



FINAL INDEPENDENT PROJECT EVALUATION SUPPORT TO MALDIVES ON COUNTER TERRORISM

GLOR35 (segment), GLOW63 (segment), MDVAB9
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<https://www.bbc.com/news/world-asia-57027873>

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ABBREVIATIONS AND ACRONYMS

Abbreviation or Acronym	Full name	Abbreviation or Acronym	Full name
CSO	Civil Society Organization	NCTC	National Counter Terrorism Center
CT	Counter Terrorism	PGO	Prosecutor General's Office
CTED	Counterterrorism Executive Directorate	POLKA	Project Office Sri Lanka
EU	European Union	POMDV	Programme Office Maldives
FTF	Foreign Terrorist Fighter	PVE	Preventing Violent Extremism
GMCP	Global Maritime Crime Programme	RBM	Results-based Management
GP	Global Project	RFTF	Returning Foreign Terrorist Fighters
HRCM	Human Rights Commission Maldives	ROSA	Regional Office South Asia
IcSP	Instrument contributing to Stability and Peace	RP	Regional Programme
IED	Improvised Exploding Device	ToT	Training of Trainers
IPA	Integrated Programming Approach	TPB	Terrorism Prevention Branch
MCS	Maldives Correctional Service	UNCCA	UN Common Country Analysis
MLA	Mutual Legal Assistance	UNEG	United Nations Evaluation Group
MoHA	Ministry of Home Affairs	UNODC	United Nations Office on Drugs and Crime
MNDF	Maldives National Defence Force	MoD	Ministry of Defence
MSS	Minimum Security Standards	UNRC	United Nations Resident Coordinator
NMR	Nelson Mandela Rules	VE	Violent Extremism

MANAGEMENT RESPONSE

Recommendations ¹	Management Response ²
1: PROJECT PLANNING PHASE II - Continue with preparing a phase II of the project to build on results achieved thus far, while taking forward, the recommendations below to strengthen: relevance, efficiency, coherence, effectiveness, sustainability and, ultimately the project's impact (project management, with support of UNODC senior management)	Accepted
2: INTERNAL COHERENCE/MANAGEMENT - Strengthen internal coherence, coordination and management in future project by revisiting project management arrangements by: (a) recruiting a senior project manager for the Maldives to coordinate planning and implementation, and act as UNODC's national focal point, with full responsibility for staff in the Maldives; (b) establish appropriate staff reporting lines, to clarify responsibilities and accountability (UNODC Senior Management, including DO/DTA)	Accepted
3: EXTERNAL COHERENCE/COORDINATION - Strengthen external coherence by: (a) sharing UNODC updates with the UN RC Office regularly and systematically; (b) strengthening cooperation, coordination and information-sharing with UNDP in all relevant areas; (c) continuing systematic coordination with bilateral actors in the Maldives; and (d) expanding cooperation with civil society, including by reaching out to religious leaders (project management)	Accepted
4: INTERNAL COHERENCE/PLANNING - Support enhanced planning capabilities, and therefore relevance, by: (a) preparing a UNODC strategy/operations plan for the Maldives/annual work plans to guide coordination, planning, implementation and sustainability; and (b) holding extensive consultations with government bodies, including at the highest level, for ownership and tailored needs identification (project management, with support of other GP teams)	Accepted
5: SUSTAINABILITY/CAPACITY BUILDING - Prepare and implement a long-term capacity-building strategy, which clearly provides for: (a) an overview of areas for TA; (b) sequencing and type of capacity-building activities, including ToTs; (c) required tools; (d) ownership/accessibility (e.g. language); and (e) the institutionalization of training, including by strengthening cooperation with existing training institutes (project team, with assistance of TPB/GMCP/ROSA)	Accepted
6: RELEVANCE/FRAMING - Review project-wide framing and visibility by: (a) including SDG references in activities under all G/NPs; and (b) continue with visibility activities, but with due consideration to possible security risks and political implications of activities (project team).	Accepted

¹ This is just a short synopsis of the recommendation, please refer to the respective chapter in the main body of the report for the full recommendation.

² Accepted/partially accepted or rejected for each recommendation. For any recommendation that is partially accepted or rejected, a short justification is to be added.

Recommendations ¹	Management Response ²
<p>7: GENDER EQUALITY - Advance gender equality principles and strengthen gender mainstreaming by: (a) ensuring gender equity in international and national staff and consultants recruitment (& geographical balance); (b) promoting an equal number of female participation in activities; (c) initiating a gender-sensitive and sex-disaggregated data collection on training, staff performance, island security, FTFs, criminal justice system; and (d) supporting the establishment and operations of a female criminal justice practitioners network (e.g. prosecutors) (project team).</p>	<p>Accepted</p>
<p>8: HUMAN RIGHTS - Continue with the application of human rights standards and principles and the principle of leaving no one behind, and consider a) systematically applying human rights due diligence principles in the design and implementation of technical assistance, such as with respect to equipment; b) integrating the leaving no one behind principle in maritime crime assistance, and c) more systematically the country-wide application of this principle in future efforts (project team)</p>	<p>Accepted</p>
<p>9: MONITORING - Systematize data collection and analysis for monitoring, reporting and sharing, incl. sex-disaggregated data, across all areas (see recommendation 8), and set up a knowledge repository for internal purposes (project team).</p>	<p>Accepted</p>
<p>10: TRAINING METHODOLOGY - Continue to sustain training participants interest, concentration and obtain optimal outcomes from either online and/or hybrid trainings, by expanding the use of different pedagogical approaches such as: (a) simulations; (b) break-out groups or rooms; (c) role plays; (d) group exercises and (e) group presentations.</p>	<p>Accepted</p>

INTRODUCTION

Terrorism threatens peace, security and development. The UN Maldives Common Country Analysis (CCA) posits that there is a rise in violent extremism (VE) in the country, with '[r]isks of a rise in intolerance fueled by unchecked hate speech, exploitation of perceptions of internal marginalization by violent extremist actors and action by State forces during counter- terrorism operations'.³ A small number of extremists, particularly youth, support violence and are involved with transnational terrorist groups. The Maldives has reportedly the highest number of Foreign Terrorist Fighters (FTFs) on a per capita basis.⁴ In order to respond to and prevent terrorism and VE, the United Nations Office on Drugs and Crime (UNODC) designed the project 'Support to Maldives on Counter Terrorism' (hereinafter the project), in cooperation with Interpol. Funding was provided by the European Union (EU) under its Instrument contributing to Stability and Peace (IcSP).

PROJECT DESCRIPTION AND OBJECTIVES

The objective of the project is 'Increased capacity of criminal justice and law enforcement officials to effectively investigate, prosecute and adjudicate terrorism cases in Maldives, in line with the relevant international legal instruments and human rights norms, standards and good practices'. The outcomes covered the thematic areas: minimum security standards (MSS) (outcome 1), prison reform (outcome 2), judicial reform and FTFs (outcome 3), and law enforcement capacity-building (outcome 4). Outcomes 3 and 1 were segments of, respectively, the Global Project (GP) 'Strengthening the Legal Regime against Terrorism' (GLOR35), implemented by the Terrorism Prevention Branch (TPB), located in the Division of Treaty Affairs, and the GP 'Global Maritime Crime Programme' (GMCP)(GLOW63), located in the Division of Operations, both in UNODC headquarters. The latter GP is however based in the UNODC Project Office in Sri Lanka (POLKA) Colombo, Sri Lanka. The national project 'Building Capacity of the Maldives Prisons to Prevent Violent Extremist Ideology' (MDVAB9) covered outcome 2, which was an offshoot of the UNODC Regional Programme for South Asia 2018-2022, implemented by the Regional Office for South Asia (ROSA) based in New Delhi, India. The fourth outcome was covered by Interpol. The UNODC Programme Office in Maldives (POMDV) had two international and one national officers responsible for the first three outcomes, while the project manager was based in POLKA. The project has been funded with a total budget of USD1,641,138, and implemented from 1 February 2020 until 31 July 2021. As stipulated in the donor agreement, and as per UNODC evaluation principles, a final independent project evaluation is required following the completion of the project.

PURPOSE, SCOPE AND METHODOLOGY OF EVALUATION

This independent final project evaluation has been undertaken for accountability and learning, with the main objective of obtaining good practices and lessons learned that can feed into the design of a possible second phase of the project. The geographical scope of this evaluation centred on the Maldives. The period considered was from 1 February 2020 until 9 September 2021, when the data-collection phase was completed. The following evaluation criteria were considered: relevance, coherence, efficiency, effectiveness, impact, sustainability and human rights, gender equality and leaving no-one behind. The main stakeholders of this final project evaluation were the project team, UNODC senior management, representatives of the Government and civil society of the Maldives and the donor. The gender-balanced evaluation team was composed of an independent international evaluation team leader, and an independent international CT

³ UN, 2020: 58

⁴ UN, 2020: 96

expert from the Netherlands and Ghana, respectively, with combined expertise in leading and conducting complex and strategic evaluations in the field of terrorism prevention and VE.

As a field mission was not feasible considering global travel restrictions and quarantine rules due to the Covid-19 pandemic, the mixed method methodology therefore included online semi-structured interviews and focus group discussions in addition to the desk review. A gender-sensitive approach was adopted in all evaluation phases. Quantitative methods have been used to generate descriptive statistics and data, method and source triangulation in support of qualitative analysis. A total of 191 UNODC sources were reviewed, and 18 external documents. A total of 57 persons (34 M; 23 F) were consulted during this evaluation.

MAIN FINDINGS

Relevance. The project has been relevant considering its alignment with the Sustainable Development Goals (SDGs), especially SDG 5, 16 and 17, and UNODC, Interpol and EU strategic objectives. In addition, the project has responded to the needs of the Government of the Maldives. The overall objectives and focus areas in the project proposal were verified and further tailored to existing needs of government counterparts during two programming missions. Overall, government counterparts had conveyed that the assistance provided had addressed their needs. Nevertheless, triangulated data confirmed that the design could have benefited from further fine-tuning by more extensive consultations with relevant government counterparts, including to consider and agree on the adaptations of the project design in response to the Covid-19 pandemic.

Efficiency. The project has been implemented efficiently to the extent possible, considering the impact of the Covid-19 pandemic with travel restrictions, visa issuance delays, lockdowns and reduced capacity of counterparts in 2020 and 2021, and the attempted assassination of a Speaker of the Parliament and former president early May 2021. Project management responded creatively by moving to online platforms and utilizing online tools and by requiring international experts to be on the ground for an extended period of time. Almost three quarter of the UNODC budget has been spent (as of 25 August 2021). Interview data conveyed that project management was initially too geographically stretched, with a disproportionately high number of staff with management responsibilities, applying different approaches and methodologies. The project management structure became more field-centric over time, and staff responsible for overall project and activity management were recruited, and also started and arrived in Colombo and Malé, at different times, with the last one late 2020. A more senior manager on location could have been of added value for overall coordination in the Maldives. Monitoring and reporting were done at the activity and output level by means of sharing weekly reports with the EU, but a project-wide systematic approach to planning, monitoring and evaluation to allow for consistency on data collection, analyses and presentation was not available. Triangulated data confirmed, however, that visibility was dealt with satisfactorily, in accordance with donor requirements, although the emphasis placed on visibility would need to be more balanced from a security risk perspective. Furthermore, inputs and outputs were overall assessed in a positive light, although some inputs could have been tailored more to the Maldivian context.

Coherence. Synergies were sought and used within UNODC and with UN bodies, bilateral agencies and CSOs. The four project components have been designed in parallel, targeting different parts of the criminal justice chain, although the risk of overlap between activities implemented under different outcomes could already be observed. The subsequent changes in design led to increased risks of duplication, with capacity-building activities occasionally targeting the same actors and areas. Furthermore, synergies were created with other segments of the GPs under which the project was implemented, including by joint activities. Internal coherence was occasionally compromised by limited internal planning before approaching certain stakeholders, and sometimes not sought sufficiently despite national coordination efforts. Coordination was undertaken with the UN Resident Coordinator's (RC) Office. A more coherent one-UNODC position capturing all programmatic activities could have contributed to efficiency, and on occasion limited coordination and integration into the strategic and risk management systems of the UNRC Office. While UNDP has specifically been referred to in project outcome 2, coordination has not taken place with this organization in a structural manner, including on PVE, local governance and security and criminal justice support. Cooperation with CTED

has been valuable for the judicial reform support provided under outcome 3. Partnerships have also been established with civil society, although these could be expanded on in future initiatives, including with religious partners.

Effectiveness. The project has delivered under all four outcome areas. Only in some instances, however, have the outputs achieved led to enhanced operations, such as the more effective communication on and drafting of MLA requests and the regular use of Skylight, and the application of training skills of prison staff training their fellow staff on the Nelson Mandela Rules (NMR). The trainings and mentoring meetings have also contributed to identifying maritime threats, to interagency coordination, and a more skilled handling of cases in some instances.

Impact. The objective has been achieved to some extent considering that criminal justice actors have received training. Interview data confirmed the immediate results of capacity-building efforts, including of the real-time mentoring offered by international experts following the attempted assassination of the former president.

Sustainability. The overarching observation is that the results achieved thus far, including the knowledge and skills transferred to staff of government counterparts, can only become sustainable with continued technical support considering the short-term nature of the project and the impact of the Covid-19 pandemic on project results. The intended and in some instances actual application of acquired knowledge and skills, however, confirmed the relevance of these activities, which, however, require a long-term capacity-building approach, including to keep abreast of the rapidly evolving trends in terrorism and VE. While there were several training-of-trainers (ToTs) completed under the project, only one has actually led to the training of colleagues. Through the training, tools and the equipping of institutions, partnerships have been sought, formed, nurtured and strengthened, including with government actors of other countries in the region and beyond.

Human rights, gender equality and leaving no-one behind. Human rights, gender equality and leaving no-one behind have been mainstreamed into the project design, implementation, monitoring and reporting, albeit in varying degrees. Human rights training was provided to the Human Rights Commission Maldives (HRCM) and to prosecutors and judges, and in training on the NMR and the Bangkok Rules to staff of the Maldives Correctional Service (MCS). Human rights due diligence could have been more consistently assessed, including with respect to the procurement of equipment. In comparison, gender has to a lesser extent been mainstreamed in inputs and outputs, and could have been more systematically considered in design, implementation, monitoring and reporting, with exceptions found in the prison reform component. The same conclusion can be drawn with respect to the principle of ‘leaving no one behind’, which has predominantly been thought of in the same component, such as in guidance material developed for prisoners with special needs and high-risk prisoners in the context of preventing and responding to VE. The Maldives Correctional Service (MCS) was also supported by means of health training and the provision of material for infection control measures in order to ensure equal access to this material during the Covid-19 pandemic. Yet, the principle had not been systematically applied across all outcomes, including in the field of minimum-security standards. Furthermore, the pandemic also had an impact on the geographical application of this principle, with the technical assistance provided centring more on institutions in and near Malé than otherwise would have been the case.

MAIN CONCLUSIONS

The relevance of the project’s objectives is unquestionable, and the overall performance has been outstanding considering the challenges encountered during the implementation of this unique integrated project because of the Covid-19 pandemic and the attempted assassination of a high-level politician in 2021. Despite the short duration of the project, some achieved results were already used, as intended, although more effort could have been made to systematically integrate sustainability and human rights, gender equality and leaving no one behind throughout the project. While the project has already become more field-centric than foreseen, a serious review of current management arrangements would be necessary to strengthen internal planning, coordination and cooperation at the country-level and UNODC’s credibility as a reliable partner in the field of

terrorism prevention and P/CVE. In addition to the above, a stronger and more consistent SDG framing of the project's focus areas as well as a discourse on religious tolerance and shared traditions could contribute to peace and security in the longer term.

MAIN RECOMMENDATIONS

RECOMMENDATION 1 – RELEVANCE/SUSTAINABILITY [PHASE II]

Continue with preparing a phase II of the project to build on results achieved, while taking forward the recommendations below to strengthen relevance, efficiency, coherence, effectiveness, sustainability and the project's impact (project management, with support of UNODC senior management)

RECOMMENDATION 2 – COHERENCE/EFFICIENCY [MANAGEMENT]

Strengthen internal coherence, coordination and management in future project by means of revisiting project management arrangements by: (a) recruiting a senior project manager for the Maldives to coordinate planning and implementation, and act as UNODC's national focal point, with full responsibility for staff in the Maldives; (b) establishing appropriate staff reporting lines, to clarify responsibilities and accountability (UNODC Senior Management, including DO/DTA)

RECOMMENDATION 3 – COHERENCE (EXTERNAL COORDINATION)

Strengthen external coherence by: (a) sharing UNODC updates with the UN RC Office regularly and systematically; (b) strengthening cooperation, coordination and information-sharing with UNDP in all relevant areas; (c) continue systematic coordination with bilateral actors in the Maldives; and (d) expand cooperation with civil society, including with religious leaders (project management)

MAIN LESSONS LEARNED AND BEST PRACTICE

The main lessons learned of the evaluation have been taken forward in recommendations on efficiency (project management), coherence and relevance, with the leaving no one behind principle supporting an all-inclusive approach to preventing terrorism and countering VE. Good practices were found in the field-centric nature of the project, with a UNODC project team and long-term consultants based in the Maldives to support implementation, trust-building with counterparts and invest in and consolidate partnerships with different actors for synergies. Additionally, the application of human rights principles was clearly a good practice, which was not only visible in the training offered to different criminal justice actors and the HRCM, but also in initial efforts to integrate human rights due diligence into procurement decisions.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings	Evidences ⁵	Recommendations ⁶
<p>1. The project objectives remain as relevant as ever, and despite its limited duration, some achievements have already been utilized by the intended stakeholders. Overall, sustainability is limited, while a foundation has been prepared for future support, including the presence of a project team on location.</p>	<p>Data triangulation based on desk review, key informant interviews and focus group discussions</p>	<p>1. PROJECT PLANNING PHASE II - Continue with preparing a phase II of the project to build on results achieved, while taking forward, the recommendations below to strengthen: relevance, efficiency, coherence, effectiveness, sustainability and the project's impact (project management, with support of UNODC senior management)</p>
<p>2. Although partially solved by TPB, coordination structures were, however, compromised with reporting lines diverging to different programmes instead of converging to one focal point, and a relatively large number of line managers, all holding positions at the same level. More country-level senior coordination would have been necessary to promote the one-UNODC approach, also as the G/NPs involved were not mutually exclusive, A project office with space for the entire project team and consultants was not available during project implementation (although offered by the Ministry of Health in November 2021).</p>	<p>Data triangulation based on desk review and key informant interviews</p>	<p>2. INTERNAL COHERENCE/MANAGEMENT - Strengthen internal coherence, coordination and management in future project by means of revisiting project management arrangements by: (a) recruiting a senior project manager for the Maldives to coordinate planning and implementation, and act as UNODC's national focal point, with full responsibility for staff in the Maldives; (b) establishing appropriate staff reporting lines, to clarify responsibilities and accountability (UNODC Senior Management, including DO/DTA)</p>

⁵ General sources that substantiate the findings.

