UNITED NATIONS OFFICE ON DRUGS AND CRIME
Vienna

Independent In-Depth Evaluation of the

Regional Programme for West Africa 2010 - 2014

"Supporting the Economic Community of West African States (ECOWAS) Political Declaration on the Prevention of Drug Abuse, Illicit Drug Trafficking and Organized Crime in West Africa, adopted at the thirty-fifth Ordinary Session of the Authority of Heads of State and Government of ECOWAS"

December 2015

UNITED NATIONS
Vienna, 2015

This evaluation report was prepared by an evaluation team consisting of 3 independent evaluators: Vincent Lefebvre, Team leader and independent consultant, Miguel Alonso Majagranzas, Rule of Law expert and independent consultant, and Sarah Vuylsteke, independent consultant.The Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects. Please find the respective tools on the IEU web site:

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This publication has not been formally edited.

TABLE OF CONTENTS

		Page
	Management Response	vii
	Executive summary	ix
	Summary matrix of findings, evidence and recommendations	xix
I.	Introduction	01
	Background and context	01
	Evaluation methodology	07
II.	Evaluation findings	11
	Design	11
	Relevance	15
	Efficiency	18
	Partnerships and cooperation	23
	Effectiveness	28
	Impact	37
	Sustainability	39
	Human Rights and Gender	41
	Innovation	44
III.	Conclusions	47
IV.	Recommendations	53
V.	Lessons learned	58

Annexes

I.	Terms of reference of the evaluation	60
II.	Evaluation tools: questionnaires and interview guides	97
III.	Desk review list	103
IV.	List of persons contacted during the evaluation	110
V.	Results of the online survey	120
VI.	List of projects per Sub-Programme	181

ACRONYMS

AAACA	African Association of Anti-Corruption Authorities
AML	Anti-money laundering
ACSRT	African Centre for Studies and Research on Terrorism
AFIS	Automated Fingerprint Identification System
BPP	Bureau of Public Procurement
CAAT	Cellule Aéroportuaire Anti-Traffic (*Joint Airport Interdiction Task Force* – JAITF)
CBO	Community Based Organisation
CCAD	Coordinating Commission Against Drugs
CCAT	Cadre Conjoint des Nations Unies d'Appui à la Transition
CEDAW	Convention to Eliminate All Forms of Discrimination Against Women
CEDEAO	Communauté Economique des Etats de l'Afrique de l'Ouest (*EconomicCommu nity of West African States* – ECOWAS)
CEPIAD	Centre de Prise en Charge Intégrée des Addictions de Dakar
CFT	Combatting the Financing of Terrorism
CICP	Centre for International Crime Prevention
COMSEC	Commonwealth Secretariat
CONIG	Country Office of Nigeria
CSR	Corporate Social Responsibility
DAC	Development Assistance Committee
DDR	Drug Demand Reduction
DEA	Drug Enforcement Agency
DPKO	Department of Peace Keeping Operations
Dpt	Department
ECOWAS	Economic Community of West African States (Communauté Economique des Etats de l'Afrique de l'Ouest CEDEAO)
EFCC	Economic and Financial Crimes Commission
EJN	European Judicial Network
ENSFI	European Network of Forensic Service Institutes
EQ	Evaluation Question
EU	European Union

FIU	Financial Intelligence Unit
GCCP	Global Container Control Programme
GIABA	Inter-Governmental Action Group against Money Laundering in West Africa
GoAML	Go Anti Money Laundering
GoCASE	Integrated Intelligence, Investigation & Prosecution Case Management & Criminal Database System
GoPRS	Go Public Procurement Review Software
HDI	Human Development Index
HQ	Headquarters
HRBA	Human Rights Based Approach
ICE	International Collaborative Exercise
INTERPOL	International Criminal Police Organisation
IOM	International Organisation for Migration
IS	Information System
IT	Information Technology
JAITF	Joint Airport Interdiction Task Force
LDC	Least Developed Countries
LFA	Logical Framework Approach
NACIWA	Network of Anti-Corruption Institutions in West Africa
NAPTIP	National Agency for the Prohibition of Trafficking in Persons and Other Related Matters
NDLEA	Nigeria Drug Law Enforcement Agency
NFIU	Nigerian Financial Intelligence Unit
NGO	Non-Governmental Organisation
NIP	National Integrated Programme
NSC	National Security Council
OCAD	Office Central Anti-Drogue
OCTRIS	Office Central pour la Répression du Trafic Illicite de Stupéfiants
OHCHR	Office of the High Commissioner for Human Rights
PJ	Judicial Police
PN	National Police
PWID	People Who Inject Drug
ROSEN	UNODC Regional Office for West and Central Africa in Senegal
RP	Regional Programme
SARFSN	Southern African Regional Forensic Service Network

SMART	Specific, Measurable, Accessible, Relevant, Time bound
SME	Small and Medium Enterprise
SP	Sub-programme
TB	Tuberculosis
TIPSOM	Trafficking in Persons and Smuggling of Migrants
TOCTA	Transnational Organized Crime Threat Assessment
TOCU	Transnational Organized Crime Unit
TORs	Terms of Reference
ToT	Training of Trainers
TP	Thematic Programme
UK	United Kingdom
UN	United Nations
UNCAC	United Nations Convention against Corruption
UNDCP	United Nations International Drugs Control Programme
UNDG	United Nations Development Group
UNDPA	United Nations Department of Political Affairs
UNDPKO	United Nations Department of Peace Keeping Operations
UNGA	United Nations General Assembly
UNGASS	United Nations General Assembly Special Session
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNIOGBIS	UN Integrated Peace-building Office in Guinea-Bissau
UNODA	United Nations Office for Disarmament Affairs
UNODC	United Nations Office on Drugs and Crime
UNOHCHR	United Nations Office of the High Commissioner for Human Rights
UNOWA	United Nations Office for West Africa
UNREC	United Nations Regional Centre for Peace and Disarmament in Africa
UNTOC	United Nations Convention against Transnational Organized Crime
US	United States
WACAP	West African Central Authorities and Prosecutors against Organized Crime
WACI	West Africa Coast Initiative
WAEMU	West African Economic and Monetary Union
WB	World Bank
WCO	World Customs Organisation
WHO	World Health Organisation

MANAGEMENT RESPONSE

The Senior Management of UNODC appreciates the efforts of the Independent Evaluation Unit (IEU) and the evaluation team for their evaluation of the Regional Programme for West Africa for the period 2010-2014, including interviewing and reaching out to beneficiaries, partners and donors in Vienna and across various geographical locations in West Africa. The Management also wishes to thank UNODC staff in the field and at headquarters for their active contribution in the exercise.

The evaluation exercise and the recommendations stemming from it are important in enabling UNODC to overcome gaps and weaknesses and improve performance in order to consolidate achievements and further strengthen its work in West Africa. Some of these recommendations have already been taken into account in the initial design of the new Regional Programme for 2016-2020, and other relevant ones will be considered when finalizing the document.

The evaluation report notes that UNODC's intervention in West Africa has overall been highly relevant to strengthen in particular the capacity of member states to work towards the implementation of the ECOWAS Regional Action Plan against illicit drug trafficking, related organized crime and drug abuse in West Africa. It also notes that UNODC expertise in technical assistance and threat analysis related to its different mandates was widely recognized by all stakeholders. Regional networks such as the West African Central Authorities and Prosecutors against Organized Crime (WACAP) and the Sahel platform are also highlighted as successful initiatives in the region, to be further analyzed for potential replication. These observations are of high importance to UNODC's work in the region and are duly noted.

Convinced of the importance of addressing the threats the region is faced with in a comprehensive manner, UNODC will build on its efforts started under the Sahel project to ensure that strong judicial institutions complement law enforcement efforts, resulting in a more balanced support to Member States, as recommended in the report.

UNODC will also work jointly with member states from the region as well as donors to ensure that the needs of beneficiaries form the basis of its programming in the region, and are addressed by a flexible, balanced and complementary mix of national and regional interventions. The Steering Committee to be established under the new Regional Programme will be the appropriate setting to discuss on a regular basis the needs and priorities of all stakeholders and to respond to those by adjusting the foreseen activities. Though its membership is to be further defined, the Steering Committee will review on an annual basis UNODC interventions in the region in light of identified priorities and will allow to share information on planned or ongoing activities carried out by other partners in the region in order to avoid any possible overlapping and duplication. By involving other development actors, the Steering Committee will also provide a venue for UNODC to discuss the interventions of the different actors reinforce complementarities and synergies as relevant, in line with the report's recommendation.

The evaluation report also notes a need to strengthen the research component of the Regional Programme, which remains underfunded despite donors considering UNODC expertise on drugs

and crime in the region highly valuable. UNODC management fully supports this recommendation and will devise new ways to further advocate among donors the importance of solid and comprehensive data as a basis for better planning and implementing tailor-made interventions in a timely manner. UNODC management also supports the recommendation to strengthen its communication, awareness and advocacy functions in the region.

The need to enhance the programme/project cycle management is also noted. Jointly with the efforts undertaken UNODC-wide in the past years to strengthen its strategic frameworks as well as transparency and accountability, efforts will continue with a view to strengthen the project/programme management, monitoring, reporting and evaluation functions and capacities of the Regional Office. The structure of the new Regional Programme will contain a new logical framework with more solid outcomes, indicators and means of verification.

Nevertheless, the management is of the opinion that some of the recommendations, while touching upon critical issues, fall short of proposing ways to address them, given the constraints within which UNODC is operating. In particular while UNODC explained in great details the rules and regulations of the UN Secretariat as well as the constraints related to its funding model to the evaluators, some of the recommendations seem to fail to take these specificities into account. For example, while UNODC can and does engage and advocate for specific interventions based on its assessment of the needs of potential beneficiaries, it has no final control over the specific global, regional or national agenda of donors or over their decision to earmark funding for specific areas (law enforcement) and to not fund others (drug demand reduction, research, etc.). Similarly, the recommendations on the full cost recovery model, no cost extension or lack of core/seed funding seem to not take into account the above-mentioned operating environment. In addition, the recommendation related to the empowerment and increased reliance on its regional partners fails to take into account the limitations inherent to these structures, although these were discussed at length with the evaluation team.

Finally, UNODC management would like to underline that the evaluation process was constrained by the security (Mali and Nigeria) and sanitary (Ebola) situation in some of the countries under the Regional Programme, resulting in a limited sampling of interviewees, a situation compounded by the limited number of answers to the survey administered by the evaluators.

EXECUTIVE SUMMARY

Context

West Africa is generally defined as the area of Africa between the Sahara desert and the Gulf of Guinea, including 16 countries (Benin, Burkina Faso, Cabo Verde, Gambia, Ghana, Guinea, Guinea-Bissau, Côte d'Ivoire, Liberia, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone, and Togo). It borders on the North Atlantic Ocean. Overall, the region has a low human development index[1].

In the report *Transnational Organized Crime in West Africa: A Threat Assessment*, published by UNODC in 2013, drug trafficking is a global problem that has become increasingly more apparent in West Africa since the early 2000s. The region has become the hub for smuggling drugs to Europe; mainly cocaine from South America, heroine from Pakistan and neighbouring countries smuggled through from East Africa as well as other drugs such as cannabis. The reasons West Africa has become such a hub is due to anti-drug trafficking efforts have closed off previous more direct routes, as well as prevailing conditions of instability coupled with corruption and a lack of rule of law which has left West African states vulnerable to exploitation by organised crime.

This climate of instability combined with poverty and bad governance has created a breeding ground for organized crime such as trafficking in persons, arms, minerals, counterfeit/fraudulent medicines, smuggling of migrants& cigarettes, oil bunkering, and other illegal activities. Recently an increasing presence of and pressure from terrorist groups in the Northern part of the Sahel (e.g. Boko Haram, AQMI and the different groups in Mali) have also added to the volatility and complexity of the social and political climate. These movements have also facilitated drug trafficking, and have been able to flourish due to the absence of a strong law enforcement structure, good governance and state services; poverty; as well as insufficient access to education for the majority of the population.

The 2010-2014 Regional Programme (RP) for West Africa was initiated after a request in 2009 from the Economic Community of the West African States (ECOWAS) to support its Regional Action Plan to combat illicit drug trafficking, organized crime and drug abuse 2008-2015. The overall objective of the RP is to support the efforts of the ECOWAS states[2] and Mauritania to respond to evolving security threats such as drug trafficking and to promote human rights, the rule of law and good governance.

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[1] UNDP, *Human Development Report*, 2014: Cabo Verde, Ghana and Sao Tome and Principe belong to the medium human development index group (with Cabo Verde, the West African country with the highest HDI value, ranking 123th globally), while the 14 other countries of the region belong to the low HDI group (from Nigeria, ranking 152nd, to Niger, ranking 187th and last globally).

[2] Benin, Burkina Faso, Cabo Verde, Côte d'Ivoire, The Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone and Togo.

As in other regions, UNODC's support took the form of a regional programme. The Regional Office for West and Central Africa in Senegal (ROSEN) rapidly launched national integrated programmes (NIPs)) following a strategic decision to move from the previous project approach to an integrated programme approach aimed at responding more effectively to the regions challenges and ensuring more impact from its interventions by considering issues at a regional level. The regional perspective adds value to UNODC global programmes and national interventions by taking into consideration transnational challenges and promoting regional cooperation, which is particularly relevant in West Africa, which is made of a high number of countries, languages and socio-economic and judicial systems. It also facilitates dialogue with and between governments and donors on common issues, as well as with key regional stakeholders, such as ECOWAS in West Africa.

The Regional Programme for West Africa was based on four interventions axis: (i) illicit trafficking, organised crime and terrorism, (ii) justice and integrity, (iii) drug prevention and health, and (iv) awareness and research.

The in-depth evaluation of UNODC's Regional Programme for West Africa was carried out from December 2014 to March 2015 using a three step approach methodology that encompasses active (field visits) and passive (desk review) data acquisition and analysis by standard triangulation of sources and methods including:

- A desk review of project documents, mid-term and annual reports, budget plans, work plans, project evaluations, log frames, etc.; other documents that contributed to the formulation of the RP such as the ECOWAS Plan of Action and the accompanying Political Declaration; and a quick review of the main regional and national projects (including performance reports) and selection of global projects (review of annual reports, evaluation reports and project documents).

- Interviews: over 100 interviews took place, covering both internal (UNODC) and external (all other partners from beneficiaries to donors to implementing agencies) stakeholders, and programme beneficiaries. Field missions were carried out successively to HQ-Austria, the Regional Office for West and Central Africa (ROSEN), based in Dakar, Senegal and in a selection of countries including their UNODC Offices (Cabo Verde, Nigeria, Guinea-Bissau, Niger, Benin, Côte d'Ivoire, Burkina Faso and Sierra Leone). This included interviews with those that attended trainings conducted by UNODC. Remote interviews were also conducted by the evaluation team with countries not visited (Mali, Liberia, Guinea, Mauritania, Gambia, Togo and Ghana).

- Focus group interviews: several focus groups interviews took place to acquire data more swiftly and in a participatory way where a large number of people had to be interviewed.

- Field visits: in addition to ROSEN, the Country Office in Nigeria (CONIG) and HQ, the team visited several institutions that have been established under and/or contribute to flagship projects for the RP (Container Control Programme (CCP), AIRCOP, West Africa Coast Initiative (WACI), drug treatment centres) in Senegal, Nigeria, Guinea-Bissau and Côte d'Ivoire. This enabled the team to look at project implementation in a practical manner and allowed for the review of the provision of material and equipment provided by UNODC.

- On-line survey: an online survey was developed to enable stakeholders to be able to share their views in an anonymous manner. The survey was sent to over 300 destinataries and elicited 31 responses. Even though the number of responses do not allow to make any statistical inference, the results were used to triangulate as an additional source for measuring divergence or convergence with the data collected through, desk reviews, interviews and direct observation.

Evaluation Findings

1. Relevance:

The scope of the RP encompassed all issues covered by the ECOWAS Action Plan, UNODC's Strategic Framework as well as all mandates of UNODC that are relevant for the region.

UNODC's response has overall been highly relevant as it has contributed to its main goals, namely strengthening the capacity of member states to work towards achieving the goals of the ECOWAS Regional Action Plan and reinforcing the capacities of the Member States in the region to ratify the relevant international instruments and to implement them. Both national and trans-border issues were taken into account and enhanced regional dialogue among key stakeholders was facilitated, in particular on the basis of improved capacity and decentralisation of expertise.

UNODC's expertise in technical assistance and on regional threat analysis in matters relating to prevention of transnational organized crime and drug trafficking, particularly law enforcement, criminal justice, corruption is widely recognised by all stakeholders as its main competitive advantage.

2. Design:

The design of the RP covers all UNODC mandates and features relating outcomes, outputs and indicators in its logical framework. Changing the approach from single interventions (projects) to integrated and multi-country efforts under sub-programmes and a regional programme proved a challenging task.

Linkages between thematic areas have progressively improved over the duration of the RP (for example between the illicit trafficking and justice (sub-programmes 1 and 2)). However, links with the sub programmes related to health and research (sub-programmes 3 and 4) remain tenuous and often did not receive adequate resources despite increasing recognition of their importance in tackling the root causes of trafficking.

Whilst the RP has managed to respond largely to needs identified by countries, the implementation of the RP has always been, and remains, constrained by donors who tend to pledge support and funding according to their own national priorities rather than actual needs, as well as the rationale and the implementation of the priorities as defined in the ECOWAS regional action plan. Unfortunately, this did challenge the implementation of some programmes in some thematic areas, especially as threats in the region evolved over time. For this reason it was found that the RP would benefit from the establishment of a permanent governance structure where a change of priorities overtime (for example from cocaine smuggling to security threats, etc.) could be voiced in a structured fashion by donors or beneficiary countries and reflected more effectively in the interventions.

Whilst receiving limited funding, the idea of national NIPs remains a relevant initiative. Having a comprehensive and holistic national approach is indispensable to complement a regional and sub-regional approach as they offer a tailored framework for tackling country-specific issues.

3. **Efficiency:**

Overall, the RP has been efficient. It has proven an attractive tool to substantially increase donor funding, although it still resulted in an uneven spread of resources into the different sub-programmes.

The evaluation finds that the full cost recovery approach needs to be better communicated and explained to the donor community who remain resistant to the idea. UNODC's effort to bring full transparency to its costs structure and operations should not be held against the organisation, especially when other agencies remain opaque about their respective costs and are being wrongly perceived as more efficient. More dialogue and support from HQ would be beneficial here to ensure understanding with the donors from the top levels down.

Whilst an extensive effort has been made, timely delivery of activities through projects has often encountered difficulties. This is often due to delayed receipt of financial resources and a high turn-over of UNODC staff both in the field and at HQ level. Furthermore, the overall delivery rate of projects has steadily increased over time, as a result of increased staffing levels and procedure rationalisation.

In spite of the efforts made, the evaluation found that a limited availability of baseline studies, the lack of reliable data, and contextual analysis has impacted reporting capacities mainly due to the limited interest of donors to fund research and monitoring activities. This should be addressed in order to adequately inform donors on progress and achievement of their funded interventions, as well as getting a better overview and understanding of changes effected on the ground. To combat this it is suggested that a strong project cycle approach be adopted/developed for the RP and all projects under it

Visibility and communication are highly demanded by donors and beneficiaries and remain a limitation to unfold the RPs full potential.

Donor support was mostly linked to own agendas and priorities in the region. This had an effect in the implementation of the original design and type of interventions that the RP had to implement by progressively accommodating changes and prioritizing interventions to meet the demands of the main donors. Support to beneficiary institutions has been highly relevant in identifying needs and the most pertinent technical solutions, but this effort still needs to be translated into strong ownership of counterparts and will require a rethinking of the approach on sustainability. The RP's Strategic orientation and guidance could benefit from the support of a regional Steering Committee

4. **Partnership and cooperation:**

The RP enabled UNODC to increase both the quality and quantity of partnerships with stakeholders (donors and other operational agencies; for example UNPOL in the Ivory Coast), which brought less duplication and more complementarity.

ROSEN has managed to create strong relationships with beneficiary institutions by responding actively to their needs. The partnership with ECOWAS, which was the basis of the RPs initial design, would benefit from a review aimed at designing a less ambitious approach with more achievable results and a more even distribution of responsibilities; thereby encouraging ownership and sustainability.

UNODC both in the field and at headquarters is proactively encouraging donors to respond to specific RP issues. However, interventions are still very much donor-driven, based on their perception of priority needs. A comprehensive donor coordination mechanism under the RP would contribute to an increase in effectiveness of UNODC portfolio in the region as it would ensure that resources go where the greatest needs and gaps are.

The RP has been a useful tool for UNODC to enhance its capacity to partner with other international organisations. These efforts also enabled harmonisation of efforts to better use resources. Cooperation with other UN Agencies has substantially increased during the RP through participation of UNODC in for example the UNDAF and Delivering as One (for example in Cabo Verde, and with the integrated Sahel Strategy amongst others). Bilateral partnerships with other agencies to enhance efficiency through distribution of tasks as per mandates have also been observed. However, there is still a sense of competition on some overlapping topics between agencies.

It would be ideal to increase collaboration with civil society organisations (NGOs, CSOs). CSOs are usually closer to end beneficiaries and are often more successful in ensuring ownership, impact and sustainability of interventions.

5. **Effectiveness:**

Overall, the RP has been effective and has managed to devise an integrated regional strategy through the programme approach. However, during the first stages of the RP there remained a culture of approaching initiatives in a project based manner; based on a single issue/intervention rather than a holistic regional approach. This was mainly due to the process of streamlining previously national projects into a regional set up. Later on initiatives have incorporated a much more regional character, for example see the WACI and Sahel projects; tackling issues on a sub regional level with much more effect.

The results attained by the RP vary widely from country to country mostly according to their degree of institutional development, with countries with more institutional development performing better than those with less (for example Cabo Verde with strong institutions in law enforcement as well as justice has shown the strongest successes).Couple with this it was observed that whilst (sub) regional initiatives are important there remains a need for building capacity at the national level to support regional initiatives. The idea of more tailored responses at a national level in relation to illicit trafficking and organised crime should be supported by donors and prioritized by the program.

The RP has managed to transform structures for improved collaboration both within and between countries through the establishment of coordination mechanisms and platforms for discussion and dialogue although some issues were however not fully addressed (e.g. cannabis, human trafficking). There are relevant examples of effectiveness of the RP such as the creation of platforms of information sharing and several flagship interventions that have been most successful and will need decisive political support and resources to ensure continuity. In the field

of justice and integrity, most efforts were devoted to UNCAC. Corruption connected with integrity and solid public service values is a key concern in the region and it might be necessary to consider the possibility to make this issue a cross-sectorial topic in all interventions. In addition, activities aimed at encouraging AML within the region have been successful, with increased exchanges of information taking place despite language issues. Furthermore, the health sector and HIV prevention efforts have been most successful in supporting umbrella organisations and treatment centres in the region and tackling the other side of the problem. In addition to this success, UNODC should build upon this momentum to gather additional support to ensure consistent and sustainable extensions of these services throughout the region.

Research and awareness received low funding in comparison to needs at regional level. This has been judged by the evaluation as a shortcoming, which needs to be addressed in the new RP as it should form the basis of all interventions if they are to be successful.

SP1 – illicit trafficking, organised crime and terrorism:

Owing mostly to UNODC's effort in the region, the majority of countries have adapted their legislative frameworks to international standards (terrorism prevention, counter trafficking in persons and smuggling of migrants (TIP-SOM), anti-money laundering (AML)…). The implementation of these legislative measures, whilst being supported and linking law enforcement and justice, still requires substantive support to be fully in place. The RP has managed to consolidate regional structures and to enhance collaboration between equivalent institutions (e.g. DEAs) through direct interactions and trainings. There are different levels of capacity enhancement varying from country to country. To balance and harmonize regional requirements levels, there is a need for more tailored support to take into account the different institutional development contexts.

Intelligence support was successfully provided in the region through capacity building of institutions and should be accompanied by administrative transformation of those institutions.

Regional and sub-regional platforms (e.g. West African Central Authorities and Prosecutors Network (WACAP) and the Sahel Judicial Platform,) have been effective tools to promote dialogue and exchange of information and expertise between very diverse institutions. Several flagship interventions (e.g. AIRCOP, WACI or the CCP) have boosted the capacity of beneficiary countries, but the implementation of the new tools (e.g. IT) and working methods (e.g. new management guidelines and professionalised teams) need to be accompanied and adequately tuned to actual working conditions of each institution.

SP2 – justice and integrity:

The RP contributed to the strengthening the rule of law by structuring regional legal frameworks and inter alia supporting countries ratification of anticorruption convention. These efforts have been further enhanced through initiatives such as WACAP which bring together actors regionally on a platform. By supporting initiatives such as forensic laboratories and financial intelligence units (FIUs). Hence countries have increased their capacity to detect and prosecute organized crime though national coordination still remains weak despite those solid efforts. This calls for a reallocation of human resources to the relevant institutions but also to reinforce coordination mechanisms at country level to facilitate information exchanges.

Some relevant examples of these increased efforts are the UNCAC self-assessment reports now being produced by countries with UNODC's support, or the progressive increase in access to justice including through community based solutions with no support to ECOWAS Court of Justice. Especially in Nigeria, the "Support to the Justice Sector since December 2012" has contributed to engage a full range of justice sector actors. Other good practices interventions were the sustained efforts on child protection in Cabo Verde, as well as in Liberia and Sierra Leone despite these were interrupted due to Ebola crisis. Lastly, the increased support provided under the RP s has been most effective in the area of MLA, resulting in a higher number of requests in spite of the language barriers remaining a challenge.

SP3 – improving drug prevention and health:

The primary activities conducted in the West Africa region for people who use/inject drugs were (i) the review policies and reforms in line with WHO/UNODC/UNAIDS comprehensive package for harm reduction, HIV prevention and treatment for PWID and prisoners, (ii) training on enhancing partnerships between law enforcement and CSOs in the context of drug use and HIV, (iii) engagement with the CSOs and national AIDS control agencies supporting formation of harm reduction network, (iv) support to national strategic work plans, drug control masterplans, (v)starting and operationalising drug treatment centres and (vi) providing technical support to countries for Global-Fund country applications.

Drug prevention objectives have only been partially achieved through the RP given the lack of funding that can be attributed to donors having less interest in funding a regional strategy of intervention versus specific projects in specific countries. Most interventions remained formal and mainly at country level. To try to compensate for the scarce resources available, UNODC judiciously concentrated its assets on platforms and umbrella organisations with prevention activities. In spite of these efforts, it was not possible to provide wide support for grass-root organisations. The support to Ministries of Health with drug rehabilitation centres – drug treatment / "TreatNet" - has been most effective when taken over by health authorities. What is needed in most countries is the development of a legal framework regarding DDR coupled with a strong plan for implementation.

SP4 – promoting awareness and research:

Little funding was provided by donors to undertake this sub program, despite the donor community considering UNODC's expertise in research on drug and crime highly valuable. Still, UNODC has provided several relevant publications to inform the UN Security Council and the Secretariat as well as some studies which evaluate the impact of drugs and crime in the region for youth and women. UNODC has also contributed to major reports on drug trafficking status (e.g. TOCTA).

Capacity-building support (e.g. trainings of counter narcotic forces, the creation of database of drug seizures in Mali and Togo) was provided on data gathering and analysis in several countries, but these efforts remain scarce in view of the real regional needs and lack of statistical records, as well as the low capacity of member states to ensure consistent and holistic data gathering.

Awareness raising has been most effective through supporting Government sponsored events but, due to the lack of structured funding for this SP, there are no plans for regular and continuous support to raise civil society awareness on drug trafficking and organised crime.

As research and analysis is a key component on which to base and evaluate interventions, it is suggested that in the new cycle of the RP more resources and focus be allocated to this SP.

6. Impact:

The impact of the RP has been difficult to judge for two reasons. This is the first cycle of the West Africa RP, covering a limited time span of 4 years. Firstly, the goals of UNODC under this RP are long term and it is difficult to judge impact at this stage, as effects will likely take much more time to manifest and observe. Many projects are also still on going and will spill over into the next cycle of the RP. Institutional capacity building and the creation of institutional linkages between different stakeholders go beyond the timeframe of projects or even the RP itself. Initial programming cycle is usually too short to evidence changes in institutions and agencies that result in reducing drug trafficking and organised crime in the long term. Hence, the need for longer-term start up regional programming considering at least the specificities of initial implementation and development phases to ensure impact is measurable.

Secondly, as mentioned before, the RP has not established baselines due to a lack of consistent data gathering. Reporting is often on outputs (e.g how many trainings held for how many people) and not impact or outcomes (what changes have been achieved through the training), which is due to the formulation of indicators at the start of a project as well as a lack of structured follow up. This does not facilitate a measurement of impact of the programme. This could easily be remedied by applying a programme/project cycle process to the RP and the individual projects under it.

Some difficulties to measure impact are due to the nature of areas of work; it is hard to ascertain information as to whether smuggling of migrants and illicit goods is taking place and where. This lack of consistent criminal information calls for stronger monitoring and research component and mechanisms to be supported by the RP.

Taking into account the above, there are though already good signs of impact. Initiatives under the RP have had a major impact on closing down or enhancing the control of some routes used by drug and illicit goods smugglers (e.g. WACI, Aircop). Efforts to increase regional collaboration to tackle crime and smuggling can also be shown through the successes of the creation of regional platforms such as WACAP. However, information is always secondary and not quantifiable; significant efforts remain to be made to that respect.

While the justice sector has successfully capitalised on several of UNODC's interventions (e.g, Sahel judicial Platform), support has remained tilted towards law enforcement (WACI, AIRCOP, CCP, etc.). Drug demand reduction impact was visible through general public awareness campaigning and opinion polling through drug user care centres and statistics that were effectively taken over by national institutions.

