter-Terrorism Strategy in Central Asia - Phase III Pillar II	(i) Assist in the development of a national and regional CT and PVE strategy; (ii) strengthen Central Asian countries' capacity to implement CT and PVE strategy under the broad framework of the GCTS and JPoA, through tailored capacity-building assistance.	National strategy for Turkmenistan, adopted by the President in 2019, and a PVE National Action Plan is in preparation; Workplan for capacity building in preparation; a matrix of activities undertaken by/with other entities in the region, which is being maintained on UNRCCA website.	UNCCT: improved communication and sharing of best practice in the region. AB member: Member States in the region keen to engage in the programme.
UNCCT-2018-01-91: STRIVE Asia (regional project including three Central Asian Member States within scope) Pillar I	Enhance capacity of national and local authorities, legislative bodies, civil society and the private sector for P/CVE policy-making, in particular, the capacity to develop and implement PVE national action plans; enhance the role of law enforcement actors in preventing violent extremism in close collaboration with non-government actors; strengthen local resilience of at-risk communities through the support of community-led P/CVE initiatives.	None as yet (project is expected to run 2019-23).	None as yet.
UNCCT-2017-72: Coordinated "One UN" Support to Member States and Developing National and Regional PVE Action Plans (global project including Kyrgyzstan) Pillar I	Provide technical assistance to Member States and regional organisations with technical assistance on request to develop and implement PVE National Action Plans (NAPs). Nine-months of assistance to up to 10 Member States and 2 regions; facilitation of PVE	PVE reference guide produced in 2018. Support initiated to four countries and one regional organisation. Project supported creation of PVE coordinator position in Dhaka. Work initiated on NAP for Kyrgyzstan but this activity	UNCCT: project's major achievement was the 'Bali Workplan', a regional strategy in ASEAN in 2018. Six agencies committed to action and to support the Workplan financially.

		coordination mechanisms in Member States; 'dialogue' to identify drivers of VE; joint development of reference guides with UNDP and others on practicalities of NAPs; compendium of good practices; mapping of legislative and policy frameworks; PVE workshops with government representatives; regional efforts from CTITF entities to assist Member States.	moved to UNCCT-2018-01-91 (see above).	
UNCCT-2015-43: Supporting the Management of Violent Extremist Prisoners and the Prevention of Radicalization in Prisons (includes Kazakhstan). NB: this builds on an existing UNODC project, who continue to implement substantial activities.	Increase capacity of selected beneficiary countries to effectively manage violent extremist prisoners and prevent radicalization to violence in their prison systems.	An action plan has been signed off by the relevant ministries/ agencies. 8 pilot prisons have been identified and activities implemented: e.g. security audits and training for prison staff.	Project inception delayed until May 2018 so too early to judge outcome.	
Pillar IV				
UNCCT-2017-68: Strengthening Member States Border Security And Management Capacities To Counter Terrorism And Stem The Flow Of Foreign Terrorist Fighters (FTFs). Global project which includes Central Asia. NB: Approved February 2019.	Contribute to the capacity of Member States to prevent the cross-border movement of terrorists and stem the flow of FTFs through improved border security and management strategies	Training is being delivered using GCTF good practices as its basis. Technical assistance on biometrics being offered.	UNCCT: 'trust and confidence' being built in beneficiary countries.	
Pillar II				
UNCCT-2017-64: Enhancing The Capacity Of States To Adopt Human Rights Based Treatment Of Children Accompanying Returning Foreign Terrorist Fighters (Child Returnees):	Improve Member States' capacity to develop comprehensive policies to support child returnees through a human rights based and gender-sensitive approach.	Substantial (90pp.) handbook produced, with workshops in SE Asia, Sahel and MENA. Second phase began with launch of the handbook and its implementation in Central Asia (with specific focus on Tajikistan.) However,	UNCCT: awareness raising of the issue and the human rights-based approach.	

Global project that includes Central Asia and Nigeria within its scope.

the handbook was only recently translated into Russian, which constrained dissemination and uptake.

Pillar IV

Indonesia

Project Reference/Title	Summary of Objectives	Observed Outputs	Observed Outcomes
UNCCT-2015-38: Preventing Violent Extremism through Strategic Communications (global project supporting Trinidad and Tobago, CARICOM, IGAD, Jordan, Philippines, Indonesia, Malaysia, Iraq). Pillar I	Increase the capacity of requesting Member States, regional organizations, United Nations entities and civil society organizations to minimize threats and/or to support diminishing threats posed by violent extremism through strategic communications and prevent the appeal of terrorism and violent extremism at the global, regional and local levels.	11 workshops delivered during 2019. Only one activity (a half-day workshop) was specific to Indonesia. Donor report to Government of Japan states: "the Government of Indonesia did not agree to receive capacity building assistance from UNOCT/UNCCT, including on Strategic Communications, until late July 2019. This was in part due to delays with the development of the NAP P/CVE at a national level. This delay meant that the implementation planned for Indonesia at a national and subnational level could not be completed in the timeframe specified by the Government of Japan."	Two outcomes (assisted Member States have ability to develop and implement effective strategic communications framework for PVE and have increased capacities to conduct target audience research and analysis, develop strategy concepts and design, and disseminate content to the broad public on strategic communications related to PVE) were judged by UNCCT to have been achieved for all countries/regions. Outcome 2 (assisted Member States have established an interagency coordination and planning platform or system for strategic communications) was judged to have been achieved for Philippines only. However, Outcomes 1& 3 were measured by reactions of workshop participants – which measures outputs, not outcomes. There is therefore no evidence that outcomes were achieved.
UNCCT-2018-01-80: Building the Capacity of Technical and Vocational Training Institutes in Indonesia and the Maldives	Enhanced capacity of a select group of technical and vocational training institutes in Indonesia and the Maldives on their management, curriculum improvement and placement of young	Three workshops were delivered in Indonesia, and a 'Practical Implementation Guide' developed from the workshops was published. Some YouTube videos were also produced.	Outputs contributing to the first planned outcome (Member States' technical and vocational training institutes take into account best practices related to TVET institutional management, industry

Pillar I	people in employment, thereby helping young people acquire and retain decent employment and remain safe from terrorist propaganda and violent extremism, which exploit unemployed youth.	In addition, workshop participants developed business cases/PVE tools for their TVET institutions (an unplanned output.) Indonesia's Ministry of Manpower now building content developed during the project into the national TVET curriculum.	linkages, employment facilitation and entrepreneurship) were achieved in Indonesia, and government beneficiaries reported uptake of these outputs. The second outcome (Member States' youth populations gain improved access to job acquisition and job retention skills and thereby gain resilience against terrorist propaganda and terrorist recruitment) does not appear to have been achieved – indeed, the scope of the project seems to have been restricted after its initiation to TVET institutions).
UNCCT-2017-70: Enhancing south-south exchange of expertise between experts from Africa, Asia, Middle East, Latin America and the Caribbean on countering terrorism and preventing violent extremism Pillar III	Promote and strengthen exchange of expertise in the field of countering terrorism and preventing violent extremism (CT/PVE) between experts from selected countries in Africa, Asia, Middle East, Latin America and the Caribbean and to enhance capacities to design and implement related policies and mechanisms.	Project has only completed inception phase.	None as yet.
UNCCT-2013-14-REV: Ensuring Compliance with Human Rights Standards in Screening and Controlling Persons at Borders in the Counter-Terrorism Context (global project that included scoping mission to Indonesia). Pillar IV	Provide in-depth guidance to Member States on how to comply with international human rights standards in the process of the reception, with a primary focus on screening and controlling of persons at the border, building on the existing works by CTITF member entities.	One handbook and one 'pocket book' on compliance with international human rights law during screening and controlling of persons at entry and exit border posts were produced.	There does not seem to be a plan for the dissemination of the handbooks, or for assessing their uptake. There is, therefore, no evidence of results at the outcome level. UNCCT: However, uptake/dissemination was more of a focus in the follow-on projects.
UNCCT-2017-67: Enhancing Member State Capacities to Exploit Social Media in Relation to Foreign Terrorist Fighters (FTFs) (global project which was	Enhanced understanding of the FTF phenomenon; improve capacity to exploit social media and the internet to prevent and counter FTF recruitment and travel.	The output goals of the project were completed and additional funding was obtained for activities in Indonesia, Malaysia and the Philippines. Participating Member States expressed	There is no data on changes in practice or longer-term results, although INTERPOL reported that they have seen beneficiary Member States use