⁶ Should include the specific target group of implementing recipient(s) at UNODC.

Findings	Evidences ⁵	Recommendations ⁶
<p>3. While the project team coordinated, shared information and took part in UNRC Office-led activities, some information could have been provided in a more timely fashion for integration into strategic considerations and RC support. Despite the reference to UNDP in the project log frame, cooperation has only been sought to some extent, despite the added value of information-sharing across all outcomes. Civil society cooperation has been initiated but it has been limited to few civil society organizations (CSOs)</p>	<p>Data triangulation based on desk review and key informant interviews</p>	<p>3. EXTERNAL COHERENCE/COORDINATION - Strengthen external coherence by: (a) sharing UNODC updates with the UN RC Office regularly and systematically; (b) strengthening cooperation, coordination and information-sharing with UNDP in all relevant areas; (c) continuing systematic coordination with bilateral actors in the Maldives; and (d) expanding cooperation with civil society, including by reaching out to religious leaders (project management)</p>
<p>4. Planning has been undertaken at the outcome level, and to some extent in cooperation with members of the project team. A strategy for the Maldives is not available. A work plan was prepared for the latter part of 2020, but not for 2021 to support planning, strengthen synergies, and provide an overview of planned activities of all UNODC G/R/NPs, including segments of the project evaluated here.</p>	<p>Data triangulation based on desk review and key informant interviews</p>	<p>4. INTERNAL COHERENCE/PLANNING - Support enhanced planning capabilities, and therefore relevance, by: (a) preparing a UNODC operations plan for the Maldives/annual work plans to guide coordination, planning, implementation and sustainability; and (b) holding extensive consultations with government bodies, including at the highest level, for ownership and tailored needs identification (project management, with support of TPB/ROSA/GMCP).</p>
<p>5. Sustainability has been considered to some extent, although capacity-building activities seemed to some extent to be one-off activities, including ToTs and not embedded in a long-term capacity-building strategy to justify the selected training/tools used etc. The institutionalization of training has received some attention.</p>	<p>Data triangulation based on desk review and key informant interviews</p>	<p>5. SUSTAINABILITY/CAPACITY BUILDING - Prepare and implement a long-term capacity-building strategy, which clearly provides for: (a) an overview of areas for TA; (b) sequencing and type of capacity-building activities, including ToTs; (c) required tools; (d) ownership/ accessibility (e.g. language); and (e) the institutionalization of training, including by strengthening cooperation with existing training institutes (project team, with assistance of TPB/ROSA/GMCP)</p>

Findings	Evidences ⁵	Recommendations ⁶
<p>6. The focus of the project has been on security and criminal justice reform, with language used that could potentially reinforce divisions in society and feed VE. Assistance provided has not always been framed in relation to the SDGs, tolerance, and identification of commonalities. Additionally, visibility activities were given due consideration in accordance with the donor’s visibility rules, and by using online platforms. The fact that the project is implemented in a context with terrorism and VE risks is however not considered in visibility activities and decisions to maintain a lower profile and not use pictures, for instance.</p>	<p>Data triangulation based on desk review and key informant interviews</p>	<p>6. RELEVANCE/FRAMING - Review project-wide framing and visibility by: (a) including SDG references in activities under all G/NPs; and (b) continue with visibility activities, but with due consideration to possible security risks and political implications of possible activities (project team).</p>
<p>7. Gender was not systematically considered and mainstreamed in human resources, inputs for activities and monitoring, including data collection. Additionally, opportunities, such as the setting up of networks of criminal justice practitioners, to support mentoring and, possibly, leadership training of women leaders, has not been done yet.</p>	<p>Data triangulation based on desk review and key informant interviews</p>	<p>7. GENDER EQUALITY - Advance gender equality principles and strengthen gender mainstreaming by: (a) ensuring gender equity in international and national staff and consultants recruitment (& geographical balance); (b) promoting gender balance in activities; (c) initiating a gender-sensitive and sex-disaggregated data collection on training, staff performance, island security, FTFs, criminal justice system; and (d) supporting the establishment and operations of a female criminal justice practitioners network (e.g. prosecutors) (project team).</p>

Findings	Evidences ⁵	Recommendations ⁶
<p>8 . Human rights standards and principles were applied across the project. Though human rights due diligence principles were recognised as a critical component of the project, it came out more as an added on, than a substantive stand-alone component. The principle of leaving no one behind has not been systematically considered across all outcomes, although good practices were noted in prison reform. Its geographical application has been negatively affected by the Covid-19 pandemic.</p>	<p>Data triangulation based on desk review and key informant interviews</p>	<p>8. HUMAN RIGHTS - Strengthen the application of human rights standards and principles and the integration of the principle of leaving no one behind by a) systematically applying human rights due diligence principles in the design and implementation of technical assistance, such as with respect to equipment; b) integrating the leaving no one behind principle in maritime crime TA; c) considering more systematically the country-wide application of this principle in future efforts (project team).</p>
<p>9. Monitoring has been undertaken by providing weekly activity reports to the donor, yet pre- and post-evaluation of training activities or the collection of sex-disaggregated data was not done. A project-wide monitoring system was not set up to support data collection for results-based management in a systematic manner</p>	<p>Data triangulation based on desk review and key informant interviews</p>	<p>9. MONITORING - Systematize data collection and analysis for monitoring, reporting and sharing, incl. sex-disaggregated data, across all areas (see recommendation 8), and set up a knowledge repository for internal purposes (project team).</p>
<p>10. Covid-19 impacted on the planning and implementation of the project in ways that were not originally thought of. However, project management managed to have a flexible and rolling adaptability scheme that enabled activities to be carried out albeit with some technological and pedagogical challenges</p>	<p>Data triangulation based on desk review and key informant interviews</p>	<p>10. TRAINING METHODOLOGY - Continue to sustain participants' interest, concentration, and obtain optimal outcomes from either online and/or hybrid trainings, by means of the expanded use of different pedagogical approaches, such as: (a) simulations; (b) break-out groups or rooms; (c) role plays; (d) group exercises and (e) group presentations.</p>

BACKGROUND AND CONTEXT

United Nations (UN) Security Council (SC) resolution 1373⁷ was adopted on 28 September 2001 in response to Al Qaeda’s attack on the United States on 11 September 2001. It “requests Member States to implement a number of measures intended to enhance their legal and institutional ability to counter terrorist activities at home, in their regions, and around the world”⁸.

In the Maldives, in particular, terrorism and its ancillary offshoots, have continued to pose particular challenges.⁹ The US State Department country report of the Maldives mentions that ‘[t]he government claims that 188 cases related to “religious extremism” were reported between January 1, 2014, and October 31, 2019. Of these, 14 were brought forward for prosecution.¹⁰ Another report noted that between 2018 and 2021, there have been arrests of terrorist suspects and the occurrence of other low-key incidents.¹¹ A small number of extremists supports violence and are involved with transnational terrorist groups, particularly youth. One of the most concerning developments is the number of Maldivian Foreign Terrorist Fighters (FTFs) – on a per capita basis, Maldives has reportedly been one of the largest contributors of FTFs in Syria and Iraq.¹² The United Nations Office on Drugs and Crime (UNODC) Situational Analysis of Maldives mentions that, ‘...[g]iven the large number of Maldivians that have travelled to Syria to fight with the Islamic State group and Al Nusra Front, there is little doubt that *recruiters* and *motivators* have established themselves in Maldives’.¹³ Though the numbers vary, about 61 youth between 21 and 35 years are confirmed FTFs.¹⁴

The UN Maldives Common Country Analysis (CCA) posits that there is a rise in violent extremism (VE), with ‘[r]isks of a rise in intolerance fuelled by unchecked hate speech, exploitation of perceptions of internal marginalization by violent extremist actors and action by State forces during counter- terrorism operations’¹⁵ Moreover, the CCA notes that ‘Increasing extremism is also contributing to increasing gender inequality as well as carrying implications for social cohesion and risk areas around justice and the rule of law. Maldives’ geographic location also makes it vulnerable to drug trafficking and organized crime, affecting health and human lives.’¹⁶

In order to support the Government of the Maldives to strengthen its efforts to prevent and counter terrorism and violent extremism (VE), a project was designed by UNODC and Interpol in parallel with one for Sri Lanka, with the latter in response to the Easter Sunday bombings that took place in 2019.¹⁷ The project ‘Support to

7 https://www.unodc.org/pdf/crime/terrorism/res_1373_english.pdf

8 <https://www.un.org/sc/ctc/news/keyword/global-implementation-survey/>

9 . 2017 Report. The 2018, 2019 and 2020 reports did not include data on the Maldives.

10 <https://www.state.gov/reports/country-reports-on-terrorism-2019/maldives>

11 . ‘Maldives Assessment’ at <https://www.satp.org/terrorism-assessment/maldives> accessed 4 October 2021. In this report, by the South Asia Terrorism Portal, at least five attacks are listed for 2020 and arrests made in 2021

12 UN, 2020: 96

13 UNODC, 2019, Annex 1: p.4

14 UNODC, 2019, Annex 1: p.4 *ibid*

15 UN Maldives CCA, 2020: 58

16 UN Maldives CCA, 2020: xix

17 Sri Lanka recorded the deadliest attack of 2019 when eight coordinated suicide attacks across the country targeted churches and hotels on Easter Sunday, killing 266 people and injuring at least 500. ISIL claimed responsibility for the attack, with the perpetrators pledging allegiance to former ISIL-leader Abu Bakr al-Baghdadi online. 2020: 2

Maldives on Counter Terrorism’ was developed considering the risk of a terrorist attack in the Maldives, and the effect this would have on tourism, one of the main sources of income of the country, and the proportionally high number of FTFs originating from the Maldives, of which some had already returned to their places of origin. Both projects were funded by the European Union (EU) under its Instrument contributing to Stability and Peace (IcSP).

OVERALL CONCEPT AND DESIGN

The project ‘Support to Maldives on Counter Terrorism’ had the objective: ‘Increased capacity of criminal justice and law enforcement officials to effectively investigate, prosecute and adjudicate terrorism cases in Maldives, in line with the relevant international legal instruments and human rights norms, standards and good practices’. In addition to the objective, the following four outcomes had been formulated in the project document:

- 1) Strengthen security and preparedness capabilities on remote islands in accordance with the Minimum- Security Standards (MSS) [GLOW63];
- 2) Policy makers and relevant criminal justice stakeholders develop inclusive national policy, strategy and action plan to prevent and counter terrorism and violent extremism leading to terrorism from criminal justice perspectives in respect of the rule of law, complementing assistance provided by the EU other pertinent UN entities, particularly the United Nations Development Programme (UNDP). Further, legislators strengthen laws criminalizing acts of terrorism, including the criminalization of preparatory offences (e.g., financing, aiding and abetting, inciting, recruiting, training, facilitating violent extremism and terrorist attacks, etc.) and on providing appropriate investigative powers to law enforcement agencies in line with international standards and human rights [MDVAB9];
- 3) Effective legal and policy measures addressing (R)FTFs and their families are developed and (R)FTF cases are adjudicated in an effective, fair and efficient manner in conformity with the fundamental principles of the rule of law and human rights, through strengthened capacities of relevant stakeholders on rehabilitation and reintegration of (R)FTFs and their families as well as strengthened capacities of the judiciary to adjudicate terrorism cases [GLOR35];
- 4) Developed and strengthened law enforcement capabilities to prevent and disrupt terrorism and/or terrorist-related activities including effective border protection, increased information exchange, strengthened coordination among intelligence, law enforcement and prosecution agencies to investigate and prosecute terrorism-related cases [Interpol]

The complete logframe, which includes the changes included in Addendum 1 of the donor agreement, can be found in annex V.

UNODC covered three of the four outcomes, and Interpol one outcome. The project became a segment of two global and one national project (G/NPs). The two Global Projects (GPs) were ‘Strengthening the Legal Regime against Terrorism’ (GLOR35), and the ‘Global Maritime Crime Programme’ (GMCP)(GLOW63), covering respectively outcome 3 and outcome 1. The national project ‘Building Capacity of the Maldives Prisons to Prevent Violent Extremist Ideology’ (MDVAB9) was specifically designed for outcome 2 as the Regional Programme South Asia 2018-2021 was a strategic document only.

When comparing the outcomes as formulated in the project document, which is Annex I Description of the Action attached to the grant agreement/addendum I of the grant agreement, then it becomes clear that the title of the national project does not reflect the focus areas and actors given in the outcome. Additionally, while the intervention logic can be viewed as a flow of interrelated activities that feed into and contribute to the general aim of the project, the outcomes appear to overlap to some extent, especially with respect to law

enforcement/MSS, and the formulation of the objective at the output level is in some contrast with the description of the outcomes.

The project has been implemented by respectively the Terrorism Prevention Branch (TPB), located in the Division of Treaty Affairs, UNODC headquarters in Vienna, Austria (outcome 3), the UNODC Global Maritime Crime Programme (GMCP), based in Colombo, Sri Lanka (outcome 1), and the UNODC Regional Office for South Asia (ROSA) in New Delhi, India (outcome 2). The UNODC Project Office in Sri Lanka (POLKA) hosted the GMCP and the project coordinator in charge of the above-mentioned EU-funded Sri Lanka and Maldives Projects, while the three staff in charge of managing the three components were attached to the UNODC Project Office in Maldives (POMDV). The fourth component has been implemented by Interpol, which had initially a consultant in Sri Lanka managing the two projects while the project team was based in Singapore.

The project was set out to assisting at least eight national counterparts, including the Ministry of Home Affairs, the Maldives Correctional Service (MCS), the Maldives Police Service, the Maldives National Defence Force, the Coast Guard, the Maldives Customs Service, the Maldives Immigration, the Prosecutor General's Office (PGO), and the Department of Judicial Administration.

The EU Contribution Agreement was signed in December 2019, the Agreement between the UN and Interpol early 2020 and the Addendum to the Contribution Agreement in June 2021. The project had a duration of 18 months and was implemented from 1 February 2020 up to 31 July 2021. The project had a total budget of USD 1,641,138.

In conformity with the project document, and as per UNODC evaluation norms and standards, a final evaluation is required before completion of the project. The evaluation has been undertaken from July to December 2021.

PURPOSE AND SCOPE

The evaluation Terms of Reference (ToR) outlined the following objectives of this final In-depth Evaluation::

'The Final Independent Project Evaluation will focus on assessing the design, delivery, and impact of the activities carried out within the project toward the achievement of its overall planned objective and relevant SDGs. The evaluation will be conducted through a human rights and gender-attentive lens. It will also seek to assess partnerships and other forms of cooperation with national and international stakeholders, lessons learned and best practices. The evaluation team will further assess the extent to which the project facilitated a baseline for follow-up actions in the country, as well as the short and long-term effects, if any, the project has contributed to, further assessing the sustainability of the initiative.

The Final Independent Project Evaluation will complement parallel and *ad hoc* endeavours to assess the extent to whether there was any impact of single activities. The outcomes of the evaluation will be carefully analyzed by UNODC, expanding its institutional memory for the implementation of similar or related future initiatives.

UNODC management at both the headquarter and field levels will benefit from the evaluation, which will highlight intervention's strengths and weaknesses linked to the addressed thematic areas and delivery modalities.'

The objective of this independent project evaluation was also to provide good practices and lessons learned that can feed into the design of a possible phase II of the project. This evaluation will therefore be undertaken for the purposes of both accountability and learning.

