

UNITED NATIONS OFFICE ON DRUGS AND CRIME
Vienna

Final independent project evaluation of the

**Sub-programme on Counter-Terrorism:
East and Southeast Asia Partnership on
Criminal Justice Responses to Terrorism**

XAPX37
East and Southeast Asia

June 2016



UNITED NATIONS
New York, 2016

This evaluation report was prepared by an evaluator Ms. Asmita Naik. The Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects. Please find the respective tools on the IEU web site: <http://www.unodc.org/unodc/en/evaluation/evaluation.html>

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List of Acronyms

AML	Anti Money Laundering
BNPT	Acronym in Bahasa Indonesian Badan Nasional Penanggulangan Terorisme, referring to the Indonesian National Counter-Terrorism Agency
CFT	Counter-terrorist Financing
CT	Counter Terrorism
CTED	United Nations Counter Terrorism Committee Executive Directorate
CTITF	United Nations Counter Terrorism Implementation Task Force
EU	European Union
FATF	Financial Action Task Force (Inter-governmental body)
FIU	Financial Intelligence Unit
IMF	International Monetary Fund
JCLEC	Jakarta Centre for Law Enforcement Cooperation
MLA	Mutual Legal Assistance
MoU	Memorandum of Understanding
NGO	Non-governmental Organisation
ROSEAP	Regional Office for Southeast Asia and the Pacific (of UNODC)
SEARCCT	Southeast Asia Regional Centre for Counter Terrorism (Kuala Lumpur)
ToR	Terms of Reference
ToT	Training of Trainers
TPB	Terrorism Prevention Branch (of UNODC)
UN	United Nations
UNDP	United Nations Development Programme
UNICRI	United Nations Inter-regional Crime and Justice Research Institute
UNODC	United Nations Office on Drugs and Crime
UNSC	United Nations Security Council
US	United States of America

List of Abbreviations

UNODC Global Programme against Money Laundering, Proceeds of Crime and the Financing of Terrorism (GPML) in the Mekong Region from 2011-2013 (GLOU40) (referred to as the 'Global Programme on Money Laundering').

UNODC Global Programme on Strengthening the Legal Regime against Terrorism (referred to as 'Global Programme on Counter Terrorism')

UNODC Sub-programme on Counter-Terrorism: East and Southeast Asia Partnership on Criminal Justice Responses to Terrorism (referred to as 'Sub Programme on Counter Terrorism' or 'Sub-programme')

EXECUTIVE SUMMARY

Introduction

This is an evaluation of UNODC's Sub-programme on Counter-Terrorism: East and Southeast Asia Partnership on Criminal Justice Responses to Terrorism (referred to as 'Sub Programme on Counter Terrorism'). The sub-programme began in April 2011 and ended in April 2016. It was funded by the European Union (as the primary donor) with additional support from the Governments of New Zealand and the United States and had a total budget of US\$3,571,590. The sub-programme covered 10 countries in Southeast and East Asia with the primary beneficiary countries being Cambodia, Indonesia, Lao PDR, Philippines and Viet Nam. Partner agencies in-country comprised ministries of foreign affairs, justice, public security, home/interior; counter-terrorism agencies; attorney general offices; police forces, and national banks.

This final evaluation of the sub-programme is commissioned as per donor and UNODC rules, with the purpose of determining the extent to which planned and unplanned objectives and outcomes were achieved, to identify factors of success or failure, to assess the sustainability of benefits generated and to draw conclusions that may inform future programming, policy-making and overall organisational learning. The terms of reference (Annex I) required the sub-programme to be assessed according to a series of questions coming under the following evaluation criteria: design, relevance, partnerships and cooperation, efficiency, effectiveness, impact, sustainability, human rights and gender equality, and lessons learned.

The evaluation was carried out by a sole evaluator between February and April 2016. It involved a qualitative and quantitative methodology comprised of desk review and face-to-face/phone/skype interviews with beneficiary Governments, UNODC, donor representatives, international counterparts and experts. A two week mission was carried out to meet partner agencies in the five main beneficiary countries and to UNODC ROSEAP to meet sub-programme staff. Sub-programme documents, technical papers and external documents were reviewed (Annex III). A total of 62 persons (40 male; 22 female) were consulted (Annex IV).

Key findings

Design – the sub-programme is based on a sound needs assessment and context analysis involving a highly consultative process with beneficiary countries.

Relevance – it is very relevant and has become increasingly so as the threat of global terrorism has evolved in recent years. The sub-programme has carried out topical and ground-breaking work, for instance, its research on foreign terrorist fighters¹, and work on de-radicalisation². While there are other players in the field, mainly bilateral agencies,

¹ UNODC, 'Promoting effective responses to the foreign terrorist fighters situation in Southeast Asia', October 2015

² SEARCCCT (T K Samuel), 'Radicalisation in Southeast Asia: a selected case study of Daesh in Indonesia, Malaysia and the Philippines', April 2016 available at

UNODC is uniquely positioned to deliver expert and impartial support on CT to Governments in the region.

Efficiency – the sub-programme has proved cost-effective. The original timeframe of 2 years was extended to 4 years which had the advantage of enabling the sub-programme to be flexible and responsive to needs on the ground. A more functional institutional mechanism for coordination between the sub-programme and UNODC HQ Terrorism Prevention Branch (TPB) is needed. Activities were intensively recorded and reported but the overall monitoring and evaluation framework would benefit from rationalisation.

Partnerships and cooperation – the sub-programme’s principle partners are beneficiary Governments; the relationship is reported to be very positive with a good sense of ownership by national partners. Insofar as other stakeholders are concerned, the sub-programme has collaborated with other multilateral and bilateral agencies and initiatives to the extent possible given the limited number of actors involved in CT in the region.

Effectiveness – there are concrete results in each of the three outcome areas: legislation, capacity development and transnational cooperation. Some of the most notable achievements include the development of a Joint Regulation in Indonesia for the facilitation of inter-departmental cooperation in handling terrorist financing cases; the implementation of a collaborative inter-agency counter-terrorism training course in the Philippines; the development of a Standard Operating Procedure for Lao PDR’s Financial Intelligence Unit relating to international obligations on anti-money laundering and counter-terrorist financing; as well as training and support on these and related issues such as extradition and mutual legal assistance, to Cambodia and Viet Nam. Challenges in implementation, particularly arising from administrative delays and constraints in both UNODC and beneficiary partner organisations, were surmounted and the sub-programme brought to a successful conclusion.

Impact – there appear to be a number of impacts. National counterparts report increased knowledge and improved coordination which in turn has enabled them to take more effective action in the field of counter-terrorism at national level. According to testimonies provided to the evaluation and to the project itself from relevant Government officials, these changes have been internationally recognised, for instance, by the inter-governmental Financial Action Task Force’s assessment of the counter-terrorist financing and anti-money laundering systems of the Governments of Cambodia, Indonesia, Lao PDR.³ The same sources cited other examples of impact such as improved investigations and increased prosecution rates in Lao PDR and the Philippines. While other actors, such as national partners, external agencies and other UNODC programmes will also have made a contribution; the sub-programme can rightly claim a significant part in impacts seen at individual in terms of the difference made in the knowledge and skills of personnel through to the policy level changes described above.

Sustainability – sustainability remains an issue. Sustainability is inbuilt into the legislative and regulatory work supported by the sub-programme as well as the structured training of

https://www.unodc.org/documents/southeastasiaandpacific//Publications/2016/Radicalisation_SEA_2016.pdf

³ The following statement from FATF in June 2015 shows that Indonesia is no longer subject to the FATF’s compliance progress; that Lao PDR has made some improvements but is the subject of ongoing monitoring; <http://www.fatf-gafi.org/countries/j-m/kuwait/documents/fatf-compliance-june-2015.html>. The following statement from statement from FATF in February 2015 shows that Cambodia is no longer subject to its compliance process: <http://www.fatf-gafi.org/countries/j-m/kuwait/documents/fatf-compliance-february-2015.html>

trainers programme. There is much interest in follow-up by national counterparts but more support is required.

Human rights and gender equality – human rights and rule of law standards are a cornerstone of the sub-programme’s messaging and a recognised added value by beneficiary partners. Gender issues are little mentioned in the substantive work on CT. The sub-programme would benefit from looking at the issue of human rights through a more nuanced lens, considering, for example, the roles and rights of specific groups, for instance children and youth or women, in relation to the phenomenon of terrorism.

Lessons learned – the key good practice emerging from this project is the participatory approach with beneficiary Governments in the needs and situation analysis. The most important lesson learned is about realistic planning for projects in terms of allowing the appropriate time and budget needed to see visible results, especially in a new, sensitive and complex field like CT.

Key conclusions

This appears a highly impactful sub-programme which can demonstrate tangible achievements and results from its work. The key to its success lies in its flexible and consultative approach to working with beneficiary partners; this enabled the sub-programme to be relevant, and to dovetail beneficiary priorities and initiatives to significant effect. The sub-programme has made important contributions to strengthening the legislative framework, increasing capacity and supporting transnational cooperation in the field of counter-terrorism. Many of the findings of this evaluation confirm the recent evaluation of UNODC’s HQ Global Programme on CT, namely the need for clarification in relationships between headquarters, regional offices and field offices; greater planning for sustainability and the use of impact indicators; more mainstreaming of human rights and gender (especially the latter); and the need to conceptualise capacity development and training in a broader way. There are areas where this sub-programme can offer good practices to challenges being faced by the Global CT Programme, particularly in its approach to assessments of the situation on the ground; its flexibility and responsiveness to partner Governments; and its efforts to go beyond ratification of instruments to support implementation.

Key recommendations

As the sub-programme is ending, the recommendations below are intended for consideration in the development of a further phase and are ordered according to those addressed to UNODC ROSEAP and those for both UNODC ROSEAP and UNODC headquarters. Further details and explanation of these recommendations with suggested ideas for implementation are given in the ‘Recommendations’ section.

a) UNODC ROSEAP

1. Continue and expand the sub-programme on counter-terrorism in the Southeast/East Asia region
2. Ensure monitoring and evaluation frameworks are logical, coherent and rationalised
3. Take further measures to build in sustainability into all project initiatives

4. Ensure the better integration of human rights and gender equality principles in sub-programme substance and processes
5. Develop wider and more collaborative partnerships on counter-terrorism work

b) UNODC ROSEAP and UNODC HQ

6. Consider putting in place mechanisms to institutionalise cooperation between the CT sub-programme and UNODC HQ/TBP global CT programme
7. Replicate the good practice of the sub-programme in adopting a consultative and participatory methodology to needs assessment and situation analysis

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings⁴	Evidence (sources that substantiate findings)	Recommendations⁵
Key recommendations		
UNODC has a unique role as an expert and impartial player in the arena of counter-terrorism in Southeast/East Asia, a relatively uncrowded field as compared to CT in other regions or other thematic areas in Southeast Asia.	Interviews with international actors, donors and beneficiary Governments	UNODC ROSEAP to continue and expand the sub-programme on counter-terrorism in the Southeast/East Asia region. There is scope for greater engagement, for instance, with a wider number of countries or by the addition of new subjects and/or programmatic approaches.
The sub-programme has reported intensively on its activities but has done so against multiple monitoring and evaluation frameworks which are similar but not identical.	Review of project monitoring documents and log frame	UNODC ROSEAP to ensure monitoring and evaluation frameworks are logical, coherent and rationalised. If multiple frameworks are developed, ensure as much coherence as possible. Log frame indicators should be SMART. Reporting against frameworks should be more consistent, make better use of monitoring data and consider impacts, the attribution of results and the role of other actors.
The sub-programme considered sustainability to a significant extent, e.g. through Training of Trainers programmes but there is limited evidence that sub-programme activities will continue to be disseminated without further support.	Interviews with beneficiary Governments	UNODC ROSEAP to take further measures to build in sustainability into all project initiatives. Training of trainers requires more planning and monitoring including by producing more ready-made user-friendly materials and manuals that national trainers can readily use; more use of online training packages that can be updated and delivered more easily; the development of more standardised

4 A finding uses evidence from data collection to allow for a factual statement.

5 Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

		regional level master copies of training materials which can then be tailored to specific countries and contexts.
Human rights and the rule of law are integral to the substance of the sub-programme, for instance in the reiteration of the rights of the accused in training on criminal procedures when dealing with terrorist incidents. Gender equality is little referenced	Review of UNODC policy guides and sub-programme documents, interviews with beneficiaries participating in sub-programme activities and UNODC staff.	UNODC ROSEAP to ensure the better integration of human rights and gender equality principles in sub-programme substance and processes. A more nuanced approach that moves away from simply stating high level principles to looking at how the rights of different groups in society interplay with the issue of terrorism would better serve both the human rights and gender equality agendas.
Coordination between the sub-programme and UNODC HQ Global Programme takes place but there are lapses in internal communication with each side sometimes reporting that it is unaware of what the other is doing. Coordination is currently personality driven; and needs underpinning with an institutional mechanism which enables substantive oversight as well as support from HQ while at the same time allowing the sub-programme and regional office sufficient autonomy to deliver activities that are responsive to the needs and priorities on the ground, and particularly to maintain the flexibility that was so central to the achievements of the current sub-programme.	Interviews with staff from CT sub-programme, UNODC ROSEAP and UNODC HQ	UNODC ROSEAP and UNODC HQ to consider putting in place mechanisms to institutionalise cooperation between the CT sub-programme and UNODC HQ/TBP global CT programme. This should lay out the roles and responsibilities of both sides, for instance, substantive oversight from HQ/TBP could include inputs on work plans, outcome and performance assessment while support could include assistance with fundraising, reporting and logistics.
Important recommendations		
Beyond the core learning partners, the sub-programme is engaging with a limited number of external players. There are relatively small numbers of actors engaged in CT in the region as compared to agencies involved in other subject areas in the region (e.g. trafficking) or	Interviews with international actors, beneficiary Governments and UNODC	In future programming, UNODC ROSEAP may seek to develop more collaborative partnerships on counter-terrorism work. The sub-programme should be ready to engage with the wider set of players, including other international organisations, bilateral agencies and the private

<p>organisations involved in CT in other regions (e.g. Middle East or West Africa), The project has engaged with external players to the extent necessary for the effective implementation of the programme</p>		<p>sector, which are likely to emerge as the global counter-terrorism agenda begins to impact more in the region. Work with private sector technology and communications companies in particular could also be explored.</p>
<p>The sub-programme's approach to design is a good practice worth replicating. It helped establish a baseline at the start of the programme and also ensured that activities corresponded to beneficiary interests and priorities. This consultative approach was mainstreamed throughout implementation.</p>	<p>Interviews with beneficiary Governments and UNODC ROSEAP sub-programme and UNODC HQ; desk review</p>	<p>UNODC HQ to replicate the good practice of the sub-programme in adopting a consultative and participatory methodology to needs assessment and situation analysis</p>

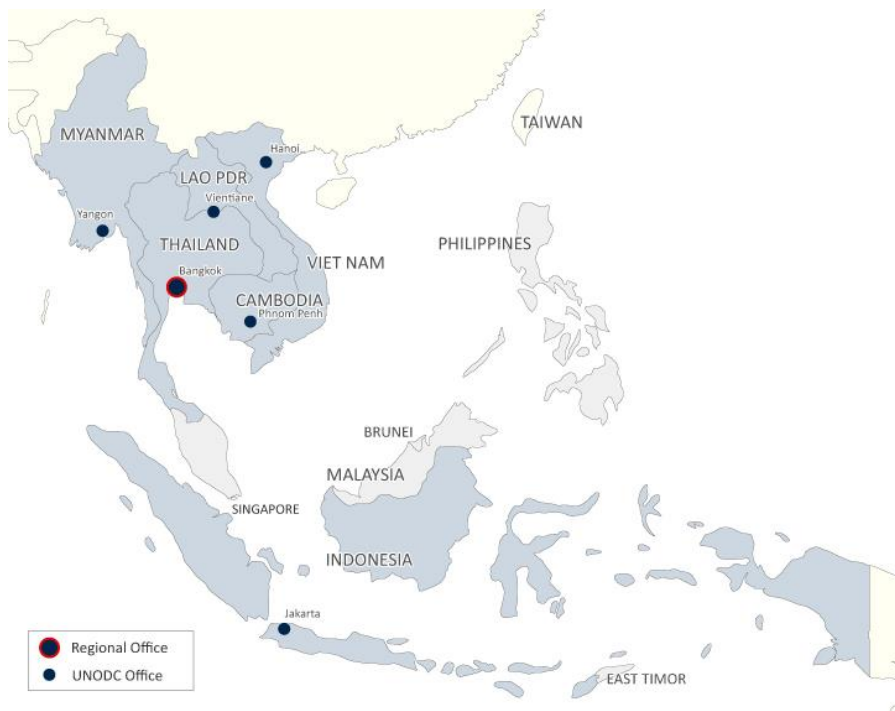
I. INTRODUCTION

Background and context

Description of sub-programme

This is an evaluation of UNODC’s “Sub-programme on Counter-Terrorism: East and Southeast Asia Partnership on Criminal Justice Responses to Terrorism” (hereinafter referred to as the counter-terrorism sub-programme) executed by UNODC’s Regional Office for Southeast Asia and the Pacific (ROSEAP). The sub-programme lasted for five years from 1 April 2011 to 30 April 2016 and covered 10 Southeast Asian countries: Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, the Philippines, Singapore, Thailand and Viet Nam. Map 1 shows the overall Southeast Asia region covered by UNODC.

Map 16 Geographic scope of UNODC ROSEAP ‘s Counter-terrorism sub-programme



⁶ Source of map: UNODC available at

https://www.google.co.uk/search?q=un+map+southeast+asia&sa=X&espv=2&biw=1600&bih=799&tbm=isch&imgil=Ax6fyUUL4387oM%253A%253B2ZXGr1dR2WSQDM%253Bhttps%25253A%25252F%25252Fen.wikipedia.org%25252Fwiki%25252FEast_Asia&source=iu&pf=m&fir=Ax6fyUUL4387oM%253A%252C2ZXGr1dR2WSQDM%252C_&usg=_X3GXTUNnRMz8iUzQnupeQAPqmA4%3D&ved=0ahUKEwiK_hceN3- jMAhXDA8AKHZwWAhsQyicIVw&ei=8A4_V4rNEMOHgAacrYjYAO#imgrc=imLgvB6GIrgeM%3A

The CT sub-programme had a total budget of US\$ 3,571,590 funded by the European Union (EU), New Zealand, and the United States (Table 1). The EU was the largest donor through its funding of the “EU-UNODC Joint Initiative for Supporting Southeast Asian Countries to Counter-Terrorism” project (hereinafter referred to as EU-UNODC Joint Initiative). New Zealand and the United States contributed to smaller scale supplementary activities which made up UNODC’s overall CT sub-programme.

Table 1 Project funding by donor

<i>Donor</i>	<i>Amount</i>	<i>Type of donation</i>	<i>Use of donation</i>
European Union	US\$ 2,600,728	Cash	Technical assistance
New Zealand	US\$ 292,839	Cash	Technical assistance
United States	US\$ 674,632	Cash	Technical assistance
Other	US\$ 3,391	Cash	Technical assistance
Total	US\$3,571,590		

Logical framework

UNODC’s counter-terrorism sub-programme’s logical framework as stated in annual project progress reports is summarised in table 2 which shows the overall objectives, outcomes and outputs (but not detailed indicators). The framework has 3 main outcomes in terms of strengthening legal frameworks, implementation capacity and transnational cooperation supported by a range of outputs and activities which deliver the overall goal of enhancing criminal justice and rule of law responses to terrorism.

Table 2 Counter-terrorism sub-programme logical framework

Objective: To enhance capacity in criminal justice and rule-of-law responses to terrorism
<p>Outcome 1: CT Legal Framework: CT legislative and regulatory frameworks established and operational</p> <ul style="list-style-type: none"> • Output 1.1. Legislation: Legislation against terrorism is drafted in accordance with international instruments • Output 1.2. Ratification: Assistance given to countries for the ratification of CT instruments
<p>Outcome 2: CT Implementation Capacity: National criminal justice systems implement rule-of-law based CT measures</p> <ul style="list-style-type: none"> • Output 2.1. Criminal justice capacity: Assistance given to countries for enhancing national criminal justice systems for effective implementation of CT legal provisions • Output 2.2. Specialized expertise: Assistance given to countries for national officials to be able to apply specialized expertise on thematic legal aspects of CT • Output 2.3. Interdisciplinary collaboration: Assistance, policy and legal inputs given to countries for enhancing coordination and cooperation between/among concerned national entities with

respect to implementing CT measures
<p>Outcome 3: CT Transnational Cooperation: efficient and effective transnational cooperation on criminal justice and related aspects of CT</p> <ul style="list-style-type: none"> • Output 3.1. Networking: National central authorities on MLA and extradition assisted in networking on CT • Output 3.2. Application of cooperation provisions: Assistance given to countries for undertaking MLA and extradition concerning terrorism in accordance with international law provisions and cooperate on criminal justice and related aspects of CT

Partner organisations

The partner organizations listed in project documentation as being involved in the implementation of UNODC's counter terrorism sub-programme comprise national authorities and regional entities are listed in table 3. The project networked and collaborated with other organizations also as discussed in later sections of the report.

