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**Global Programme for Strengthening the
Capacities of Member States to Prevent
and Combat Organized and Serious
Crimes (GPTOC)**

GLOT32

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CONTENTS

SUMMARY MATRIX OF FINDINGS, EVIDENCES AND RECOMMENDATIONS.....	v
Executive summary	viii
I.Introduction	11
Background and context	11
Evaluation methodology	13
Limitation to the evaluation.....	16
II.Evaluation findings	17
Design.....	17
Relevance.....	20
Effectiveness.....	21
Efficiency.....	23
Impact	26
Sustainability	28
Partnerships.....	31
III.Conclusions	33
VI.Recommendations	34
Develop a mechanism for assessing potential global projects	34
Develop appropriate indicators to measure outcomes, outputs and impact.....	34
Improve reporting to donors	34
Continue the use of mentors / advisors / experts in the field	35
Increase the level of administrative support at HQ level	35
Prioritise the advocacy program for GLOT32	35
V.Lessons Learned	36
Lessons learned.....	36
Best practices	36
ANNEX I Terms of Reference	37
ANNEX II Stakeholder Interviews.....	44
ANNEX III Questionnaires	47
ANNEX IV Desk Review Material	49

Glossary of Terms and Abbreviations:

AIAMP	The Asociacion Iberoamericana de Ministerios Publicos
CP	Country Programme
DO	Division for Operations
DTA	Division for Treaty Affairs
EH	Evaluation Handbook
FO	Field Office
GP	Global Programme
IPA	Integrated Programming Approach
ISS	Implementation Support Section
OAS	Organization of American States
REFCO	Central American Network of Organized Crime Prosecutors
RO	Regional Office
RP	Regional Programme
TOC	Transnational Organized Crime
TP	Thematic Programme
UNODC	United Nations Office on Drugs and Crime
WP	Witness Protection
WPA	Witness Protection Agency

SUMMARY MATRIX OF FINDINGS, EVIDENCES AND RECOMMENDATIONS

Main findings	Supporting evidences	Recommendations
<p>1. The GLOT32 project remains extremely relevant to its stakeholders but as a global project it requires to deliver greater global impact.</p>	<p>The results from the data collection instruments demonstrate a high degree of relevance among all stakeholder groups. The positive impact of the project has been confined to certain regions / countries and has not reached a truly global scale.</p>	<p>Develop a mechanism to develop existing or identify new projects that have the potential to be replicated and applied globally. A mechanism to identify potentially global projects should be introduced which would include a 'checklist' of requirements that any proposed project would have to meet. This mechanism should include input from appropriate in-house stakeholders (including IPB and SPU for Regional and Thematic Programing purposes) and external stakeholders (including donors) but should not be so cumbersome that unnecessary levels of bureaucracy are introduced into the process.</p>
<p>2. The current methodology for assessing the impact of GLOT32 and its effectiveness and efficiency is flawed primarily because the indicators used to determine these aspects are unrealistic and the HQ resources needed to monitor and evaluate these aspects of GLOT32 are scarce.</p>	<p>Desk review of the GLOT32 project documentation, coupled with feedback from interviewees, highlighted a number of unrealistic indicators and a failure to properly monitor those indicators.</p>	<p>Appropriate indicators for outputs, outcomes and impact should be developed. These should be defined in the project document in such a manner that it is realistic to expect to receive accurate data on the indicators for reporting purposes. These indicators should not rely heavily or critically upon third party involvement or execution but should be built upon aspects of the project under which UNODC has an appropriate level of control and influence.</p>
<p>3. Although the GLOT32 Project Team maintains good ad-hoc links with their primary donors there is little structured reporting being supplied to those donors with the exception of Canada. This has resulted in negative opinions being formed about the efficiency of GLOT32 and this could damage the sustainability of GLOT32 by increasing donor dissatisfaction.</p>	<p>A lack of regular and structured reports for and to donors coupled with feedback during donor interviews. Reports have been supplied but in response to specific donor requests. No process or procedure is implemented to ensure donors remain regularly informed on the progress of the project and the use of their funding.</p>	<p>Ensure reporting on the GLOT32 project to the donors is accurate, timely and addresses their needs through more active engagement with the donors. To improve the likelihood of continuing donor support and – by extension – to improve the short, medium and longer term sustainability of the Project it is imperative that donors are actively engaged by the</p>

		<p>GLOT32 Project Team. One of the most appropriate vehicles to achieve this is through regular, accurate and meaningful reports to donors. The reporting of the GLOT32 project to donors has been patchy with no obvious routine or structure. The donors should be invited to discuss their reporting requirements with the GLOT32 Project Team to develop a mutually agreed reporting format.</p>
<p>4. The use of mentors / advisors / experts within the Regional and Field Offices has been crucial in delivering success in two of the main projects run under GLOT32 namely:</p> <ol style="list-style-type: none"> 1. The Kenyan Witness Protection program and; 2. The REFCO Network of Central America and the Caribbean. <p>The GLOT32 Project Team has understood the importance of ensuring the right individuals are selected for these positions.</p>	<p>Without exception interview feedback highlighted the value of having well motivated, expert individuals attached to GLOT32 projects 'in the field'. Of crucial importance was the ability to demonstrate to local partners a level of knowledge and expertise that does not exist nationally <u>and</u> the ability to translate that knowledge and expertise into achieving concrete objectives.</p>	<p>Continue the policy of identifying and providing suitable mentors / advisors / experts at Regional and Field Office level. This evaluation notes the exceptional work done by specific individuals with both the Kenyan WP program and the REFCO network. Much of the success of these projects can be directly attributed to their input and expertise. With reference to the recommendation on the development of indicators for outputs, outcomes and impact the role of these mentors / advisors / experts should be recognised and included. Once more this should help highlight to existing and potentially new donors the essential need to identify, employ and retain quality personnel.</p>
<p>5. The evaluation found a lack of structure to the administration of GLOT32 at a HQ level. This has occurred almost exclusively due to a lack of administrative, or junior staff, support for the Project with Project Team members, including the Project Manager, having to get involved in the minutia of Project administration.</p>	<p>The lack of regular reporting (for example the semi-annual reports promised in the Project Document) suggests a project struggling to find the resources to produce this reporting. Where reports do exist there appears to be a piecemeal and ad-hoc approach to their construction. Interview feedback also suggests anything up to 70% of the Project Managers time is being abstracted into the area of administrative and non-project support. There is no definitive administration structure in place for dealing with day-to-day issues including budgetary and financial control of the Project.</p>	<p>Increase the level of administrative support for GLOT32 at HQ level. There is a clear lack of administrative resource for GLOT32 at the HQ level. The Project Manager finds herself attempting to fulfil the role of an administrative assistant while trying to manage the long term strategic direction of the Project. Resources will have to be found to supply administrative support to the project. The lack of proper administrative resources could have a substantial negative impact on the sustainability of GLOT32.</p>

<p>6. The GLOT32 Project Team have taken a pro-active approach to improving the advocacy of their Project and this is to be commended. This approach should be continued and prioritised within the Project.</p>	<p>From all the data collection sources in general but in particular from the interview feedback from external stakeholders and UNODC partners it is evident that the GLOT32 objective is still very relevant. The GLOT32 Project Team has recognised this and has implemented an advocacy programme on their Project with the Advocacy Unit</p>	<p>Continue to implement the strategy of improving the advocacy of GLOT32. The GLOT32 Project Team has embarked upon a worthwhile strategy with the Advocacy Unit of UNODC to help publicise their work on a global scale. This approach is to be applauded. This evaluation believes that this could be supplemented by implementing further, more targeted advocacy which could include appropriate in-house and external stakeholders. It is apparent from the 'relevance' results detailed in this report that the subject matter and mandated areas of GLOT32 comes high on the priority list of many stakeholders. This natural advantage must be fully exploited by the GLOT32 Project Team.</p>

EXECUTIVE SUMMARY

There is little doubt that GLOT32 resonates well with the vast majority of its stakeholders. It is a relevant Project that has a global perspective to assist Member States to implement the UN Convention on Transnational Organized Crime more effectively. The GLOT32 Project Team have recognised the scope that this mandated area provides and have developed a number of projects and products that act as vehicles to help meet the Projects stated objective. GLOT32 both at HQ and in the field have dedicated and hard-working personnel who have done much to develop and implement these projects and products to a wide range of stakeholders, partners and beneficiaries.

Two of the key projects developed and promoted by GLOT32 have been the Kenyan Witness Protection program and the so-called REFCO Network which provides a platform for Public Prosecutors in Latin America to cooperate across national boundaries. Both of these projects have been successful and their continuing existence and development is testament to the GLOT32 Project Team's vision in identifying areas of need and supplying the right mechanism to fill that need.

These projects highlighted one key area vital to their success. Of great importance is the ability to identify, deploy and then retain the right personnel./ or The ability to identify, deploy and then retain the right personnel is of great importance, regardless whether this is the administrative personnel charged with the day-to-day running of the project or the advisor / mentor / expert employed to drive forward the project in the field. It is crucial that the advisor / mentor / expert bring expertise and knowledge that is not accessible locally and that they have the ability to engage with the appropriate national and international stakeholders. The GLOT32 Project Team has shown a remarkable ability to identify the right people for the right jobs at the right time and this is to be highly commended.

Another area that is important to the success of any project or product is cooperation and partnership. This is inexorably linked to the skills and abilities of UNODC personnel employed to – among other duties – form these bonds with internal and external stakeholders. GLOT32 has managed to achieve a high level of cooperation and partnership due primarily to the pro-active and positive approach driven by the Project Manager and embraced by the rest of the GLOT32 team. It must be recognised that it takes two to make a partnership and on occasion no amount of work and discussion can persuade an unwilling partner to cooperate. Where this could have a substantially detrimental effect on the work of GLOT32 the Project Team should be able to identify these potential barriers and provide possible solutions.

The project team have been trying, for example, to develop a programme on criminal intelligence. It has not been easy to obtain the attention of donors or of those holding the funding for the regional programmes although funding has allowed for the development of manuals and the work is finally taking off in Central America and the Caribbean.

A further example of where the project opened the door to partnership for the greater good is in the development of the TOC Case Digest. This Case Digest is a tool that was developed during 2011-2012 that fits well under GLOT32 objectives. However, because it was led by a regular budget staff member and funding had been obtained, it was agreed to have it under GLOT32 only for financial and administrative purposes. The project team provided some support toward its development but otherwise it was developed as its own initiative. As the Digest initiative continues into a second phase, it would seem rationale for the Digest to link to the project substantively.

GLOT32 is a global project which has had a greater or lesser impact upon 25 different countries throughout its 4 year existence. It has a relatively modest budget of USD \$ 3,522,625 (2008 – 2012) which naturally restricts the number of projects it can run and – by extension – restricts the number of countries and regions upon which it can have a positive impact. There is still an opportunity, however, for the Project to have a greater impact at a global level. This could be achieved through identifying which projects and products have the potential to be replicated on a global scale. This will require greater emphasis on feasibility studies and the development of a methodology for identifying which existing or new projects / products could be deployed globally. These should be tied into the appropriate RP or CP.

One element which will restrict the ability of GLOT32 to expand in this direction is a lack of administrative support at HQ level. Currently the Project Manager is spending anything up to 70% of her time on non-core GLOT32 functions and the majority of that time is on day-to-day administrative tasks for the Project. This is not an efficient use of her time and this lack of efficiency is supported by both quantitative and qualitative data. The questionnaire returns and interview feedback highlighted that the efficiency of the Project could be improved.