Scope of the evaluation

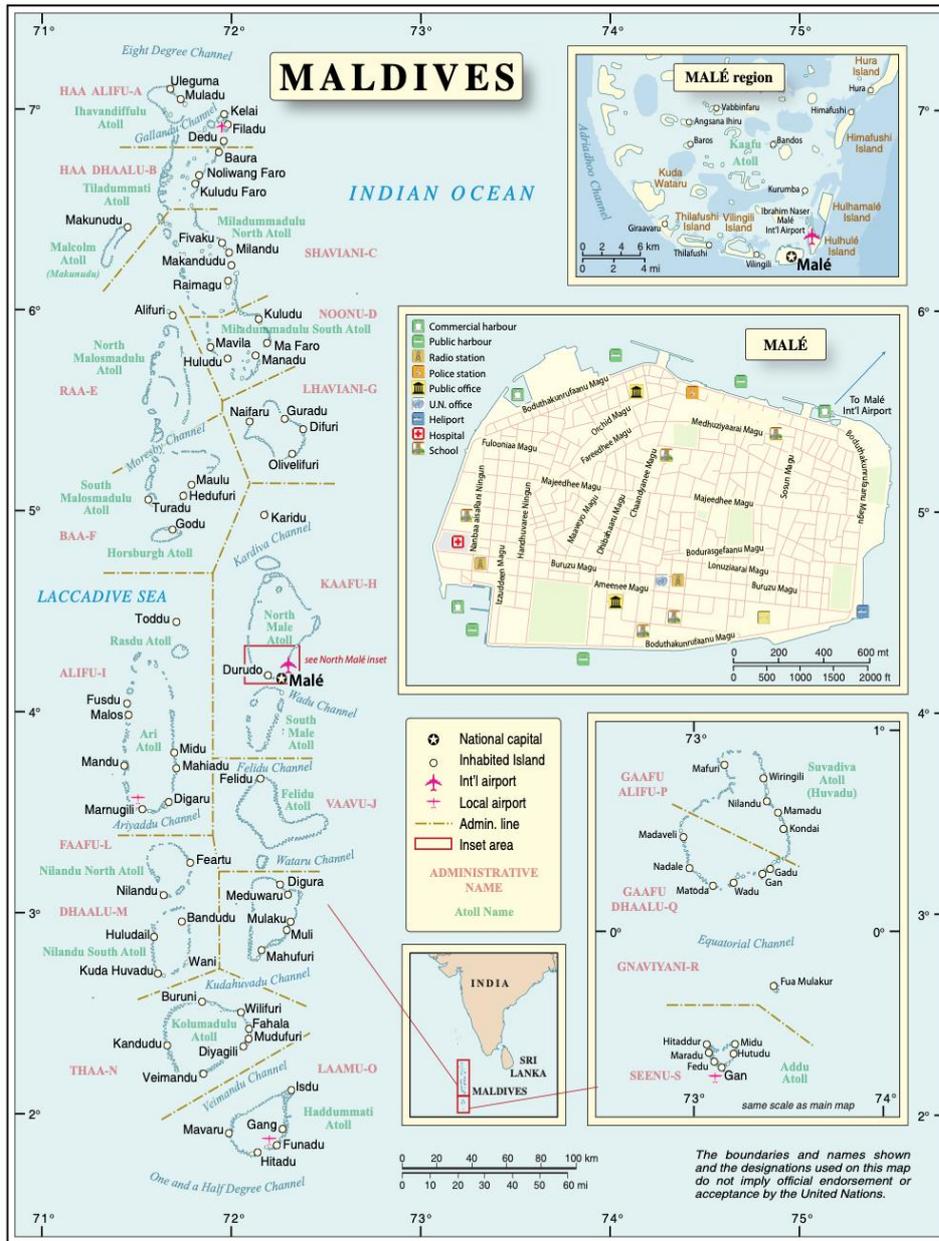
The unit of analysis of this independent final evaluation was the project ‘Support to Maldives on Counter-Terrorism’. This evaluation covered the time period from 1 February 2020 until 9 September 2021 (when the data-collection phase was completed). The geographical coverage was on the Maldives, although interviews have also been undertaken with interlocutors based in Europe and other parts of Asia.

The following evaluation criteria, made standard by the Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC), were considered during this evaluation: relevance, coherence, efficiency, effectiveness, impact, sustainability and human rights, gender equality and leaving no-one behind. In addition to these evaluation criteria, also good practices and lessons learned were identified by the evaluation team. The main stakeholders of this final project evaluation are managers of the project, senior management of UNODC, representatives of the Government and civil society of the Maldives and the donor.

THE COMPOSITION OF THE EVALUATION TEAM

The evaluation team comprised of an independent, external international evaluation team leader, and an independent, external international counter-terrorism expert from the Netherlands and Ghana, respectively. This gender-balanced team has expertise in leading and conducting complex and strategic evaluations in the field of terrorism prevention, including at the global/international level, and a strong background in applying quantitative and qualitative evaluation methods.

MAP OF MALDIVES¹⁸



Map No. 4479 UNITED NATIONS
February 2012 (Colour)

Department of Field Support
Cartographic Section

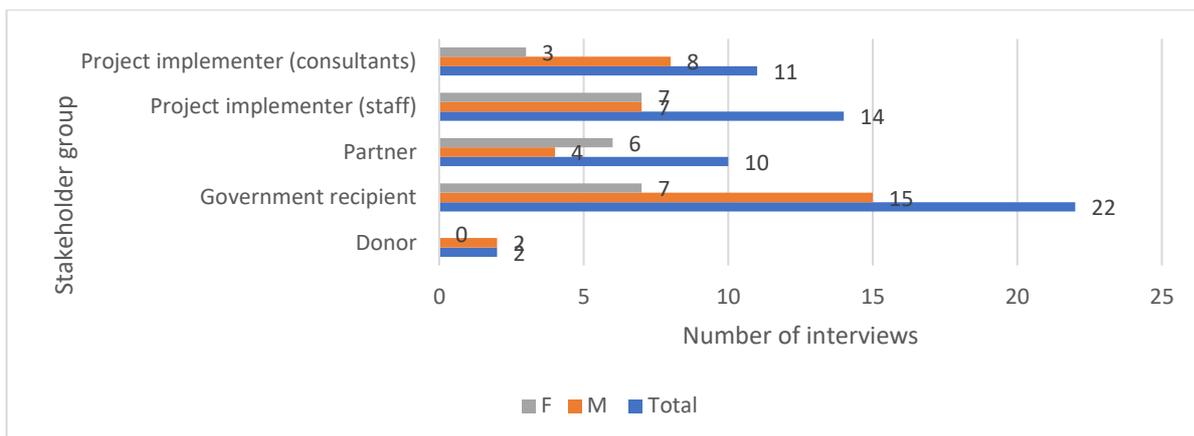
18 <https://www.un.org/Depts/Cartographic/map/profile/maldives.pdf> (consulted 01 September 2021)

EVALUATION METHODOLOGY

This Independent Final Evaluation of the project ‘Support to Maldives on Counter-Terrorism’ has been undertaken by means of a mixed-methods, gender-sensitive and inclusive approach comprising: (a) desk review; (b) online semi-structured interviews, and (c) online focus group discussions. Qualitative and quantitative methods have been used during the data collection and analysis phases to generate descriptive statistics and in-depth content analysis. By means of the desk review, interviews and group discussions, data were obtained, reviewed, analysed and triangulated across data collection methods and sources in order to respond to the specific questions given for each evaluation criteria. During the data collection and analysis phases, due regard has been given to collecting sex-disaggregated statistics and gender-related information, which has been included in the relevant chapter sections.

A **desk review** has been conducted of material from UNODC sources, and those of external sources. A total of 191 UNODC sources were reviewed, including the grant agreement, description of the action, budget and project log frame (including the addendum 1 revised documents), semi-annual and annual UNODC progress reports 2020-21. A total of 18 external documents were reviewed including the UN Maldives Common Country Assessment (CCA), the Maldives National Action Plan to Counter Violent Extremism, and the Global Terrorism Index 2019, 2020, 2021. A complete list of reviewed sources has been provided in Annex III.

Graph 1: Number of stakeholders consulted per stakeholder group (total/male/female)



Due to the ongoing Covid-19 pandemic, only online data collection efforts could be undertaken as a field mission was still not possible in August 2021 due to the unpredictability of the pandemic and the consequent restricted travel and lockdowns. Therefore, only online **semi-structured interviews** have been conducted with relevant stakeholders, namely UNODC staff and consultants, partners, representatives of the recipient government and the donor with Microsoft Teams. Additionally, also three online **focus group discussions** were held with participants of training activities. A total of 57 persons (34 M; 23 F) were consulted during these interviews and focus group discussions (see the section on limitations).¹⁹

The generic interview guide given in Annex II provided the overall direction to these interviews, and questions were further tailored to the background, function and level of involvement of the respondents. In the same Annex, also the Focus Group Discussion guide can be found.

Quantitative analysis has been done with Excel. Quantitative data include training/meeting evaluation data, financial data, and participant lists of training activities/expert meetings, including sex-disaggregated information.

¹⁹ The focus group discussions covered training conducted for prison staff, prosecutors and maritime first line responders.

Qualitative analysis has been undertaken by means of the classification of data obtained during the desk review, semi-structured interviews, and group discussions followed by source and method triangulation.

The methods applied have been gender-sensitive, and inclusive. Gender analysis has been done on the basis of the following data sources: staff/positions, participants training/events, teachers/facilitators, gender mainstreaming in publications and interviewees (see graph 1)

The evaluation team was responsible for safeguarding and ensuring ethics at all stages of the evaluation. All team members were cognizant of the UNEG Code of Conduct for Evaluation in the UN System and Ethical Guidelines for Evaluation. Two key requirements are always to safeguard the independence of the team and to safeguard the rights and interests of its informants. This includes, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women) and ensuring that the evaluation results do no harm to participants. The evaluation team recognized UNODC's strict policy of zero tolerance concerning unethical, unprofessional or fraudulent acts.

LIMITATIONS TO THE EVALUATION

This independent final evaluation has had several limitations and encountered a few challenges along the way. Due to the Covid-19 pandemic, and the direct consequences for international travel, in-country movements and in-person meetings, the entire evaluation has been conducted home-based by means of online tools.²⁰ In addition to online semi-structured interviews via Microsoft Teams, the aim to also hold online FGDs to meet this challenge could not entirely be met; it appeared difficult to get such group meetings organized remotely, with interpretation difficulties and network disruptions, despite the follow-up by the evaluation team. Although limiting data-collection to online tools will never entirely make up for onsite project visits and in-person meetings, the evaluation team is fully confident that the selected methods have resulted in the sufficient generation of reliable and varied data necessary for the scope of this evaluation to guarantee robust findings and recommendations, including good practices and lessons learned.

Another limitation was that the evaluation team was only able to cover to some extent the project component for which Interpol was responsible. The Contribution Agreement signed by the EU, UNODC and Interpol stipulated that both Organisations shall apply their own accounting, internal control and audit systems as well as their own procurement procedures (article 13), and in the Agreement signed between the UN and Interpol, the requirement of submitting narrative and financial reports by Interpol in accordance with a reporting schedule was mentioned in section D. Interpol provided data to the evaluation team about its overall performance, but beneficiaries of this organization could not be included in the data collection phase. The project's outcome 4 has therefore predominantly been assessed on the basis of narrative reports of Interpol.

A third limitation is the result of the relatively short duration of the project combined with the fact that the project was implemented at the time of the Covid-19 pandemic. This situation led to changes in design, with the majority of activities implemented in 2021. Project results can therefore predominantly be found at the output level, with limited effects to be observed in relation to outcomes and the project's objective as well as with respect to impact.

²⁰ UNODC guidance note 'Guidance note for evaluation managers and evaluators: planning and undertaking evaluations in UNODC during the Covid-19 pandemic and other crises'

II. EVALUATION FINDINGS

RELEVANCE

EVALUATION QUESTIONS:

- 1.To what extent were the project objectives and results relevant to the key stakeholders, implementing the Sustainable Development Goals and related national strategies?
- 2.To what extent did the project design respond to the changing and emerging international, regional and national priorities and needs, including the Covid-19 pandemic, to ensure continued relevance?

The project has been relevant and continues to be relevant considering its alignment with UN, UNODC, Interpol and EU strategic objectives on the one hand, and objectives and needs of the Government of the Maldives on the other hand, including the Sustainable Development Goals (SDGs). The project has in particular been aligned with SDG 5 (gender equality), SDG 16 (peace, justice and strong institutions) and SDG 17 (partnerships for the goals). The strategic direction of UNODC on preventing and countering terrorism

(thematic area 4) given in the UNODC Strategy 2021-2025 confirms the continued relevance of the project considering its objective to strengthen criminal justice systems of Member States to address issues related to countering and preventing terrorism in a manner that complies with their human rights obligations. The overall project, including the area of prison reform, falls under sub-programme 4 and 5 of the UNODC Regional Programme South Asia 2018-2021, respectively covering terrorism prevention and crime prevention and criminal justice.



The rationale for the project was the perceived risk of a terrorist attack in the Maldives considering its geography and dependence on tourism, the reportedly proportionally high number of FTFs and the limited capacity to establish and maintain MSS and to investigate, prosecute and adjudicate terrorism cases. In 2020 and 2021, the overall need for such a project remained considering the realities of Maldives, as corroborated by interview data and captured in the UN Maldives CCA (2020), and in government strategic documents, such as the Maldives Strategy on Preventing and Countering Violent Extremism 2017, the Maldives Strategic Action Plan 2019-2023, the National Action Plan on Preventing and Countering Violent Extremism in the Maldives 2020-2024. These reflected and confirmed the interest of the current government to address these needs

and strengthen the criminal justice system, including the capacities of individual actors as well as inter-agency cooperation, and by doing so to contribute to a more effective prevention and response system to counter terrorism and VE.

The project was designed in broad strokes in the project proposal, followed by two programming missions of respectively GMCP and TPB/ROSA to update the identified needs of the government counterparts. Triangulated data conveyed that, in general, the assistance provided has addressed these needs. The team showed flexibility by adapting tools to the Maldivian context, such as in prison reform. For instance, a particular tool, which was originally developed for Kenya, and which was originally referred to in the original project design, was replaced by a more tailored and therefore appropriate tool specifically designed for the MCS. In some areas, however, the project design could have benefited from earlier and further consultations with government counterparts and civil society organizations to adequately take available legal/policy frameworks, capacity, workload and schedules of counterparts into regard, and further enhance ownership of project activities and results.

The exigencies created by the Covid-19 pandemic resulted in the revised design of the project in some areas because of its unexpected impacts, while in other areas the foreseen outputs have to a large extent remained the same.²¹ The latter concerned outputs planned in outcomes 2 and 3. The Government of Maldives had expressed the need for technical support on preventing and countering VE leading to terrorism in prison. This was in particular addressed in outcome area two, by means of completing a risk assessment tool for extremist prisoners, which was further supplemented with technical advisory support, the training of prison officers on countering and preventing VE in prisons, prisoner rehabilitation, dynamic security and the Nelson Mandela Rules (NMR). Additionally, the work with the judiciary under outcome three also continued as foreseen. This had been included in order to address recommendations of a country assessment conducted by CTED in 2019, with the judges as the gatekeeper on the response to returning FTFs and their families, while the national and regional meetings on (R)FTFs and their families were conducted online instead of in person. The work on the use of Improvised Exploded Devices (IEDs) was added to increase awareness of the judiciary and other national authorities about available capacity to respond to incidents brought about by the use of such devices.

The initial work on MSS undertaken under outcome area 1 had to be halted because of the impact of the Covid-19 pandemic, and the focus shifted to capacity-building of the entire criminal justice chain, with specific attention given to MDA and maritime crimes, and seeking to strengthen cooperation between the actors working in the field of maritime crime and criminal justice. Both the work on MSS and maritime crime, including prosecution, had already started under other GMCP segments, and the same consultants were able to continue with their work and ensure consistency in approach. While these areas were highly relevant, considering the geography and population of the Maldives and the fact that already returned FTFs were operating on some islands without much interference from outside, government ownership was not adequately sought in all areas addressed in 2021 under outcome one nor was the link with CT made clear with respect to all support provided under the project (see also the section on coherence). At the same time, a long-term approach is needed to be able to contribute to more coordination between relevant agencies, with the initial phase characterised by getting to know their operations and capacities and build trust and a level of rapport.

²¹ See Weekly Donor Reports 2020 and 2021

SUMMARY – RELEVANCE

The project has been relevant considering strategic objectives and continued needs of the Government of the Maldives, as reflected in national policy and strategic documents. While attention has been given in the design phase to tailoring and fine-tuning assistance needs, and matching these with project capacity, in some areas more timely and detailed efforts could have increased relevance and supported cooperation and ownership. The main areas addressed in the field of prison reform and judiciary capacity development moved ahead as foreseen, despite the consequences of the Covid-19 pandemic, while the original focus on MSS was replaced by a stronger emphasis on TA to the criminal justice chain in Malé in particular.

EFFICIENCY

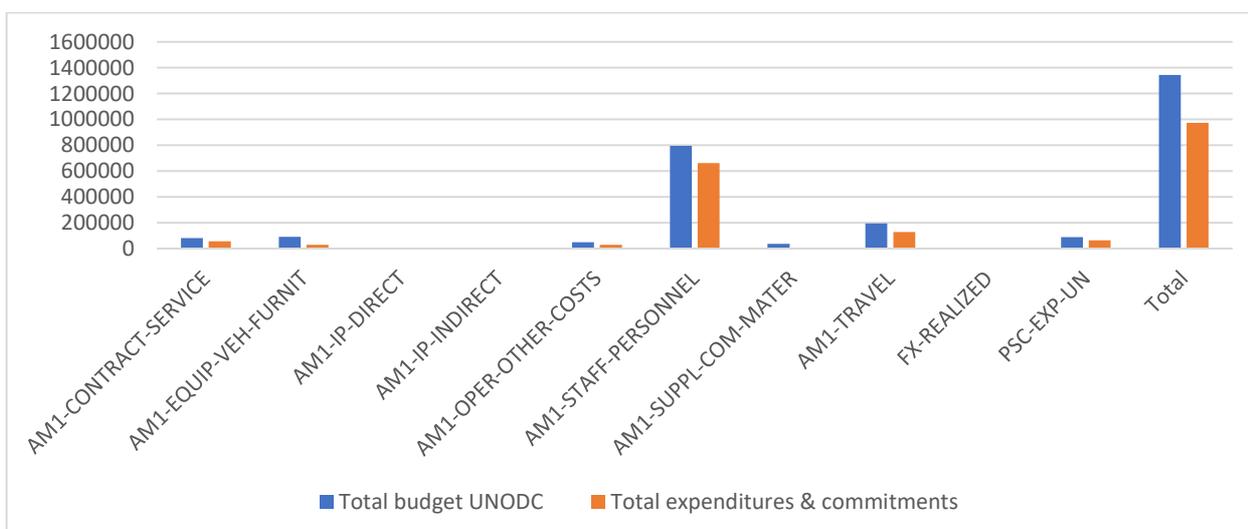
EVALUATION QUESTIONS:

To what extent is the relationship between inputs and outputs timely, cost-effective and met expected standards?

Which measures have been implemented to ensure an efficient use of financial and human resources, particularly considering restrictions stemming from measures to counter the spread of COVID-19?

The project has been implemented efficiently considering the impact of the Covid-19 pandemic on the timely execution of planned activities. In the first year of implementation, less than one third of the budget was spent (29.73 percent)²², with Interpol annual expenditures amounting to 9.18 percent, partially as a result of activities that could not be implemented because of travel restrictions and lockdowns. With the change in design in order to adapt to the continued Covid-19 pandemic restrictions, the overall expenditure rate drastically increased in 2021, with a delivery rate of 72,5 percent of the three UNODC components (see graph 2). Interviews confirm that, in hindsight, the shifting to online platforms and requesting for the reallocation of budget could have been done earlier by project management.