		satisfaction with outputs. The Handbook of Best Practices (produced by INTERPOL) is now complete and is being integrated into next phases.	the Handbook in their social media investigations.
Pillar I		Note that INTERPOL became primarily responsible for project outputs due to UNCCT capacity issues.	
UNOCT-2019-Pillar I: Social Media Investigations for Southeast Asia (regional project which included workshops in Indonesia) Pillar I	Raise awareness/ contribute to the ability of Indonesia, Malaysia and the Philippines to stem the flow of FTFs and prevent the radicalization of other violent extremists using Social Media and Internet-related technologies, in a human rights-compliant manner, through international and regional cooperation by applying the UN Counter-Terrorism Strategy and relevant Security Council resolutions.	Two joint workshops in Japan, three national workshops in Indonesia, Malaysia and the Philippines, and an additional regional two-day training in Kyrgyzstan were successfully implemented, with positive feedback from participants.	We found no data on changes in practice or long-term results: final donor report only included data on workshop surveys of participants, and two evaluations foreseen in project initiation documents do not appear to have been carried out. However, MS were positive about the project. Additionally, there were requests for follow up projects and funding has been attracted from donors for a follow-on project currently being developed.
UNCCT-2017-63: Aviation Security (planned global project which included Nigeria and Indonesia within its scope) Pillar II	Planned follow-on project to UNCCT-2016-34 (see below) which would roll-out aviation security training to new beneficiary countries while further developing work in Nigeria.	Approval of project was delayed and responsibility was transferred to SPIB, which has not so far initiated it.	Not applicable.
UNCCT-2017-68: Strengthening Member States Border Security And Management Capacities To Counter Terrorism And Stem The Flow Of Foreign Terrorist Fighters (FTFs). Global project which includes Central Asia. Pillar II	See above under Central Asia.		

Nigeria

Project Reference/Title	Summary of Objectives	Observed Outputs	Observed Outcome
UNCCT-2015-37: Raising Awareness of Priority States regarding Requirements of Security Council resolution 2178 (2014) on Advance Passenger (API) Information and Determining their related Technical Assistance Needs Pillar II	Contribute to building States' capacities to prevent individuals believed to be FTFs from leaving, entering or transiting through their territories through: improved awareness by Member States of UNSCR 2178 and its API requirements and the benefits of API and PNR; systems for border management capacities to stem the flow of FTFs; Member States implementing API and PNR and seeking further technical assistance.	Raised awareness among beneficiary Member States of relevant Security Council Resolutions; roadmaps for API implementation in high priority countries; I24-7 capability delivered in Nigeria.	UNCCT: project was a pathfinder, with a legacy in the CT Travel programme: Member State involvement in CT Travel is a quantifiable benefit of this project. In the 2 years since the project, Nigeria has made "significant progress" in collecting and using API/PNR.
UNCCT-2014-34: Aviation Security Training in Nigeria Pillar II	Mitigates the threat posed to civil aviation by terrorists by developing Nigeria's capacity for screening across the civil aviation network at a standard close to the EU's minimum standards and ensuring that the relevant regulatory framework for aviation security screening is in place.	35 'Master Trainers' were trained, who then trained 180 trainees. The project reviewed Nigeria's regulatory system and issued recommendations for improving compliance.	UNCCT: Nigeria saw an immediate improvement in screening capability, with trained officials identifying contraband which would previously have not been intercepted. However, results at the outcome level likely to have been constrained by lack of follow-on project and longer-term engagement.
UNCCT-2018-2-79: Preventing And Responding To Weapons Of Mass Destruction/Chemical, Biological, Radiological And Nuclear Terrorism Pillar II	Support Member States, International Organizations and UN entities to prevent terrorist groups from accessing and using WMD/CBRN materials and to ensure that they are better prepared for, and can more effectively respond to, a terrorist attack involving WMD/CBRN materials. NB: This is a collection of small-scale pilot projects under a single governance umbrella. The programme was also asked to develop a small arms and light weapons (SALW) project (this has now been spun off – launched Feb 2020).	A threat/risk assessment was created with Interpol and UNCCT carried out mapping of entities and mandates. Training for first responders was conducted in Iraq. In Jordan a national response plan was developed and field exercise conducted. Nigeria hosted a workshop on nuclear security response and legal framework, following testing/ exercising of Nigeria's response capabilities.	UNCCT: programme is raising awareness of ICSANT, the main relevant treaty, which currently has 116 signatories.

Project Reference/Title			
UNCCT-2017-64: Enhancing The Capacity Of States To Adopt Human Rights Based Treatment Of Children Accompanying Returning Foreign Terrorist Fighters (Child Returnees): Global project that includes Central Asia and Nigeria within its scope. Pillar IV	See above.		
UNCCT-2017-63: Aviation Security (planned global project which included Nigeria and Indonesia within its scope) Pillar II	See above.		
UNCCT-2015-40: Training of Law Enforcement Officials on Human Rights, the Rule of Law and the Prevention of Terrorism (global project with Nigeria as one of six beneficiary Member States). Pillar IV	Enhance capacity to achieve CT objectives using a rights-based approach (jointly implemented with OHCHR).	Two rounds of training conducted in the six beneficiary countries including Nigeria (2015-18). Phase III (began late 2019) focuses on training for trainers. Workshops have been well-received by delegates and curriculum has been adapted for national contexts.	End-term evaluation planned for 2020.

Pakistan

Project Reference/Title	Summary of Objectives	Observed Outputs	Observed Outcome
UNCCT-2016-45: Capacity Building for Technical and Vocational Training Institutes in Pakistan Pillar I	Improve TVET curriculums to national and international standards; help bridge the link between the private sector and unskilled labour; promote innovation and entrepreneurship; organize, monitor and assess delivery of TVET programmes; improve TVET facilities and publicize TVET programming to attract more participants.	Four workshops took place. Around 185 TVET managers were trained. Trainees reported high levels of satisfaction (but this was anecdotal: there was no documentation on this).	Project's original proposal included an impact assessment, but this was not done. One interviewee (project consultant) said he has seen effects from the training as one or two reforms have been adopted. It is not clear whether the curriculum is the basis for subsequent TVET programs under way in other countries.

UNCCT-2016-47: Support for Juvenile Offenders in Prisons in Pakistan Pillar I	Enhance the capacity of Pakistan's prison systems to offer vocational training, life skills, and soft skills to around 400 juveniles in three prisons convicted for violent offences.	The project achieved success as a limited pilot; the local partner PMYP was pleased with the results and a small number of juvenile offenders were provided with skills.	Participants learned skills and felt a sense of achievement (reflected in evaluation interviews by local consultant in Urdu). However it is not clear whether the concepts were adopted after the project closed. The final report was deemed politically sensitive and never published.
UNCCT-2017-67: Enhancing Member State Capacities to Exploit Social Media in Relation to Foreign Terrorist Fighters (FTFs) (global project which was extended to Pakistan and other beneficiary countries) Pillar I	See above under Indonesia.		
UNCCT-2018-1-81: Building Capacity of Youth in the FATA Pillar I	Not implemented.	None.	None.
UNCCT-2016-46: Pakistan Youth Web Portal Pillar I	Not implemented.	None.	None.
UNCCT-2018-02-78: Capacity Building on Countering the Financing of Terrorism Pillar II	Not implemented in Pakistan.	Not applicable.	Not applicable.
UNCCT-2016-48: Rehabilitation of Victims of Terrorism Pillar IV	Not implemented in Pakistan.	Not applicable.	Not applicable.