This shortage of administrative resource has manifested itself in the lack of regular and regulated reporting from the project to its stakeholders, most crucially to its donors. There is no HQ reporting process or procedure that is adhered to and this has resulted in patchwork reporting on an ad-hoc basis usually when specific requests are made by stakeholders. The GLOT32 Project Team at HQ needs to find the resource to develop and maintain a proper reporting architecture. Furthermore, it needs in particular to establish a more interactive relationship with the donors to ensure they are informed on a regular basis on the elements the donors require to justify continued or increased funding. In mitigation it should be noted that reporting norms within the UN system have changed over the life of this project from a narrative basis to an indicator basis and this has led to a different type of donor reporting which does not necessarily provide a complete picture of the Project. In addition some donors require reporting to fit their own format, thus a standard approach to donor reporting is difficult for the Project to achieve.

In order to improve the sustainability of the Project success has to be demonstrated. The indicators that were developed to assist in this process are not adequate for the purpose. Some of the indicators are too heavily dependent on third party involvement and for others it is unrealistic to expect that type of data to be accurately captured. Additionally, the GLOT32 Project Team does not have the resources to properly measure and evaluate all of the indicators. This results in an unfortunate disconnection between the Project's obvious successes and their ability to demonstrate these successes to relevant audiences. New, more effective, indicators should be developed to help measure outputs, outcomes and impact.

As already noted the GLOT32 Project is viewed as extremely relevant across the national, regional and global environment. This relevance is a crucial aspect in maintaining and improving the sustainability of the Project. As such the GLOT32 Project Team has recognised the importance of this and has embarked upon an advocacy program with the professional assistance of UNODC Advocacy Unit. This is a worthy attempt to raise the global awareness of the Project, its objective and the type of support that GLOT32 can provide interested Member States. There is a strong case to be made that this program is prioritised and expanded within GLOT32 and that a list of existing and new beneficiaries, partners (including in-house partners), stakeholders and potential donors is developed for targeted advocacy.

Ultimately GLOT32 can be viewed as having achieved a substantial amount in the relatively short period of time it has been operating. In attempting to meet its objective the Project has supplied numerous trainings in various areas (e.g. special investigative techniques and criminal intelligence), produced handbooks (e.g. on how to produce a Serious and Organized Crime Threat Assessment) and best practice guides (e.g. on witness protection). It has also started and maintained two major projects; one on witness protection and the other on providing a platform in Latin America for Public Prosecutors to cooperate across national boundaries. And although the Project faces some challenges in moving forward this evaluation suggests that the development of the Project should be encouraged and sustained as GLOT32 has demonstrated proven ability to assist Member States to tackle transnational organized crime.

I. INTRODUCTION

Background and context

The project GLOT32 “Global Programme for Strengthening the Capacities of Member States to Prevent and Combat Organized and other Serious Crimes” was launched in August 2008 with the aim of supporting the implementation of the Convention Against Transnational Organized Crime (TOC Convention). GLOT32 superseded GLO R/22 “Assistance to the Signatories of the UN Convention against Transnational Organized Crime” which assisted the states parties to the Convention since 2003.

The TOC Convention is a widely accepted, legally binding instrument that serves as a benchmark in the efforts of the international community to tackle the unrelenting problem of transnational organized crime. The Convention was adopted by General Assembly resolution A/RES/55/25 of 15 November 2000 and entered into force on 29 September 2003 in accordance with its Article 38.

As stated in the foreword “With the signing of the United Nations Convention against Transnational Organized Crime in Palermo, Italy, in December 2000, the international community demonstrated the political will to answer a global challenge with a global response.” The ratification process proves that the idea of a global response to organized criminality is receiving support from a growing number of countries - at present 172 states are parties to the Convention.

Countries which ratified the Convention can also become parties to its three protocols targeting the specific manifestations of organized crime, namely:

- the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (entry into force on the 25th of December 2003, 153 ratifications);
- the Protocol against the Smuggling of Migrants by Land, Sea and Air (entry into force on the 28th of January 2004, 135 ratifications);
- and the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition (entry into force on the 3rd of July 2005, 96 ratifications).

The convention requires that the parties implement a series of measures against TOC and commit themselves to continuing cooperation in this respect. States that ratified the convention are obliged to criminalize activities, which encompass or are closely linked to engagement in organized criminality, such as: participation in an organized criminal group (Art. 5), laundering of proceeds of crime (Art. 6), obstruction of justice (Art. 23) or corruption (Art. 8). The convention provides a common understanding with regard to the terminology and definitions of criminal offences, regulates areas vital to the effective adjudication process such as extradition (Art. 16) or

protection of witnesses (Art. 24) and underlines the importance of training and technical assistance (Art. 29) to the national authorities encouraging the states parties to cooperate closely in this respect.

The report of the Conference of the Parties to the United Nations Convention against Transnational Organized Crime on its fifth session, held in Vienna in October 2010 confirmed the continuing need for support and encouraged UNODC to “continue its work to address the threats posed by transnational organized crime, particularly with respect to the various forms of crime within the scope of the Convention that are of common concern to the States parties” and explicitly requested that UNODC continues “providing technical assistance in order to support and complement national and regional programmes and activities based on the needs of Member States in combating transnational organized crime”. In addition, the Conference of the Parties, in its resolution 5/8 paragraph 2 (a) requested “the Secretariat to continue to foster international and regional cooperation by, inter alia, facilitating the development of regional networks active in the field of cooperation in the fight against transnational organized crime, where appropriate, and by facilitating cooperation among all such networks with a view to further exploring the possibility of Member States envisaging a global network.”

Both GLO R/22 and GLOT32 were designed to support the states parties in their efforts to transpose the norms of the Convention into their domestic legal systems and implement the cooperative approach to the practices of the law enforcement authorities. GLO R/22, which begun in 2003 built among the states a foundation of awareness of the threats posed by OC and the convention’s approach to tackle the problem, which was vital in the first stages of the ratification process. The project then evolved to providing assistance to the countries parties in long-term capacity building needed to comply with the Convention and implement its norms to the domestic law and practice.

GLO R/22 accomplished a lot in the area of establishing cooperation networks among the law enforcement and judicial authorities of the countries parties and international organisations active in the field. The project was particularly successful in the area of witness protection, which attracted high level of international support. Strong cooperation between national law enforcement agencies responsible for the witness protection (i.a. Austria’s Federal Police, Australia’s Federal Police, Canada’s Royal Mounted Police, Chile’s Office of the Attorney General) and international organisations (i.a. Europol, Interpol, the International Criminal Court, SECI Regional Centre for Combating Trans-border Crime in Southeast Europe) provided tangible results.

GLOT32 continues the work of its predecessor with the overall objective of assisting Member States to ensure more effective implementation of the TOC Convention. The assistance is based on three pillars, namely:

- development of tools, training materials and good practices on specific components of the Convention;
- advice, technical assistance and the provision of advisors/mentors to strengthen institutions, and enhance knowledge and expertise of criminal justice officials (law enforcement officials, prosecuting and judicial authorities) and civil society;

- and strengthening international cooperation and coordination among Member States, regional and international organizations.

The scope of the present evaluation is to assess the performance of GLOT32 in line with UNODC evaluation criteria (relevance, effectiveness, efficiency, sustainability and impact) and the specific questions listed in the Terms of Reference (ToR). The broad thematic remit of the project requires certain points of focus. The ToR put particular emphasis on the witness protection which constitutes a cross-cutting area relevant for both effective investigation and judicial process. The time frame of the evaluation covers project activities from September 2008 (one month after its inception) until June 2012. Geographic scope of the evaluation is global with particular focus on the regions which received the most support from GLOT32, namely Central America and East Africa. The evaluation team is composed of the lead evaluator and a team member responsible for analysing the witness protection component of the project.

Evaluation methodology

The elements that combined to create the initial logic model for the project were identified and broken down into their component parts. From this the appropriate indicators that existed at the time of the conception and implementation of the project were identified. These indicators – and any additional indicators developed from subsequent project revisions throughout the life of the project – cross-referenced against the Terms of Reference requirements formed the basis of the subsequent data collection. Aside from the ongoing document review this primarily took the form of semi-structured interviews which introduced a quantitative as well as qualitative approach. This included Likert Scale questions in some of the key areas of the evaluation namely; **relevance, effectiveness** and **efficiency**. Case Studies were used to assist in assessing the other key areas of the evaluation namely; **lessons learned, sustainability** and **partnership**. The interviews also included a request for a Most Significant Change (MSC) narrative to assist in assessing the **impact** of the project.

As noted in UNODC Evaluation Guidelines, UNODC evaluations are not developed on the basis of rigorous scientific research; rather they are “*selective investigations aimed at collecting and analyzing data, formulating conclusions and making recommendations of practical relevance to the operations of UNODC and its partners.*” Bearing the latter in mind for the purpose of this evaluation, and in order to keep it as manageable as possible, a simple categorization of interviewees has been developed: HQ staff (policy; operational; management support); Field Representatives; Partners; and Donors. This categorization, developed on the basis of the roles each category plays in relation to the implementation of GLOT32 rather than on the basis of random selection, helped ensure proper representation in the overall research sample.

The data collection instruments used and the stages of their deployment are as follows;

a. Analysis of the project documentation

The formal structure of the project along with its objectives, outcomes and outputs (as derived from the Project Document of 2008 and subsequent Project Reviews) were assessed against the criteria stated in the Terms of Reference for the evaluation. This was achieved through the ‘desk review’ of relevant documents supplied at the beginning of the evaluation process and continued

as additional documents were supplied during the course of the evaluation (see Annex IV for the list of documents reviewed).

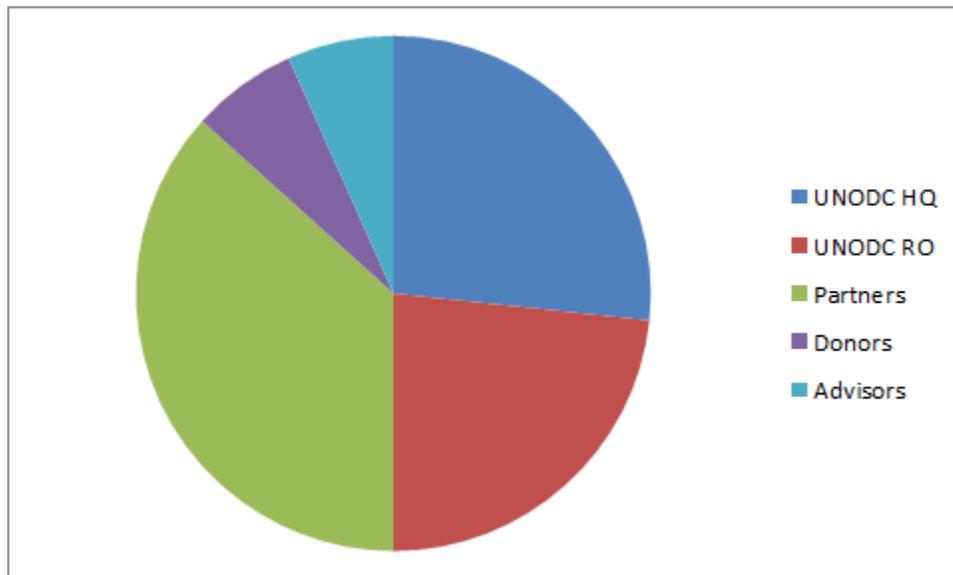
b. Semi-structured interviews

The goal of this phase was to;

1. Answer any questions still outstanding from the desk review phase as regards the evaluation of the Project against the ToR evaluation criteria.
2. Confirm or refute assertions made within the project documentation thus forming part of the triangulation of data to help ensure an objective evaluation occurs.
3. Provide data to allow for both a quantitative and qualitative evaluation process. This include standard questions of all interviewees (see Annex III).

The diagram below shows the distribution of stakeholder interviews.

Diagram No.1 – Stakeholder Coverage



All the interviews followed a semi structure interview model. The interview template contained some quantitative questions but mostly focused on qualitative analysis. The interview template was modified, as appropriate, in relation to the specific expertise or experience of the interviewee.