Graph 2: UNODC expenditures/commitments EU Maldives project (as of 25 August 2021)



²² UNODC annual certified financial statement 2020

The Covid-19 pandemic has had a profound impact on the overall efficiency of the project and led to a revised design in order to continue implementation. The desk review and interview data confirmed that a lot of activities had moved to online platforms, faced delays, experienced network challenges or were cancelled all together. Several new activities were proposed instead under outcomes 1, 3 and 4 in particular. Planned field missions of staff based in Sri Lanka, ROSA and UNODC headquarters (TPB) were cancelled, and study tours under outcome 2 and 3 were also not implemented because of ongoing travel restrictions and quarantine regulations of different countries, and because of unavailability of many officials for prolonged periods of time because of the detrimental effects of the virus. In-country travel was also highly restricted, which had an immediately negative knock-on effect on activities focusing on community level and local council engagement (outcome 1 and outcome 2). Additionally, the attempted assassination of a Speaker of the Parliament and former president in early May 2021 further compounded the situation as recipients of assistance were not available as a result of heightened security.

Training provided during the Covid-19 pandemic, with the first training on criminal intelligence offered in person, and the second training on extradition in the context of maritime and CT cases online



Case-study 1: The use of online tools

Project design has been adapted because of the consequences of the Covid-19 pandemic, with a shift from capacity-building events in person to the use of online tools for training purposes, not only because of the cancellation of travel of UNODC staff and international experts but also because of restricted movement and periods of lockdown in the Maldives. The main advantage of the use of online platforms, with Microsoft Teams the predominant one, was that: (a) capacity-building activities could continue under the different outcomes, (b) it allowed more participants to join, (c) provided opportunities for more engaged female participation; and (d) training was valued positively by participants to a large extent. The challenges encountered, however, was the limited number of training hours per day, which therefore narrowed their scope and depth, the option for reduced participation by switching off cameras and sound, limited to no availability of the necessary hardware and connectivity, which therefore lowered the overall effectiveness of the training. Additionally, the shift to online platforms also had a negative impact on networking opportunities. Triangulated data confirmed that online training was considered to be less effective, and that this result had to be reflected on in long-term training strategies. The overall assessment of the use of these tools therefore pointed to their continued use as part of a comprehensive capacity-building with in-person training and related capacity-building efforts.

Project management responded creatively to the challenges created by the pandemic by moving to online platforms, which required an unplanned and unforeseen adaptation to training methodologies, and used training entirely conducted online or in hybrid form, requiring international experts to be on the ground for an extended period of time (outcome 1), adhering to quarantine rules by staying in one of the prisons before implementation of the actual activity, and utilizing WhatsApp for a virtual prison visit to replace a field mission for an assessment (outcome 2). The overall focus was shifted under outcome 1, and inputs were tailored to

the ongoing challenges of outcomes 2, 3 and 4.²³ For instance, under outcome 2, a one day training was organized on the prevention and containment of viruses in places of detention on 30 June 2020, in coordination with the Ministry of Home Affairs and the MCS.²⁴ Moreover, key health care equipment and personal protective equipment, including masks, sanitizers, disposable gloves and disinfecting spray, was provided to the MCS.²⁵ Unused travel funds were used for procuring equipment for the Maafushi Prison Special Management Unit of VEPs.

The **project management structure** has taken on a different form from the one proposed in the original grant agreement, and addendum I of the grant agreement. The focal point for the project was originally GMCP, as mentioned in the grant agreement, and remained that on paper until the end of the project. A P5 Project Coordinator/Head of Office a.i. was however recruited and took on his responsibilities in April. He arrived in Colombo in July 2020. The project coordinator, whose position had been covered by GLOR35 funds, thereby redirecting overall supervision to the Chief of TPB, had been given management responsibilities of the Maldives and Sri Lanka EU-funded projects, and was in charge of project management, donor relations, managing the relationship with Interpol, and with the UN country team in the Maldives. The ROSA national project officer (NPO) was initially the only staff member present in the Maldives and was originally foreseen to be the only staff member in Maldives. She coordinated all activities until the arrival of the international staff. The GMCP UN Volunteer arrived in Malé seven months after the project had begun implementation (and became a P2 in May 2021), and the P3 staff member responsible for the third outcome almost ten months after project commencement.²⁶ All three staff members had responsibilities other than managing their respective project components, and the positions of the two international staff members were, in fact, not covered by the budget of the project evaluated here.

In the original project design, the overwhelming majority of staff had been working remotely from Colombo (GMCP), New Delhi (ROSA), and Vienna (TPB and GMCP) and Brussels. The travel budget was originally one fifth of the entire project budget. The stronger field presence brought along some coordination challenges [see the section on coherence]. With the project coordinator unable to travel to the Maldives to respond to some challenges on location because of a fourteen-day quarantine rule. While they were highly valued for their inputs, several stakeholders expressed that a more senior UNODC manager on location could have supported a more coherent approach at the national level, and guided implementation with an eye for the national political dimensions, thereby complementing the junior and mid-level staff members' work. UNODC had been given one room in the Ministry of Home Affairs used by the NPO and the Administrative Officer (since January 2021)²⁷ with access to shared facilities, such as meeting rooms, but the space was not sufficient to accommodate the entire project team.²⁸ In November 2021, the Ministry of Health had offered the immediate use of office space to UNODC, with sufficient working space for the team and affiliated consultants.²⁹

A complicating factor in managing the project was that reporting lines of the three UNODC staff responsible for specific outcomes of the project, and in 2021 all located in the Maldives, were not all with the project manager, except for the P3 international staff member who was also with TPB. The other two staff members

23 <https://www.unodc.org/southasia//frontpage/2020/Jun/unodc-and-judges-of-maldives-address-adjudication--justice-and-human-rights-in-terrorism-cases.html>

24 <https://www.unodc.org/southasia//frontpage/2020/July/unodc-supports-covid-19-preparedness-and-responses-in-prisons-in-maldives.html>

25 <https://www.unodc.org/southasia//frontpage/2020/Jun/covid19-and-the-maldives--enhancing-infection-control-measures-in-prisons-to-leave-no-one-behind.html>

26 His duty station was originally Colombo, but he had been unable to get a visa, and his position was therefore moved to the Maldives.

27 The national admin and finance officer is paid by INL funds.

28 Given the movement restrictions and the operational procedure of UN in Maldives during the pandemic, there were delays to setting up the office. As restrictions eased and UN returned to a partial back to office model, the office has been established, IT equipment purchased, and internet broadband services established in the office. (MDVAB9 annual progress report 2020)

29 Letter Ministry of Health to UNODC, 21 November 2021

were reporting to respectively the P5 chiefs of the GMCP and ROSA. The project manager was furthermore at the same level as the Chief of Section I of TPB, and instead reported to the Chief of TPB, a D1. The fact that reporting and communication lines were spread had an impact on strategic planning, coordination and efficiency [see the section on internal coherence], and in a possible next phase project management positions should be reconsidered to remove communication barriers, establish a clear line of management with delegated authority as to who is doing what, reporting to whom, and clear responsibilities.

The project budget further supported positions of staff in Sri Lanka, India and Austria. Interview data conveyed that the project was too stretched over too many staff with management responsibilities, applying different approaches and methodologies. The project staff paid under the project does not represent the number of staff of the three G/NPs actually involved in one or more activities of the project. The ROSA component has brought project resources used for staffing costs closest to the action, with the NPO position fully covered by the project budget, although this picture is somewhat skewed as the two other project officers on location were responsible for managing project activities but not covered by its budget, with the GMCP position covered by other projects of this GP and the TPB position by the EU Sri Lanka project. Management, expert and administrative support positions were funded in Colombo, New Delhi and Vienna.³⁰

Additionally, interviews with counterparts confirmed that the expert consultants recruited under the project were valued for their expertise (outcome 1, outcome 2 and outcome 3), while it was noted that especially seasoned practitioners were considered to be of added value in training.

Planning, monitoring and reporting has been undertaken at different levels by different G/NPs at different stages of project implementation. A work plan for the Maldives was prepared for the period August to December 2020, but a multi-year strategy and annual work plans to guide planning, transparency, accountability and coordination, developed in close coordination with government counterparts and the UNCT, were not available. The different G/NPs undertook planning, mostly, in parallel (see also the section on relevance). Additionally, while the setting up of a Project Steering Committee for the Maldives project was mentioned in the project document, this Committee was never established.³¹ Interview data confirmed that it would have been beneficial for the project to bring all stakeholders together at regular intervals for monitoring and strategic planning purposes.

Monitoring and reporting were done at the activity and output level by means of sharing weekly reports to the EU, which covered reporting under all outcomes, and which was therefore considered satisfactory. Monitoring was further done by means of requesting participants of some training activities to fill out evaluation forms, but because of the online nature of most activities, only a limited number of forms were returned to trainers/management. Additionally, pre-training and post-training evaluation questionnaires were neither available nor used under all outcomes in order to reflect and move forward. A project-wide approach to planning, monitoring and evaluation would support consistency on data collection and presentation across all outcomes.



³⁰ Five positions were covered by the GMCP budget in Vienna, New Delhi and Colombo with a total of 18 months, two positions by the ROSA budget in New Delhi and Malé with a total of 33 months, and three in Vienna and Colombo by the TPB budget with a total of seven months.

³¹ A Steering committee was set up in for the EU-funded project in Sri Lanka, but not for the Maldives, as was mentioned in 'Description of the Action', with representatives of the Government of the Maldives. Minutes of the Steering Committee meetings held for the Sri Lanka project did not refer to the project in the Maldives.

Triangulated data confirmed that **visibility** was generally dealt with satisfactorily, with the EU logo presented on the majority of publications, letter heads, training agendas and other project documentation. The same applied to online articles and tweets, which provided visibility to training activities and other events and outputs, in which reference was made to the donor.³² However, with strict UN headquarters publication rules, the EU logo could not be put on one publication originally foreseen to be funded under the project. Additionally, while the use of pictures, including of UNODC staff and staff of counterparts, was not viewed as bearing any security risks, despite the nature of the thematic area covered under the project, security was referenced to by some stakeholders as an issue that required more careful attention in the wake of the attempted assassination and considering the current radicalisation trends in Maldivian society.

Furthermore, inputs and outputs achieved under the four outcomes were considered satisfactory to some extent based on triangulated findings of the desk review and interviews. The validation of the different inputs and outputs showed some variations across the outcomes, that also point to several good practices and lessons learned.

Trainings conducted were evaluated by participants in a positive light by those who had submitted their assessments. The English language was occasionally a challenge, such as with prison staff and magistrates working outside of Malé; interpretation into the national language Dhivehi was only sometimes offered by the national programme officer in case of the former group of training participants.³³ While some of the training content and publications were considered to be adequately tailored to the Maldivian context, this was not the case with respect to all outputs, and further efforts will need to be made to enhance ownership of some of the material prepared under , and to consider translating more outputs into the national language to make them more accessible for the target group. Lastly, some of the expert consultants had been instrumental in capacity-building, because of their long-term involvement in the Maldives and therefore comprehensive understanding of the local context, the actors, their practitioners' expertise and their neutral position. The usage of foreign judges in training was also considered highly useful for their Maldivian counterparts.

Training was conducted efficiently, although the view was also expressed that the training schedule had to be considerate to the existing workload and responsibilities of invited staff, and that the attention span for online training was less than for in-person training. It was, therefore, deemed more effective to break up one long online training into shorter training combined with group work, homework and other presentational methodologies.

Different programmatic approaches led to limited consistency in the methodologies that were used either during the online or in-person trainings. A consistent assessment of, and implementation by the team on what methodologies best got the attention and concentration of the participants could have been a useful approach to maximising the interventions and reducing the challenges posed by teaching online. In the next phase of the project, this is an area that would need to be considered carefully with respect to facilitators and consultants to ensure that pedagogical methodologies are adapted to optimise the benefits for participants.

32 Source picture tweet https://twitter.com/unodc_rosa?lang=en

33 Already from the available documents for the desk review, the evaluation answers that have been provided ranged from 'good', 'very good' and 'excellent' for all the categories of topics evaluated from training and international cooperation. In the category 'Usefulness of UNODC publications, power point presentations and other support documents for understanding the topics covered in the activity', all the 11 listed activities were rated as excellent UNODC- EVALUATION QUESTIONNAIRE – ToT judges - online, 3-5 July 2021

SUMMARY – EFFICIENCY

The delivery rate of the project has been viewed in a positive light, especially considering the consequences of the Covid-19 pandemic and the attempted assassination of the Speaker and former president on its performance. Project management encountered several challenges including too many staff with managing responsibilities and a set up without clear communication mechanisms and reporting lines undermining project management. Activity reporting was undertaken systematically, but monitoring, evaluation and reporting at output and outcome level to a limited degree only, while inputs were overall viewed satisfactory but with more effort put in place for increasing accessibility and ownership of recipients.

COHERENCE

EVALUATION QUESTIONS:

Were appropriate synergies sought, created, maintained and used, including within UNODC, with UN agencies, CSOs and other civil society entities?

Internal coherence. The four project components, reflected in the four outcome areas, appeared to have been designed parallel to each other in 2019, targeting different parts and areas of the criminal justice chain, although the risk of some overlap between outcome 1, 3 and 4 could already be observed in the initial design. The subsequent changes in design because of the Covid-19 pandemic showed more overlap, with capacity-building activities in a few instances targeting the same actors and also the same technical areas under different outcomes, increasing the risk of duplication of efforts. A possible explanation is that the design of three G/NPs were not mutually exclusive at the outset considering the regions targeted and thematic areas covered, and the rationale for seeking synergies in the project was informed by other parameters than capitalizing on different areas of expertise represented by the G/NPs.

Internal coherence was compromised by the lack of internal planning of the project team before approaching certain stakeholders in order to present a coherent approach to external actors (see the section on efficiency). The desk review and interview findings further confirm that consultants working under the different outcomes, and within the framework of outcome 1, seem to have coordinated their work in order to avoid duplication of efforts (e.g., with the Maldives Prison Service, the Maldives Prosecutor General and the Maldives Intelligence Unit).

Synergies were created with other segments of the GPs under which the project was implemented. Most notably was the one with the EU-funded Sri Lanka project, which had a similar structure and division of labour as the Maldives project. Several training activities were jointly implemented, although the reasoning, results and added value was not made clear in available documentation.

The regional and national online meetings on (R)FTFs were jointly supported with Japanese funds, and the work undertaken on prison reform received also technical support of the Global Prison Challenges Programme and staff working under other GPs of the Justice Section in UNODC Headquarters.³⁴

Additionally, activities carried out within the same GPs but funded by other donors operated in the same thematic area (e.g. a workshop on gender dimensions of criminal justice responses in CT/national publications Maldives/Bangladesh GLOR35/Donor Japan in early 2021³⁵; the setting up of a South Asia regional PVE

³⁴ https://www.unodc.org/documents/justice-and-prison-reform/Leaflet_-_Nelson_Mandela_Rules_online_course.pdf

³⁵ https://www.unodc.org/unodc/en/terrorism/latest-news/2021_south-asia_-unodc-supports-efforts-to-strengthen-gender-dimensions-of-criminal-justice-responses-to-terrorism.html

Case-study 2: The Integrated Programming Approach applied

The project has been referred to as one of good practice and a unique example of integrated programming in UNODC. The evaluation team found that the project showcased several strengths and weaknesses of this integrated approach in the Maldives. 'The Integrated Programming Approach – a 'How To' Guide' (version 1 – 2014) does not offer a definition of this approach but gives four principles instead. These cover the following four elements: **Member States Policies** (Integration of UNODC programme action with relevant member states' policies, strategies and action plans at national and regional levels), **Partnerships** (Integration through alliances with other UN entities, regional and international actors, by inclusion of drugs and crime issues into national UNDAF Outcome Areas and other UN programmes and agendas, partners and donors), **UNODC Strategy** (Integration of all UNODC technical assistance into UNODC strategic planning, resource mobilization, allocations and reporting, for improved UNODC RBM), and **Technical Assistance** (Integration through complementarity and synergies among UNODC mandated areas into programmes at country, regional and global levels, for improved efficiency and results). IPA supports coherence and complementarity of UNODC's programming at four levels.

While integration was sought with UN strategies and planning processes, and at the technical level by means of a complementary approach of bringing together three instruments (that is, the G/NPs) into one vehicle, the components were neither mutually exclusive nor synergized in such a way that the organization was presented as 'one UNODC' to external stakeholders, including the UN and the recipient government in the Maldives. The theory of integrated programming has not elaborated on the need for strong management, the impact of different reporting lines within one team and the missing link of strategy in which all resources mobilized and received of this project are channelled to three different programmes, with the consequence that different line managers became responsible for different components of a relatively small project. The relatively small State of the Maldives provided a magnifying glass which demonstrated that integrated programming only functions as an effective approach when all resources are integrated into the organization's strategic planning in order to: (a) avoid internal competition for scarce resources, and (b) consolidate complementary programmes of which components are sometimes jointly implemented to build on existing strengths. The fine-tuning of planning and consultation processes with the recipient government, the necessity for strong management that ties the different components together into one consolidated approach in the country and presents 'one UNODC' to all stakeholders are lessons learned for integrated programming in general, and future programming in the Maldives in particular.

Interestingly, the recently concluded in-depth evaluation of GLOR35 notes that 'different approaches have been taken with respect to the utilization of GLOR35. This varied from national-level segments included under GLOR35 (such as in the case of Nigeria, which does not have a country office project), GLOR35 field-based positions, cost-sharing of positions and activities with other global, regional and national projects, and national projects funding headquarters-based activities under GLOR35 (such as in the case of Pakistan).' (2021: 22) Both the Nigeria and Pakistan approaches offered good practices of effective coordination and utilizing the GP for expertise and/or an efficient vehicle for channelling funds while recognizing TPB's thematic lead role on terrorism prevention and response.

network under GLOR35/donors Germany and Japan in 2021³⁶; prison support funded by Japan under GLOW63, which is implemented jointly with the Global Prison Challenges Programme (GLOZ85), which led to some internal competition within the project team in the Maldives, which had also become apparent to external stakeholders

Other GPs of UNODC have also provided technical support to the Maldives, in particular the Global Programme on Violence against Children, which provided technical support to the Maldives as the first pilot country of the Bali Process, and the joint project Container Control Programme (CCP)-GMCP segments on fisheries crime. The extent to which synergies were sought is not clear, but the relevance of more transparency and inclusivity on these initiatives, especially with respect to their alignment with those implemented under other GPs, such as the project evaluated here, including in the field of criminal justice reform, is without doubt to ensure a coherent, coordinated approach to the recipient government.