Annex F: Consolidated Project List

Project Code	Project Title	Project Description	Pillar	Unit	Project Manager	Project Start Date	Project End Date	Status
UNCCT-2013-14-REV	Ensuring Compliance with Human Rights Standards in Screening and Controlling Persons at Borders in the Counter-Terrorism Context	Provide guidance to Member States on how to comply with international human rights standards in the process of screening and controlling persons at border crossings through the development of a handbook and pocketbook for border officials	Pillar IV	Human Rights	Cornelius Nagbe	01-jun-17	31-mai-18	completed
UNCCT-2013-21	UNCCT List of Counter-Terrorism Advisors	Maintain an updated list of counter-terrorism advisors to provide timely capacity-building assistance to Member States, Un peacekeeping operations, UN special political missions and UN Country Teams as requested.	Pillar II	Office Of Director	Steven Siqueira	01-jan-13		completed
UNCCT-2013-24	Fostering International Counter-Terrorism Cooperation and Promoting Collaboration between National, Regional and International Counter-Terrorism Centres and Initiatives – Network Against Terrorism (NAT) Phase II	Through this project UNCCT strengthened collaboration between national, regional and international counter-terrorism centres and initiatives, and promote a global network against terrorism, including through the creation and maintenance of a web directory and international conferences.	Pillar III	PMU	Graham Masinde	01-jan-13	31-des-19	completed
UNCCT-2014-31	Community Engagement Through Human Rights Led Policing	Through this project UNCCT would support the process of building lasting trust-based partnerships between police officers and the communities they serve in order to enhance the CVE effort within those communities, including by providing local police officers with an introduction to global best practices on PVE and community policing.	Pillar IV	Human Rights	Cornelius Nagbe	01-sep-14	28-feb-18	completed

UNCCT-2015-38	Preventing Violent Extremism through Strategic Communications – Phase III	Through this project UNCCT enhances the understanding and awareness of strategic communications for PVE, support interagency coordination and planning platforms for strategic communications, and improve technical strategic communication skills. You can learn more about StratCom in the EXPO.	Pillar I	PVE Unit	Sian Hutchinson	01-jan-18	31-des-20	ongoing
UNCCT-2015-40	Training of Law Enforcement Officials on Human Rights, the Rule of Law and the Prevention of Terrorism	Through this project UNCCT is enhancing the understanding, skills and experience of law enforcement and security officials on international human rights standards and counter-terrorism.	Pillar IV	Human Rights	Cornelius Nagbe	01-feb-18	31-des-21	ongoing
UNCCT-2017-58	Enhancing the Capacity of States to Prevent Cyber Attacks Perpetrated by Terrorist Actors and Mitigate Their Impact	Through this project UNCCT, working with a range of Compact entities, is raising awareness of cyber threats posed by terrorists and enhance knowledge on potential solutions to increase the IT security and resilience of critical national infrastructure. The project is being implemented as part of the UNCCT Cyber and New Technologies Programme.	Pillar II	Cyber and New Tech Unit	Fernando Puerto Mendoza	01-apr-17	30-apr-21	ongoing
UNCCT-2017-64	Enhancing the Capacity of States to Adopt Human Rights Based Treatment of Child Returnees	Through this project UNCCT is assisting Member States to develop comprehensive policies to support child returnees through a human rights based and gender-sensitive approach, including through the development of a handbook on good practices. The handbook is available at www.un.org/counterterrorism/cct/publications-reports	Pillar IV	SPRR	Larissa Ann Adameck	01-sep-19	31-mar-21	ongoing
UNCCT-2017-65	Ensuring Compliance with Human Rights Standards at Borders in the Context of Counter-Terrorism (under BSM programme)	Through this project UNCCT is enhancing the awareness of border authorities on international human rights standards applicable to border security	Pillar IV	Human Rights	Cornelius Nagbe	31-okt-18	31-mar-21	ongoing

		and management, including on screening, referral, interviewing, detention and removal.						
UNCCT-2017-66	Enhancing Information Sharing on Foreign Terrorist Fighters among Member States (UNCCT-INTERPOL)	This project, implemented with INTERPOL, seeks to enhance cooperation among Member States and increase the quality and quantity of available information to address the FTF phenomenon	Pillar I		Abdulrahman Mohammed A Alhammad	01-jul-20	31-des-20	ongoing
UNCCT-2017-67	Enhancing Member State Capacities to Exploit Social Media in relation to Foreign Terrorist Fighters (UNCCT-INTERPOL)	Through this project, implemented with INTERPOL, UNCCT supported Member States to expand their networks, enhance their understanding of the FTF phenomenon, and increase their investigative capacities in relation to the exploitation of social media and other internet-based investigations on FTFs.	Pillar I	Cyber and New Tech Unit	Fernando Puerto Mendoza	01-apr-18	31-mar-19	completed
UNCCT-2017-68	Strengthening Member State Capacities in the Area of Border Security and Management to Counter Terrorism and Stem the Flow of Foreign Terrorist Fighters (BSM programme)	Through this programme UNCCT is enhancing Member State capacities in border security and management, including through the development of specialized projects, national and regional strategies and action plans, enhancing cross-border cooperation, and the provision of targeted training and equipment.	Pillar II	BSM	Christine Erika Bradley	31-jan-19	31-jan-23	ongoing
UNCCT-2017-70	Enhancing south-south exchange of expertise between experts from Africa, Asia, Middle East, Latin America and the Caribbean on countering terrorism and preventing violent extremism	Through this project UNCCT seeks to enhance south-south exchange of expertise between experts from Africa, Asia, Middle East, Latin America and the Caribbean on countering terrorism and preventing violent extremism.	Pillar III	South - South Cooperation	Rokhayatou Diarra	01-mar-19	28-feb-21	ongoing
UNCCT-2017-71	Gender Mainstreaming in the Office of Counter-Terrorism	This project aims at improving gender mainstreaming within the UNOCT programme and policy development and implementation, including the	Pillar I	Gender	Sara Herden P. M. Negrao	01-nov-17	31-des-20	ongoing

		development of a Gender Policy and Action Plan							
UNCCT-2017-72	Facilitate Coordinated "One-UN" Support to Member States on PVE Policy-Making and Developing National and Regional PVE Action Plans	Through this project UNCCT and UN partners provide coordinated UN PVE policy support to requesting Member States and regional organizations by helping them develop, harmonize, and implement executive or legislative frameworks through their national/regional PVE Plans of Action.	Pillar I	PVE Unit	Graham Masinde	01-jan-18	31-des-20	ongoing
UNCCT-2017-73-a	Border Management and Law Enforcement Relating to Counter-Terrorism (seed project)	Through this project UNCCT provided support to a Compact Working Group project, co-led with CTED, to raise awareness, increase knowledge and strengthen capability of Member States and relevant international and regional entities on collecting, recording and sharing of biometric information on terrorists, including foreign terrorist fighters at the international level, and through the establishment of a Compendium of existing good practices and recommendations. The Compendium is available at: www.un.org/counterterrorism/cct/publications-reports	Pillar III	PKMCB-KMC	Rocco Messina; Christine Erika Bradley; Rebecca Brattskar	18-feb-18	30-apr-19	completed
UNCCT-2017-73-g	Basic Human Rights Reference Guide on Proscription of Organisations in the Context of Counter-Terrorism	Basic Human Rights Reference Guide on Proscription of Organisations in the Context of Counter-Terrorism	Pillar IV		Cornelius Nagbe	18-mai-18	31-des-19	ongoing
UNCCT-2017-73-h	Protection of Critical Infrastructure Including Internet, Vulnerable Targets and Tourism Security (seed project)	Through this project UNCCT supported the Compact Working Group in the development of Guidelines and a Compendium of Good Practices on the protection of critical infrastructure against terrorist attacks. The Compendium is available at:	Pillar III	PKMCB-KMC	Christian Fassov; Fernando Puerto Mendoza	01-feb-18	31-des-19	completed