7. Sustainability:

Most often, the sustainability of the results is dependent on continued support through additional resources coming from the beneficiaries or the donors. Country demand driven interventions generally have a higher success rate and are more sustainable due to a higher level of ownership; they are more likely to commit themselves if they own project results and if an exit strategy has been put in place. This has been the case for example for (i) most interventions in Cabo Verde where the Government is at the forefront of project design and implementation, (ii) interventions in Senegal and Côte d'Ivoire, where there has been close collaboration between stakeholders (e.g. NGOs and ministries). Interventions with continued training follow-up (through mentoring) are most likely to be sustainable.

8. **Human rights and gender:**

UNODC has made some efforts to integrate the human rights based approach through its trainings and vetting system. There are some examples of direct or indirect (through relevant UN counterparts) support to organisations promoting human rights and gender equality. Other successes with civil society organisations (e.g. ensuring the publishing of a mapping of Koranic schools in Dakar to enable the monitoring of the child beggar phenomenon including journalists in awareness raising campaigns, ensuring that they are aware of the issues – for example human trafficking in Senegal, ENDA Jeunesse action in Niger) should be widely disseminated in the public domain.

9. **Innovation:**

There are numerous examples of innovation during the implementation of the RP. The approach has been to support successful interventions that can be disseminated in the region and entice stakeholders for replication: e.g. methadone centre in Senegal, One Stop Shop[3] in Cabo Verde, journalists trainings, awareness raising campaigns using new methods (e.g. awareness raising caravan in Senegal), AIRCOP, WACI project and mentoring system. The Sahel project adopted a more restricted and relevant thematic and geographical approach, building a sub-regional approach within the region for a specific theme. This is innovative and looks likely to produce results though the impact remains to be evaluated as it is still in the beginning stages of implementation. As a first step it has managed to garner donor attention and funding. In addition, ROSEN has successfully embarked on a proactive strategy to approach embassies and donors at regional level, resulting in additional fund raising.

Recommendations

Strategic recommendations: the linkages between sub-programme interventions should be reviewed in a structured manner so that the programme becomes more regional and holistic. Intervention in the same line should be grouped together and streamlined as it has been done for sub-regional programmes such as the Sahel Project and WACI.

UNODC's HQ needs to alert the relevant member states (e.g. FINGOV, etc.) about the gap between core funding levels and portfolio growth, requesting more flexible funding mechanisms. UNODC should try to orient donor priorities towards research and awareness-raising efforts as well as proven priorities on the ground. The contribution of global programmes at regional level should be reviewed in order to take local specificities into better account.

UNODC needs to ensure support to both governments and civil society in all relevant sectors, in particular through supporting local, regional or international organization in integrating human rights and gender through partnerships with relevant national organisations

The RP should include a governance structure that has the decision making powers as to steer the RP according to emerging security and threat trends.

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[3] CPV/S28 - Anti-organised crime and counter narcotics enforcement in Cape Verde

Operational recommendations: RP visibility should be enhanced with additional resources. Mentoring should become more systematic even if at the expense of quantity, which might be achieved through ToT capacity building.

UNODC should retrain staff (including national staff from UNODC's field projects) on the project cycle to strengthen formulation and M&E capacities, which would strengthen the development and implementation of projects and programmes and allow for better measurements of impact.

UNODC might review its approach to systematic application of the same technology and IT solutions to all partners and beneficiaries and should consider a more tailored and more locally adapted/accepted approach to suit specific capacities and ensure that the solutions provided are fully incorporated, integrated and applied by end beneficiaries in all cases.

Lessons Learned

Ownership is often key to success and should be supported through more local participation and emphasized starting at the intervention's formulation stages through supporting leaderships and in-depth institutional analysis. A continued effort in this direction would give national stakeholders a clear understanding of the relevance of these thematic areas to ensure stability and progress and encourage investment in the development of the strategy to deal with the problem.

Data research and analysis capability needs to be a priority for support so as to feed in governments and donor with evidence-based information as well as creating a good understanding of the root causes of the problem.

Interventions would benefit from a more strategic approach taking into account key aspects of the issues at stake and developing a strong programme cycle with clear goals, objectives, indicators and timelines linked to enhancing sustainability.

UNODC's image would be greatly enhanced by raising awareness and supporting regional collaboration between civil society and government structures. When civil society understands and supports UNODC's role and their government's interventions achievements, it automatically enhances the program's image in the region.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings[4]	Evidence (sources that substantiate findings)	Recommendations[5]
Key recommendations		
RELEVANCE		
SP1 (illicit trafficking, organised crime and terrorism) has received most of the funding while other sub programmes – especially SP3 and 4 drug demand reduction and research) remained underfunded while highly complementary. Especially research is a key component upon which all other SPs rest.	Beneficiaries and ROSEN staff interviews, document review.	The formulation of new interventions should recognise the interlinkages between law enforcement and the justice sector (as for example has recently been done in the Sahel project). More focus needs to be placed on technical assistance and trainings to ensure the building of strong judicial institutions to complement law enforcement resulting in a more balanced support to both side of the issue (law enforcement and justice). (TO ROSEN, HQ)
There is a growing gap between donors willing to fund regional interventions to tackle broad issues and beneficiary countries that insist upon a more horizontal approach based on building up first national capacity through appropriately meeting local needs as a strategy to tackle regional issues.	HQ, ROSEN and beneficiary institutions' staff interviews.	As both approaches are complementary, UNODC should work more closely with donors and governments when formulating both regional and national programmes: in particular, the formulation of a regional programme must be closely matched to local needs identified within national programmes so that new regional interventions do contribute directly to specific results of national programmes (TO ROSEN / HQ)
The Regional Programme (RP) has faced challenges in responding to a changing environment (drugs trafficking and organised crime, coup d'états) due to its rigid structure. This results in increasingly inconsistent alignment between beneficiary country needs and donor priorities	HQ, ROSEN and beneficiary institutions' staff interviews	The structure of the RP should be a framework, which allows for flexibility to respond to evolving needs and challenges. The creation of the Steering Committee could contribute to adjusting priorities to evolving needs when relevant. (TO HQ and ROSEN)
DESIGN		
The research and awareness component of	ROSEN and donors'	New RPs should develop clear research,

[4]A finding uses evidence from data collection to allow for a factual statement.
[5]Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

the RP is underfunded and does not reflect its contribution for data analysis, contextualization and information dissemination for both fund raising and as an independent source of information for stakeholders.	interviews.	awareness, the development of a 'brand' (for example like UNICEF/UNDP) and communication components that are funded under the portfolio of the RP for baselines, thematic research reports, data collection and analysis, etc. This component might be subcontracted if it is difficult for UNODC to find internal expertise. One way this can be undertaken is to invest in developing the communications and advocacy section of UNODC or dedicating a person to this task as a 'communications officer' or something along those lines. (TO HQ, ROSEN and donors)
EFFICIENCY		
The project formulation stage did not systematically include baseline studies or detailed contextual analysis; logical frameworks and indicators are not systematically SMART and reporting is mostly output based; a high turnover of administrative staff reduces the delivery rate of interventions	Local offices and ROSEN staff interviews.	Staff members, including project managers and experts need to be trained in project cycle management as well as UNDP procedures (e.g. induction course at contracting) and an expert in project/programme management needs to be hired at the ROSEN level to ensure that all projects under the RP are up to M&E international standards. Given the struggle against crime and drugs is a very long term endeavour should UNODC want to be effective it should try to increase the effortto convince senior management at UN level to ensure that positions are long term reducing the turnover and reducing knowledge loss. (TO ROSEN UNODC HQ)
The reporting towards the general public, donors and partners about UNODC tends be unbalanced and focus on the negative rather than the positive outcomes	Interviews with HQ, ROSEN staff & beneficiary country representatives	A communication strategy (for example quarterly reports, newsletters etc detailing achievements and successes) should be developed which focuses on the **achievements and successes** of UNODC work to inform donors and external partners as a strategy to ensure donors and partners are aware of progress made. This will also be greatly helped by redefining reporting from reporting on outputs to reporting on impact.outcomes. The website should be re-developed to reflect the different sub programmes and RP. It currently only highlights certain projects of the RP (most of them global) and does not give a fair representation of the scale of the activities undertaken under the RP. (TO ROSEN)
Reporting is one of the RPs greatest challenges focussing on outputs and not systematically on outcomes and impact. This approach results in difficulties to track development and successes achieved.	Interviews with HQ and ROSEN staff, beneficiary country representatives and UNODC country offices; Based on the review of reports during the desk review.	The way in which UNODC reports to donors needs to be improved, with a focus on impact and outcomes rather than outputs. This can be aided by formulating the right indicators during project formulation through a specialist in project/programme management established at ROSEN. (TO ROSEN and HQ)

There is no governance structure to oversee the relevance of the RP over time and to ensure that the RP is aligned with countries and region's needs and changing trends.	Documentary review, ROSEN staff & HQ	The governance structure of the RP should include a steering committee which role is to provide oversight to the RP, its processes and outputs, realign and adjust the RP to resolve implementation issues and adapting outputs according to emerging priorities. It should ensure support to strategic direction and safeguard the cohesion of all different sub programmes and activities, as well as its relation to the global programmes and UNODC mandates at a global level (TO ROSEN and HQ)
HUMAN RIGHTS and GENDER		
The RP has not fully integrated Human Rights & Gender into the RP and all its projects; in particular, exposure to HR and gender of institutional beneficiaries remains somewhat limited. For example, no gender quotas are required in trainings.	Beneficiary stakeholders & ROSEN staff interviews.	UNODC needs to focus on its mandate and ensure that gender and human rights are streamlined into projects (through the UN HRBA approach) and programmes through closer collaboration (joint initiatives and backstopping) with for example OHCHR and UNWOMEN. (TO ROSEN and HQ)
SUSTAINABILITY		
Ownership of intervention results remains limited for both criminal-trafficking-terrorism and justice sub-programmes resulting in government disengagement by the end of the interventions	UNODC local offices, ROSEN	UNODC RP should ensure that ownership is established by enabling beneficiaries to be involved in the formulation process of interventions and ensuring that a comprehensive and holistic framework is created at a national level in line with other interventions and national programmes. This approach has worked well in Cabo Verde and is currently also successfully being undertaken in the Côte d'Ivoire on some subjects (e.g. human trafficking). (TO Governments and ROSEN)
Appropriateness of interventions: technology-based solutions are sometimes not in line with the organisational development of the institutions and require too challenging government (HR and financial) commitments not sustained afterwards.	UNODC local offices, ROSEN	UNODC and its partners/beneficiaries should contribute in a more open manner to identify the prerequisites of beneficiary organisations that must be addressed prior to the provision of technical assistance. (TO Governments and ROSEN)
Important recommendations		
DESIGN		
The current structure of the RP might not be the ideal design to respond to evolving threats in the region; the contribution of global projects to the RP remains unclear given the levels of funding (>10% of global budgets allocated to West Africa) and the fact that most global interventions do not take advantage of the RP design as they bypass it to intervene directly into selected countries. If it were not for global projects the areas of drug prevention and health in general would be almost fully neglected as the RP have in most cases	HQ staff interviews, and documentary reviews	UNODC should increase its efforts to rationalize global interventions and focus on ensuring a supportive role between regional interventions and global interventions. HQ should support the consolidation of stronger RPs ensuring that global programmes don't overrun regional initiatives and to negotiate with donors the necessary coupling of their priorities with regional needs (TO HQ)

failed to attract donor's attention to this subprogram (SP3		
EFFICIENCY		
UNODC's effort to bring full transparency to its costs structure and operations is not widely understood by the donor community	Donor and UNODC staff interviews.	The full cost recovery system must be better explained to potential donors and member states as it is a direct consequence of the lack of core/seed funding. Efforts should be made to ensure that budget allocation for UNODC matches its regional and global obligations. This would help to offset the restrictions related to tight earmarked funding and funding gaps. There should also be a standard clause developed which would allow UNODC to apply no cost extensions if due to unforeseen external circumstances (which can occur in West Africa) budgets are not spent in the planned timespan. (TO HQ)
UNODC and ROSEN lack a comprehensive advocacy strategy to attract donors and funding for its interventions and explain better the types of interventions it is undertaking	ROSEN and donor staff interviews.	A strong advocacy campaign part of a long term communication strategy needs to be developed by ROSEN and HQ, which conveys not only the successes and the relevance of UNODC's work in the region, but which conveys to Member States and donors the need for increased core funding and soft earmarked funding to respond to the evolving needs of the region. (TO ROSEN and HQ)
UNODC remains over-reliant on international expertise used for trainings and capacity building that could be delivered by regional experts.	HQ and donors' staff interviews.	In order to raise the effectiveness and efficiency of UNODC's interventions, ROSEN should coordinate with HQ the contribution of international expertise towards creating regional expertise through ToT (e.g. expert's pools) that would disseminate skills and information through regular / ad-hoc trainings either with UNODC's support or independently through other sources of funding (TO HQ and ROSEN). UNODC should improve its coordination with UN agencies, regional centres of excellence, CSOs, universities and private organizations, to create a special roster for African/regional experts on line topics. (TO ROSEN)
EFFECTIVENESS		
UNODC seems to over-focus on law enforcement interventions and less on social dialogue and preventive action; this requires the identification of/local/community leadership.	Interviews donors, beneficiaries and documentary reviews	UNODC should support more consistently local leadership programs/ change makers and consensus community leaders; UNODC must put more emphasis on combining the advantages of a bottom up approach with its conventional top-down approach (e.g. regional centres for leadership and community support, universities, primary and secondary schools, CSOs and communities, clan leaders…) (To ROSEN and HQ)

There are several initiatives in the region implemented by other organisations which are complementary (e.g. WACSI).	UNODC's local offices, ROSEN and HQ staff interviews, donors, beneficiaries and documentary reviews	UNODC should map the different initiatives implemented by other partners in the region which complement their work. This would also ensure that no efforts are duplicated. (To ROSEN and Donors)
IMPACT		
The main form of providing technical assistance to beneficiary institutions is through organising trainings. Whilst this is a valid starting point for transfer of knowledge and skills, there is a gap on following-up trainings (mentorship) to ensure that beneficiaries effectively assimilate the technical knowledge and skills.	HQ staff interviews, donors, beneficiaries and documentary reviews	UNODC should ensure that adequate resources and time is allocated for the phases after trainings to ensure assimilation of skills in practice, and to ensure implementation of the skills learnt. Adequate funding should be provided by donors for this purpose (TO ROSEN and donors)
The creation of regional networks such as WACAP and the Sahel platform have been a success story and form a good example of a good practice/a successful initiative in the region.	UNODC's local offices, ROSEN, HQ staff interviews, beneficiaries and documentary reviews	The reason why WACAP or the Sahel platform is so successful needs to be analysed. The findings of this analysis will be able to inform a best practice in the RP which can be replicated in other sectors. (TO ROSEN)
UNODC could have had greater interaction with donors and development institutions / actors at RP design stage and during implementation to define and update commonly a regional development agenda for which the RP is a contributor.	HQ staff interviews, beneficiaries and documentary review	UNODC should be at the forefront in enhancing dialogue between donors, beneficiary countries and international / regional institutions to coordinate both external interventions and its RP to enhance effectiveness and impact. (To ROSEN and member states)
SUSTAINABILITY		
UNODC could have invested more in supporting regional institutions to ensure sustainability of the interventions and partnerships	UNODC's local offices, ROSEN, beneficiaries and documentary reviews	UNODC should continue to support and develop its partnership with ECOWAS and its commissions (e.g. Political Affairs, Peace and Security), its Court of Justice and its Parliament; utilising its strengths which lie primarily in ensuring political support for changes and policy development at the regional level. Empowering regional organisations such as ECOWAS and other could increase the sustainability of UNODC's interventions and regional ownership. (TO ROSEN and HQ)

I. INTRODUCTION

Background and context

West Africa is generally defined as the area of Africa between the Sahara desert and the Gulf of Guinea. Including 16 countries[6], all countries but Cabo Verde and Ghana rank at the bottom of the low human development scale. Until the recent Ebola epidemic, which has slowed down growth, West Africa was the continents fastest growing region with a projected growth rate of 7.4% in 2014.

The population of West Africa is estimated at 340 million people as of 2013 with Nigeria the most populated (est. 173.6 million). The region is very diverse with four official languages (English, French, Arabic and Portuguese) and over 1000 local languages.

Map 1: West African states[7]

Drug trafficking is a global problem that has become increasingly more apparent in West Africa since the early 2000s[8]. The region has become the hub for smuggling cocaine from South America to Europe as British and American anti-drug efforts have effectively curtailed the use of traditional smuggling routes. It is estimated that a quarter to a third of the cocaine that arrives in Europe (around 40 tons per year[9]) is smuggled through Western Africa with a retail value often

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[6]Benin, Burkina Faso, Cabo Verde, Gambia, Ghana, Guinea, Guinea-Bissau, Côte d'Ivoire, Liberia, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone and Togo

[7] Source: UNODC ToRs which ToRs and there is no 6 in the text

[8] Source: World Drug Report 2011

[9]Source : UNODC Drug Trafficking as a Security Threat in West Africa year?

higher[10] than the GDP of some of the countries of the region. This economic incentive promotes the illegal trade and is a challenge to good governance, rule of law and overall regional stability resulting in higher incidence of other forms of crime. Recently an increasing presence of and pressure from terrorist groups in the Northern part of the Sahel have also been placed on the agenda.

In response to the challenges described above, and an increasing awareness of the problem, the Economic Community of West African States (ECOWAS) convened a Ministerial Conference in 2008 resulting in the drafting of a three year Regional Action Plan to combat illicit drug use, organised crime and drug trafficking with further UN appeals in 2009 for increased support from Governments. The Regional Action Plan was eventually endorsed by ECOWAS in late 2009. A Political Declaration accompanied the endorsement as an expression of political commitment, requesting UNODC to step in and provide technical and budgetary assistance to ensure the implementation of the Action Plan.

Programming approach:

UNODC first began to develop regional programmes in 2008/2009. UNODC's move into regional programming was a response[11] to align better interventions with the Paris Declaration on Aid Effectiveness, be more programmatic and results-focussed, focused on transnational and cross-border challenges, based on partnerships and be more responsive to countries' needs.

Regional programming was a response to ensure a holistic and integrated response to challenges that were closely interlinked. It was felt that tackling one problem at a time would not lead to much impact, but that taking interlinked issues and tackling them together would have a multiplier effect on impact. More specifically (i) the very high number of countries (16) and associated costs for implementing interventions creating the need for a large budget and (ii) the diversity of the region which is reflected in 4 different official languages (Portuguese, English, Arabic and French), judicial systems (common law versus civil law), religion, cultures and subsequent communication, cooperation and coordination difficulties at regional level.

The Regional Programme for West Africa (2010-2014) is therefore viewed as a 'first generation' programme. It was designed as a "crosscutting, multilateral strategy", based on the principle of shared responsibility, where peace-building, security sector reform, national institution-building, and capacity-building efforts would be implemented in the most effective manner with a view to contribute to the creation of an environment which would enable socioeconomic development to benefit of the people in West Africa[12].

The overall objective of the RP is to support the efforts of the ECOWAS states and Mauritania to respond to evolving security threats like drug trafficking and promoting human rights, the rule of law and good governance. This was to be achieved through four sub-programmes and national integrated programmes (NIPs). NIPs were developed as governmental development frameworks that were elaborated with UNODC support through to ensure a local grounding in the fight against drug trafficking and organized crime. The sub-programmes addressed global and regional issues promoting dialogue, exchange of information, cooperation and coordination at all levels.

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[10] Source: Africa Economic development Institute why was this deleted and not answered to?
[11] Source: Guiding principles for Regional Programming – UNODC - 12/2008
[12]Source: UNODC website - Regional Office for West and Central Africa where? When? What?

The RP has been developed through a consultative process with partner countries and regional organization (ECOWAS), in which regional/national "ownership" is the guiding principle. The RP promotes strategic regional initiatives by facilitating cross-border cooperation and dialogue, providing access to information and data about regional/global issues and trends, facilitating access to global technical expertise and supporting the implementation of the UN Conventions on Drugs, UNTOC and UNCAC and the "UN Standard and Norms on criminal justice and crime prevention".

To support the RP and to ensure direct implementation, it was decided to establish multi-disciplinary teams in the UNODC Regional Office for West and Central Africa in Senegal to integrate crime and drug control projects in regional/country development strategies, in close partnership with other UN partners[13].

Structure of the Regional Programme for West Africa

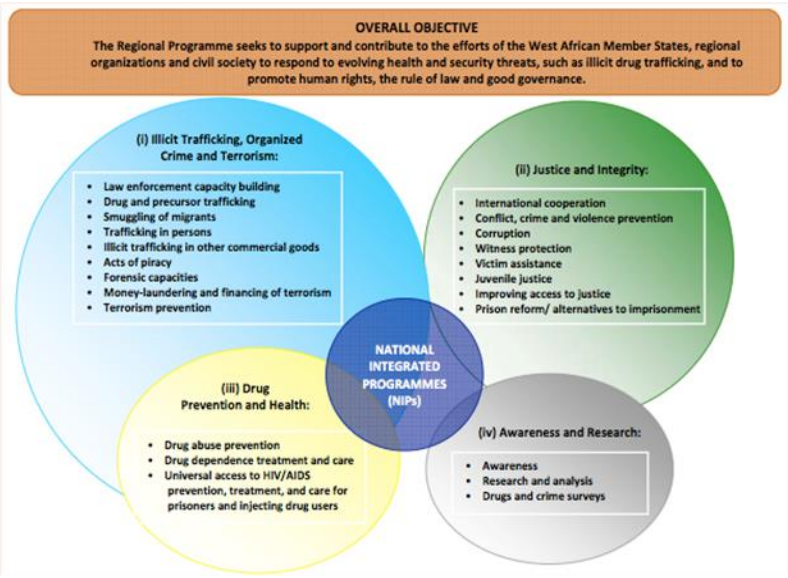

Figure 1: RP structure[14]

Under each of the sub-programmes, the RP has outlined "impact results" further refined through relevant outcomes / achievements:

<u>Sub Programme 1:</u>

This sub-programme aimed to: "**reduce illicit trafficking**" through (i) Member States taking systematic and intelligence-based action to identify and act upon drug trafficking, money-laundering and other organized criminal activities, including improving their border security, (ii) national legislative frameworks related to drugs, crime and terrorism established in accordance with international and regional commitments taken by the countries, (iii) Member States improving their capacities to fight trafficking in persons and smuggling of migrants.

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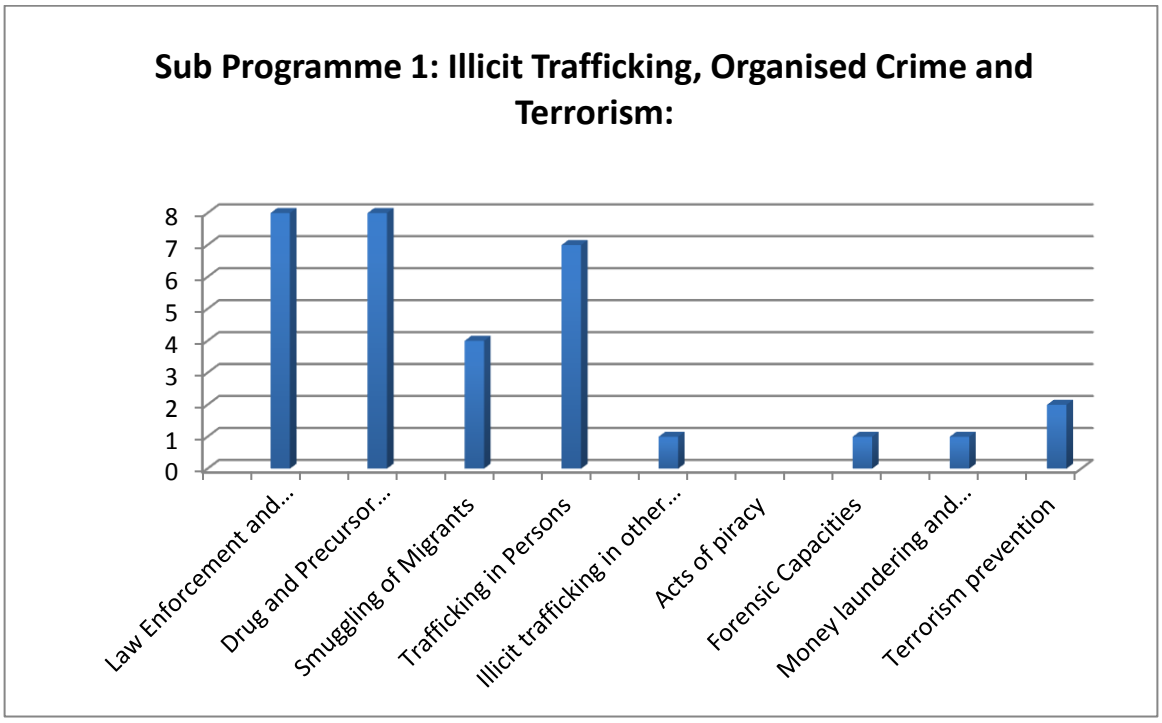
[13] Source: UNODC HQ interviews
[14] Source: Regional Programme for West Africa, UNODC.

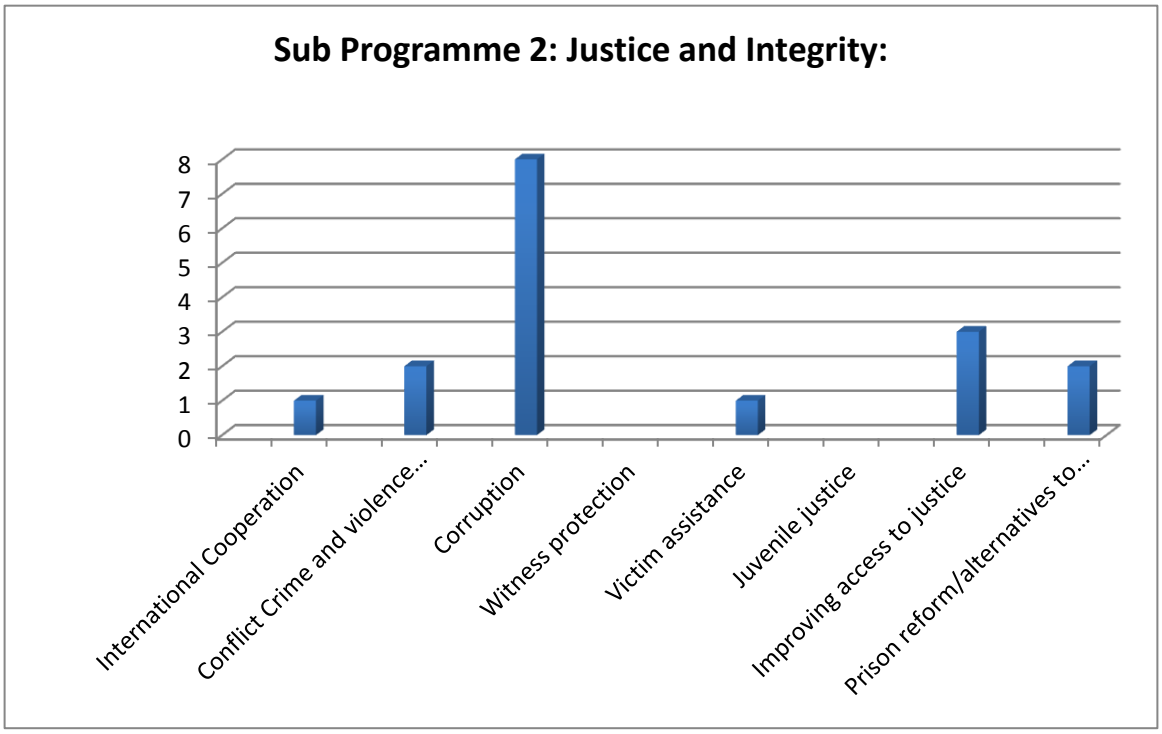


Graph 1: number of projects for sub-programme 1[15]

Sub Programme 2:

This sub-programme aimed to achieve: "**criminal justice systems reformed and in line with international standards**" through (i) Member States taking action to align their domestic legislation on corruption with international legal standards, (ii) Member States identifying opportunities for improvement of national criminal justice systems and act upon them with UNODC assistance, (iii) Member States initiating actions to increase international and cross-border cooperation in criminal matters.