³⁶ <https://www.unodc.org/unodc/en/frontpage/2021/March/unodc-supports-member-states-in-developing-san-pve-a-regional-network-to-prevent-violent-extremism-in-south-asia.html>

External coherence. The project has been designed and implemented in coordination with multiple partners. Interpol has been a partner in implementing the project and was responsible for outcome 4. As referred to in the available weekly activity reports, some coordination has taken place with Interpol, which, however, did not have a consultant or staff member in the Maldives, and was managing the activities through the national counterpart in the Ministry of Home Affairs. While formal communication took place between the two international organizations, and Interpol provided updates for the weekly reports, it was in retrospect acknowledged that the use of more informal communication channels could have facilitated better coordination to strengthen rapport between the two organizations and manage the risk of possible duplication, especially as both organizations worked with the same counterparts, and opportunities were missed for a more coherent approach in planning and implementation. Neither desk review nor interview data contained a reference to a duplication of efforts.

Triangulated findings confirm that project staff have taken part in coordination efforts of the Resident Coordinator and offered technical expertise, amongst others to the Maldives Human Rights Due Diligence Policy document and the UN Sustainable Strategic Framework for the Maldives 2022-2026. The responsibility for UN coordination was shifted from ROSA to POLKA, with staff with delegated authority in Malé also in regular contact with the UNRC. Yet coordination with external actors was sometimes affected by the presentation of activities in GPs instead of as UNODC TA. Additionally, not all information on technical assistance reached the RC's Office in a timely manner and with sufficient detail. In the same vein, such delays had a limiting effect on coordination, and integration into the strategic and risk management systems of the UNRC.

Especially UNDP has been viewed as a relevant partner for UNODC considering the objective and scope of the project. Although UNDP has specifically been referred to in project outcome 2, the desk review and interviews confirm that coordination with UNDP has only taken place to some extent, and more attention could have been given to information exchanges on PVE and gender and age considerations in local governance, criminal justice reform and security issues. This would have been beneficial, especially – but not only - for outcome 1.



Cooperation with the UN Counter Terrorism Executive Directorate (CTED) has been valuable in the context of implementing the different activities of outcome 3, including in taking part in the national and regional online conferences held in 2020. CTED provided inputs into the training material for judges and participated in the training itself.

Under outcome 1, several long-term consultants pointed to different **bilateral** initiatives with the risk of duplication and possible challenges with respect to technical compatibilities of different types of equipment; efforts of these consultants to meet and share information with several donors were noted in their monthly reports.

The project has partnered with many ministries and other government bodies of the Government of the Maldives, such as the Ministry of Home Affairs, the Maldivian National Defence Force (MNDF), the NCTC, the Police, Maldives Correctional Service (MCS), the Prosecutor General's Office (PGO), Maldives Coast Guard, the Ministry of Tourism, the Ministry of Fisheries, Marine Resources and Agriculture, Maldives Customs Service. Several of these actors had already long-term relationships with different parts of UNODC, including the Ministry of Home Affairs, the Ministry of Defence, the NCTC, the police (see efficiency for cooperation between government bodies).

Partnerships have also been established with several NGOs, especially under outcomes 2 and 3. For instance, apart from the multiple partnerships with public sector institutions, staff held consultations with the Ministry of Youth and Sports and the Ministry of Home Affairs on ‘engaging CSOs and establishing private sector partnerships for rehabilitative programs for prisoners’.³⁷ Civil society participants participated in the national and regional online meetings held under outcome 3, and two NGOs offered training to prison staff under outcome 2. Civil society partnerships could be expanded on in future initiatives, including the field of rehabilitation and reintegration, and in relation to get a better understanding of the different gendered perspectives on VE, including by Islamic and secular scholars and institutions.

SUMMARY – COHERENCE

Synergies were sought, maintained and used within the project, within UNODC, UN agencies, bilateral agencies and CSOs, but these could have been given a more prominent role with respect to Interpol, UNDP and with CSOs. Additionally, a less efficient project management arrangement resulting in partial national coordination hindered the positioning of one-UNODC within the UN-country team and vis-à-vis the main project counterpart.

EFFECTIVENESS

EVALUATION QUESTIONS:

To what extent have the outcomes of the project been achieved or can be expected to be achieved?

What have been the facilitating or hindering factors in achievement of results?

Triangulated data support the findings that the project has delivered under all four outcome areas, although the outputs achieved have only in some instances led to enhanced operations (see the first chapter on the logic of the project’s results framework). Interviews conveyed that the trainings and mentoring meetings have contributed to identifying maritime threats, promoting and supporting interagency coordination, a more skilled handling of legal cases and more informed policy development and implementation. The outcomes of the project have not yet been achieved. Factors that have posed challenges to the project’s effectiveness have been the various consequences of the Covid-19 pandemic, the attempted assassination of the former president, the overall short duration of the project and the splits between the different components resulting in project-wide coordination and coherence challenges. The achievement of outputs in support of the four outcomes have, however, been facilitated by government ownership, partnerships and project team presence and inputs in the Maldives, the use of long-term experts on the ground, and the overall relevance of the project.

This includes the more effective communication on and drafting of MLA requests, which has resulted in such requests sent to different government authorities abroad in the right format, preceded by informal contacts to get all the necessary details of information that these requests should contain, and therefore eliciting a more positive response of the authorities approached. Other examples were the regular use of Skylight (Vulcan)³⁸ for MDA, and the use of training skills of prison staff training their colleagues on the NMR.

³⁷ Weekly Report, 15 October 2020, ‘Support to Maldives on Counter terrorism’, p.1

³⁸ Skylight is a maritime analyst tool for identifying suspicious behaviour that may be illegal or non-compliant with fisheries and other maritime regulations (see <https://skylight.global>).

Under outcome 1, the initial progress made towards contributing to a strengthened security and preparedness regime on remote islands in accordance with the MSS came to a halt because of the Covid-19 pandemic, and because of the continued restrictions on island travel and quarantines, the focus was shifted to capacity-building efforts for the entire criminal justice chain on maritime crime in 2021. A total of 138 law enforcement officials, prosecutors and judges were trained on maritime law, security and terrorism. Intermediate results were a better understanding of MDA, including the different mandates and the related network of contacts, and more appreciation for international maritime law and the related legal response. In addition, interview data further relayed that coordination between security and criminal justice actors had to be improved, and the acknowledgement of different actors of this particular weakness could result in more concerted efforts in the future to redress this issue. The utilization of knowledge and skills obtained as a result of training could be found in the more efficient and effective processing of MLA requests, and the regular use of Skylight.

Prison reform was covered under outcome 2. A total of 276 prison officers were trained in 12 training workshops, including two ToTs. This has resulted in more knowledge and awareness amongst trained officers on the NMR and Bangkok rules, on threats and radicalization in prisons, on prisoner classification and rehabilitation. The Manual for Countering Violent Extremism in Prisons, the Standard Operating Procedure (SOP) for Special Management Unit and the Prisoner Classification and Risk Assessment Tool have been completed, translated into Dhivehi and endorsed by the MCS. A comprehensive Rehabilitation Needs Assessment report of the Maldives Prisons, with a specific focus on VEPs, is being completed. The Prisoner Classification and Risk Assessment Tool was piloted at the time of this evaluation, and the prison staff trained to become trainers had begun with training their colleagues on the NMR.

The link between the effective, fair and efficient adjudication of (R)FTFs, in conformity with the fundamental principles of the rule of law and human rights, and judicial capacity-building was made under outcome 3. Two national-level online meetings were held in 2020 with a focus on national legislation and practices on CT and PVE, including challenges related to returning FTFs and their families, and one online regional meeting to share perspectives and experiences for regional learning. Furthermore, two training activities were held for prosecutors and two for judges, including one ToT. A lot of effort had been directed towards the preparation of comprehensive training curricula, namely the Toolkit for Judges for the Effective Adjudication of Terrorism Cases and the Train-the-Trainer Manual for Judges developed for the Effective Adjudication of Terrorism Cases. Both had been used in a new format adapted for online training, although no evidence could be obtained about the utilization of the acquired knowledge and shared information. The report on Strengthening National Capacities of Maldives to Prevent the Use of Improvised Explosive Devices in Terrorism-related Crimes - Maldives Capability Maturity Model and Self-Assessment Tool Summary was completed.

Under outcome 4, law enforcement capabilities were developed and strengthened with the donation of biometrics software and four analyst notebook licenses, the conduct of one online course on biometrics data and international data sharing (jointly with Sri Lanka), one regional social media and online intelligence workshop (jointly with UNODC), criminal intelligence analysis training, excel for analyst training, mentoring, an intelligence report, and one border management training. The intermediate results have been captured as follows: 'The National Central Bureau of Male have shown continuous support for all INTERPOL activities and been engaged in all deliverables for the project. As a result of the project activities, the Regional Counter Terrorism Node (based in Singapore) has documented an increase in the number of requests for support or guidance in relation to transnational incidents and areas that INTERPOL can provide support. This increase of requests has not only come from the National Central Bureau but also via the National Central Bureau from other units who are now better informed on the support that INTERPOL can provide.'³⁹

³⁹ UNODC, 2021, Final Report 2021 EU ICSP Maldives, pp. 29

SUMMARY – EFFECTIVENESS

The project has been effective to some extent only considering its limited duration, the impact of the Covid-19 pandemic, the attempted assassination of a politician, added to the identified internal coordination and coherence challenges. Under all four outcome areas, outputs have been achieved because of the overall relevance of the project, government ownership, the hard work of the project team on the ground, their adaptability and flexibility in terms of responding to the unintended consequences of the pandemic, and the use of long-term experts on location. In several areas, the use of acquired knowledge, skills and access to particular software has already been observed, such as in prison staff training their colleagues on NMR, the regular use of Skylight for MDA and the more effective management of MLA requests, and an increase of support requests in Interpol.

IMPACT

EVALUATION QUESTIONS:

To what extent has the project reached its *objective*?

What were the overall intended and unintended impact or long-term results, if any, of the project?

Impact, in the context of the ‘Support to Maldives on Counter-Terrorism’ project, refers to the extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, effects through the delivery of the project objective. The objective of the project ‘Increase [the] capacity of criminal justice and law enforcement officials to effectively investigate, prosecute and adjudicate

Case-study 3: Unintended impact – Real-time mentoring of law enforcement officers and prosecutors

On 6 May 2021, in an attempted assassination, the speaker of the House of Parliament and former president Mohamed Nasheed, were wounded near his home in Malé by an IED. The presence of several international experts in Malé allowed for real-time mentoring to police officers and prosecutors on the collection of forensic evidence and the investigation of the case. This support to further strengthening relevant skills was highly appreciated by the recipients, although no further information could be obtained on its actual impact [for instance, one of the experts had signed a non-disclosure document]. The support offered was given in close coordination with the UNRC and bilateral partners who had their experts arriving within days following the attempted assassination.

terrorism cases in Maldives, in line with the relevant international legal instruments and human rights norms, standards and good practices’ has been achieved to some extent, although no figures could be provided on the proportional increase in institutional capacity because of the lack of clarity of the unit of measurement and corresponding data. In addition, the majority of project activities were implemented in 2021, which did not allow for much time to observe their impact at the time of this evaluation.

Interview data confirm the immediate results of capacity-building efforts, such as improved knowledge and skills, which

however need to be further consolidated to ensure their use in addition to sustained effort to strengthen coordination between the different actors of the criminal justice chain (see the section on sustainability). In a few instances, these have been applied in practice, such as the training on the NMRs undertaken by trainers trained under the project and the more effective and efficient management of MLA requests by prosecutors following their training on this topic (see the section on effectiveness). The unintended impact has been the real-time mentoring offered by international experts following the attempted assassination of the former president Mohamed Nasheed on 6 May 2021 (see case-study 3).

SUMMARY – IMPACT

Overall, measuring the impact of an 18 months' project has been difficult as impacts manifest considerably later during a projects cycle. However, several aspects of the project have demonstrated initial possible longer-term impacts including the mentoring of law enforcement officials and prosecutors in the gathering and usage of forensic evidence.

SUSTAINABILITY

EVALUATION QUESTIONS:

To what extent were the *results*, by their nature and delivery modalities, appropriate to ensure long-term sustainability of the intervention?

To what extent has ownership been promoted through partnerships with beneficiaries as well as other stakeholders?

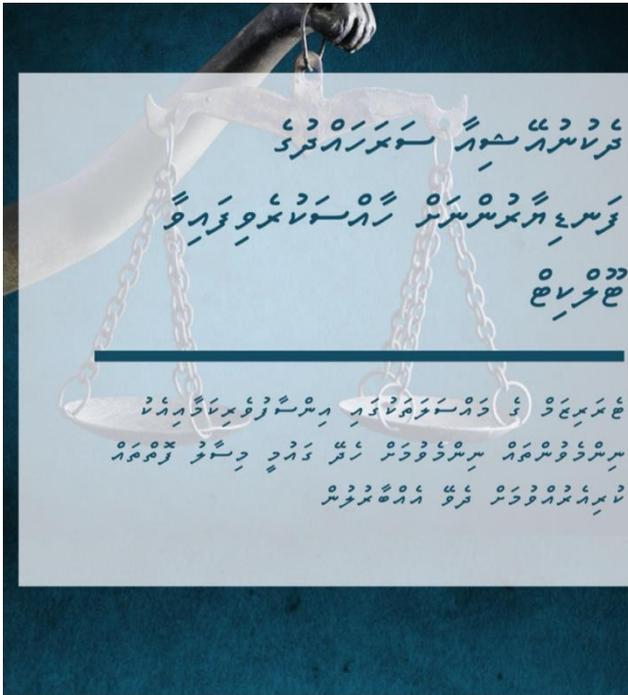
All results have the possibility for sustainability, although more inputs are needed to actually achieve this in the long term. Government ownership has been invited, promoted and sought during the course of the project's design and implementation by means of extensive consultations under, especially, the first three outcomes as a result of the presence of the project team in the Maldives. Nevertheless, interview data also conveyed that this could have been done to a greater extent by being more coordinated internally, with more attention to long-term planning and inclusiveness of relevant counterparts in the executive and government branches during the planning processes. Yet, the overarching observation, based on interview and desk review data, is that the results achieved thus far, including the partnerships created, nurtured and strengthened with counterparts and government actors of other countries in the region and beyond, can only become sustainable with continued technical support considering the short-term nature of the project, and the impact of the Covid-19 pandemic on project results.

While available training evaluations confirmed the intended use of knowledge and skills obtained, less evidence was available in interviews on the actual use, so far, of what was acquired during training. Their application, however, confirmed the relevance of these activities, including their practical nature and the needs that it could therefore address. Additionally, interview data also pointed out that staff turnover is a serious risk to sustainability, which has had an impact on the continued availability of capacity.

Overall, however, interview data confirmed that capacity-building requires a long-term approach and results thus far achieved could potentially be strengthened and solidified to guarantee their sustainability. This would require a return to face-to-face training, at least to some extent, considering that this was considered more effective, including practical exercises (e.g., moot courts), and regular mentoring in different formats, for instance. Additionally, long-term training is also required to continue to remain abreast with the latest trends in terrorism and developments in the field of CT and PVE. The same applies to the provision of supporting technology. For instance, in the case of Skylight, a new feature is put out every month, and every second month there is new training that every user can access to improve their knowledge, although parallel mentoring could be needed to advise on the incorporation of these new features into the existing workflow and synergies with other software in this field.

Several trainings concerned ToTs, namely on MSS and MDA/Skylight (outcome 1), the Mandela Rules for prison staff (outcome 2) and terrorism cases for judges (outcome 3). The ToT for prison staff had been implemented by means of a selection process that identified 15 staff with the most appropriate profile for providing training to fellow staff, followed by the ToT, and subsequently the process of training fellow staff on the Mandela rules. While the Covid-19 pandemic slowed down the process of offering training to fellow prison

staff on the Mandela rules, interview data confirm that capacity-building in this field has started mid- August 2021. The ToT conducted under outcome 1 had the format of a regular training. The ToT held for judges required further follow up training to transfer topical knowledge and teaching skills to the judges, and provide them with tailored training tools (e.g., PowerPoint Presentations) considering their high workload. The tailored ToT manual was handed over to the Department of Judicial Administration. Thus, in addition to further technical assistance decided on in close cooperation with concerned actors, more attention could be given to the further institutionalization and the ‘readiness to implement’ of such capacity-building efforts.



The development of manuals, training material and operational guidelines has been an integral component of this project. Outcome 1 did not have any publication or other written output as such, but some of the training materials were uploaded on shared drives so trainees could continue to access the material as a library for reference. Several guidelines and training materials were completed under outcome 2 and outcome 3. The Special Management Unit is not operational yet, which implies that the SOP is still not applied. Training on the SOP still needs to be undertaken. The piloting of the risk assessment guidelines was started in August, in *Maafushi* and Male’ prison, according to interview data. The Manual for countering VE in prisons will be published, and put on the UNODC website, although firm publication dates still need to be decided on. These outputs have all been translated into Dhivehi to increase access to this material. The objective is to also publish the ToT manual for judges on the UNODC ROSA website, in English, and the same for the Dhivehi version of the CTED regional handbook (although this document was also translated but was not widely shared with all relevant actors – see picture). The report on IEDs has been finalized. In order to promote further ownership



of the various outputs under outcome 3, further cooperation and inputs need to be sought with relevant counterparts to promote further ownership of these products of relevant counterparts, and fine-tune and tailor the training material and the IED Capability Maturity Model and Self- Assessment Tool assessments to their needs. The public documents will only be available in soft copy for the time being.

Equipment and software were only purchased to a limited extent, although the donation of equipment will also need to be considered more seriously in future efforts to provide the staff of counterparts with the relevant technical tools to enable them to apply their knowledge and skills. This will also require coordination with other actors to ensure that these do not conflict with available systems and that expertise is available for maintenance and continuous upgrading. The procurement process of some equipment under outcome 4 (Chemical precursor test kits, video analysis software system which replaced the fingerprint equipment and training on the data analysis licence) could not be finalized before project closure, and Interpol will therefore donate this with funds provided by the Interpol Foundation for a Safer World.