		www.un.org/counterterrorism/cct/publications-reports							
UNCCT-2017-73-I	Communications (seed project)	Through this project UNCCT is supporting the Compact Working Group on Communications to develop good practices, recommendations for effective monitoring and evaluation and a toolkit relating to countering terrorist narratives.	Pillar III		Laurence Gerard; Sian Hutchinson	30-aug-18	31-mai-20	ongoing
UNCCT-2017-73-j	Legal and Criminal Justice Response to Terrorism (seed project)	Through this project UNCCT supported the Compact Working Group in the development of guidelines on the role of the military in supporting the collection, sharing and use of evidence for promoting rule of law and human rights compliant criminal justice responses to terrorism. The Guidelines are available at: www.un.org/counterterrorism/cct/publications-reports	Pillar III		Rebecca Brattskar	01-feb-18	31-des-19	completed
UNCCT-2018-02-78	Capacity Building Project on Countering the Financing of Terrorism through Effective National and Regional Action	Through this project, UNCCT built the capacities of Member States on freezing of assets with a stronger focus on FTFs financing, financial intelligence sharing, risk assessments, and public-private partnerships.	Pillar II	CFT	Zeeshan Amin	01-feb-18	30-jun-20	completed
UNCCT-2018-02-79	Preventing and Responding to Weapons of Mass Destruction/Chemical, Biological, Radiological and Nuclear Terrorism (WMD/CBRN Programme)	Through this programme UNCCT is enhancing capacities of Member States and International Organizations to prevent terrorists from accessing and using WMD/CBRN materials and to ensure that they are better prepared for, and can more effectively respond to, a terrorist attack involving such weapons or materials.	Pillar II	WMD/CBRN	Maria Eugenia Rettori	28-sep-18	27-sep-21	ongoing
UNCCT-2018-04-83	Victims of Terrorism Support Programme	Through this programme UNCCT seeks to strengthen the capacity of Member States and civil society organisations to	Pillar IV	Victims Unit	Denise Lifton	01-jun-18	30-jun-21	ongoing

		assist and support victims of terrorism in protecting and promoting their rights and needs.						
UNCCT-2018-I-CSO Engagement	UNCCT Enhancing Engagement with Civil Society in CT activities	This project will engage a P3 Political Affairs Officer to draft a Civil Society Engagement Strategy for UNOCT	Pillar I	Office Of Director	Larissa Ann Adameck	01-des-18	30-des-19	completed
UNCCT-2019-02-79-C	Promoting Universalization and Effective Implementation of the International Convention for the Suppression of Acts of Nuclear Terrorism (UNCCT-UNODC)/ICSANT	Through this project, implemented with UNODC, UNCCT is promoting adherence to the International Convention for the Suppression of Acts of Nuclear Terrorism (ICSANT) through legislative assistance and judicial training, as well as outreach and capacity-building activities.	Pillar II	WMD/CBRN	Alma Pintol	01-jan-19	31-des-21	ongoing
UNCCT-2019-02-79-D	Technology and Security: Enhancing Knowledge About Advances in Science and Technology to Combat WMD Terrorism (UNCCT-UNICRI seed project)	Through this project UNCCT is supporting the Compact Working Group enhance knowledge and awareness of scientific and technological advances relevant to WMD terrorism through the preparation and dissemination of a research-based report.	Pillar III	WMD/CBRN	Maria Eugenia Rettori	21-mar-19	31-des-20	ongoing
UNCCT-2019-02-92	CT/PVE Awareness Training for UN staff	Through this project UNCCT is establishing a training programme for all UN staff members engaged in CT/PVE on the UN counter-terrorism architecture/structure and international norms and principles, as well as relevant international legal instruments and frameworks, including human rights standards.	Pillar III		Rocco Messina	01-jan-20	30-jun-20	ongoing
UNCCT-2019-03-94	Raising Awareness on the Protection of Critical Infrastructure from Terrorist Attacks in Accordance with UNSCR 2341 (2017) and Enhancing States' Capabilities in this Area	Raising Awareness on the Protection of Critical Infrastructure from Terrorist Attacks in Accordance with UNSCR 2341 (2017) and Enhancing States' Capabilities in this Area	Pillar III		Ulrik Ahnfeldt-Mollerup	01-jan-19	30-apr-20	ongoing

UNCCT-2019-I-Youth	Youth Engagement and Empowerment Programme	This Programme aims to empower young people to contribute meaningfully in the United Nation's global, regional and national efforts to prevent and counter violent extremism and terrorism. It will reinforce youth-focused PCVE-efforts across the UN system and foster partnerships with civil society organizations in this regard. The Programme is a framework to horizontally scale up initiatives that support and promote the positive role young people play in PCVE-efforts for strengthened community resilience and social cohesion as well as improved cooperation in the fight against terrorism.	Pillar I	Youth	Adel Elsayed Sparr	01-jan-20	31-mar-21	ongoing
UNCCT-2020-II-CFT	UNOCT-UNCCT Global Coordinated Programme On Detecting, Preventing and Countering The Financing of Terrorism ("CFT Programme")	The CFT Programme aims to help strengthen Member States' capacities to detect, prevent and counter the financing of terrorism, in accordance with relevant Security Council and General Assembly resolutions, other international law obligations and the Financial Action Task Force (FATF) Recommendations.	Pillar II	CFT	Zeeshan Amin	01-jun-20	31-des-20	ongoing
UNCCT-2020-I-seedfundChemAttacksPhaseIII	Ensuring Effective Inter-Agency Interoperability and Coordinated Communication in case of Chemical and/or Biological Attacks. (Seed Project)	This project aims at improving the international community's response capabilities to support Member States in the event of a chemical/biological terrorist attack	Pillar III	WMD/CBRN	Maria Eugenia Rettori	01-jan-20	30-jun-21	initiated
UNCCT-2020-I-seedfundWGGenderCSO	Consultation with Women Groups for the UN Global CT Strategy	The project is implemented by UN Women on behalf of the Global Compact Gender Working Group, with the purpose of undertaking consultations with Civil Society Organizations (CSO) from the Global South in view of the review of the Global Counter Terrorism Strategy. The outcomes will be shared	Pillar I	Gender	Sara Herden P. M. Negrao	01-jan-20	31-des-20	ongoing

		with Member States to advocate for the inclusion of CSOs perspectives.							
UNCCT-2020-IV-Global PRR	Global PRR initiative (under S-PRR programme)	The Global PRR Initiative is intended to collect and analyse the approaches being taken by Member States in the development and implementation of comprehensive and tailored PRR strategies, as well as of the risks inherent in partial and ad hoc programmes. This will result in the development of operational guidance for Member States and internal UN guidance on how to support Member States to develop and implement comprehensive PRR strategies.	Pillar IV	Human Rights	Larissa Ann Adameck	01-jan-20	31-des-20	ongoing
UNCCT-2020-IV-seedfundWG_AI	Human Rights Aspects of the Use of Artificial Intelligence in Counter-Terrorism	Human Rights Aspects of the Use of Artificial Intelligence in Counter-Terrorism - Seed project	Pillar IV	Human Rights	Cornelius Nagbe	01-jan-20	31-des-20	initiated
UNCCT-2015-43	Supporting the Management of Violent Extremist Prisoners and the Prevention of Radicalization in Prisons	Through this project, implemented with UNODC and CTED, UNCCT supports participating countries in Asia and Africa to implement prison-based disengagement programmes to dissuade extremists from violence, and to assist former violent extremist prisoners to reintegrate back into society.	Pillar IV	SPRR	Saule Mektepbaye va	01-mai-18	30-apr-22	ongoing
UNCCT-2016-47	Support for Juvenile Offenders in Prisons in Pakistan	Through this project UNCCT helped juveniles in prison charged under terrorism-related offences in Pakistan gain improved access to sustainable livelihood, job acquisition and job retention skills and thereby gain resilience against terrorist propaganda and terrorist recruitment.	Pillar I	Youth	Zeeshan Amin	01-jul-17	31-jan-19	completed
UNCCT-2017-73-d	National and Regional Counter-Terrorism Strategies (seed project)	Through this project UNCCT supported the Compact Working Group on National and Regional Strategies to in its support	Pillar III	Office of the Chief	Sian Hutchinson			completed