[15] Source: Data collected from desk review documentation and processed by the evaluation team. List of projects per sub-thematic under Annex 6

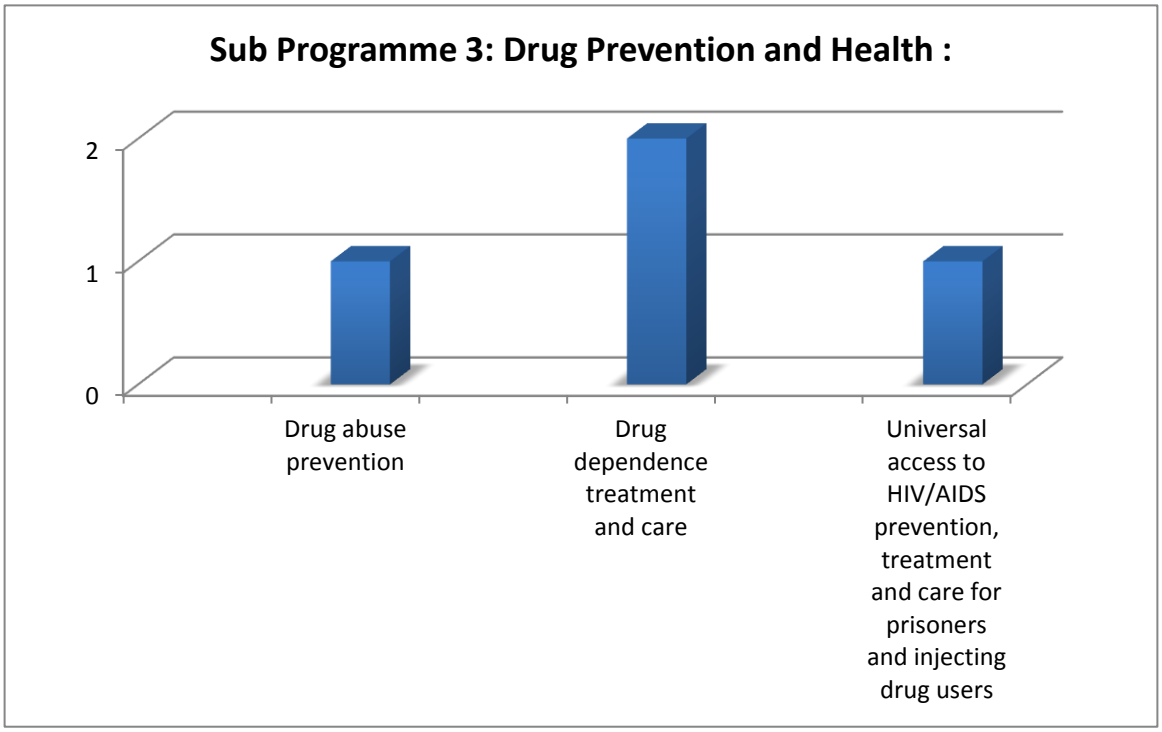


Graph 2: number of projects for sub-programme 2[16]

Sub Programme 3:

This sub-programme aimed to: "**reduce drug abuse and related health problems, including HIV/AIDS**" through (i) Member States in the region initiating actions to raise awareness on drug abuse among particularly vulnerable groups, (ii) improved and expanded treatment and care services for male and female drug addicts and prisoners, (iii) Member States initiating actions to establish legal and programmatic frameworks to effectively prevent and address drug abuse.

[16] Source: Data collected from desk review documentation and processed by the evaluation team. List of projects per sub-thematic under Annex 6

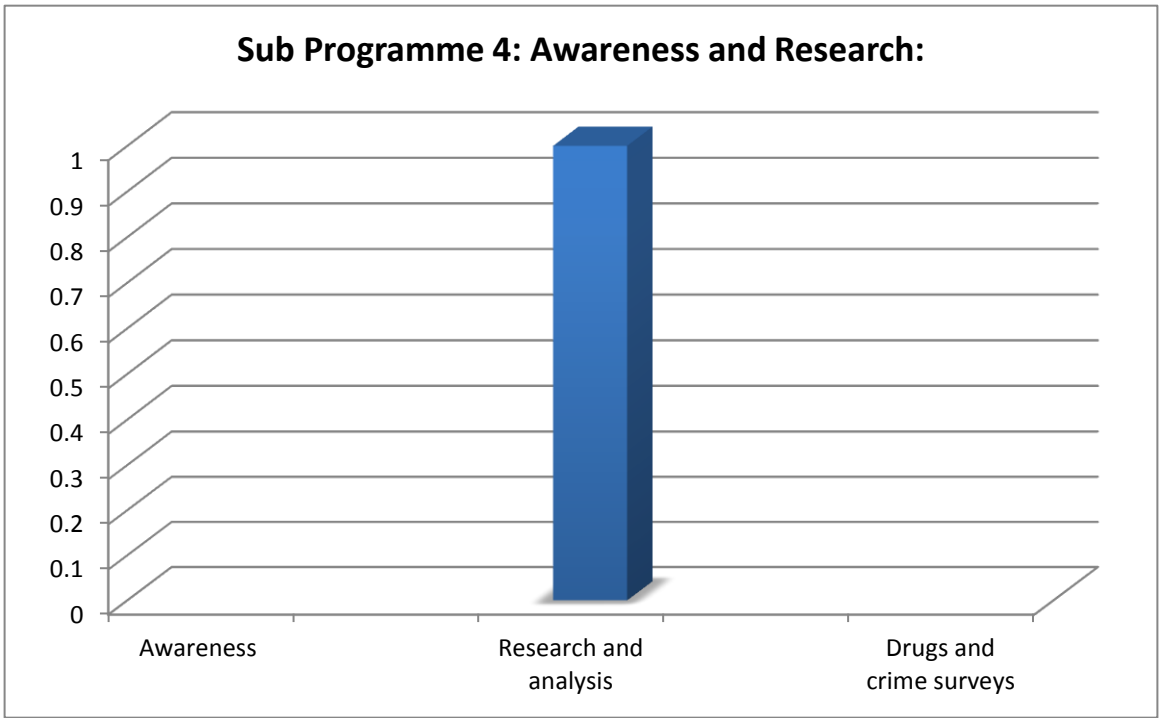


Graph 3: number of projects for sub-programme 3[17]

Sub Programme 4:

This sub-programme aimed to achieve "**increased international attention and support to West Africa. Drug and crime issues merged into national development agendas in the region**" through (i) Member States becoming increasingly aware of trends and impact of threats related to drugs and crime in the region (ii) Member States initiating actions to conduct research and analysis on drugs and crime in the region, (iii) Member States having increased their capacity to raise public awareness on drugs and crime.

[17] Source: Data collected from desk review documentation and processed by the evaluation team. List of projects per sub-thematic under Annex 6



Graph 4: number of projects for sub-programme 4[18]

Evaluation context and methodology

Evaluation objective and scope:

The evaluation covered the period from January 2010 until October 2014. No mid-term review or evaluation was carried out during this period. The purpose of the evaluation is to determine the extent to which planned objectives and outcomes were produced and to provide stakeholders with relevant information for the development of a new RP. It assessed the level of implementation of the programme in relation to its outcomes by reviewing the results achieved and identifying lessons learned and best practices that might be useful for the formulation of a new RP.

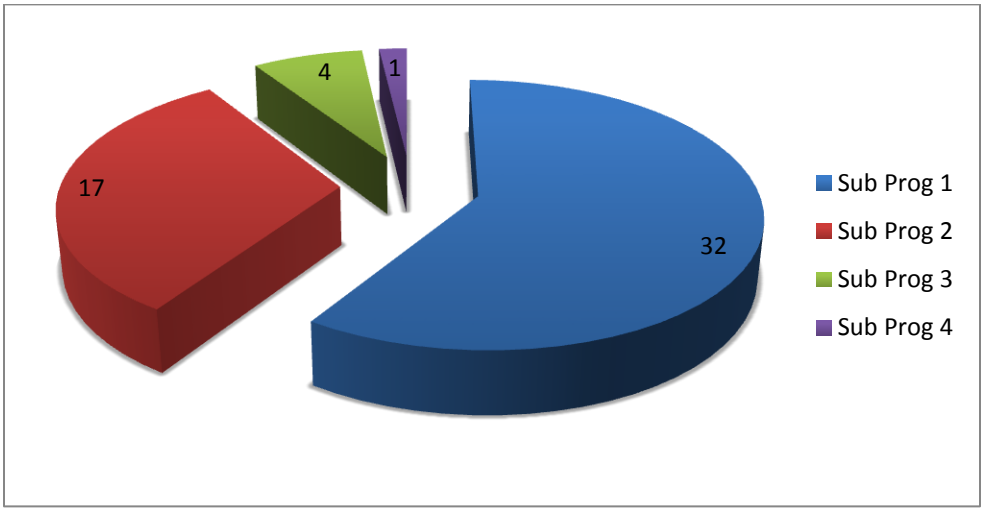
The specific objectives of the evaluation were to:

- Contribute to organizational learning by identifying the strengths and weaknesses of UNODC in the region and under each thematic area;
- Contribute to accountability by assessing the achievements of UNODC in the region and the appropriateness of the utilisation of resources;
- Contribute to decision-making in relation to UNODC strategic orientation in the region and in thematic areas for the next Regional Programme;

[18] Source: Data collected from desk review documentation and processed by the evaluation team. List of projects per sub-thematic under Annex 6

The main implementation tools of the programme are individual projects. Fifty-three (53) projects were or are still being implemented under the programme. These include (i) global projects, which also cover other regions of the world (for example the Container Control Programme (CCP), (ii) regional projects covering several countries of the region and (iii) national projects. All three types of projects are streamlined into both the regional programme and national integrated programmes wherever relevant and possible.

The evaluation team was not expected to appraise each project but it did review their thematic contribution of all projects to the regional programme, in particular for each sub-programme.



Graph 5: breakdown of projects per sub-programme[19]

The projects are coordinated by ROSEN. Currently UNODC has offices in Senegal, Cabo Verde, Sierra Leone, Nigeria, Ghana, and Guinea-Bissau, Mali and Ivory Coast. Due to the strategic location of Nigeria in West Africa, the fact that ECOWAS is based there, the extensive amount of interventions undertaken in the country as well as large funding resources channelled to projects in this location, a Country Office (CONIG) was set up to oversee national interventions. As per ToR several large-scale interventions funded by the EU in Nigeria, were not part of the evaluation because they were at development phase.

Methodology:

A three-step approach was adopted to carry out the evaluation of the Regional Programme:

1. **Passive data acquisition**: a documentary review of existing data was performed by the team members to (i) present preliminary findings, (ii) establish the evaluation questions (see attachment II for EQ streamlining) and (iii) select the evaluation tools to acquire data. This resulted in the production of an inception report.

2. **Active data acquisition**: field missions were carried out successively to HQ-Austria, ROSEN-Senegal and in a selection of countries including their offices if present (Cabo

[19] Source: Data collected from desk review documentation and processed by the evaluation team.

Verde, Nigeria, Guinea-Bissau, Niger, Benin, Côte d'Ivoire, Burkina Faso and Sierra Leone). Phone interviews were made for the remaining countries (Togo, Ghana, Liberia, Mauritania, and Mali). In addition, an (anonymous)on-line questionnaire was sent to all interviewed stakeholders to further analyse their viewpoints.8.7 % of contacted stakeholders responded to the on-line questionnaire, especially from UNODC partners evidencing possibly a lack of interest / propensity (linked to confidentiality) in sharing issues and lessons learned. In any case, it is not possible to disaggregate responses according to groups of stakeholders on the basis of this questionnaire, as it is not representative (see annex 5). Some trends are however evidenced in the relevant evaluation criteria.

3. **Data analysis** and **reporting**: the evaluation findings were compiled on the basis of field visits, the desk review and a collective effort by the team both in Senegal during an extended stay and in Europe through additional team meetings. The report was structured taking in to account the five DAC evaluation criteria (relevance, efficiency, effectiveness, impact and sustainability) plus additional specific criteria (partnership & cooperation, human rights and gender).

The following tools were used to acquire data: (i) desk review of RP documents and projects, (ii) interviews (100+) of stakeholders (UNODC staff, donors, government institutions and some NGOs), (iii) field visits of UNODC's office (ROSEN, CONIG and HQ) and several institutions holding RP flagship projects (GCCP, AIRCOP, drug dependence reduction centres) in Senegal, Nigeria, Guinea-Bissau, and Côte d'Ivoire, (iv) focus group interviews (ROSEN administrative and technical staff, in Côte d'Ivoire, Burkina Faso and Sierra Leone for a selection of stakeholders, (v) an on-line survey.

Evaluation constraints and limitations:

Whilst UNODC has adopted a regional programming approach. Still, most interventions were undertaken as individual projects (approximately 53 projects at an early stage and mounting to over 60 at the evaluation stage). The evaluation team initially aimed to streamline the documentary review by focussing on the most relevant documents (project documents, annual and evaluation reports, budgets and audits). However, these documents were not systematically produced per project (e.g., not all projects underwent evaluations or audits). Therefore, considerable time was spent during the inception phase in accessing, reviewing and selecting the most relevant documents for the evaluation.

To respond to time and budget constraints, UNODC selected a number of countries to be evaluated in depth (through field visits) whilst other underwent a 'light' review (no visits were undertaken but telephone interviews with stakeholders were held).Light analysis of interventions for some countries responded to concerns on security and safety (for example the terrorist threat in Mali) as well as access constraints due to the Ebola crisis.

The evaluation was also hampered by a general lack of baselines throughout the RP. Very few projects had a baseline study establishing the situation at the beginning of the project. This was overcome where possible through (i) the review of project evaluations, (ii) stakeholders sampling – including external stakeholders, (iii) crosschecking of sources of information. It has to be said though that this lack of data severely affected the ability to gauge any impact of the RP.

In terms of logistics, the mission was constrained by unreliable flight schedules and airlines and in Niger in particular by the security situation that reduced significantly the moves of the evaluator.

II. EVALUATION FINDINGS

Design

Extent to which the logical framework approach was adopted, with Performance Indicators that could be measured at the country and regional levels, such as planned outcomes and outputs, performance indicators, including gender equality and human rights, targets, risks, mitigation measures and assumptions.

Integrated strategy approach:

UNODC was established in 1997 with the mission to combat illicit drugs and international crime. It is nearly entirely dependent (90%) on voluntary contributions from governments. This has resulted in interventions based on a project approach that are the result of bilateral discussions between donor(s) and UNODC. Globally this approach has progressively shown its limits, with an ever-increasing portfolio requiring stronger linkages, coordination, and cooperation between projects to avoid duplication of efforts.

By the end of the 2000's, UNODC had progressively switched from a project to programme-based approach, building its interventions to bring in more inter-regional alignment between actions and to ensure an integrated framework for knowledge and skills transfer. Two instruments were developed to operationalize this strategy both by theme and by geographical scope – these are the Thematic Programmes and Regional Programmes.

The Thematic Programmes (e.g. 'Crime Prevention and Criminal Justice Reform 2012-2015') and the Regional Programme for West Africa (national and regional interventions) are aimed to complement each other. The RP should translate on an operational level in West Africa, policies and strategies developed by HQ under the Thematic Programmes to consolidate integrated regional initiatives. This is not always the case and thus the RP was encouraged by a push towards decentralisation at the regional level. For example, ROSEN has increasingly been staffed by specialized thematic staff. This staff has facilitated deeper dialogue with governments on both national and trans-border issues, accompanying fund raising initiatives and providing contextual analysis.

Regional programming approach:

In that context, the 2010-14 Regional Programme for West Africa is the first of its kind in the region. Given the high number of countries in the region (compared with other regional programmes), their widely different (political, social, cultural, economic) contexts, a regional programming was considered essential by UNODC to ensure increased efficiency and effectiveness in fighting illicit drug trafficking and international crime.

The principles are in line with UNODC's strategic policy. It has been established that UN operational responses at just a national level is ill suited to tackle transnational issues such as organized crime and illicit trafficking, corruption, terrorism. This is particularly true for the West Africa region where national and transnational issues are mostly common to the countries but are being tackled very differently (e.g. approaches, methods, legal frameworks…).

Core Principles of the UNODC Regional Programme Approach

- Ownership of projects by partner countries
- Focused on transnational and cross-border challenges (including the global dimension of addressing transnational trafficking routes)
- Programmatic and results-focused
- Partnership building
- Gender Perspective

Box 1: Core principles of RP approach[20]

Whilst it is acknowledged across the board that the regional programme approach is indeed highly relevant, interviews with beneficiaries and ROSEN staff nonetheless showed that the link to the NIPs remains a key element for success; without a strong national basis (i.e. strong national institutions), a regional approach cannot work. As NIPs have not proven to be successful under the 1st cycle of the RP, it is necessary to review this aspect to find a modality under which it would work better. A RP without a strong NIP programme - or something along those lines - would leave out a key element for success. In particular, beneficiaries were found to perceive national interventions as somewhat isolated from the RP, and relevant activities sometimes remain not well connected within RP sub-programmes.

The UNODC programming approach is also in line with subsequent 2010/11 United Nations Development Group (UNDG) strategic priorities, shifting from project implementation to policy, sector, programmatic interventions which has been recognised by other donors (WB, UN Task Force on transnational organised crime and drug trafficking) as a move towards providing an increasingly stronger platform for action[21].

Logical framework – results and indicators:

The RP logical framework is comprehensive and covers all mandates of UNODC. However, no clear priorities are identified within the framework. This is backed by the continuity of donor support to provide funding based on their own agenda as long as the interventions sponsored respond to any theme mentioned in the RP. This is a design weakness that has resulted in a diluting the effect of interventions and the establishment of numerous small-scale projects (53 to 64 depending on the year) which is the opposite of what was actually sought and was the main drive behind a programming approach.

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[20] Source: UNODC Regional Programme for West Africa, 2010-2014 – pg. 5

[21] (i) Support to the Regional Programme Approach by Member States – Commission on Narcotic Drugs, 2011, 54th Session; (ii) UNODC Regional Programmes: a strategic planning and implementation tool – 03/2009 - Commission on Narcotic Drugs,52th session; (iii) World Development Report on *Conflict, Security and Development*, 2011

Overall, the indicators are too numerous and not often measurable for effective monitoring. Though result indicators are mostly clearly linked to activities and therefore straightforward, many are not very relevant as they focus on the delivery of activities / material / trainings (drafted plans, endorsed laws, number of people trained…). These indicators nonetheless can be easily extracted from project documents and therefore remain useful.

Indicators at the outcome level mainly consist of indicators describing an accomplishment which can be interpreted differently from project reports as their measurability is difficult to establish when there are no clear baselines(e.g. the creation and establishment of new structures – FIUs, JAITFs, computer training centres – in SP1 does not mean that they are actually operational. Operationalisation is subject to wide interpretation given that it undergoes several phases and stages and requires sustainable funding and consensus implementation agendas; which are not often in place).

Impact indicators for all sub-programmes are also often difficult to measure and challenging to interpret (as with outcome indicators) due to the lack of baselines established at the beginning of the RP as discussed previously (ex1: the number of seizures and arrests in SP1 has a meaning only if it can only be linked to a reference situation; ex2: for SP2, measuring empirical data when available requires a strong research effort that precisely was not adequately funded in the RP). To be able to measure change or impact it is vital to establish baselines and a situation / contextual analysis to inform the evaluation and stakeholders on the degree of changes sought by the interventions (project or programmes). Whilst contextual analyses are carried out on a regular basis by UNODC, there is currently a lack of in-depth studies.

Though the log frame was used to design the programme with clear indicators (including on impact), the actual implementation of the log frame continued to rely on project-based initiatives. This has in part been due to donor requirements who only wish to fund some activities in some countries. The main disadvantage of this limited approach is its inability to link project results with programme results and outcomes; an enlightening example is the mix-up on results/outputs and outcomes in relation to SP2, for GLO/T58: the project outcome is actually a result – an indicator that corresponds to an output indicator in the RP. In practice, assumptions are made when transposing individual project results to an overall programme results framework. Indeed, projects were not integrated into the sub-programmes but remained isolated interventions not integrated in a comprehensive action framework, and thus not benefiting of economies of scale but instead trading complementarities and synergies as individually funded projects. This limitation to programming due to funding constraints and excessive intervention areas jeopardizes the RP's ability to ensure a holistic approach and is an obstacle to effectively achieving its objectives.

Regional programme design and interlinkages:

UNODC focused on increasing instead of concreting and limiting, the RP's areas of intervention. Consequently the RP covered (see table 1) through the four sub-programmes almost all UNODC intervention areas. This large number of areas programmed require a substantial management capacity; this management choice limited initially the RP's ability to produce concrete results.

The RP's thematic area interaction and cohesion varied along the implementation process. Strong efforts were made to link law enforcement (SP1) with justice & integrity (SP2), but the RP could not ensure effective coordination between Research and awareness (SP4) and the other sub-programmes; mainly due to the research and awareness role not often taken into account during the project formulation stages. A successful approach, which has shown a more cohesive and

integrated approach (to be considered as a good practice for future RPs), is the integration of different thematic areas within sub-regional interventions (e.g. Sahel programme).

Regional programme (2010-14)	**Thematic programmes / areas** (2008)	**RP coverage**	**Regional programme** (2010-14)	**Thematic programmes / areas** (2008)	**RP coverage**
SP1 – Illicit trafficking, organised crime & terrorism:			***RP SP2 – Justice & integrity:***	Crime prevention & criminal justice:	
• Law enforcement capacity building	Terrorism	✓	• International cooperation	Crime prevention	✓
• Drug & precursor trafficking	Corruption	✓	• Conflict, crime & violence prevention	Police reforms, strengthening of prosecution services & judiciary	✓
• Smuggling of migrants	Money-Laundering	✓	• Corruption	Access to legal aid	✓
• Trafficking in persons	Organized crime & illicit trafficking	✓	• Witness protection	Justice for children	✓
• Illicit trafficking in other commercial goods	Human trafficking	✓	• Victim assistance	Violence against women	✓
• Acts of piracy	Migrant smuggling	✓	• Juvenile justice	Victims	✗**(cross-sector)**
• Forensic capacities	Fire arms	✓	• Improving access to justice	Prison reform & alternatives to prison	✓
• Money laundering & financing of terrorism	Scientific & Forensic services (partially included in pillar 4	✗	• Prison reform & alternatives to imprisonment		
• Terrorism prevention	Legal advisory services (cross-sectoral)	✗	***RP SP3 – Drug prevention & health***		
RP SP4 – Awareness & research			• Drug abuse prevention	Reducing drug demand & responding to the HIV epidemic	✓
• Awareness			• Drug dependence treatment & care		
• Research & analysis	Research & risk analysis	✓	• Universal access to HIV/AIDS prevention, treatment, & care for prisoners & injecting drug users		
• Drugs & crime surveys					

Table 1: Degree of cohesion between the regional programme and the thematic Sub-programmes – review of mandates integrated[22]

[22] Comparison of RP areas and thematic programmes as per UNODC's website (compiled by the evaluation team)

Relevance

Extent to which the objectives of the regional programme are consistent with beneficiaries' requirements, countries' needs, regional priorities and partners' and donor's policies as well as UNODCs global goals and objectives.

Regional Programme relevance in relation to the ECOWAS Political declaration and Regional Action Plan:

Overall, UNODC's interventions through the RP are valid in Western Africa as this region is still insecure, unstable and vulnerable to well-organized crime and drug networks trafficking, trans-organised crime and terrorism. This is attributed for a large part to a weak institutional capacity to deal with the above-mentioned issues and the low level of development in the region.

The RP is highly relevant in relation to the 2008 ECOWAS Abuja Declaration and Regional Action Plan (2008-2015) which focuses on the need to (i) develop a regional and harmonise laws against drug trafficking, (ii) enhance law enforcement in part through technical assistance by training its main stakeholders, (iii) promote international cooperation and exchange information between States as well as international organisations and donors, (iv) provide support to drug dependant citizens to access health care and social support including appropriate communication measures, to promote prevention, (v) harmonise procedures for legal assistance, (vi) strengthen data collection and research to develop mechanisms to counteract transnational crime. At the time of the formulation of the RP, drug trafficking and related organised crime was becoming increasingly prominent resulting in ECOWAS's Regional Action Plan. In response to the 2008-15 ECOWAS Regional Action Plan to address the growing problem of the illicit drug trafficking, organised crime and drug abuse and ECOWAS' request for assistance, UNODC designed the RP which encompassed the ECOWAS Regional Action Plan but included also additional UNODC mandates to ensure that the issues were tackled holistically and comprehensively. The aim of the RP was to support ECOWAS Regional Action Plan within the boundaries of the mandate of UNODC.

Over the years, security threats have evolved but the RP framework operationalisation did not allow for interventions prioritization. For example, by 2011 and 2012, terrorism had become a major issue in the Sahel region resulting in intense scrutiny by the international community. The RP was not designed as a flexible tool to capture enough donor interest correspond to emerging regional security issues but rather enclosed the objectives of the ECOWAS PoA, UNODC mandate and a pre-established donor list of priorities. Its overarching scope coupled with unstable funding left it incomplete and opened the discussion to find simpler management options. Innovative tools like sub-regional programming were designed to focus on limited topics and to ensure a more manageable geographical coverage. The well-intended initial overarching planning resulted in an overwhelming amalgam of disperse interventions. Even though the RP had specific targets and firm outcomes, it had no mechanism for allowing a realignment of objectives or outcomes. This was in part due to a lack of an oversight mechanism or a governance structure (such as a steering committee for example) of the RP.

A good example of how the RP can adjust to evolving needs on the ground requiring intervention is the Sahel project. Pressure to find a solution to new reality of terrorism and organised crime in a specific geographical area led to the establishment of the Sahel project (see below); bridging the

gap between the rigidity of the RP and the needs on the ground, allowing for a swifter response to new emerging threats.

UNODC Regional Programme and projects – added value:

The added value of the RP is that it is a framework that allows for interlinkages and coordination between projects and provides a platform for cooperation, communication, establishing lessons learned and the exchange of good practices. Another added value is the research and the contextual analysis that UNODC provides in the region, which is attractive for donors who are interested in understanding the region and its problems.

UNODC's main contribution and main asset remains in the sphere of technical assistance (including research, awareness raising and the enhancement of dialogue between local authorities and other stakeholders). Its expertise on the subject of drugs, trans-national organised crime and to an extent terrorism is widely recognised by Member States and the donor community. Its main skill is its ability to build the capacity of local stakeholders, in particular regarding (i) the harmonisation of laws and regulations, (ii) the building of capacity of governmental institutions; (iii) it also has the ability through the Research and Dissemination component to provide insight and analysis to both internal and external stakeholders on threat analysis and trends. UNODC also has an added value in supporting the fight against new regional spheres of trafficking and organised crime due to its positioning (e.g. identification of the drug demand reduction program increasingly relevant and complementary to enforcement, or positioning of UNODC as one of the few actors active on TIPSOM in the region).

Due to the above, UNODC is often viewed as an organisation with wide mandates which can overlap with other institutions (e.g. their work on HIV overlaps with work of UNAIDS or WHO). With the increased competition for funds between UN organisations, the evaluation found that UNODC should ensure that it continues to create a niche for itself through its main assets and skills; i.e. capacity building and analysis and dissemination of information, focussing on the technical which is where its main added value lies. Otherwise, there is a possibility of overstretching resources. Trying to do too much with too little (both in terms of HR and finance). To this extent, it is important to continue to ensure good cooperation with other UN agencies and organisations who work on linked and similar issues, for example, the UN Office of the High Commissioner for Human Rights for issues concerning human rights, UNOWA etc.

RP development and target group needs:

On a regional level, the RP responded adequately to the needs of governmental institutions' but initially did not manage to fully address the other side of the equation (addressing drug use vs drug trafficking): awareness raising and civil society's participation in the fight against drugs, crime and terrorism (for example: treatment centres addressing local drug problems like TREMADOL or active engagement with NGOs and local communities). Historically, UNODC has focussed mainly on assistance to government and its institutions, particularly the branches involved in law enforcement but did not take full advantage of the expertise and knowledge of local, regional or international NGOs and specialized partners, including social and community based organisations until late in the first cycle of the RP. Utilising these structures can provide insight on final beneficiary needs and ensure a more sustainable basis through bottom up initiatives and identification of local leadership to raise awareness and increase social involvement (some examples or organizations that are working in this direction: German, French, British, Japanese cooperation agencies, the DEA, the USAID, US Government, Save The

Children, OXFAM and a wide range of local institutions that are working in UNODC's areas of expertise in the region).

Due to a lack of core funding, the UNODC's Regional Office for West and Central Africa (ROSEN) depends almost entirely on voluntary contributions Projects are based mainly on donor priorities and do not always fully respond to actual needs of the Member States. This view was confirmed in all interviews with recipient countries (see annex) . For example, in relation to drugs, the struggle to curtail cocaine trafficking continues to be highly funded as it is still a concern for European donors as it transits through West Africa to Europe, but national governmental institutions, DEAs, NGOs and drug platforms indicated that cannabis and TREMADOL as well as psychotropic drugs are currently perceived as a greater concern for West African states as it directly affects its population as there is increasing local use and production. This may indicate a decreasing alignment with the needs of Member States, which needs to be closely monitored to ensure that UNODC's RP in West Africa continues to be relevant for Member States rather than donors.

Relationship between the Regional Programme and National Integrated Programmes:

NIPs were introduced to conform the intervention axis and basis of the RP. NIPs were designed in a participatory manner with Member States and would form the building blocks of the RP, as they would ensure a national response to drugs, organised crime and terrorism. The rationale behind this idea was that a strong national basis would enable the creation of national projects, which would lead collectively to a strong regional response.

The idea of building bottom up participatory interventions, taking into account individual realities and ownership on the ground remains valid. While the rationale behind the NIP's might have seemed realistic and valid, it was only effectively supported in Cabo Verde where a second NIP is currently being implemented successfully and to some extent in Togo where the NIP is taken very much into account for national planning. Unfortunately, the mechanism designed to fund these national programmes proved weak and not fully functional. Member States were asked to fund a portion of the NIP itself to highlight national commitment and to encourage international investment. The only country in which this has worked is Cabo Verde where the government financed its own NIP with USD$5,870,000. Other countries failed to invest in their own national programmes and it was therefore difficult to attract funding for other NIPs.

The main finding from the evaluation is that NIPs are strong country programmes that incorporates specific national challenges – and are thus essential to the successful implementation, sustainability and impact of the RP and UNODC's intervention. Unfortunately, the RP has not managed to create well-defined national programmes in a regionally cohesive manner. The RP should thus continue strengthening its essential regional added value though supporting solid regional strategic planning by selecting fewer interventions and interconnecting those regional through strategic national programme design as is done with programs such as WACI, the prosecutor's network, JAITFs or AIRCOP.