Some follow-up activities might be supported under the G/NPs, although this still needs to be firmed up and confirmed. A foundation has been built by the project, which needs to be strengthened and expanded on to ensure sustainability of results achieved thus far. The GMCP and ROSA continue to have other donors supporting prison reform in the Maldives (see also the section on internal coherence). UNODC is in the process of preparing a proposal for phase II of the project, in close cooperation with the EU with estimated start in

early 2022. This phase will again be for a duration of 1,5 years funded by the IcSP while a multi-year project will be developed simultaneously for more sustained support.

SUMMARY – SUSTAINABILITY

Sustainability has been considered by promoting ownership of the assistance and results provided, although there is space for strengthening ownership including by an earlier inclusion of recipients in planning and in supporting the institutionalization of results. Some results achieved thus far have already been used, but continuous support is needed to consolidate the work began under this project.

HUMAN RIGHTS, GENDER EQUALITY AND LEAVING NO ONE BEHIND

EVALUATION QUESTIONS:

To what extent were human rights considerations included in project design and implementation?

To what extent were considerations of gender equality and leaving no one behind included in project design and implementation?

HUMAN RIGHTS

Human rights, gender equality and leaving no-one behind have been mainstreamed in project design, implementation, monitoring and reporting, albeit in varying degrees. In the ‘Description of the Action’, terrorism has been described as an ‘assault on the rule of law, human rights and international peace and security. It violates the most basic human rights including the right to life and threatens not only individual civil and political rights but also economic, social and cultural rights’ (p. 2), thus providing the overall rationale for the project. Project staff providing inputs into the drafting of the Maldives UN Human Rights Due Diligence Policy in Maldives (August 2020), although the policy has only guided the work to some extent, and ought to be considered systematically. Furthermore, the provision of other equipment, such as Skylight, could also be



UNODC GMCP held a one-day session in investigating human rights complaints in Maldives

reviewed from this angle as well as its potential consequences for economic, social and/or cultural human rights (e.g., the detention of crew of fishing boats).

Furthermore, triangulated data confirm that human rights has been integrated into training under all three outcomes. Human rights/intelligence training was provided to the Maldives Human Rights Commission⁴⁰ and in training provided to prosecutors and judges (e.g. no coercive interviews, no detention without charge, no mistreatment, no inappropriate questioning, no intimidating posturing), but a more systematic effort could have been made to include human rights as a component to all recipients of the GMCP. Under outcome 2, training was provided on the NMR and the Bangkok rules to staff

of the Maldives Prison Service, although it is too early to already be able to observe noticeable changes in the adherence to human rights norms under these two outcomes, and also the work done under outcome 3. In

⁴⁰ Source picture: GMCP update 03/15/2021

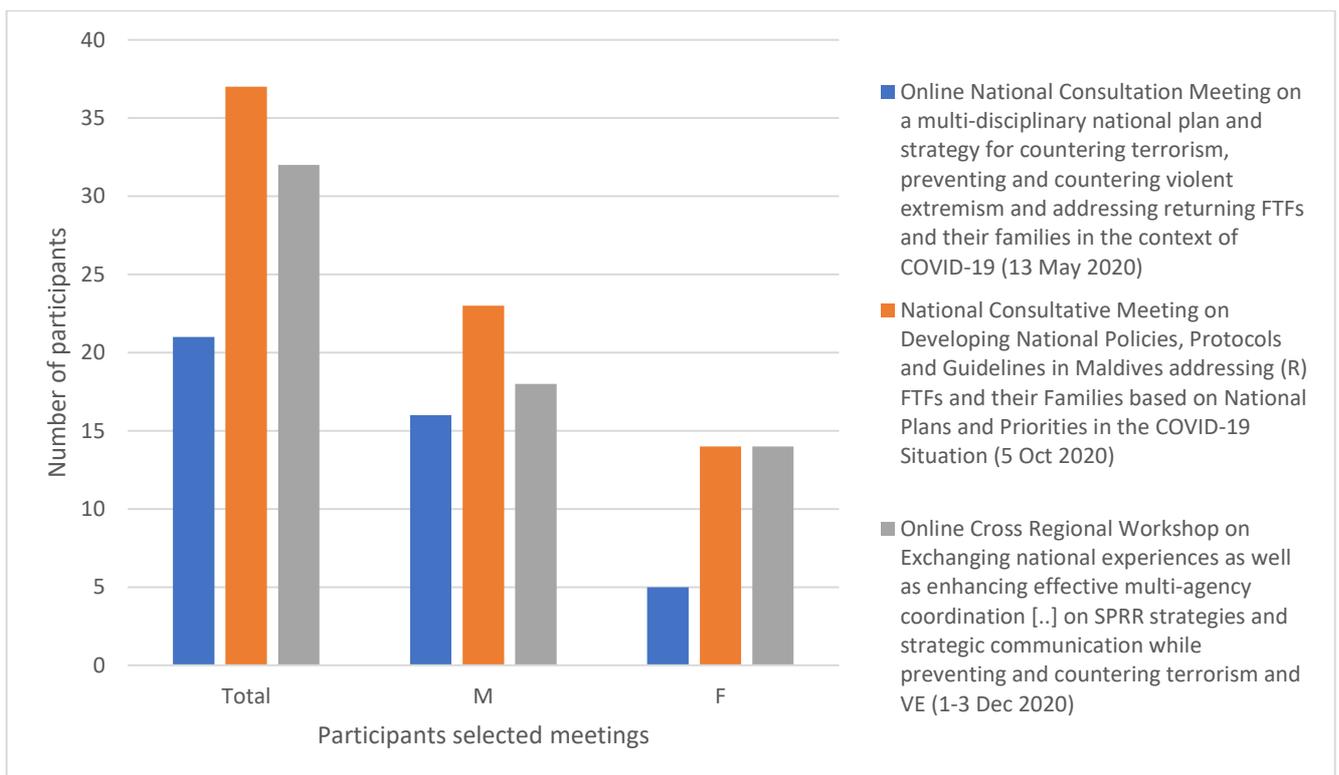
training given to judges under the latter outcome, specific attention was given to the area of electronic evidence, evidence-based confessions, and human rights, gender and children’s rights were included in the online national and regional meetings on FTFs.

GENDER EQUALITY

Gender equality has to a lesser extent been mainstreamed in the project. The project is not gender-blind, but gender could have been more systematically considered in design, implementation, monitoring and reporting. The ‘Description of the Action’ referred to SDG 5, and provided detail on the gender-sensitive approach that UNODC intended to apply in the project, including equal access to resources and opportunities for men and women, both individually and in groups, although triangulated data confirm that it has not consistently been considered under all outcomes. The UN Maldives CCA confirms that ‘Despite positive developments such as the appointment of the first female justices of the Maldives Supreme Court and the allocation of one third of seats to women in the local councils, women are still underrepresented in the Maldives’ judiciary, parliament, and local governing bodies.’ (2020: 6)

Invitations for training activities and meetings sent to government counterparts did not systematically include information on SDG5, the goal of gender parity in meetings and training, and the request to select an equal number of male and female staff for these meetings, if feasible considering the profile of relevant staff. Particularly with reference to law enforcement, women have been limited in number, while more women seem to be working in prosecution, the judiciary and in the Human Rights Commission, for instance.

Graph 3: Sex-disaggregated data of participants of three online meetings organized by TPB in 2020



Sex-disaggregated data were collected under outcomes 2, 3 and 4. The overwhelming majority of training and meetings had less female than male participants which was reflective of the proportion of female professional in the different professions of the criminal justice chain. For instance, a total of 276 prison officers were

trained during the project, out of which 54 were female (19.6 per cent)⁴¹, and the ToT for the Effective Adjudication of Terrorism Cases had 34 participants (including 5 female participants amounting to 14.7 percent). In contrast, out of the 58 participants of the Consultative Meeting on Developing National Policies, Protocols and Guidelines in Maldives addressing (R) FTFs and their Families, 60 percent were women.

The work under outcome 1 has been given the least attention to gender mainstreaming, as limited references to gender and sex-disaggregated data were found in activity-related documentation. Neither training agendas contained a reference to gender equality and mainstreaming, nor populations statistics collected for the MSS component included sex and age disaggregated data. Triangulated data further conveyed that the only female expert offered some mentoring on being a female professional, and future mentoring of female criminal justice experts, for instance by means of a platform, could support their empowerment. The diversification of the pool of consultants, with more female consultants and also male consultants providing training on gender equality and human rights to provide role models and move beyond stereotypes, could also be considered. Outputs prepared under outcome 2 and outcome 3 have respectively dedicated sections to female prisoners and human rights and gender-related considerations.

LEAVING NO ONE BEHIND

The UN Maldives CCA identifies, amongst others, women, children and youth and differences between urban areas and atolls as relevant categories to reflect on the principle ‘leaving no one behind’. The project has considered this principle in the design and implementation of activities, although not systematically, including in areas that offer considerable opportunities to do so. Under outcome 1, the initial work on MSS clearly conveys a deliberate effort to include islands on the basis of criteria that also include population size and distance from the capital. Thus, less populated ones farther away from the capital were also selected for this activity. Yet, the planning for the inclusion of youth and women’s perspectives in assessment-related activities, and by collecting and utilizing sex- and age disaggregated data in assessment activities, was not considered in the documented data shared with the evaluation team (see the section above on women).

Under outcome 2, the principle of leaving no one behind was considered in planning and implementation. In the beginning of the Covid-19 pandemic, health training and material for infection control measures was offered to the MCS in order to ensure equal access of MCS staff and prisoners to this material. Training on the NMR and the Bangkok Rules took the principle clearly into consideration. In outputs, specific references have been made to standards and tools developed for female prisoners, children in prison settings, violent extremist prisoners and the NMR. There are ample opportunities to expand in this area, especially when designing rehabilitation and reintegration activities for prisoners, and women and children affiliated with FTFs, if relevant for UNODC (see also the section on external coherence).

⁴¹ . UNODC, 2021, Final report 2021 EU ICSP Maldives, pp. 11

There are clearly opportunities to applying this principle while strengthening the criminal justice system, especially in areas, such as in the South, where several extremist groups operate, leading to higher threat levels. However, the scope of the project has not explored this yet as the focus has been on actors based in Malé. The Covid-19 pandemic further aggravated the Malé-centric delivery of TA considering existing travel restrictions and quarantine rules. While the CT training given to magistrates from remote islands was only relevant to some extent considering that terrorism cases are transferred to the capital, further capacity-building of other parts of the criminal justice chain located in at-risk locations could be considered in possible follow-up activities, in close cooperation with national and local government bodies and other TA providers.

SUMMARY – HUMAN RIGHTS, GENDER EQUALITY AND LEAVING NO ONE BEHIND

Human rights standards and principles have been applied across the project, although the application of human rights due diligence principles could have been considered more systematically. Although good practices were noted in prison reform, the principle leaving no one behind has not been systematically applied across all outcomes, with Covid-19 pandemic posing additional challenges to inclusivity. Gender equality has been applied to some extent, although the principle has not been mainstreamed in an equally balanced manner under the different outcomes.

III. CONCLUSIONS

At the time of designing the project ‘Support to Maldives on Counter-Terrorism’, there was nothing that could have predicted that a pandemic of global proportions, namely the Covid-19 pandemic would take place in parallel with the project. Nevertheless, the overall performance of the project could be assessed in a very positive light due to overall expenditure rates, which could be attributed to the hard work of the wider UNODC project team and in particular of the project team on the ground to adapt approved design to a rather volatile and ever-changing operational situation. The project became more field-centric because of this with less travel from other locations than originally foreseen in the design. Adaptations to the original design and the short-term nature of the project had however an immediate effect on the effectiveness and impact of the project. The host of capacity-building efforts completed considering these challenges and the short duration of this project needs to be viewed in a positive light, which has hopefully paved the way for extended support in order to guarantee the sustainability of already attained results for the foreseeable future.

The project offered an interesting case-study on the application of integrated programming principles in a country with a variety of bilateral and international actors providing technical support in the field of CT and VE. The challenges encountered with respect to coherence – both internally and externally – can partially be explained by considering the historic development of the three R/GPs responsible for different outcome components. The consequence of the inclusion of segments of the project into these three R/GPs led to a situation where the project was managed by different managers, including the project manager in Sri Lanka, which led to some internal discomfort and competition and the promotion of the individual project identity instead of the one-UNODC flag towards external actors, including counterparts that this integrated project sought to convey. Additionally, the different project segments showed the use of different approaches of planning, implementation and monitoring, and a lesson learned in that respect is that a focal point must be on site for quality control and project coordination, with reporting lines directed to the focal point.

Moreover, internal coherence must also be sought in the integration of human rights, gender equality and leaving no-one behind principles across all project segments within the overarching framework of the SDGs guiding UNODC and the Government of the Maldives’ work in the field of CT and VE. A stronger partnership with the UN, in particular the UNRC and UNDP, could support this in addition to continued cooperation with bilateral actors. While the relevance of the project objectives and outcome areas is without doubt, a clearer effort could have been made to consult with all government counterparts to determine ways forward in a more coordinated manner, and to consider civil society perspectives in parallel for a better understanding of the different narratives used in the Maldives. Thus, the secular security and CT narrative could potentially consolidate existing divisions in society. However, a more nuanced politically sensitive narrative with a focus on social cohesion and common traditions could offer entry points to arrive at a common space for dialogue and shared values. This approach could not only be a catalyst for developmental change, but also offer opportunities for UNODC to provide support in a more comprehensive, effective and collaborative manner in future project phases in CT and PVE.

The conclusions of this evaluation are best summarized with the help of the SWOT analysis given in Table 2.

Table 2 -SWOT analysis of the project 'Support to Maldives on Counter-Terrorism'

Strengths	Weaknesses
<ul style="list-style-type: none"> ✓ Highly relevant to UNODC's mandates and stakeholders' needs; ✓ Convening power; ✓ Established neutrality; ✓ Flexible and efficient approaches; ✓ Quality inputs and outputs, with some utilization of results despite short duration project; and ✓ Dedicated project team in Malé. 	<ul style="list-style-type: none"> ✗ Short-term nature project; ✗ Internal and external coordination challenges; ✗ Divergent reporting lines; ✗ Project team too stretched with too many competing managers; ✗ Strong identity GPs; ✗ Internal competition for funds; ✗ Short-term activity planning; ✗ Fragmented quality control, monitoring and reporting; and ✗ Non-systematic integration of human rights, gender equality and leaving no-one behind principles and SDGs.
Opportunities	Threats/Challenges
<ul style="list-style-type: none"> ✓ UNODC's expertise in the criminal justice response to terrorism, PVE and maritime crime; ✓ (Potential) partnerships that can be further leveraged for resources and impact; ✓ Established foundation of partnerships and capacity-building established for further support; and ✓ Presence of available project team in Malé. 	<ul style="list-style-type: none"> ✗ Limited duration of project cycle; ✗ majority of grants leading to planning & sustainability challenges; ✗ Different and competing actors providing TA in Maldives; ✗ Challenges in the field of internal and external coherence are larger than this project but could potentially reflect negatively on UNODC's name and affect a possible phase II if not solved.

IV. RECOMMENDATIONS

RECOMMENDATION 1 – PROJECT PLANNING PHASE II

Continue with preparing a phase II of the project to build on results achieved thus far, while taking forward, the recommendations below to strengthen relevance, efficiency, coherence, effectiveness, sustainability and, ultimately the project's impact (project management, with support of UNODC senior management)

RECOMMENDATION 2 – INTERNAL COHERENCE/MANAGEMENT

Strengthen internal coherence, coordination and management in future project by revisiting project management arrangements by: (a) recruiting a senior project manager for the Maldives to coordinate planning and implementation, and act as UNODC's national focal point, with full responsibility for staff in the Maldives; (b) establish appropriate staff reporting lines, to clarify responsibilities and accountability (UNODC Senior Management, including DO/DTA)

RECOMMENDATION 3 – EXTERNAL COHERENCE/COORDINATION

Strengthen external coherence by: (a) sharing UNODC updates with the UN RC Office regularly and systematically; (b) strengthening cooperation, coordination and information-sharing with UNDP in all relevant areas; (c) continuing systematic coordination with bilateral actors in the Maldives; and (d) expanding cooperation with civil society, including by reaching out to religious leaders (project management)

RECOMMENDATION 4 – INTERNAL COHERENCE/PLANNING

Support enhanced planning capabilities, and therefore relevance, by: (a) preparing a UNODC strategy/operations plan for the Maldives/annual work plans to guide coordination, planning, implementation and sustainability; and (b) holding extensive consultations with government bodies, including at the highest level, for ownership and tailored needs identification (project management, with support of other GP teams)

RECOMMENDATION 5 – SUSTAINABILITY/CAPACITY-BUILDING

Prepare and implement a long-term capacity-building strategy, which clearly provides for: (a) an overview of areas for TA; (b) sequencing and type of capacity-building activities, including ToTs; (c) required tools; (d) ownership/accessibility (e.g., language); and (e) the institutionalization of training, including by strengthening cooperation with existing training institutes (project team, with assistance of TPB/GMCP/ROSA)

RECOMMENDATION 6 – RELEVANCE/FRAMING

Review project-wide framing and visibility by: (a) including SDG references in activities under all G/NPs; and (b) continue with visibility activities, but with due consideration to possible security risks and political implications of activities (project team).

RECOMMENDATION 7 – GENDER EQUALITY

Advance gender equality principles and strengthen gender mainstreaming by: (a) ensuring gender equity in international and national staff and consultants recruitment (& geographical balance); (b) promoting an equal number of female participation in activities; (c) initiating a gender-sensitive and sex-disaggregated data collection on training, staff performance, island security, FTFs, criminal justice system; and (d) supporting the establishment and operations of a female criminal justice practitioners network (e.g. prosecutors) (project team).