		to Iraq to develop national comprehensive and integrated counter-terrorism strategy in light of Security Council resolutions 1963 (2010) and 2129 (2013).						
UNCCT-2018-01-80	Building the Capacity of Technical and Vocational Training Institutes in Indonesia and the Maldives	Through this project, implemented with ILO, UNCCT provided knowledge, best practices, and capabilities to principals and teachers of technical and vocational training institutes in Indonesia and the Maldives to enable their institutes' students to acquire entrepreneurial skills and have improved access to jobs so that they gain resilience against violent extremist propaganda and/or terrorist recruitment.	Pillar I	Youth	Adel Elsayed Sparr	01-jul-19	31-des-19	completed
UNCCT-2018-01-81	Building Capacity of Youth in the (formerly) Federally-Administered Tribal Areas (FATA) of Pakistan through Employment Training and Psycho-Social Support	Through this project UNCCT and ILO provided training in vocational skills, life skills and psycho-social support to young adults adversely affected by terrorist violence in FATA to enable them to earn a decent living and safeguard them from the threat of radicalisation by terrorists and violent extremists.	Pillar I	Youth	Zeeshan Amin	01-jan-19	01-jan-22	completed
UNCCT-2018-01-90	Enabling Youth Entrepreneurship and Increasing Youth Employment Opportunities to Build Resilience Against Violent Extremism in Ethiopia	Through this project UNCCT seeks to enhance the capacity of microfinance institutes and business development service providers to stimulate youth entrepreneurship and self-employment in Ethiopia, and thereby to strengthen the resilience of youth against violent extremism.	Pillar I	Youth	Adel Elsayed Sparr	01-jul-19	31-des-20	ongoing
UNCCT-2018-02-79-A	Enhancing National Capacities to Prevent and Respond to Chemical and Biological Attacks in Iraq (under WMD/CBRN Programme)	Through this project, implemented with the US Department of State, UNCCT is enhancing Iraq's capacities to prevent and respond to a terrorist attack	Pillar II	WMD/CBRN	Maria Eugenia Rettori	15-nov-19	14-jan-21	ongoing

		involving chemical and biological weapons or materials.							
UNCCT-2018-02-79-B	Enhancing Capabilities to Prepare and Respond to a CBRN Terrorist Attack in Jordan (under WMD/CBRN Programme)	Through this project, implemented with NATO and Jordan, UNCCT seeks to enhance the national capabilities of Jordan in the areas of preparedness and response to a terrorist attack involving CBRN weapons or materials.	Pillar II	WMD/CBRN	Maria Eugenia Rettori	01-okt-18	30-sep-21	ongoing
UNCCT-2019-01-93-A	Developing a comprehensive and integrated Iraqi national counter-terrorism strategy in support of the implementation of the UN Global Counter-Terrorism Strategy and relevant Security Council resolutions	The objective of this project is to support the Government of Iraq with developing a comprehensive and integrated national counter-terrorism strategy, in line with the United Nations Global Counter-Terrorism Strategy, its review resolutions, and relevant UN Security Council resolutions	Pillar III		Senol Yilmaz	01-jul-19	30-jun-21	ongoing
UNCCT-2019-01-93-B	Support to Iraq on Youth Employment and Skills Development to Prevent Violent Extremism	Support to Iraq on Youth Employment and Skills Development to Prevent Violent Extremism	Pillar I	Youth	Adel Elsayed Sparr	01-jul-19	30-jun-20	ongoing
UNCCT-2019-I-Social Media Investigations for Southeast Asia	Enhancing the Skills of Southeast Asian Officials in Relation to the Exploitation of Social Media and the Internet to Counter the Foreign Terrorist Fighters Phenomenon and Violent Extremism	Through this project UNCCT, working with Compact partners, enhanced the skills of Southeast Asian officials in relation to the exploitation of social media and the internet to counter the Foreign Terrorist Fighters phenomenon and violent extremism.	Pillar I	Cyber and New Tech Unit	Fernando Puerto Mendoza	01-apr-18	01-sep-19	completed
UNCCT-2016-50	Facilitating the Development of a Regional Strategy for East Africa and the Horn of Africa to Counter Terrorism and Prevent Violent Extremism	Through this project UNCCT supported the development and implementation of a comprehensive strategy for countries of the Horn of Africa and Tanzania to prevent violent extremism in cooperation with the Intergovernmental Authority on Development (IGAD) and UNDP.	Pillar II	I-ACT		01-jan-18	31-des-19	completed
UNCCT-2016-51	Facilitating the Implementation of the Regional Counter-Terrorism Strategy for Southern Africa	Building on its earlier support in the development of a Southern Africa Development Community (SADC)	Pillar II	I-ACT		01-jan-18	31-des-19	completed

		Regional Counter-Terrorism Strategy and Plan of Action for Southern Africa, this project supported the SADC Secretariat in the implementation of the Plan of Action.						
UNCCT-2016-75	Prevention of Violent Extremism through Youth Empowerment in Jordan, Libya, Morocco and Tunisia (UNCCT-UNESCO)	Through this project UNCCT, working with UNESCO, supports selected Member States in North Africa and the Middle East to empower young men and women to become key actors in PVE, including by mainstreaming PVE through non-formal and informal education and strengthening cooperation with online youth communities and the media to combat hate speech and violent extremism.	Pillar I	Youth	Adel Elsayed Sparr	01-apr-18	30-sep-20	ongoing
UNCCT-2016-76	Promoting Dialogue, Tolerance and Openness through Media to Counter Narratives Associated with Terrorism in the Arab Region (UNCCT-UNESCO-LAS)	Dismantle conditions conducive to the spread of terrorism by creating a climate for enhanced dialogue, respect and mutual understanding through building the capacity of stakeholders, particularly youth and media professionals and leveraging the role of media	Pillar I	PVE Unit	Sian Hutchinson	01-jan-19	01-jan-21	initiated
UNCCT-2017-55	Security Sector Reform in an Era of Terrorism/ Violent Extremism: Women's Rights in the Sahel Region (UNCCT-UN Women)	Through this project, implemented with UN Women, UNCCT is strengthening the capacity of the security sector across the G5 Sahel countries to protect and promote women's rights while preventing and countering violent extremism. The project is being implemented under the I-ACT Framework.	Pillar IV	Gender	Sara Herden P. M. Negrao	01-des-16	30-sep-20	ongoing
UNCCT-2017-69	JPoA - Towards a Comprehensive Implementation of the United Nations Global Counter-Terrorism Strategy in Central Asia - Phase III	Building on earlier phases of this project, UNCCT provides coordinated UN system support to Central Asian countries to enhance capacity to fight terrorism and prevent violent extremism in a strategic manner, including through	Pillar II	I-ACT	Marina Laurent	01-jan-18	31-des-20	ongoing

		development of national and regional CT/PVE strategies upon their request, providing capacity-building assistance in the priority areas of concern, exchanging best practices, and cooperating and coordinating with regional and international organizations in their CT/PVE efforts in the region.						
UNCCT-2017-74	Supporting Regional Efforts of the G5 Sahel Countries to Counter Terrorism and Prevent Violent Extremism (I-ACT)	Through this project UNCCT provided support to the G5 Sahel countries in the implementation of the UN Global Counter-Terrorism Strategy at the regional level through an "All-of-UN" approach, in close collaboration with UNOWAS and the G5 Sahel Permanent Secretariat.	Pillar III	I-ACT	Yamina Mokrani; Nicolas Maurelet	01-apr-17	31-mai-19	completed
UNCCT-2018-01-91	Strengthening Resilience to Violent Extremism in Asia (STRIVE Asia)	This joint project EU-UN project seeks to Strengthening Resilience to Violent Extremism in Asia (STRIVE Asia). It is implemented in partnership with UNODC and UNDP.	Pillar I	Asia-Pacific (APU)	Rene Betancourt	07-jan-19	07-jan-23	ongoing
UNCCT-2018-02-88	Supporting the Development and Implementation of a Regional Counter-Terrorism Strategy for the Arab World (UNCCT-AIMC)	Through this project UNCCT is supporting the Arab Interior Ministers Council (AIMC) and AIMC Member States in developing and implementing a regional counter-terrorism strategy for the Arab region based on the four pillars of the UN Global Counter-Terrorism Strategy, as well as regional needs and priorities.	Pillar II	Middle East & North Africa (MENA)	Azzeddine Salmane	01-jan-19	31-mar-21	ongoing
UNCCT-2018-03-85	Promotion of Sustainable Peace and Development through Building of Skills for Life and the World of Work in the Sahel (UNCCT-UNESCO under I-ACT)	Through this project, implemented with UNESCO, UNCCT supported peace and sustainable development through strengthening youth competencies, including through inclusive education policies, strengthening skills and values for socio-economic integration, and	Pillar III	I-ACT	Yamina Mokrani; Nicolas Maurelet	01-mai-18	31-mai-19	completed