Sub-regional strategic approach:

Issues such as drug trafficking, terrorism, and organised crime are by nature trans-boundary. During the implementation period of the RP, it became clear that it was necessary and more effective to tackle issues not only on a country-by-country basis but also through implementation in small clusters of countries who shared a common problem (e.g. WACI and Sahel Programme) in addition to support through global interventions. Therefore, UNODC has embarked on

implementing sub-regional interventions. This has proven to be a more coherent and effective approach to strengthen regional cohesiveness. The added value of these interventions is that the efforts focus on both country specific and trans-border issues. It remains to be seen however if true integration at this level can take place e.g. through appropriate coordination and cooperation with sub-regional frameworks like the G5 group[23] or for example the Mano River Union for the WACI project. As these initiatives are new, the impact remains to be evaluated although initial results indicate that these projects have had a positive impact at least in the increase of coordination between Member States.

Efficiency

Extent to which the regional programme achieved benefits commensurate with inputs, based on economic and financial analysis compared to alternative options and good practices (how economically resources have been converted into results)

The evaluation found that UNODC has been able to deliver some excellent results with limited funding and resources. UNODC should capitalise on learning from good practices by creating a manual of lessons learnt from its projects and interventions. Despite its creativity, UNODC was constrained in its delivery of results to those limitations.

UNODC remains one of the lowest core funded UN agencies, with the UN Secretariat providing 10% of its core resources to Headquarters but no direct funding to the regional and country offices. At the same time, UNODC has challenges in securing long term, predictable and consistent funding from donors whom are mostly set up to fund either development programmes or humanitarian emergency response. This leads to a substantial gap in core funding, which would enable long term planning and flexibility in the set-up of programmes. This will remain a challenge as long as the donor community applies the same models of development to combatting security threats.

Fund raising strategy:

The RP has been an efficient tool for capturing donor funding as can be seen through the increase of resources after 2009/10. Unfortunately, this increased availability of resources has not been adequately distributed geographically (most funds directed towards Nigeria) or per sub-programmes (most resources were initially dedicated towards law enforcement - SP1 - and little attention was focussed on drug demand reduction, prevention, research& awareness). This illustrates the constraints of resources and donor's priorities illustrating UNODC's difficulty to steer donor funds as per priority needs of Member States.

There is a need for UNODC to continue to be at the forefront of knowledge and innovation in the region (e.g. through a strong research and awareness bureau), continue to create specialised niches, avoid competition, allow collaboration with other UN agencies or stakeholders and therefore remain a voice of influence to the donor community for security & threat issues. This

[23]The Sahel G5 or "G5S" is an institutional framework for coordination and monitoring of regional cooperation in the areas of development and security; it was created in February 2014 by five Sahel States: Mauritania, Mali, Burkina Faso, Niger and Chad.

could be resulting in a stronger capacity to capture donor funding and ensure the continuity of the regional programme.

Use of available resources:

Human resources

There has been a major increase of the number of (international and national) technical staff within both CONIG and ROSEN over the course of the RP. This is in line with the successful fund raising efforts from 2012 onwards, and resulted in increasing the number of regional thematic experts in ROSEN / CONIG. Recruitment has been an issue especially for international staff for positions less attractive (location and security issues) resulting in substantial implementation delays (e.g. EU funded projects in Nigeria).

ROSEN contracted in 2011 an Operations Officer, which brought visibility to the RP, but no Deputy Head of program or Finance Officer (this later position was reopened in 2015). These shortcomings hamper the programme's ability to cope with budgeting and resources allocation, and ultimately might have been partly the cause of initial reporting gaps and delays. Discussions with ROSEN and national country offices staffs showed that the lack of training in administrative procedures is a constraint that affects timely delivery of activities and possibly the level of ineligible costs (e.g. projects in Guinea-Bissau and Nigeria).

There is also a high turnover in national staff whom make up the mainstay of the administrative block of the Regional Office, providing the day-to-day management. This high turnover is due to staff only being offered service contracts. Other agencies are able to offer better-paid, fixed term contracts, which often means that staff once trained leave for a better post. A review of these contracts would ensure staff longevity and a continued provision of services.

Though the implementation rate of activities has increased over the course of the RP, it is not yet at 100% (see graph 6). There are several factors that contribute to this (i) administrative issues have been recurrent for ROSEN staff for trainings (e.g. DSA payments of trainees leading to difficulties of attendance of trainings[24]), (ii) payment requests have to be processed by UNDP once the request exceeds40.000$, (iii) regional security issues.

Despite increasingly improving figures on implementation rates, the RP is still often prone to having to request no-cost extensions for projects that increase the duration of some interventions and the weight of fixed costs. This situation is being progressively redressed due to tighter controls and management that is more effective.

[24]Source of information : interviews of ROSEN's staff and institutional stakeholders

ROSEN Implementation rate	
Year	%
2010	71%
2011	82%
2012	83%
2013	87%
2014	86%
Average	**82%**

Contribution of global projects to the RP:

The RP sought to integrate global and national interventions already being implemented in the region. The logic was to complement this initial set of diverse interventions with additional complementary interventions that would bring a more cohesive response to the threats in the region. ROSEN interviews showed that initially global interventions included in the RP were considered as responding primarily to donor's priorities instead of contributing to solve practical regional issues. Of the total budget for all global programmes allocated to UNODC only around 2% of their total funding is directed to West Africa. This is a fraction of the overall budget of these programmes according to programming sources. As such, a small amount of resources was dedicated to the West Africa section of these programmes; the impact of those projects in the region is less likely to be significant in West Africa. It also indicates that the contribution of global programmes are minimal in this area of the world. However, the thematic staff resourcing in the region did bring significant value for the RP by providing decentralised strength and implementation support.

Programmes such as AIRCOP which includes a real time communications system and the creation of special transnational anti-drug units, or the Container Control Program (CCP) expanding globally, or the Firearms or Anti-Money Laundering (AML) programmes were already conducting successful activities in the region and have all adapted well and been integrated to this new structure. Now, most of UNODC staff appreciate the comparative advantage of the RP in terms of efficiency. Due to having regional advisors closer to the problems and more able to provide rapid solution to pressing needs, ROSEN and HQ in Vienna seem to be progressing to a common regional vision and initial communication gaps have been progressively addressed to ensure fluid and constructive dialogue and collaboration.

Governance structure and M&E:

There is no mention to governance structure in the RP. The decision-making process lies mainly within ROSEN and the HQ Regional Section for Africa (and the Middle East) but it is not so clear for operational matters (e.g. approving the RP progress reports). There was little evidence of any collegial decision regarding the strategic direction of the RP implementation or corrective action of implementation. UNODC seems aware of this structural gap and is currently addressing it accordingly.

Managing the RP is done mainly by ROSEN for agreement on more strategic decisions. There is no overall regional management or steering committee within the RP. Project approval follows the same procedure as before the RP and the relevance and potential integration of new interventions or amendment and their alignment within the RP is left at the discretion of both

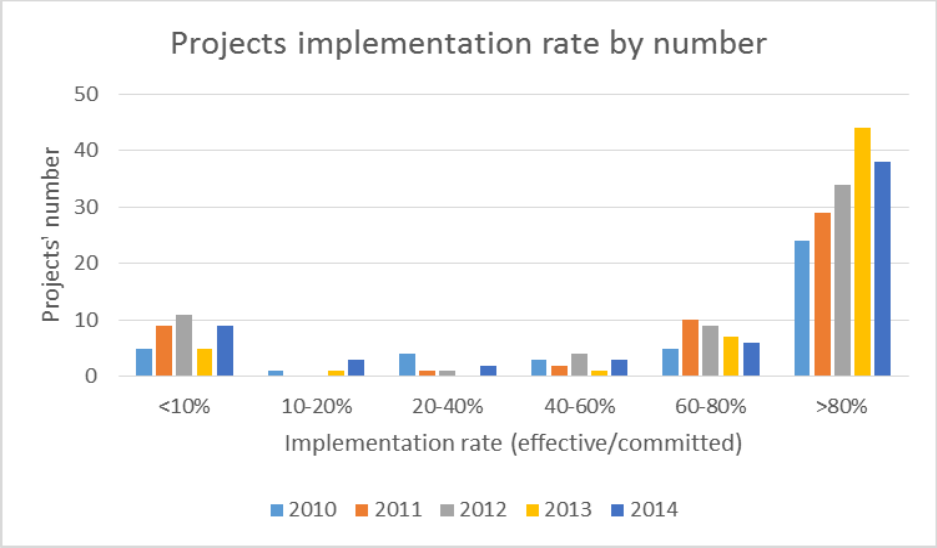
ROSEN and the Regional Section for Africa and to a certain extent to some relevant country offices such as CONIG. RP management would require a stronger governance structure with a Deputy Head of Office at ROSEN fully dedicated to operational matters and a finance officer to ensure efficient implementation so that the head of office can dedicate more time to coordination, provide a strategic vision, enhance fund mobilization and create political network support to the programme.

M&E:

There are extensive reporting efforts done by ROSEN / CONIG and national country offices through annual work plans, annual, semi-annual and quarterly monitoring reports as well as regular project revisions. These are consolidated and submitted to HQ before being made available to stakeholders (including donors) mostly available on PROFI (including detailed information on the financial aspects of reporting). The analysis of reports show that the information provided focuses on outputs or activities. This level of reporting is not considered by donors to be informative enough regarding impact though it does give a good overview of activities undertaken. As impact is considered a critical objective for donors, UNODC should make sure to systematically carry out baseline studies and/or comprehensive initial situation analysis to consolidate good arguments behind any discussion over progress and to ensure that impact can be demonstrated.

Levels of implementation:

Efficiency in the use of resources has shown progress over the years. In funding volumes, the overall delivery rateincreased from 71% (43 projects) in 2010 to 88% (56 projects) in 2013 and 84% (60 projects) in 2014.

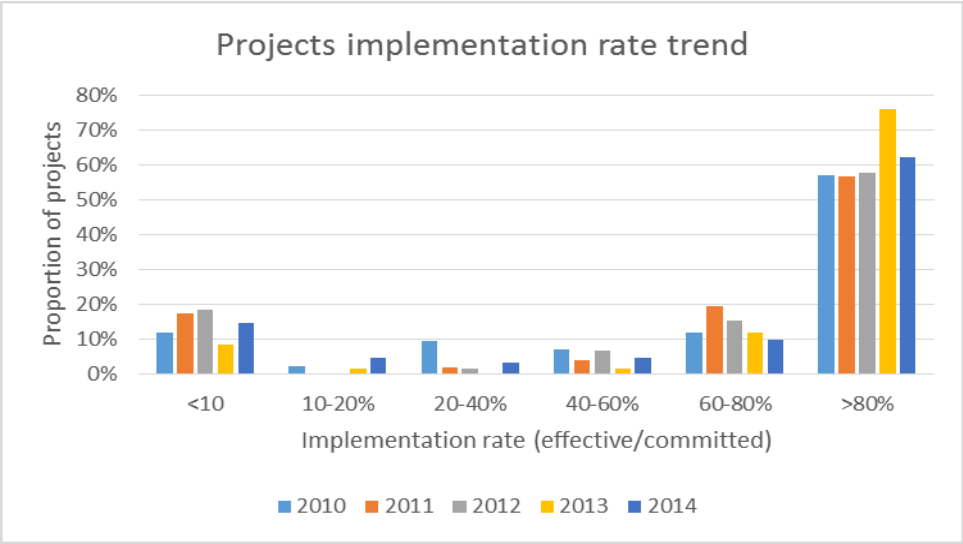


Graph 6: Project implementation rate by number[25]

In number of projects (graph 6), there has been a substantial increase of interventions (±20 →±40) with a high delivery rate (>80%) meaning that ROSEN over time improved in the implementation level of its projects. In parallel, the poorly implemented projects (<10% delivery

[25] Source: ROSEN Finance Dpt.; compiled by the evaluation team

rate) largely held below 10 interventions over the duration of the RP. This shows a direct correlation of the number of interventions versus success rate.



Graph 7: Project implementation rate trend[26]

In terms of portfolio - overall financial resources - (graph 7), ROSEN has maintained an average of 60% of its portfolio with a high delivery rate (>80% delivery rate)and a relatively low but variable percentage of projects (10-15% of its portfolio) of poorly implemented interventions (<10% delivery rate).

This improved efficiency is partially due to increased staffing levels within both CONIG and ROSEN including the provision of specific thematic staff and to the resulting development of the RP's implementation capacities over time

The RP's programmed costs were higher than its initial financial resources with resulting unbalanced budgets until 2013-14. However, the new 2012 funding strategy and a more determined management action resulted in increasing the funding levels of the RP. There is wide consensus that a more mixed top-down and bottom-up approach implying more decentralized management could contribute to incorporate regional "economies of scale" and synergies, if coupled with reinforced central management structures, to build upon more efficiently on existing regional initiatives (e.g. Benin Regional School of Magistrates, Senegal's development of the social sector).

Visibility and advocacy:

With the unfolding and structuring of the RP, project management has become more effective and the use and allocation of available resources has been more strategic and balanced. This is contributing to enhancing the regional perspective and to adding value to the RP in relation to the previous project approach. However, UNODC's visibility in the region remains weak by comparison to other UN agencies such as UNICEF, WFP or the UNDP. This would indicate that stronger communication is required from ROSEN and an advocacy campaign could be developed to increase its image through more proactive actions (campaigns, press and media use). This

[26]Source: ROSEN Finance Dpt.; compiled by the evaluation team

could enable the opening of the organization and might facilitate access to funding and wider local support (e.g., UN staff do not know UNODC or how to cooperate with it; beneficiaries do not know the RP but their own project while they express the need for a regional approach; advocacy on DDR is very low).

HQ, CONIG and ROSEN coordination:

ROSEN is responsible for the implementation of the RP. Still, ROSEN and CONIG co-sign the annual RP report. As a regional office, ROSEN hosts most but not all-thematic expertise useful at regional level. For example, CONIG hosts the HIV thematic programme officer. These variations in terms of delegation of authority are the result of a spiralling growth of portfolio volume in Nigeria (in terms of both financial resources as well as actual projects) in relation to ROSEN's. Further to this, CONIG does no longer seek approval of ROSEN for its portfolio but goes straight to HQ. This has led to a disruption in the hierarchical link between CONIG and ROSEN, and has resulted in a lack of communication between the two entities who work for the most part independently from each other, seeking communication and support only for regional topics and issues for which Nigeria might be a major player.

The absence of a regional coordinating mechanism has proven to be a practical challenge for regional programming. For CONIG particularly where the EU-funded projects on Drugs, Justice, Anti-corruption and TIP/SOM do have integral components, which have potential benefits to the rest of the regional programme, the absence of a well-structured coordination platform has meant that timely information and experiences are not shared among the existing projects in the region. The absence of a measurable regional result is a clear indication of this coordination gap. These complex management issues need to be progressively addressed and measures to be taken to ensure coordination between the new management teams in both offices.

Partnerships and Cooperation

Measure of the level of UNODC's collaboration and resulting synergies with relevant stakeholders (Member States agencies, donors, NGOs, governments, UN agencies, etc.).

Relevance of partnerships – synergies:

UNODC is committed to adhere to the Paris Declaration on Aid Effectiveness including *ownership* by governments (see chapter on Sustainability), *alignment* with government policies and strategies (see chapter on Relevance), *harmonization* through donor coordination and cooperation, and mutual accountability.

UNODC has successfully created partnerships, which objectives were to enhance the effectiveness of the interventions (e.g. cooperation with the United Nations Integrated Peacebuilding Office in Guinea-Bissau [UNIOGBIS] on trainings' follow-up, or WHO and UNREC to ensure the quality of relevant training support and technical assistance to line institutions).

UNODC has also made efforts to communicate with international organisations to avoid duplicating interventions (e.g. WCO under CCP). In particular, UNODC helped create in Cabo Verde in 2008 a donor coordination mechanism ('Mini Dublin Group' in Cabo Verde) consisting

of regular formal and frequent informal meetings where projects, funding opportunities/availability and activities are discussed between major donors (e.g. UN, EU, USA, UK). It also helps to establish and coordinate priorities at a country level. This ensures that there is no duplication in activities, mutual assistance and a coordinated approach. Interviews showed that since this mechanism has been put in place there has been a reduction in overlap between actors in their activities.

National and regional partners' commitment:

Member States consider that UNODC is an invaluable partner in building their capacity to fight drug smuggling and organised crime and that it responds actively to beneficiary needs and works in close collaboration with governmental institutions, but the process is mostly UNODC or donor driven. UNODC assists in the identification of challenges and then proposes solutions through interventions based on country / government needs as identified.

Whilst this approach might be efficient to meet country needs from the perspective of UNODC or a donor, it does not encourage national ownership. The commitments requested from beneficiary countries/institutions are most often too ambitious and can lead to breakdown of results by the intervention's end. In cases, the resources committed to the intervention/project by beneficiary institutions do not materialise when required to ensure impact, sustainability etc. (e.g. lower than expected HR mobilisation in Nigeria, Togo and Benin for Aircop. Reliance of TOCU in Sierra Leone on continuous donor support). Hence, the need to ensure more collaboration, to discuss and plan together a comprehensive and realistic continuity, and to provide possible exit strategies.

Interviews with ROSEN staff and beneficiary institutions showed that there are three main issues affecting the relationship/partnership between national partners and UNODC: (i) difficulty in meeting implementation deadlines (e.g. Aircop and slow delivery of I24/7, delayed support for GIABA) resulting in lowering beneficiaries commitments and motivations, (ii) lack of communication from UNODC on slow delivery or funding delays, (iii) a perceived lack of response from UNODC to the priorities of national and (some) regional issues (e.g. cannabis, psychotropic drugs use, counterfeit medicines, and DDR under SP3 which has recently become an important topic in many West African states as drug use amongst the local population is steadily increasing (cfr. Senegal, Ivory Coast and Cabo Verde).

Cooperation with ECOWAS:

The RP was established based on ECOWAS's request for assistance and the subsequent MoU signed with UNODC.

The support of UNODC to ECOWAS and its Regional Action Plan is in line with UNODC's mandate and a core building block of UNODC's strategy in the region to combat drug trafficking, organised crime and terrorism. The RP aims to enhance ECOWAS' capacity to implement activities, regionalize initiatives, create networks and promote synergies. Sustainability of actions is ensured by creating platforms and encouraging dialogue, as well as through the increase of local capacities.

Collaboration between ECOWAS and UNODC needs to continue to be strengthened. While UNODC managed to create a good momentum at the beginning of the RP, various stakeholders from UNODC, partners and others stated that this was not sufficiently sustained with regular high level meetings to discuss both RP progress and consider reorientations if required (a higher

structure like a steering committee could contribute to this effort). The lack of a steering committee could be identified as a root cause of this. Interviews confirmed that a high level of commitment by ECOWAS was not achieved. This has been a challenge from both partners with both ECOWAS and UNODC not meeting the challenge to work together and offer support to each other to the extent that trust and a good working relationship was created. Efforts to achieve this would go a long way to achieving the ultimate objective of the RP.

Still, collaboration with ECOWAS might be strengthened in the new RP under the auspice of agreements signed by UNODC, ECOWAS and the EU (e.g. ROC/FED/022-263). This should entrench the collaboration that has been established.

There is a wide consensus amongst beneficiaries that ECOWAS should be playing a more important role in the process of ensuring a regional response to the identified issues related to drugs, trafficking, transnational crime and terrorism. Whilst collaboration with the Commission is UNODC's main interaction with ECOWAS, UNODC should also ensure that it extends its energies to ECOWAS' Court of Justice or ECOWAS Parliament.

UNODC's current support to the ECOWAS supporting structures such as the Court of Justice should be reshaped and increased. The Court deals with Regional Human Rights Issues and has become de facto a regional Ombudsman's Office on Human Rights violations. The RP should be capitalizing on the strong media coverage provided in the region to court rulings. Media pressure reaches to the level of influencing national policies as in the cases of media harassment in the Gambia, Oil Spills in Nigeria or Slavery in Niger. It is likely that the same could apply to convictions regarding drug trafficking and organised crime as well as terrorism Another important lesson learnt is the need to improve the support to the ECOWAS Parliament. This institution can become an added value for the organization by for example ensuring the development of specialized parliamentary commission in the region to address that security issues and to tackle democratization issues of this institutions throughout the region.

Donor commitment (including NIPs) and coordination mechanisms:

The main donors of the RP are Austria, Brazil, Cabo Verde, Canada, Denmark, Germany, France, Italy, Japan, Liechtenstein, Luxemburg, Monaco, Norway, the Netherlands, Portugal, Spain, Turkey, the United Kingdom, the US, the EU, the MDG Achievement Fund, the OPEC Fund and the UN Peacebuilding Commission.

Overall, the donor community is approaching UNODC with both tight and soft earmarked funding (90% - 10% respectively) strategies. With a decrease in the amount of regular budget from the UN itself, it has proven a challenge for UNODC to ensure the sustainability of positions and projects. It is most important that a strategy be developed by UNODC to work around this issue, as well as for lobbying and advocacy to enable softer earmarking of funds.

Donor commitment in the region is also traditionally linked to the donor countries' own internal (political) agendas: e.g. TIPSOM for Spain, terrorism for UK and France, corruption for EU, drug trafficking for most if not all donors, anti-money laundering, wildlife and maritime crime for the United States (the US is for example already heavily involved in combatting organised crime and drug trafficking through independent programmes such as the West Africa Cooperative Security Initiative WACSI).

UNODC has had to cope with various difficulties related to the specific contexts of donors (e.g. drastic reduction of support by Spain impacting TIPSOM, Germany's project approach, EU's

new strategy on efficiency through the reduction of contracts and convergence towards a programming approach).

Donor cooperation and partnerships:

Two main findings were observed through the evaluation. Firstly is that most of UNODC's funding in West Africa is obtained from the EU. Secondly is that most funds under the RP have been channeled to Nigeria. This is due mainly to the effect that drugs, trafficking, organized crime and terrorism, which originates from there are having on the development and stability of the region, and the impact of this in Europe. Regarding the relationship with donors, they indicated a good working relationship with UNODC although several issues continue to concern them. These relate to the implementation rate of some projects as well as management: (i) donors indicated that the Full Cost Recovery approach may impact donors' commitment to supply new rounds of funding, (ii)reporting is predominantly activity and output based and not focused enough on outcomes and impact, (iii) the low level of interaction with ECOWAS.

Data gathered from both bilateral and multilateral donors pointed towards the need for UNODC to focus more on its core business and strengths/expertise (e.g. capacity building of government institutions through training and mentoring, provision of technical assistance and expertise, justice and police specialisation) to avoid dispersion of resources and still ensure more concrete collaboration with other organisations working on similar issues such as the UK, US, EU. This might particularly be the case for cross-sector areas like human rights and gender where specialised organisations like OHCHR, UN-Women or NGOs might play a lead role in interventions and where UNODC should contribute only to the degree in which these topics could have a strong impact on state security and criminal matters. Although impact reporting in UNODC's areas has always been a challenge (e.g. baseline study approach or a posteriori with specific ex-post evaluations), donors insists that it should be high on UNODC's agenda to enable progress measurements.

Partnerships with other UN agencies and other international organisations:

The United Nations agencies have sought closer collaboration and partnerships through the elaboration of the UNDAF and by adhering to the 'Delivering as One' initiative, which is currently being piloted in eight countries worldwide.

In Cabo Verde, UNODC is part of the Delivering as One pilot programme. The idea is to develop approaches as a UN country team that would enhance the coherence, efficiency and effectiveness of the UN at country level and reduce transaction costs for host countries. This is not only useful to reduce costs but also to avoid duplication/overlap. It has also been established that it reduces the weaknesses in programmes/projects through having one common response to development. Not only does it lead to reduced competition between UN agencies but also it promotes more integration and cohesion within programming. It has allowed them to collaborate efficiently and reach out for expertise from other agencies where necessary. In Cabo Verde, UNODC is the co-lead on the security pillar, where they are recognized within the UN as a point of reference. One difficulty was initially to stream UNODC's mandate into the overall development framework of the UN but it was possible and has worked well to date.

The UN also promotes a collective response to national development priorities as a significant tool in the evolving process of enhancing coherence and harmonization through the United Nations Development Action Framework (UNDAF). This document ensures that UN's work is aligned with national development strategies and processes and creates synergies with all

development actors in a country. Its priorities are fully aligned with the government's development plan. Much like the 'Delivering as One' strategy, the UNDAF brings all agencies together to build a response based on this document.

UNODC is integrated in the UNDAF for several countries of the region (e.g. Cabo Verde, Mauritania, Ghana, Guinea-Bissau, Senegal and Mali) but not yet for others (e.g. Niger and Burkina Faso). The cause might be a combination of (i) UNODC's local staffing levels (or lack of) to enable follow up of UNDAF negotiations (ii) local commitment by the UN partners and their perception of threats treated by UNODC in the region, (iii) the regional nature of UNODC's interventions with less clear linkages with issues dealt with through UNDAF. The areas of collaboration include mainly (but not exclusively) (i) good governance, corruption, citizenship in collaboration with UNDP, (ii) health through drug and HIV prevention with UNICEF and WHO, (iii) rule of law and security institution strengthening in collaboration with UNDP. The "Delivery as One" approach of the UNDAF coordination mechanism allows for some level of coordination within CONIG's projects in Nigeria. However, the practical linkages with the regional programme remains unclear. UNDAFs do not yet include all aspects of UNODC's mandates and it should therefore advocate for a more systematic approach of ensuring that their mandates are reflected in UN country activities. This would also go towards building up partnerships in a systematic fashion with other UN agencies who fulfil complimentary mandates.

Other partnerships, which have been systematically formed, are with the Office of the Department of Peace Keeping (DPKO) and the UN Office for West Africa (UNOWA). This can be seen mainly through the involvement of DPKO in the West Africa Coast Initiative (WACI) project which looks at combatting transnational organized crime in Sierra Leone, Liberia, Guinea-Bissau and Republic of Guinea and Côte d'Ivoire?. UNODC, UNOWA/DPA, DPKO and INTERPOL jointly set up WACI to work in synergy to support the implementation of the "ECOWAS Regional Action Plan to Address the Growing Problem of Illicit Drug Trafficking, Organized Crime, and Drug Abuse in West Africa".

Other critical collaborations with UN agencies are for example the UN Regional Centre for Peace and Disarmament (UNREC) for disarmament issues in Togo, Niger, Burkina Faso and Mali, and the close collaboration with UNIOGBIS or at a regional level the agreement MOU with WHO to ensure training of medical staff on drugs prevention and treatment, and HIV/AIDS related issues.

Strategic donor coordination mechanism:

Whilst UNODC is actively working on improving their coordination with the West Africa Special Representative to the Secretary General, the UN Department of Political Affairs (through UNOWA), as well as with the DPKO and the UN Peacebuilding, there is currently no coordination mechanism for the RP organised by UNODC with UNODC's main stakeholders active on these topics (e.g. donors, cooperating UN agencies…). The absence of a collegial decision taking structure (e.g. through a management or steering committee) might have contributed to some lack of coordination. Coordination of donors and their contributions also remains decentralised by clusters of issues, thematic or geographical areas. A high-level Coordination mechanism can work on coordinating not just activities but also other parties, and by organizing yearly meetings could compel parties to collaborate to negotiate and reach consensual solutions and decisions.

Currently UNODC (ROSEN and HQ) is raising donor's interest through high-level donor conferences (e.g. on the Gulf of Guinea, ECOWAS post-action plan, Sahel strategy, WACI). This pro-activeness of the organization is resulting in substantial donor responses, which feed into the

RP transforming into relevant interventions. Whilst this is an effective way to raise funds for high profile issues, when not a well-coordinated mechanism of raising funds, it may not be capitalised to fully fund a regional programme. Due to the nature of fundraising and donor interests, UNODC has not fully managed to strategically raise funds for the RP as a whole, including those areas, which are not popular to fund but by no means less important to beneficiary countries. To fill this gap UNODC should ensure donor coordination and common responses to shared interests. A relevant mechanism would be the Steering Committee.

Effectiveness

Extent to which the regional program's objectives and outcomes were achieved, taking into account their relative importance.

As a whole, the evaluation has found the RP to be moderately effective in what it has set out to achieve. The regional approach fostered under the RP, as well as the efforts that went into creating platforms and linkages on certain issues between states (for example such as WACAP), have proven successful and have achieved the goals and objectives set out under the RP – which was to create stronger interlinkages and to tackle the problems of (drug) trafficking, organised crime and terrorism at the trans-boundary level. The RP has also been effective in ensuring that across the board all countries have in place the legislation to tackle issues through the support of ratification of essential conventions such as UNCAC.

At the same time, UNODC has struggled with two main hurdles; one is the operationalization of concepts and knowledge sharing and the other implementation of theory (for example how to deal manage an actual raid after teaching law enforcement operatives the theory of it) through improved and standardized normative and implementation procedures specialized trainings, strategic high level meetings, and practical sessions, etc. into action – therefore translated onto the field; and the second is the showcasing of achievements through a proper reporting system that is built on relevant indicators showing impact instead of outputs. This was exacerbated by an undeveloped project cycle structure, which at this time requires more monitoring and evaluation to enable an adequate and quick response to developments on the ground.

The evaluation also found that effectiveness differed per sub-programme; with efforts under SP1 being more effective than for example SP3. This was found to be due to the effort and resources dedicated to the different SP's, with a direct correlation between dedicated resources (financial and human) and effectiveness. The evaluation also found that a lack of effectiveness in some areas was mainly due to a lack of sustained and long term funding, backed by proper mentoring to ensure that actions are sustainably translated on the field.

SP1 – Illicit trafficking, organised crime and terrorism

Outcome 1: Member States take systematic and intelligence-based action to identify and act upon drug trafficking, money-laundering and other organized criminal activities.

The program has fostered transnational collaboration assisting partners and beneficiaries to develop common strategies at the regional level (e.g. ECOWAS' Action Plan). However, several regional issues did not attract donor funding (e.g. psychotropic drugs, cannabis use, women &

children trafficking) possibly because these issues have local roots and consequences, and few transcontinental spilling-over effects that might interest the international donor community. This was evidenced through interviews held with donors, stakeholders in the partner countries and beneficiaries.

