



# Independent Final Project Evaluation

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

**Location of intervention:** Rabat, Morocco

**Timeframe of intervention:** 1 January 2022 – 31 December 2023

**Funders:** United Nations Peace and Development Trust Fund (UNPDF)

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

**Scope of evaluation:** 1 January 2022 – 31 December 2023

**Date of evaluation:** January 2025 – April 2025

**Evaluation team:** Langnan Chen, Evaluator

**URL for evaluation report:** <https://www.un.org/counterterrorism/publications>

## Background and Context

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

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

The objective of the Project is to strengthen the capacity of Member States, ensuring that Counter Terrorism and Law Enforcement officers have adequate training to conduct all aspects of investigations, for an effective response of the criminal justice system against terrorism. The Project has two major outcomes: (i) Expected Accomplishment 1. Member States implement enhanced policies, practices, procedures for the prevention, preparedness, pursuit, and response to terrorism and operate with improved awareness, knowledge and

understanding of Counter Terrorism investigations and related relevant subjects. (ii) Expected Accomplishment 2. International Organizations and UN entities support Member States in the prevention, preparedness, and response to terrorism in a more informed and coordinated manner, reflecting the “All-of-UN” approach.

## Key Findings

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

| Project Element       | Evaluation Rating      | Rationale                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
|-----------------------|------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Relevance</b>      | <b>Highly Relevant</b> | The Project was well aligned with the four pillars of UN Global Counter-Terrorism Strategy, the UNPDF priorities, Member States’ needs/gaps, the 2030 Agenda for SDGs, the human rights obligations of 11 beneficiary Member States and the Women, Peace and Security (WPS) National Action Plans. The Project significantly contributed to theory of change for the relevant outcome especially in addressing the strengthening of the counter-terrorism capacity of Member States in Africa, suggesting that it remained relevant to its objective throughout the Project life.                                                                                                   |
| <b>Coherence</b>      | <b>Satisfactory</b>    | The Project strengthened the counter-terrorism capacity for the Member States with other UN agencies and delivered its results across the region so as to ensure the expected quality results and thus further promoted internal coherence. At the same time, the training was implemented with support and expertise from other international agencies such as INTERPOL, which worked as the training experts and law enforcement agencies with a consolidated expertise and cross-regional outreach. By collaborating with these external agencies, the Project ensured external coherence.                                                                                       |
| <b>Effectiveness</b>  | <b>Satisfactory</b>    | The implementation effectiveness was assessed based on the actual activities implemented by the Project against the expected activities under each output area and based on the 4-level Kirkpatrick Evaluation Model. Both results revealed that the Project was effective in its implementation. However, both the activity and the 4-level Kirkpatrick Evaluation Model were not the appropriate result indicators to be used for assessing the overall effective performance of the Project.                                                                                                                                                                                     |
| <b>Efficiency</b>     | <b>Satisfactory</b>    | The outputs had been generally produced with cost-effectiveness and the Project team worked well in improving the implementation efficiency. However, the original and updated M&E frameworks were not well formulated as there were no values for indicators in the original M&E framework and inconsistencies of outputs, outcomes, goals/impacts among the original logical framework, updated logical framework, theory of change, and updated monitoring and evaluation framework. The implementation efficiency was negatively affected by the delayed deployment of the key personnel, and the turnover of the key staff in the Project Team.                                |
| <b>Impact</b>         | <b>Significant</b>     | The Project increased confidence and proficiency of the beneficiaries in applying newly acquired knowledge and skills, suggesting the Projects’ strong impact in educational advancement and professional development, and thus in capacity building in counter-terrorism. In particular, the survey results strongly supported the increased confidence and awareness after the trainees received the training. The Project also achieved the results such as two High-Level Events not originally designed in the Project Document. However, other alternative training approaches, such as e-learning, or hybrid training format, were not used to increase the greater impacts. |
| <b>Sustainability</b> | <b>Likely</b>          | The Project made important contribution to Member States’ long-term sustainable counter terrorism capacity building. The Project outputs, particularly, Train the Trainer (ToT) course ensured that Member States had                                                                                                                                                                                                                                                                                                                                                                                                                                                               |

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

## Key Lessons

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

1. Consistent alignment of the Project activities and outputs with the four pillars of UNOCT's strategic plan, donor's priorities, Member States' needs and gaps, and Sustainable Development Goals (SDGs) will boost the Project's impact and ensure the sustainability of the Project's outputs.
2. Coherence proves to be a good criterion to evaluate a regional project implemented with multiple agencies. Maintaining strong internal coherence within the UN system and external coherence with international development partners contribute to good results during the implementation.
3. Activity is not a good indicator used to assess the effectiveness/impact of a Project. Instead, an appropriate set of output indicators with baseline and target values should be used to quantify the Project results and thus assess the Project's effectiveness/Impact.
4. Strong partnership and cooperation with the national governments of Member States, donors and other stakeholders in counter-terrorism capacity building contributed to efficiency during the Project implementation and proved to be an excellent operational model.

5. Good design for training products, particularly knowledge products such as curricula, and good design for training approach, such as ToT and e-learning, ensure the ownership of the project outputs for future sustainability and greater impacts.
6. A good design always leads to a good implementation, which in turn leads to a set of good project results. There is more chance for a project with good design to be successful. In particular, a good design of two logical chains, i.e., from activity, to output, outcome, and to impact; and from activity to output/outcome and indicators with baseline and target values in a logical framework, is the precondition for successful implementation of the Project.
7. In order to meaningfully mainstream the considerations of human rights, gender equality and social inclusion, and LNOB into a project, it is central that the Project should design special outcomes, outputs and indicators with baseline and target values, as well as allocate adequate resources.

The above lessons learned might have important implications for a second phase project.

### Recommendations

1. **Improve project design to include adequate and clear logical framework and theory of change**
2. **Improve efficiency and effectiveness in project implementation by designing a monitoring and evaluation system and accompanying tools**
3. **Enhance greater impact through innovative training modalities**
4. **Ensure the sustainability of Project results through diversified funding, regional collaboration, and flexibility to evolving needs**
5. **Further promote human rights, gender equality and social inclusion, and leaving no one behind through establishing special output/outcomes and indicators and an independent logical chain**

## Methodology

The purpose of this assignment was to conduct an independent final evaluation of the Project “Strengthening the Counter-Terrorism Capacity of Member States in Africa, Through the Development of National Training Programmes and Counter-Terrorism Training Curricula” in line with the UNOCT evaluation requirements, as well as the UN Evaluation Group (UNEG) norms and standards, including UNEG Guidance on integrating human rights and gender equality in evaluations.

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

The consultant adopted a mixed methods approach, which consisted of theory of change, desk review, semi-structured interviews with a variety of stakeholders, briefing/debriefing, quality assurance mechanisms and triangulation. Assessment of project achievements and performance was based on the parameters in the logical framework, which consisted of project objectives, outputs/outcomes, and indicators with targets and corresponding means of verification. The consultant used a rating system for the project's results based on the framework and the rating scales.