RECOMMENDATION 8 – HUMAN RIGHTS

Strengthen the application of human rights standards and principles and the integration of the principle of leaving no one behind by a) systematically applying human rights due diligence principles in the design and implementation of technical assistance, such as with respect to equipment; b) integrating the leaving no one behind principle in maritime crime TA; c) considering more systematically the country-wide application of this principle in future efforts (project team).

RECOMMENDATION 9 – MONITORING

Systematize data collection and analysis for monitoring, reporting and sharing, incl. sex-disaggregated data, across all areas (see recommendation 8), and set up a knowledge repository for internal purposes (project team).

RECOMMENDATION 10 – TRAINING METHODOLOGY

Continue to sustain training participants interest, concentration and obtain optimal outcomes from either online and/or hybrid trainings, by expanding the use of different pedagogical approaches such as: (a) simulations; (b) break-out groups or rooms; (c) role plays; (d) group exercises and (e) group presentations.

V. LESSONS LEARNED AND BEST PRACTICES

LESSONS LEARNED

A key lesson can be found in the field of integrated programming. The concept invites – in theory – synergies between different levels. In practice, UNODC’s programmatic realities are that global and national projects are thematically not necessarily mutually exclusive considering their origins and history. Moreover, the managers of these programmes are in control of the staff funded under their programmes, which is one of the reasons for a geographically stretched management structure and which could potentially result in less efficient and effective coordination at the national level, especially if segments of different programmes, with their respective staff members, are implemented in the same technical field in one country. Additionally, other GPs that are not vested in a particular project could also provide TA in complementary areas, with a risk of overlap and duplication and the appearance of a fragmented UNODC approach if not adequately coordinated to ensure the promotion of one-UNODC, quality control and a systematic application of core principles and standards.

Several good practices in promoting human rights, gender equality and leaving no-one behind observed under some outcomes could be more systematically applied across all project components. This concerns consistently reviewing human rights due diligence in planning of TA, including the procurement of particular equipment or technology, promoting the inclusion of women in capacity-building activities and in that respect supporting the advancement of gender equality in assistance provided, collecting sex- and age disaggregated statistics, where applicable, and utilizing an age and gender lens in all assistance provided to law enforcement and criminal justice actors, and support provided to victims and witnesses.

A third lesson learned can be found in the use of conceptual frameworks that potentially support and even reinforce divisions in society. Focusing mainly on security risks could harden pre-existing divisions if not contextualized within an overall framework of preventing and responding to CT and VE that invites dialogue, tolerance and respect for different perspectives and shared cultural traditions. This lesson argues for a reconsideration of the framing of TA especially in those instances where the assistance provided focuses exclusively on security, maintaining law and order and a discourse on ‘the other’ and ‘extremists’ without understanding the developmental causes underpinning societal divisions and grievances.

BEST PRACTICES

The Covid-19 pandemic brought out the good practice of field-based presence as international and also national travel faced restrictions and challenges. The project became more field-centric with three instead of one UNODC staff member based in the country. In addition, the use of international experts on long-term assignments turned – overall – out to be highly beneficial in order to gain trust and knowledge about operational strengths and challenges, while at the same time offering opportunities to respond, adapt, limit and expand assistance depending on operational opportunities. This was highlighted by the real-time mentoring provided by some of these experts following the attempted assassination in May 2021.

The application of human rights standards and principles was clearly a good practice, which was visible in a host of different activities spanning the project. This concerned the capacity-building offered to different criminal justice actors and the Maldives Human Rights Commission, including but not limited to the integration of international human rights instruments and standards, such as the NMR and the Bangkok Rules, and the contribution to the Maldives Human Rights Due Diligence Instrument, and the initiative to seek the application of human rights due diligence with respect to decisions on TA.

ANNEX I: TERMS OF REFERENCE

UNITED NATIONS OFFICE ON DRUGS AND CRIME
Vienna

TERMS OF REFERENCE

FINAL INDEPENDENT PROJECT EVALUATION

of the

*“Support to Maldives on Counter-Terrorism”
project*

Carried out within Global Programme GLOR35



UNITED NATIONS

Vienna, 2021

Terms of Reference
Final independent project evaluation of “*Support to Maldives on Counter-Terrorism*”
May 2021

Background and Context

Project/Programme number:	GLOW63 / GLOR35 / MDVAB9
Project/Programme title:	Support to Maldives on Counter-Terrorism
Duration (dd/mm/yyyy-dd/mm/yyyy):	01/02/2020-31/07/2021
Location:	Maldives
Linkages to Country, Regional and Thematic Programmes:	<ul style="list-style-type: none"> • Regional Programme for South Asia (2018-2021); • Sub-programme 4: Terrorism Prevention; • Sub-programme 5: Crime Prevention and Criminal Justice
Linkages to UNDAF’s strategic outcomes to which the project/programme contributes ⁴²	<ul style="list-style-type: none"> • <u>Outcome 1</u>: Youth and Children access equitable, inclusive and quality social services & have increased opportunities for skills development • <u>Outcome 2</u>: Gender equality advanced and women empowered to enjoy equal rights and opportunities in access to social, economic and political opportunities, • <u>Outcome 3</u>: Citizen expectations for voice, sustainable development, the rule of law and accountability are met by stronger systems of democratic governance, • <u>Outcome 4</u>: By 2020, growth and development are inclusive, sustainable, increase resilience to climate change and disasters, and contribute to enhanced food, energy and water security and natural resource management. <p>UNDAF was extended to cover until 2021. Since June 2021, UNDAF was included into the <i>COVID-19 Socio-Economic Response and Recovery Framework (SERF)</i>, UNODC’s contribution falling within SERF’s pillars one (<i>Protecting Health Services and Systems during the crisis</i>), two (<i>Protecting People: Social Protection and basic services</i>), and five (<i>Social Cohesion and community resilience</i>).</p>

⁴² United Nations Development Assistance Framework

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Linkages to the SDG targets to which the project contributes:	<ul style="list-style-type: none"> • SDG 5 on Gender Equality • SDG 16 on Peace, Justice and Strong Institutions • SDG 17 on Partnership for the Goals
Executing Agency (UNODC office/section/unit):	<ul style="list-style-type: none"> • UNODC Regional Office for South Asia (ROSA) • UNODC Programme Office in Sri Lanka (POLKA) • UNODC Programme Office in Maldives (POMDV) • UNODC/DTA/Terrorism Prevention Branch (TPB) • UNODC Global Maritime Crime Programme (GMCP)
Partner Organizations:	INTERPOL
Total Approved Budget (USD):	1,641,138
Total Overall Budget (USD):	1,641,138
Total Expenditure by date of initiation of evaluation (USD):	445,911USD (as of 31 January 2021)
Donor(s):	European Union (EU)
Name and title of Project/Programme Manager and UNODC office/section/unit:	Mr. Troels Vester, Head of Office a.i., Programme Offices for Sri Lanka (POLKA) and the Maldives (POMDV)
Type and time frame of evaluation: (Independent Project Evaluation/In-depth Evaluation/mid-term/final) (start and end date of the evaluation process)	Final Independent Project Evaluation, 17 July 2021 – 15 December 2021
Time frame of the project covered by the evaluation (until the end of the evaluation field mission/data collection phase):	1 February 2020 – 15 September 2021
Geographical coverage of the evaluation:	Maldives
Budget for this evaluation in USD ⁴³ :	35,000 [as per IES budget matrix]
Number of independent evaluators planned for this evaluation ⁴⁴ :	2
Type and year of past evaluations (if any):	GLO/R35 In-Depth Evaluation 2015; GMCP In-Depth Evaluation 2020; and GLO/R35 In-Depth Evaluation ongoing

⁴³ Including fees for evaluation team, travel, printing, editing, translation, interpretation, etc.

⁴⁴ Please note that the minimum for any UNODC evaluation is two independent evaluators, i.e. one Evaluation Expert and one Substantive Expert in the subject area of the project to be evaluated.

Project overview

UNODC POMDV together with ROSA, TPB, GMCP and POLKA are currently implementing an 18-month project on “Support to Maldives on Counter-Terrorism” (delivered within the framework of the *Global Programme on Strengthening the Legal Regime Against Terrorism* (GLOR35)). It started in February 2020 and is carried out with funds by the European Union. The initiative is being implemented in coordination with a parallel project on “Support to Sri Lanka on Counter-Terrorism”, also carried out with funds by the European Union.

Through the implementation of four outcomes, the project aimed at increasing institutional capacity of Maldives to prevent and respond to terrorism. Outcome One, in particular, sought strengthening security, preparedness and response capabilities on remote islands in accordance with the Minimum-Security Standards (MSS) issued by the Government of Maldives. Outcome Two focused on strengthening the capacities of Maldivian Correctional Service (MCS) to counter and prevent the proliferation of violent extremism ideology in prisons in Maldives. Outcome Three addressed the issue of Returned Foreign Terrorist Fighters and their families as well as strengthening capacities of the Department of Judicial Administration to adjudicate terrorism cases. Outcome Four aimed at developing and strengthening law enforcement capabilities to prevent and disrupt terrorism and/or terrorist-related activities. Additionally, UNODC implemented, following consultations with the donor, activities not originally included within the project’s workplan.⁴⁵

Direct beneficiaries of the project consisted in staff from government agencies within relevant line ministries. Those included the Maldives National Defence Force (MNDF), particularly the Coast Guard, the National Counter-Terrorism Centre, the Ministry of Home Affairs, including the Maldives Correctional Service and the Maldives Police Service, Prosecutor General’s Office, and the judiciary. The project pursued a practical, sustainable, and need-based approach, linking programmatic activities aimed at increasing beneficiaries’ knowledge and skills with stakeholder consultations and mapping exercises. It also promoted initiatives to spread awareness and fostering international cooperation based on international legal standards and best practices in key areas in the prevention of terrorism and violent extremism.

UNODC partnered with INTERPOL in the delivery of the project. According to internal arrangements on task-division, GMCP, ROSA, and TPB carried out activities falling under Outcomes One, Two and Three, respectively. INTERPOL delivered Outcome Four. At the local level, UNODC established prominent connections with national partners among project’s beneficiaries and counterparts. Similarly, UNODC fruitfully engaged with the EU, establishing a direct donor-implementer communication which facilitated the delivery of planned as well as additional activities. UNODC also integrated the delivery of the project within country-focused initiatives, such as UNSDCF, thus aligning its intervention to those of other UN agencies.

The project adopted a human rights-based approach, coordinating its implementation and deliverables with the 2030 SDGs and contributing to the UN Human Rights and Due Diligence Policy. UNODC performed, at every stage, a human rights-focused risk assessment, monitoring human rights implications linked to project’s activities and implementing mitigating measures accordingly. The project also integrated a gender-sensitive approach, ensuring that gender aspects were appropriately included and thoroughly discussed in each deliverable.

⁴⁵ See Annex IV.

In conformity with the project document, as agreed by the donor and as per UNODC evaluation norms and standards, a final evaluation is required before completion of the project.

The Final Independent Project Evaluation will focus on assessing the design, delivery, and impact of the activities carried out within the project toward the achievement of its overall planned objective and relevant SDGs. The evaluation will be conducted through a human rights and gender-attentive lens. It will also seek to assess partnerships and other forms of cooperation with national and international stakeholders, lessons learned and best practices. The evaluation team will further assess the extent to which the project facilitated a baseline for follow-up actions in the country, as well as the short and long-term effects, if any, the project has contributed to, further assessing the sustainability of the initiative.

The Final Independent Project Evaluation will complement parallel and *ad hoc* endeavours to assess the extent to which there was any impact of single activities. The outcomes of the evaluation will be carefully analyzed by UNODC, expanding its institutional memory for the implementation of similar or related future initiatives.

UNODC management at both the headquarter and field levels will benefit from the evaluation, which will highlight intervention's strengths and weaknesses linked to the addressed thematic areas and delivery modalities.

The final evaluation will also provide the donor with an outline of the project implementation, thus informing the designing of possible follow-up activities in the country and region. To the advisable extent, the main findings of the evaluation will also be discussed with project beneficiaries and other stakeholders, thus setting up a baseline for further UNODC intervention. The evaluation will assess all activities carried out under the four outcomes of the projects by UNODC and its implementing partner INTERPOL. It will cover the overall project duration, from February 2020 until the end of the data collection phase/field mission. The evaluation will be limited to assess the extent to which the intended impact of the action in the Maldives was reached, regardless of whether activities were implemented at the national, regional, or cross-regional level.

Evaluation criteria

The evaluation will be conducted based on the following DAC criteria⁴⁶: relevance, coherence, efficiency, effectiveness, impact and sustainability, as well as human rights, gender equality and leaving no one behind, and lesson learned and best practices. All evaluations must include gender, human rights and no one left behind. Ideally these are mainstreamed within the evaluation questions. The criteria of relevance, efficiency, effectiveness, impact and sustainability can be addressed as relevant to the evaluation purpose. Evaluation criteria and questions should be selected to meet the needs of the stakeholders and evaluation context. The evaluation criteria and questions will be further refined by the Evaluation Team in the drafting of the Inception Report.

<i>Relevance⁴⁷: Is the intervention doing the right thing?</i>
<i>Relevance is the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor.</i>
1. To what extent did the project respond to the changing and emerging regional and national (Member State) priorities and needs?

⁴⁶ <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

⁴⁷ Includes the previous criterion of design.

<p>2. To what extent were adjustments made throughout implementation to adapt the intervention to changes in the circumstances, including related to COVID-19, and ensure continuity of its relevance?</p> <p>3. To what extent were lessons learned from previous or similar initiatives considered in the designing and delivering of the intervention’s activities?</p>
<p style="text-align: center;">Coherence⁴⁸: How well does the intervention fit?</p> <p>The compatibility of the intervention with other interventions in the country, sector or institution</p>
<p>4. To what extent was the intervention coordinated and/or included within initiatives on the ground, such as those undertaken by other UN agencies, government structures, and CSOs?</p>
<p style="text-align: center;">Efficiency: How well are resources being used?</p> <p>The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.</p>
<p>5. Which measures have been implemented to ensure an effective use of financial and human resources, particularly considering restrictions stemming from measures to counter the spread of COVID-19?</p> <p>6. To what extent have the financial and human resources (inputs) been converted to outputs in a timely and cost-effective manner?</p>
<p style="text-align: center;">Effectiveness: Is the intervention achieving its objectives?</p> <p>The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.</p>
<p>7. To what extent did the intervention achieve its expected results as outlined in its objective and outcomes, thus contributing to the relevant SDGs?</p> <p>8. What have been the facilitating or hindering factors in achievement of expected results?</p>
<p style="text-align: center;">Impact: What difference does the intervention make?</p> <p>The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.</p>
<p>9. To what extent has the project reached its intended impact?</p> <p>10. To what extent did the project contribute to Sustainable Development Goals 5, 16 and 17?</p>
<p style="text-align: center;">Sustainability: Will the benefits last?</p> <p>The extent to which the net benefits of the intervention continue or are likely to continue.</p>
<p>11. To what extent were the implemented activities, by their nature and delivery modalities, appropriate to ensure long-term sustainability of the intervention?</p> <p>12. To what extent has local ownership been achieved through the establishment of solid partnerships with beneficiaries as well as national and regional stakeholders?</p>
<p style="text-align: center;">Human rights, gender equality, and leaving no one behind: Has the intervention been inclusive and human rights based?</p> <p><i>The extent to which the project/programme has mainstreamed human rights, gender equality, and the dignity of individuals, i.e. vulnerable groups, including those with disabilities.</i></p>
<p>13. To what extent were human rights considerations included in the design and implementation of the project?</p> <p>14. To what extent were considerations of gender equality and leaving no one behind included in the design and implementation of the project?</p>
<p style="text-align: center;">Lessons learned and best practices</p> <p><i>Lessons learned concern the learning experiences and insights that were gained throughout the project/programme.</i></p>
<p>15. What are the key lessons learned and best practices of the intervention and how could they be used to fulfil UNODC Strategy 2021-2025, particularly its thematic area on “preventing and countering terrorism”?</p>

The methods used to collect and analyse data

This evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR and further refined in the Inception Report, as well as the availability of

⁴⁸ Includes the previous criteria of partnerships and cooperation.

stakeholders. In all cases, the evaluation team is 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 additional documents that may provide further evidence for triangulation, on which their conclusions will be based. The evaluation team is also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tools as 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 the stakeholders of the project.

The evaluation team will be asked to present a summarized methodology (including an evaluation matrix) in the Inception Report outlining 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 as well as the UNODC Evaluation Policy, Norms and Standards.

While the evaluation team shall fine-tune the methodology for the evaluation in an Inception Report, a mixed-methods approach of qualitative and quantitative methods is mandatory due to its appropriateness to ensure a gender-sensitive, inclusive, respectful, and participatory approach and methodology to capture disability and gender equality issues, as well as voices and opinions of both men, women and other marginalised groups, ensuring gender related and disaggregated data (e.g. age, sex, countries etc.). Special attention shall be paid to an unbiased and objective approach and the triangulation of sources, methods, data, and theories. The limitations to the evaluation need to be identified and discussed by the evaluation team in the Inception Report, e.g. data constraints (such as missing baseline and monitoring data). Potential limitations as well as the chosen mitigating measures should be discussed.