The RP was instrumental to start building regional synergies. It contributed to sensitize and gather support amongst partners and beneficiaries by first enhancing its political presence in the region. It has contributed to start coordinating some regional forces against organized crime in the region (e.g. G8-Plus group, role as part of the FONTANOT Group donor conference on WA…).Efforts are still required to consolidate RP's presence and its sustainability and effects.

One of the main successes of the RP was the consolidation of regional platforms for collaboration and exchange. The RP organized and supported (i) the Sahel Judicial Cooperation Platform used by magistrates to foster cooperation on terrorism and to facilitate extradition and MLA on related topics, (ii) the WACAP to enhance collaboration amongst prosecutors on criminal matters related to organised crime, drugs and terrorism, and WACI initiative on drug enforcement and organised crime unified from 3 separate post-conflict projects in2014.These initiatives need to be consolidated with a more strategic approach to transnational collaboration, supporting regional centres of excellence and training schools and mostly by enhancing sustainability of local support and financial collaboration to the integration of these networks to consolidate state institutions.

Another important success was the establishment and training, under the AIRCOP project, funded by the EU and implemented by UNODC in partnership with INTERPOL and the World Customs Organisation (WCO), of inter-service Joint Airport Interdiction Task Forces (JAITFs) to enhance drug-interdiction capacities at selected international airports. The results are very promising: nine JAITFs fully operational in West African countries (Benin, Cabo Verde, Cote d'Ivoire, Gambia, Ghana, Mali, Nigeria, Senegal and Togo); 809 law enforcement officials trained, of which 121 women; 48 training actions conducted; 6 Joint Operations, including COCAIR II, III and IV successfully conducted; 3 exchange of good practices programmes organized; 2 Canine Teams trained and established in Senegal and Cabo Verde. Further, AIRCOP JAITs recorded 263 seizures and 305 arrests: 635 kg of cocaine, 449 kg of cannabis, 85 kg heroin, 336 kg methamphetamines for an estimated value of seizures of EUR 78 M (Europe, retail price) / EUR 20 M (Africa, retail price), with an overall operational implementation rate of 98.75% (AIRCOP I). The number of seizures and arrests conducted by JAITFs at selected airports has increased by 78% since the launching of AIRCOP project.

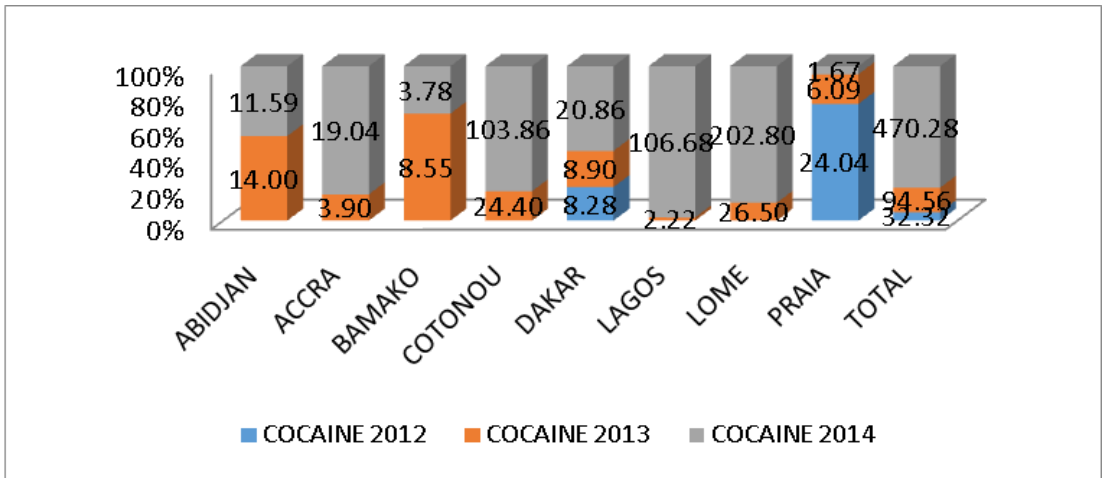


Figure 2: JAITFs' Cocaine Seizures 2012 - 2014 (CENcomm)

The regional component of AIRCOP established an airport real-time operational communication and to facilitated regional data systematization in terms of drug and illicit trafficking seizures with WCO CENcomm and INTERPOL I-24/7 secured communication systems. Overall, AIRCOP improved national inter-service cooperation (Police, Customs, Immigration, Airport Authorities, etc.) in beneficiary countries, which proved to be successful in the fight against illicit trafficking and improved operational communication between JAITFs, partner organisations and law enforcement agencies of partner countries in Europe. Further, AIRCOP training and mentoring activities improved the technical capacities of law enforcement officials of the JAITF and contributed to the harmonisation of the working methodology. Joint operations, specialised training and K-9 dog units proved to be very useful in increasing interdiction capacities in beneficiary airports.

Still, despite the Letters of Agreement signed with UNODC, Governments find it difficult to cover the costs of the JAITFs, including operating costs, premiums and facility maintenance and advantages and premiums received by Officers were sometime discontinued when joining the JAITFs. As a mitigation measures, all Governments have signed inter-ministerial decrees for the establishment of JAITFs ensuring the operability and sustainability of these units beyond the project framework, showing full ownership on the project structures and outcome. The consolidation of these efforts requires more innovative solutions to respond to the local / regional contexts such as institutional twining and exchanges, and transfer of experts to key institutions in a rotational manner.

The RP actions have created momentum around corruption and drug trafficking and contributed to generate social debate. UNODC has worked with civil society organizations in the fields of corruption prevention and human trafficking. CSOs were (insufficiently) supported through small grants, joint advocacy efforts and training. Further awareness raising is necessary to ensure social participation and support. Interviews showed that there is a need to balance support between operational capacity of authorities to enforce criminal justice and enhancement of preventive action through participation of civil society.

Outcome 2: National legislative frameworks related to drugs, crime and terrorism established in accordance with commitments taken by the countries.

Member states were assisted in adapting their national legislative frameworks to international standards. Implementation has proven to be more difficult due to lack or regulatory framework (e.g. UNTOC–trafficking in persons, smuggling of migrants and trafficking in firearms protocols -, UNCAC, drug control conventions and legal instruments against terrorism).

Most countries shared and exchanged their model laws against terrorism financing resulting In their efforts to transpose the international standards on CFT (i.e. part of the FATF 40 Recommendations), and based on the Treaty establishing the WAEMU, the Central Bank took the initiative to elaborate a uniform draft law which the 8 WAEMU Member States then had to transpose into domestic legislation. Training was provided for criminal justice officers (e.g. judges, prosecutors, FIUs and Ministry of Finance staff) on assets freezing and collaboration strengthening and action against terrorism financing. Several difficulties (lack of political support and specialised bodies) still must be overcome to see a fully operational network of anti-money laundering enforcing institutions.

Outcome 3: Member States improve their capacities to fight trafficking in persons and smuggling of migrants (TIPSOM).

UNODC supported through the RP awareness raising and provided technical assistance to strengthen the fight against TIP and SOM. Relevant authorities and security forces were trained and national legislative frameworks are being progressively adapted to comply with international standards. Countries ratified several protocols. Supplementing UNTOC was ratified in 2012 by Ivory Coast and Ghana and Niger adopted in 2010 a human trafficking law. In Nigeria, the NAPTIP supported the strengthening of its anti-trafficking law to make it compliant with international standards resulting in a new law in 2014. Draft laws were reviewed with UNODC's support in several countries. Overall, the RP has endeavoured to ensure regional normative compliance with international standards with some success but still needs to continue this process to ensure the effective applicability of those regulations in the region.

Trainings were provided in several countries on victim-focussed responses and victims' identification and protection against trafficking. Beneficiaries from most countries reasserted the need for these trainings to be extended to the rest of the region and a regional coordinated action developed (e.g. to protect especially women and children). Hence, there is a need to widen beneficiary coverage.

Several initiatives were also undertaken to raise awareness. For example, in Nigeria, awareness on TIP and SOM was raised nationwide. For Niger, a five-year communication and awareness-raising plan about TIP was developed by governmental and non-governmental actors and media, with a special focus on forced child labour (e.g. children street beggars). If necessary funds are made available, similar wide ranging campaign efforts should be replicated throughout the region.

SP2 –Justice and Integrity

Outcome 1: Member States align their domestic legislation on corruption with international legal standards.

Corruption is a widespread and endemic problem in the region that so far has been tackled by UNODC as a specificcrosscuttingissue requiring attention of its own through specific awareness raising, trainings and structures.

Support to anticorruption ratification conventions and legislative framework adaptation (UNCAC):

UNODC has provided anti-corruption technical assistance in West Africa since 2008, mainly sensitizing national stakeholders about the United Nations Convention against corruption (UNCAC) and its review mechanism. This usually took the form of national trainings supported by headquarter-based UNODC staff traveling from Vienna, Austria, to countries in the region.

Since April 2013, UNODC has a dedicated Anti-Corruption Advisor (P4) for the West and Central Africa region based in Dakar, Senegal, to respond to requests for technical assistance from countries in the region. As a result, UNODC has been able to provide more immediate and customized support to countries in the region. UNODC has also been able to leverage its knowledge of the region to organize regional trainings on topics of interest and promote regional cooperation among anti-corruption institutions in West Africa.

UNODC's proximity to anti-corruption actors in West and Central Africa has increased the demand for technical assistance services over the past two years. Given the large number of countries covered (23 countries) UNODC is increasingly feeling the stress of keeping up with all the demands for training and capacity building across the region.

The Regional Programme (2010-2014) didn't envision anti-corruption as a priority area. UNODC's regional activities have mainly focused on strengthening networks of prosecutors, tackling money laundering, and building law enforcement capacity in the ports, on land, and in airports to prevent the flow of drugs and human trafficking. The Threat Assessment of Transnational Organised Crime in West Africa (2013), however, recommended that "general efforts" be undertaken "to reduce corruption in the region". There is now a clear understanding that UNODC's law enforcement activities can only succeed if integrity and reducing corruption in law enforcement units is fully considered and integrated in its programmes.

Until now, anti-corruption efforts have mainly focused on the legislative level, trying to bring national laws in line with the UNCAC. While this approach is still valuable and required, other types of capacity building are increasingly in demand in order to prevent and combat corruption effectively in the region, including support for civil society actors.

Some of the accomplishments under this output include the following:

- At the regional level, the Network of Anti-Corruption Institutions in West Africa (NACIWA) has been strengthened. A new NACIWA Executive Committee has been established. A NACIWA Strategic Plan (2015-2017) has been adopted. A revised Constitution has been adopted for NACIWA, signed by 10 Anti-Corruption Authorities in West Africa. At the pan-African level, the Association of Anti-Corruption Authorities in Africa (AAACA) has been strengthened. UNODC supported the first Executive Committee meeting that allowed for the AAACA Strategic Plan (2014-2018) to be adopted. Synergies are also being fostered between the African Union Advisory Board on Anti-Corruption (AU-ABC), the AAACA, UNDP Regional Office and UNODC Regional Offices in Africa. UNODC has supported both the NACIWA and the AAACA Secretariats with a consultant. A NACIWA Anti-Corruption Academy for West Africa is also in the process of being established with UNODC support. A memorandum of understanding has been signed between NACIWA and the Economic and Financial Crimes Commission (EFCC) Academy in Abuja, Nigeria, to this effect. Finally, several regional conferences, south-south exchanges and trainings have been organised, systematically for more than a dozen countries at the time, on asset disclosure for public officials, investigative journalism, international cooperation in anti-corruption matters, and anti-corruption education in universities. Anti-corruption has also been discussed in regional meetings of the Container Control Programme, in AIRCOP project implementation and at a regional meeting focused on organised crime in West Africa.

- At the national level, four (4) UNCAC self-assessment reports have been completed (Côte d'Ivoire, Liberia, Nigeria and Senegal) and one (1) is under preparation (Guinea) with UNODC support in West Africa. Stronger anti-corruption legislations, in line with the UNCAC, has been adopted in Côte d'Ivoire and Burkina Faso. Three (3) UNCAC Technical Assistance Action Plans have been developed (Niger, Nigeria, and São Tome e Principe). Draft anti-corruption bills have been developed in Niger and Mauritania and an asset disclosure system has been established in Senegal. Capacity to investigate corruption offences has also been enhanced through several trainings in Niger, Burkina Faso and Senegal. A South-South exchange has been supported between São Tome e Principe and Timor-Leste on building an integrated information management system in the justice sector, and training for prosecutors on financial investigations has been provided in São Tome e Principe. In Nigeria, CONIG supported the fourteen national institutions with anti-corruption mandates with the involvement of CSOs.

In conclusion, in the past two years, UNODC ROSEN has developed very strong relations with anti-corruption actors in West Africa. Some countries have started bringing their legislation in line with the UN Convention against corruption. UNODC has also nurtured a dynamic Executive Committee of the Network of Anti-Corruption Institutions in West Africa (NACIWA). UNODC has also started efforts to mainstream anti-corruption in other UNODC programmes, as well as in university education across the region. Furthermore, UNODC is supporting preventive measures in the fight against corruption, such as investigative journalism and asset disclosure systems. UNODC anti-corruption portfolio is under increasing demand for advisory services and is no longer capable of responding to all demands without additional funding and staffing. Additional resource mobilization is critical now to keep supporting countries in the region in a satisfactory manner.

Outcome 2: Member States identify opportunities for improvement of national criminal justice systems.

The regional program supported ECOWAS members in raising awareness and sensitization to ensure access to legal aid and to support their criminal justice systems to comply with international standards. However, sensitization activities were scattered in the region (dilution effect because of too few financial resources).

National and regional UNCAC compliance trainings were organized for magistrates and several participants from various countries attended a ToT as a strategy to enhance dissemination of knowledge. Until the Ebola crisis, Liberia's Public Defence Office was supported to conduct training on ethics, management and coordination and in Mauritania, human rights mediation and conflict resolution trainings were provided to Mauritanian religious leaders on conflict resolution through community courts and reconciliation.

In Nigeria, an amendment to the "Whistle-blower Act" was supported to provide witness protection and enable the citizens to report corrupt practices and non-custodial measures in line with UN minimum standards and a Human Rights curriculum for Police Officers. UNODC, UNICEF, and the Nigerian Police were to develop a training programme for investigators and prosecutors on "Anti-trafficking, Women and Child Protection Unit". This national survey showed how the criminal justice system responded to violence against children and drew a picture of how violence is affecting children in Nigeria. Furthermore, nine Justice Sector Reform Action Plans were developed for nine States, a draft Legal Aid Strategy, a Prosecutor's Policy, Guidelines and Code of Conduct, Sentencing Guidelines, and user-friendly Court User Guides were developed, workshops hold on draft bills such as the one on Torture or Administration of Criminal Justice, a police and human rights training developed, computer literacy training for justice sector officials and training for prosecutors conducted.

Outcome 3: Member States initiate action to increase international and cross-border cooperation in criminal matters.

UNODC has supported the ratification of three international drug control conventions and nineteen universal legal instruments against terrorism in the region. It judiciously focussed on the judiciary to enhance its capacity on fighting against organised crime and illicit trafficking and supported the establishment of WACAP. By providing a platform for exchange of legislation and advice, it aimed at establishing more functional, open criminal justice institutions to ensure access to justice and judicial integrity and applicability of standards in the protection of suspects and prisoners' rights. Overall, the regional program was initially unbalanced to the crime sub-program but has progressively managed to gather funding and support the anti-corruption section.

The RP supported the Sahel Judicial Cooperation Platform that deals with terrorism cases and facilitate extradition and mutual legal assistance (MLA) extended in many countries for cases of corruption. The RP also promoted WACAP to enhance collaboration amongst prosecutors on criminal matters related to organised crime, drugs and terrorism that should be expanding its scope of action to corruption. Despite these impressive results, additional structural and political support is required (e.g. more focal points, intelligence exchange procedures) to strengthen the rule of law.

UNODC supported the establishment of networks to enhance capacity of member states to effectively process mutual legal assistance (MLA) requests and provided trainings and exchanges on best practices. Beneficiary training were organised with focal points in over 10 countries. Since there is no indicator on MLA, there is no consolidation of data. Beneficiaries reaffirmed the need for centralization (e.g. database to monitor progress and overcoming the language barrier).

WACAP is holding on a regular basis meetings for exchanges of experiences, information and advice from experts. The Network also enjoys the support of the ECOWAS Commission and Court. The 2010 Sahel Platform aiming at strengthening cooperation between criminal justice officials on terrorism has been useful to enhance the capacity of practitioners to interact with international counterparts on standardized forms for MLA and extradition requests. The platform collaborates with several organisations (e.g. EUROJUST, the EJN).

Criminal justice and judicial cooperation on counter-terrorism was enhanced though trainings (e.g. magistrates and criminal justice officials in Cabo Verde, judges in Chad and Niger, judges and prosecutors in Mali and on-line courses for most countries. UNODC collaborated with several institutions (Interpol, COMSEC) on MLAs, extradition, Civil and Common Laws systems, management of corruption cases.

SP3 – Improving drug prevention and health

Outcome 1: Member States in the region initiate action to raise awareness on drug abuse among particularly vulnerable groups.

UNODC supported vulnerable groups through several targeted activities: e.g. life skills education of students through an NGO grant and collaboration with CNAD in Togo. The issue of youth and drugs is a particular sensitive one in many countries as evidenced in Senegal with the now widespread consumption of cannabis in secondary schools.

National capacities to prevent drug use, addiction and related health problems were enhanced in Cabo Verde. Region-wide, there is a need for a regional drug prevention strategy to curb drug use in addition to regional support towards law enforcement.

Through Treatnet, support has been provided to NGOs and CSOs in Senegal during the annual Anti-Drug Week and through capacity building trainings on PWID and new prevention methods provided. These efforts fall short of NGO/CSOs needs, as they are not systematic and regular (*ad-hoc* supports). Senegal's CILD has yet to be supported in relation to drug demand reduction. UNODC in Liberia and in collaboration with UNESCO in Senegal raised awareness of the public in drug demand / offer issues by training journalists in the framework of WACI to enhance information sharing. The CNLS in Senegal received assistance to prepare the National Campaign on Human Rights and Universal Access on identifying gaps in accessing to health services for most at risk population and fighting discrimination and stigma for people living with HIV/AIDS.

In Nigeria, UNODC supported the development and implementation of the Nigerian Drug Control Master Plan in close cooperation with NDLEA and provided support to the Inter-Ministerial Committee (IMC) on the formulation and implementation of the new National Drug Control Master Plan (NDCMP).

Overall, UNODC has had difficulties in supporting directly NGOs and CSOs (except above mentioned). However, it does cooperate indirectly through Government-lead umbrella organisations with civil society members. Little evidence was found on collaboration with CSOs at a regional level and regarding psychotropic or synthetic drugs such as Tramadol.

Outcome 2: Improved and expanded treatment and care services for drug addicts and prisoners.

UNODC has provided specialized treatment and care in prison settings for Benin, Cabo Verde and Togo. HIV and TB training guides were distributed in Benin and Togo.

Treatnet phase II (UNODC and WHO) promoting dependence treatment and rehabilitation services (including HIV prevention) has been implemented in the region and is being institutionalized in several countries through the establishment of focal points. Treatnet supported through trainings the staff of medical institutes, universities and service providers and the development of a draft national training plan in Togo and Benin.

In Senegal, interventions included the support to the creation of CEPIAD, the training of addictologists for the centre. There is a need to further support countries through the inclusion of addiction subjects in curricula of medical schools and nurse training schools.

There was little evidence of UNODC being active in supporting reinsertion programmes and safe houses / shelter for the youth. This must be connected with the difficulty of UNODC in interacting directly with civil society organisations.

Outcome 3: West African Member States initiate action to establish legal and programmatic frameworks to effectively prevent and address drug abuse.

Several countries have revised their National Aids Strategic Frameworks and signed Statements of Commitment for health services in prison. Priorities related to drug demand reduction have been identified by all ECOWAS states, and awareness has been raised on HIV problems and alternatives to prison for drug users. There is however no support of civil society organisations or an independent umbrella organisation for checking whether Government statements are indeed implemented.

UNODC has supported several countries to review their AIDS Strategic Frameworks and supported the Cabo Verde's CCAD in reviewing its bylaws to provide a better framework for action in drug demand reduction. UNODC collaborated closely with UNAIDS in seven countries in adopting a common Statement of Commitment on HIV. UNODC supported the NDLEA (Nigeria) for the development and implementation of a four-year Nigerian Drug Control Master Plan and supported the development of the Nigerian Action Plan on HIV in 2013. ECOWAS is currently undertaking efforts to establish a West African Epidemiology Network on Drug Use (WENDU) that builds on existing secondary data on drug-related treatment demand and seizures with UNODC's support. The objective is to collect information on drug use patterns in order to

establish monitoring mechanisms that can inform and guide policy-makers. UNODC with WHO is supporting Ivory Coast and other French speaking countries in the region on a common protocol to harmonize health/DDR interventions. These developments are well received by beneficiary countries as they help countries to lift up to established global standards.

SP4 – Promoting awareness and research

The objective of SP4 was to increase public awareness on drugs and related crime. For this purpose, (i) regular updates of UNODC's website were considered as well as (ii) support to events (e.g. Anti-Corruption Day, Anti-Drug Day), (iii) participation to special occasions through sponsoring and (iv) regular press releases and dissemination of reports.

This was a two-pronged approach with both specific awareness and research interventions and project specific components on awareness raising.

Outcome 1: Member States aware of trends and impact of threats related to drugs and crime.

UNODC's regional research capacity has increased in terms of staffing with one full time staff at ROSEN and CONIG.ROSEN's staff is being funded through a specific regional intervention on research while in Nigeria, the position is EU funded through three projects, including one covering drugs and related organised crime (the other two cover anti-corruption and justice reform, and each have a research component).This has resulted in a regular flow of information provided to relevant stakeholders (e.g. monthly reports, Transatlantic Cocaine Market Research Paper, TOCTA and global papers on amphetamines and heroin trafficking).Even though data is unreliable, ROSEN has an overall view of drug and crime related issues that can be efficiently translated into papers and reports (like TOCTA) that provide relevant information to donors. This is one area where UNODC is viewed as a highly credible organization.

UNODC has been very effective in transmitting information to relevant institutional stakeholders although it does not necessarily mean that they acted upon it (with new policies for Governments or increased funding or funding reorientations for donors).

Outcome 2: Member States initiate action to conduct research and analysis on drugs and crime.

Due to the lack of funding, few activities were initiated although UNODC provided specific trainings on databases (e.g. drug seizure matrix for OCAD in Guinea and OCTRIS in Senegal in 2013, and in Liberia and Sierra Leone for police, immigration and TCUs and national drug enforcement agencies).There is no evidence that UNODC provided assistance to research centres in the region, possibly because no specific tailored project was funded. Yet, research and analysis capacities of law enforcement agencies throughout West Africa have been increased thanks to several trainings and regular exchange.

Outcome 3: Member States have increased capacity to raise public awareness on drugs and crime.

UNODC has been most active on anti-corruption: (i) trainings of journalists, civil society and private sector representatives on UNCAC, (ii) support of national campaigns against corruption in member countries, (iii) training of the private sector (SMEs) in Ghana. Cabo Verde raised awareness on TIPSOM through an innovative caravan around the country with media coverage.

For Guinea-Bissau and in partnership with several UN organisations, the RP provided resources to civil society and law enforcement agencies to raise awareness on human rights and national strategies on public security, crime management and violence.

There is little evidence that resources were used extensively into supporting CSOs for drug and crime awareness apart from participation to regular national thematic days/weeks. Most support focussed on schools and vulnerable groups but it has not been widespread in the region.

Interviews of beneficiary organisations staff evidenced that most stakeholders that are unaware of the RP and of the linkages of their interventions with the RP confirming that UNODC approach still remains project based even with a regional programme.

National Integrated Programmes

NIPs were developed to achieve national goals complementing the regional program's objectives with the RP becoming an umbrella encompassing NIPs as national building blocks to ensure synergies and cohesion in the implementation of the ECOWAS regional plan. This approach would have allowed countries to complete their strategies and reinforce their structures around the regional program. However, partners and funding agencies did not finally support this initiative even though most plans were at least designed and agreed upon (Burkina Faso, Cabo Verde, Ghana, Guinea-Bissau, Mali, Mauritania, or Togo). Advocacy by UNODC was not intensively sought and donors were more interested in funding individual projects with trans-borders elements than in supporting local needs through NIPs. These were most successful where there was a strong sense of ownership resulting in governments taking the lead to (i) assess the needs, (ii) request support from UNODC or other stakeholders, (iii) monitor changes and make the necessary reorientations.

Impact

Extend of positive and negative, primary and secondary long-term effects produced by the regional programme, directly or indirectly, intended or unintended.

RP Impact Monitored:

The evaluation observed visible impact, which has been established by UNODC throughout the RP in the form of added cooperation and partnerships between stakeholders because of UNODC's interventions encouraging the creation of platforms of exchanges of information or knowledge. For example, the establishment of WACAP that strengthens the capacity of central authorities and prosecutors to combat all forms of organized crime and impunity has fostered cooperation between West African central authorities through regular meetings, training programmes and online platforms, enabling central authorities and relevant practitioners to exchange information about their respective legal systems and procedures and share good practices.
Potential impact per sub-programmes:

- SP1: several regional/global interventions (e.g. Aircop) have resulted in changing the pattern of drug trafficking and related crime with increased seizures and arrests or not. There is no information on the root causes of these increases, decreases or no change statuses. This reinforces the need for a strong research component to establish impact together with actual interventions. Under WACI's TCU's, increased seizures and arrests have been attributed

directly to the trainings, mentorship and equipment provided by UNODC though in some countries, there needs to be more TCU staff deployment to ensure impact (e.g. Guinea-Bissau)

- SP2: member States have ratified international instruments and made legislative changes. These are not automatically translated into a more effective justice system in particular because support to prosecutors, judges, lawyers remained unbalanced in relation law enforcement resources despite increasing efforts during the RP (e.g. prosecutors still have difficulties in using FIU reports).
- SP3: DDR through drug addicts' treatment and umbrella organizations' strengthening has had the most impact in a context of severely limited financial resources with better care of drug addicts in supported countries and improved communication between sectoral stakeholders. Prevention remained the weakest area in relation to DDR with few but effective interventions (e.g. Togo).
- SP4: despite little funding that somewhat was raised over the course of the RP, in particular for justice and integrity, the recognition of effective contextual analysis and information that has been disseminated to donors and stakeholders is having a strong impact on the donor community and is seen as UNODC's main added value.

Contribution to changes in the political and security situation:

UNODC has tried to improve the sequencing of interventions to enhance impact (e.g. 1. ratification of conventions, 2. adoption of legislative changes, 3. implementation and enforcement)but much remains to be done to support institutions in charge of enforcement and control (e.g. operationalization of the new responsibilities through concrete actions). TCUs are efficient police units but struggle to create linkages to the main police bodies which remain under-resourced law enforcement at police level is not followed up with enough support to the judiciary. This leads to cases undertaken by law enforcement institutions not having the right legal follow to ensure a good prosecution. Unless cases can be concluded successfully at the judiciary level, the effort undertaken by the law enforcement agencies have little impact. On another level, UNODC supports umbrella organizations that work on drug demand reduction but CSOs and NGOs remain under-resourced to tackle the issues holistically. For added impact, filling the gap between legislative and judicial efforts with civil society control is paramount.

Balance of interventions:

There has been substantial improvement during the RP to balance support between pillars (mainly SP1 and SP2) and in particular to create linkages between sub-programmes (e.g. common trainings of judges and police). These efforts are encouraging but interviews with the beneficiaries indicated that much more efforts are required to create a true approximation between these sectors. This calls for a much more integrated programming approach where interventions must be designed to take into account the potential results from other pillars and their effects to the other pillars.

Finally, the imbalance between sub-programmes remains an issue for overall RP impact but is mainly due to donor funding patterns and rigidness, which remains a constraint to ensure more financial autonomy and programming capacity of the RP and thus more consistent impact.

Issues that limit impact:

The evaluation identified several factors that limit impact at RP level:(i) over-optimistic results in relation to timeframes as changes in legislation or beneficiary support cannot induce on-the-ground improvements within project's timeframes, (ii) fragmented project approach that requires

substantial efforts for combining results that achieve impact, (iii) lack of baselines or detailed situational analysis from which impact and results could be observed and established, (iv) reporting focussing on the achievement of activities and (v) undefined strategic approach to partnerships between local authorities and civil society.

Sustainability

Extent of continuation of benefits from the regional programme after major development assistance has been completed. Probability of continued long-term benefits.

Sustainability is viewed by UNODC as the ability of Governments to finance all the activities that contribute to the intervention's results by project's end. Within this RP, it is closely linked with country alignment (at RP formulation stage) and ownership, and if the latter is not achieved to additional donor funding.

Long-term sustainability and ownership:

Country demand driven interventions are also key to sustainability (ex.1: Senegal with a strong NGO ownership; ex.2: most Cabo Verde national interventions are country-driven and UNODC provides support after a strong national-driven situational analysis). In other countries, there is a low understanding of the issues at stake and governments are favouring UNODC taking the lead in initiating relevant interventions (e.g. in Sierra Leone, the TCU concept acceptance required a lot of lobbying to be taken up by the NSC). This can also be linked with the different levels of economic, social and political development. Some countries (e.g. Cabo Verde) are quite able to take over responsibility for the continuation of actions because they have (i) the capacity to allocate internal or external financial resources, (ii) enhanced technical & human capabilities.

Mentoring has been initiated in several projects but is not systematically used in trainings for all UNODC interventions in the region. There is a need to build up follow-up capacity within the institutions that UNODC supports in addition to regular technical capacity building in order to achieve long-term results.