Table 3 Partner organisations

National authorities	
Brunei Darussalam	Ministry of Foreign Affairs
Cambodia	Ministry of Interior, Cambodian National Police (Counter-Terrorism Department)
Indonesia	National Counter-Terrorism Agency (BNPT), Office of the Attorney General, Indonesian National Police (Detachment 88), Ministry of Foreign Affairs
Lao PDR	Ministry of Justice, Ministry of Foreign Affairs, National Bank's Anti-Money Laundering Intelligence Unit
Myanmar	Ministry of Home Affairs
Philippines	Anti-Terrorism Council, including its Program Management Center, Department of Justice, Anti-Money Laundering Council's Secretariat
Thailand	Department of Special Investigation, Ministry of Justice
Viet Nam	Ministry of Foreign Affairs, Ministry of Public Security
Regional entities	
Southeast Asia Regional Centre for Counter-Terrorism (SEARCCT), Malaysia	
Jakarta Law Enforcement Cooperation Center (JCLEC), Indonesia	

Evolution

The sub-programme was implemented in a context in which terrorism posed a global threat requiring a global response by all countries through national action and international cooperation. The sub-programme was premised on a theory of change which put a criminal justice based approach at the centre of the fight against terrorism. It recognised that terrorism posed fundamental challenges to the international community and risked undermining the core values of the United Nations – the rule of law, respect for human rights, protection of civilians, tolerance among people and nations and the peaceful resolution of conflict. In 2006, the United Nations General Assembly adopted the Global Counter-Terrorism Strategy (General Assembly resolution A/RES/60/288.) In 2008 and 2010, the Assembly reaffirmed the Strategy and set out a plan of action for the international community based on four pillars:

- measures to address the **conditions conducive** to the spread of terrorism
- measures to **prevent and combat** terrorism
- measures to build **States’ capacity** to prevent and combat terrorism and to strengthen the role of the United Nations system in this regard
- measures to ensure respect for **human rights** for all and the rule of law as the fundamental basis of the fight against terrorism.

A central element of the decades-long global efforts to address the threat of terrorism has been the creation of an international legal framework (or legal regime) against terrorism which currently consists of nineteen international treaties related to the prevention and suppression of terrorism, and several Security Council resolutions. This international legal framework against terrorism provides for a criminal justice-based approach and requires that all countries bring perpetrators of terrorist acts to justice. It also calls for the establishment of effective prevention mechanisms (such as the criminalization of financing of terrorism), with built-in measures for safeguarding human rights. The criminal justice approach deals with terrorists as criminals, based upon a non-political and clear legal determination of the acts of terrorism.

Between 2003 and 2010, UNODC’s CT assistance was carried out under the framework of a single ongoing project run from headquarters called “Strengthening the legal regime against terrorism”. The global programme assisted several countries in East and Southeast Asia and the Pacific regions in this period to ratify international treaties, to modify national legislation, to build capacity and to provide technical assistance for the judiciary and law enforcement sectors. In 2011, a sub-programme was initiated under UNODC ROSEAP in order to enhance regional and country specific focus; and to integrate UNODC service delivery at the field level through shared responsibilities between UNODC country office managers and the CT sub-programme personnel. The transition from the global programme to this regional CT sub-programme took place in 2011.

Implementation status

The implementation of the sub-programme began in two parts with the East/Southeast Asia components starting on 1 April 2011 (under project XAPX37) and the Pacific Partnership

commencing on 1 August 2011 (under project XSPX47) and ending by December 2014. The first half of 2012 involved programme set up with the latter half of 2012 focused on national level technical assistance activities. Programme revisions were made in 2012, 2014 and 2015 to allow more time for beneficiary Governments' to prepare; to adjust the project team structure; and to grant extensions to national authorities for the completion of their activities. Thus the original time span of 2 years was extended to 4 years following approval by the EU, the main donor to the sub-programme for two no-cost extensions in 2014 and 2015. The CT sub-programme under evaluation ended on 30 April 2016. The disbursement history of the sub-programme is shown in table 4.

Table 4 Disbursement history

Overall Budget (13 May 2011-30 April 2016)	Total Approved Budget (13 May 2011 – April 2016)	Total Funding (Pledges) (13 May 2011-30 April 2016)	Expenditure in USD (May 2011 – Dec 2015)	Expenditure in % (May 2011 – Dec 2014)
US\$ 3,571,590	US\$ 3,305,985	US\$ 3,571,589	US\$ 2,722,226	82%

Evaluation Purpose and Scope

This final independent evaluation of UNODC's CT Sub-programme is carried out as per UNODC rules with the purpose of determining the extent to which planned and unplanned objectives and outcomes were achieved, to identify factors of success or failure, to assess the sustainability of benefits generated and to draw conclusions that may inform future programming, policy-making and overall organisational learning. It is produced in accordance with UNODC evaluation policy, guidelines and UNEG Norms and Standards, and particularly the principles of confidentiality, impartiality and independence.

The evaluation primarily assesses the EU-UNODC Joint Initiative since this formed the mainstay of UNODC's CT sub-programme and had a narrower geographical focus covering 5 of the 10 CT sub-programme countries, i.e. Cambodia, Indonesia, Lao PDR, the Philippines and Viet Nam.

The evaluation used the following criteria to assess the sub-programme: relevance, efficiency, effectiveness, impact and sustainability as well as UNODC's additional criteria of design, partnership and cooperation⁷, human rights and gender equality, best practices and lessons learned. The evaluation is particularly required to independently assess:

- The quality of the original design, its relevance to the identified needs of partner countries, and its continued relevance during project implementation;

⁷ 'Innovation' is an optional criteria which was not required to be assessed by the Evaluation TOR.

- The efficiency of project implementation, including with respect to both UNODC and partner Government mobilisation and management of resources;
- The effectiveness of the project in terms of achieving its planned objectives, including outputs delivered and contribution to outcomes;
- The likely overall impact of the project and the sustainability of benefits arising from the project;
- Whether or not there were unanticipated results, either positive or negative, arising from project implementation; and
- Corrective measures, including the need to extend the project and to adjust planning for next project phase.

The evaluation TOR listed evaluation questions under these criteria which were retained in their entirety by the evaluator at the inception stage but with the caveat that it would likely not be possible to address all these questions, and certainly not in equal depth (the full list of questions can be seen in Annex I).

The evaluation process involved consultations with core learning partners (CLP) from the five countries under review (Table 3 above) comprising national counter-terrorism entities, law enforcement, prosecution and judicial authorities of Member States in Southeast Asia, as well as regional counter-terrorism institutes, donors and other international organizations and experts. The main evaluation users are UNODC project managers in the Field and HQ as well as the CLP and donors. The evaluation covered a timeframe of 12 May 2011 – 30 April 2016 and was carried out by a sole evaluator between 1 February – 30 April 2016.

Evaluation Methodology

Evaluation methods

The evaluation used the following methods to gather data:

- Written documentation - desk review of background and project documentation. See Annex III for documents reviewed.
- Face to face interviews - missions to UNODC ROSEAP in Thailand and the five main beneficiary countries (Cambodia, Indonesia, Laos, Philippines, Viet Nam) for face to face interviews with core learning partners and other stakeholders (see Annex IV)
- Skype/phone interviews with other stakeholders (see Annex IV).
- Most significant change narration analysis. This approach helped identify evaluation outcomes and impacts without the reliance on monitoring indicators. Interviewee's responses to the question 'What is the most significant change you have seen as a

direct result of the programme' were systematically collected and analysed. The open-ended nature of the question allowed interviewees to answer in a way that captured the breadth of anticipated and unanticipated effects of the programme.

The evaluation used mixed methods; it gathered qualitative information in order to acquire an in-depth understanding of the sub-programme while at the same time using quantitative data to validate findings against more objective data sources. The evaluation collected original qualitative data from evaluation interviews. It also used the project's pre-existing quantitative data (e.g. project monitoring data such as post training questionnaires) after verifying the project's monitoring and data collection processes. The evaluation process did not involve collecting new quantitative data given that the methodology comprised semi-structured interviews aimed at core learning partners and key stakeholders, most of whom were higher level officials with limited time availability and more likely to want to express their opinions freely rather than through a systematic quantitative questionnaire.

Sampling strategy

The sub-programme itself, in consultation with IEU, was responsible for drawing up a list of participants for the evaluation since the evaluator was not involved at preparatory stages. The evaluator commented on evaluation schedules and also added to interviewee lists to the extent feasible. As the initial desk-based research proceeded, the evaluator used a snowball methodology to identify further potential interviewees and documents for consultation by the evaluation. There was no sampling as such since the evaluation consulted all core learning partners in each of the five countries i.e. senior Government focal points for the coordination and/or implementation of relevant activities implemented in the selected countries. Other respondents included: UNODC staff in regional, headquarters and field offices; donor representatives and international counterparts. A total of 62 persons were interviewed – 40 male, 22 female (Annex IV).

Evaluation interviewees and particularly the CLPs were closely involved in the evaluation process; consulted by UNODC on the draft terms of reference and interviewee list, and also invited to comment and feedback on the draft report. UNODC sub-programme staff were consulted by the evaluator on earlier versions of the draft report and invited to engage in the development of conclusions and recommendations. All counterparts were asked to give their recommendations during evaluation interviews.

Data collection tools

Two semi-structured qualitative evaluation questionnaires were used (Annex II) (Questionnaire 1 for key informants and Questionnaire 2 for national level beneficiaries - CLPs). The questionnaire was used as a guide to facilitate the discussion with the language and content adapted to each stakeholder as necessary. The key questions remained similar across all interviewees to ensure consistency in questioning in order to foster reliability in evaluation findings. The questions were asked in a user-friendly way without 'leading' interviewees to specific responses and the evaluation instrument shared in advance to help respondents prepare.

Human rights and gender equality

UNODC's evaluation guidance on the integration of human rights and gender equality was comprehensively reviewed at the outset and the exercise approached with these key principles in mind. In practice, assessing these concerns as an evaluation criteria involved considering how the sub-programme integrated human-rights and gender concerns into the substance and process of its activities through gender-sensitive data collection methods e.g. reviewing sub-programme documents for references to human rights and gender; systematically asking all interviewees how these matters were addressed by the sub-programme (questions were also included in the evaluation tools); verifying the project's policy and practice on gender-disaggregated data; keeping a record of the gender breakdown of evaluation participants etc. The aim of this approach was to firstly, assess if the substantive integration into the thematic area itself was adequately considered, and secondly whether UNODC's process of implementation itself was respectful of these principles (e.g. human rights due diligence, participation of women in UNODC activities etc.).

The degree to which the evaluation process itself observed these principles was also taken into account; although as the evaluation was carried out by a sole evaluator, it was not possible to ensure a gender mix in the evaluation team itself. The evaluation also primarily consulted the pre-existing group of core learning participants who were involved in project activities; these people reflect the context of CT work in each country and the choices made by the project and national counterparts in terms of taking human rights and gender equality into account in selecting project participants. The evaluator and project staff worked to ensure the representation of women in the evaluation to the extent possible but were inevitably constrained by the fact that the pool of project participants available was largely male. The project itself had already taken into account the human rights record of participants, including through a vetting system as described in the section on 'Human rights and gender equality' below. In terms of the equal representation of diverse groups in the evaluation process (e.g. race, ethnicity, religion, sexual orientation, persons with disability etc.), the evaluation was, as with gender equality, dependent on the wider context and the degree to which these factors were taken into account by the project and national counterparts when selecting core learning partners and other project participants.

Triangulation

The evaluation drew on several different types of information to verify its findings with the purpose of helping to eliminate bias and to enhance the reliability of evaluation findings. The variety of methods used offered various opportunities for triangulation; by comparing information from the same type of source (e.g. project progress and annual reports); or between sources (e.g. confirming project reports of progress with national stakeholder interviews or with the global terrorism project evaluation findings); or by comparing data across countries. The analytical process involved coding responses to different questions and then comparing points across interviewees and with other data sources. This was a lengthy process of cross-referencing points across countries and respondents.

The original data collected by the evaluator is the primary basis for arriving at conclusions. Other internal and external analyses of project performance (i.e. project progress reports) were used to cross-check the evaluation's own findings. This is a final independent evaluation which aims to give an overall strategic analysis of project performance at the

outcome level; as such it does not recount in detail all project outputs and activities. The process is distinct from the project's internal monitoring; and the evaluation is not reliant on using the project's own indicators and data in making an assessment.

Reporting

The data is analysed and presented in line with UNODC's standard evaluation template. In addition, it is not possible to show the full extent of the triangulation process as described above when reporting findings since showing the sources in relation to each finding would considerably undermine the readability of the report. The analysis is therefore presented on the basis that all findings were confirmed by more than one source at least unless otherwise stated. The report only goes into further details where feedback is based on one source only or where the multiplicity of sources is worth highlighting, for instance in relation to potentially controversial or questionable findings. Moreover, reporting on specific evaluation TOR questions is referenced by footnotes linked to the main text.

Limitations to the evaluation

Inevitably, as in most real world development evaluations, time, resource and language constraints imposed certain limitations on the degree of scientific rigour that could be pursued in carrying out the evaluation exercise. Time in particular was limited with a heavy schedule of field visits covering six countries in two weeks. Administrative delays in setting up the missions and in contracting added to time pressures. Adjustments were made in the reporting phase to allow for more time to cross-check and validate data in order to compensate for these difficulties with the aim of ensuring that as credible a report as possible could be produced.

II. EVALUATION FINDINGS

Design

The design is based on a needs assessment and context analysis⁸. The project was initiated by a scoping mission from the EU and, UNODC, once selected as the EU's implementing partner, deployed experienced programme personnel from headquarters to the regional office in 2011 to design the programme. A highly consultative methodology was adopted involving country visits and extensive meetings with national stakeholders resulting in 5 country programme situation/needs analyses. This was confirmed by project staff, national counterparts and described in the country programme documents themselves. This approach took place within the context of wider trends, including a growing concern internationally that the counter-terrorism agenda was too top down and not responsive enough to country needs, according to experts interviewed by the evaluator. UNODC interviewees also described a concurrent move at that time within the organisation towards decentralisation.

In addition to the country level consultations, the Terrorism Prevention Branch at headquarters also held a meeting in Vienna in order to seek the endorsement of the project through the diplomatic missions of beneficiary Governments and to generate donor support. The design therefore shows good adaptation to the needs of each country, for example, in terms of subject matter - collaborative comprehensive inter-agency training in the Philippines whereas a more focused anti-money laundering/counter terrorism financing (AML/CFT) training in Cambodia, Viet Nam and Laos; as well as different levels of training adapted to different levels of capacity in each country. In Viet Nam, national stakeholders suggested that the consultation could have been even more extensive so that the counterpart agency could have been identified before project start-up, an aspect which delayed implementation for about a year. It is not evident to the evaluation that such a postponement would have been practical or viable as it would have involved deferring the whole regional project due to delays in one country alone.

The project also went beyond initial consultation to assess needs on an ongoing basis. Project Steering Committees of national stakeholders were set up to approve activities. The actions themselves were then developed in a consultative way, for instance, trainers/workshop leaders asked national counterparts for inputs before finalising events.

National stakeholders in all countries confirmed to the evaluator that the design was very appropriate to their needs⁹. The choice of countries in itself was demand-led i.e. all ASEAN countries were initially approached and the project worked with those expressing an interest in this area. International respondents sometimes questioned the rationale for the geographical coverage, the choice of countries and the intensity of work in each country. The project was initially intended to cover all ASEAN countries but not all wanted full involvement (e.g. Malaysia, Singapore, Thailand, Myanmar) or were too economically advanced (e.g. Brunei) to attract donor support. The main focus of the sub-programme therefore rested on the 5 countries that had expressed an interest and resources and

⁸ Response to Evaluation TOR Question 1.1. Was the design based on a needs assessment and a context analysis?

⁹ Response to Evaluation TOR Question 1.2. Was the design the most appropriate to meet the needs identified?

programme activities were commensurate with the proportionality of the CT problem faced by them i.e. higher intensity programming in Indonesia and the Philippines which faced higher levels of terrorist threats and a more restricted set of activities in Cambodia, Laos and Viet Nam which experienced comparatively lower levels of risk. The design also expanded the traditional focus of UNODC's CT work on legislative work involving judges and prosecutors to capacity building on operational aspects (e.g. intelligence gathering) with a wider range of counterparts, for instance, police forces, bank officials etc.

The design of the M&E framework involved measuring progress towards outputs and outcomes with reference to the project's logframe and systematic reporting against these on an annual basis. This entailed maintaining detailed information on activities, including gender-disaggregated data on participants in programme supported activities as well as keeping track of progress made by assisted countries in advancing legislative drafting and adoption processes, in measures being taken for ratifications and other steps taken such as preparation for training activities. The M&E design included the routine administration of structured assessments of participants in project workshops through the use of feedback questionnaires. As part of the preparation of country-programme implementation work plans, baselines for relevant performance indicators were determined. A mid-term evaluation (MTE) was originally planned but was replaced by this final independent project evaluation due to time and resource constraints. An assessment of how the project's M&E plan was implemented in practice is discussed in the section on 'Efficiency'.

In terms of alignment with UNODC, the project was designed to fit under both UNODC's global programme 'strengthening the universal legal regime against terrorism' (GLOR35) run from headquarters and the regional programme framework of East Asia and the Pacific 2009-2012 where it fitted under the pillar of criminal justice coming under the 'rule of law' thematic area¹⁰. In fact the genesis of the sub-programme took place in 2011 and is a manifestation of the transference of management arrangements for CT assistance delivery away from headquarters to the regional office for Southeast Asia and the Pacific. The aim of doing this was to enhance a regional and country specific focus and to strengthen integrated UNODC service delivery at the field level.

The sub-programme continues to fit with the current regional programme for Southeast Asia (2014-2017) as it links to outcomes on support to legislation and transnational cooperation on criminal justice matters. It is now classed as one of the 5 sub-programmes of the regional office. The project falls well within the remit of UNODC's global mandate for CT which comprises a rule of law based criminal justice approach to terrorism. There are issues of coordination between headquarters and the project (discussed later in the section on 'Efficiency') but at a substantive level, UNODC respondents could not identify any examples of the project carrying out activities that are inconsistent with UNODC's mandate and goals in CT work.

¹⁰ Response to Evaluation TOR Question 1.3. Was the design consistent with UNODC's mandate and goals under its ongoing global project on "strengthening the universal legal regime against terrorism" (GLOR35), the Regional Programme Framework for East Asia and the Pacific 2009 – 2012 and sub-programme 3: Terrorism Prevention under UNODC ROSEAP Regional Programme 2014-2017?

Relevance

The sub-programme was relevant to the context of SE Asia when designed and has become increasingly so as time has moved on¹¹. The core components of the project – training on CT legislative frameworks and AML/CFT are relevant to all beneficiary countries. More importantly, the sub-programme has kept-up-to-date and responsive to CT events globally. For instance, the rise of Daesh and attempts by local terrorist groups to forge alliances with it as well as the growing phenomenon of foreign terrorist fighters (FTF), have all happened during the life of the sub-programme. Spin off activities were carried out e.g. research and workshop on the possible links to Daesh and FTF to countries in the region, particularly Indonesia and the Philippines. The sub-programme’s work on FTF was particularly commended by a wide range of stakeholders, including other international and bilateral players, national counterparts and UNODC respondents, as being ground-breaking and timely. These activities were carried out using funding from Australia, Canada and New Zealand and made possible by the engagement of beneficiary Governments that had been developed through the course of the EU project. Specialists from UNODC headquarters also recognise the sub-programme as being ahead of its time in its work on de-radicalisation e.g. funding of a translation of a counter-narrative text in Indonesia and research on radicalisation by the South-east Asia Regional Centre for Counter-terrorism (SEARCCT) of the Malaysian Ministry of Foreign Affairs. The sub-programme’s regional workshop on the international laws against terrorism in air and sea transportation was mentioned as a topical subject by national counterparts in Indonesia and the Philippines.

The sub-programme is well-aligned to the policies and strategies of partner countries¹² and based on in-depth consultations as described above. The changing nature of the global terrorist threat and its links to attacks in the region in Thailand and Indonesia has made the sub-programme ever more relevant. The sub-programme design documents suggest that not all countries saw the issue as a priority to start with or perceived themselves at risk of direct terrorist threats. Project activities in Cambodia, Laos and Viet Nam were therefore geared towards AML/CTF and also mutual legal assistance/extradition. Now all country level stakeholders met by the evaluator see the heightened relevance of the sub-programme taking the view that prevention is better than cure, i.e. better to prevent terrorist incidents from happening rather than trying to tackle them afterwards with one respondent pointing out the sub-programme itself had raised awareness of its own relevance by showing how terrorism affected their country.

The sub-programme is aligned with the wider UN framework and particularly UN Security Council resolution 2178 about building the internal capability and policies of countries on counter-terrorism and foreign terrorist fighters. While it does not directly link with the UN coordination mechanisms in New York (UN Counter Terrorism Implementation Task Force

11 Response to Evaluation TOR Question 2.1. To what extent are the objectives of the project valid according to current situation/environment, and according to the regional programme of UNODC for Southeast Asia and the Pacific?