		capacity building of teacher trainers and teachers. The project was implemented under the I-ACT framework.							
UNCCT-2018-03-86	Strengthening Rule of Law-Based Criminal Justice Measures and Related Operational Measures Against Terrorism and Violent Extremism (UNCCT-UNODC under I-ACT)	Through this project, implemented with UNODC, UNCCT strengthened judicial and operational cooperation among G5 countries, and enhance capacity of their law enforcement and criminal justice officials to address legal and criminal justice challenges related to FTF and violent extremism in compliance with human rights, as well as to conduct investigation of terrorism and related cases. The project was implemented under the I-ACT framework.	Pillar III	I-ACT	Yamina Mokrani; Nicolas Maurelet	01-jun-18	31-des-19	completed
UNCCT-2018-03-87	Programme Coordination of the G5 Sahel Framework (I-ACT)	Through this project UNCCT supported the programmatic needs of the regional I-ACT Framework to ensure an effective coordination of UN counter-terrorism and PVE efforts in the G5 Sahel region.	Pillar III	I-ACT	Yamina Mokrani; Nicolas Maurelet	01-jan-18	31-des-19	completed
UNCCT-2020-I-FTF	Enhancing Information Sharing on Foreign Terrorist Fighters among Member States (UNCCT-INTERPOL)	Enhance cooperation among Member States and increase the quality and quantity of available information to stem the flow of FTFs	Pillar I	Office of the Chief	Abdulrahman Mohammed A Alhammad	01-jan-20	31-des-20	ongoing
UNCCT-2020-II CARICOM	CARICOM High Level Conference on Counter-Terrorism and Preventing Violent Extremism	This activity is aimed at supporting the implementation of the CARICOM Counter-Terrorism Strategy, developed with support from UNCCT, through the organization of a High Level Conference on Counter-Terrorism and Preventing Violent Extremism.	Pillar II		Ulrik Ahnfeldt-Mollerup	01-jan-20	31-des-20	ongoing
UNCCT-2020-III-seedfundWGNA RS	Enhancing Regional Counter-Terrorism Cooperation - seed funding	Comparative analysis of regional counter-terrorism strategies in support of the implementation of the GCTS and SC Res 1963 (2010) and 2129 (2013)	Pillar III		Abrahim Abdullah Al-Fawzan	01-jan-20	30-nov-20	ongoing

UNCCT-2020-II-OSINT	Enhancing skills of Asian officials in relation to structured methodologies for the collection of Open Source Information from the Internet and Social Media for counter-terrorism investigations.	Global Counter-Terrorism Programme on Cybersecurity and New Technologies	Pillar II	Cyber and New Tech Unit	Fernando Puerto Mendoza	01-apr-20	31-mar-21	initiated
UNCCT-2020-II-SALW	UNCCT Small Arms and Light Weapons project	Through this project, implemented with UNODC and CTED, UNCCT is addressing the terrorism-arms-crime nexus, including by preventing and combatting the illicit trafficking of Small-Arms and Light Weapons (SALW) and their illicit supply to terrorists. The project supports the implementation of SCR 2370 (2017) and the Madrid Guiding Principles.	Pillar II	WMD/CBRN	Aldan Serikbay	07-jan-20	06-apr-21	ongoing
UNCCT-2020-I-seedfundPCVE_interculturaldialogue	Intercultural dialogue and socio-emotional competencies for peacebuilding	This initiative aims to strengthen the positive role of young people in preventing violent extremism (PVE), while contributing to peacebuilding through intercultural and interfaith dialogue, as well as developing socio-emotional competencies. Through an innovation lens and creative approach, the objective of this initiative is to support young people in co-designing and co-creating games that will in turn act as pedagogical tools for transferring, enhancing and/or developing skills and competencies for intercultural dialogue and social and emotional learning to prevent violent extremism.	Pillar I	Youth	Adel Elsayed Sparr	01-jan-20	31-des-21	ongoing
UNCCT-2020-I-seedfundWGGenderSPRR	Seed funding 'Promoting implementation of United Nations Guidelines for gender sensitive approaches to prosecution, rehabilitation and reintegration'	Seed funding 'Promoting implementation of United Nations Guidelines for gender sensitive approaches to prosecution, rehabilitation and reintegration'	Pillar IV	Gender	Sara Herden P. M. Negrao	01-jan-20	31-des-20	initiated

UNCCT-2020-I-YoungReligiousLeaders	Peer-to-peer capacity-building training between young religious leaders and young media makers	Through this project UNCCT is providing peer-to-peer capacity-building training between young religious leaders and young media makers.	Pillar I	Youth	Amani Abdulllah Alkhiami	H	01-apr-20	31-mar-21	ongoing
UNCCT-2012-12	Terrorist Designations and Freezing of Assets -Phase I-II	Through the project, UNCCT enhanced the understanding, skills and experience of financial regulatory officials, ministries and private sector entities on international standards related to terrorist designations and asset freezing regimes.	Pillar II				01.jan.15	01.mar.18	Completed
UNCCT-2014-36	Enhancing the capacity of Mali's Security and Justice Sectors to Counter Terrorism	Through this project, implemented with UNODC, UNCCT contributed to (1) enhancing the delivery of effective and efficient security and justice services in the field of counter-terrorism; (2) strengthening the capacities of law enforcement, prosecutors and judges to effectively detect, investigate, prosecute and adjudicate terrorism-related offences with due respect for human rights and the rule of law; (3) fostering interagency counter-terrorism cooperation; and (4) developing and implementing a national counter-terrorism strategy. The project was implemented within the I-ACT framework.	Pillar III				01.sep.14	01.feb.18	Completed
UNCCT-2017-56	Good Practices Handbook to Empower and Strengthen Victims of Terrorism Associations to Assist, Protect and Support Victims of Terrorism	Through this project, UNCCT helped establish good practices on victims' role in preventing violent extremism; financial and non-financial assistance to victims; resiliency; and collaboration with Member States, which better assists and protects the rights of victims. The handbook is available at: www.un.org/victimsofterrorism/en/documents	Pillar IV				01.jun.17	01.feb.18	Completed

| UNCCT-2017-59 | Building Capacity of Technical and Vocational Training Institutes in Bangladesh | Through this project, implemented with ILO, UNCCT provided knowledge, best practices, and capabilities to principals and teachers of technical and vocational training institutes in Bangladesh to enable their institutes' students to acquire entrepreneurial skills and have improved access to jobs so that they gain resilience against violent extremist propaganda and/or terrorist recruitment. | Pillar I | 01.des.17 | 01.aug.18 | Completed |