Under SP1 (illicit trafficking, organised crime and terrorism), numerous structures (JAITFs, TCU…) were put in place with dedicated staff, infrastructures and materials. These remain sustainable as long as governments can ensure minimum operational costs the CCP was positively evaluated with strong alignment to national needs and ownership. However, as with other interventions (e.g. AIRCOP), governments' commitments to maintain technical staff is problematic due to personnel rotation that is either not replaced or resulting in untrained new staff (requiring trainings again).

WACI supported the establishment of Transnational Crime Units (TCUs) between five West African countries: Côte d'Ivoire, Guinea, Guinea-Bissau, Liberia and Sierra Leone. The sustainability of these TCUs varies between countries. It is lowest in Guinea-Bissau where the TCU unit is entirely dependent of UNODC's support as the State is unable to provide resources for additional structures within the police).

For 'justice and integrity' (SP2), results are closely linked to law enforcement. Success in this sector is dependent on the connections that can be established between these two subsectors. In

addition, the capacity building efforts made within institutions will remain sustainable if there are long-term follow-up mechanisms so that knowledge is institutionalised. Regional platforms will remain weak (requiring continuous support) if they are not taken over by regional institutions.

Under drug prevention and health (SP3), the most sustainable interventions are those focusing on treatment and care because health authorities are committed to keep them operational by providing the necessary health staff, basic minimum financial resources and/or recovering costs through patients' contributions.

Research and awareness interventions generate information that is mostly used by and for UNODC to assess security threats and therefore advice both governments and donors for further support. These interventions are entirely dependent of donor's support whether as stand-alone projects (e.g. at ROSEN) or as combined components of several interventions (e.g. at CONIG).

The 'Research in West Africa' project has a component on supporting research and analysis by member states and national survey systems to collect data. There is some evidence that national capacity enhancement has led to governments taking over data collection and analysis on a long-term basis.

NIPs:

The sustainability of the RP is as well defined by the level of commitment to fund NIPs: these should be an integral part of the programming approach. Interviews by government beneficiaries and UNODC countries' offices confirmed that by funding NIPs, the RP can built upon a strong basis for action if there are interventions already responding to national country needs and therefore complementing regional interventions as was the case for Cabo Verde.

Exit strategy and continuity of results:

There is no comprehensive exit strategy put in place for most of the RP's interventions: phasing-out is assumed successful by completing the planned trainings, providing the required equipment and with the Government honouring its initial commitments (in terms of additional financing, HR, equipment maintenance…). Because of the short time frames of projects and systematic implementation delays, interventions are often coming to an abrupt end. UNODC needs to level out the implementation rate of its projects with a phasing-out period with decreased donor funded activities, that should be replaced by increasing institution funded activities as per initial institutions' commitments and consensus strategies with beneficiaries, donors and stakeholders. Institutions are most often unable to keep initial commitments and consequently, funding to ensure continuity of actions / results remains a challenge. This issue is exacerbated by the constraints of UNODC's funding mechanics.

Human Rights and Gender

Extent to which the regional programme was implemented to align and contribute to Gender Equality and Human Rights as defined by international and regional conventions including specific UN instruments like HRBA.

Human Rights:

In the UN Programme for Reform that was launched in 1997, the Secretary-General called on all entities of the UN system to mainstream human rights into their various activities and programmes within the framework of their respective mandates.

The goal behind the Human Rights-Based Approaches to Development Cooperation and Programming adopted in 2003 was to develop a common understanding[27]between UN agencies, funds and programmes so that a consistent Human Rights-Based Approach is applied.

Under the RP, one of the overall objectives is to promote human rights. Next to the promotion of human rights, in its sphere of work with law enforcement agencies UNDOC specifically undertakes extra efforts to ensure that human rights and principles are adhered to law enforcement agents benefitting from technical assistance provided by UNODC are subjected to a vetting and selection process. UNODC also includes human rights principles, professional ethics and codes of conduct into its training programmes.

Technical assistance and human rights:

There is no evidence that new institutional structures and equipment led to human rights abuse in the region.

UNODC's human rights policy implementation:

UNODC has made an effort to ensure that it is not contributing to regimes and institutions who are involved in compromising human rights (e.g. support withdrawn after Guinea-Bissau and Mali's coup d'état and limited support in Gambia). UNODC has limited its technical assistance prospects when it was felt that the provision of equipment and specialized techniques aimed at improving law enforcement agencies could potentially contribute to human rights violations.

RP implementation and human rights vetting:

In theory, UNODC requires law enforcement officials who participate in trainings or who benefit from technical assistance to be vetted. This is the application of the UN Human Rights Due Diligence policy.[28] In practice, this consists of UNODC/SPU cross checking names through a

[27] Common understanding: (i) programmes, policies and technical assistance respect the principles laid down in the Universal Declaration of Human Rights and other international human rights instruments, (ii) human rights standards guide all development cooperation, (iii) Development cooperation contributes to the development of the capacities of 'duty-bearers' to meet their obligations and/or of 'rights-holders' to claim their rights

[28]http://www.ohchr.org/Documents/HRBodies/SP/AMeetings/20thsession/IdenticalLetterSG25Feb2013_en.pdf

database, which lists known human rights offenders, and specific enquiries may be conducted in case of suspicion that a person has been associated with human rights abuses. Because it is often impractical for UNODC to undertake the vetting process itself (numerous trainings, institutions, trainees coming from different countries…), law enforcement agencies are usually requested to vet their own staff before allowing them to participate in UNODC programmes. This process is considered normal in Anglophone countries where vetting is done routinely. In Francophone countries where the vetting process often comes up against difficulties such as privacy concerns; for this reason it is not systematically applied across the region. Donors raised this lack of a strong and uniform vetting mechanism as a weakness as the region is highly prone to corruption, which is present in most institutions.

Human Rights and Justice:

Partially through UNODC's support, NGOs and Bar Associations in several other countries do work together to promote human rights and gender equality (e.g. UNODC's support of NGOs working on victims' protection from human trafficking in Côte d'Ivoire). However, there was little evidence of support to normative and procedural changes for the adoption of alternative justice (e.g. restorative justice, high-level trials or indictments of high traffickers, money launderers, or holding those accountable of administrative or political corrupt practices.

Several aspects of the RP deal with human rights linked aspects such as the protection of victims, witnesses and the accused, protection of prisoners, drug addicts. The RP did not focus enough in the topics that are closely linked with human rights abuse. There are also some success stories like (i) UNODC's project to protect child beggars from exploitation in Dakar's neighbourhoods or (ii) the establishment/support of drug dependence treatment centres in Senegal, Cabo Verde and Ivory Coast.

UNODC has undertaken building a strong partnership with ECOWAS. Whilst most attention has been directed towards the Commission, more attention could be paid to the ECOWAS Court of Justice. The Court has a specific mandate to monitor human rights violations in the region through targeted country sittings programmed in countries where violations are raised.

Use of guidance note on human rights:

UNODC's support sometimes strengthens governmental institutions that are have suffered from corruption and have not always fully respected human rights international standards. UNODC elaborated a 'Guidance Note on promotion and protection of Human Rights' in 2011 clarifying the stance of UNODC and its role in protecting human rights through its mandates and operations. There is no evidence of reference of the use of this guide during the RP implementation. Its formal utilisation by UNODC staff has yet to be initiated.

Effectiveness of trainings and capacity building of stakeholders on human rights:

Interviews of beneficiaries evidenced the need for UNODC to put forward in a much more visible way its human rights training modules, especially within the antiterrorist training workshops. Although participants consider them as an important training component, it seems that they are approached as secondary and not the basis for an efficient and sustainable implementation process.So far, UNODC does not follow-up or is not collaborating with relevant human rights institutions to assess whether officials that received human rights training do incorporate knowledge within beneficiary institutions through sharing or institutional changes. While the RP

has been able to progressively ensure social protection through learning, training and law enforcement changes,monitoring to ensure implementation and preventive action of those human rights standards still needs to be enhanced. While issues regarding the protection of children are covered by most countries, the issues of gender equality are seldom transformed into legislation.

Gender approach:

In line with UN practices, UNODC seeks to ensure that women and men benefit equally by integrating their experiences and concerns into the design, implementation, monitoring and evaluation of policies and programmes. For this reason, a gender-sensitive approach was foreseen within the RP to be fully taken into consideration, in line with established UNODC criteria for the provision of technical assistance.

UNODC's gender approach in the RP:

A gender-sensitive approach has been considered in the implementation of projects in the framework of the RP. This is in line with the established UNODC criteria for the provision of technical assistance and with ECOSOC resolutions 2011/5 and 2011/629 to ensure that activities have a fair percentage of women as direct beneficiaries. Efforts were made in most projects to ensure that the needs of both men and women were addressed. These efforts were however not systematic and more on an ad-hoc basis. The basic aim and recommendation of gender equality should prevail over artificially imposed gender approaches. In operational terms, gender specific chapters were included within the human rights training modules that accompanied regular training activities. As such, gender has yet to be fully integrated into UNODC's technical trainings as part of the knowledge transfer approach. This situation might change with the 2013 guidance note on "Mainstreaming Gender in UNODC". The document is comprehensive but has yet to be used in the region.

UNODC's gender cooperation strategy:

UNODC has taken advantage of organisations promoting gender equality (e.g. UN-WOMEN in Guinea-Bissau on strengthening the justice and security sectors, NGO support for combatting violence against women and children).This is an efficient approach to support beneficiary countries but requires more coordination efforts.

The RP should ensure these efforts are sustainable and more systematic by integrating gender aspects more systematically into interventions

Further efforts need to be undertaken by the RP to ensure the support to the implementation of gender equality and women protection normative and procedures through more systematic synergies with UNWOMEN.

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[29] *ECOSOC Resolution 2011/5, the role of the United Nations system in implementing the internationally agreed goals and commitments in regard to gender equality and the empowerment of women and ECOSOC Resolution 2011/6, mainstreaming a gender perspective into all policies and programmes in the United Nations system http://www.un.org/en/ecosoc/docs/res2011.asp.*

Gender balance in UNODC's activities:

Though UNODC has on some occasions encouraged women participation in activities and has more recently begun to collect and disaggregate data on gender, these efforts remain insufficient to provide a clear picture on how UNODC is trying to establish gender equality by ensuring that women and men benefit equally by integrating their experiences and concerns into the design, implementation, monitoring and evaluation of policies and programmes.

Some positive progress has been made by many countries in the region that are incorporating women into the administration and security forces (e.g. 10% of the police force in Niger are women). The RP supported equal access to trainings by women but in practice, this remained mostly cursory due to the lack of female officials in most institutions that UNODC supports. While donor's condition their funding. UNODC has had difficulties in conditioning its support to the respect of UN directives on Human Rights and gender equality. For instance, there were no quotas set for trainings regarding female representation. This is actively done in all other continents and even in other parts in Africa. An alternative would be to target the inequalities of gender representation through supporting relevant Government policies promoting gender equality in association with UN-WOMEN.

Gender balance in UNODC's recruitment policy:

When recruiting its own staff, the RP is following the standard guidelines on gender equality and tries to ensure that its main projects and activities comply with gender equality principles and non-discriminatory treatment of women.

Innovation / Replicability / Scaling-up

Development of improved, ground-breaking and cost effective ways (including institutional and technological approaches) to address problems and opportunities faced by the beneficiaries.

Given its dependency on voluntary contributions, UNODC has always sought innovative ways to carry out its mandates to ensure that results are delivered despite its constraints. This trend has continued with the West Africa Regional Programme.

Innovation and fundraising:

Whilst a comprehensive fund raising strategy has been established at HQ and most interventions are being negotiated at HQ level with donors, UNODC ROSEN has more recently actively sought funding at a regional level as of 2012/3 in line with the RP. This targeted fundraising for specific initiatives resulted in several donor pledges (e.g. Sahel Programme). ROSEN also successfully pursues a strategy of approaching embassies and cooperation agencies with relevant proposals.

Innovation and growth:

Successful interventions are systematically being scaled up in UNODC and the organisation does take advantage of successes to promote new approaches or types of interventions (e.g. inclusion

of beneficiary specialised institutions in Nigeria on anti-corruption within the anti-corruption programme, building on knowledge gained from a project, which had been implemented before the RP, CAVE INTECRIN Programme).

Innovation and replication / knowledge diffusion:

Some of UNODC's interventions have a multiplication effect where small initiatives gain ground and gain footing in the region and globally: for example Aircop is on its third programming cycle and has become a global programme pulling in airports in Latin America and the Caribbean and Africa, as well, creating a strong international network of information sharing.

One of UNODCs main activities is to build capacity through the dissemination of knowledge, mainly through trainings. Whilst overall, there is a consensus that the trainings are relevant, and do disseminate skills which are crucial to those taking the courses, trainings are not systematically being followed-up. Interviews showed that there are rarely mechanisms put in place within the beneficiary institutions or with the beneficiaries to entrench knowledge acquired through trainings. It is therefore difficult to evaluate the retention of this knowledge and the impact it has in practice. For this reason, UNODC needs to collaborate more with beneficiary institutions on establishing mentoring programmes and knowledge management (e.g. such as for WACI in Sierra Leone, with UNIOGBIS in Guinea-Bissau) to ensure that skills and knowledge are retained.

Innovations to be considered:

Interviews showed that partners (mainly donors) would be interested in UNODC incorporating more innovative practices or looking at adjustments within projects that can have greater impact (e.g. more focus on impact instead of outputs or more evidence based reporting).

UNODC in WA does not take advantage of the potential support from the private sector though opportunities for this collaboration do exist in the region (e.g. CSR programmes from multi nationals operating within West Africa on sponsoring drug demand reduction, supporting more actively HIV infected persons in prisons through enhanced collaborations with other technical agencies, running awareness campaigns etc.).

Innovation might come from dealing with lesser-known/addressed types of crimes (e.g. cybercrime, fiscal fraud, fiscal havens and money laundering, new synthetic drugs (like Tramadol[30]). However, UNODC should ensure that it protects its mandate and its niched knowledge and experience and avoid diluting its efforts and stretching its resources. This is one of the main arguments for the need to generate networks and synergies with other UN partners and international development cooperation organisations.

Many interviewees – including UNDOC staff - highlighted the need to take the time to consolidate lessons learnt and good practices to ensure these were applied in future interventions (e.g. develop strong advocacy channels to showcase achievements as has been done for CCP in Togo).

Several thematic / topics affect or can impact all UNODC interventions: (i) corruption is one of the regions' biggest challenges, affecting development and most institutions UNODC is

[30]Opioid pain medication, which is used to treat moderate to moderately severe pain that can induce psychic and physical dependence.

supporting, (ii) research is an essential component is intrinsically part of any project - from undertaking situational studies to creating baselines from which one can measure impact and understand the factors affecting the intervention. Both topics should be tackled in a holistic way through systematic incorporation within UNODC's interventions as a cross-sector topic.

III. CONCLUSIONS

RP design:

The logic behind regional programming was to respond better to drug trafficking and organised crimes by not only considering issues at national level but also recognising the trans-border aspects of drug & crime issues. By combining under a single regional umbrella – the RP - components of global projects, regional and national projects, UNODC has managed to decentralise its operations and enhance regional dialogue and cooperation.

The four components of the RP and their corresponding activities covered all UNODC mandates. Therefore, a large number of indicators that measured mostly activities/outputs were defined. UNODC's assumption was that projects' indicators could be transposed to measure regional outcomes and outputs. However, the absence of baselines both at project and programme levels has had repercussions on reporting and measuring impact

The RP has had difficulties in moving away from a project approach to an integrated programme approach resulting in inconsistencies between donor driven projects and the RP higher objectives.

Finally, a strong RP design should be based upon sound data that still remains elusive because research and awareness remain underfunded either as components of projects, as individual interventions or internally within UNODC. New RP designs will need to address that issue to encompass evolving issues and donors' priorities and to integrate them more cohesively with the country and the regional priorities.

RP relevance:

The RP is a direct response from UNODC to a request from ECOWAS to support its efforts in tackling increasing drug trafficking and related organised crime. It is based on the ECOWAS political declaration on the prevention of drug abuse, illicit drug trafficking, and organised crime in West Africa, and their regional action plan to address the growing problem of illicit drug trafficking, organised crime and drug abuse in West Africa.

The RP design did not allow for changes (e.g. no governance structure for strategic decision taking) and therefore remained a static framework for reference. By bypassing this, UNODC looked towards other tools like sub-regional programming to respond more swiftly to evolving threats such as terrorism in the Sahel. Overall, because UNODC had to combine donor priorities, RP outcomes and specific beneficiary country needs when formulating interventions, the RP turned into complex program was designed with numerous outcomes and indicators.

Pre-existing interventions were included in the RP and, outcomes and results gaps were progressively filled up with additional interventions. Over time, the initial programme skewed towards illicit trafficking – SP1 - became more balanced with the justice and integrity sub-programme but remained a collection of individual interventions with their own donor agenda that UNODC had to abide to.

To date the structure of the RP has not managed to integrate donor funds strategically into one programme, which would enable it to ensure that it was spent where the needs were the highest. Donor interests continue to dictate funding priorities – not always taking into account UNODC priorities and needs. At the same time, it has been difficult to meet national needs because UNODC's NIPs response to these did not interest donors– their link to the RP and rationale were not taken on board by them -. It resulted in a growing gap between governments' needs to be met through NIPs and donor's support through regional actions. It will be necessary to review how RPs are being formulated taking into account both trans-border and national issues, possibly with NIPs integrated into the RP. The RP would then adopt a two-pronged approach: top-down with transnational issues and bottom-up with national issues that can be replicated in the region.

There are some areas where UNODC can make a difference through regional programs (e.g. innovative technical solutions, research, HR capacity building, and creation of cooperation platforms) while some areas remain under-developed (e.g. gender & human rights mainstreaming, funding of infrastructures). UNODC should develop its strongest areas of expertise and seek more actively strategic alliances (including through institutionalization) and cooperation agreements with other specialised institutions that can complement better its support. This will ultimately lead to overall increased efficiency and effectiveness (more 'value for money' from donors' viewpoints).

Efficiency and use of resources:

The RP's funding is entirely dependent of voluntary donations that often take more than expected to reach the RP. The RP was designed on both existing funded interventions and donor pledges. This has several disadvantages like the inability of forward / long-term planning resulting in constant search of funding to (i) meet RPs needs through bridging financial gaps (to enhance effectiveness between different issues or ensure continuity of support with different funding sources) and (ii) respond to donor priorities. The combination of a lack of substantial core funding and exponential portfolio growth consequently increased management requirements and the incorporation of specialized international staffs and services. This dramatically increased overall cost leading to the UN Secretariat introducing the FCR system which put UNODC at a disadvantage when competing for donor funding with other (UN or not) executing partners. Though donors continue to be wary of the system, it has the advantage of transparency over other financial systems within the UN. There should be wider discussion on the adequacy of this funding mechanism over other possible tools like more donor involvement in donor-guided funds or special funds to fund specific activities or programs.

Despite the lack of consistent baselines for interventions or subsequent regular M&E, the RP has been able to develop a team of specialists based in the region that coordinate with country authorities and more and more with UNODC's HQ. This has resulted in better selection of priorities and more ownership and understanding of local and regional priorities and is contributing in bridging the traditional gap between global interventions and regional needs

Overall, the efficiency of interventions has improved over time with a gradual increase of the number of projects with a high implementation rate due to of increased staffing levels at ROSEN and in line with the portfolio growth.

UNODC has carried out various activities to raise its profile in the region but these are insufficient to match visibility to other UN agencies levels. UNODC misses therefore cooperating

and partnership opportunities, which might just increase its profile. A more robust communication strategy must be sought in the future.

Partnerships and cooperation:

ROSEN has successfully sought partnerships – mostly on an *ad-hoc* basis -to enhance its interventions, mainly with technical institutions that brought added value through complementary measures and to avoid duplications, resulting in harmonisation of support to beneficiary countries. These efforts remained ad-hoc and not systematically embedded within the UNDAF or in UN initiatives such as Delivering as One with still instances of duplication of efforts.

Due to limited resources, UNODC's support to CSOs and NGOs has been limited to umbrella organisations for maximum effectiveness, mainly in the field of TIPSOM and DDR. Whilst this is a good start, it remains necessary for UNODC to link up with community-based organisations to gain knowledge on issues faced by the civil society and to understand root causes of the problem so that these can be taken into account when formulating activities to address the problem.

Most interventions (except in Cabo Verde) remain UNODC driven but are based on countries needs and issues. The issue of national ownership however remains because the beneficiary institutions, therefore undermining their knowledge and understanding of the program, do not drive the process of formulation and the processes involved. An increase in participation can prevent overambitious objectives and unrealistic beneficiary commitments that do not materialise by project's end further endangering the sustainability of the results. For instance, a number of countries have reached out to UNODC and expressed interest to join the AIRCOP project. AIRCOP has been expanding constantly with nine Joint Airport Interdiction Task Forces (JAITFs) established by inter-ministerial decrees promulgated by relevant ministries (e.g. Minister of Interior, Minister of Finance, Minister of Transport, Minister of Defence, etc.) including budgetary and operational provisions for the establishment and sustainability of the mentioned units. This good practices model could be taken as an example to further enhance cooperation with beneficiary institutions, favouring institutions' leadership in design of interventions.

Donor commitments are mostly driven by their particular agendas and approaches. This requires UNODC to adapt to numerous implementation and reporting procedures with resulting difficulties. Hence a need to streamline better donor commitments in any future RP.

Effectiveness and results:

SP1: the RP has managed to support and transform regional structures for improved collaboration against transnational issues with international repercussions. Several localised regional issues however (e.g. cannabis, psychotropic drugs, cultural issues related to female excision or human trafficking) failed to receive adequate attention by donors. Much effort was devoted to strengthening FIUs and fighting corruption but results vary from country to country. Although UNODC's efforts strengthened police and judicial coordination, the linkage between law enforcement, FIUs and the justice sector remains weak in regards to the capacity of prosecutors to take cases to the courts.

One of the main achievements of the RP has been the creation and support of regional platforms (e.g. Sahel judicial platform, WACAP AIRCOP, ARINWA) or initiatives (WACI) for exchange of information and experiences. Further to this, several flagship interventions (e.g. AIRCOP, CCP) enhanced regional cooperation and effectiveness in fighting drug trafficking (e.g. real time

communication system, increased seizures) but these initiatives sometimes suffer from lack of political support and resources, which might endanger their sustainability. The enhancement of forensic capacities has increased with the judiciary winning more cases but efforts are still required to meet international standards.

UNODC has provided substantial intelligence IT material, software and equipment. It came out that their effective use does not depend only of trainings provided by UNODC but above all, by the institutional context that will enable their effective use. This context has not been sufficiently analysed by UNODC that favoured one-fits-all solutions for the sake of efficiency but disregarded the highly diverse and specific contexts of the institutions it is supporting – region-wide -.

SP2: the RP has put an emphasis on anti-corruption awareness raising including through the implementation of UNCAC. Efforts were hampered by external factors (e.g. Ebola crisis, coups d'état).Nevertheless the RP hired new staff and is developing a regional plan seeming more than ready to start a regional anti-corruption strategy.

Access to justice support was too general and resulted in few effective results because of the meagre resources allocated to that issue.

Support to prison was relevant but diverse ranging to sensitization on prisoner's treatment and prison rehabilitation that used up considerable resources for few results with UNODC needing to question its expertise and management capability on infrastructures.

MLA support has been successful with requests differing between countries. Language barriers slowed down some of the processes and needs to be addressed. The RP took an integrated approach to training but this could not be systematically and fully implemented due to the lack of financial resources. Common trainings of justice and law enforcement stakeholders were undertaken with a view to facilitate collaboration and exchanges between all relevant parts of justice and law enforcement (prosecutors, police, judges). Trainings have been most positively received when conducted by local / regional trainers (this is systematic for all UNODC trainings). Hence the need to invest into building up capacity of countries to take over ToT including their capacity to design trainings).Common training modules and a roster of African trainers would be very useful to ensure institutionalization of the region.

SP3: DDR has not been high on the RP's agenda because of lack of funding opportunities. Overall, UNODC has provided support to the countries in a fragmented way with a SP1 towards Governmental support and in detriment to civil society support. Actions toward the latter are few and lack impact in particular for local use of cannabis and synthetic drugs or cheap alcohol primarily by youth.

UNODC's strategy has been to support the elaboration of strategies and policies related to DDR and to support umbrella organisations, which is the best option in the meantime. Treatnet through WHO's partnership has been successful in several countries with the institutionalisation of focal points. UNODC enhanced countries awareness on HIV in penitential settings.

There are few linkages with the other sub-programmes that might attract donor funding. UNODC should review its DDR strategy for the region through integration of DDR issues (e.g. reintegration of users, treatment centres, prevention, and education).

SP4: the sub-programme is fundamental to provide relevant information to feed in project formulations, gather information to measure impact, and therefore reorient strategies. Still, it is the least funded area of UNODC although there has been staffing increases during the RP.

UNODC is also recognised as the lead institution for data and contextual analysis in the region. It will have to step up research and possibly visibility and communication to enhance awareness towards both beneficiary countries and donors.

NIPs: underfunded NIPs did not complement the RP components although some NIPs did have full government support and were formulated in a participatory manner.

NIP effects were most likely in countries where government owned these programmes and proactively sought donor and UNODC's support. Hence the need for beneficiary country's ownership and strong advocacy to get donor funding.

Impact at regional level:

The absence of baselines because of lack of reliable data is resulting in difficulties to measure the impact of interventions. Foreseen results are too optimistic in relation to resources and timeframes. The approach to reporting mostly focused on activities and the fragmented project approach remain impediments to achieve impact region-wide.

The fragmented approach of UNODC's support in the RP is resulting in UNODC not fully sequencing its support (e.g. ratification of conventions, legislative changes, and institutional support to implement changes).

While it is necessary to tackle the drug & crime issues by adopting a holistic approach, it is most important to advocate it to the donor community. The need to rationalise support and the RP into sub-programmes has to be balanced with the need for integration to enhance impact. The combination of the project approach and division into RP components is not favouring integration of actions between the sub-programmes. For enhanced impact, interventions will need to take into account other pillar's results and outcomes.

Sustainability:

The sustainability of UNODC's interventions is primarily dependent on alignment and ownership.

Alignment is successfully achieved because UNODC has acquired a high expertise that enables it to propose solutions that respond to local / regional needs. As UNODC is systematically taking the lead in interventions' design, ownership by beneficiary institutions remains limited and is often translated in the inability of beneficiary institutions to meet initial commitments.

This approach needs to be revised with comprehensive exit strategies based on realistic timeframes and ownership that is more explicit at formulation stage to ensure sustainability of results.

As UNODC's support focusses mainly on capacity building through trainings, sustainability might be enhanced by addition mentoring programmes to regular trainings and creating regional pools of expertise that could be contracted at a lower cost to ensure continuity of support including through institutional changes of beneficiary stakeholders.

Human rights and gender:

There is little evidence of HRBA or a gender approach being implemented comprehensively through the RP.

Its support is mainly limited to awareness raising through trainings with human rights modules. The vetting process is relatively weak as it is founded on trust by the beneficiary institutions and UNODC does not have full control of the process. There is little evidence of promoting human rights through restorative justice or on raising awareness on security issues by supporting the respect of human rights as the key element to ensure security and stability.

This points out towards more approximation with specialised institutions dealing with human rights.

A gender strategy has been adopted within UNODC. In operational terms, there was little evidence of its effective implementation but through encouraging voluntary participation of women in trainings because institutions remain sovereign in their choices of trainees and there is a strong bias towards men in the law enforcement and justice sectors. Alternatives must be south to enhance gender equality within beneficiary institutions, through partnerships with relevant UN agencies. While UNODC is already collaborating with UN-WOMEN on specific interventions, it might be necessary to review how to address gender in UNODC's interventions, possibly through a stronger role of UN-WOMEN. These issues will need to be addressed in any future RP and more efforts must be sought to ensure more gender equality within its interventions.

IV. RECOMMENDATIONS

Strategic recommendations:

I. Planning for interventions(design and formulation) should be conducted with close and deep involvement of beneficiary stakeholders; where possible they should lead the process to ensure ownership and alignment while UNODC's role should be limited to the provision of technical solutions that are tailored to the needs of the beneficiaries and bring in at design level a holistic perspective by ensuring that the relevant stakeholders are integrated into interventions (e.g. combining justice & law enforcement; need for baseline studies and research in the region). DDR by associating law enforcement and civil society. Anticorruption by strengthening governmental institutions and strengthening the bargaining power of civil society).

II. UNODC (regional office) should review the linkages between sub-programme's interventions in particular between issues to be tackled and making sure that there are more complementarities between projects. So far, trainings have mixed different final beneficiaries (e.g. police officer and prosecutors) for common knowledge enhancement but interventions should also be more complementary in terms of activities so that specialised knowledge for specific target groups is enhanced for an added global impact. This requires a holistic programme beyond a simple projects' formulation within an overall programme.

III. UNODC's HQ must reassess how it is going to support an ever increasing and ever more dynamic portfolio growth at regional level. Systematic tight earmarking is making it more difficult for UNODC to respond to changing needs, as it does not allow swift reallocation of resources. Hence, HQ needs to alert the donor community, UNGA and member countries that more flexible funding mechanisms are needed for addressing issues at regional level. Approaching drug issues, terrorism and organised crime at regional level requires a very long-term strategy with a flexible programming framework that is secured with long term core funding.