All the interviewees were informed that none of the comments made would be attributed to them in the evaluation report, and that their identities were disclosed only at the annex listing the

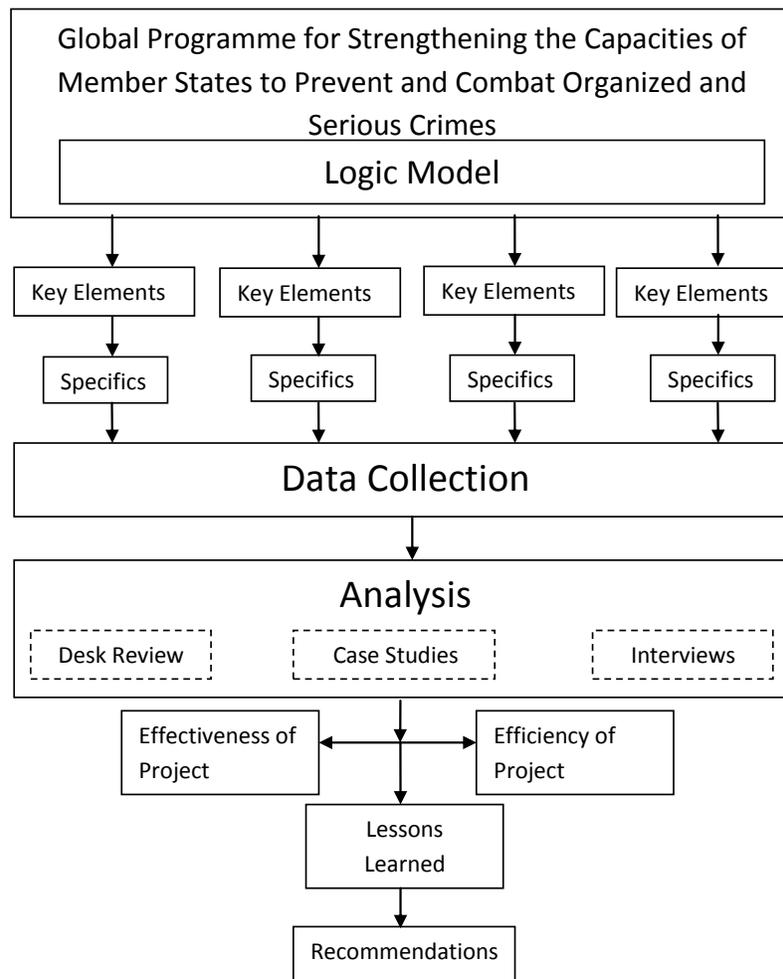
persons who participated in the interviews. The evaluators were highly satisfied with the interviews and grateful for the frank and constructive reactions to the questions posed.

c. Case studies

The ToR for the evaluation of GLOT32 states that “The project has a global remit however implementation has primarily taken place in two geographic regions, Central America and East Africa”. This evaluation – therefore – uses two case studies, one on witness protection in Kenya and the other on the REFCO Network in Central America and the Caribbean. These are used to identify obstacles to GLOT32 implementation as well as highlighting lessons learned, good practice and partnership and how these can subsequently assist in the future sustainability of the Project.

The application of these techniques (project documentation, interviews and case studies) will provide for a proper diversification of data sources. One of the critical aspects of deploying this approach is to ensure that the synthesis and balance between different data is well judged. By triangulating the analysis from different data sets and from different stakeholders the effect that inherent biases have on the analysis and evaluation process can be reduced.

Diagram No. 2 - The methodological model of the evaluation



Limitation to the evaluation

The major limitation was the narrow field of data collection instruments. Given the tight time frame it was not possible to commit to anything other than a desk review of pertinent documentation, interviews with key stakeholders using some standard questions within those interviews to extract basic quantitative data for analysis and two case studies to assist in identifying obstacles and good practice. There was insufficient time for additional measures such as fully structured questionnaires, on-line surveys, focus group feedback etc. To try and off-set this limitation a broad spectrum of stakeholders interviewed was developed to elicit information from many different perspectives thereby capturing a wider range qualitative data.

II. EVALUATION FINDINGS

Design

The prima facie structure of the project appears to be very concise, it has however to be read in the context of the TOC Convention providing the mandate for the UNODC activities in the sensitive area of criminal law and procedure, the UNODC Strategy for the period 2008-2011 (now replaced by the UNODC Strategy 2012 – 2015) and the relevant Thematic Programme (TP).

The overall objective of GLOT32 as defined in the Project Document of August 2008 is to:

“assist Member States to implement the UN Convention on Transnational Organized Crime more effectively”.

This objective has remained unchanged throughout the life cycle of the GLOT32 project. The outcomes as defined in August 2008 were:

Outcome 1

“Policy-makers, criminal justice and civil society use the expertise, information and skills provided by advisors, staff, assessments, expert group meetings, training workshops, and tools and best practices in their policy-making and work”.

Outcome 2

“Expertise, coordination and cooperation enhanced among member states, regional and international organizations in preventing and combating transnational and other serious crimes”.

During the life of the project outcome 3 was added in March 2011 which stated that:

Outcome 3

“Knowledge and expertise in conducting investigations, in collecting, using and sharing criminal intelligence and in protecting witnesses is appropriately and effectively developed, used and applied by law enforcement and other criminal justice actors”.

The reason behind adding the third Outcome according to the ToR appears to have been the “focus on three areas that are deemed critical to effective law enforcement investigations and cooperation”. These areas are:

- criminal intelligence collection and analysis,

- the legal and operational ability to use the “special investigative techniques” of controlled deliveries, electronic surveillance and undercover operations,
- and the protection of witnesses.

However the new outcome seems – in part – to be an acknowledgement of some key outputs already identified within the project. For example one output under outcome 2 states “Sub-regional or regional meetings facilitated, focusing on subjects such as controlled deliveries, electronic evidence, informant use and management, new and emerging crimes, police and prosecutor coordination and witness protection.”, which suggests that structurally, outcome 3 is in fact a specified focus area under outcome 2.

The overall construction of the project, its logic and internal consistency is assessed positively by the present evaluation. However the area which should have received more focus is the development of outcome indicators. It has been noted that the outcomes specified in the project document are unverifiable. Successful and accurate reporting on the outcome indicators would have required advanced data collection mechanisms that were unrealistic to achieve within the limited resources of GLOT32. For example indicator 1.2. for outcome 1 predicts “10% increase in the number of victims and witnesses given assistance or protection”. It is unlikely that any state is collecting systematic data on the number of victims and witnesses who have been given assistance or have been protected. Therefore, it would be impossible to evaluate the percentages of increase or decrease on the numbers of witnesses subject to such services. Similar comment can be made also in relation to outcome indicator 1.3. Outcome indicators should have been designed in a more realistically achievable manner to encourage regular reporting and enable progress monitoring.

GLOT32 with its broad thematic and geographic remit covers the spectrum of issues regulated by the TOC Convention. The project’s structure addresses the areas encompassed in the convention and provides for a vehicle of fulfilment of the obligations to foster international cooperation and mutual learning contained in Articles 26 -29.

The UNODC Strategy for the period 2008-2011 (and the subsequent Strategy 2012-2015) further defines the UNODC approach to ensuring the fulfilment of the norms enshrined in the Convention, using global projects like GLOT32 and its predecessor as a vehicle of implementation. The project document links the project’s objectives to results at the Strategy level:

- **Result area 1.1** Ratification and implementation of conventions and protocols
 - **1.1.3** Improved capacity of national criminal justice systems to implement the TOC Convention.
- **Result area 1.2.** International cooperation in criminal justice matters
 - **1.2.1.** Enhanced capacity for international cooperation against organized crime and drug trafficking;
 - **1.2.6.** Enhanced capacity for law enforcement cooperation;

- **1.2.7.** Enhanced capacity to respond effectively utilizing special investigative techniques;
- **1.2.8** Enhanced capacity to protect witnesses;
- **Result area 3.1** Community-centered prevention
 - **3.1.7** Through support for and collaboration with civil society and the private sector active in crime prevention programmes;
 - **3.8.2** Through Strengthened capacity of Member States to implement victim assistance programmes.

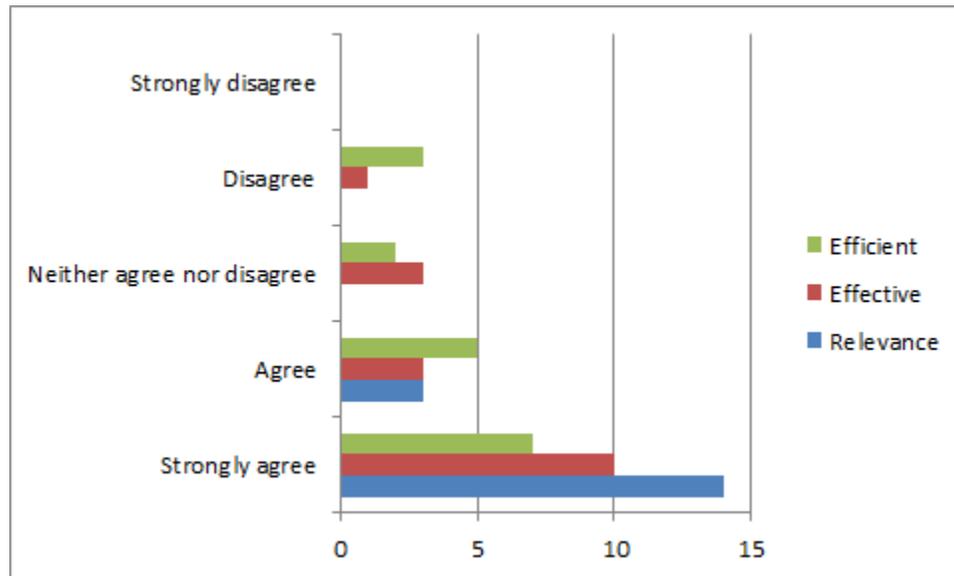
It appears that the result area 3.1 is underrepresented in the project's outcome structure. The focus is clearly on investigation rather than prevention. This lack of representation is explained by the understanding that the Justice Section has – over the period of GLOT32 existence – taken primacy in this particular area. Thus GLOT32 has dropped this result area in subsequent project revisions.

GLOT32 began in mid-2008, when UNODC was undergoing major structural change. At that time, the project sat within the Anti-Organized Crime and Law Enforcement Section which was part of the Division for Operations. However, there was also an Organized Crime section within the Division for Treaty Affairs. There was overlap and even competition in the work between this project and the section within DTA. In April 2010, the Anti-Organized Crime and Law Enforcement Section was moved to DTA, and re-named as the Implementation Support Section. It became part of the Organized Crime Branch together the newly created Conference Support Section. The Implementation Support Section consists primarily of other Global Programmes. The Conference Support Section is primarily responsible for normative work as well as work on cyber crime and activities are carried out through regular budget funding as well as through GLOT60 “Support to the Conference of the Parties to the United Nations Convention against Transnational Organized Crime,” the purpose of which is to provide sustained support to the work of Conference of the Parties to the United Nations Convention against Transnational Organized Crime and its established Working .

In addition, in 2008, UNODC embarked upon a shift from a project based approach to a programmatic approach through the development of regional and thematic programmes. The idea behind the new method of work was to ensure that all mandates of the organisation are accommodated in comprehensive policy documents and exercised through programmes implemented primarily in the field. While the UNODC began quickly on the development and implementation of regional programmes, the Thematic Programme on Illicit Trafficking and Transnational Organized Crime was not, however, approved until mid-2011. GLO T32 as well as other global programmes are part of this TP. One issue that seems to have had a negative impact is that with the advent of the regional programmes there was no clear guidance on the relationship between the regional and the global programmes.