Annex G: Standard Operating Procedures

UNOCT approved 18 Standard Operating Procedures as of December 2019	
SOPs for UNOCT corporate	**SOP NO. 1:** UNOCT Front Office
	SOP NO.3: UNOCT Resource Mobilization and Donor Relations
	SOP NO.10: Security Management Operational Framework for UNOCT: Roles, Responsibilities and Procedures with V annexes
	SOP NO.11: UNOCT Budget Processes
	SOP NO.12: Processes, Procedures, Roles and Responsibilities Related to the Planning, Preparation, Execution and Follow-up of UNOCT Regional High-Level Conferences
	S**OP NO.16:** UNOCT HUMAN RESOURCES PROCESSES AND PROCEDURES (1) Personnel Time and Performance Management
	SOP NO.17: UNOCT HUMAN RESOURCES PROCESSES AND PROCEDURES (2) Consultancies and Individual Contractors
	SOP NO.18: UNOCT HUMAN RESOURCES PROCESSES AND PROCEDURES (3) Recruitment of Staff
SOPs for Programme and Knowledge Management	**SOP NO. 2:** Role of a Project Manager and the UNOCT Programme Review Board in starting up, directing and initiating a project.
	SOP NO. 4: UNOCT Project Management Processes and Programme/Project Manager Responsibilities
	SOP NO. 5: UNOCT Project Management Processes and Programme/Project Manager Responsibilities Managing a Stage Boundary: Role of Programme/Project Managers and Supervisors in Implementing, Monitoring and Controlling Projects & Required Project Documentation
	SOP NO. 6: UNOCT Project Management Processes and Programme/Project Manager Responsibilities Controlling a Stage: Role of Programme/Project Managers and Supervisors in Implementing, Monitoring and Controlling Projects & Required Project Documentation
	SOP NO 7: Managing Product Delivery: Role of Programme/Project Managers and Project Management Team Members in Implementing, Monitoring and Controlling Projects & Required Project Documentation
	SOP NO. 8: UNOCT Project Management Processes and Programme/Project Manager Responsibilities Closing a Project: Role of Programme/ Project Managers and Supervisors in Monitoring, Assessing and Closing Projects & Required Project Documentation
	SOP NO.14: UNOCT Information Management Processes and Responsibilities
	SOP NO.15: UNOCT Social Media Management
SOP for Monitoring and Evaluation	**SOP NO. 13:** UNOCT Monitoring and Evaluation Framework

Annex H: Interview List

Position	Organization	Dates of Interview
Senior Diplomat	Permanent Mission of the Kingdom of Saudi Arabia to the United Nations	27.01.2020, 13.03.2020, 26.06.2020
Associate Political Affairs Officer	UNCCT	12.03.2020, 15.04.2020
Legal Adviser	Permanent Mission of Egypt to the United Nations	12.05.2020
Senior Diplomat	Permanent Mission of Argentina to the United Nations	28.04.2020
Human Rights Officer	OHCHR	10.07.2020
Programme Coordinator	UNODC	21.05.2020
Senior Diplomat	Permanent Mission of Qatar to the United Nations	26.05.2020
Senior Counsellor	Permanent Mission of Nigeria to the United Nations	13.03.2020
Programme Adviser	United Nations Office for South-South Cooperation	19.05.2020
Legal Adviser	Permanent Mission of the European Union to the United Nations	30.04.2020
Finance and Budget Officer	UNOCT	19.06.2020
Senior Manager	UNOCT	25.06.2020
Human Rights Officer	OHCHR	10.07.2020
Senior Manager	Binalattas Directorate Indonesia Ministry of Manpower	04.06.2020
Counsellor	Permanent Mission of China to the United Nations	28.02.2020
Senior Diplomat	Permanent Mission of France to the United Nations	29.04.2020
Chief of Pillar	UNCCT	09.03.2020
Programme Manager	UNCCT	14.04.2020
Senior Diplomat	Permanent Mission of Belgium to the United Nations	29.04.2020
Human Rights Officer	UNCCT	06.05.2020
Counsellor	Permanent Mission of the European Union to the United Nations	30.04.2020
Senior Manager	Directorate of Regional and Multilateral Cooperation National Counter Terrorism Agency of the Republic of Indonesia	30.04.2020
Team leader	UNCCT	11.03.2020
Coordinator	Interpol	18.05.2020

Programme Management Officer	UNCCT	10.03.2020
Senior Human Rights Officer	CTED	21.05.2020
Senior Manager	Global Center on Cooperative Security	18.05.2020
Senior Official	Interpol	10.03.2020
Consultant	ILO	01.06.2020
Project Manager	UNCCT	09.04.2020
Senior Official	OHCHR/ Special Rapporteur	06.07.2020
Project Manager	ILO	22.05.2020
Associate Information Systems Officer	UNCCT	10.03.2020
Senior Official	Directorate of International Security and Disarmament Affairs, Ministry of Foreign Affairs of the Republic of Indonesia	30.04.2020
Policy Specialist	UN Women	13.03.2020
Senior Manager	Hedayah Centre	22.06.2020
Consejero / Counsellor	Permanent Mission of Spain to the United Nations	29.04.2020
Political Adviser	Permanent Mission of the United States to the United Nations	12.03.2020
Former Senior Leadership (UN)	Brookings Institute	29.05.2020
Senior Leadership	UNCCT	25.06.2020 13.03.2020, 25.06.2020
Programme Manager, (SPIB)	UNOCT	09.03.2020
Senior Manager	Interpol	20.05.2020
Political Affairs Officer	UNCCT	11.05.2020
Public Information Officer	UNOCT	26.06.2020
Legal officer	CTED	21.05.2020
Human Rights Officer	OHCHR	10.07.2020
Senior Diplomat	Permanent Mission of Brazil to the United Nations	29.04.2020
Senior Official	Ministry of Foreign Affairs of the Republic of Indonesia	30.04.2020
Programme Manager	UNCCT	20.04.2020
Programme Manager	UNCCT	15.04.2020
Head of Unit	UNCCT	10.03.2020
Senior Manager (SPIB)	UNOCT	
Senior Manager	Global Center on Cooperative Security	18.05.2020
Human Rights Officer	OHCHR/ Special Rapporteur	06.07.2020
Senior Manager	ILO	20.05.2020
Russian Mission to the UN	Permanent Mission of Russia to the United Nations	12.03.2020, 06.05.2020

Senior Manager (Admin Unit)	GCTF	19.06.2020
Senior Manager	Wahid Foundation	26.05.2020
Senior Policy Adviser,	Permanent Mission of the United Kingdom to the United Nations	05.05.2020
Policy Specialist	UNDP	10.03.2020
Senior Manager	Directorate of International Security and Disarmament Affairs Ministry of Foreign Affairs of the Republic of Indonesia	30.04.2020
Senior Manager (SPPS)	UNOCT	16.05.2020
Contractor	CTED	21.04.2020
Senior Leadership	UNOCT	28.01.2020, 12.03.2020 21.05.2020
Senior Manager (PKMCB)	UNOCT	12.03.2020
Political Affairs Officer	UNCCT	17.04.2020
Counter-Terrorism Officer	UNCCT	15.04.2020
Programme Manager	UNCCT	14.04.2020
Programme Officer	UNCCT	09.03.2020, 16.04.2020
Programme Officer	UNCCT	09.03.2020, 21.04.2020
Associate Political Affairs Officer	UNCCT	10.03.2020
Specialist Adviser	UNCCT	12.03.2020
Programme Management Officer	UNCCT	09.04.2020
Senior Diplomat	Permanent Mission of Turkey to the United Nations	28.04.2020
Senior Manager (former)	UNOCT	27.01.2020
Programme Manager	UNCCT	17.04.2020, 01.06.2020
Chief of Pillar	UNCCT	26.01.2020
Senior Diplomat	Permanent Mission of Germany to the United Nations	28.04.2020
Senior Adviser	Permanent Mission of Norway to the United Nations	12.05.2020
Senior Diplomat	Permanent Mission of India to the United Nations	06.05.2020
Programme Coordinator	UNODC	22.05.2020
Counsellor	Permanent Mission of Pakistan to the United Nations	13.05.2020
Chief of Pillar	UNCCT	25.06.2020 26.01.2020
Senior Manager	Directorate of Regional and Multilateral Cooperation; Directorate General of International Cooperation;	30.04.2020

	National Counter Terrorism Agency of the Republic of Indonesia.	
Programme Manager	UNODC	29.04.2020
Legal Advisor	Permanent Mission of Switzerland to the United Nations	29.04.2020
Senior Manager	Wahid Foundation	26.05.2020
Senior Leadership	UNOCT	27.01.2020, 12.03.2020
Senior Leadership	CTED	10.03.2020, 20.05.2020
Counsellor	Permanent Mission of Indonesia to the United Nations	29.04.2020 30.04.2020
Project Manager	UNCCT	10.03.2020, 15.04.2020

Annex I: Evaluation Team Members

David Gairdner – Evaluation Manager

David Gairdner is a Senior Manager with KPMG Norway's International Development Advisory Services, and a monitoring and evaluation specialist. Gairdner has 16 years of experience as a Senior Evaluator, completing 57 study, appraisal, programme design, mid-term review and final evaluation assignments between 2004 and 2019. Of these, he served as Team Leader to 31 of the assignments. Gairdner has the proven ability to lead the study and theory-based evaluation of international assistance in fragile and conflict-affected situations, and of the complex programmes and multilateral institutions responsible for delivery. Among these, Gairdner previously completed two evaluations of Counter-Terrorism research institutes.