12 Response to Evaluation TOR Question 2.3. To what extent is the project or programme aligned with the policies and strategies of the partner country, UNODC, other United Nations organizations and donors? [Note that alignment to UNODC is addressed in the section on design, as is alignment to partner countries].

– CTITF and UN Counter-terrorism Committee Executive Directorate - CTED) as this is the function of UNODC headquarters, its work falls within the scope of activity assigned to UNODC in terms of criminal justice approaches to CT. The project's partnership and cooperation with other UN organisations is further discussed in the section on 'Partnerships and Cooperation'. It is also well-aligned with other global efforts, particularly the work of the Financial Action Task Force, as a number of sub-programme activities have helped beneficiary countries better meet the standards of that initiative (as further discussed in the section on 'Effectiveness').

There are comparatively few international actors operating on CT in Southeast Asia as compared to the high intensity hot spots of the Middle East or Africa. The other principle players are bilateral agencies and there is little involvement of other UN agencies (aside from ad hoc UNDP initiatives in countries like Cambodia) or international NGOs. As such the field is much less crowded than other thematic areas like trafficking or child abuse and exploitation. UNODC was seen by bilateral actors interviewed by the evaluator as a critical and distinct player; able to bring expertise on the subject and the all-important UN hallmark of impartiality necessary for winning the confidence of countries in the region. UNODC respondents felt the sub-programme itself had helped raise the profile of UNODC from being seen as a peripheral player in a landscape dominated by intelligence/security agencies to an organisation able to bridge the development/security agendas, particularly as the notion of CT prevention work takes on more prominence. The EU, as the principle donor, reports that the sub-programme was relevant when it was conceived but the EU's priorities and geographical focus have now shifted and thus the sub-programme is not eligible for further funding.

Efficiency

Cost-effectiveness

The resources were used in a cost-effective manner if not within the time frame originally envisaged by the sub-programme¹³. The sub-programme was intended to be for 2 years but was extended to 4 years due to various internal and external factors. The following adjustments were made:

2012 – The first revision was to accommodate the beneficiary Governments' planning processes for engaging with the CT sub-programme. There was also a need to adjust the sub-programme team structure in accordance with the approved overall budget and planned activities at the field level.

2014 and 2015 - EU approved no-cost extensions of the EU-UNODC Joint Initiative for one year at a time upon requests from two key national authorities namely the

13 Response to Evaluation TOR Questions 3.1. To what extent were the resources and inputs converted to outputs in a timely and cost-effective manner? 3.3. Are the activities being performed as planned and in a timely manner? 3.4. To what extent are the activities being adjusted efficiently in response to change in situation/environment in order to maintain efficiency?

Indonesia National Counter-Terrorism Agency (BNPT) and the Southeast Asia Regional Centre for Counter Terrorism (SEARCCT). BNPT was committed to delivering the activity on addressing violent extremism, through the translation and publication of 5 counter-narrative books. However, BNPT's competing priorities, including the change of leadership and relocation of the agency's office, made it challenging to complete the activity within the initial timeframe. Likewise, SEARCCT requested an extended deadline for the research project on radicalization in Southeast Asia due to the Centre's extra commitments to assist Malaysia's Government during the country's chairmanship of ASEAN and membership of the UN Security Council. In addition to these two reasons, the last project extension also allowed for extra activities requested by Lao PDR, Indonesia and the Philippines.

The project therefore took 2 years longer than anticipated with the budget distributed over a longer period. Despite these delays and the attendant strains on staffing, particularly arising from internal UNODC human resources constraints, the sub-programme was still able to make important achievements in this early phase, including, for example, the development of the Philippines collaborative training programme.

Retrospectively both the donor and UNODC consider the sub-programme to have managed the time and budget to optimum effect:

- The time extensions were at no cost due to cost saving measures (e.g. downgrade of a planned senior management post from P5 to P4).
- It enabled the sub-programme to be flexible and responsive to national counterparts needing more time to complete the translations and research described above.
- Additional unanticipated activities were carried out in the extra timeframe e.g. the development of the AML/CFT Standard Operating Procedure for the Financial Intelligence Unit in Laos.
- The sub-programme was also still in place as new trends emerged in the global terrorist threat with the emergence of Daesh; and it was able to respond to these with topical relevant activities in order to help beneficiary countries better understand potential implications for themselves.

While these adjustments may point to questions about the realism of the budget and staffing structure in the original project design, the donor considered these to be typical issues facing many programmes; and that resources were managed efficiently in a way that was advantageous to the substantive work. On the issue of cost-effectiveness, it's worth noting with regards to new fund-raising efforts and policy on full cost recovery, that one donor fed back concerns about UNODC standard overheads being higher than average and therefore potentially non-competitive.

Internal coordination

In terms of management issues¹⁴, the main concern highlighted by UNODC ROSEAP, HQ and Field offices was the issue of internal coordination. This is not a concern limited to this sub-programme but involves larger debates in the organisation about how headquarters relates to regional/country offices, to what extent UNODC is a centralised/decentralised organisation, and how best it can respond to current trends in funding and donor interests. The evaluation of the CT Global Programme (GLO/R35) notes that the landscape has changed; UNODC's CT work previously involved a focus on legislative drafting but as countries have increasingly ratified international legal instruments, attention has turned to capacity building for implementation.

The issue was manifested in this sub-programme in a unique way as it was conceived at a time when UNODC was moving towards increased decentralisation; it was set up with considerable autonomy from the HQ global programme and under the management direction of the regional office for the reasons mentioned above¹⁵. A substantive role for headquarters was envisaged in the design as reported in the evaluation TOR which says "For its implementation, the CT sub-programme continues to draw expertise and substantive guidance from the Global Programme (GLO/R35)". However, both headquarters and regional office respondents report that the institutional parameters for the relationship between the sub-programme and headquarters are not clear. Regular communication does take place, for instance, the project shares a weekly newsletter with headquarters, but this coordination is personality driven rather than institutionalised and vulnerable to being undermined if staff change.

The absence of a clear agreement between different parts of the organisation can also give rise to miscommunication and confused expectations. The evaluation heard examples from all sides: of the regional office being unaware of headquarters activity in the region and of headquarters being unaware of sub-programme activities when these were raised by external parties. In one instance, this led to a letter of complaint from a beneficiary country to both UNODC head and regional offices. The lack of a functioning institutional mechanism can have very practical implications, for instance, sub-programme staff are unable to attend global advisor meetings at headquarters due to the lack of budget, thus enhancing the sense of separation.

Both headquarters and sub-programme interviewees called for greater clarity, for instance, by setting out how headquarters can contribute to ROSEAP's management of the project through substantive oversight of work plans, the assessment of outcomes and performance evaluations while at the same time offering support to the sub-programme in terms of

14 Response to Evaluation TOR Questions 3.2. To what extent was UNODC HQ's and ROSEAP's based management, coordination and monitoring, efficient and appropriate for the project and its activities implemented through/in partnership with relevant Field Offices?

15 According to the evaluation TOR, the purpose of initiating the CT sub-programme under the Regional Programme was to "enhance regional and country-specific focus according to regional priorities and needs in the planning, designing, delivery and monitoring/evaluation of UNODC's CT assistance. A related goal was to enhance integrated UNODC service delivery at the field level, through co-leadership and shared management responsibility for the CT work by UNODC country managers and CT sub-programme personnel. Substantively, the CT sub-programme sought to enhance national level implementation capacity building for rule of law-based criminal justice responses to terrorism."

fundraising, logistics and so on. There was recognition that historical tensions between the sub-programme and headquarters had affected relations and that any institutional arrangement needed to balance the role of headquarters in providing oversight, aligning the project to UNODC and wider UN policies while at the same time safeguarding sufficient autonomy for the sub-programme to be responsive to the needs of the field. The value of channelling important field-based learning on CT from the sub-programme up through the UNODC/UN hierarchy was also noted.

Other internal coordination issues arise from overlaps in thematic areas, for instance, between the sub-programme's AML/CFT work and the Global Programme against Money Laundering, Proceeds of Crime and the Financing of Terrorism (GPML) in the Mekong Region from 2011-2013 (GLOU40) (hereinafter referred to as the 'Global Programme on Money Laundering'). The two initiatives had successfully collaborated in AML/CFT trainings in Cambodia and Viet Nam in 2012 but since then, there has been some lack of clarity and coordination which may be addressed by better information sharing. There is inevitably overlap between UNODC thematic subject areas at all levels of the organisation – headquarters, regional, country offices and it remains a challenge, going beyond the scope of this sub-programme evaluation, to consider how boundaries between different thematic areas are managed.

Monitoring and evaluation

The sub-programme maintains extensive and detailed records of activities. The project has a monitoring system which systematically captures and analyses feedback from beneficiaries participating in training and other workshops. There has been rigorous documentation and reporting on activities but overall, the sub-programme's M&E framework is somewhat illogical and confused.

Firstly, there are multiple frameworks used by the sub-programme which are similar but not identical. For instance, the sub-programme logical framework as described in table 2 above is taken from annual progress reports; it is organised in a logical and hierarchical way under an overall project objective and three outcomes, each with their own outputs, and with indicators at each level. The evaluation TOR describes the logical framework of the sub-programme in a different way as having one outcome and three outputs, with these elements worded differently to the way they appear in the annual progress reports. The EU-UNODC Joint Initiative, though in essence the main part of the sub-programme, has a different set up, as shown in its separate progress reports, comprised of 5 components (also called 'specific objectives') and a parallel non-hierarchical framework for reporting activities and their achievements and results (but no indicators). While the essence of the activities and outcomes is the same, the lack of harmony in different frameworks makes for a confusing monitoring framework which does not articulate the progress of the sub-programme in a logical way. This may be due to different donor reporting requirements; nonetheless an effort to rationalise and harmonise these elements would aid understanding.

Secondly, the wording of specific benchmarks and indicators lacks precision making it unclear what should be reported where, especially in the EU-UNODC Joint Initiative framework. As a consequence, while the sub-programme has been reporting much detail on activities, outcomes were unclear and a 'Summary of Achievements' document was prepared at the request of the donor. The sub-programme would benefit from reviewing

output indicators prior to a potential future phase as a review of annual reports shows that some indicators are not reported on at all (e.g. 2014 Annual Report Outcome 1 indicators 2-4; outcome 2 indicators 1, 3; Output 2.1. indicators 2-4; Output 2.2. indicators 2-4; Output 2.3 indicator 2; Outcome 3 indicators 1-3; Output 3.1. indicator 2; Output 3.2. indicators 2-4; Output 3.3. indicator 2). This reveals considerable redundancy in the choice of indicators which merits review.

Thirdly, the sub-programme's own reporting, while detailed is not always consistent. For instance, beneficiary feedback is systematically collected and analysed after each workshop but it is not consolidated into an overall analysis, and some annual progress reports make reference to workshop feedback but others (e.g. reports under EU-UNODC Joint Initiative) do not. Sometimes different formats and/or manual systems are used for beneficiary feedback which does not help consolidation. Moreover, annual reporting has been completed by different personnel over the course of the sub-programme each with different interpretations as to the requirements, for instance, the earlier reports from 2012 make claims under outcome 1 concerning changes to national legislation which cannot be attributed to a sub-programme that has only just started; the most recent report from 2014 makes clearer reference to the sub-programme's role in legislative changes. More attention to issues of contribution/attribution in reporting would be useful.

The multiplicity of frameworks made it a challenge for this evaluation to understand the scope of the evaluation subject and to understand how findings on effectiveness should be reported back. The evaluation considered presenting a summary calculation of the sub-programmes' outputs and activities drawn from annual progress reports but this was not feasible as the activities were not always presented clearly and distinctly from each other. Finally, another management issue worth noting in brief is that the sub-programme is grappling with a new financial administration called Umoja which is applicable to the whole UN Secretariat and which both staff and beneficiaries alike are trying to get used to.

Partnerships and cooperation

National partners

Partnerships for delivery¹⁶ were mainly with national stakeholders who spoke very positively of the cooperation with UNODC's sub-programme in all participating countries. Their role in planning and implementation has been discussed in previous sections. National counterparts understand their roles in implementation, with some, for instance, the Philippines, taking on responsibilities for delivery (e.g. collaborative training package was developed by national officials) or Indonesia by contributing logistical support to the

¹⁶ Response to Evaluation TOR Questions 7.1. To what extent have partnerships and cooperation been sought and established (including UN agencies) and synergies been created in the delivery of assistance? What partnerships have not been sought? 7.2. To what extent were stakeholders (e.g. counterparts, UN agencies, etc. involved in planning and implementation of the project? 7.3. To what extent do implementing partners in beneficiary countries engage in the project activities and throughout the implementation period? 7.4. Do implementing partners in beneficiary countries understand their role and responsibilities under the project scope? 7.5. What kind of collaboration and contribution do take place as a result of this project to drive the project progress, objective achieved, and change in work relation?

holding of events e.g. discussions on the Memorandum of Understanding between the Attorney-General's office and the anti-terror police unit, facilitated by UNODC. In Cambodia, national stakeholders explained why they were unable to deliver on commitments to roll out the AML/CFT Training of Trainers initiative due to internal constraints. The evaluation did not hear of any significant co-financing agreements between the sub-programme and beneficiary Governments for the carrying out of CT activities. Partnerships with NGOs and civil society organisations were not a feature of the sub-programme.

International partners

The sub-programme's wider partnerships are limited; there are comparatively few external players and no involvement of other stakeholders or implementing partners in the planning and implementation of the sub-programme¹⁷. Under the circumstances there are no obvious partnerships that the sub-programme failed to pursue. In terms of the UN, the project fits within the wider UNODC mandate on legal and criminal justice and linkages through headquarters with the CTITF which has 30+ UN agencies and the CTED which supports the UN Security Council CT committees. The sub-programme has little direct contact with these mechanisms except, for example, when it has assisted CTED visits to the region. The evaluation did not come across any significant cooperation between the sub-programme and other UN entities; this is partly because aside from some limited involvement by UNDP (e.g. legislative work in Cambodia), other UN entities do not appear to be operational in the CT field in Southeast Asia. UNICRI is working in CT and related fields; the possibility of joint activity was explored at an earlier stage given that both initiatives are funded by the same donor (EU) but activities were too distinct for joint working to be feasible.

National counterparts mentioned other agencies working in the CT field e.g. multilaterals - APEC, Interpol, World Bank; and bilateral organisations - Australia, New Zealand, UK, and the US. But the activities appear sporadic and limited contrary to concerns in the sub-programme's background documentation about potential duplication and risks of overlaps with bilateral actors. As noted earlier, CT is not a crowded field in Southeast Asia, and UNODC has different attributes to the bilateral actors that are active. National counterparts also confirmed that they check for overlaps when projects are proposed; ask for targeted support (for instance, in Laos, UNODC has supported the analysis and SOP whereas the US Government is supporting the IT system). It was also pointed out that given the large numbers of officials involved at country level, especially in larger countries like Indonesia, the likelihood of duplication in terms of the same people attending similar activities is slim. In smaller countries, the opposite may be true as a small number of officials may be stretched with a number of portfolios – UNODC may consider better packaging of its programmes for smaller countries, for instance combining training in related fields such as organised crime, customs etc.

The project has networked and collaborated with multilaterals (Interpol) and bilateral donors (US, EU, NZ) in terms of mutual participation in the activities and events of each other. It has also used JCLEC facilities for the implementation of some training programmes. The EU queried whether it could have been given more visibility in the branding of the sub-programme as its principle donor. The sub-programme made many conscious efforts to profile the EU's contribution; for instance, through the use of the EU logo in publications,

¹⁷ Response to Evaluation TOR questions 7.2. – 7.5. as cited in previous footnote.

agendas, banners and backdrops; invitations for the EU to attend Project Steering Committee meetings in Indonesia and the Philippines; ensuring regional and local EU delegations were informed of all events; and reporting on the EU Joint Initiative systematically through conventional presentations and social media (web-stories, Twitter feeds). Regional and national stakeholders were made aware of and appreciative of the EU's contribution, but inevitably perhaps, as with most projects, tend to associate the work more with the implementing agency with whom they have day to day contact.

Effectiveness

The evaluation found the sub-programme to be effective in meeting its overall objective of enhancing criminal justice and rule-of-law responses to terrorism and each of its 3 stated outcomes¹⁸. This assessment is based on achievements reported during evaluation interviews by national stakeholders which verified the sub-programme's own monitoring records. The findings below report all examples cited by interviewees; these should be taken as sample indicators only and not a representation of the totality of the sub-programme's work. As a final evaluation, this exercise has focused on verifying high level results; although it is worth noting that a review of project documentation shows that the sub-programme has been intensely active over the past 4 years having carried out over 90 activities under 7 output areas. The sub-programme itself reports a high delivery rate with all planned activities, outputs and outcomes achieved. The log frame was couched in broad terms¹⁹ and as such any unanticipated and unplanned activities e.g. response to new requests for support fell within its remit.

Outcome 1 - Legislation

The sub-programme's work on supporting the establishment of legislative and regulatory frameworks (Outcome 1) was reported as effective by national counterparts as follows:

- Indonesia – UNODC's support to the development of the Joint Regulations to freeze terrorist assets in accordance with UNSC Resolutions 1267 and 1373 at a senior officials meeting as part of Indonesia's preparation for the Financial Action Task Force (FATF) Plenary Meeting to be held in Paris in February 2015 was regarded as a very positive contribution by multiple national stakeholders.
- The sub-programme also reports the drafting of new anti-terrorist financing law according to international standards and adopted in the Philippines, Cambodia and Lao PDR.
- Technical support on extradition, mutual legal assistance laws and ratification of UN Conventions in general was recognised by Laos and the Philippines as well as international stakeholders.

¹⁸ Response to Evaluation TOR Questions 4.1. To what extent were the planned objectives and outcomes in the project document achieved? 2.2. Are the activities carried out as planned and outputs of the project consistent with the overall goal and the attainment of its objectives?

¹⁹ Response to Evaluation TOR Question 4.2. What are the results achieved beyond the log frame, if any?

- The sub-programme reports contributing to the following specific legislative outcomes through the provision of drafting and other technical assistance: Extradition law passed in Lao PDR in 2012 (followed up by training to prosecutors from implementation in 7 provinces); Submission of the draft bill on Mutual Legal Assistance and an amendment to the Extradition law in the Philippines; Ratification of the Convention for the Suppression of Acts of Nuclear Terrorism.

The sub-programme's capacity building activities also had some important effects on the legal system which are discussed below.

Outcome 2 – Capacity development

The sub-programme's efforts to build implementation capacity for rule-of-law based CT measures (Outcome 2) through training and workshop events and other support were regarded as highly effective by national counterparts in all countries. Some key examples included:

- Philippines - collaborative inter-agency training programme entitled “Collaborative intelligence, investigation and prosecution of terrorism-related cases” developed by national experts in different technical fields (intelligence cycle, crime scene management, terrorist financing, prosecutions) which was rolled out in Manila and the region of Mindanao, an area of high terrorist activity. Sub-programme documentation reports that the importance of the collaborative training programme was officially recognised by the Philippines' Government at a speech delivered at the UN General Assembly on 12 June 2014.
- Indonesia – Memorandum of Understanding between the police's anti-terror unit and the Attorney General's office as well as further operational guidelines aimed at increasing cooperation between these two key agencies.
- Training on counter-terrorism financing/anti-money laundering in all countries.
- Training of national officials in all countries on the investigation and prosecution of terrorist-financing cases, including through a Training of Trainers programme in Cambodia, Indonesia, Philippines and Viet Nam, aimed at ensuring wider and ongoing dissemination.
- Lao PDR – the sub-programme's support towards the development of Standard Operating Procedures and manual was identified as effective support to the implementation of AML/CFT standards.
- The sub-programme's research on the radicalisation process and motivational factors of extremists in Indonesia, Malaysia and the Philippines being implemented by SEARCCT and the support to Indonesia's National Counter-Terrorism Agency with translations of counter-narrative texts are also worth a mention in terms of enhancing national understanding and capacity - although it is too soon to comment on effectiveness as the activities were in the process of completion as the evaluation was carried out with the launch of the research taking place on 12 April 2016.

The project itself systematically monitored feedback from participants and found very high levels of satisfaction among them with little feedback for improvement except for requests for more and longer training courses. This was validated by the evaluation through a check of sample beneficiary feedback forms. Evaluation interviews with national counterparts in all countries as well as international participants at sub-programme events consistently commended the high quality of the training/events in terms of the experience and knowledge of the trainers/speakers involved on a range of CT topics such as extradition, FTF; the preparedness of the sessions; and the suitability of facilities. The training courses were also adapted to the needs of each country, containing country specific information and tailored to the level of capacity in country. In some countries, e.g. Philippines, local officials led the development of the collaborative training course. Evaluation interviewees made some suggestions for further enhancing the CT sub-programme's training activities:

- Need for updating and wider dissemination (for example in the Philippines where the training only covered the capital and Mindanao but did not reach other provinces)
- The use of case studies was found to be very helpful but it is unclear if these were used systematically as there was feedback from Indonesia, Laos, and Cambodia about the need for more case studies to help better digest the sometimes heavy theory e.g. judges and cybercrime in Cambodia.
- Ensure the training is tailored to the type of legal system (common or civil law) e.g. civil law in Cambodia.