Relevance

Diagram 3 – Questionnaire response



The diagram above demonstrates some of the results from the quantitative responses to the questionnaires (see Annex III). Of the 17 respondents who felt qualified to answer all three questions on the relevance, effectiveness and efficiency of GLOT32 (the responses for effectiveness and efficiency will be addressed under those headings within this evaluation) 15 of the 17 “strongly agreed” that there was still a need for GLOT32 and that its main objective remained relevant. During examination of the case studies and in interviews with other stakeholders, including donors, there was a remarkable uniformity regarding the need for a vehicle such as GLOT32. Everyone recognised the importance of pursuing the goals held within the UNTOC convention and there was a general recognition that GLOT32 was the most appropriate method of attempting to achieve those goals.

It is fair to argue that the project, its objective and outcomes are relevant to UNODC's mandate in relation to the UNTOC Convention and in relation to the decisions and recommendations of the TOC Conferences. It should be recognised here that GLOT32 has a relatively modest approved budget of US\$ 3,522,625 (2008 – 2012) with which it attempts to reach its objective, outcomes and outputs. As a result programmes and work-streams have been prioritised but they remain relevant. As argued in the ‘Design’ section above outcome 3 appears to have been developed from the success of certain outcomes and outputs of the project to date. There is an inherent danger that by using this solely as the methodology for developing future areas of focus and priority for the project other areas that could better assist in meeting the overall objective could be missed. It is – therefore – important that the project team develop and deploy an appropriate mechanism to help ensure none of these other potential areas remain untapped.

That said, given the limited resources with which this global programme is expected to meet its objective, the replication of previously successful outcomes and outputs is an understandable and valid approach if an appropriate analysis is conducted prior to implementation. This evaluation notes the paucity of proper administrative support for GLOT32 at UNODC HQ level. The Project Manager estimates that approximately 70% of her time is spent in dealing with the ‘non-core’ Project issues. The project manager also notes that in 2010 and 2011, she was asked by superiors to take on other tasks that were related to other programmes or project development that interfered with her own work. She notes that she welcomes collaborative initiatives with other programmes as long as such engagement brings mutual benefits. With this level of abstraction it is hardly surprising that the Project Manager in particular – and the Project Team in general – does not have enough time to dedicate to managing the strategic direction of the Project as closely as would be preferred or to provide expertise as frequently as the team would like.

As the Integrated Programming Approach (IPA) is developed – and Regional and Country Programmes change – there will be a growing need to ensure the appropriate strategic direction for the Project is taken. Whatever mechanism(s) are used to determine this strategic direction it must include process and procedure that engages with the IPA and the appropriate Regional Programmes (RPs) and Country Programme (CPs). This evaluation notes that – to date – the Project Team at UNODC HQ have worked hard to ensure GLOT32 projects conform to the relevant RPs or CPs.

The two case studies examined during this evaluation, one on Witness Protection (WP) in Kenya and the other on the Central American Network of Organized Crime Prosecutors (REFCO) have both proved relevant in the country / region in which they have been deployed. The project manager’s strategy to replicate these networks in other regions is rational and it is noted that the project has already received funding on the basis of a concept note to establish a similar network in West Africa.

This evaluation concludes that GLOT32 and its one objective remains relevant and resonates well with their various partners and stakeholders, including donors. With such a wide ranging objective however it is incumbent upon the Project Team to ensure a robust mechanism is put in place to ensure the Project not only remains relevant but delivers the best ‘value for money’.

Effectiveness

As noted previously this Project has only one clearly stated objective namely; “*assist Member States to implement the UN Convention on Transnational Organized Crime more effectively*”. In order to evaluate whether this has been successfully achieved it is necessary to ascertain the level to which the outcomes and outputs (see ‘Efficiency’ below) have been achieved and – crucially – to assess whether these outcomes and outputs are the most effective vehicles for reaching the stated objective.

The results from the questionnaire note that – on the whole – the Project is viewed as relatively effective with only 1 of the 17 respondents suggesting it was not effective. From the data collection undertaken and subsequent analysis it appears that where the Project has not been effective it has been affected by elements outside UNODC’s direct sphere of influence. For

example in the Kenyan WP program it was reported that there was a clear lack of sufficient political will to implement changes required for the establishment of the Witness Protection Agency (WPA). It appears that a part of the political leadership felt threatened by the prospect of an independent body being able to protect witnesses who might testify against government figures. Some interlocutors explained the reluctance of the government to implement the required changes were a result of a lack of proper conceptualisation and understanding as to the importance of protecting witnesses. That in turn reflected on the limited funding provided by the government.

However many elements of the WP program were viewed as effective, such as the uptake of UNODC Good Practices in Witness Protection and the positive changes this has encouraged in Kenya. All the interviewees in Kenya considered that the UNODC had been highly effective in its response and assistance to help to establish the WPA. The good cooperation between the GLOT32 management and the Regional Office was stated to have been of essential importance.

The cooperation and coordination between the HQ and the Regional Programme had functioned without major obstacles. The access and expenditure of allocated funds had worked as per normal procedure. It was reported that the GLOT 32 management responded in a very efficient and expeditious manner to any relevant request for the assistance in Kenya.

One issue, however, was emphasised above anything else in relation to the effectiveness of the project across the interviews. The work of the resident advisor was evaluated by all the interlocutors as being of highest quality. It was widely recognised that without Mr Van Rooyen's personal qualities and his practical long-term experience in witness protection, the WPA would not have come to existence as expeditiously as it did.

It is interesting to note that the REFCO network reflects almost entirely the findings from Kenyan Witness Protection case study. Four out five respondents noted the UNODC as highly effective in its response to assisting in setting up the REFCO network. And – also reflecting the Kenyan WP project – the importance of having the right person in place to drive the project forward in the field is of vital importance. In this case the UNODC REFCO Senior Coordinator Mr. Ignacio De Lucas was identified by all partners and beneficiaries as a highly skilled and knowledgeable individual with all the skills needed to work successfully in the region. The evaluator also notes the fine substantive and administrative support he receives from his small team within the Regional Office. This evaluation notes the importance of hiring (and then keeping) the right staff.

Thus, with respect to the two case studies, the evaluation appears to suggest that the Project is more effective than the overall result from the questionnaire results (see Diagram 3) might suggest. Upon closer examination this disparity can be tracked to partners who have not been directly involved with the case studies but with other aspects of the Project and / or in-house partners. This suggests that the GLOT32 Project Team have not been as effective as might be desired in both the internal advocacy of their project and in promoting the other outputs such as good practice guides, manuals etc. Once more this evaluation recognises the lack of administrative support for the Project as a major factor in this apparent weakness.

Efficiency

The UN Evaluation Handbook (EH) defines efficiency of a project as “a measure of how well inputs (funds, expertise, time etc.) are converted into outputs”. According to UNODC Guidelines for Evaluation Reports one of the aims of a project evaluation is to assess the extent to which the planned outputs have been delivered and how they contributed to the attainment of the objectives.

Regarding the planned outputs for GLOT32 these have been well documented in the Project Document of August 2008 and as updated in the Project Revision document of March 2011. These outputs are as follows:

Outputs for Outcome 1

1. The following tools are developed, published, translated into the UN languages, and distributed to the missions, to relevant agencies, UNODC field offices, and directly to participants and training events and to others through UNODC website:

- 1.1 A model witness protection law and model relocation agreement and accompanying explanatory guides;
- 1.2 A good practices in the use of special investigative techniques;
- 1.3 A serious and organized crime manual and training modules;
- 1.4 An organized crime threat and analysis tool;
- 1.5 A good practices handbook for victim and witness assistance;
- 1.6 A vetting procedures manual for anti-organized crime specialized units.

2. Tailor-made legislative and technical assessments, technical assistance, tools, equipment and training are developed, provided and procured and advisors posted in the field to provide continuous advice, expertise and training to target groups;

3. Expert group meetings and conferences are held to identify challenges and good practices in such areas as: civil society and public private sector initiatives and partnerships in preventing and combating organized crime; criminal justice responses to organized crime and impunity; legal and practical challenges and good practices to the use of special investigative techniques, video conferencing, joint investigation teams and vetting with the objective of developing and disseminating recommendations and good practices.

4. Expert advice and inputs provided to UNODC regional programmes and project development and implementation and to the development of new or innovative initiatives in coordination with other UNODC offices and programmes and with external partners.

Outputs for Outcome 2

1. Outreach done to MS, regional organizations and to donors to provide information re the objectives of and to gain political and technical support for the Central American Organized Crime and Narcotics Prosecutor Network, the Transnational Crime Units for West and East Africa and to share lessons learned from the networks;

2. Reports of the outcomes of the OCN network meetings / activities and other network meetings / activities are shared with beneficiaries, regional organizations and donors;

3. Beneficiaries, donors and assistance provider have accurate and updated information on all technical assistance provided to Central American anti-organized crime and narcotics prosecutors;
4. Central American prosecutors gain knowledge and tools to facilitate their work;
5. Assessment missions, training and advice provided to support the establishment and implementation of TCUs and other networks;
6. Special initiative for El Salvador is approved by the government and funding obtained.

Outputs for Outcome 3

1. Legislative and technical needs assessments conducted, including for equipment and software;
2. Tailor-made technical training developed and advice provided on the collection, use and analysis of criminal intelligence.
3. Training is provided to policy makers, criminal intelligence analysts, prosecutors, judges and law enforcement authorities;
4. Information and cooperation for the relocation of witnesses is fostered between states and at an international level;
5. Inputs provided to policies, initiatives of MS, partner organizations and to development and implementation of UNODC regional programmes and projects.

This evaluation identifies that the majority of outputs detailed above have been or are being met and that from this perspective the efficiency of GLOT32 appears robust. Information relating to the witness protection project in Kenya indicates successful results and efficient reaction on behalf of UNODC to a request for assistance by the Attorney General of Kenya. There was a similar response from UNODC in reaction to the establishment of REFCO and the support that has been given to that. Similarly the setting up, and efficient administration, of REFCO has been viewed very positively by REFCO partners.

However it should be noted that from the quantitative data obtained from the interviews (see diagram 3) many respondents felt that the efficiency of GLOT32 could be improved. From closer examination of the data and interview response this 'lack of efficiency' appears to be more focussed on UNODC HQ functions. Donors have noted a lack of accurate financial reporting on some GLOT32 activities with a patchy approach to reporting on GLOT32 progress in general.

Within the REFCO case study the personal links between the Project Team and the Regional Office in Panama have been forged and maintained, however this did not manifest itself in any methodical, structured oversight of the REFCO network from HQ with the notable exception of the donor reports to Canada which require narrative on the network as well as reporting on indicators and expenditure. This evaluation is keen to acknowledge that the team in Panama have the skills to run and administer the day-to-day work of the network with minimum input from HQ. However this does not absolve HQ from not taking a more active interest. For example a

large percentage of the REFCO coordinators time during 2011 was spent on assisting the Panamanian authorities adapt their legislation as they moved towards the adversarial system. The evaluators recognise the political necessity to keep the host Panamanian authorities happy with UNODC presence and they also note that this work could still fall under the GLOT32 objective. The evaluators note that regular discussions took place between the project manager and the REFCO Coordinator in connection with the abstraction of his time from REFCO specific tasks however the evaluation could find no documentation from HQ or the Regional Office justifying this abstraction despite an exceptionally well maintained administrative record of the progress of REFCO from inception to the present day by the Regional Office.

During the desk review the evaluators felt the material supplied from HQ was insufficient, slightly disorganized and not systematic enough to allow a full comprehension of either the witness protection or the REFCO network components of GLOT32. Further clarifications were sought and additional information was subsequently provided by the project management. It has to be concluded that documentation for the project is not maintained in a systematic and easily accessible manner. It is fully acknowledged that the scarce human resources dedicated to the project, complicated multiple source funding arrangements and program activities in a number of countries render such document management a challenging task. It is submitted, however, that these complications only emphasise the urgent need for a systematic and accessible document management system relating to the project. For example, highly relevant information that should have been included in the desk review materials on the GLOT32 performance - and which would have reflected positively on the programme - was provided to the evaluator only once in Kenya. This related to an important witness protection conference that was organized under the auspices of GLOT32 for 32 African countries in Nairobi November 2009, as well as a country assessment in Namibia in April 2011.