IV. In terms of fundraising capacity, UNODC's is responding to donor proposals (donors want to invest funds in certain areas), making proposals to donors for certain topics that might attract donor funding (UNODC looks actively for funds) and proposing interventions that target certain donor priorities (responding to specific donor's interests). Overall, UNODC's regional office needs to actively orient donor priorities through a strong research and awareness capability (increase funding of that sub-programme) and UNDOC's HQ to explain better the FCR system and favour systematically general purpose and soft earmarking to allow RPs to respond better to changing needs (avoid small funds through tight earmarking). This will enable UNODC to enhance interventions' impact. In addition, UNODC needs to lobby at the highest level for increased core funding and seed money to (i) allow demonstration interventions that can attract donor funding and (ii) facilitate bridging interventions that provide essential leeway for increasing interventions efficiency and effectiveness.

V. Concerning NIPs, there was overwhelming indication that national programmes remain fundamental building blocks that support a regional approach. UNODC's regional office must reassess how to fund NIP making sure that they and RP subcomponents do complement each other and are intrinsically linked for enhanced impact.

VI. UNODC's HQ needs to review how to apprehend global interventions at regional level. So far, there are contributors to the RP as any other national or regional project. Their effects add up with those of other types of interventions and it is assumed that the sum of it all must increase impact. The role of global projects should be thought entirely differently to increase efficiency: global projects should bring in innovative techniques and ways of development of beneficiary institutions that can be tested for effectiveness and impact validation but should be disseminated through the RP with regional and national interventions by expertise that has been created through the contribution of global projects.

VII. UNODC's regional office should seek approximation between law enforcement and civil society. So far, most of UNODC's support is channelled towards law enforcement, leaving out civil society although it might contribute to reduce trafficking and crime through preventive actions and the enhancement of institutional dialogue and transparency. As crime is also linked with poverty, UNODC needs to look for partnerships / strategic alliances (e.g. UNODC, WB, USAID…) to effectively curb crime rates through combining action of economic development with law enforcement and though supporting local leadership building and civil society structuring.

VIII. Many interventions have developed activities related to gender equality and human rights protection. The integration of these cross-sectoral issues has not been entirely satisfactory with only training modules. UNODC's regional office should review how to integrate gender and human rights by seeking operational partnerships UHCHR and UN-WOMEN through subcontracting. Because corruption is so entrenched into Western African countries, it needs to be addressed systematically in all interventions. Interventions on anticorruption should be strengthened and not only designed as punctual projects but also integrated in all interventions as a cross-sectoral issue. The good support already provided to civil society (e.g UNCAC trainings for civil society, training of university professors to promote anti-corruption education, training of journalists on investigative journalism, etc.) should be further enhance and prioritised by UNODC regional office's actions on anti-corruption (e.g. investigative journalism, anti-corruption education in universities, civil society centres, citizen involvement in anti-corruption bodies). In some countries (eg. Mali) it would also be useful to nurture the development of anti-corruption NGOs.

IX. The governance structure of future RPs should be reviewed by UNODC's HQ with the integration of formal management and steering committees with decision taking powers, allowing reorientation of objectives / actions when necessary. MTRs should be integrated within the regular RP cycle for that purpose.

X. Improving knowledge through trainings should be initiated systematically at regional level. UNODC regional office and HQ (through their contribution through global interventions) should phase out progressively direct international consultants' support to beneficiaries and use them exclusively for ToT through platforms, networks that in turn can be supported by UNODC to provide technical assistance through trainings of beneficiaries' institutions or civil society organisations. Regional specialized training centres and rosters of African trainers should be supported by UNODC.

XI. UNODC's regional office has to enhance much more countries' capability to acquire data, analyse and disseminate it on drug trafficking and related crime. Statistics on crime and institutions dealing with these data must be overhauled for data already being collected (drug trafficking, money laundering, corruption, etc.) and developed for lesser known crimes and patterns leading to crime (e.g. violence on women and children exploitation, drug trafficking, youth drug use, etc.) This can be done at intervention level (project components) or at RP level by combining different components of projects within a single intervention or through pool funding. Basic data is required to measuring impact and can maintain UNODC's credibility. Without basic statistics, UNODC makes systematically educated guesses on trends and it is difficult to attribute any merit of its support to changing crime patterns (which is the basic requirement of donors).

XII. UNODC's regional office should not engage into activities if they do not comprise sequencing of processes or are aimed at tackling tackle root causes of the problems to be solved and not mere consequences with palliative actions (the RP needs to adopt more systematically a holistic approach from formulation stage - somewhat similar to what the Sahel Programme has done); combining activities should ensure improved impact and involvement of all relevant parties (e.g. convention signature → legislation → institutional capacity building [HR, management enhancement, additional means] for enforcement). This approach needs to be coordinated with HQ to become effective.

XIII. UNODC's regional office must seek out new ways of cooperation, connecting with the private sector and supporting international private companies' adoption of ethical codes of conduct that often suffers from criminal action (this contributes to loosing productivity and money) – in particular the transport sector – and link up with other development bodies to offer employment opportunities for the youth that can be turned way towards criminal activities.

Operational recommendations:

I. UNODC's senior management at ROSEN should be strengthened (e.g. one Deputy Representative) to (i) increase RP visibility, give it more priority in relation to single interventions in order to take advantage of its networking capabilities and recognised experience and reputation as an impartial specialised agency, (ii) seek out leaderships for enhanced ownership at formulation level and for subsequent commitments, (iii) lobbying for donor support backed by a strong research data unit that will facilitate future RP designs

II. The vetting process should be amended with a reverse (or independent) control system by UNODC's regional office. This would require a more robust system of planning. This might be achieved through a mechanism for systematic registration or tracking of human rights violations that occur in the sphere of its projects.

III. UNODC's overall visibility must be enhanced towards the donor community and beneficiary institutions with more substantive and more numerous information products like newsletters, (sub-)regional conferences and distribution of tested tools and proven techniques through various means (CD, paper, training modules). This is already happening but at project level and should be disseminated more widely through a specific expert department fully conversant with communication strategies (as is done in other UN agencies) that is funded through communication & awareness raising activities from interventions and located within UNODC's regional office.

IV. UNODC's numerous trainings need reassessment of their overall approach to increase their effectiveness and impact: 1. Mentoring trainees must become a systematic practice; 2. UNODC's should support institutionalisation (e.g. through internal advisory groups) in beneficiary institutions of following-up trainees and knowledge transfer within the institutions. The trading-off is higher costs per trainee per intervention but much lower costs if these knowledge transfer systems can stay in the institutions on a long-term basis. This is most important to avoid knowledge loss due to rotation or inefficient knowledge transmission. The regional office and HQ should be engaged into this process together as they both design training methods. There should be common specialized training modules and a regional roster of African experts developed.

V. There are still weaknesses among UNODC's staff on how best to use the logical framework methodology. Results and outcomes are sometimes not clearly differentiated. Reporting is activity-based. Indicators are not systematically SMART. This has been confirmed by the donor community through interviews whom approve UNODC's sponsored interventions. Trainings on logical framework methodology should be carried out (preferably externalised) for UNODC's staff both within ROSEN, CONIG and at HQ. In addition – at least for large-scale interventions - the management and M&E functions should be conducted separately with specialised expertise to avoid mixing functions and losing focus on implementation by the staff in charge of the interventions.

VI. National staff from UNODC's antenna in member countries needs to have skills improved for administrative tasks. This is most important in countries with skeletal staff presence as they often combine technical and administrative duties. This could be achieved through induction courses at ROSEN / CONIG when being contracted and on a regular basis (e.g. once /year or 2 years) when travelling to Dakar.

VII. UNODC's regional office should engage into discussions with the institutions benefitting from technology-based solutions on the real impact of these in a context of aid withdrawal (phasing-out) and long term sustainability borne by the beneficiary institutions (commitments). There is often a technology gap within institutions between areas benefitting from Governments' funds and specific areas and departments that get high levels of funding. This can create asymmetric capacity building within institutions leading to tensions (e.g. TCUs, One way to circumvent this issue is to view institution capacity building as a whole by not focussing on high tech support of specific areas but approach capacity building in a more integrated manner taking into account the entire institution (see recommendation on mentoring and institutional sustainability of acquired knowledge) and therefore raising the capacity of the institution as a whole. The main drawback is cost but this approach will ensure a more harmonious development of beneficiary institution. This change of approach should be discussed between the regional office and HQ that is most responsible for bringing global solutions at regional / national level often through new technologies (e.g. UNODC's tailored software's products).

VIII. UNODC's regional office needs to enhance its own analytical capacity (cf. research above) to assess the (lack of) impact of its interventions and reorient its interventions accordingly. Existing structures within HQ (regular meetings of heads of units) might not be the ideal solution and might require the creation of a new unit. At ROSEN level, a stronger RP managing team might be sufficient if it can work in close collaboration with a research officer.

IX. UNODC's HQ must be more open to the general public to gain more support in its fight against crime. The organisation is little known even by UN staff and Government institutions. It needs to increase its visibility - and transmit a positive image of its mandates. Linking UNODC with development work (economic growth, health improvement, and citizens' safety) is the key to improving its image, therefore seeking out general public empathy.

X. With regards to RP operations, UNODC's regional office should consider:

(i) Avoid entering into project agreements where continuation is made conditional on attainment of specific milestones. Given the uncertainties and risks involved in project management especially on politically sensitive issues as corruption, UNODC should only commit to delivery of higher-level outcomes and objectives (impact). This approach is preferable because it gives the implementing partners the leeway to review and change milestones in furtherance of overall objectives and impact.

(ii) Plan at formulation stage long inception stages to recruit suitably competent staff, especially in countries with challenging living, security conditions.

(iii) Nominate national Focal Points to ensure the continuity of partnership with counterpart agencies. In that context, it is essential to quickly secure meetings of senior official and/or decision makers in an environment of high turnover of civil servants and complex administrative procedures.

V. LESSONS LEARNED

I. Ownership is most often the key to success of an intervention. There are several examples of interventions being funded or initiated because of good interpersonal relationships (between UNODC and a donor of beneficiary country. There are also many examples of results' loss because Government could not commit itself as originally agreed by the end of the intervention. To ensure ownership in West Africa, UNODC needs to identify and support leaderships (both at political and institutional levels) that can instil that ownership into the relevant Government's institutions. When leaders become firm believers of a UNODC intervention concept, they can turn themselves into strong proponents of UNODC's initiatives and ensure that Governments are committed to success and ultimately sustainability of interventions' results. Furthermore, the political environment is often determinant in ensuing ownership of the interventions. An in-depth analysis with possible pre-requisite actions is necessary to enhance ownership of UNODC's projects.

II. UNODC is for the most part dependent of donor contributions. In that context, it needs to respond to both WA countries' priorities and issues and donor requirements and priorities. UNODC needs to reassess how to finance actions not prioritized by donors – possibly by integrating projects into programme (sub-)components and getting rid of the project approach. Ethics and credibility of UNODC are at stake. Extensive donor dialogue might be necessary (e.g. donor and member states conferences).

III. There are currently different views on programming approaches: (i) address all problems in all countries and seek donor funding according to their own priorities and try to align these with countries' needs - this was the approach taken to design the RP leading to fragmented support- (ii) target more specifically common countries' issues and tackle them both at regional and national levels, hence prioritising issues according to certain criteria (donor opportunities or pressing needs from beneficiary countries). In any case, RPs must remain frameworks that are characterised by their adaptability to changing environments. Therefore, versatility must be integrated into their design and that includes also funding mechanisms.

IV. UNODC's research findings highly attract high public interest but due to confidentiality, their results can be contested and put governments in difficult situations due to sensitive political contexts. UNODC will have to review or be clearer on communicating research results, methodologies and findings' presentations agreed by relevant stakeholders (UN DPA, UNODC's Threats & Analysis sections, UNODC's Division for Operations…).

V. The reliance of UNODC for voluntary donor contribution in 90% of its interventions' portfolio is an impediment for optimum efficiency leading management to constantly seek bridging funding capacities and follow-up funds to secure impact and enhance sustainability of results. In addition, this situation has lead UNODC to accept 'micro-funds' that can divert it from its main objectives or add administrative burden to its already overwhelmed staff for little anticipated impact.

VI. Good practices should be analysed and made public for replication:

(i) Sub-regional programming (e.g. Sahel programme) needs analysis as it might bring an added value (flexibility, governance structures, combination of different donor sources…) in relation to a static RP as it was conceived originally.

(ii) The development of broader strategies as tools for fundraising, implementing technical assistance activities to member states and securing the interest and buy-in from beneficiary member states is more promising than separate individual, national projects. The four large multi-pillar strategies, "UNODC Action in the Gulf of Guinea", "Post-Praia Strategy: The Way Forward for the ECOWAS Regional Action Plan", "UNODC Contribution to the United Nations Integrated Regional Strategy for the Sahel" and "Support to the Transnational Crime Units under the WACI", have also been promising in terms of fundraising.

(iii) Strategic partnership and an integrated approach to drug dependence treatment and HIV AIDS have been successful in Senegal. Joint fundraising with the Global Fund against AIDS, Malaria and Tuberculosis, ESTHER, UNODC and national stakeholders (National AIDS Council) have led to the development of an operational plan for treating injecting drug users and the establishment of the first Methadone Treatment Programme in the region.

(iv) A robust mechanism has been established in Nigeria to ensure the application of the Paris Principles on aid delivery, in particular with regard to alignment and sustainability. In addition to jointly designing interventions, the leadership of national institutions should also be engaged throughout project implementation to ensure that the project is relevant, aligned with national partner priorities and jointly owned by the beneficial/implementing partner institution.

(v) Jointly developing interventions with national partners and the definition of assigned responsibilities has especially worked well for ongoing projects in Nigeria. This harnesses joint ownership for project deliverables, fosters a team spirit, ensures that activities and outputs are relevant and of priority to the national institutions. This opportunity has also been used to build capacity in relevant thematic areas, to enhance programmatic skills and to strengthen accountability. Every opportunity for hands-on capacity building of partner institution personnel has also been utilized in Nigeria throughout project's implementation. Pairing personnel of implementing institutions together with UNODC personnel, seconding experts and embedding them in the partner institutions, as well as having institutional partners work with consultants during assessments have been extremely effective in building capacity of partner institutions.

(vi) In Nigeria, undertaking an in-depth training needs assessment of beneficiary institutions and priorities has proven key in developing training programs that are relevant and responsive to the realities of national institutions. In addition, explaining the training methodologies and the rationale for the selection of specific methodologies is critical in creating a conducive learning environment. A programme where more experienced and exposed professionals of national institutions can share their experience and knowledge has been found to be very effective.

(vii) A close collaboration with the office of the UN Resident Coordinator facilitates the work of UNODC in securing meetings and channelling correspondence to high level government officials (e.g. pre-donor conference prior to launching NIP in Ghana, closed sessions with the Parliament in Guinea-Bissau to re-launch UNODC's support after the coup d'état.

(viii) Inter-regional and south-south collaboration to be further enhanced as could be the case with the collaboration with South Africa on justice reform, Kenya on police reform or broader initiatives with the AU.

ANNEX 1 TERMS OF REFERENCE OF THE EVALUATION

Independent evaluation of the UNODC Regional Programme for West Africa 2010-2014

September 2014

UNITED NATIONS

New York, 2014

MAP OF WEST AFRICAN STATES

CONTENTS

Acronyms iv
Executive summary vii
SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS xix
The formulation of new interventions should recognise the interlinkages between law enforcement and the justice sector (as for example has recently been done in the Sahel project). More focus needs to be placed on technical assistance and trainings to ensure the building of strong judicial institutions to complement law enforcement resulting in a more balanced support to both side of the issue (law enforcement and justice). xix
(TO ROSEN, HQ) xix
I.Introduction 1
1.1 Background and context 1
1.2 Evaluation context and methodology 7
II. EVALUATION FINDINGS 11
Design 1
Relevance 15
Partnerships and Cooperation 1
Effectiveness 28
SP1 – Illicit trafficking, organised crime and terrorism 28
SP2 – Justice and Integrity 31
SP3 – Improving drug prevention and health 34
SP4 – Promoting awareness and research 36
National Integrated Programmes 37
Impact 37
Sustainability 39
Human Rights and Gender 1
Innovation / Replicability / Scaling-up 44
III.CONCLUSIONS 47
IV.RECOMMENDATIONS 53
V.LESSONS LEARNED 58
LIST OF MAPS ..... **Error! Bookmark not defined.**
LIST OF FIGURES ..... **Error! Bookmark not defined.**
LIST OF GRAPHS ..... **Error! Bookmark not defined.**
LIST OF ANNEXES ..... **Error! Bookmark not defined.**
ANNEX 1 TERMS OF REFERENCE OF THE EVALUATION 60
ANNEX 2 EVALUATION TOOLS: QUESTIONNAIRESAND INTERVIEW GUIDES 97
ANNEX 3 DESK REVIEW LIST 103
ANNEX 4 LIST OF PERSONS CONTACTED DURING THE EVALUATION 110
ANNEX 5 RESULTS OF ON-LINE SURVEY 120

BACKGROUND AND CONTEXT

Programme title:	Regional Programme for West Africa
Duration:	2010-2014
Location:	West Africa (16 countries: Benin, Burkina Faso, Cabo Verde, Côte d'Ivoire, The Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone and Togo)
Linkages to Thematic Programmes:	Thematic Programme on Action against Transnational Organized Crime and Illicit Trafficking 2011-2013 Thematic Programme on Corruption 2010-2012 and 2012-2015 Thematic Programme for Terrorism Prevention 2008-2011 and 2012-2015 Crime Prevention and Criminal Justice Reform 2012-2015 Addressing health and human development vulnerabilities in the context of drugs and crime 2009-2011 Scientific and Forensic Services 2010-2011
Executing Agency:	UNODC
Partner Organizations:	Regional Organizations: Economic Community Of West African States (ECOWAS), Economic Community of Central African States (ECCAS), Intergovernmental Action Group Against Money Laundering in West Africa (GIABA) International Organizations: INTERPOL, World Customs Organization (WCO), International Organization for Migration (IOM) UN System: United Nations Office for West Africa (UNOWA), Department of Political Affairs(DPA), Department for Peacekeeping Operations (DPKO), United Nations Development Programme (UNDP), World Health Organization (WHO), Counter-Terrorism Executive Directorate(CTED) NGOs/civil society/private sector: various grassroots NGOs in the field of drug dependence prevention and treatment and related health issues in Senegal, Côte d'Ivoire, Togo and Benin; NGOs in the field of human trafficking in the Republic of Congo, Côte d'Ivoire and Senegal
Total Approved Budget:	USD 190.9 million
Donors:	Austria, Brazil, Canada, Cabo Verde, Côte d'Ivoire, Denmark, European Union, France, Germany, Italy, Japan, Luxembourg, Monaco, Netherlands, Norway, Spain United Kingdom, United States, the Peacebuilding Fund
Representatives:	ROSEN : Antonio Mazzitelli: December (2003- 2009) Alexandre Schmidt (2019-2012); Pierre Lapaque (2012-2014) CONIG : Dagmar Thomas (2007-2011)Mariam Sissoko (2011-2014)
Type of evaluation	Final

Time period covered by the evaluation:	January 2010-October 2014
Evaluation start and end date:	October 2014 -End of February 2015
Geographical coverage of the evaluation:	All 16 countries covered by the Regional Programme will be covered through field missions or remote evaluation.
Evaluation team	Two international consultants, one junior consultant based in Dakar and national consultants to cover specific countries
Core Learning Partners[31] (entities):	UNODC Managers, Member States, Project field staff (current and previous), Partner Organizations and donors[32]

Programme overview and historical context in which the programme is implemented

West Africa had become an increasingly important venue for international drug trafficking and organized crime. Since 2006, 20-40 tons of cocaine per year had been transiting through the region en route to Europe. With 20 tons valued at approximately US$ 1 billion on the wholesale market (a sum higher than the GDP of some West African countries), criminal behaviours and corruption around cocaine trafficking routes are seriously affecting the security of the countries in the region. The 2010 UNODC report on *"The Globalization of Crime"* considers West Africa as a region where transnational cocaine trafficking had become a major challenge to governance and stability. Another report entitled *"Transnational Trafficking and the Rule of Law in West Africa: A Threat Assessment"*, launched in July 2009 at a United Nations Security Council Special Session on West Africa, showed that drug trafficking was not the only concern confronting the region: evidence of drug production has been discovered and drug abuse was on the increase. Trafficking in persons, arms, minerals, and counterfeit medicines had also been identified. Smuggling of migrants, oil bunkering, and other illegal activities are flourishing in a climate of instability. There was also a growing concern over the increased pressure from terrorist groups in the North of the region, which were suspected to be building links with criminal organizations.

Beyond the complex heterogeneity of the region (in particular, a number of coastal countries are emerging from conflicts and concerned with peace-building), its continuous vulnerability to those various threats is due to a number of complex and inter-linked challenges, including political instability, porous borders, overstretched law enforcement and criminal justice systems and high levels of poverty in some parts of the region. Illicit trafficking, terrorism and drug abuse do not only take advantage of these difficulties, but also contribute to them and constitute a threat to security, governance and development in the region:

1. the very significant profits generated from these flows fuel corruption;

[31] Core Learning Partners are the key stakeholders of the subject evaluated (project, programme, policy, etc., who have an interest in the evaluation. The CLP work closely with the Evaluation Manager to guide the evaluation process.

[32] See list in Annex 3.

2. those profits are laundered by criminals, which undermines the integrity of legitimate economies and the development of the financial system; and
3. the criminal networks may provide significant support to terrorist activities across West Africa and the Sahel.

The United Nations Security Council recognised with great concern the potential for transnational organized crime and drug trafficking to undermine the stability and development of the West African region, a threat which goes beyond the boundaries of the sub region and has an impact on overall global security. A number of special sessions were convened to discuss the threat, and the Security Council has called upon Member States to increase "their cooperation with the United Nations Office on Drugs and Crime", and requested the UN Secretary-General to consider these threats as a factor in conflict prevention strategies. In this regard, in January 2009, the UN Secretary-General made an appeal to the international community to "support the sub region in facing the formidable challenge posed by drug trafficking", stressing the "critical importance of building capacity in the countries of the sub region and mobilizing resources to help regional States in confronting the threat at the national and cross border levels".

In that context, the West African States decided to unite their efforts in order to meet those challenges, which led to the endorsement by the Heads of State and Government, on the occasion of the 35th ECOWAS Ordinary Summit of Heads of State and Government in December 2008, of the *Political Declaration* and *Regional Action Plan to Combat Illicit Drug Trafficking, Organized Crime and Drug Abuse (2008-2011)*. The development of the ECOWAS Regional Action Plan (initially 2008-2011, now extended to 2015), with support from UNODC, aimed at addressing the threat of illicit drug trafficking and transnational organized crime, which had been significantly increasing over the precedent years.

The Political Declaration urged UNODC to strengthen its technical assistance in the region to support the implementation of the ECOWAS Regional Action Plan, and UNODC's response was to design its Regional Programme for West Africa 2010-2014, a crosscutting, multilateral strategy, based on the principle of shared responsibility, where peacebuilding, security sector reform, national institution-building, and capacity-building efforts would be implemented in the most effective manner with a view to contribute to the creation of an environment prone to socioeconomic development to the benefit of the people in West Africa.

The overall objective of the UNODC Regional Programme for West Africa, 2010-2014 is to contribute to and support the efforts of West African States, as well as those of regional organizations and the civil society, to respond to evolving security threats, such as drug trafficking, promote human rights and the rule of law, and good governance. Through this programme UNODC seeks to deliver assistance in the most effective manner, thus adopting a multidisciplinary approach, and complementing roles and efforts with multilateral and bilateral partners.

With the Regional Programme being designed as a common umbrella to all ECOWAS countries, the development of specific national responses became appealing and many West African Heads of States called UNODC to assist them in developing national action plans in line with the Regional Programme. The National Integrated Programmes (NIPs) were to provide the building blocks for the former. The NIPs are national development frameworks elaborated with UNODC support through an inclusive approach and address all thematic areas covered by the Regional Programme consistent with the priorities of the ECOWAS Regional Action Plan, under the following Sub-Programmes:

1. Organized Crime, Illicit Trafficking and Terrorism;
2. Justice and Integrity;

3. Drug Prevention and Health; and
4. Awareness and Research.

The Regional Programme covers 16 West African countries, namely the 15 ECOWAS Member States (Benin, Burkina Faso, Cabo Verde, Côte d'Ivoire, The Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone and Togo) and Mauritania.

Justification of the programme and main experiences / challenges during implementation

Justification

The UNODC Regional Programme for West Africa 2010-2014 aims at supporting ECOWAS in achieving the goals outlined in its *Political Declaration* and *Regional Action Plan to Combat Illicit Drug Trafficking, Organized Crime and Drug Abuse(2008-2015).*(See also previous section on the context)

Main implementation experiences and challenges

Some of the main challenges faced during the implementation of the Regional Programme, and which should be analysed in the context of the evaluation, are the following:

- *Stability and security issues in West Africa*: the 2012 coups d'état in Mali and Guinea-Bissau have caused the suspension of UNODC activities in those countries. The security situation in Guinea-Bissau and Nigeria, especially in the Northern states, has also been unpredictable and hindered travel and project implementation. Implementation of activities in post-conflict countries has proved difficult: under the West Africa Coast Initiative (WACI), fundraising for activities in Guinea-Bissau, Liberia and Sierra Leone, has been uneasy and, because of the political and security situation faced by Côte d'Ivoire and Guinea, the implementation of the project has been extremely slow in these countries. It has sometimes been difficult to recruit adequately qualified personnel in countries facing serious stability and security challenges.
- *Design of the Regional Programme*: the Regional Programme document included too many indicators of which not all could be reported against. Some of the projects contributing to the implementation of the Regional Programme have set over-ambitious objectives. Moreover, the lack of baselines makes it difficult to report on results and measure change. This being said, UNODC is working closely with the ECOWAS Commission to define the most appropriate means of evaluation for the Regional Programme that has been designed to support the implementation of the ECOWAS Plan of Action. ECOWAS has established a Monitoring and Evaluation Mechanism (MEM) to assess the degree of implementation of the ECOWAS Regional Action Plan by the Member States and the Commission,based on the principles of transparency, inclusiveness, and peer-to-peer. The ECOWAS MEM is supposed to report on progress to the United Nations Security Council in order to maintain political attention and secure the required technical and financial support from the international community. The implementation of the MEM provides an excellent additional framework for UNODC monitoring and evaluation of the Regional Programme and its finding will be incorporated in the evaluation.
- *Balance between the sub-programmes:* It proved difficult to attract interest from Member States in the region and donors to the sub-programmes 2-4.
- *National Integrated Programmes (NIPs)*: a large focus was initially put on NIPs, but it soon proved difficult to raise funds for that purpose. The role of the NIPs has remained unclear and member states that have signed a NIP with UNODC have had strong expectations regarding the pace of their implementation. Since UNODC's field office set-up is dependent on project funding, and UNODC is not present in all countries in the region, fund-raising at the national level has proven difficult.

- *Governance*: the Regional Programme does not have a specific steering committee, unlike the Sahel Strategy, the WACI and AIRCOP.
- *Sustainability*: the absorption capacity of national authorities, after projects have ended and equipment and responsibility has been handed over to national authorities, is limited in West Africa, in particular from a financial point of view. Ensuring the ownership of activities by national and regional counterparts has also been identified as a recurrent challenge.
- *Donor involvement*: it has sometimes proved difficult to accommodate requests of donors for greater involvement while ensuring the effectiveness and autonomy of implementing agencies. It has also proven difficult to raise funds at the national level and beyond sub-programme 1.
- *Commitments by donors*: some project agreements made continuation conditional on the attainment of specific milestones rather than higher level outcomes and objectives (impact), which made the project vulnerable.
- *Partnerships within the UN system and with other multilateral actors*: overlaps in mandates and differences in approaches and objectives have sometimes generated competition for funding, tension, and ineffective coordination.
- *Partnership with national counterparts*: the continuity of partnerships has been challenged by the high turnover of a number of key institutional actors.
- *Midterm evaluation*: the Regional Programme itself provided that a midterm review would take place in 2011/2012. However, due to the fact that by 2012, UNODC did not have large enough a portfolio and no funds available to report on in the first place, such did not take place.
- *Communication of research results, methodology and findings*: often based on confidential information and sources, they have sometimes been contested. In addition, certain findings can be politically sensitive in West Africa.
- *New rules on the signing of Host Country Agreements*: these complex rules that apply for any activity, however small, have been difficult to implement and led to frustration and official complaints from some West African Governments.

Programme documents and revisions of the original programme document

The Regional Programme has not been revised since its development and start in January 2010. It consists of 42 projects (excluding the global programmes), 16 of which have undergone evaluations (see in Annex 4 the list of field-based and global programmes).

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

UNODC Medium-Term Strategy

UNODC's Medium-Term Strategies, as presented in ECOSOC Resolution 2007/19 and 2012/12, provides the result based framework guiding the programmatic activities of the Office for the period 2008-11 and 2012-15.

Thematic programmes

The Regional Programme has operated within the policy framework of the below Thematic Programmes:

- Thematic Programme on Action against Transnational Organized Crime and Illicit Trafficking 2011-2013

- Thematic Programme on Corruption 2010-2012 and 2012-2015
- Thematic Programme for Terrorism Prevention 2008-2011 and 2012-2015
- Crime Prevention and Criminal Justice Reform 2012-2015
- Addressing health and human development vulnerabilities in the context of drugs and crime 2009-2011
- Scientific and Forensic Services 2010-2011

National Programmes and Frameworks

The Regional Programme has comprises a number of National Integrated Programmes (NIPs)[33]:Benin (to be approved by the Government), Burkina Faso (2013-2017), Cabo Verde (2012-2016), Ghana (2012-2016), Mali (2009-2012), Mauritania (2009-2011), Sao Tome & Principe (2011-2014), and Togo (2013-2017).