Outcome 3 – Transnational cooperation²⁰

The sub-programme's main support to transnational cooperation was in technical support to extradition and mutual legal assistance issues as described under outcome 1 and thus in enhancing the ability of national counterparts to respond to international requests. The regional activities of the project also helped foster increased regional coordination. Individuals who had attended regional events e.g. persons attending the maritime security workshop from Indonesia, felt they benefitted from learning from other countries; or those attending the FTF workshop. Participants attending such events both from national and international agencies commented on the value and ability of the project in being able to bring together the right people from different countries for a focused discussion. However, in Cambodia, Lao PDR and Viet Nam, stakeholders had little interaction with the regional level and sometimes did not know the UNODC regional office at all. The desire for more cross-border exchanges and study visits was expressed in those countries. The sub-programme is aware of this need and has recently launched a project involving Cambodia, Lao PDR, Myanmar and Viet Nam which may involve the opportunity for such interaction.

The sub-programme also indirectly supported transnational cooperation through the work carried out to support the FATF process in Indonesia and Laos. The FATF was not identified in the sub-programme design or mentioned in the EU-UNODC project document and proved

²⁰ Response to Evaluation TOR Question 4.5. To what extent has the project contributed to national and international efforts in the Criminal Justice Responses to Terrorism in East and Southeast Asia?

a fruitful connection in terms of the ability of the sub-programme to effectively dovetail a high level enforcement mechanism by building technical capacity in accordance with the needs of beneficiary countries and international standards.

Facilitating and constraining factors

Key factors which have influenced the achievement of objectives include²¹:

- Linking sub-programme activities to an external system of enforcement – the key success of the Joint Regulation in Indonesia was that it was a tangible output which was recognised under the FATF appraisal system. Other sub-programme activities like training, while they were also effective, could not show such immediate results.
- Bottom up approach based on country need. Stakeholders in all countries affirmed that the sub-programme was built on and responsive to their priorities. The consultative approach carried through to implementation and the activities of sub-programme experts; for example, national stakeholders spoke of legislative experts giving alternative options to national stakeholders instead of coming with fixed ideas or the approachability of trainers.
- Strong ownership by Governments as shown by the willingness to co-organise, and sometimes to co-fund e.g. Indonesia where two agencies concerned contributed to the budget for developing the MOU.
- Field based approach with a sub-programme based in and working out of the region itself enabled more frequent connections between the UNODC staff and national stakeholders, the development of a greater depth of knowledge about the region, and the support of national UNODC officers.
- Activities were structured rather than short-lived one off events through the use of training of trainer models.
- Subject matter experts and trainers who were knowledgeable and recognised experts in the field able to deliver information in an accessible way.
- Institutional credibility of UNODC – stakeholders in different countries mentioned the importance of having the UNODC logo backing events as it helped raise the profile and status of CT activities with other Government departments.
- The choice of reliable and appropriate institutional partners and participants for events – as one international stakeholder put it, UNODC was able to get the right participants in the room.

21 Response to Evaluation TOR Question 4.3. What were the major factors influencing the achievement or non-achievement of the objectives?

The project nevertheless faced some challenges which account for the delays in arriving at some of these achievements. There were lengthy approval processes and/or additional administrative steps required to begin actual implementation of activities in some of the beneficiary countries, for example, the time taken to identify a national partner agencies in Lao PDR or to find contracting solutions for commissioning work from SEARCCCT in Malaysia. The newness and sensitivity of the issues is also relevant, and one activity (namely the intelligence fusion centre in Indonesia) was not able to happen. The EU says it is developing new indicators for the effectiveness of its counter-terrorism work in order to set a more realistic bar and give better recognition of the sensitivities, dangers, threats and competency issues in CT work. There is little more the sub-programme could have done to plan for these external constraints in advance having already spent nearly two years in planning and design²².

Internal UNODC factors were mainly associated to the transition from a Global Programme-run delivery of technical assistance on CT to a regional sub-programme-based approach; the time elapsed between the re-assignment of the previous senior project manager to Vienna HQ and the effective placement of a new project manager – which affected the project’s management and its delivery capacity; and certain instability in the human resources structure of the project, caused by the lack of funding to ensure the cost-sharing approach of part-time staff as originally envisioned and the high rate of project’s staff turnover – particularly at the administrative level.

Impact

The sub-programme itself does not have impact indicators in its logical framework or theory of change; the identification of impacts described here has been made on a qualitative basis by the evaluation. The impact on beneficiary officials²³ in target countries in terms of increased knowledge and understanding was widely recognised by evaluation interviewees from each of the beneficiary countries as well as UNODC and international counterparts. The immediate effects in terms of increased knowledge as well as commitments to use this knowledge and skill were captured by the sub-programme’s own monitoring system. Feedback forms systematically gathered at the end of each event were highly positive as reported earlier. The longer-term effects were not systematically captured by the sub-programme through periodic follow-up questionnaires. The sub-programme has collected some anecdotal testimonies from individual police officers on how they had applied learning from the course, for instance in terms of crime scene

22 Response to Evaluation TOR Question 4.4. What could the project have done differently to complete the project more effectively?

23 Response to Evaluation TOR Question 5.2. To what extent has the project contributed or is likely to contribute to the performance of beneficiary officials in targeted countries?

management, or procedures for seizing weapons. Key impacts at institutional and country level²⁴ include:

Improved national coordination was reported in nearly all countries

- Philippines – national stakeholders confirmed to the evaluator that formal and informal collaboration had increased as a result of the sub-programme’s support to the collaborative CT training programme. The Philippines’ Joint Terrorism Financial Investigation Group (JTFIG) established with the support of the US Federal Bureau of Investigation (FBI) comprises mainly trainees from the UNODC-supported training.
- Indonesia - a lack of coordination was holding the country back from upgrading its FATF status, the sub-programme’s support to the Joint Regulation, training activities as well as facilitation of the MOU between the two key agencies helped increase coordination.
- Cambodia and Laos also reported improved coordination through the sub-programme’s training events and project steering committee.

Increased international recognition was another widespread impact²⁵

- Indonesia - the sub-programme’s support to Indonesia in developing the Joint Regulation helped improve its rating under FATF. The FATF Plenary meeting in Paris in February 2015 found that “Indonesia has made significant progress to improve its anti-money laundering/counter-financing of terrorism regime. Indonesia has substantially addressed its action plan at a technical level”. Interviewees also provided anecdotal evidence that the country’s investment rate had improved as it was seen as less of a high risk by foreign investors. The sub-programme also reports that shortly after the FATF assessment, an Indonesian court made the first ever order to freeze the assets of a domestic terrorist in line with the requirements of UN Security Council resolution 1267.
- Lao PDR - the sub-programme’s work on the Standard Operating Procedure has contributed to Lao PDR’s improved its ratings under FATF. The FATF 2015 Paris Plenary meeting recognised that “Since October 2014, the Lao PDR has taken steps towards improving its AML/CFT regime, including by enacting AML/CFT legislation”.
- Cambodia – the sub-programme reports that FATF has welcomed Cambodia’s significant improvement in the AML/CFT regime through the establishment of legal and regulatory frameworks as a consequence of which Cambodia is no longer

24 Response to Evaluation TOR Question 5.3. What are the impacts of the project towards the policy or performance of beneficiary institutions in targeted countries (e.g. enhanced criminal justice responses to terrorism, inter-agency collaboration, partnership, etc)?

25 Response to Evaluation TOR Question 5.4. To what extent did the project contribute to improvement in recipient’s legal framework, criminal justice-related skills and knowledge?

subject to FATF's monitoring process. The evaluation was not able to confirm these impacts directly with interviewees.

- Philippines – has also improved its FATF ratings though this appears due to the passage of earlier legislation and not directly related to this sub-programme.

Improved prosecution rates

- Philippines – National officials said that as a result of the increased knowledge of officials and improved coordination between agencies arising from the sub-programme's activities, that fewer cases were being dismissed due to weaknesses in preparation. The improved collaboration was key to the very first conviction under the Philippines counter-terrorism law as recognised by the lead prosecutor of the case in a message to UN officials in March 2015 and also confirmed in evaluation interviews.
- Viet Nam – national interviewees said that project's AML/CFT training finalised in 2015 contributed to the first ever investigation of 3 cases with 2 cases being sent to court.

In terms of other impacts, the project systematically included references to human rights frameworks in its activities (see section on 'Human Rights and Gender') which no doubt framed overall outcomes but there were no specific examples cited by interviewees of lasting impacts in the promotion and protection of human rights in counter-terrorism²⁶.

The evaluation also considered the issue of attribution and the degree to which the sub-programme could be credited with some of the afore-mentioned results. This is very complex to establish particularly in relation to high level policy and legislative change given the unknown role of other players and factors. One bilateral actor commented on the challenge for any activity to influence internal political process and national systems and therefore make correlations between such activities and legislative/policy change.

This is well-illustrated by Lao PDR being upgraded on the FATF ratings: while the sub-programme made an important contribution through the development of the Standard Operating Procedure, this was against a backdrop of lobbying by embassies especially the British Embassy, internal lobbying and changes in the national bank and the work of the UNODC Global Programme against Money Laundering, Proceeds of Crime and the Financing of Terrorism (GPML) in the Mekong Region from 2011-2013 (GLOU40). In Indonesia, the sub-programme's contribution in developing the Joint Regulation and the subsequent improvement in FATF ratings, can more readily be ascribed to the programme, as the evaluation met with several key officials who were closely involved in these developments and confirmed that there was no other external support to this.

The evaluator also notes it can be difficult to distinguish the effects of this UNODC sub-programme from earlier UNODC work on CT. For instance, UNODC supported the

²⁶ Response to Evaluation TOR Question 5.1. To what extent has the project contributed or is likely to contribute to promotion and protection of human rights in countering terrorism, long term, technical changes for CT officials and institutions related to the project?

development of terrorism legislation in the Philippines in 2009 and has since then focused on training and capacity building but the Philippines' legislative changes were only recognised by the FATF in 2013. The sub-programme itself reports multiple legislative outcomes in different beneficiary countries in its 2012 annual report which cannot directly be attributed to this specific sub-programme given that it only began in 2011 and was not in place long enough to bring about such legislative change. The boundaries between this sub-programme and previous UNODC initiatives are not often clear cut especially when the same staff members have been involved in carrying out both sets of activities. It is therefore fair to give the sub-programme some credit for results which represent the culmination of UNODC efforts over time, providing these other contributions are recognised.

A similar situation can arise in regional CT sub-programme collaborations with other UNODC projects. For instance, the sub-programme's annual reports refer to outcomes related to the drafting of Chemical, Biological, Radiological and Nuclear (CBRN) legislation which relate to an initiative taken on by UNODC's headquarters global CT programme supported by this sub-programme and in conjunction with UNICRI. The programme design does not refer to the measurement of impacts; the periodic project reports sporadically use the term 'impact' but without clear definition and often interchangeably with the concept of 'effectiveness'. For instance, feedback collected immediately after training sessions is described as measuring the impact of those sessions when it more properly captures the immediate effects.

Sustainability

The sub-programme has put in place mechanisms and tools which will enable results to perpetuate once the project ends²⁷. There are examples from all countries such as the collaborative training package in the Philippines; the Joint Regulation in Indonesia; and the Standard Operating Procedure and manual in Laos – all of which provide the basis for continued use and implementation. In Cambodia and Viet Nam a continuation of results will depend on the extent to which earlier training programmes are rolled out further. The project steering committees set up for the sub-programme may also continue in some countries, such as Indonesia and the Philippines, where they are seen as platforms for cooperation with UNODC on CT as a whole and not limited to this sub-programme. If further activities are planned, either at regional or country level, the same steering committees can be galvanized, as is envisaged by the Indonesia UNODC country office.

The degree to which country level stakeholders are likely to continue or scale up activities after funding ceases varies from place to place²⁸. There are some examples of sustainability already, for instance in the Philippines, the Anti-Terrorism Council reported plans to institutionalise parts of the collaborative training package into ongoing police and military training and to recommend the package as a good practice to other ASEAN members. It is noted that the full delivery of the collaborative package itself to new trainees is pending

27 Response to Evaluation TOR Question 6.1. To what extent are the project results (impact if any, and outcomes) likely to continue after the project ends?

28 Response to Evaluation TOR Question 6.2. Is stakeholders' engagement likely to continue, be scaled up, replicated or institutionalized after external funding ceases?

decisions on budgets. Other examples of follow-up activities include seminars for the preparation of the ratification on the convention on maritime security in Indonesia; and an online system for coordinating authorisations from agencies concerned with freezing assets in Indonesia.

The sub-programme's training packages have not on the whole been further disseminated. The Cambodia Training of Trainers package was not followed up despite promises by the authorities. According to national interviewees this was due to a reform of police structures, lack of budget, personnel, rotation of staff and through no fault of UNODC. National stakeholders remain interested in disseminating this programme and spoke highly of its quality; there appear to be some prospects for this with the use of new funding. The AML/CFT training was designed for follow-up. Other training in Cambodia e.g. training for judges and prosecutors was a one off, and not designed as a Training of Trainers (ToT).

In Viet Nam also, follow-up to the AML/CFT ToT was ad hoc and informal, for instance, it is assumed by national stakeholders that as some trainees were lecturers in teaching establishments, knowledge on AML/CFT would be integrated into their work but it is not known if this was the case. National stakeholders met during the evaluation said they had only passed on the knowledge informally, they could not organise follow-up trainings partly due to lack of budget but partly also because the training itself did not leave them with sufficient structured materials and plans needed to deliver a full training programme; they said they only received handouts and no slides, digital copies or other training materials.

Overall, the prospects for sustainability appeared hindered by a lack of budget, confidence (e.g. participants said they still felt the need for external experts), and the need for more structured materials. As sub-programme activities were tailored to country needs, regional master copies from which adaptations were made do not exist. For instance, the collaborative training programme in the Philippines was tailored to that context and resulted in a manual designed for ongoing use in the country. It is likely to be used as the basis for a similar collaborative training programme in Myanmar through a sideways peer dissemination process. In retrospect it might have been useful to have a standard regional level manual to start with from which country level derivatives were made. The sub-programme's AML/CFT is said to be more standardised material, and handouts/reference materials were given to trainers at ToT events. According to evaluation feedback, it seems that more packaging of ToT trainer materials in user-friendly formats (e.g. both digital and hard copies, more guided instructions etc.) would be useful to aid follow-up.

While the sub-programme did often plan for sustainability through comprehensive workshops and ToTs; this did not always happen, there were still one off events with no clear outcomes according to two national and international stakeholders speaking separately about regional and national events. Even when the sub-programme did consciously plan for sustainability by setting up ToTs, it appears that the ToTs themselves needed to include plans to monitor the roll out and the provision of more detailed and structured user friendly master copies of training packages. Even in countries where there is determined interest e.g. Indonesia, there is still a recognition of the need for continual updating and follow-up to train new judges etc.

The degree to which counterparts have been asked to make contributions (financial or in-kind) to activities so far has been limited e.g. Indonesia in relation to the MOU. The sub-

programme may wish to explore the prospects of co-funding, for instance, one country expressed an interest in study tours to nearby countries and a willingness to financially contribute provided UNODC could provide technical support in setting them up.

There are also examples of aspects of activities being replicated elsewhere e.g. the sub-programme is replicating the collaborative training package from the Philippines in Myanmar; and the intelligence fusion centre idea, while not implemented in this sub-programme, is being taken forward by the EU in other regions with learning from this experience.

Human Rights and Gender

The project is fully aligned with international human rights frameworks which are regularly mentioned in project documentation²⁹. The project is also committed to gender equality in principle but this aspect receives little or no explicit reference in project documents. The project's logical framework has 34 indicators; none of which explicitly reference human rights or gender. Some indicators refer to compliance with international standards which can be presumed to include human rights, and one indicator under output 2.2. asks for a breakdown of male/female trainees. It is not obvious how the existing indicators could better integrate human rights or gender so it is more a question as to whether the sub-programme could have had other indicators to better cover these dimensions.

There is some limited reference and data collection in relation to human rights and gender in sub-programme documentation³⁰. For example, the sub-programme collected statistics on the number of men and women participating in its events through activity and feedback forms but this data was not consolidated or systematically incorporated into sub-programme monitoring and progress reports. Nor did the project go beyond data collection to using the gender disaggregated data to enhance the programme. The sub-programme also undertook human rights due diligence checks for a period in line with headquarters policy i.e. certification that activity participants were not culpable of human rights abuses but this practice was stopped in 2015. In terms of ensuring equitable participation in UNODC events; as the project worked with national counterparts to identify suitably qualified individuals for such events, the scope for further specifying and balancing the participation of diverse and marginalised groups was limited in this project.

Human rights are well-integrated into sub-programme development and implementation³¹. The documentation (training manuals etc.) makes explicit reference to human rights and the rule of law. National counterparts in all countries confirmed that the importance of international standards relating to human rights were referenced in activities. They were also able to cite examples of specific information given by trainers/experts in training

29 Response to Evaluation TOR Question 8.1. Is the project aligned with international human rights and gender equality principles within the UN frameworks?

30 Response to Evaluation TOR Question 8.2. Have human rights-related and gender sensitive indicators been identified in project planning, implementation and reporting, i.e. activity feedback or evaluation form, showing the inputs from women?

31 Response to Evaluation TOR Question 8.3. To what extent were gender and human rights mainstreamed in project development and implementation?

events which did not feature in written documentation e.g. right to non-refoulement of refugees in the context of extradition; rights of persons whose assets are being frozen; safeguarding the rights of racial and religious minorities drawing on the experience of drafting treaties in the former Yugoslavia.

Perhaps one issue that appeared to receive little mention and which is a live debate in Europe/US is the right to privacy and civil liberties in the context of CT strategies. The countries in the region vary in terms of their experience with human rights legislation, with the Philippines for example, already operationalising these standards – nevertheless, interviewees in the Philippines still felt that the sub-programme’s emphasis on human rights helped strengthen and support internal dialogue on violations.

There remains a need to be vigilant in terms of thinking through the human rights implications of all activities. For example, the sub-programme is supporting the Government of Indonesia in the translation of counter-narrative religious text from Arabic to Bahasa. This activity was carried out under a component of the EU-UNODC Joint Initiative aimed at supporting the role of Indonesian CT coordinating agencies who selected the books and checked the translations themselves. The sub-programme itself has not checked that the original language version is compliant with UN standards. Albeit that the books *are not UN publications*, the role of UN funding/technical assistance in their production signals the need to consider compliance with wider UN principles. An English language version would be useful in order to make these checks and also because it could help CT work in other regions.

Gender by contrast is virtually non-existent in sub-programme documentation. While the substantive material is seen as gender neutral in that laws apply equally to all, there appears scope for nuancing the issues in relation to men and women. National stakeholders were able to give sporadic examples of sub-programme trainers in Indonesia integrating the issue of gender into their lectures e.g. roles of women in money laundering or supporting FTF.

The sub-programme was stronger on the integration of gender into its own processes and urged national stakeholders to nominate both men and women for events; in one location, project staff pro-actively suggested a minimum proportion of male and female nominees for events, an idea which could perhaps be replicated more systematically across project activities. It also collected gender disaggregated data on activity participants and started reporting on this halfway through the sub-programme life span. Gender equality in sub-programme processes is to a large extent contingent on the context in participating countries, and with all countries coming mid-way down global league tables on gender equality³². In one beneficiary country, for example, women are more represented in some partner agencies like foreign affairs as compared to police and security agencies – and as such there was only one female trainee in the sub-programme’s AML/CFT course but more female than male participants in the sub-programme’s other events. SEARCCT which is currently carrying out research on radicalisation for the sub-programme, is planning its own follow-up work on CT and women, though not as part of the current UNODC research as its parameters were already set making it difficult to integrate women into the study due to the lack of baseline data and the difficulty of accessing women involved in terrorism. It’s

³² See for example, UNDP Gender Inequality Index <http://hdr.undp.org/en/composite/GII>

worth recalling the newness of the subject area; UNODC at a policy level acknowledges that the linkages between gender and CT are still in the process of being articulated and need further research³³.

The overall observation is that while human rights at a high level are well addressed, the sub-programme would have benefitted from a more nuanced approach and looking at different groups in society, disaggregated by age, gender, marginalisation etc. to consider how they are affected by terrorism and also how they are included in and affected by programme activities. The lack of disaggregation by age, for example, has meant that the involvement of children and youth, and particularly those under 18 in extremist violence, and the corresponding links with juvenile justice approaches, did not come out so evidently in the sub-programme.