One last area in which the efficiency of GLOT32 could be improved is in the financial management of the Project. This evaluation recognises that a large amount of time has to be spent by the Project Team at HQ (and in the field) to keep an accurate and current picture of the financial position of the Project with all its regional sub-projects. In addition, the funding received from Canada for REFCO has to have separate financial and project reports twice a year. So this evaluation notes that the ProFi system is not the perfect vehicle for easily supplying the type of financial information a manager should have about their project. It is not – for example – a simple task to find out from HQ how much a regional REFCO meeting cost to run. However it is incumbent upon HQ to have some process that captures the key financial data on a regular basis. This does not happen at present due largely to a lack of human resources. Thus situations develop where questions of a financial nature are asked by, for example, donors and the information is either not easily retrieved or is inaccurate. This evaluation contends that this has limited the possibility of GLOT32 to realise its full potential. A truly global program would need to have stronger management and administrative support structures in place. In order to relieve the manager to focus on the specific expertise and development of future projects, she urgently needs a dedicated resource to conduct budget monitoring, tracking of expenditure and preparing financial and progress reports to the management, donors and other interested stakeholders both internal and external. It is pleasing to note that many of the critical outputs for the agreed outcomes are provided efficiently. However there are efficiency deficits within the internal processes and procedures for the Project which are hampering delivery and could – potentially – have an impact on the long-term sustainability of GLOT32. These will have to be addressed and could be solved with the deployment of additional human resources to manage the administration of the Project.

Impact

Impact, as defined in the EH, is “the positive or negative, primary and secondary long-term effect(s) produced by a project or programme, directly or indirectly, intended or unintended”. From the desk review material, coupled with the information fed back from the interviews – in particular on the two case studies – GLOT32 has provided a ‘positive’ and ‘primary’ effect.

The REFCO network was set up through Canadian funding to provide a platform for Public Prosecutors within Central America and the Caribbean to meet and discuss areas of mutual interest within the sphere of drug trafficking and other forms of organized crime. This was the first forum of its type. The concept was approved by Canada in December 2009. It was presented first as an idea during the first meeting of experts under the RP Santo Domingo Pact in May 2010. As a result of discussion with colleagues it was determined that the idea should be presented to the Council of Attorney General’s for Central America two months later in July 2010. The Council approved the idea on the condition that regulations for the functioning of the network be presented and approved by them. This was done during the first meeting of the network which was held in conjunction with a meeting of the Council on 15th – 16th March 2011 in Panama. The hiring process for the network coordinator took a year and part of the delay was due to the time required for the coordinator to obtain approval of his office for his secondment. During this time the GLOT32 team managed the development of REFCO with the development of work related to El Salvador in close cooperation with the regional desk and the United Nations Department of Political Affairs. This leg-work led to an inter-agency mission in which the senior expert and the new network coordinator participated and the drafting of a project document that ultimately never moved forward due to political reasons in El Salvador. However, the mission did path the way towards a good working relationship between officials from the Office of the Attorney General of El Salvador and the REFCO team.

Interviews with various members of REFCO – supported by documentation held locally – demonstrates that this has had a positive impact not only by engendering cooperation and communication between Public Prosecutors from 10 different countries in the region but that this has resulted in joint investigations across international borders targeting and arresting different nationals from different countries. This level of trust and cooperation built up between the individual prosecutors is indicated by the fact that the Attorney General of Panama is willing to personally take phone calls from REFCO network members on any day at any time if the need arises.

GLOT32 and the UNDOC RP have had a very clear and intended positive impact in the establishment of the WPA in Kenya. The program has not only successfully met its primary aim of supporting the Kenyan authorities in the establishment of the WPA, but was active in raising awareness of the crucial role witness protection plays for a functioning criminal justice system. As evidenced by the interviews of the local interlocutors in Kenya, the WPA, whilst future development is still required, has been established on an appropriate and stable legal framework and is currently operational.

It was reported by the local interlocutors that the ability of the WPA to provide protection to witnesses has already resulted in successful prosecutions in criminal trials. This is a remarkable departure to the past circumstances where terrorism and organized crime cases were reported to have failed partly due to the inability to provide protection to key witnesses. It needs to be noted,

however, that some of the international interlocutors expressed reservations as to the independence of the WPA and the requisite trust the WPA would be able to gain with witnesses.

An unintended positive impact was also noted. It was reported that through the witness protection component of GLOT32, the UNODC Regional Office created a strong relationship with the local authorities, the Offices of the Attorney General and the Director of Public Prosecutions, in particular. Furthermore, it increased the visibility and credibility of the UNODC among the donor community in Kenya. It was felt that in this respect the legacy of GLOT32 was still very much present in Kenya and will contribute to other areas of UNODC programs. However, it was stated that the UNODC was not capitalising on this legacy and due to the absence of a residential advisor a civil society organisation had seized the opportunity to become involved with technical advice, and received credit on some of the work done by the UNODC.

It can be seen through the case studies that these projects have had a positive impact. There is also evidence that the work done in promoting other GLOT32 outputs has brought a positive impact not only to the recipients but by raising the profile of UNODC. For example the various good practices in the use of special investigative techniques and the analysis of serious and organized crime through the development of a handbook and training materials.

These positive developments have to be tempered with the knowledge that the reporting architecture to properly assess impact does not exist within GLOT32. The indicators for impact are closely linked to those of outcomes which – as noted within the ‘Design’ section of this report – are generally unrealistic. Successful and accurate reporting on the impact / outcome indicators would have required advanced data collection mechanisms that were unrealistic to achieve within the limited resources of GLOT32. Therefore, outcome indicators should have been designed in a more realistically achievable manner. For example, outcome indicators for outcome 1¹ were:

- 1.1 Number of witness protection programmes established in three years:
- 1.2 10% increase in the number of victims and witnesses given assistance or protection;
- 1.3. Best practices, training materials and other tools are used to draft or amend laws, regulations, develop witness protection programmes, are adopted by training units and used by practitioners.

It is unlikely that any state is collecting systematic data on the number of victims and witnesses who have been given assistance or have been protected. Therefore, it would be impossible to evaluate the percentages of increase or decrease on the numbers of witnesses subject to such services. Similar comment can be made in relation to outcome indicator 1.3.

This also links into donor expectations and requirements. The ability to be able to demonstrate and detail outcome and impact is crucial when attempting to justify continuing, additional or new funding. Not only that but an ability to be able to highlight the importance of – for example – an administrative assistant at HQ to the ultimate impact of the end product is vital if ‘soft earmarked’ funding is to be provided for the Project to allow investment in process as opposed to product. All donors prefer to see hard evidence of how their money has been used. Utilising intelligent outcome / impact indicators will demonstrate not just the numbers of handbooks printed and distributed, people trained etc. but the vital need to cover the support costs to achieve this impact.

¹ *Policy-makers, criminal justice and civil society use the expertise, information and skills provided by advisors, staff, assessments, expert group meetings, training workshops, and tools and best practices in their policy-making and work.*

It also has to be highlighted that this is a global programme with the objective to “*assist Member States to implement the UN Convention on Transnational Organized Crime more effectively*”. This is an ambitious objective and over the time of its existence GLOT32 has tried to do this in 25 different countries in one way or another. In many of these countries the impact has been negligible. This is not too surprising given the scarcity of resources and the number of external factors that can have a negative effect on the likelihood of project success in any one country. However, to try to reduce these negligible impact initiatives this evaluation believes that greater effort should be expended in conducting more in-depth feasibility studies prior to embarking upon any major investment of resources in any one project. Furthermore, in order to have a potential impact upon a global scale, projects that have the possibility of being expanded across several regions should be prioritised. For example specialist investigative techniques and assistance in setting up witness protection mechanisms could potentially have a global application.

Sustainability

In order for GLOT32 initiatives to be sustainable several factors must be appreciated from the earliest stages of the project planning, three of the most important being:

- human capacity building with sufficient support at the initial stages,
- local ownership of goals of the project and its subsequent achievements,
- stable sources of funding deployed in the most effective manner.

All three elements are essential to ensure the GLOT32 outputs and outcomes will be integrated into the local policies and practice thus helping to achieve the Project’s overall objective.

In regard to the human capacity building the Project has dedicated staff that provide the support required to administer the project. These are;

One (1) senior project coordinator at P-5 who supervises the following staff members:

One (1) project coordinator at the P-4 level;

One (1) programme advisor at the P-4 level;

One (1) programme expert at the P-3 level;

Associate experts as provided by donor countries;

One programme assistant at the G-5 or G-6 level

The project coordinator has noted that there has not been funding for the P-3 level post although a junior staff member at this or the P-2 level would also add to the ability of the project to complete activities more timely and effectively as junior staff can take a lot of burden off of the more senior staff for time consuming and less technical and sensitive matters.

In addition GLOT32 advocates the use of mentors/advisors who are based in countries covered by a UNODC Country Office or Regional Center to provide assistance and deliver activities pursuant to their terms of reference, which are shared and agreed upon with the recipient countries / organizations and in consultation with the respective UNODC Field Representatives.

The evaluation can testify that the recipient countries are – generally – very pleased with quality of the support they receive from these mentors / advisors. And as also noted previously in this evaluation one of the critical factors in pursuing a successful Project is in ensuring these mentors / advisors are of the highest possible quality with the necessary skills, abilities and experience to gain the trust and respect of those partners with whom they interact in the field. This is one critical aspect when considering the sustainability of the Project; the need for quality mentors / advisors and ensure the work they begin can be continued if these individuals are withdrawn.

In GLOT32 one area that the evaluation has highlighted as a potential barrier to longer term sustainability is the lack of administrative support for the Project at HQ level. As previously highlighted the Project Manager is spending an inordinate amount of her time on issues that could and should be dealt with by an administrative assistant. The current situation is not an efficient or effective use of resources.

The resources to maintain the REFCO Network up to March 2013 are in place. It should be noted, however, that the Network is expanding and the number of countries now forming the network has grown from the initial five to eight with three others likely to become full members in the near future. While this is an indicator of the success of the REFCO Network it does pose certain sustainability issues, in particular the human and financial resources required to run and administer an expanding Network. Any future funding requests should factor in this increase in REFCO Network numbers.

To their credit the REFCO team in Panama have recognised these difficulties and, in tandem with their REFCO partners in February 2012, have developed a Work plan for the future of REFCO which includes more video conferencing and virtual workshops / training in an attempt to reduce costs without reducing the outputs. They have also agreed to cap the number of face-to-face meetings while still recognising that these meetings do have to happen since it is the face-to-face contact that builds the trust between prosecutors from different countries. The REFCO team have also produced their own paper on sustainability and suggest that REFCO, in cooperation with other partners most notably the Asociacion Iberoamericana de Ministerios Publicos (AIAMP)², could possibly develop in the direction of becoming a Latin American Eurojust.

The Kenyan WPA has been established on a sustainable legal foundation as an autonomous state agency. However, in concrete terms the sustainability of the WPA is entirely dependent on the willingness of the Kenyan government to respect the four-year expansion plan of the WPA and the operational integrity of the agency. A number of interlocutors emphasised the need of the UNODC, as well as the international and donor community, to stay engaged, support and monitor the performance both of the government and the WPA in that regard.