Gairdner is fluent with the use of UNEG and OECD DAC evaluation norms and standards, and the standards used by other Multilateral Organisations and bilateral donors. He has 20 assignments with United Nation's entities, is familiar with the United Nations' institutional culture, systems and procedures, and the sensitivities of working in multilateral and multi-stakeholder contexts. Gairdner was formerly a Senior Researcher at the Fafo Institute for Applied International Studies (Oslo), and Director of Programmes at a peacekeeping research and training centre mandated by the Government of Canada (Ottawa/Cornwallis). He has a Master's Degree in International Relations, from York University (Canada).

Dr. Andrew Glazzard – Counter-Terrorism Specialist

Dr Andrew Glazzard is the Senior Director, National Security Studies and Resilience at the Royal United Services Institute for Defence and Security (RUSI) in London. He is an experienced research manager with 27 years of experience in national security work in government, academia and think-tanks, specialising in counter-terrorism (CT) and preventing and countering violent extremism (P/CVE), and with a decade of senior management experience. Andrew's technical expertise includes CT and P/CVE primary research, leadership and management of security-related research, design and evaluation of CT and PCVE projects/programmes, policy analysis of national security issues, and engagement with governments on security threats.

Andrew has been a project director of numerous major EU CT and PCVE projects including STRIVE (Horn of Africa) – the EU's first external PCVE action – and its successor STRIVE II, as well as a new EU action, STRIVE Afghanistan. He is also director of CT MORSE II, the monitoring, evaluation and support mechanism for the EU's CT and PCVE portfolio. An experienced evaluator of CT and P/CVE projects and programmes, he co-led an evaluation of the EU Global Counter-Terrorism Strategy and led projects evaluating the UK government's CT strategic communications activities. He is project director for the Global Research Network on Terrorism and Technology, a consortium of eight research institutes in seven countries working on countering terrorist use of internet technologies (2018 to present).

Andrew has also led several large CT and P/CVE research projects, including: a P/CVE study in Sudan for DfID/FCO, including field research in Khartoum (2016-17); a global study of what works in CVE (2016 to present); and a five-country study of CVE capacity for the Global Community Engagement Resilience Fund (GCERF) (2016). He is also the co-author of "Conflict, Violent Extremism and Development – New Challenges, New Responses", the first book-length work to address the implications of Islamist violent extremism for the international development community. Andrew is a native English speaker and speaks Arabic (B2).

Dr. Alastair Reed – Team Leader and Counter-Terrorism Specialist

Dr Alastair Reed, is an Associate Professor at the Cyber Threats Research Centre (CYTREC) at Swansea University in the UK, and at Delft University of Technology (TU Delft) in the Netherlands. Previously, he was the Director of the International Centre for Counter-Terrorism (ICCT) in The Hague, and a Senior Researcher at Leiden University's Institute of Security and Global Affairs (ISGA). An expert in (Counter) Terrorism and (Preventing) Violent Extremism, he has provided policy advice and training to a wide range of government and international organizations. As Director of ICCT, he has worked with numerous donor countries and NGOs to design and/or managed numerous P/CVE projects. He recently completed an evaluation of the EU Global Counter Terrorism Strategy on behalf of the European Commission, and currently conducting an evaluation for the UK Home Office. Since 2017, he has been a member of the Advisory Network for Europol's European Counter-Terrorism Centre (ECTC).

Alastair has a strong background in grass roots field research in conflict affected areas, with a particular regional focus on South and Southeast Asia. He completed his doctorate research at Utrecht University in Conflict Studies, focused on understanding the processes of escalation and de-escalation in Ethnic Separatist conflicts in India and the Philippines. As the Director of the Research Advisory Council at the RESOLVE Network, he advises on projects collaborating with local researchers investigating the drivers of violent extremism across the world. His main research interests are foreign fighters, radicalization, terrorist and insurgent strategy, propaganda and strategic communications. His current area of focus is on understanding and responding to terrorist propaganda, for which leads the Counter-Terrorism Strategic Communications 18 project. He is also an Associate Fellow at Royal United Services Institute (RUSI), and the International Centre for the Study of Radicalization (ICSR).

Dr. Linda Bishai – Human Rights and Gender, and Evaluation Specialist

Linda Bishai is an independent consultant working on justice and security issues. She has twenty years of experience in teaching, training and writing on human rights and international law, peacebuilding and security sector reform, and preventing/countering violent extremism. In her previous positions at the American Bar Association and at the U.S. Institute of Peace, Bishai designed and delivered workshops on teaching human rights in Iraq, women's role in preventing violent extremism in Nigeria and Kenya, and in developing effective responses to radicalization and violent extremism in Kosovo. As Director of North Africa programs at USIP, Bishai facilitated dialogues on just and sustainable security sector responses to violent extremism and border security with high level officials and civil society actors from the Sahel and the Maghreb. She also participated in a high-level dialogue on sustainable responses to violent extremism in Valletta, Malta.

As Director of Research, Evaluation and Learning at the ABA Rule of Law Initiative, Bishai oversaw the activities of a team of legal researchers and monitoring & evaluation professionals. This included editing and approving research tools and evaluation proposals and contributing stakeholder interviews for internal evaluations on judicial education programs. She also co-facilitated a workshop on research methods for a project on sources of local resilience to violent extremism in Tajikistan. Bishai has maintained an active academic profile and has taught courses in international relations, international law and human rights. During 2003-2004, Bishai served as a Supreme Court Fellow at the Federal Judicial Center, where she worked on an introduction to international human rights law for the federal judiciary. Bishai holds a B.A. in history and literature from Harvard University, a J.D. from Georgetown University Law Center, and LLM in international law from the University of Stockholm, and a Ph.D. in international relations from the London School of Economics.

Dr. Reza Lahidji – Methodology and Quality Assurance

Reza Lahidji is Head of the Governance and Evaluation practice with KPMG Norway's International Development Advisory Services, and contributed to the Theory of Change discussion. Lahidji is an expert in policy analysis and evaluation. An economist by background, Lahidji has worked extensively on the interface between fragility, the rule of law and development in recent years. He was team leader for developing the OECD's fragility model in 2016-17 and one of the principal authors of the OECD 2016 States of Fragility Report. Lahidji is currently drafting an OECD white paper on access to justice in the world, and is engaged in or has recently conducted several evaluations of judicial reforms. Lahidji has a detailed understanding of Norwegian development policy and assistance systems, having contributed, among others, to the impact assessment of Norwegian support to the energy and road sectors in Zanzibar (as team leader), the Norad Country Evaluation Brief for Tanzania (as author) and the evaluation of human rights and business in Norwegian cooperation (as evaluation specialist). Lahidji has a PhD in decision sciences from the Ecole des hautes études commerciales (HEC, Paris).

Lena Ryde Nord – Information Management and Evaluation Analyst

Lena Ryde Nord is a Manager with KPMG Norway's International Development Advisory Services. She is experienced in conducting reviews and evaluations of donor-funded development programmes and projects using the OECD DAC evaluation standards. Lena has previous experience from working at the Permanent Mission of Norway to the UN in New York and for UNICEF in Norway and Malawi. Lena holds an MSc in Economics and Business Administration from the Norwegian School of Economics (NHH).

Anja Svendsen Østgård – Programme Results Analyst

Anja Svendsen Østgård is a Manager with the Evaluation and Governance Team of KPMG Norway's International Development Advisory Services. Anja has broad experience conducting reviews and evaluations of development projects, programmes and trust funds using the OECD DAC Evaluation Standards. Recent evaluation assignments include Norway - Myanmar Environmental Cooperation (2019) and the Law and Order Trust Fund for Afghanistan (UNDP 2018). Previously, Anja has worked with international human rights development cooperation, international forensic assignments and grant management. She holds a MA in International Relations from King`s College London, War Studies Department.

Contact us

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