³³ See for example, UNODC Human Rights Position Paper, 2012

III. CONCLUSIONS

This appears a highly impactful sub-programme which can demonstrate tangible achievements and results from its work. The key to its success lies in its flexible and consultative approach to working with beneficiary partners; this enabled the sub-programme to be relevant, and to dovetail beneficiary priorities and initiatives to significant effect. The sub-programme has made important contributions to strengthening the legislative framework, increasing capacity and supporting transnational cooperation in the field of counter-terrorism. Key conclusions in relation to each of the evaluation criteria are as follows:

Design – there was a sound needs assessment and context analysis based on a highly consultative process with beneficiary countries. This consultative approach has continued through the implementation phase. The project is aligned with the UNODC ROSEAP, UNODC HQ and wide UN mechanisms on CT.

Relevance – the sub-programme is highly relevant and has become increasingly so as the threat of global terrorism has evolved in recent years and over the course of the sub-programme's life. Beneficiary countries either face direct threats of terrorism or risk being implicated indirectly in terrorist activity. The sub-programme has carried out topical and ground-breaking work, for instance, its research on foreign terrorist fighters, and work on de-radicalisation. While there are other players in the field, mainly bilateral agencies, UNODC is uniquely positioned to deliver expert and impartial support on CT to Governments in the region.

Efficiency – the sub-programme has proved cost-effective; while resources were not used as originally planned and spread out over 4 years instead of 2, the net effect has been programming that was flexible to needs on the ground, that made better use of its resources and which remained in place long enough to respond to new trends in global terrorism and also to see the impacts of its work. There were internal management issues which constrained the sub-programme, in particular administrative delays in setting up the human resources structure. The lack of a functioning institutional mechanism for coordination between the sub-programme and UNODC HQ TBP is a concern; while coordination has taken place, albeit with some lapses, it is too reliant on individual initiatives and personalities and needs the backing of clear roles, responsibilities and procedures. The sub-programme has intensively monitored and reported on its activities but the overall monitoring and evaluation framework would benefit from clarification and rationalisation.

Partnerships and cooperation – the sub-programme's principle partners are beneficiary Governments; the relationship is reported to be very positive due to the mutual interest of both sides in the subject coupled with the sub-programme's consultative approach and the commitment of national stakeholders. All beneficiary Governments have taken ownership of the sub-programme through the establishment of project steering committees and by directing activities. In some countries, namely the Philippines and Indonesia, this has gone further into co-supporting/organising some activities. Insofar as other stakeholders are

concerned, the sub-programme has collaborated with other multilateral and bilateral agencies and initiatives to the extent relevant; although it's worth bearing in mind that counter-terrorism in Southeast Asia is a far less crowded field than CT elsewhere (Middle East or West Africa) or other thematic areas in Southeast Asia, such as trafficking.

Effectiveness – the sub-programme can show concrete results in each of its three outcome areas in terms of improvements to legislation, capacity building and transnational cooperation. Some of its most notable achievements include the development of a Joint regulation in Indonesia for the facilitation of inter-departmental cooperation in handling terrorist financing cases; the implementation of a collaborative inter-agency counter-terrorism training course in the Philippines; the development of a Standard Operating Procedure for Lao PDR relating to international obligations on anti-money laundering and terrorist financing obligations; as well as training and support on these and related issues such as extradition and mutual legal assistance, to Cambodia and Viet Nam. Two important initiatives, namely research on deradicalisation and the publication of a counter-narrative text were completed by the end of the sub-programme. There were challenges in implementation, particularly arising from administrative delays and constraints in both UNODC and beneficiary partner organisations. Nonetheless, these were surmounted with flexible adjustments, supported by the EU, as the principle donor, and a highly participatory approach towards beneficiary institutions.

Impact – the project appears highly impactful. It has directly led to increased knowledge among officials through its training events and workshops and improved coordination among national authorities. This in turn has contributed to significant changes in the ability of national counterparts to take action in the field of counter-terrorism. Most notably, it has contributed to improved recognition of the anti-money laundering and counter-terrorism financing systems of the Governments of Indonesia, Laos and Cambodia by the inter-governmental Financial Action Task Force. Other actors will also have played a part in these specific impacts, including the national authorities themselves, bilateral donors and the UNODC Global Programme on Money Laundering. The FATF was not mentioned in the original design documents, but it was a particular achievement that the sub-programme was able to dovetail this initiative, by providing the support necessary to a nationally and globally recognised priority. In the Philippines, the sub-programme's collaborative training led to the mainstreaming of some aspects into regular police and military training. The increased knowledge and improved networking between agencies and informal contacts between participating officials was recognised as leading to the improved case investigation and the first ever successful prosecution under the terrorism act.

Sustainability – despite these positive achievements, sustainability remains an issue. Sustainability is inbuilt into the legislative and regulatory work supported by the sub-programme as the regulations will remain but they will require ongoing implementation which is dependent on the will and commitment of national authorities. While the sub-programme endeavoured to deliver sustainable training packages, usually through ToT approaches, there was not much evidence as yet of national authorities disseminating these trainings, despite the avowed interest and intention to do so. The lack of resources, budget, confidence and guidance appear to be constraints for national counterparts.

Human rights and gender equality – human rights and rule of law standards are a cornerstone of the sub-programme's messaging and a recognised added value by

beneficiary partners. Gender issues are little mentioned in the sub-programme's substantive work on CT, although it has paid greater attention to gender equality in its own processes in recent years, for instance through the collection of gender-disaggregated data regarding participation at its events. Overall, the sub-programme would benefit from looking at the issue of human rights through a more nuanced lens, considering for example the roles and rights of specific groups, for instance children and youth or women, in the phenomenon of terrorism.

Lessons learned – the key good practice emerging from this project is the consultative approach with beneficiary Governments in the needs and situation analysis. The most important lesson learned is about realistic planning for projects in terms of allowing the appropriate time and budget needed to see visible results, especially in a new, sensitive and complex field like CT. The initial 2 year time span proved too short to achieve the desired results and was extended on 2 occasions to an eventual 4 year sub-programme.

Coming so soon after the evaluation UNODC's HQ Global Programme on CT, some reflections comparing the findings of both reports are in order. This evaluation also confirms the need for clarification in relationships between headquarters, regional offices and field offices; the need for impact indicators and greater planning for sustainability; more mainstreaming of human rights and gender (especially the latter); and the need to conceptualise capacity development and training in a broader way. There are areas where this sub-programme can offer good practices to challenges being faced by the Global Programme, particularly in its approach to assessments of the situation on the ground; its flexibility and responsiveness to partner Governments; and its efforts to go beyond ratification of instruments to support implementation.

IV. RECOMMENDATIONS

As the sub-programme is ending, the recommendations below are intended for consideration in the development of a further phase. They are directed to UNODC since it will be responsible for developing future programming; it is not considered appropriate to direct recommendations towards the (outgoing) donor or to beneficiaries. The recommendations are ordered according to those addressed to UNODC ROSEAP and those addressed to both UNODC ROSEAP and UNODC HQ. Beyond this, they are not prioritised any further; there are a limited number of recommendations which all merit consideration in future programme design. The main text itself contains many more suggestions and ideas intended for use by programmers. Each recommendation is supplemented with text giving further explanation and suggestions for implementation.

a) UNODC ROSEAP

1. Continue and expand the sub-programme on counter-terrorism in the Southeast/East Asia region

UNODC has a unique role as an expert and impartial player in the arena of counter-terrorism in Southeast/East Asia, a relatively uncrowded field as compared to CT in other regions or other thematic areas in Southeast Asia. There is scope for expansion including by engaging with a wider number of countries and by considering the addition of new subjects and/or programmatic approaches e.g. Deradicalisation and preventing violent extremism (More local and contextualised measures instead of translated imports from other countries); work in prisons; understanding vulnerabilities; children/youth and CT and links to juvenile justice; role of women in CT; the role of social media; community mobilisation, public awareness campaigns and mass media and so on.

2. Ensure monitoring and evaluation frameworks are logical, coherent and rationalised

The sub-programme has reported intensively on its activities but has done so against multiple monitoring and evaluation frameworks which are similar but not identical. While this partly arises because of different donor requirements, the sub-programme should take care to rationalise and harmonise frameworks to the extent possible to minimise confusion and enable more coherent reporting of its progress. Other aspects for review include reviewing logframe indicators to improve relevance and precision; and developing indicators for impact measurement and particularly the consideration of the attribution of impacts in reporting in order to better disaggregate the sub-programme's role and contribution.

3. Take further measures to build in sustainability into all project initiatives

The sub-programme already considered sustainability to a substantial extent, for instance, by setting up Training of Trainers programmes and by securing agreement from national authorities that they would follow-up and implement. Despite this effort, national

authorities have not been able to disseminate activities further by themselves. It is evident that further consideration of sustainability is necessary e.g. more expansive and supported Training of Trainer programmes in future which comprise more ready-made user-friendly materials and manuals that national trainers can readily use; more use of online training packages that can be updated and delivered more easily; the development of more standardised master copies of training materials which can then be tailored to specific countries and contexts. The project is reminded of feedback from participants with regards to training e.g. need for training updates, use of more case material to supplement theory, ensuring relevant technical support from the same legal systems etc.

4. Ensure the better integration of human rights and gender equality principles in sub-programme substance and processes

Human rights and the rule of law are integral to the substance of the sub-programme. Gender equality is little referenced. A more nuanced approach that moves away from simply stating high level principles to looking at how the rights of different groups in society interplay with the issue of terrorism would better serve both the human rights and gender equality agendas. More disaggregated data, for example on children and youth, particularly under 18 years of age can help make linkages with juvenile justice approaches.

5. Develop wider and more collaborative partnerships on counter-terrorism work

The sub-programme could be ready to engage with the wider set of players, including other international organisations, bilateral agencies and the private sector, which are likely to emerge as the global counter-terrorism agenda begins to impact more in the region. Work with private sector technology and communications companies in particular could be helpful in the development of de-radicalisation and counter-narrative approaches. In terms of national partners, ownership could be further strengthened by adopting more co-funding arrangements and asking national partners to go beyond commitments to sustainability to making specific financial contribution. Country partners, for instance, requested more opportunities for study visits to other countries; this could perhaps be the type of activity that can be funded by partner Governments but with technical support from UNODC.

b) UNODC ROSEAP and UNODC HQ

6. Consider putting in place mechanisms to institutionalise cooperation between the CT sub-programme and UNODC HQ/TBP global CT programme

Coordination currently is personality driven and needs underpinning with an institutional mechanism which enables substantive oversight as well as support from HQ while at the same time enables the sub-programme and regional office sufficient autonomy to deliver activities that are responsive to the needs and priorities on the ground, and particularly to maintain the flexibility that was so central to this achievements of the current sub-programme. Substantive oversight from HQ/TBP could include inputs on work plans, outcome and performance assessment while support could include assistance with fundraising, reporting and logistics.

7. Replicate the good practice of the sub-programme in adopting a consultative and participatory methodology to needs assessment and situation analysis

The sub-programme's approach to design helped establish a baseline at the start of the programme and also ensured that activities corresponded to beneficiary interests and priorities. This consultative approach was mainstreamed throughout implementation from national project steering committees which directed activities through to consultations on the detail of project activities, for example, planning training events.

V. LESSONS LEARNED

The sub-programme was receptive to feedback from partner countries and made adaptations accordingly as described in the sections on 'Design' and 'Efficiency' above³⁴. Also as referenced above, it systematically collected feedback from participants involved in its activities. Feedback was highly positive, over 90 percent high satisfaction rates according to sub-programme monitoring reports (and confirmed by samples checked by the evaluator). As such there was little scope or need for making adjustments to specific activities.

It is early days in terms of replication and transfer to other projects³⁵, but there are already examples of approaches being replicated elsewhere. For instance, the sub-programme is replicating the Philippines collaborative CT model in Myanmar. The sub-programme's consultative needs assessment and situation analyses has been adopted by TBP/UNODC in other regions such as the Horn of Africa and Nigeria.

Key good practices³⁶ emerging from this project include:

- Taking a consultative approach with partner countries in the design phase and during implementation in order to ensure that activities respond to the context and capacity of each country.
- Adopting a collaborative approach to CT training and involving all relevant agencies at national level was an innovation of the sub-programme worth replicating in other regions. The hands on cooperation of different agencies in developing and implementing the training programme built both institutional and personal relationships necessary for more effective CT work.
- Developing a good baseline at project start. The country situation analyses in the region was identified as a good practice by the evaluators of the global programme (GLOR35) and worthy of replication by UNODC globally. While the baseline does not give specific statistics, it does set out the country context well and helps shape and tailor suitable interventions.

Lessons learned include:

34 Response to Evaluation TOR Question 9.1. Does the project systematically collect feedbacks and recommendations from activities' beneficiaries and revise the project as needed?

35 Response to Evaluation TOR Question 9.2. Does the project apply experiences, lessons learned, and good practices in the designs and planning of other projects?

36 Response to Evaluation TOR Questions 9.3. What lessons learned and best practices can be identified in the implementation of this project? 9.4. What best practices can be identified and should be replicated in other projects/programmes on countering terrorism

- Ensuring the duration of the project on CT is of adequate length. The original 2 year timeframe was clearly too short in retrospect to achieve the results desired especially for such an evolving subject area and the extension to 4 years was beneficial in seeing impacts realised.
- Ensuring training comprises a mix of theory and practice through the use of case studies. There was positive feedback when the trainings made good use of case study material but this appears not to have been systematically applied.
- The project was intended to be a model of an integrated project approach with headquarters' substantive guidance coupled with a field based but not operational approach. This did not materialise in practice as discussed earlier but an integrated model remains a good practice to be followed in any successive projects.
- Ensuring monitoring and evaluation frameworks are harmonised to the extent possible. Reporting to donors under different reporting frameworks can be a challenge but it is important to keep monitoring elements and wording consistent to the extent possible in order to articulate the progress of projects in a cohesive way
- Recognising that CT is a new subject area with its particular sensitivities, threats, dangers and competency issues. This implies developing new and more realistic indicators for the effectiveness of CT work and ensuring adequate time for planning and set up as well as flexibility for adjusting to the rapidly changing external CT context.
- Local adaption of training and capacity building materials is highly important and was done effectively by the project and in the spirit of ensuring interventions met the needs of country partners, for instance, the collaborative training manual in the Philippines. However, in retrospect it might have been useful to have a standard regional level manual to start with from which country level derivatives were made.

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

UNITED NATIONS OFFICE ON DRUGS AND CRIME
Vienna

Terms of Reference of the

**Independent Project Evaluation
Sub-programme on Counter-Terrorism: East
and Southeast Asia Partnership on Criminal
Justice Responses to Terrorism**

XAPX37

East and South East Asia

January 2016



UNITED NATIONS
New York, 2016

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**Terms of Reference
Independent Project Evaluation (Mid-term Evaluation)
XAPX37**

I. BACKGROUND AND CONTEXT

Project number:	XAPX37
Project title:	Sub-programme on Counter-Terrorism: East and Southeast Asia Partnership on Criminal Justice Responses to Terrorism
Duration:	4 years 11 months 18 days (from 13 May 2011 to 30 April 2016)
Location:	9 Southeast Asian countries: Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, the Philippines, Thailand and Viet Nam
Linkage to Country Programme:	n/a
Linkages to UNODC/ROSEAP Regional Programme outcomes	<p>Link to Regional Programme Framework for East Asia and the Pacific 2009 – 2012 as following outcomes:</p> <p>3.1 Ratification by countries of conventions & international instruments</p> <p>3.2 Legislative and regulatory frameworks established and operational</p> <p>3.4 Transnational organised justice – effective cooperation on criminal justice matters</p> <p>Link to UNODC ROSEAP Regional Programme 2014-2017 in sub-programme 3: Terrorism Prevention which states outcome 3.1: Member states more effectively prevent and counter terrorism including its financing with three outputs:</p> <p>Output 1: Strengthened legislative frameworks, policies and strategies developed in line with international legal instruments against terrorism</p> <p>Output 2: Enhanced knowledge and skills developed (and related operational capacities) to investigate, prosecute and adjudicate terrorism related case</p> <p>Output 3: Enhanced international cooperation mechanisms supported in criminal matters related to terrorism</p>

Link to UNODC Thematic Programme/Medium Term Strategy	Rule of law <ul style="list-style-type: none"> • Result area 1.1. Ratification and implementation of the conventions and protocols • Result area 1.2. International cooperation in criminal justice matters. • Result area 1.4. Terrorism Prevention
Executing Agency:	UNODC ROSEAP
Partner Organizations:	<p><u>Brunei Darussalam:</u> Ministry of Foreign Affairs</p> <p><u>Cambodia:</u> Ministry of Interior, Cambodian National Police (Counter-Terrorism Department)</p> <p><u>Indonesia:</u> National Counter-Terrorism Agency (BNPT), Office of the Attorney General, Indonesian National Police (Detachment 88), Ministry of Foreign Affairs</p> <p><u>Lao PDR:</u> Ministry of Justice, Ministry of Foreign Affairs, National Bank's Anti-Money Laundering Intelligence Unit</p> <p><u>Myanmar:</u> Ministry of Home Affairs</p> <p><u>Philippines:</u> Anti-Terrorism Council, including its Program Management Center, Department of Justice, Anti-Money Laundering Council's Secretariat</p> <p><u>Thailand:</u> Department of Special Investigation, Ministry of Justice</p> <p><u>Viet Nam:</u> Ministry of Foreign Affairs, Ministry of Public Security</p> <p><u>Regional entities:</u></p> <ul style="list-style-type: none"> - Southeast Asia Regional Centre for Counter-Terrorism (SEARCCT), Malaysia - Jakarta Law Enforcement Cooperation Center (JCLEC), Indonesia
Total Approved Budget:	US\$ 3,216,254
Donor:	European Commission, New Zealand, USA
Project Manager/Coordinator:	Hernan LONGO, Programme Officer (Counter-Terrorism)
Type of Evaluation (mid-term or final):	Final evaluation
Time period covered by the evaluation:	Project period: 12 May 2011 – 30 April 2016 Evaluation period: 1 February – 15 April 2016
Geographic coverage of the evaluation:	Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, the Philippines, Thailand and Viet Nam
Budget reserved for evaluation	Euro 30,000 (USD 41,280)
Core Learning Partners (entities):	<p><u>Cambodia:</u> Ministry of Interior, Cambodian National Police (Counter-Terrorism Department)</p> <p><u>Indonesia:</u> National Counter-Terrorism Agency (BNPT), Indonesia Financial Transaction Reports and Analysis Center (INTRAC/PPATK)</p> <p><u>Lao PDR:</u> National Bank's Anti-Money Laundering Intelligence Unit (AMLIU)</p> <p><u>Philippines:</u> Anti-Terrorism Council, including its Program Management Center, Law Enforcement and Security Integration Office (LESIO), Department of Justice, Anti-</p>

	<p>Money Laundering Council's Secretariat</p> <p><u>Regional entities:</u></p> <ul style="list-style-type: none"> - Southeast Asia Regional Centre for Counter-Terrorism (SEARRCT), Malaysia - Jakarta Law Enforcement Cooperation Center (JCLEC), Indonesia - UNODC ROSEAP - EU
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Project overview and historical context in which the project is implemented

From 2003 to 2010, UNODC's counter-terrorism (CT) assistance was carried out under the framework of a single on-going global project on "strengthening the universal legal regime against terrorism" (GLO/R35), managed by the United Nation Office on Drugs and Crime's Terrorism Prevention Branch (TPB) in Vienna and implemented jointly with UNODC's regional and country offices. Project personnel for Southeast Asia have been based in the ROSEAP since 2005 while those for the Pacific were based in Fiji from 2007 to 2010.

During 2003-2010, the global project assisted several countries in the East Asia and the Pacific regions to ratify several of the international treaties against terrorism and to modify national legislation in compliance with the provisions of those instruments and the requirements of CT-related resolutions of the Security Council.

2011 was a transitional year for management arrangements for CT assistance delivery in Southeast Asia and the Pacific. Financing arrangements for CT technical assistance activities and personnel were continued under the Global Project (GLO/R35). Drawing on these arrangements, steps were completed for commencing a CT sub-programme under the Regional Programme for East Asia and the Pacific, with two separate but parallel components for East/Southeast Asia (XAPX37) and the Pacific (XSPX47). The implementation of the East/Southeast Asia components commenced on 1 April 2011, under XAPX37: East and Southeast Asia Partnership on Criminal Justice Responses to Terrorism. The Pacific Partnership on Criminal Justice Responses to Terrorism, XSPX47, commenced on 1 August 2011 and has ended by December 2014.

For its implementation, the CT sub-programme continues to draw expertise and substantive guidance from the Global Project (GLO/R35³⁷).

The purpose of initiating the CT sub-programme under the Regional Programme³⁸ was to enhance regional and country-specific focus according to regional priorities and needs in the planning, designing, delivery and monitoring/evaluation of UNODC's CT assistance. A related goal was to enhance integrated UNODC service delivery at the field level, through co-leadership and shared management responsibility for the CT work by UNODC country managers and CT sub-programme

³⁷ The In-Depth Evaluation of GLOR35 was finalised in 2015:

http://www.unodc.org/documents/evaluation/indepth-evaluations/2015/GLOR35_Mid-term_In-Depth_Evaluation_Report_May_2015.pdf

³⁸ In-depth Evaluation of the UNODC Regional Programme Framework for East Asia and the Pacific 2009 - 2012 could be found at http://www.unodc.org/documents/evaluation/indepth-evaluations/2013/Final_Draft_IDE_RP_East_Asia_14JUNE2013.pdf

personnel. Substantively, the CT sub-programme sought to enhance national level implementation capacity building for rule of law-based criminal justice responses to terrorism.