However some donors appear to be involved in funding efforts of the civil society organisations to establish witness protection capability in Kenya outside the state actors. It is believed that such approach distracts the efforts to establish witness protection capability on a sustainable basis and potentially is based on inaccurate understanding of witness protection. The UNODC, as the lead agency in the area should be more vocal and focused in their outreach to and education of the donor community in that regard. Furthermore, it should capitalise on the experience and exposure gained with the Kenya project. There is a distinct opportunity for the UNODC to systematically establish and promote a leading global role on witness protection. In that respect it would be of

² links 21 Public Prosecution Offices in Latin America, Portugal and Spain

high value if the WPA would still be able to benefit from technical assistance provided by the UNODC.

There is also a requirement to determine how much local ownership is taken of the goals of the project. In some instances this appears to have been achieved but in some other cases there has been a failure to engage locally e.g. the witness protection programme has demonstrated both engagement and apparent disengagement. There should be closer cooperation with the Integrated Programming Branch (IPB) and the Strategic Planning Unit (SPU) in-house to ascertain how GLOT32 goals can be built into the Regional, Country and Thematic Programmes in such a way as to encourage local ownership of those goals.

Longer term sustainability for GLOT32 will also depend upon its ability to demonstrate to the donor and international community a strategic, global vision for achieving the objective of the Project which, as demonstrated, is still very relevant. Given the move within the UNODC towards IPA there would be obvious advantages if GLOT32 could identify work areas that could potentially stretch across many RPs. In this way the Project will be seen as truly 'global' and there may be economies of scale to be gained (as well as shared funding opportunities) from replicating the same project in many regions. For example taking existing successful projects e.g. Kenyan WPA or the REFCO Network and assessing if they can be replicated elsewhere. Or developing existing products that can have a global reach for example special investigative techniques, intelligence analysis etc. Or identifying new potential projects falling within the GLOT32 mandated area that could be initiated for example counterfeit goods. Regardless of which projects are pursued this evaluation believes a key criterion should be the ability to 'globalise' the project. By doing so this should make the project attractive to potential donors and helps reduce the risk of donors driving projects as opposed to the GLOT32 Project Team and stakeholders identifying global need.

One example of GLOT32 taking the initiative in this area is with the Digest of Organized Crime Cases. Its purpose to illustrate good practices in dealing with organized crime cases and in so doing to promote the practical implementation of the Organized Crime Convention and its Protocols. It has been developed by staff in ISS in collaboration with INTERPOL and the Governments of Colombia and Italy.

The Digest is drafted as a compilation of more than 200 illustrative cases from some 28 countries that were presented and analyzed during the course of three (3) expert group meetings. The cases cover issues and good practices in criminalization, investigations, prosecution and legal experiences in dealing with organized crime and its various forms and manifestations. By providing relevant policy-makers, criminal justice officials, and investigative police with practical perspectives and insights based on expert practitioners' experience it is hoped that the Digest could serve those involved in complicated investigations and prosecutions of organized crime cases on how best to address the many pitfalls and challenges in order to conduct an efficient investigation and prosecution. Moreover, the Digest aims to help contribute to identifying good practice and common standards related to the investigation and prosecution of organized crime cases, while improving judicial understanding and strengthening international cooperation in criminal matters. The target reader group will be policymakers, judicial officials, central authorities and judicial/investigative police.

Finally the issue of funding is critical to sustainability. The evaluation notes that many donor funds are 'hard earmarked' making it impossible for the Project to allocate funds in areas outside

the strict limits of the funding terms and conditions. This has an impact across the Project in such areas as funding for Project positions, the funding and deployment of field / regional office personnel, the apportioning of resources in areas of need but not allowed under the ‘hard earmarked’ funds. This also has the potential to lead to funding driving the projects and programmes rather than GLOT32 identifying areas of greatest need and requesting donor assistance.

It is therefore of crucial importance to ensure the donors are kept supplied with regular, accurate reporting on how their funds have been spent and the impact / outcome from that spending. This reporting should fit into their (the donors) reporting cycles whether that is quarterly, bi-annually or annually and should fit the donors template for reporting. This evaluation strongly suggests that the GLOT32 Project Team canvases the donors on the type of reporting they require and then build appropriate outcome / impact indicators on existing GLOT32 projects that will help inform the donors. By fostering these links and providing reporting tailored to the donors there is a greater likelihood that funding will be maintained / increased for existing GLOT32 projects. And through linking the reporting to outcome / impact indicators that highlight the importance of covering personnel costs in the delivery of the output(s), outcome(s) and impact then the donors may be more willing to supply ‘soft earmarked’ funds to GLOT32.

Partnerships

The project document of August 2008 states that “the project will collaborate with external partners, regional, international organizations, national authorities and other UN agencies”. In this area the evaluation found GLOT32 exceptionally pro-active in developing these partnerships. This also included in-house partnerships with, for example, the Advocacy Section when promoting and publicizing the protocols on TOC and for which GLOT32 provided some funds to that particular Section to assist in this work and the justice section on victim assistance and witness protection. It was also mentioned by the project manager that from a long standing relationship with the Department of Political Affairs Office covering Latin America and the Caribbean dating back to its work in 2004-1006 in Guatemala, a true partnership was forged in 2009 and 2010 which led to a number of activities and has benefited the overall work and profile of UNODC in the region.

The Project has been particularly active in promoting partnerships and cooperation in the Kenyan WP program and the REFCO network. The WP program has naturally forged strong links with the Kenyan Witness Protection Agency but also with the Office of the Director of Public Prosecutions as well as various embassies and broader international stakeholders including the International Justice Mission and the International Criminal Court. Similarly the REFCO Network has built strong links with the appropriate national Public Prosecutors Offices as well as looking to interact with various external stakeholders. These include the Asociacion

Iberoamericana de Ministerios Publicos (AIAMP), Organization of American States (OAS), IberRed³ and the 'Hemispheric Initiative'.

The building of these partnerships does not happen by accident. GLOT32 has recognised the need to employ individuals with the drive and ability to foster these relationships and has successfully identified the right people to act as mentors / advisors in the field. It has been already highlighted in this report on several occasions that the human factor cannot be underestimated in bringing projects to life and providing impetus and drive to maintain them.

The interviews with the donors also confirmed that the willingness of UNODC to engage other partners and to find areas where synergies could be found with other projects was viewed in a positive light. This was seen as contributing to the potential long term sustainability of the Project.

However GLOT32 projects do not operate in a vacuum or in a particularly stable environment. Many outside factors, well beyond the control or influence of UNODC, can have a detrimental impact on any project and this is especially true where third parties are involved. In the Kenyan WP program some observers have reported concerns as to the lack of government support in relation to long term funding, the risk of political influence over the operations of the WPA, the level of confidentiality of witness identities and the ability of the Director WPA to withstand political pressures. Within the REFCO Network the Project Coordinator has worked tirelessly to try and encourage greater participation with IberRed however that organisation still views REFCO with suspicion and as a competitor. In the case of work done with DPA in regards to Honduras and El Salvador, despite many meetings and missions between 2009-2012, programmes have not materialized.

This evaluation concludes that GLOT32 has approached the concept of partnership and cooperation with vigour and a positive attitude both at a HQ and Regional Office level and that this has contributed in a quite substantial manner to those successful outcomes and outputs of GLOT32. However situations arise where cooperation is simply not possible as the potential partner is unwilling to engage. The GLOT32 Project Team must recognise these situations and where this unwillingness could have a major impact on the success of the project, a contingency plan should be developed.

³ provides an information exchange platform Iber@ within the region

III. CONCLUSIONS

The Project's objective to "assist Member States to implement the UN Convention on Transnational Organized Crime more effectively" is sound. It also allows the GLOT32 Project Team the flexibility to adapt to the ever changing environment of organized crime. It is a well-designed Project with outcomes and outputs that reflect stakeholder requirements. Where further work will have to be done however is in developing more appropriate indicators for outcomes, outputs and impact. At the moment it is difficult to demonstrate success through these indicators and this has an impact on donor perception of the project and this has the potential to cause some sustainability issues.

Within a relatively short period of time since its inception in 2008 many of GLOT32 products have provided tangible results. In Kenya a functioning Kenyan Witness Protection Agency has been established and it has started its operations. In Latin America the REFCO network of prosecutors has been developed. This has provided a platform for operational law enforcement action across borders against serious and organized crime and has led to arrests in countries participating in the network. Coupled to these two major projects GLOT32 has been developing capacity and providing normative work in other areas including the development of criminal intelligence analysis and special investigative techniques. Various best practice documents and handbooks have been developed and distributed and training provided to help member states meet their obligations under the UNTOC. Much of this success is due to the high quality of staff employed at HQ and in the field in driving forward those specific projects. On a regular basis the skills and knowledge of those staff were recognised in-house and by other partners, stakeholders and beneficiaries.

The Project is understaffed in the area of administrative support at HQ level and would benefit by a junior staff member. There is a lack of structure to document management within GLOT32 at HQ and this manifests itself in fragmented and ad-hoc reporting from the Project to their stakeholders, most notably their donors. Both the Project Manager and the Project Coordinator spend an excessive amount of their time on the day-to-day running and administration of the Project. This, in turn, means far less time can be spent on determining, implementing and executing the strategic direction of the Project. While many aspects of the Project have been successful there is still a lack of global coverage. The Project has actively pursued a global advocacy programme and this will doubtless assist in bringing GLOT32 to a wider audience. However there is merit in also pursuing a policy of adopting and promoting projects that have the potential to be replicated in various different countries and regions. A mechanism to do this should be developed by the Project Team which will include a methodology for incorporating these global projects into the appropriate regional programmes.

There is no doubt that the GLOT32 Project fills a continuing need of Member States in the field of tackling organized crime. Of all the results from this evaluation the need for a project like GLOT32 was unambiguous and clear.

VI. RECOMMENDATIONS

Develop a mechanism to identify existing or new projects that have the potential to be replicated and deployed globally.

The GLOT32 Project is global in scale and its objective is flexible enough to allow the possibility of developing truly global projects. A mechanism to identify potentially global projects should be introduced which would include a ‘checklist’ of requirements that any proposed project would have to meet. The success of the Kenyan WP program and the REFCO Network could be analysed to provide some benchmarks for this checklist. Both these Projects should be considered regarding their potential for ‘global’ expansion. This evaluation notes that the GLOT32 Project Team has begun some work in this area by funding a post in Senegal to try and deliver a prosecutor network in West Africa. And the concept will also be presented for consideration in the RP for Central Asia in December 2012.

This mechanism for identifying potential global projects should include input from a ‘Project Committee’ which could include appropriate in-house stakeholders (including IPB and SPU for Regional and Thematic Programing purposes) and external stakeholders (including donors) but should not be so cumbersome that unnecessary levels of bureaucracy are introduced into the process. The ultimate decision on the Projects to be developed must lie with the GLOT32 Project Team. This recommendation is suggested in recognition that this global project (and global projects generally) are best placed to recognise activities that are more easily replicable across regions. They are well placed to collect and incorporate lessons learned. They can profit from a global overview on an particular issue. They bring expertise, feed into and benefit from the normative work done at HQ, including through the Conference of the Parties to the UNTOC.

Appropriate indicators for outputs, outcomes and impact should be developed.

These indicators for outputs, outcomes and impact should be defined in the project document in such a manner that it is realistic to expect to receive accurate data on the indicators for reporting purposes. These indicators should not rely heavily or critically upon third party involvement or execution but should be built upon aspects of the project under which UNODC has an appropriate level of control and influence. Appropriate indicators should assist in demonstrating the importance of the administrative support architecture that is needed to produce these outputs, outcomes and impacts. This – in turn – may assist in encouraging donors to provide ‘soft earmarked’ funds for the Project to disburse in these critical areas.

Ensure reporting on the GLOT32 project to the donors is accurate, timely and addresses their needs through more active engagement with the donors.