The main elements of the evaluation process are the following:

- Preparation and submission of an Inception Report (containing a desk review summary, refined evaluation questions, data collection instruments, sampling strategy, limitations to the evaluation, and timetable) to IES through Unite Evaluations (<https://evaluations.unodc.org>) for review and clearance at least one week before any field mission/data collection phase may take place (may entail several rounds of comments);
- Initial meetings and interviews, either in person or online, with the Project Manager and other UNODC staff as well as stakeholders during the data collection phase;
- Interviews (face-to-face or by telephone/skype/Teams etc.), 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 (respecting potential COVID-related restrictions on travel and in-person meetings);
- Analysis of all available information;
- Preparation of the draft evaluation report (based on the Template Report). The Evaluation Expert submits the draft report to IES only through Unite Evaluations for review and clearance (may entail several rounds of comments). A briefing on the draft report with project/programme management may also be organized. This will be based on discussion with IES and project/programme management.
- Preparation of the final evaluation report and an Evaluation Brief (2-pager) (based on the Template Brief) including full proofreading and editing, submission to IES through Unite Evaluations for review and clearance (may entail several rounds of comments). 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. (in person or if necessary, through Skype/Teams etc.).
- 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 IES website: <https://www.unodc.org/unodc/en/evaluation/guidelines-and-templates.html>**Error! Hyperlink reference not valid.**

Evaluation stage	Start date ⁴⁹(dd/mm/yy)	End date (dd/mm/yy)	Subsumed tasks, roles	Guidance / Process description
Inception Report (3-5 weeks)	17/07/21	11/08/21	Draft IR; Review by IES, PM; Final IR	Includes 2 weeks for review by IES
Data collection (incl. field missions) (2-6 weeks)⁵⁰	12/08/21	15/09/21	Field missions; observation; interviews; etc.	Coordination of data collection dates and logistics with PM.
Draft report (6-9 weeks)	16/09/21	13/10/21	Drafting of report; by evaluators	Includes 2 weeks for review by IES, 1 week by PM
	14/10/21	03/11/21	Review by IES; review by PM; revision of draft	
Draft report for CLP comments (2 weeks)	04/11/21	17/11/21	Compilation of comments by IES	Comments will be shared by IES with evaluators
Final report, Brief and PowerPoint slides (3-4 weeks)	18/11/21	14/12/21	Revision by eval; review/approval by IES; completion of MR and EFP by PM	Evaluation report, Brief and slides are finalised. Includes 1 week for review by IES and 1 week for PM
Presentation (1 day)	15/12/21	15/12/21	Presentation organised	Date of presentation of final results to be agreed with PM.

The UNODC Independent Evaluation Section may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation process.

⁴⁹ Required preparations before the start: completed ToR; 2 weeks review of ToR by the Core Learning Partners; finalised ToR based upon comments received; clearance by IES; assessment of qualified evaluation team candidates; clearance by IES; recruitment (Vienna HR for international consultants requiring a minimum of 2 weeks; UNDP for national consultants which may take up to several weeks); desk review materials compiled.

⁵⁰ Data collection is currently likely to take longer than usual due to competing priorities of stakeholders and beneficiaries due to COVID-19. Data collection phase may imply on-line interviews, surveys etc instead of travel/face-to-face interviews.

Evaluation Team Composition

Role	Number of consultants⁵¹ (national/international)	Specific expertise required⁵²
Evaluation Expert	1 (international consultant)	Evaluation methodology
Substantive Expert	1 (international consultant)	Expertise in preventing and countering terrorism and violent extremism

The evaluation team will not act as representatives of any party and must remain independent and impartial. The qualifications and responsibilities for each evaluation team member are specified in the respective job descriptions attached to these Terms of Reference (Annex 1). The evaluation team will report exclusively to the Chief or Deputy Chief of the UNODC Independent Evaluation Section, who are the exclusive clearing entity for all evaluation deliverables and products.

Absence of Conflict of Interest

According to UNODC rules, the evaluation team 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.

Furthermore, the evaluation team shall respect and follow the UNEG Ethical Guidelines for conducting evaluations in a sensitive and ethical manner.

Management of the Evaluation Process

Roles and responsibilities of the Project/Programme Manager

The Project/Programme Manager is responsible for:

- managing the evaluation process;
- drafting and finalizing the ToR;
- identifying stakeholders and selecting Core Learning Partners (representing a balance of men, women and other marginalised groups) and informing them of their role;
- recruiting the evaluation team following clearance by IES, ensuring issued contracts ahead of the start of the evaluation process in line with the cleared ToR. In case of any delay, IES and the evaluation team are to be immediately notified;
- compiling and providing desk review materials (including data and information on men, women and other marginalised groups) to the evaluation;
- reviewing the draft report and draft Evaluation Brief for factual errors;
- completing the Management Response (MR) and the Evaluation Follow-up Plan (EFP) for usage of the evaluation results;
- facilitating the presentation of final evaluation results;
- disseminating the final evaluation report and Evaluation Brief and communicating evaluation results to relevant stakeholders;
- recording of the status of the implementation of the evaluation recommendations in Unite Evaluations (to be updated once per year).

⁵¹ Please note that an evaluation team needs to consist of at least 2 independent evaluators – at least one Evaluation Expert and one Substantive Expert

⁵² Please add the specific technical expertise needed (e.g. expertise in anti-corruption; counter terrorism; etc.) – please note that at least one evaluation team member needs to have expertise in human rights and gender equality.

The Project/Programme Manager will be in charge of **providing logistical support** to the evaluation team including arranging the field missions of the evaluation team, including but not limited to:

- All logistical arrangements for the travel/data collection phase including travel details; DSA-payments; transportation; etc.);
- All logistical arrangement for the meetings/interviews/focus groups/etc., (respecting potential COVID-related restrictions on travel and in-person meetings), ensuring interview partners adequately represent men, women and other marginalised groups and arrangements for the presentation of the evaluation results;
- Ensure timely payment of all fees/DSA/etc. (payments for the evaluation team must be released within 5 working days after the respective deliverable is cleared by IES).

Roles and responsibilities of the Independent Evaluation Section

The Independent Evaluation Section (IES) provides mandatory normative tools, guidelines and templates to be used in the evaluation process⁵³. Furthermore, IES provides guidance, quality assurance and evaluation expertise, as well as interacts with the project manager and the evaluation team throughout the evaluation process. IES may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation process.

IES reviews, comments on and clears all steps and deliverables during the evaluation process: Terms of Reference; Selection of the evaluation team, Inception Report; Draft Evaluation Report; Final Evaluation Report, Evaluation Brief and PowerPoint slides on the final evaluation results; Evaluation Follow-up Plan. IES further publishes the final evaluation report and the Evaluation Brief on the UNODC website, as well as sends the final evaluation report to an external evaluation quality assurance provider.

Payment Modalities

The evaluation team will be issued consultancy contracts and paid in accordance with UNODC rules and regulations. The payment will be made by deliverable and only once cleared by IES. Moreover, 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. Deliverables which do not meet UNODC and UNEG evaluation norms and standards will not be cleared by IES.

IES is the sole entity to request payments to be released in relation to evaluation. Project/Programme Management must fulfil any such request within 5 working days to ensure the independence of this evaluation process. Non-compliance by Project/Programme Management may result in the decision to discontinue the evaluation by IES.

⁵³ Please find the respective tools on the IES web site <https://www.unodc.org/unodc/en/evaluation/guidelines-and-templates.html>

ANNEX II: EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

Interview guide

The following interview protocol online interviews is preliminary. Interviewers should customize and adapt questions for each interview based on interviewee's role, time constraints, response, and level of knowledge/ familiarity with topics revealed during interviews. (Note that all interviews should start with informed consent. The interviewee should be made aware that the information they provide will remain confidential and anonymous, they should be told how the information will be used and for what purpose, and they should agree to continue the interview.)

Script Introduction

This interview is for the evaluation of the EU-funded project 'Support to the Maldives on Counter-Terrorism'. The project is implemented by UNODC and Interpol, with UNODC covering 3 and Interpol 1 outcome of the project. The evaluation is an independent project evaluation with the evaluation team composed of two independent consultants, namely one evaluation expert/lead and one CT expert. The evaluation will be guided by the following evaluation criteria: relevance, efficiency, effectiveness, impact, coherence, sustainability, human rights/gender equality and leaving no one behind. Good practices and lessons learned will also be collected, and recommendations will be given to UNODC on the possible continuation/strengthening of their work on CT. The interview is voluntary, and the information collected shall be treated confidentially and not be shared outside the evaluation team. Evaluation data will only be presented in aggregated form in the evaluation report. The evaluation report will be a public document and put on the UNODC website. The evaluation follows UNEG evaluation ethics and standards.

Name, organization and position:

Location:

Time Interviewee(s):

1. What is your role in connection with the UNODC/Interpol project 'Support to Maldives on Counter-Terrorism'? Which of its components have you interacted with / implemented since early 2020?

2a. From the perspective of your office or organization, what major outcomes is the project expected to achieve? How would you know if it is delivering those outcomes? Has it achieved these outcomes/results, and how are these measured (what evidence)?

2b. What are the main obstacles to achieving results in the field? How could those obstacles be overcome?

3. What has been the relevance of the project, and how has it continued to be relevant during its implementation and at this point in time?

4. To what extent does the project meet the needs identified in the various project documents? How have these needs been identified?

5a. What has been the rationale for the integrated programming model of the project? What has worked well, and which areas could be further improved on? Has there been duplication of efforts?

- 5b. Has coordination worked well in the Maldives, between the different GPs and the national project, and the HQ-based branches, the regional office and the national project offices?
6. What type of support (strategic, operational, programmatic, results reporting, inter alia) you receive from HQ/field/RO? (Modify according to interviewee) How could this be improved?
7. What do you expect to gain from this evaluation? What would make it most useful for you and your office/ organization? (Scoping question)
8. Have the right partnerships been established for the project?
9. Describe your office's cooperation with national stakeholders/UNODC/partners. Which lessons learned could be drawn from this cooperation?
10. From the perspective of your office/organization, what are the strengths and weaknesses of the project?
11. How do you ensure that the work has been implemented in an efficient and cost-effective way, and that inputs are converted to outputs in a timely and cost-effective manner? What is the role of your offices on this?
12. What has been the impact of the Covid-19 pandemic on project design and implementation? Has the project been flexible and adjusted well to the changed circumstances?
13. Has adequate attention been given to visibility? Has attention been given on the possible security consequences of visibility?
14. What could be done differently to improve project monitoring and reporting?
15. Are you satisfied with the capacity-building efforts of UNODC?
16. How and to what extent has the project incorporated human rights, gender dimensions and 'leaving no-one behind'? How satisfied are you with HR and related efforts? What could be done differently or significantly improved?
17. To what extent are the results of the project sustainable in the long-term? Which results are sustainable at this point in time? How can this be improved?
18. What new opportunities and threats are emerging that UNODC should be aware of in shaping its work in the future? Have you seen any best practices or lessons that should be replicated elsewhere?
19. What are good practices, lessons learned and recommendations to UNODC?

ANNEX II.III DATA COLLECTION INSTRUMENTS – FGD GUIDE

UNODC

Focus Group Discussion (FGD)

Script for participants of training implemented under the project ‘Support to Maldives on Counter-Terrorism’

Introduction

A focus group discussion (FGD) used to collect data for the in-depth independent project evaluation of GLOR35 is an online open discussion of four to five participants led by a skilled moderator or facilitator in a specified time-frame (approx. 90 minutes).

The objective of the FGDs is to get factual information on the positions of the participants, and obtain their views on the overall design and performance of the project, strengths and weaknesses, challenges, good practices and lessons learned. The evaluation criteria will structure this open discussion, and the moderator/facilitator will prompt in order to invite the participants to share their views in the group setting, which should be a safe environment for the discussion.

The participants for these FGDs will be participants of training activities held under the project. The groups will be composed by staff of one agency, with male and female staff will be mixed together.

The invitation to the FGD, which will be send out by the project team, will clearly state the purpose and objectives of the FGD, and offer the option to have an individual interview with the evaluation team instead, if preferred.

Tools

- FGD Script
- Microsoft Teams
- Recording software

FGD Script

1. Introduction

Introduce the following topics to the participants:

- The evaluation of the project – evaluation team, time-frame, methodology, final outputs.
- Purpose of the FGD - to collect information for the independent project evaluation.
- Division of responsibilities present evaluation team members.
- Request for permission to recording FGD. Explain purpose (for transcription only), use of data/confidentiality (only shared within the evaluation team) and deletion record file after transcription. If not all participants of the FGD agree with this option then notes will be taken instead.

Give ground rules

- Participation in the FGD is voluntary
 - No one is obligated to respond to any questions if s/he does not wish to do so
 - Participants can leave the discussion at any time
 - No one is obligated to share personal experiences if s/he does not wish to do so
 - Avoid providing names when sharing examples or experiences of others
 - There are no right or wrong answers
 - Be respectful when others speak
 - Keep all information shared during the discussion confidential; everything discussed in the group should remain within the group
 - Do not share details of the discussion later, whether with people who are present or not
-
- Introduce the topics of the FGD
 - Give space for questions

Ask participants to introduce themselves, and fill out the table with information on the profile of the participants.

Name	Gender	Position	Department/government body

2. Topics FGD

Relevance

- Has the training been relevant? How? Has it addressed your individual needs/of your institution?

Coherence

- Has the training been the first time that you received training on this topic/topics? If not, please explain how it relates to other initiatives.

Efficiency

- Was the training implemented in a timely manner?
- Were you satisfied with the training, the topics addressed in the training, the trainers and the final results of the training/

Effectiveness/impact

- What have been the main results of the training for you? And for your work? And your colleagues?
- Did the training have an impact in any possible way indirect beneficiaries (victims, witnesses, offenders associated with terrorism)

Sustainability

- Have you been able to use the acquired knowledge/skills? Please explain.
- What are possible challenges in this respect?
- Were you able to address these challenges? How?

Human rights/gender equality/leaving no one behind [if not already addressed under above themes]

Guiding questions:

- Have human rights been addressed in the training? How?
- Have gender equality and women's rights been adequately addressed in the training? How?

Concluding questions

Guiding questions:

- What recommendations would you like to give UNODC
- What are main lessons learned?
- What are main good practices?
- What are main strengths and weaknesses (if not already discussed earlier)?

3. Concluding the FGD

- Ask participants if they have questions and/or further information relevant for the evaluation.
- Thank participants for their time and their contribution.
- Repeat what you will do with the information, and what purpose it will eventually serve.
- Remind participants of their agreement to confidentiality.

ANNEX III: DESK REVIEW LIST

UNODC DOCUMENTS

Grant agreement, incl. annexes	2019	4
Addendum grant agreement, incl. annexes	2021	3
Interpol-UNODC agreement	2020	1
Certified annual financial statement project 2020	2021	1
Financial data 2021	2021	1
Project document prison reform component MDVBA09	2020	1
Progress reports MDVBA09	2020/2021	2
Annual Progress Report CTSLAM Interpol	2021	1
Project logframe GLOR35	2020	1
Planning Mission report TPB 6-11 Feb 2020	2020	1
Planning Mission report GMCP	2020	1
Work Plan Maldives Aug-Dec 2020	2020	1
Weekly donor reports	2020/2021	35
Report EU Maldives/Sri Lanka achievements and challenges	2021	1
Final report Maldives for EU	2021	1
Letter to EU to request for addendum 05 May 2021	2021	1
Outcome 1 Attendance sheets	2021	10
Outcome 1 Meeting agendas	2021	10
Outcome 1 Course evaluation data	2020/2021	2
Outcome 1 Mission reports consultants	2020/2021	19
Outcome 1 GMCP Newsletters mailchimp	2020/2021	15
Outcome 1 Presentations	2021	2
Outcome 1 Data MSS islands	2020	1
Outcome 2 Attendance sheets	2020/2021	10
Outcome 2 Training agendas	2020/2021	12
Outcome 2 Training evaluation reports	2020/2021	4
Outcome 2 Written outputs (SOP, prisoner classification tool, manual VEPs, needs assessment)	2021	4
Outcome 2 Equipment ToR	2021	1
Outcome 2 Mission reports	2020/2021	2
Outcome 3 Attendance sheets	2020	5
Outcome 3 Meeting agendas	2020	5

Outcome 3 Satisfaction/evaluation survey data three online events	2020	3
Outcome 3 Training evaluation sheets	2021	6
Outcome 3 Meeting reports & impact questionnaire	2020	3
Outcome 3 Overview training 2021	2021	1
Outcome 3 ToT Manual and adapted training material	2021	5
Outcome 3 FTF Manual draft	2021	1
Outcome 3 Draft IED report	2021	1
Outcome 3 Translation CTED South Asia judges manual	2021	1
Outcome 4 Interpol annual report 2020	2021	1
Outcome 4 Participants' lists	2020/2021	4
Outcome 4 Meeting agendas	2020/2021	3
Outcome 4 Course information	2020/2021	3
Evaluation ToR Final Independent Project Evaluation 'Support to Maldives on Counter Terrorism'	2021	1

Total number of UNODC documents reviewed: 191

EXTERNAL DOCUMENTS

Author	Title	Year publication	Number
Government of the Maldives	Strategic Action Plan 2019-2023	2019	1
	Strategy on Preventing and Countering Violent extremism	2017	1
	National Action Plan on Preventing and Countering Violent Extremism in the Maldives 2020-2024	2020	1
	NCTC Newsletters # 40, 53	2020/2021	2
	Letter Ministry of Health to UNODC on office space (24 November 2021)	2021	1
Institute for Economics and Peace	Global Terrorism Index 2019	2019	1
	Global Terrorism Index 2020	2020	1
	Global Terrorism Index 2021	2021	1
UN	Common Country Analysis Maldives	2020	1
	United Nations Sustainable Development Cooperation Framework (UNSDCF) for Maldives 2022-2026 Narrative & Results matrix	2021	2

	UN Plan of Action Preventing VE - priority areas	2021	1
UNDSS	UN Threat and Risk Assessment Service - IED attack in the Maldives	2021	2
	HRDDP final draft	2020	1
CTED	The impact of the Covid-19 pandemic on terrorism, counter terrorism and countering violent extremism	2020	1
UNDP	Women as Peace Builders and Agents of Change	2021	1

Total number of external documents reviewed: 18

ANNEX IV: STAKEHOLDERS CONTACTED DURING THE EVALUATION

Number of interviewees	Organisation	Type of stakeholder (see note below)	Sex disaggregated data	Country
25	UNODC (staff and independent consultants)	Project implementer	Male: 15 Female: 10	Austria, India, Maldives, Sri Lanka
8	Interpol, Skylight, UNRCO, UNDP, US Department of State	Partner	Male: 2 Female: 6	Various
2	EU	Donor	Male: 2 Female: 0	Sri Lanka/Thailand
22	Ministry of Home affairs, Ministry of Defence, Center for Counter Terrorism, Ministry of Tourism, Police, PGO, Judiciary, Maldives Correctional Service, Human Rights Commission, Environmental Protection Agency, Coast guard	Government recipient	Male: 15 Female: 7	Maldives
Total: 57			Male: 34 Female: 23	

Note: A stakeholder could be a Civil Society Organisation; Project/Programme implementer; Government recipient; Donor; Academia/Research institute; etc.