In the first half of 2012, the focus of work was still on the completion of programme development processes: partnership and stakeholder consultations with the concerned countries, regional entities and donors; elaboration of country-specific programme of activities, ensuring full country ownership and resource mobilization. In addition, national and sub-regional level assistance activities were continued.

In the latter half of 2012, the focus of work was on implementation of national-level technical assistance activities according to each counterpart country's need and priorities. In parallel, efforts to mobilize resources both on short and long term basis were also continued in order to meet with evolving needs and priorities of the countries.

The project revisions were approved in 2012, 2014 and 2015. The first revision made in 2012 aimed at accommodating the beneficiary governments' planning process and preparation to engage in the long-term CT programme, funded under the EU-UNODC Initiative for Supporting Southeast Asian Countries to Counter Terrorism. There was also the need to adjust project's team structure in accordance with the approved overall budget and planned activities at the field level. The project revision in 2014 and 2015 were made upon the EU's approvals for the extension of the EU-UNODC Joint Initiative from 30 April 2014 to 30 April 2015 and from 30 April 2015 to 30 April 2016 respectively. The extensions were granted upon requests from two key national authorities namely the Indonesia National Counter-Terrorism Agency (BNPT) and the Southeast Asia Regional Centre for Counter Terrorism (SEARCCT). BNPT were committed to deliver the joint activity to address violent extremism, through the translation and publication of five counter-narrative books. BNPT's competing priorities, including the change of leadership and relocation of the agency's office, made it challenging for BNPT to complete the activity within the initial timeframe. Likewise, SEARCCT requested for extended deadline for the joint research project on radicalization in Southeast Asia due to the Centre's extra commitment to assist Malaysia's government during the country's chairmanship of ASEAN and membership of the UN Security Council. In addition to these two reasons, the last project extension also allowed for extra activities requested by Lao PDR, Indonesia and the Philippines.

Justification of the project and main experiences / challenges during implementation

Terrorism: a global threat requiring a global response by all countries

Terrorism poses fundamental challenges to the international community and risks undermining the core values of the United Nations –the rule of law, respect for human rights, protection of civilians, tolerance among people and nations and the peaceful resolution of conflict. Experience has shown that no country is immune to terrorism and that in a globalized world no country can effectively deal with terrorism alone. National action and international cooperation are key elements for addressing terrorism effectively.

In 2006, the United Nations General Assembly adopted the **Global Counter-Terrorism Strategy** (General Assembly resolution A/RES/60/288). In 2008 and 2010, the Assembly reaffirmed the Strategy. It sets out a plan of action for the international community based on four pillars:

- measures to address the **conditions conducive** to the spread of terrorism
- measures to **prevent and combat** terrorism

- measures to build **States' capacity** to prevent and combat terrorism and to strengthen the role of the United Nations system in this regard
- measures to ensure respect for **human rights** for all and the rule of law as the fundamental basis of the fight against terrorism.

Centrality of rule of law in counter-terrorism

A central element of the decades-long global efforts to address the threat of terrorism has been the creation of an international legal framework (or legal regime) against terrorism, currently consisting of nineteen international treaties related to the prevention and suppression of terrorism, and several Security Council resolutions. The Security Council, in its resolution 1373 (2001) and in a series of preceding and subsequent resolutions including 2178, declared acts, methods and practices of terrorism contrary to the purposes and principles of the United Nations; emphasized the need for enhanced coordination of national and international efforts; and called for joint efforts to prevent the financing, planning and inciting of terrorist acts.

This international legal framework against terrorism provides for a criminal justice-based approach and requires that all countries bring perpetrators of terrorist acts to justice. It also calls for the establishment of effective prevention mechanisms (such as the criminalization of financing of terrorism), with built-in measures for safeguarding human rights. The criminal justice approach deals with terrorists as criminals, based upon a non-political and clear legal determination of the acts of terrorism.

The centrality of criminal justice responses to terrorism is underpinned by several reasons.

- First, by affording terrorist suspects due process in criminal proceedings (from investigation through to conviction), clear legal frameworks on counter-terrorism and their adequate application ensure that the State both complies with its international obligations and retains the moral high ground.
- Second, legal frameworks on counter-terrorism enable the prevention of terrorist acts by establishing national laws criminalizing preparatory and support conduct and thus creating a rule-of-law-based milieu for officials to intervene and operate prior to the commission of terrorist acts.
- Third, legal frameworks on counter-terrorism help to strengthen the social contract and cooperation between the State and the citizenry in dealing with terrorism and help to avoid the pitfall of enabling terrorists to cast themselves as 'warriors' of justified causes.

Challenges in the project

The development of the project faced a number of challenges related to both external and internal factors. External factors were related to competing security priorities; lengthy approval processes and/or additional administrative steps required to begin actual implementation of activities in some of the beneficiary States and a relatively high number of actors providing technical assistance on

counter terrorism matters in the region, often on a bilateral basis, increasing the risk of overlaps and duplications, amongst others.

Internal factors were mainly associated to the transition from a Global Project-run delivery of technical assistance on CT to a regional sub-program-based approach; the time elapsed between the re-assignment of the previous senior project manager to Vienna HQ and the effective placement of a new project manager –which affected the project’s management and its delivery capacity-; and certain instability in the human resources structure of the project, caused by the lack of funding to ensure the cost-sharing approach of part-time staff as originally envisioned and the high rate of project’s staff turnover –particularly at the administrative level-, among others.

UNODC strategy context, including the project’s main objectives and outcomes and project’s contribution to UNODC country, regional or thematic programme

The project contributes to UNODC’s objective in assisting member states in strengthening their criminal justice preparedness against terrorism and other related crimes such as terrorist financing. The project’s activities are designed and implemented with the aim of achieving concrete outcomes under the UNODC Regional Programme for Southeast Asia and the Pacific in three main areas: 1) ratifications by countries of the universal legal instruments against terrorism; 2) enhanced CT legislative framework and implementing capacity; and 3) effective international criminal justice cooperation on terrorism related cases. Achievements have been made in all stated areas particularly in five countries targeted under the EU-UNODC Joint Initiative for Supporting Southeast Asian Countries to Counter Terrorism, in accordance with the policy and priorities set by each individual country. At regional level, the project contributes to the on-going efforts in addressing the spread of violent extremist ideologies that could lead to terrorist acts, whilst strengthening the roles of regional CT entities such as SEARCCT and JCLEC.

II. DISBURSEMENT HISTORY

Overall Budget (13 May 2011-30 April 2016)	Total Approved Budget (13 May 2011 – April 2016)	Total Funding (Pledges) (13 May 2011-30 April 2016)	Expenditure in USD (May 2011 – Dec 2014)	Expenditure in % (May 2011 – Dec 2014)
US\$ 3,571,589	US\$ 3,305,985	US\$ 3,571,589	US\$ 2,568,249	72%

III. PURPOSE OF THE EVALUATION

The final evaluation is an Independent Project Evaluation required by UNODC rules and regulation and planned for in the project document/revisions. Performed shortly before the end of a project, final evaluation aims to determine the extent to which planned and unplanned objectives and

outcomes were achieved, to identify the factors of success or failure, to assess the sustainability of the benefits generated, and to draw conclusions that may inform future programming, policy making and overall organizational learning.

The final evaluation will build upon previous evaluations of UNODC's global project on "strengthening the legal regime against terrorism"³⁹ under the thematic programme of Terrorism Prevention, in coherence with the Regional Programme Framework 2009-2012 and ROSEAP Regional Programme 2014-2017 under sub-programme 3: Terrorism Prevention. It will be carried out in accordance with UNODC evaluation policy, guidelines and templates, as well as UNEG Norms and Standards.

The project evaluation process will involve core learning partners (CLP) who are key stakeholders, which include national counter-terrorism entities, law enforcement, prosecution and judicial authorities of Member States in South East Asia, as well as regional counter-terrorism institutes, and donors.

Assumed accomplishment of the evaluation

Particularly, the evaluation seeks to independently assess:

- The quality of the original design, its relevance to the identified needs of partner countries, and its continued relevance during project implementation;
- The efficiency of project implementation, including with respect to both UNODC and partner government mobilisation and management of resources;
- The effectiveness of the project in terms of achieving its planned objectives, including outputs delivered and contribution to outcomes;
- The likely overall impact of the project and the sustainability of benefits arising from the project;
- Whether or not there were unanticipated results, either positive or negative, arising from project implementation; and
- Corrective measures, including the need to extend the project and to adjust planning for next project phase.

The main evaluation users include UNODC Project Managers in the Field and HQ, the beneficiary Governments, the donors.

IV. SCOPE OF THE EVALUATION

The scope of the project XAPX37, Sub-programme on Counter-Terrorism: East and Southeast Asia Partnership on Criminal Justice Responses to Terrorism, is from 13 May 2011 to April 2016. The evaluation will primarily focus its assessment of the project activities at the national level in the

³⁹ In-Depth Evaluation 2015: http://www.unodc.org/documents/evaluation/indepth-evaluations/2015/GLOR35_Mid-term_In-Depth_Evaluation_Report_May_2015.pdf

five countries, i.e. Cambodia, Indonesia, Lao PDR, the Philippines and Viet Nam as covered by the existing funding agreement from the EC.

V. EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS OF

The evaluation will be conducted based on the following DAC criteria: relevance, efficiency, effectiveness, impact, sustainability, as well as partnerships and cooperation, gender and human rights and lesson learned, and, will respond to the following below questions, however, provided as indicative only, and required to be further refined by the Evaluation Team.

Design
Design of a project or programme measures the extent to which: <ul style="list-style-type: none"> • The logical framework approach was adopted, with measurable expected objectives at the country and regional levels, outcomes and outputs, performance indicators, including gender equality and human rights, targets, risks, mitigation measures and assumptions. • An appropriate participatory needs assessment and context analysis took place.
1. Was the design based on a needs assessment and a context analysis?
2. Was the design the most appropriate to meet the needs identified?
3. Was the design consistent with UNODC’s mandate and goals under its on-going global project on “strengthening the universal legal regime against terrorism” (GLO/R35), the Regional Programme Framework for East Asia and the Pacific 2009 – 2012 and sub-programme 3: Terrorism Prevention under UNODC ROSEAP Regional Programme 2014-2017?
Relevance
Relevance of a project or programme is the extent to which its objectives are continuously consistent with recipient needs, UNODC mandate and overarching strategies and policies.
1. To what extent are the objectives of the project valid according to current situation/environment, and according to the regional programme of UNODC for Southeast Asia and the Pacific?
2. Are the activities carried out as planned and outputs of the project consistent with the overall goal and the attainment of its objectives?
3. To what extent is the project or programme aligned with the policies and strategies of the partner country, UNODC, other United Nations organizations and donors?
Efficiency
Efficiency is a measure of how resources/inputs (funds, expertise, time, etc.) are converted into outputs. Considering the project background, context, current situation/environment and other influencing factors as necessary:
1. To what extent were the resources and inputs converted to outputs in a timely and cost-effective manner?
2. To what extent was UNODC HQ’s and ROSEAP’s based management, coordination and monitoring, efficient and appropriate for the project and its activities implemented

through/in partnership with relevant Field Offices?
3. Are the activities being performed as planned and in a timely manner?
4. To what extent are the activities being adjusted efficiently in response to change in situation/environment in order to maintain efficiency?
Effectiveness
Effectiveness is the extent to which a project or programme achieves its objectives and outcomes.
1. To what extent were the planned objectives and outcomes in the project document achieved?
2. What are the results achieved beyond the log frame, if any?
3. What were the major factors influencing the achievement or non-achievement of the objectives?
4. What could the project have done differently to complete the project more effectively?
5. To what extent has the project contributed to national and international efforts in the Criminal Justice Responses to Terrorism in East and Southeast Asia?
Impact
Impact is the positive and negative, primary and secondary long-term impact (s) produced or likely to be produced by a project, directly or indirectly, intended or unintended, after the project was implemented.
1. To what extent has the project contributed or is likely to contribute to promotion and protection of human rights in countering terrorism, long-term, technical changes for CT officials and institutions related to the project?
2. To what extent has the project contributed or is likely to contribute to the performance of beneficiary officials in targeted countries?
3. What are the impacts of the project towards the policy or performance of beneficiary institutions in targeted countries (e.g. enhanced criminal justice responses to terrorism, inter-agency collaboration, partnership, etc)?
4. To what extent did the project contribute to improvement in recipient's legal framework, criminal justice-related skills and knowledge?
Sustainability
Sustainability is concerned with measuring whether the benefits of a project or programme are likely to continue after its termination. Projects need to be environmentally as well as financially sustainable.
1. To what extent are the project results (impact if any, and outcomes) likely to continue after the project ends?
2. Is stakeholders' engagement likely to continue, be scaled up, replicated or institutionalized after external funding ceases?
Partnerships and cooperation
Partnerships and cooperation is a measure of the level and quality of UNODC cooperation with partners and implementing partners (e.g. donors, Governments, other relevant UN agencies etc.),
1. To what extent have partnerships and cooperation been sought and established (including UN agencies) and synergies been created in the delivery of assistance?
2. To what extent were stakeholders (e.g. counterparts, UN agencies, etc) involved in planning and implementation of the project?
3. To what extent do implementing partners in beneficiary countries engage in the project activities and throughout the implementation period?
4. Do implementing partners in beneficiary countries understand their role and responsibilities under the project scope?
5. What kind of collaboration and contribution do take place as a result of this project to drive the project progress, objective achieved, and change in work relation?

Human rights and gender
Human rights and gender are consideration taken by the project and implementing's partners in promoting the adherence of human rights and gender equality in the project activities' design and implementation.
1. Is the project aligned with international human rights and gender equality principles within the UN frameworks?
2. Have human rights-related and gender sensitive indicators been identified in project planning, implementation and reporting, i.e. activity feedback or evaluation form, showing the inputs from women?
3. To what extent were gender and human rights mainstreamed in project development and implementation?
Lessons learned and Best Practices
Lessons learned is the project's regular assessments, in partnership with national counterparts, in order adapt and fine tune or improve the project's contents and activities for effective and appropriate interventions.
1. Does the project systematically collect feedbacks and recommendations from activities' beneficiaries and revise the project as needed?
2. Does the project apply experiences, lessons learned, and good practices in the designs and planning of other projects?
3. What lessons learned and best practices can be identified in the implementation of this project?
4. What best practices can be identified and should be replicated in other projects/programmes on countering terrorism?

VI. EVALUATION METHODOLOGY

(a) The methods used to collect and analyze data on which the quality of the evaluation is dependent on are as following:

Desk review, questionnaires, survey, structured interviews, discussions, workshop or focus group meetings, observations and field visits. Gender sensitive methods need to be fully considered.

(b) The sources of data should be both primary and secondary sources.

This evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TORs and the availability of resources. In all cases, evaluators are expected to analyse all relevant information sources, such as reports, programme documents, thematic programmes, internal review reports, programme files, evaluation reports (if available), financial reports and any other documents that may provide further evidence for triangulation on which their conclusions will be based. Evaluators are also expected to use interviews, surveys or any

other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation. While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties identified as main evaluation users, the Core Learning Partners (CLP).

The present ToR provides basic information as regards to the methodology; however this should not be regarded as exhaustive. It is rather meant to guide the evaluators in elaborating an effective, efficient, and appropriate evaluation methodology that should be proposed, explained and justified in an Inception Report.

The evaluators will present a summarized methodology (evaluation matrix) in an Inception Report which will specify the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards.

While the evaluators shall fine-tune the methodology for the evaluation in an Inception Report, a mixed-methods approach of qualitative and quantitative methods is mandatory. Special attention shall be paid to an unbiased and objective approach and the triangulation of sources, methods, data, and theories. Indeed, information stemming from secondary sources will be cross-checked and triangulated through data retrieved from primary research methods. Primary data collection methods need to be gender sensitive.

The credibility and analysis of data are key to the evaluation. Rival theories and competing explanations must be tested once plausible patterns emerge from triangulating data stemming from primary and secondary research.

The limitations to the evaluation will be identified by the evaluators in the Inception Report, e.g. data constraints (such as missing baseline and monitoring data), which may create the need for the evaluators to retrospectively reconstruct the baseline data and to further develop result orientation of the project.

The main elements of method will include:

- Preliminary desk review of all relevant project documentation, (Annex II), as provided by the Project Manager and as further requested by the evaluation team.
- Preparation and submission of an Inception report (containing preliminary findings of the desk review, refined evaluation questions, data collection instruments, sampling strategy (including field missions), limitations to the evaluation, and timetable) to IEU for review and clearance before any field mission may take place;
- Initial meetings and interviews with project management, followed by interviews with other UNODC staff as well as external stakeholders;
- Interviews (face-to-face or by telephone), with key project stakeholders and beneficiaries, both individually and (as appropriate) in small groups/focus groups, as

well as using surveys, questionnaires or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation. Among others, participants to be interviewed include the Regional Representative, Senior managers at TBP HQ, the project manager and substantive personnel, UNODC country managers and project's implementing partners, the assigned national steering committee members and the nominated officials who participated in the technical assistance activities.

- Analysis of all available information;
- Preparation of the draft evaluation report (based on Guidelines for Evaluation Report and Template Report to be found on the IEU website <http://www.unodc.org/unodc/en/evaluation/index.html>). The evaluators submit the draft report first to Project Management for review of factual errors and afterwards to IEU for quality control. Subsequently the Project Manager and IEU shares the final draft report with all Core Learning Partners for comments on factual errors.
- Preparation of the final evaluation report. The evaluators incorporate the necessary and requested changes and finalizes the evaluation report; following feedback from IEU, the Project Manager and CLPs for IEU clearance. It further includes a PowerPoint presentation on final evaluation findings and recommendations;
- Presentation of final evaluation report with its findings and recommendations to the target audience, stakeholders etc. at a meeting at UNODC Field Office (can also be through Skype).
- In conducting the evaluation, the UNODC and the UNEG Evaluation Norms and Standards are to be taken into account. All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IEU website: <http://www.unodc.org/unodc/en/evaluation/index.html>)

The evaluation will have to utilize a mixture of primary and secondary sources of data. The primary sources for the desk review may include, among others, interviews with key stakeholders (face-to-face or by telephone), the use of surveys and questionnaires, field missions for case studies, focus group interviews, observation and other participatory techniques. Secondary data sources will include the project documents and their revisions, progress and monitoring reports and all other relevant documents, including visual information (e.g. eLearning, pictures, videos, etc.).

Desk Review

The evaluators will perform a desk review of existing documentation (please see the preliminary list of documents to be consulted in Annex II). This list is however not to be regarded as exhaustive, as additional documentation may be requested by the evaluators (please find attached a preliminary list of documents).

Primary Research Methods

Primary sources of data include, among others:

- Qualitative methods: structured and semi-structured interviews with key stakeholders, key representatives of different entities (face-to-face, by telephone or by webcam).
- Quantitative methods: survey questionnaires.
- Field mission to selected countries

Phone interviews / face to face consultations

The evaluators will conduct phone interviews / face-to-face consultations with identified individuals from the following groups of stakeholders:

- Member States
- relevant international and regional organizations;
- Non-governmental organizations working with UNODC;
- UNODC management and staff.
- Etc.

Questionnaire

A questionnaire (on-line) will be developed and used in order to help collect the views of stakeholders (e.g. trainees, counterparts, partners, etc.) located in places away from Vienna and capitals in the region that will be visited by the evaluation team who it might not be possible to directly interview/consult through face-to-face meetings.

Observation and interviews

All five countries covered by the current funding agreement should be visited, namely Cambodia, Indonesia, Lao PDR, the Philippines and Viet Nam as each country has received and will be receiving the services from this project. In addition, the evaluator should also interview, probably via telephone, CLPs located in Myanmar, Thailand and the Southeast Asia Regional Centre for Counter-Terrorism (SEARCCT) in Malaysia.

VII. TIMEFRAME AND DELIVERABLES

As evaluations are participatory (meaning internal and external stakeholders have to comment at various stages of the process), **the evaluation is scheduled to take place** from 24 February to 25 April 2016 (over a period of two months).