To improve the likelihood of continuing donor support and – by extension – to improve the short, medium and longer term sustainability of the Project it is imperative that donors are actively engaged by the GLOT32 Project Team. One of the most appropriate vehicles to achieve this is through regular, accurate and meaningful reports to donors. The reporting of the GLOT32 project to donors has been patchy with no obvious routine or structure. The donors should be invited to discuss their reporting requirements with the GLOT32 Project Team to develop a mutually agreed reporting format.

Continue the policy of identifying and providing suitable mentors / advisors / experts at Regional and Field Office level.

This evaluation notes the exceptional work done by specific individuals with both the Kenyan WP program and the REFCO network. Much of the success of these projects can be directly attributed to their input and expertise. With reference to the recommendation on the development of indicators for outputs, outcomes and impact the role of these mentors / advisors / experts should be recognised and included. Once more this should help highlight to existing and potentially new donors the essential need to identify, employ and retain quality personnel.

Increase the level of administrative support for GLOT32 at HQ level.

There is a clear lack of administrative resource for GLOT32 at the HQ level. The Project Manager finds herself attempting to fulfil the role of an administrative assistant while attempting to manage the long term strategic direction of the Project. Resources will have to be found to supply administrative support that will monitor and report on the finances of the Project, provide regular Project review documents and liaise with the various Regional and Field Offices to ensure that HQ have appropriate oversight of their various projects in the field. The lack of proper administrative resources could have a substantial negative impact on the sustainability of GLOT32.

Continue to implement the strategy to improve the overall advocacy of GLOT32.

The GLOT32 Project Team has embarked upon a worthwhile strategy with the Advocacy Unit of UNODC to help publicise their work on a global scale. This approach is to be applauded. This evaluation believes that this could be supplemented by implementing a more targeted advocacy strategy which would include appropriate in-house and external stakeholders. It is apparent from the ‘relevance’ results detailed previously in this report that the subject matter and mandated areas of GLOT32 comes high on the priority list of many stakeholders. This natural advantage must be more fully exploited by the GLOT32 Project Team.

V. LESSONS LEARNED

Lessons learned

Need for sufficient resources to be dedicated to administrative duties.

Document management and other administrative duties are vitally important to the smooth running of any Project. The day-to-day running of any Project should not be undertaken by those employed to drive the strategic direction and execute the objective(s) of the Project. This misappropriation of resources leads to inefficiencies and has potential longer term negative impact on sustainability.

A global project should be demonstrably global in its outlook and execution.

A global project – by definition – should be global in its outlook. By doing so it demonstrates to donors and other stakeholders the validity and need for the Project. There is value in being able to identify and then develop a project that covers many different countries and regions, having an impact at a global level. This raises the profile not just of the Project but of the UNODC in general and demonstrates the Office's ability to operate at that level.

Best practices

The proper deployment of appropriate personnel both at HQ and in the field is crucial.

The human factor must be recognised when looking to develop a Project. It is clear that one of the critical factors for success is to ensure that the right people are employed. This is of particular importance in the field where expertise coupled with good local knowledge and the ability to engage local partners is vital.

Building partnerships and cooperation with appropriate external stakeholders is essential.

The success of both the Kenyan WP programme and the REFCO network was dependent to a large extent on the ability of the Project Team and those they employed to build the appropriate partnerships and personal relationships. This should not be underestimated when considering launching a particular project.

ANNEX I

Terms of Reference Programme evaluator (the lead evaluator)

Title:	Consultant
Organizational Section/Unit:	ISS/ OCB/ DTA
Duty Station:	Vienna
Proposed period:	15 July – 31 October 2012
Actual work time:	34 working days

1. Background of the assignment:

The Global Programme for Strengthening the Capacities of Member States to Prevent and Combat Organized and Serious Crimes (GPTOC) is the successor to the project “*Assistance to the Signatories of the UN Convention against Transnational Organized Crime*”. GPTOC remains key to supporting UNODC’s mandates relating to the UNTOC Convention. It aims to support Member States to comply with UNTOC’s provisions and to effectively use the tools provided for in UNTOC in order to more effectively prevent, disrupt, investigate and prosecute transnational organized and other serious crimes.

The global programme objectives are carried out through: 1) the provision of policy advice, legal and technical assistance to strengthen institutions, and enhance knowledge and expertise of criminal justice officials (investigating, prosecuting and judicial authorities) and civil society; 2) the strengthening international cooperation and coordination among Member States particularly through the establishment and servicing of networks of central authorities and prosecutors, including with regional and international organizations; and 3) the development of tools, training materials and good practices on specific components of the Convention, particularly in cooperation with national and international agencies.

The programme works closely at policy making and substantive levels with the Conference Support Section of the Organized Crime Branch in support of the Conference of States Parties and to take action in relation to the mandates given by it to the Secretariat. It works closely also with the Integrated Programme and Oversight Branch and field offices in order to support the development and implementation of the UNODC Regional Programmes as well as this programme.⁴

⁴ Illicit trafficking and organized crime are pillars of the majority of regional programmes (RPs) developed to date and this project has supported their development. GPTOC work is linked to several RPs, including 1) the RP for Central America, through the Central American Network of Organized Crime Prosecutors (REFCO) which

2. Purpose of the assignment:

This assignment is for a consultant to lead and conduct an independent evaluation of the Global

Programme for Strengthening the Capacities of Member States to Prevent and Combat Organized and Serious Crimes (GPTOC) in order to derive recommendations and lessons learned from measuring the achievements, outcomes and impact produced by the project as well as noting obstacles that may have existed and whether and how they were overcome. The recommendations of the evaluation will aim at enabling GPTOC to improve its core initiatives and achieve greater impact by strengthening its management and funding structure and increasing its visibility.

An evaluation is being undertaken at this stage in the project to allow full consideration of its overall effectiveness and efficiency, to enable informed decisions to be taken regarding its future strategic direction and extension of the project and to learn lessons that might be of interest both to donors, member states and to programme managers.

The aims of the evaluation are:

1. to identify obstacles, solutions and potential areas for improvement;
2. to allow donors to obtain a unbiased view of the project in order to consider whether the project is achieving its objectives as set out in the project document;
3. to highlight successes and good practices from the project; and
4. to learn lessons for the extension of the project.

The time period to be covered is from inception of the project, August 2008, until June 2012.

The evaluation will cover the countries or regions where the project has had substantial interventions in order to provide a full picture of achievements and identify limitations.

A full description of the objectives of the evaluation and issues to be covered is contained in the evaluation terms of reference (ToR). This ToR must be read in conjunction with the ToR for the project evaluation.

3. Specific tasks to be performed by the consultant/lead evaluator:

The roles and responsibilities of the lead evaluator are as follows:

has been incorporated into the SICA/Santo Domingo Pact and the Managua Mechanism; 2) the RP for East Africa, in particular relating to work in witness protection and supporting other core work in criminal intelligence capacity building and reform of the Public Prosecution Office; 3) the RP for South East Europe, through implementing activities to enhance criminal intelligence capacities and to provide expertise and administrative work to bid on an EC funded witness protection project for the Western Balkans; 4) the West Africa RP, through support for the establishment of Transnational Crime Units, and lead and coordination towards the creation of a Network of West African Central Authorities and Prosecutors. Expertise was also provided to the development of the RP for Afghanistan and Neighbouring Countries and to the Paris Pact Programme.

- carry out the desk review;
- develop the evaluation methodology in consultation with the witness protection evaluator;
- draft the inception report and finalize evaluation methodology incorporating relevant comments;
- lead and coordinate the evaluation process;
- implement quantitative tools and analyse data;
- ensure that all aspects of the terms of reference are fulfilled;
- draft an evaluation report in line with UNODC evaluation policy;
- finalize the evaluation report on the basis of comments received;
- include a management response in the final report;
- present the findings and recommendations of the evaluation in Vienna.

4. Expected tangible and measurable output(s):

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

- **Inception Report**, containing a refined work plan, methodology and evaluation tools.
- **Draft Evaluation Report** in line with UNODC evaluation policy and guidelines.
- **Final Evaluation Report**, including annex with management response
- **Presentation** of evaluation findings and recommendations to CLP and other key stakeholders

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

Activity	Dates	Workdays
Carry out desk review and develop the evaluation methodology and consult with the witness protection evaluator.	August	8
Draft the inception report and finalize evaluation methodology including drafting of interview protocols	August	5
Conduct face- to-face interviews in Vienna and Panama, and telephone interviews with donors in Washington, DC and Ontario.	August September	7
Review and provide feedback on the witness protection evaluator report	September	2
Draft evaluation report and submit to UNODC for review and comments	By October 12	10
Incorporate UNODC comments into final report	31 October	2

Present report in Vienna	By 02 November	1
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6. Indicators to evaluate the consultant's performance:

- The consultant's performance will be evaluated on the basis of timeliness of each step in the evaluation process and quality of the draft and final evaluation report.

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

- Professional experience related to conducting evaluations of technical assistance projects, especially those related to criminal justice reform;
- Good drafting, organizational and interpersonal skills;
- At least 7 years professional experience in the field of criminal justice and organized crime, particularly from a law enforcement or prosecution perspective;
- Fluency in English. Knowledge of Spanish would be an asset;
- Knowledge of UN practices and procedures an advantage.

**Terms of Reference
Programme evaluator (witness protection evaluator)**

Title:	Consultant
Organizational Section/Unit:	ISS/ OCB/ DTA
Duty Station:	Vienna
Proposed period:	15 July – 31 October 2012
Actual work time:	23 working days

3. Background of the assignment:

The Global Programme for Strengthening the Capacities of Member States to Prevent and Combat Organized and Serious Crimes (GPTOC) is the successor to the project "*Assistance to the Signatories of the UN Convention against Transnational Organized Crime*". GPTOC remains key to supporting UNODC's mandates relating to the UNTOC Convention. It aims to support Member States to comply with UNTOC's provisions and to effectively use the tools provided for in UNTOC in order to more effectively prevent, disrupt, investigate and prosecute transnational organized and other serious crimes.

The global programme objectives are carried out through: 1) the provision of policy advice, legal and technical assistance to strengthen institutions, and enhance

knowledge and expertise of criminal justice officials (investigating, prosecuting and judicial authorities) and civil society; 2) the strengthening international cooperation and coordination among Member States particularly through the establishment and servicing of networks of central authorities and prosecutors, including with regional and international organizations; and 3) the development of tools, training materials and good practices on specific components of the Convention, particularly in cooperation with national and international agencies.

The programme works closely at policy making and substantive levels with the Conference Support Section of the Organized Crime Branch in support of the Conference of States Parties and to take action in relation to the mandates given by it to the Secretariat. It works closely also with the Integrated Programme and Oversight Branch and field offices in order to support the development and implementation of the UNODC Regional Programmes as well as this programme.⁵

2. Purpose of the assignment:

This assignment is for a consultant to support the lead evaluator in conducting an independent evaluation of the Global Programme for Strengthening the Capacities of Member States to Prevent and Combat Organized and Serious Crimes (GPTOC), focusing solely on the witness protection work carried out under the project. It aims to develop recommendations and lessons learned from measuring the achievements, outcomes and impact produced by the project as well as noting obstacles that may have existed and whether and how they were overcome. The recommendations of the evaluation will aim at enabling GPTOC to improve its core initiatives and achieve greater impact by strengthening its management and funding structure and increasing its visibility.

An evaluation is being undertaken at this stage in the project to allow full consideration of its overall effectiveness and efficiency, to enable informed decisions to be taken regarding its future strategic direction and extension of the project and to learn lessons that might be of interest both to donors, member states and to programme managers.