The evaluator will have the overall responsibility for the quality and timely submission of all deliverables as specified below:

Time frame for the evaluation

The evaluation will start with the desk review phase in February 2016 and the report should be published in April 2016

Time frame for the field mission

The field missions are planned to take place as follows (to be confirmed during the desk review phase):

Country	Time frame	Location	Stakeholder/CLP
Cambodia	5-7 March 2016	Phnom Penh	MoI, MoJ, MPS
Lao PDR	8 March 2016	Vientiane	OSPP, FIU, MPS
Viet Nam	9-10 March 2016	Hanoi	MFA, MPS
Thailand	11-14 March 2016	Bangkok	UNODC team, Evaluators of previous project, EU, SEARCT
Philippines	15-16 March 2016	Manila	ATC/PMC, AMLC, DoJ, PNP, LESIO
Indonesia	17-18 March 2016	Jakarta	BNPT, INTRAC/PPATK

Expected deliverables and time frame

The evaluators will be responsible for the following deliverables, as specified below:

- Inception Report (containing preliminary findings of the desk review, refined evaluation questions, data collection instruments, sampling strategy, limitations to the evaluation, and timetable, as well as a questionnaire), to be drafted and submitted to Project Management and IEU for review and comments by 29 February 2016. Further, incorporating all comments by the IEU. (Deliverable A, final Inception Report cleared: 04 March 2016);
- Conduct the field mission, including interviews with key stakeholders, etc. as well as a debriefing of preliminary findings of the field mission to UNODC staff;
- Draft Evaluation Report to be submitted to Project Management for review of factual errors and subsequently to IEU for review and comments by 4 April 2016. (Deliverable B, draft evaluation report to be cleared: 4 April 2016).;
- Final Evaluation Report, incorporating all comments, to be submitted to IEU for final clearance by 25 April 2016; (Deliverable C, final evaluation report cleared: 25 April 2016).;

Duties	Time frame	Location	Deliverables
Desk review and preparation of Draft Inception Report	24 - 29 February 2016 (6 working days)	Home base	List of evaluation questions; Evaluation tools; Draft Inception report (to be reviewed and cleared by IEU; can

			entail various rounds of comments)
Initial review by Project Management and IEU	1 - 4 March 2016 (4 working days)	Home base	Draft evaluation report (to be reviewed by IEU; can entail various rounds of comments)
Deliverable A – Final Draft Inception Report in line with UNODC Evaluation guidelines, handbook, templates, norms and standards	By 04 March 2016		To be cleared by IEU
Interviews with staff at UNODC HQ; Evaluation mission: briefing, interviews	5 – 19 March 2016 (10 working days)	Cambodia, Lao PDR, Viet Nam. Thailand, Philippines, and Indonesia	Interview notes
Drafting of the evaluation report; submission to Project Management and IEU for review	21 March - 2 April 2016 (11 working days)	Home base	Draft evaluation report (to be reviewed and cleared by IEU; can entail various rounds of comments)
Deliverable B – Draft Evaluation Report in line with UNODC Evaluation guidelines, handbook, templates, norms and standards	By 4 April 2016		To be cleared by IEU
Project Management: share draft evaluation report with Core Learning Partners for comments			
Incorporation of comments from project management, Core Learning Partners	20 - 22 April 2016 (3 working days)	Home base	Revised draft evaluation report

and IEU			
Deliverable C - Finalization of report incl. Management response (if needed)	By 25 April 2016 (1 working day)	Home base; UNODC	Final evaluation report; Presentation of final evaluation findings and recommendations All to be cleared by IEU
Project Management: Prepare evaluation follow-up plan and submit to IEU for approval	30 April 2016		

VIII. EVALUATION TEAM COMPOSITION

This evaluation envisages 1 expert evaluator to undertake the exercise.

The evaluator shall not act as a representative of any party and must remain independent and impartial. The evaluator must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the project under evaluation.

The evaluator is contracted by UNODC. The qualifications and responsibilities for the evaluator are specified in the respective job description attached to these Terms of Reference (Annex 1).

The role of the lead evaluator

Carry out the desk review; develop the inception report, including sample size and sampling technique; draft and finalize the inception report and evaluation methodology, incorporating relevant comments, in line with the guidelines and template on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>; lead and coordinate the evaluation process and the oversee the tasks of the evaluators; implement quantitative tools and analyse data; triangulate data and test rival explanations; ensure that all aspects of the terms of reference are fulfilled; draft an evaluation report in line with UNODC evaluation policy and the guidelines and template on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>; finalize the evaluation report on the basis of comments received; include a management response in the final report.

More details will be provided in the respective job descriptions in Annex I.

IEU will act according to Item no.9 below and quality assurance role from UNODC HQ – IEU will review and clear all deliverables of this evaluation (ToR; Inception Report; Draft Evaluation Report; Final Evaluation Report; Evaluation Follow-up Plan) as well as the selection of the evaluator.

IX. MANAGEMENT OF EVALUATION PROCESS

The independent evaluation will be carried out following UNODC's evaluation policy and UNEG norms and standards. The evaluator will work closely with UNODC's Independent Evaluation Unit.

The Independent Evaluation Unit (IEU)

-The Independent Evaluation Unit (IEU) provides mandatory normative tools, guidelines and templates to be used in the evaluation process. Please find the respective tools on the IEU web site <http://www.unodc.org/unodc/en/evaluation/evaluation.html>.

-IEU reviews and clears all deliverables of this evaluation – Terms of Reference; Selection of consultants; Inception Report; Draft Evaluation Report; Final Evaluation Report; Evaluation Follow-up Plan.

Project Manager

-The Project Manager is responsible for managing the evaluation, drafting and finalizing the ToR, selecting Core Learning Partners and informing them of their role, recruiting evaluators, providing desk review materials to the evaluation team, reviewing the inception report as well as the evaluation methodology, liaising with the Core Learning Partners, reviewing the draft report, assessing the quality of the final report by using the Quality Checklist for Evaluation Reports, as well as developing an implementation plan for the evaluation recommendations as well as follow-up action (to be updated once per year).

Core Learning Partners (CLPs)

-Members of the Core Learning Partnership (CLP) are selected by the project managers. Members of the CLP are selected from the key stakeholder groups, including UNODC management, mentors, beneficiaries, partner organizations and donor Member States. The CLPs are asked to comment on key steps of the evaluation and act as facilitators with respect to the dissemination and application of the results and other follow-up action.

Logistical support responsibilities

The Project Manager will be in charge of providing logistical support to the evaluation team including arranging the field missions of the evaluation team. For the field missions, the evaluation team liaises with the UNODC Regional/Field Offices and mentors as appropriate and the Project Manager will ensure independent translators (no UNODC staff) for the interviews, if needed.

More details are provided in Annex IV.

X. PAYMENT MODALITIES

Consultants will be issued consultancy contracts and paid in accordance to UNODC rules and regulations. Payment is correlated to satisfactory deliverables reviewed and cleared by IEU.

Consultants will be issued consultancy contracts and paid in accordance with UNODC rules and regulations. The contract is a legally binding document in which the consultant agrees to complete the deliverables by the set deadlines. It is the responsibility of the requesting office to carefully consider and determine the estimated time period that the consultant would need, to be able to produce quality work and fully complete all the expected deliverables on time. It is particularly essential that sufficient time is planned for the drafting and finalizing of the report, including the process of consultation and incorporation of comments and changes. Payment is correlated to deliverables and three instalments are typically are foreseen:

- The first payment upon clearance of the Inception Report (in line with UNODC evaluation guidelines, templates, handbook, norms and standards) by IEU (4 March 2016);
- The second payment upon clearance of the Draft Evaluation Report (in line with UNODC evaluation guidelines, templates, handbook, norms and standards) by IEU (4 April 2016);
- The third and final payment (i.e. the remainder of the fee) only after completion of the respective tasks, receipt of the final report and presentation (in line with UNODC evaluation guidelines, templates, handbook, norms and standards) and clearance by IEU (30 April 2016).

75 per cent of the daily subsistence allowance and terminals is paid in advance, before travelling. The balance is paid after the travel has taken place, upon presentation of boarding passes and the completed travel claim forms

ANNEX I. TERMS OF REFERENCE FOR EVALUATORS

Post title	International Evaluation Consultant/Team Leader
Organizational Section/Unit	UNODC Regional Office for Southeast Asia and the Pacific (ROSEAP)
Duty station	Home based with travel within Southeast Asian countries, including Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, the Philippines, Thailand and Viet Nam
Proposed period	24/02/2016 to 30/04/2016
Starting date required	15/02/2016
Actual work time	35 days over a period of two and a half months
Fee Range	C

1. Background of the assignment:

UNODC has long been implementing assistance programmes in Southeast Asian countries on various aspects of drug control, crime prevention, criminal justice and rule of law.

Since 2003 UNODC has been providing specialized counter-terrorism assistance to the Member States in all regions, including Southeast Asian countries, under its global project on “Strengthening the Legal Regime against Terrorism”. UNODC assistance has been primarily focused on ratification, legislative review and drafting, as well as training for criminal justice officials.

In delivering CT assistance, UNODC has increasingly been seeking to enhance country-specific focus and emphasis on building implementation capacity at the national level. In pursuance of this goal, after undertaking extensive consultations with stakeholders in East and Southeast Asian countries, five country-specific programme of indicative activities have been officially endorsed (Cambodia, Indonesia, Lao PDR, the Philippine and Viet Nam).

The regional CT sub-programme aims to enable countries in the region to achieve effective implementation of rule of law-based criminal justice responses to terrorism. For this purpose, it seeks to provide assistance to requesting countries to:

- (i) establish a national CT legal framework in accordance with international instruments;
- (ii) improve capacity of the national criminal justice system to implement rule of law-based CT measures; and
- (iii) undertake transnational cooperation in criminal justice and related aspects of CT.

In April 2012 UNODC received financial contribution from the European Union (EU) to carry out programme activities for the said five countries for the period of two years. Assistance delivery under the sub-programme according to the agreement with the EU is undertaken through country-specific and regional level activities and advisory services, which are being developed and implemented in close collaboration with the respective national officials. They address complex thematic and functional areas covered through the 18 international legal instruments against terrorism, the relevant Security Council resolutions and the United Nations Global Counter-Terrorism Strategy.

The regional CT sub-programme is seeking to engage an Evaluation Consultant experienced in assessing programmes and/or projects developed in partnership with the EU in order to carry out a final evaluation of the EU agreement with UNODC.

2. Purpose of the assignment:

The International Evaluation Consultant will be contracted to conduct the Independent Project Evaluation of the UNODC project XAPX37, following the Evaluation Norms and Standards as well as guidelines and templates in UNODC.

The Evaluation Consultant (evaluator) will collaborate with UNODC staff at the Regional Office and the Independent Evaluation Unit (IEU) at UNODC HQ on the Independent Project Evaluation (Final Evaluation) of Project XAPX37. The evaluator will work closely with the Project Manager (Programme Officer: Counter-Terrorism) on meeting reporting requirements for UNODC, and ensuring that adequate attention is paid to indicators in the collection and analysis of information. The evaluator will have the overall responsibility for the quality and timely submission of all deliverables as specified below:

- Draft inception report, inception report containing a refined work plan, methodology and evaluation tools (to be reviewed and cleared by IEU; could entail various rounds of comments; needs to be cleared before the field mission takes place)
- Notes from field visits containing trip purpose, list of interviewee, interview questions, findings and recommendations
- Draft evaluation report in line with UNODC and EU evaluation policies and guidelines (to be reviewed and cleared by IEU; could entail various rounds of comments)
- Final evaluation report including annex with management response (if needed) (to be reviewed and cleared by IEU; could entail various rounds of comments)

The present TOR should be read in light of the evaluation Terms of Reference for any further information.

Scope of Work

Within the framework of the CT sub-programme and reporting to the Project Manager, the evaluator will be responsible for the following tasks:

- Carry out the desk review
- In coordination with IEU, provide methodological evaluation quality assurance throughout the evaluation process and inputs
- Develop the inception report, and finalize evaluation methodology including sample size and sampling technique incorporating relevant comments
- Implement quantitative and qualitative tools and analyze data
- Triangulate data and test rival explanations
- Ensure that all aspects of the terms of reference are fulfilled
- Conduct planned missions and apply methodological tools
- Draft an evaluation report in line with UNODC evaluation policies and requirements
- Finalize the evaluation report on the basis of feedback received
- Include a management response in the final report

3. Specific tasks to be performed by the evaluation consultant:

Under the guidance of the Independent Evaluation Unit, the International Evaluation Consultant will work on the basis of the Evaluation Terms of Reference, key responsibilities of the Team Leader include (i) development of the evaluation design with detailed methods, tools and techniques, (ii) leading the evaluation process and assigning responsibilities to team members, (iii) ensuring adherence to the UNEG Norms and Standards, UNODC Evaluation Guidelines and Templates, and the evaluation ToR, and (iv) ensuring overall coherence of the report writing, (v) ensuring that all deliverables are submitted in line with UNODC evaluation policy, handbook, guidelines and templates.

4. Expected tangible and measurable output(s):

The evaluator will have the overall responsibility for the quality and timely submission of all deliverables, as specified below. All products should be well written, inclusive and have a clear analysis process.

- Draft inception report, containing a refined work plan, methodology and evaluation tools; in line with UNODC evaluation guidelines and templates.
- Draft evaluation report in line with UNODC evaluation policy, handbook, guidelines and templates.
- Revised draft report based on comments received from the various consultative processes (IEU, internal and external).
- Final evaluation report, in line with UNODC evaluation policy, handbook, guidelines and templates

5. Dates and details as to how the work must be delivered:

The consultant will be hired for thirty-five working days (home-based and field missions) over a period of two and a half months between 24 February 2016 and 30 April 2016.

On the basis of the Evaluation Terms of Reference, s/he will carry out the following deliverables and tasks. A time-bound calendar will be proposed when the contract will be signed.

The detailed, tentative timeline for the evaluation is as follows:

Deliverable	Output	Working Days	To be accomplished by (date)	Location
	Desk review and Inception Report	06 days		Home base
	Submit to Project Management and IEU for comments		29 February 2016	

	Incorporate IEU's comments on Draft Inception Report	04 days	4 March 2016	Home base
A.	Final Inception Report in line with UNODC Evaluation handbook, norms, standards and templates; reviewed and cleared by IEU (can entail various rounds of comments)		4 March 2016	Home base
	Interview with staff at UNODC HQ; Evaluation mission: briefing, interviews and presentation of preliminary findings	10 days		UNODC HQ; Countries/Cities
	Draft Evaluation Report	11 days		Home base
B.	Draft Evaluation Report in line with UNODC Evaluation Policy, Handbook, norms, standards and templates; to be reviewed and cleared by IEU (can entail various rounds of comments)		4 April 2016	Home base
	Incorporate all comments (including revisions according to IEU) and finalize the report	03 days		Home base
C.	Final Evaluation Report and presentation in line with UNODC Evaluation Policy, Handbook, norms, standards and templates; incorporated IEU comments and cleared by IEU	01 day	25 April 2016	Home base

Payments will be made upon satisfactory completion and/or submission of outputs/deliverables (as cleared by the UNODC Independent Evaluation Unit).

Payment Details

The evaluator will be issued a consultancy contract and paid in accordance with United Nations rules and procedures. Fees payment correlates to the following deliverables.

Deliverable	Output	Working Days	To be accomplished by (date)
A.	Final Inception Report in line with UNODC Evaluation handbook, norms, standards and templates; reviewed and cleared by IEU (can entail various rounds of comments)	10	Tentatively 04 March 2016
B.	Draft Evaluation Report in line with UNODC Evaluation Policy, Handbook, norms, standards and templates; reviewed and cleared by IEU (can entail various rounds of comments)	21	Tentatively 4 April 2016
C.	Final Evaluation Report in line with UNODC Evaluation Policy, Handbook, norms, standards and templates; reviewed and cleared by IEU (can entail various rounds of comments) and presentation of findings	04	Tentatively 25 April 2016

75 percent of the daily subsistence allowance and terminals is paid in advance, before travelling. The balance is paid after the travel has taken place, upon presentation of boarding passes and the completed travel claim forms.

Payments will be made upon satisfactory completion and/or submission of outputs/deliverables and cleared by IEU.

6. Indicators to evaluate the consultant's performance:

Timely and satisfactory delivery of the above mentioned outputs as assessed by IEU (in line with UNODC evaluation policy, handbook, guidelines and templates as well as UNEG Standards and Norms)⁴⁰.

7. Qualifications/expertise sought (required educational background, years of relevant work experience, other special skills or knowledge required):

The evaluator should have a minimum of a postgraduate degree or equivalent qualification in a relevant field (e.g. evaluation, social sciences, law, criminal justice, international criminal law).

⁴⁰ Please visit the IEU website for all mandatory templates and guidelines to use in this evaluation:
<http://www.unodc.org/unodc/en/evaluation/normative-tools.html>

The consultant should demonstrate:

- At least 10 years knowledge and experience in the evaluation of conducting independent evaluations of projects/programmes in an international environment. Experience in conducting independent evaluations of UN projects with the EU as donor is a significant advantage.
- At least 5 years specific experience on criminal justice responses to terrorism and/or transnational organized crime and/or designing and implementation of law enforcement programmes and projects in Southeast Asia will be considered as an advantage.
- Knowledge of counter-terrorism, criminal justice/law enforcement related issues, policies and programmes in Southeast Asia.
- Understanding of the international aid effectiveness agenda (Paris Declaration and Accra Agenda for Action).
- High level proficiency in using Microsoft Office applications.
- High level interpersonal, communication and research skills.

Languages:

The consultant must have excellent English writing and oral skills. Knowledge of another language relevant to the evaluation might be an advantage.

Absence of Conflict of Interest

According to UNODC rules, the consultant must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project or theme under evaluation.

Ethics

The evaluators shall respect the UNEG Ethical Guidelines.

ANNEX II. LIST OF BACKGROUND DOCUMENTS FOR THE DESK REVIEW

1. PROJECT DOCUMENT AND REVISION

(Related documents shall be delivered to the evaluator in separate files.)

The documents include, but are not limited to:

- XAPX37 Project Document
- XAPX37 Project revision document as approved
- Country-specific programme documents for Cambodia, Indonesia, Lao PDR, the Philippines and Viet Nam
- GLO R35 Project Document
- GLOR35 In-Depth Evaluation

- Regional Programme Framework 2009-2012
- UNODC Strategy 2012 – 2015 ([http://www.unodc.org/documents/about-unodc/UNODC_2012 - 2015 Resolution ECOSOC merged.pdf](http://www.unodc.org/documents/about-unodc/UNODC_2012_-_2015_Resolution_ECOSOC_merged.pdf))
- UNODC and the Promotion and Protection of Human Rights: Position Paper ([http://www.unodc.org/documents/justice-and-prison-reform/UNODC Human rights position paper 2012.pdf](http://www.unodc.org/documents/justice-and-prison-reform/UNODC_Human_rights_position_paper_2012.pdf))

- Regional Programme Framework 2014-2017

2. GRANT AGREEMENT AND NO-COST EXTENSION

(Related documents shall be delivered to the evaluator in separate files.)

The documents include, but are not limited to:

- USA 675,000 USD agreement and extension approval
- New Zealand pledge letters
- EU Agreement, including its annexed Action Description

3. PROGRESS REPORTS

Related documents shall be delivered to the evaluator in separate files.

The documents include, but are not limited to:

- 2011 APPR S-APPR
- 2012 APPR S-APPR
- 2013 APPR S-APPR
- 2014 APPR S-APPR
- 2015 APPR S-APPR

4. RESEARCH PAPERS

Related documents shall be delivered to the evaluator in separate files. *TPB does not have research paper, but the following documents should be useful:*

- (a) The United Nations Global Counter-Terrorism Strategy
http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/64/297
- (b) Documents on UNODC's role and mandate on counter-terrorism
http://www.unodc.org/unodc/en/terrorism/UNODC_Role.html
- (c) Legislative Guide to the Universal Legal Regime against Terrorism
(available at www.unodc.org/documents/terrorism/LegislativeGuide2008.pdf);
- (d) Guide for the Legislative Incorporation and Implementation of the Universal Anti-Terrorism Instruments (available at www.unodc.org/pdf/terrorism/TATs/en/2LIGen.pdf);
- (e) Preventing Terrorist Acts: a Criminal Justice Strategy Integrating Rule of Law Standards in Implementation of United Nations Anti-Terrorism Instruments (available at www.unodc.org/pdf/terrorism/TATs/en/3IRoLen.pdf);
- (f) Handbook on Criminal Justice Responses to Terrorism (2009)
(http://www.unodc.org/documents/terrorism/Handbook_on_Criminal_Justice_Responses_to_Terrorism_en.pdf)
- (g) Outcome of the research project to analyse policy and programme implications of radicalisation in South-East Asia

5. Evaluation guidelines, documents, etc. and Human Rights & Gender Guidelines:

- UNODC Position Paper on Human Rights (2011)⁴¹
- Guidance Note on Gender Mainstreaming in UNODC (2013)⁴²
- UNODC evaluation guidelines, templates, handbook, policy⁴³
- UNODC Inception Report Guidelines and Template⁴⁴
- UNODC Evaluation Report Guidelines and Template⁴⁵
- UNEG: Integrating human rights and gender equality in evaluation⁴⁶

⁴¹ http://www.unodc.org/documents/justice-and-prison-reform/UNODC_Human_rights_position_paper_2012.pdf

⁴² <http://www.un.org/womenwatch/directory/docs/UNODC-GuidanceNote-GenderMainstreaming.pdf>

⁴³ <http://www.unodc.org/unodc/en/evaluation/normative-tools.html>

⁴⁴ <http://www.unodc.org/unodc/en/evaluation/independent-project-evaluations-step-by-step.html#Undertaking>

⁴⁵ <http://www.unodc.org/unodc/en/evaluation/independent-project-evaluations-step-by-step.html#Undertaking>

⁴⁶ <http://www.uneval.org/document/detail/980>

ANNEX III. LIST OF CLP MEMBERS

Country	Name	Title	Organisation	e-mail
Cambodia	H.E. Sieng Lapresse	Government Adviser , SOMTC Leader of Cambodia	Ministry of Interior	seing.lapresse@gmail.com
	Mr. Pen Pichsaly	Director General	Ministry of Justice	+855 16 935 457
Indonesia	Dr. Petrus Reinhard Golose	Deputy III for International Cooperation	BNPT	petrus@golose.net
	Mr. Syahril Ramadhan	Position (TBC)	Indonesia Financial Transaction Reports and Analysis Center (INTRAC/PPATK)	+085860016379
	Ms. Rista Sihombing	Position (TBC)	Indonesia Financial Transaction Reports and Analysis Center (INTRAC/PPATK)	rista.sihombing@ppatk@gov.id
	Ms. Juwita Patty Pasaribu	Prosecutor	Attorney General Office	Borpas_81@yahoo.com
Lao PDR	Mr. Phanthaboun Sayaphet	Director-General	Anti-Money Laundering Intelligence Unit (AMLIU)	phansayaphet@yahoo.com
	Mr. Sengsouliya Phouangphet	Chief of International Cooperation and Protocols	People's Supreme Court	Sengsouliya7@yahoo.com
	Mr. Inthapanya Kieovongpachan	Deputy Director of International Cooperation Department	Ministry of Justice	kinthapanya@hotmail.com
	Mr. KHOMPHE	Director of International Cooperation and Treaties of the Office	TBC IF STILL UP TO DATE OR REPLACED BY MR. POUANGPHET	

INDEPENDENT PROJECT EVALUATION OF THE SUB-PROGRAMME ON COUNTER-TERRORISM: EAST AND SOUTHEAST ASIA PARTNERSHIP ON CRIMINAL JUSTICE RESPONSES TO TERRORISM (XAP/X37)

		of the Supreme People's Prosecutor of Lao PDR		
	Mr. Langsy SIBOUNHEUANG,	Deputy Supreme People's Prosecutor of Lao PDR	TBC IF STILL UP TO DATE	
Malaysia	Mr. Shazryll Zahiran	Deputy Director General	Southeast Asia Regional Centre for Counter-Terrorism (SEARCCT)	shazryll@searcct.gov.my
	Mr. Thomas Samuel	Director of Research and Publication Division	Southeast Asia Regional Centre for Counter-Terrorism (SEARCCT)	thomas_samuel@searcct.gov.my
Philippines	Mr. Oscar Valenzuela	Acting Executive Director of Anti-Terrorism Council-Program Management Center of the Philippines / Chair of the Asia-Pacific Economic Cooperation (APEC) Counter-Terrorism Working Group	Office of the President of Philippines	ocafvalenzuela@gmail.com
	Mr. Arnold Frane	Bank Officer V	Anti-Money Laundering Council	ADFrane@BSP.GOV.PH
	Mr. Gino Paolo Santiago	Assistant State Prosecutor with vast experience on CT-related cases	Department of Justice	attygpsantiago@gmail.com
	Mr. Peter Ong	Senior State Prosecutor leading the CT division	Department of Justice	peterong777@yahoo.com

Viet Nam	Mr. Nguyen Thanh Long	Counter Terrorism Department	Ministry of Public Security	thanhlongmps@hotmail.com soct.mps@gmail.com
	Ms. NGUYEN Thi Minh Nguyet (Dr. of Laws)	Deputy Director of the Department of International Law and Treaties	Ministry of Foreign Affairs of Viet Nam; TBC IF STILL UP TO DATE	
EU	Mr. Jesper Steen Pedersen	Head of Sector - Global and Transregional Threats	International Cooperation and Development European Commission	Jesper.PEDERSEN@ec.europa.eu
	Ms. Maria Sanchez Gil Cepeda	Fragility Unit	International Cooperation and Development European Commission	Maria.SANCHEZ-GIL-CEPEDA@ec.europa.eu
	Mr. Robert FRANK	Regional Cooperation Officer for South-East Asia Instrument contributing to Stability and Peace (DG DEVCO)	Delegation of the European Union to the Philippines	Robert.FRANK@eeas.europa.eu
	Mr Julio ARIAS	Head of Political, Press and Information Section	Delegation of the European Union to Indonesia and Brunei Darussalam	Julio.ARIAS@eeas.europa.eu
	Mr. Alain VANDERSMISSEN	Head of Political, Press and Information Section	Delegation of the European Union to Cambodia	Alain.VANDERSMISSEN@eeas.europa.eu
	Mr. Martin ROCH	Political Officer	Delegation of the European Union to Laos	Martin.ROCH@eeas.europa.eu
	Ms. Julianna HYJEK	Project Manager in the Development Cooperation Section	Delegation of the European Union to Laos	Julianna.HYJEK@eeas.europa.eu

	Ms. Déphine MALARD	Head of Political, Press and Information Section	Delegation of the European Union to Viet Nam	Delphine.MALARD@eeas.europa.eu
	Mr. Jesus Miguel SANZ	Ambassador	Delegation of the European Union to Thailand	Jesus-Miguel.SANZ@eeas.europa.eu
	Ms. Ana María PENA SEGURA	Project Manager in the Development Cooperation Section	Delegation of the European Union to Thailand	Ana-Maria.PENA-SEGURA@eeas.europa.eu

Other Stakeholders to be interviewed

UNODC ROSEAP	Mr. Jeremy Douglas	Regional Representative	UNODC ROSEAP	jeremy.douglas@unodc.org
UNODC ROSEAP	Mr. Benedikt Hofmann	Monitoring and Evaluation Officer	UNODC ROSEAP	benedict.hofmann@unodc.org
Consultant	Mr. Tom Hansen	Consultant	UNODC ROSEAP	tomhansen.ca@gmail.com
Previous CLP	Mr. Larry Agpalo	Manager, Community Relations	Gintong Agri Corporation, Davao City	larry.agpalo@gmail.com
Previous Evaluators	Mr Louis BLONDIAU	Leader of the evaluation	B&S Europe	louisblondiau@yahoo.co.uk
	Mr Jari LIUKKU	Senior expert	B&S Europe	jari.liukku@gmail.com
	Mr. Petter Allan	Evaluator (GLOR35)		
	Mr. Kwesi Anning	Evaluator (GLOR35)		

ANNEX IV – UNODC STANDARD FORMAT AND GUIDELINES FOR EVALUATION REPORT

All guidelines, tools and templates for Independent Project Evaluations (e.g. for the preparation of the Inception Report and the draft evaluation report) to be used in this evaluation are to be found on the IEU Website:

<http://www.unodc.org/unodc/en/evaluation/independent-project-evaluations-step-by-step.html>

-- End --

ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

Questionnaire 1: Key informant interviews⁴⁷

Final Evaluation: Sub-programme on Counter-Terrorism – East and Southeast Asia Partnership on Criminal Justice Responses to Terrorism

Background Information

This is a final evaluation of the sub-programme on counter-terrorism (CT) which is being implemented by the UNODC Regional Office for Southeast Asia and the Pacific. The programme runs from May 2011 to April 2016 and covers nine Southeast Asian countries: Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Thailand and Viet Nam. It was set up with the objective “To enhance capacity in criminal justice and rule-of-law responses to terrorism” and comprises of three outcomes:

Outcome 1- CT legal framework: CT legislative and regulatory frameworks established and operational

Outcome 2 – CT implementation capacity: National criminal justice systems implement rule-of-law based CT measures

Outcome 3 – CT transnational cooperation: efficient and effective transnational cooperation on criminal justice and related aspects of CT

The evaluation is being carried out by an independent consultant, Asmita Naik, who may be contacted at asmitanaik.consultancy@gmail.com or asmita99@yahoo.co.uk

Evaluation Questions

The list below comprises 7 main evaluation questions which you are requested to answer. In addition, each main question is accompanied by a subset of prompts based on the questions listed in the evaluation terms of reference. You may wish to answer some or all of these.

It would be helpful to the evaluation analysis if you could refer to the evaluation question number when giving your response to the evaluator.

⁴⁷ Individual and group meetings with UNODC staff; donor, researchers/experts/consultants, international partners and collaborators

1. What is your role and involvement in the project? (Briefly describe)

2. How effective is the project? What has the project achieved?

Consider for example:

- 2.1. To what extent were the planned objectives and outcomes of the project achieved?
- 2.2. What other unanticipated or unexpected 'results' (not in the original plan) were achieved?
- 2.3. What were the major factors influencing the achievement or non-achievement of the outcomes?

This includes internal issues such as management, resources, relationships, program design/planning, monitoring and evaluation as well as the external context - policy, politics, socio-economic issues; partnerships and relationships with external organisations etc.

- 2.4. What could the project have done differently to complete the project more effectively?
- 2.5. To what extent has the project contributed to national and international efforts in the Criminal Justice Responses to Terrorism in East and Southeast Asia?

Cross-cutting issues

- 2.6. To what extent were gender and human rights mainstreamed in project development and implementation?

3. Is the project relevant?

Consider for example:

- 3.1. To what extent are the objectives of the project valid according to the current situation/environment, and according to the regional programme of UNODC for Southeast Asia and the Pacific?
- 3.2. To what extent is the project aligned with the policies and strategies of the partner countries, UNODC, other United Nations organizations and donors?

Cross-cutting issues

- 3.3. Is the project aligned with international human rights and gender equality principles within the UN frameworks? [UNODC]

Design

3.4. Was the design based on a needs assessment and context analysis? [UNODC]

3.5. Was the design the most appropriate way to meet the needs identified? [UNODC]

3.6. Was the design consistent with UNODC's mandate and goals under its ongoing global CT project and the regional programme? [UNODC]

4. Is the project efficient?

Consider for example:

4.1. To what extent were the resources and inputs converted to outputs in a timely and cost-effective manner?

4.2. To what extent was UNODC HQ's and ROSEAP's based management, coordination and monitoring, efficient and appropriate for the project and its activities implemented through/in partnership with relevant Field Offices? [UNODC]

4.3. Are the activities being performed as planned and in a timely manner?

4.4. To what extent are the activities being adjusted efficiently in response to change in situation/environment in order to maintain efficiency?

Partnerships and cooperation

4.5. To what extent have partnerships and cooperation been sought and established (including with UN agencies) and synergies been created in the delivery of assistance?

4.6. To what extent were stakeholders (e.g. counterparts, UN agencies etc involved planning and implementation of the project?)

4.7. To what extent do implementing partners in beneficiary countries engage in the project activities and throughout the implementation period?

4.8. Do implementing partners in beneficiary countries understand their role and responsibilities under the project scope?

4.9. What kind of collaboration and contribution has taken place as a result of this project to drive project progress, achievement in objectives and changes in work relations?

5. What is the lasting impact of the project? What is the most significant change you have seen as a direct result of the Programme?

Consider for example:

5.1. To what extent has the project contributed or is likely to contribute to the promotion and protection of human rights in countering terrorism, long term, technical changes for CT officials and institutions related to the project?

5.2. To what extent has the project contributed or is likely to contribute to the performance of beneficiary officials in targeted countries?

5.3. What are the impacts of the project towards the policy or performance of beneficiary institutions in targeted countries (e.g. enhanced criminal justice responses to terrorism, inter-agency collaboration, partnership etc.)?

5.4. To what extent did the project contribute to improvement in recipient's legal framework, criminal justice-related skills and knowledge?

6. Is the project sustainable and if so, in what way?

Consider for example:

6.1. To what extent are the project results (outcomes and impact, if any) likely to continue after the project ends?

6.2. Is stakeholders' engagement likely to continue, be scaled up, replicated or institutionalized after external funding ceases?

7. What are the lessons learned, best practices and recommendations for the future?

Consider for example:

7.1. Does the project systematically collect feedback and recommendations from activities for beneficiaries and revise the project as needed?

7.2. Does the project apply experiences, lessons learned and good practices in the design and planning of other projects?

7.3. What **lessons learned** and best practices can be identified in the implementation of the project?

7.4. What best practices can be identified and should be replicated in other projects/programmes on countering terrorism?

7.5. Do you have any **recommendations for future** work in this area?

Questionnaire 2: National project beneficiaries⁴⁸

Final Evaluation: Sub-programme on Counter-Terrorism – East and Southeast Asia Partnership on Criminal Justice Responses to Terrorism

Background Information

This is a final evaluation of the sub-programme on counter-terrorism (CT) which is being implemented by the UNODC Regional Office for Southeast Asia and the Pacific. The programme runs from May 2011 to April 2016 and covers nine Southeast Asian countries: Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Thailand and Viet Nam. It was set up with the objective “To enhance capacity in criminal justice and rule-of-law responses to terrorism” and comprises of three outcomes:

Outcome 1- CT legal framework: CT legislative and regulatory frameworks established and operational

Outcome 2 – CT implementation capacity: National criminal justice systems implement rule-of-law based CT measures

Outcome 3 – CT transnational cooperation: efficient and effective transnational cooperation on criminal justice and related aspects of CT

The evaluation is being carried out by an independent consultant, Asmita Naik, who may be contacted at asmitanaik.consultancy@gmail.com or asmita99@yahoo.co.uk

It would help the evaluation analysis if you could mention the evaluation question numbers when giving your response to the evaluator during the evaluation meeting.

Evaluation Questions

1. What is your role and involvement in the project?

- Have you or your staff received support from the project e.g. support on legislative reform; training; enhanced opportunities for cooperation; operational support for investigations etc.

2. How **effective** was the project?

- What did you think of the support received by you or your department e.g. support on legislative reform; training; enhanced opportunities for cooperation; operational support for investigations etc?
- Were you satisfied or could it be improved in any way?
- Do you have any other feedback on what the project has or has not achieved?

⁴⁸ Individual and group meetings with national stakeholders who are beneficiaries of the project e.g. ministries, law enforcement departments etc.

- Are there any unintended consequences of the project (both positive and negative)?
- How were the issues of gender and human rights addressed by the project?

3. Do you think the project is **relevant**?

- How does it fit with national priorities and strategies?
- Were you or your colleagues involved in the design of the project?

4. What lasting difference or **impact** has the project had on you or your department? **What is the most significant change you have seen as a direct result of the Programme?**

- For instance, changes to legislation or policy; improved knowledge, skills among staff, changed attitudes; improved cooperation; increased operational capacity etc.
- If the project has led to any changes, are there any other factors or organisations that might have contributed to these changes?

5. Is the project **sustainable**?

- If so, in what way?
- Will the activities of the project or its effects continue once it has finished?

6. If you have a wider knowledge of the project, can you comment on what factors have helped or hindered the project in being implemented **efficiently**?

7. Are you aware of any **lessons learned** from this experience?

8. Are you aware of any **best practices** from this experience?

9. Do you have any **recommendations for future** work in this area?

ANNEX III. DESK REVIEW LIST

UNODC PROJECT DESIGN and RELATED DOCUMENTS
Annual project progress reports 2011, 2012, 2013, 2014
Progress reports (I – May 2012-April 2013; II – May – December 2013; III – January – April 2014; IV – May 2014 – August 2015)
Summary of achievements of the “EU-UNODC Joint Initiative for Supporting Southeast Asian Countries to Counter Terrorism”
UNODC Strategy 2012 – 2015 (http://www.unodc.org/documents/aboutunodc/UNODC_2012_-_2015_Resolution_ECOSOC_merged.pdf)
UNODC Regional Programme Framework 2014-2017 (https://www.unodc.org/documents/southeastasiaandpacific/Publications/2013/SEA_RP_masterversion_6_11_13.pdf)
XAPX37 Project Document
XAPX37 Project revision document as approved
Country-specific programme documents for Cambodia, Indonesia, Lao PDR, the Philippines and Viet Nam
GLO R35 Project Document
Regional Programme Framework 2009-2012
Annual project progress report 2015
Project monitoring data (assessments relating to 16 workshops)
GRANT AGREEMENT
Signed agreement with EU dated March 2011
Signed no cost extensions – February 2014 and March 2015
USA 675,000 USD agreement and extension approval
New Zealand pledge letters

TECHNICAL PAPERS and PRODUCTS
Technical papers, documents e.g. training materials, workshop reports, legislative advice etc.
Independent mid-term in-depth evaluation of the Global Program on Strengthening the legal Regime against Terrorism (GLO35)
The United Nations Global Counter-Terrorism Strategy (http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/64/297)
Documents on UNODC's role and mandate on counter-terrorism (http://www.unodc.org/unodc/en/terrorism/UNODC_Role.html)
Legislative Guide to the Universal Legal Regime against Terrorism (available at www.unodc.org/documents/terrorism/LegislativeGuide2008.pdf);
Guide for the Legislative Incorporation and Implementation of the Universal Anti-Terrorism Instruments (available at www.unodc.org/pdf/terrorism/TATs/en/2LIGen.pdf);
Preventing Terrorist Acts: a Criminal Justice Strategy Integrating Rule of Law Standards in Implementation of United Nations Anti-Terrorism Instruments (www.unodc.org/pdf/terrorism/TATs/en/3IRoLen.pdf)
Handbook on Criminal Justice Responses to Terrorism (2009) (http://www.unodc.org/documents/terrorism/Handbook_on_Criminal_Justice_Responses_to_Terrorism_en.pdf)
Outcome of the research project to analyse policy and programme implications of radicalisation in South-East Asia
EVALUATION GUIDELINES ETC.
UNODC and the Promotion and Protection of Human Rights: Position Paper (http://www.unodc.org/documents/justice-and-prisonreform/UNODC_Human_rights_position_paper_2012.pdf)
UNODC Guidance Note on Gender Mainstreaming (2013) (http://www.un.org/womenwatch/directory/docs/UNODC-GuidanceNote-GenderMainstreaming.pdf)
UNODC evaluation guidelines, templates, handbook, policy (http://www.unodc.org/unodc/en/evaluation/normative-tools.html)
UNODC Inception Report Guidelines and Template8 (http://www.unodc.org/unodc/en/evaluation/independent-project-evaluations-step-by-step.html#Undertaking)
UNODC Evaluation Report Guidelines and Template (http://www.unodc.org/unodc/en/evaluation/independent-project-evaluations-step-by-

step.html#Undertaking)
UNEG: Integrating human rights and gender equality in evaluation (http://www.uneval.org/document/detail/980)
DOCUMENTS FROM OTHER ORGANISATIONS
UNICRI/EU: CBRN Centres of Excellence Information pack

ANNEX IV. LIST OF PERSONS CONTACTED DURING THE EVALUATION

<i>Number of interviewees</i>	<i>Organisation</i>	<i>Sex disaggregated data</i>	<i>Country</i>
4	European Union	Male: 3 Female: 1	Various
1	Philippine Center on Transnational Crime (PCTC)	Male: 1 Female: 0	Philippines
3	Department of Justice	Male: 1 Female: 2	Philippines
2	Anti-Terrorism Council Program Management Center	Male: 2 Female: 0	Philippines
1	United Nations Interregional Crime and Justice Research	Male: 0 Female: 1	Philippines
2	Anti-Money Laundering Council Secretariat (AMLC)	Male: 2 Female: 0	Philippines
2	United Nations Office on Drugs and Crime	Male: 1 Female: 1	Indonesia
3	Indonesian National Counterterrorism Agency (BNPT)	Male: 3 Female: 0	Indonesia
2	Indonesia Financial Transaction Reports and Analysis Center (INTRAC/PPATK)	Male: 2 Female: 0	Indonesia
1	Indonesian National Police	Male: 1 Female: 0	Indonesia
1	Ministry of Justice	Male: 1 Female: 0	Cambodia

4	National Bank of Cambodia	Male: 2 Female: 2	Cambodia
2	General Commissariat of Police	Male: 2 Female: 0	Cambodia
1	UNODC	Male: 1 Female: 0	Lao PDR
2	Ministry of Justice	Male: 2 Female: 0	Lao PDR
1	People's Supreme Court of Justice	Male: 1 Female: 0	Lao PDR
4	Office of Supreme People's Prosecutor	Male: 2 Female: 2	Lao PDR
2	Bank of Lao	Male: 0 Female: 2	Lao PDR
3	Ministry of Public Security	Male: 2 Female: 1	Viet Nam
2	Ministry of Foreign Affairs	Male: 0 Female: 2	Viet Nam
8	UNODC ROSEAP	Male: 4 Female: 4	Various
4	UNODC HQ	Male: 2 Female: 2	Various
1	US Embassy	Male: 1 Female: 0	Malaysia
2	ASEAN	Male: 1 Female: 1	Malaysia
1	Southeast Asia Regional Centre for Counter-Terrorism (SEARCCT)	Male: 1 Female: 0	Malaysia
1	Allan Consultancy Ltd	Male: 1 Female: 0	UK
1	Interpol	Male: 1 Female: 0	Singapore
1	Jakarta Centre for Law Enforcement Cooperation (JCLEC)	Male: 0 Female: 1	Indonesia

Total: 62

Male: 40

Female: 22