The aims of the evaluation are:

1. to identify obstacles, solutions and potential areas for improvement;

⁵ Illicit trafficking and organized crime are pillars of the majority of regional programmes (RPs) developed to date and this project has supported their development. GPTOC work is linked to several RPs, including 1) the RP for Central America, through the Central American Network of Organized Crime Prosecutors (REFCO) which has been incorporated into the SICA/Santo Domingo Pact and the Managua Mechanism; 2) the RP for East Africa, in particular relating to work in witness protection and supporting other core work in criminal intelligence capacity building and reform of the Public Prosecution Office; 3) the RP for South East Europe, through implementing activities to enhance criminal intelligence capacities and to provide expertise and administrative work to bid on an EC funded witness protection project for the Western Balkans; 4) the West Africa RP, through support for the establishment of Transnational Crime Units, and lead and coordination towards the creation of a Network of West African Central Authorities and Prosecutors. Expertise was also provided to the development of the RP for Afghanistan and Neighbouring Countries and to the Paris Pact Programme.

2. to allow donors to obtain a unbiased view of the project in order to consider whether the project is achieving its objectives as set out in the project document;
3. to highlight successes and good practices from the project; and
4. to learn lessons for the extension of the project.

The time period to be covered is from inception of the project, August 2008, until June 2012.

The evaluation will cover the countries or regions where the project has had substantial interventions in order to provide a full picture of achievements and identify limitations.

A full description of the objectives of the evaluation and issues to be covered is contained in the evaluation terms of reference (ToR). This ToR must be read in conjunction with the ToR for the project evaluation.

3. Specific tasks to be performed by the consultant:

The roles and responsibilities of the evaluator are as follows:

- carry out a desk review of the elements of the project pertaining to witness protection;
- assist the lead evaluator in the development of the evaluation methodology;
- carry out an evaluation of the witness protection elements of the project;
- implement quantitative tools and analyse data;
- work with the lead evaluator to ensure that all aspects of the terms of reference are fulfilled;
- draft an evaluation report for the relevant elements in line with UNODC evaluation policy;

4. Expected tangible and measurable output(s):

The witness protection evaluator will have responsibility for the quality and timely submission to the lead evaluator of a draft report covering the aspects of the project falling under the category of witness protection.

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

Activity	Dates	Workdays
Carry out desk review of the elements of the project pertaining to witness protection	August	5
Assist the lead evaluator in formulating the evaluation methodology including drafting of interview protocols. Data collection.	August	5

Conduct interviews in Nairobi, Kenya.	September	7
Draft evaluation report pertaining to witness protection elements and submit to lead evaluator. Incorporate feedback from lead evaluator into report.	September – October	5
Support lead evaluator in presenting the evaluation report in Vienna	October	1

6. Indicators to evaluate the consultant’s performance:

- The consultant’s performance will be evaluated on the basis of timeliness of each step in the evaluation process and quality of the evaluation report.

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

- Extensive professional experience in the field of witness protection;
- Professional experience related to conducting evaluations of technical assistance projects, especially those related to criminal justice reform;
- Good drafting, organizational and interpersonal skills;
- Knowledge of criminal justice and organized crime related issues, particularly from a law enforcement or prosecution perspective;
- Fluency in English;
- Knowledge of UN practices and procedures an advantage.

ANNEX II

Stakeholder Coverage and Interviewees

Individual		Stakeholder Group	Position
José	AYU	Partner	Attorney General of the Republic of Panama
Siri	BJUNE	UNODC HQ	Programme Officer, Regional Section for Africa and Middle East
Dr. Naida	CHAMILOVA	Donor	Senior Programme Manager, Anti-Crime Capacity Building Program, Government of Canada
Bjorn	CLARBERG	UNODC RO	Head of Law Enforcement Programme, RO East Africa
Christine	CLINE	Donor	Multilateral Affairs Coordinator, US Dept. of State
Amado Philip	de ANDRÉS	UNODC RO	Regional Representative, ROPAN
Ignacio	DE LUCAS	UNODC RO	Senior Coordinator of REFCO, Panama
Sabdra	DIESEL	Partner	Programme Officer, Embassy of Sweden, Kenya

Juan Carlos	FUENTES	Partner	Public Prosecution Office El Salvador, REFCO Contact point in El Salvador
Marie	GRADJOUAN	UNODC HQ	Senior Inter-regional Adviser, Justice Section
Barzy	HERNANDEZ	UNODC RO	Technical Assistant, REFCO, Panama
Giorgi	JOKHADZE	Advisor	Lawyer, Data Exchange Agency, Georgia
Alun	JONES	UNODC HQ	Chief, Advocacy Section
Karen	KRAMER	UNODC HQ	Senior Expert, Implementation Support Section, Project Manager GLOT32
Ronny	LOPEZ	Partner	Public Prosecution Office Guatemala, REFCO Contact Point in Guatemala
Loide	LUNGAMENI	UNODC RO	Representative, RO East Africa
Laura	MONGE	Partner	Public Prosecution Office Costa Rica, REFCO Contact Point in Costa Rica
Lilian	OKUMU	Partner	Lawyer, Office of the Director of Public Prosecutions
Alice	ONDIEKI	Partner	Director, Witness Protection Agency, Kenya
Matteo	PASQUALI	UNODC RO	Criminal Justice Expert, RO East Africa
Catherine	PERRET	UNODC HQ	Chief, Budget Unit, FRMS
Stefanno	POLACCO	UNODC HQ	Chief, Programme Support and Oversight Unit, IPB
Riikka	PUTTONEN	UNODC HQ	Drug Control and Crime Prevention Officer, Conference Support Section
Tamara	ROYO	UNODC RO	Internship Assistant, REFCO, Panama
Benson	SHAMALLA	Partner	Director of Aftercare, International Justice Mission, Kenya

Ana Linda	SOLANO	Partner	Public Prosecution Office Colombia, REFCO Contact Point in Colombia
Steve	THURLOW	UNODC HQ	Project Co-ordinator, GLOT32
Dr.Samuel	TOROREY	Partner	Vice-chairperson, Kenya National Commission on Human Rights
Nata	TSNORIASHVILI	Partner	Senior Staff Attorney, US Dept. of Justice, US Embassy, Georgia
Gerhard	VAN ROOYEN	Advisor	Former UNODC resident advisor on WP in Kenya 2009 – 2011
Camilla	VEERMAN	Partner	First Secretary, Embassy of the Netherlands, Kenya
Oleksandra	ZINCHENKO	UNODC HQ	Budget Assistant, Budget unit, FRMS

ANNEX III

Evaluation Tools

GLOT32 Questionnaire – All Interviewees

1. There is still a need for UNODC through GLOT32 to Strengthen the Capacities of Member States to Prevent and Combat Organized and Serious Crimes. Please circle;

1 Strongly agree; 2 Agree; 3 Neither agree nor disagree; 4 Disagree; 5 Strongly disagree

2. UNODC through GLOT32 has been effective in Strengthening the Capacities of Member States to Prevent and Combat Organized and Serious Crimes. Please circle;

1 Strongly agree; 2 Agree; 3 Neither agree nor disagree; 4 Disagree; 5 Strongly disagree

3. UNODC through GLOT32 has been efficient in Strengthening the Capacities of Member States to Prevent and Combat Organized and Serious Crimes. Please circle;

1 Strongly agree; 2 Agree; 3 Neither agree nor disagree; 4 Disagree; 5 Strongly disagree

4. What – in your opinion – has been the most significant change that GLOT32 has initiated?

GLOT32 Questionnaire – UNODC Staff

1. What is the process for selecting the countries and the type of assistance offered to those countries under GLOT32 funding?

2. Are there any realistic possibilities for UNODC through GLOT32 to encourage countries to start developing WP structures?

3. To what extent are member states willing to build UNODC GLOT32 assistance into the development of their local system?

4. Does GLOT32 have access to sufficient expertise to provide policy advice, legal and technical assistance?

5. Are you pleased with the quality of staff and recruitment process under GLOT32?

GLOT32 Case Study Questionnaire – Witness Protection and REFCO

- 1.** On a scale 1 to 5, how would you evaluate the expertise organized by UNODC to assist;
 - i) Kenya to set up the witness protection program
 - ii) Member states to set up REFCO?
- 2.** How would you evaluate the impact of UNODC assistance 1-5?
- 3.** How would you evaluate the effectiveness of UNODC assistance 1-5?
- 4.** How would you evaluate the efficiency of the management of the project 1-5?
- 5.** Was it difficult to obtain approved funding? If yes, please explain what the constraints were.
- 6.** In what areas has the program benefitted most from UNODC assistance?
- 7.** What were the main challenges in the cooperation and effective implementation of the project?
- 8.** Are UNODC outputs (e.g. best practice guides, manuals, handbooks and training modules) sufficient for the purpose they were designed? What has been the feedback from all the various stakeholders on the usefulness of those tools?
- 9.** Were there any areas where UNODC assistance should have been more enhanced, or was lacking?
- 10.** If you had the chance to start the project all over, what would you do differently?

ANNEX IV

Desk review list

1. GLO T32 Index of documents
2. Annex V⁶
3. Project Document_2008Final
4. Criminal Intelligence & SITs
5. Criminal Intelligence Development in South Asia v4
6. Criminal Intelligence Development in the Gulf States
7. Criminal Intelligence Development in the republic of Panama
8. Mission report – Belize, Trinidad and Tobago – July 2012
9. Mission report – Islamabad – December 2011
10. Mission report – Islamabad – Mar 2011
11. Mission report – Islamabad – May 2011
12. Mission report – Islamabad – October 2011
13. Mission report – Montego Bay, Jamaica – November 2011
14. Mission report – Panama – April 2012
15. Mission report Albania, 21-23.12.2009
16. Mission report Algiers Sept. 2011
17. Mission report Athens 25Jan10
18. Mission report Bosnia & Herzegovina, 13-16.12.2009
19. Mission report FYR Macedonia 10-11.12.2009
20. Mission report Hanoi, Feb 2010
21. Mission report Kosovo 2-3.12.2009
22. Mission report Montenegro 6-9.12.2009
23. Mission report Nairobi Dec 2010
24. Mission report Tehran – Jun 2011
25. Mission report Vietnam, July 2010 v3
26. UNODC TCU Mission Report Liberia 02 June to 11 June 2010
27. Building Capacities to Support and Protect Exec Sum
28. ipi_epub_kenya_toc
29. Kenya WitPro Act 2006 Ammend April2010
30. List of Participants Witness Protection Stakeholders
31. Agenda-Kenya
32. Ian Munroe letter – Witness protection Prog.
33. Karen⁷
34. Letter AG,Jan 2010
35. Letter DPP ro UNODC.27 January2008
36. ltr accepting Mentor
37. Van Rooyen Extension
38. DOC⁸
39. DOC⁹
40. ACCBP Year1 Final Report_OCN Network_GLOT32
41. ACCBP_GLOT32Budget year1CAD

⁶ List of member states that have received GLOT32 assistance

⁷ Letter from Kenyan authorities acknowledging Mr. van Rooyen as UNODCs suggestion for WP advisor

⁸ Project Revision Document August 2010 – Staffing table amendment only

⁹ Project Revision Document March 2011

42. ACCBP_Narrative Proposal GLOT32 – 7 May
43. FRMS_Yr1_Report
44. UNODC¹⁰
45. 2011end of year summary.IDL_kk
46. ACCBP Year2 Interim Report_OCN Network GLOT32
47. GLOR22_Report_2008
48. note verbal_april 2010¹¹
49. Progress Report 2009
50. REFCO 2012 summary of activities
51. Summary WP activities 2009-march 2010
52. Work Plan GLOT32 – January-June 2012
53. REFCO Briefing September 2012
54. REFCO September 2012 – PowerPoint Presentation
55. REFCO State of play 2012 – PowerPoint Presentation
56. REFCO Regulations
57. REFCO Workplan – Panama 15 – 16 March 2011
58. REFCO Workplan – Panama 1 – 2 February 2012
59. REFCO Sustainability of the Network

¹⁰ UNODC Organisational Chart

¹¹ Letter of appreciation from the Permanent Mission of Kazakhstan on support given in implementing the UNTOC Convention