DISBURSEMENT HISTORY

Overall budget (2010-2014)	Total Approved Budget (2010-2014)	Expenditure (January 2010 – July 2014)	Expenditure in % (January 2010 – July 2014)
USD 271 258 542	USD 190 000 000	USD 101 517 027	53%

While the programme might appear to be fully funded, it should be clarified that, while some parts of the Regional Programme received more funds than planned (for ex: Nigeria), other parts (such as SP 2 and 4) remained underfunded. Overall, USD 169, 741, 515 could be collected for Nigeria alone, while USD 101,517,027 was collected for all the other countries.

PURPOSE OF THE EVALUATION

In 2010, the Joint Inspection Unit (JIU) undertook the Review of management and administration in UNODC. In this Review, the Inspectors recommended (recommendation #9) a thorough independent evaluation of thematic and regional programming implementation to be conducted and be presented to the governing bodies. As a response to the JIU recommendation, the UNODC Independent Evaluation Unit (IEU) engaged in systematically undertaking evaluations of Regional Programmes.

The Regional Programme for West Africa 2010-2014 document provides that independent evaluations will be conducted under the lead and guidance of IEU in close cooperation with the Regional Representative of ROSEN, and implementing partners, such as the relevant other UN agencies, INTERPOL, regional organizations such as ECOWAS, the Intergovernmental Anti-Money Laundering Action Group in West Africa(GIABA); national counterparts, such as ministers of Justice, Law, Interior and Health and project beneficiaries.

The timing of the evaluation was agreed by ROSEN, the Regional Section for Africa and the Middle East (RSAME) and IEU. Consistent with the provisions of the Regional Programme document itself, the timing of the evaluation will allow for the inclusion of its findings and

[33]NIP is the terminology used in West Africa before UNODC moved to the term “country programme”.

recommendations into the next planning cycle for the new Regional Programme. The evaluation will therefore take place from the beginning of October2014 until the end of February 2015, i.e. in parallel with the finalisation of the new ECOWAS Regional Action Plan and the beginning of the development of the new UNODC Regional Programme.

According to the current Regional Programme document, evaluations were to take place at mid-term (i.e. 2012) and at the end of the programme (i.e. 2014), and an appropriate portion of the overall budget was set aside for respective activities. No evaluation took place at mid-term due to lack of funding and staffing resources. Therefore the evaluation requested by the present ToRs is the first evaluation of the Regional Programme.

The purpose of the evaluation is to determine the extent to which planned objectives and outcomes were produced and to inform the development of a new Regional Programme. The current evaluation will serve to establish results achieved under the Regional Programme as well as to identify lessons learned and best practices that will be used for a successor Regional Programme that will assist ECOWAS in the implementation of the revised ECOWAS Regional Action Plan.

The specific objectives of this evaluation are to:

- Contribute to organizational learning by identifying the strengths and weaknesses of UNODC in the region and under each thematic area;
- Contribute to accountability by assessing the achievements of UNODC in the region and the appropriateness of the utilisation of resources;
- Contribute to decision-making in relation to UNODC strategic orientation in the region and in thematic areas for the next Regional Programme;

The intended main users of the evaluation are UNODC management, recipient Governments and their respective beneficiaries, the Programme Coordinator and other project managers, as well as donors.

SCOPE OF THE EVALUATION

The evaluation will the UNODC Regional Programme for West Africa 2010-2014, including its four Sub-Programmes. The period to be evaluated is from the start of the Regional Programme in January 2010 until October2014. The evaluation is scheduled to start at the beginning of October2014 and to be finalized at the end of March 2015.

As the Regional Programme is operationalised through the implementation of projects, individual projects that have been implemented in the framework of the RP are considered in the evaluation. As noted above, under the timeframe of the Regional Programme, 42 projects have been implemented or are currently under implementation. The complete list of projects and project evaluations undertaken so far is attached in Annex 4.

As far as the geographical scope is concerned, while 16 countries are covered by the Regional Programme, not all of them can be evaluated, in particular considering the current health situation in the region and existing travel restrictions related to Ebola. The countries covered by the Regional Programme are therefore being split in three groups (tentative grouping). The countries of group A, will be visited by the international evaluators, countries of group B will be covered by national evaluators, whereas countries in group C will be evaluated remotely through VTC or other appropriate means. Please see the detailed list under part VI – Methodology of these ToR.

Project and programmes in Nigeria that are overseen by the Country Office in Nigeria (CONIG - which is acting independently of ROSEN) are part of the Regional Programme to be evaluated and will therefore be part of the evaluation as well. However, while the development phase of EU-

funded projects NGAV16, NGAV18, NGAX41 and NGAX60 will be included in this evaluation, their actual implementation will not be covered, as evaluation separate evaluation of these projects is planned for 2015.

EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS

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

Relevance
1. How does the Regional Programme comply with the UNODC Integrated Strategy Approach?
2. How relevant is the Regional Programme to the ECOWAS Political Declaration and Regional Action Plan to Combat Illicit Drug Trafficking, Organized Crime and Drug Abuse (2008-2015)?
3. How relevant was the Regional Programme for the implementation of UNODC projects in the region? What was the added value of the Regional Programme? Could the projects easily fit into the Regional Programme framework?
4. Was the development of the Regional Programme based on an adequate analysis of the needs of the target group and of the context?
5. Was LogFrame designed in a relevant way? Could the majority of results and activities be subordinated to the indicators defined for the Regional Programme?
6. Has the combination Regional Programme/National Integrated Programmes been relevant?
7. Has the strategic approach of the RP, in particular the NIP approach, been applied successfully?Has the shifting to the sub-regional strategic approach been more successful?
8. Have individual projects in the framework of the Regional Programme been successful in counterbalancing the lack of baselines through assessments done during implementation?
9. Was the development of each sub-programme monitored accordingly and were interlinkages between the sub-programmes created and utilized?
Efficiency
1. Has the interaction between the regional, subregional (e.g. WACI or Sahel projects) and national approaches (in particular, NIPs) been efficient?
2. Has the interaction between field-led projects and global projects been efficient?
3. Were resources available planned in an appropriate way and used in a timely manner?
4. Have all relevant national of regional actors, including donors, been included and appropriate coordination ensured? Has the governance of the Regional Programme been efficient?In particular, what were the difficulties and advantages related to not having had a Steering Committee?
5. How efficient has been the coordination between ROSEN and CONIG in the implementation of the Regional Programme?
6. Did the financial setup of the Regional Programme enable the implementation of the goals? Was the money available properly distributed, also considering money available in HQ being used to enhance field capacities to implement the Regional Programme in the best way possible?
7. How has the implementation of the Regional Programme been impacted by the Full Cost Recovery (FCR) that started mid-2013?

8. Was an appropriate fundraising strategy been developed, conducted, maintained and adapted when necessary?
Effectiveness
1. Was the Regional Programme conceived in a realistic and feasible way? Have all the challenges in the region relating to UNODC's mandate been taken into account?
2. Were the Regional Programme's objectives and outcomes achieved? Which ones? Which ones not? Why?
3. To what extent is the progress or lack thereof, the result of external factors rather than of the Regional Programme's activities? How did external factors impact on the effectiveness of Regional Programme's activities? How has the regional context impacted the achievement of results, taking into consideration that the situation in the region is rather deteriorating instead of improving?
Impact
1. What was the overall impact of the Regional Programme (taking into account the absence of baseline and the availability (or lack thereof) of monitoring data at impact level)?
2. Has the Regional Programme contributed in an appropriate and realistic way to the changes in the political and security situation in the region and individual countries?
3. Has there been an unbalanced emphasis on one or certain substantive issues?
Sustainability
1. Can it be expected that the changes achieved for the partner institutions and beneficiaries are long-term, and will persist after the end of the Regional Programme and of the related individual projects?
2. Has local ownership by beneficiaries and national and regional stakeholders been achieved?
Partnerships and cooperation
1. Were appropriate partnerships sought, up taken and maintained?
2. Was the buy-in form partners satisfactory? Were national and regional partners committed? Which were? Which were less? Why?
3. Have synergies been created and used to the best extent possible? How could existing synergies have been improved?
4. How was the cooperation with ECOWAS? In which substantive matters should ECOWAS have been more implicated? Why has implication not been possible as it should have been?
5. Where (substantive matters, countries, regions) has donor interest and commitment occurred, where not and why? In particular, why was it difficult to market the NIPs?
6. How can the communication and coordination with donors be assessed?
7. Were successful partnerships and cooperation with other UN organizations updated and maintained?
8. Was a strategic donor coordination mechanism applied and maintained?
Human rights and gender
1. Is there any indication that the equipment and specialized techniques aimed at improving law enforcement agencies' efficiency might have led to human rights violations?
2. Did UNODC implement the UN human rights due diligence policy in an appropriate way, and adequately cooperated with OHCHR for the purpose of monitoring the human rights situation in West Africa?
3. How has the human rights vetting (Leahy vetting principles) affected implementation in general and in individual countries in particular?
4. Has the Guidance Note on promotion and protection of Human Rights been appropriately taken into consideration?
5. Has UNODC ensured in the best possible way that its partners, including national counterparts, civil society

organizations and the private sector respect relevant human rights principle?
6. Has training on human rights issues, including training of trainers been appropriately conducted?
7. Has a gender-sensitive approach been applied in the framework of the Regional Programme, in line with established UNODC criteria for the provision of technical assistance and with ECOSOC resolutions 2011/5 and 2011/6?
8. Has cooperation with institutions dealing with gender issues (such as UNWOMEN, NGOS) been undertaken where appropriate?
9. Have all activities had a fair percentage of women as direct beneficiaries? Has UNODC undertaken appropriate action to ensure this? Was data collected disaggregated by gender in the best way possible?
10. When recruitment was made with funds provided by UNODC, were appropriate efforts made to ensure fair and non-discriminatory treatment?
Lessons learned
1. Have the findings of projects' evaluations under the Regional Programme been appropriately included in the implementation of other ongoing and newly developed projects?
2. What lessons can be learned from the implementation in order to improve performance, results and effectiveness in the future?
3. What lessons could feed into the development of the next Regional Programme?
4. What best practices emerged from the implementation of the regional portfolio?
5. Can these best practices be realistically replicated?
6. What lessons can be drawn from unintended results?
7. What lessons can be drawn from the working arrangements with partners (global, regional, and national)?
8. What lessons can be drawn from the engagement with civil society and private sector stakeholders?

EVALUATION METHODOLOGY

While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties. The evaluation uses a participatory approach through the active participation of the evaluation stakeholders, in particular the Core Learning Partners (CLP), in the evaluation process. These should share responsibilities for the evaluation planning, implementation and reporting. In particular, this means involving stakeholders in selecting the evaluation team, defining the ToR and the evaluation questions, collecting the data and reviewing the draft evaluation report.

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

The team leader will present a fine-tuned summarized methodology (evaluation matrix) in an Inception Report which will specify the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards and use a mixed approach of qualitative and quantitative methods.

The credibility and analysis of data are key to the evaluation. Special attention shall be paid to an unbiased and objective approach and the triangulation of sources, methods, data, and theories. Indeed, information stemming from secondary sources will be cross-checked and triangulated through data retrieved from primary research methods.

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

As it will not be possible to visit all 16 countries party to the RP, efforts will be made to solicit their inputs through surveys/questionnaires (to be elaborated in the inception report).

The first step in defining the evaluation methodology is a grouping of the units of analysis (RP, SP and projects) with regard to the methodology used. Some guidelines are provided hereafter.

Regional Programme Methodology

To this effect, specific evaluation questions are to be formulated, based on i) the results framework of the regional programme, and ii) the information needs of internal and external key stakeholders.

Secondary data, such as findings from project evaluations, baseline data, audit reports and information from internal reviews such as annual reviewswill also feed into the evaluation and will be crosschecked and triangulated with primary data stemming from first-hand sampling and collection methods (see in Annex 2 the list of desk review material).

Findings and recommendations of the RP evaluation will be discussed and disseminated with UNODC staff, partners and beneficiaries in his region as well as in UNODC headquarters.

Secondary Research Methods / Desk Review

The evaluation team will perform a desk review of existing documentation, including, among others: the project document and revisions. Monitoring data. Baselines (where these exist). Annual and progress reports. Tools developed under the project and other supplementary documents. Official communications with Member States and key stakeholders. Thematic Programmes and Strategic Documentation; and Evaluations and audits. See Annex 2 for a more detailed structure of the documents to be provided for the desk review.

Primary Research Methods

Primary sources of data include, among others:

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

Primary data collection methods should be gender sensitive.

1. **Sampling Strategy**

The evaluation team is responsible for further refining the proposed sampling strategy, based on objective criteria, when drafting the Inception Report. This includes identifying, with the support of the ROSEN, site visits within each country selected. The evaluation team also develops the sampling techniques that will be applied for the different data collection instruments.

2. **Phone interviews / face to face consultations**

Phone interviews / face to face consultations. The evaluation team will conduct phone interviews / face-to-face consultations with identified individuals from the following groups of stakeholders: UNODC staff at HQ and at ROSEN; Partner government officials who are benefitting from and are directly involved in UNODC's work in those countries where UNODC has implemented the Regional Programme; end beneficiaries such as drug users. Relevant Permanent Missions in Vienna. Representatives of development partner/donor agencies who are contributing to UNODC's work; other UN agencies, civil society stakeholders, etc.

3. On-line questionnaire

If feasible, an on-line questionnaire will be developed and used in order to help collect the views of some stakeholders (e.g. from within UNODC, donor agencies and government partner agencies) who it might not be possible to directly interview/consult through face-to-face meetings. The on-line questionnaire will be clear and concise, and appropriately targeted. It will be administered by the evaluation team. ROSEN will directly assist the evaluation team by providing a list of email contact details. It is expected that a readily available online software package (e.g. Survey Monkey) be used to develop and administer the survey. ROSEN will assist the evaluation team to install and use this software.

4. Field visits

As far as the geographical scope is concerned, while 16 countries are covered by the Regional Programme, not all of them can be evaluated, in particular considering the current health situation in the region and existing travel restrictions related to Ebola. The countries covered by the Regional Programme are therefore being split in three groups (tentative grouping). The countries of group A, will be visited by the international evaluators, countries of group B will be covered by national evaluators, whereas countries in group C will be evaluated remotely through VTC or other appropriate means.

Group A – Countries to be visited by international consultants

- Visit to HQ – Vienna, Austria
- Senegal
- Nigeria
- Togo
- Niger
- Guinea Bissau

Group B – countries to be covered by local consultants

- Cabo Verde (see travel restrictions to/from Senegal – message from the Embassy)
- Cote d'Ivoire (See travel restrictions)
- Sierra Leone
- Burkina Faso

Group C – remote evaluation

- Mali
- Mauritania
- Ghana
- Benin
- Liberia

This is a tentative list and flexibility will be required from all parties in finalising this list, as the evolving health situation in the region (Ebola) will need to be taken into account. In particular for countries in which no visit from international partners is possible due to Ebola, the availability of local consultants to undertake the national evaluation will determine the exact methodology to be used for a specific country.

Feedback on preliminary findings and recommendations

Prior to the end of the field mission, the team will provide a short debriefing to the CLPs on its preliminary observations.

Following the preparation of a first full draft of the evaluation report cleared by IEU, the key findings, conclusions and recommendations could be presented to UNODC management, partner governments or donor agencies for their comments and feedback.

The team may make its final presentation of the evaluation at UNODC Headquarters, where Member States and donor representatives will participate, as required.

Sub-Programmes Methodology

Sub-Programmes' contribution to the RP overall objective will be assessed through the same methodology stated above. In particular, the following will be applied: an assessment of the Sub-Programmes design and intervention logic; a validation of available progress information through interviews with key stakeholders and beneficiaries; a context analysis of the Sub-Programmes to validate implicit and explicit assumptions and risks, including interviews with government agencies and donors regarding the developments and tendencies in the Sub-Programmes -specific environment.

Projects Methodology

The evaluation should cover a project portfolio that is representative of what is done in the region and allows the evaluation to answer the questions identified in the ToR. However, the evaluation will not consider all the projects that fall under the Regional Programme with the same methodological lens. Individual projects will not be subject to a fully-fledged evaluation during this evaluation but rather will be looked into to assess their contribution, or lack thereof, to achieving the objectives of the Sub-Programmes and, in turn, of the Regional Programme. This will be done through a review of the available documentation; a validation of the foreseen intervention logic/design with a special focus on the relevance to national priorities and to UNODC's strategic priorities. For projects already evaluated, independent project evaluations should be used as one piece of evidence to respond to the evaluation questions. In particular, the evaluation team will review the quality of the independent project evaluations to ascertain their validity as a source of information. The evaluation team will also identify the information gaps to be filled through other data collection methods in order to be able to answer the ToR questions.

TIMEFRAME AND DELIVERABLES

Dates	Responsible Party	Location	Deliverable
September/October	ROSEN/RSAME	Dakar, Vienna	Preparation of desk review material
Mid- October 2014	ROSEN/RSAME, IEU	Home-based, Dakar, Abuja, Vienna	Signature of contract for the TL and LE expert Recruitment of local experts (desk officer + national consultants)
October – November	Evaluation Team	Home-based,	Evaluation team undertakes desk review
Last week of November	Evaluation Team	Vienna	Evaluation team undertakes field mission to Vienna
1st week of December	Evaluation Team		Evaluation team undertakes field mission to Dakar

December	Evaluation team	Home-based	Evaluation team prepares Inception Report, including refined work plan, methodology and tools derived from findings of desk review of documentation and resulting strategy for questioning and data collection
End of December	Evaluation team	Home-based	Submission of Inception Report
Early January 2015	IEU	Vienna	Clearance of Inception Report
December/January	Evaluation Team	Countries to be determined based on tentative list under Part V of these ToR	Field missions - Local consultants collect national data in their respective countries. International consultants travel to countries of group A and if need be and if possible, undertake a second mission in Dakar.
End of February2015	Evaluation Team	ROSEN, Dakar	Delivery of debriefing on preliminary observations in the field
Mid-March2015	Evaluation Team	Home-based, by email	Delivery of Draft Report
End of March 2015	IEU	UNODC HQ Vienna	Review of Draft Report
Mid-April 2015	Evaluation Team	Home-based	Revision of Draft Report as needed to meet IEU quality standards
End-April 2015	CLP and other stakeholders	Different countries	Review of Draft Report and submission of comments to IEU
Mid May 2015	Evaluation Team	Home-based	Revision of Draft Report as needed to address stakeholders comments and meet IEU quality standards
End of May2015	Evaluation Team	Home-based, by email	Potential presentation of preliminary findings to CLP
End of May 2015	Evaluation Team	Home-based	Finalisation of Evaluation Report as needed
End of May/early June 2015	IEU	UNODC HQ Vienna	Clearance of Evaluation Report
June 2015	Evaluation Team	UNODC HQ Vienna	Presentation of the final Evaluation Report to Member States

The field missions of the evaluation team will take place between N 2014 and the end January 2015.The final list of countries to be visited will be determined on the basis of the tentative list presented under part VI – Evaluation Methodology, taking into account the evolving Ebola situation in the region and related travel restrictions,

EVALUATION TEAM COMPOSITION

The evaluation will be composed of:

- An international Team Leader, who should be an expert in Programme Methodology / evaluation;
- An international specialist in Law Enforcement;
- National consultants to cover countries from Group B (see list under part VI of these ToR) – exact numbers to be determined based on the expertise of candidates as well as the evolving Ebola situation;
- A local desk Officer with experience in programme management, to be recruited in Dakar.

At least one of the international consultant must be familiar with the context of Sub-Saharan Africa and be ideally a national of a sub-Saharan African country or have lived and worked there for several years.

Job Descriptions for evaluation team members are provided in Annex 1.

MANAGEMENT OF EVALUATION PROCESS

Management Arrangements

The independent evaluation will be carried out following UNODC's evaluation policy and UNEG Norms and Standards. The evaluation team will work closely with UNODC's Independent Evaluation Unit.

Independent Evaluation Unit

The evaluation is managed by the Independent Evaluation Unit (IEU), which provides quality assurance through the provision of guidelines, formats, assistance, advice and clearance on key deliverables during the evaluation process. IEU further ensures that the evaluation conforms with the United Nations Evaluation Group (UNEG) Norms and Standards.

In particular, the IEU guides the process of this evaluation, endorses the TOR, approves the selection of the proposed evaluation team and liaises closely with evaluators throughout the entire evaluation process. IEU comments on and approves the evaluation methodology and provides methodological support throughout the evaluation. IEU comments on the draft report, endorses the quality of the final report, supports the process of issuing a management response, if needed, and participates in disseminating the final report to stakeholders within and outside of UNODC.

Regional Office

Under the guidance of the Regional Representative and the various sub-programme managers, the Programme Management Officers in charge of the different projects/programmes are responsible for the provision of desk review materials to the evaluation team, commenting on the evaluation methodology, developing the programme of the mission, liaising with the core learning partners, as well as commenting on the draft report and developing an implementation plan for the evaluation recommendations, including a management response.

RP staff will be in charge of providing logistical support to the evaluation team including arrangements for field missions.

Core Learning Partners

Members of the Core Learning Partnership (CLP) will be selected by the Programme Coordinator in consultation with IEU. Members of the CLP will be selected from the key stakeholder groups including UNODC management, beneficiaries, partner organizations and donor Member States.

The CLP will be asked to comment on key steps of the evaluation and act as facilitators with respect to the dissemination and application of the results and other follow-up action.

Key stakeholders of the programme – called "Core Learning Partners" - will participate in the evaluation process during key stages. The Core Learning Partners (CLP) will comprise of beneficiaries, such as recipient countries, donors, and others to be determined (please see Annex 4). These will provide information and assistance to the evaluation team. They will also comment on key steps of the evaluation such as the TOR, draft findings and the draft evaluation report.

PAYMENT MODALITIES

The International Consultants will be issued consultancy contracts and paid in accordance with UNODC rules and regulations. The contract is a legally binding document in which the consultant agrees to complete the deliverables by the set deadlines. It is the responsibility of the requesting office to carefully consider and determine the estimated time period that the consultant would need, to be able to produce quality work and fully complete all the expected deliverables on time. It is particularly essential that sufficient time is planned for the drafting and finalizing of the report, including the process of consultation and incorporation of comments and changes. Payment is correlated to deliverables and three instalments are typically are foreseen (25%, 25% and 50% of total fees):

- The first payment (25 per cent of the consultancy fee) upon receipt of the Inception Report;
- The second payment (25 per cent of the consultancy fee) upon receipt of the Draft Evaluation Report;
- The third and final payment (50 percent of the consultancy fee, i.e. the remainder of the fee) only after completion of the respective tasks, receipt of the final report and clearance by UNODC, as well as presentation of final evaluation findings and recommendations.

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

ANNEX 1. JOB DESCRIPTIONS OF EVALUATORS

International Evaluation Consultant (Team Leader)

Post title:	International Evaluation Consultant (Team Leader)
Estimated duration:	50 working days
Starting date /end date:	1 October2014 to 15 April 2015
Duty station:	Home-based, missions to UNODC headquarters in Vienna, Austria and to countries – exact list to be determined as indicated under part VI of the Evaluation ToR.

Background of the assignment

The UNODC Regional Office for West and Central Africa (ROSEN), in close coordination with the Independent Evaluation Unit (IEU), is recruiting an International Evaluation Consultant (Team Leader) for the mid-term evaluation of the UNODC Regional Programme for West and Central Africa 2010 to 2014 (RP).

The evaluation is taking place at an appropriate point in time when the RP comes to an end and when ROSEN starts to work with ECOWAS on a successor Plan of Action that is supposed to start in 2016, re-drafting the extension of the Regional Programme in parallel that will be based on the new ECOWAS Plan of Action.

Purpose of the assignment

The specific objectives of the evaluation are to:

- Contribute to accountability by assessing the achievements of UNODC in the region and the appropriateness of the utilization of resources; measure ownership, result-based orientation, efficiency and quality of UNODC services;
- Contribute to organizational learning by identifying the strengths and weaknesses of regional programming in West Africa and describing best practices and innovations; and
- Contribute to decision-making in relation to (i) lessons learned and best practices to be considered for RP (ii) provide recommendations for UNODC'sstrategic orientation and potential repositioning in the countries, in the region and in thematic areas, in particular as regards the UNODC's strategy.

Specific tasks to be performed by the International Evaluation Consultant (Team Leader)

Under the guidance of the Representative of ROSEN and the evaluation manager of IEU, the International Evaluation Consultant (Team Leader) has the overall responsibility of the Final In-depth Independent External Evaluation of the RP, including its Sub-Programmes, in collaboration with one International Law Enforcement Expert, one local Desk Officer, and a team of national consultants.

Key responsibilities of the Team Leader include (i) design of the evaluation plan with detailed methods, tools and techniques, (ii) lead the evaluation process and assigning responsibilities to team members, (iii) ensure adherence to the UNEG Norms and Standards and the evaluation ToR, and (iv) ensure overall coherence of the report writing.

Additionally, the Team Leader is responsible for assessing the RP strategic and cross-cutting issues (i.e. the post 2014 situation; the inter-regional drug control approach; security implications; full cost recovery implications; gender and human rights dimensions; integration of good practices and

shortcomings) with considerable focus on lessons learned for replicability and organizational development.

Finally, the Team Leader will provide substantive expertise to complement the expertise provided by the other team members as needed.

Those various tasks and responsibilities will require that the Evaluation Consultant (Team Leader) travel on missions to Austria, as well as additional countries (Exact list to be determined).

Expected tangible and measurable output(s)

The Independent Evaluation Consultant (Team Leader) will have the overall responsibility for the quality and timely submission of all deliverables, as specified below. All products should be concise, inclusive and have a clear analysis process.

- Draft inception report, containing a refined work plan, methodology and evaluation tools.
- Presentation of preliminary evaluation findings and recommendations to internal and external key stakeholders.
- Draft evaluation report in line with UNODC evaluation policy and guidelines.
- Revised draft report based on comments received from the various consultative processes (IEU, internal and external).
- Final evaluation report.
- Final PowerPoint presentation to stakeholders in Vienna.

On the basis of the Terms of Reference, the Independent Evaluation Consultant (Team Leader) will carry out the following deliverables and tasks. A time-bound calendar will be proposed when the contract will be signed.

Dates and details as to how the work must be delivered

The consultant will be hired for four months (home-based and field missions) between 1 October 2014 and 15 April 2015.

Dates	**Responsible Party**	**Location**	**Deliverable**
October – November	Evaluation Team	Home-based,	Evaluation team undertakes desk review
Last week of November	Evaluation Team	Vienna	Evaluation team undertakes field mission to Vienna
1st week of December	Evaluation Team		Evaluation team undertakes field mission to Dakar
December	Evaluation team	Home-based	Evaluation team prepares Inception Report, including refined work plan, methodology and tools derived from findings of desk review of documentation and resulting strategy for questioning and data collection
End of December	Evaluation team	Home-based	Submission of Inception Report
December/January	Evaluation Team	Countries to be determined based on	International consultants travel to countries of group A and if need be and if possible, undertake a second

		tentative list under Part V of these ToR	mission in Dakar.
End of February2015	Evaluation Team	ROSEN, Dakar	Delivery of debriefing on preliminary observations in the field
Mid-March2015	Evaluation Team	Home-based, by email	Delivery of Draft Report
Mid-April 2015	Evaluation Team	Home-based	Revision of Draft Report as needed to meet IEU quality standards
Mid May 2015	Evaluation Team	Home-based	Revision of Draft Report as needed to address stakeholders comments and meet IEU quality standards
End of May2015	Evaluation Team	Home-based, by email	Potential presentation of preliminary findings to CLP
End of May 2015	Evaluation Team	Home-based	Finalisation of Evaluation Report as needed
June 2015	Evaluation Team	UNODC HQ Vienna	Presentation of the final Evaluation Report to Member States

Indicators to evaluate the consultant's performance

Timely and satisfactory delivery of the above mentioned outputs as assessed by IEU.

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

- Advanced university degree (Master's degree or equivalent) in social sciences, law, economics or related field, with specialized training in programme methodology and expertise in various evaluation methodologies and techniques, involving multiple stakeholders and in a post conflict situation;
- 12 years of progressive experience in evaluation design methodology (qualitative and quantitative models); prior experience in planning, designing, implementing, analysing and reporting results of qualitative and quantitative studies including survey design and implementation; experience in policy planning and policy analysis;
- academic qualifications or experience in the subject of the evaluation such as law enforcement, criminal justice, drug demand reduction and HIV-AIDS, corruption, organized crime, and experience and knowledge of the UN system is an asset;
- previous work/research/evaluation experience in Africa, ideally in West Africa is obligatory;
- understanding of gender and human rights considerations is an asset;
- excellent communication and drafting skills;
- fluency in oral and written English and French is required;
- the ability to communicate in Portuguese is an asset.

Payment Details

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

Payment will be made upon the receipt of the following deliverables as follows:

1. Inception Report, containing a refined work plan, methodology and evaluation tools (in line with norms, tools and guidelines of IEU and to be cleared by IEU) – 20% of the consultancy fee.
2. Draft Evaluation Report in line with UNODC evaluation policy and guidelines[2] (to be cleared by IEU) – 30% of the consultancy fee.
3. Final Evaluation Report, including annexes, presentation and evaluation brief (all to be cleared by IEU) – 50% of the consultancy fee (i.e. the reminder of the consultancy fee).

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

Absence of Conflict of Interest

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

Ethics

The evaluator shall respect the UNEG Ethical Guidelines.

International Evaluation Consultant (Law Enforcement Expert)

Post title:	International Evaluation Consultant (Law Enforcement Expert)
Estimated duration:	50 working days
Starting date /end date:	1 October 2014 to 15 April 2015
Duty station:	Home-based, missions to UNODC headquarters in Vienna, Austria and to countries – exact list to be determined as indicated under part VI of the Evaluation ToR.

Background of the assignment

The UNODC Regional Office for West and Central Africa (ROSEN), in close coordination with the Independent Evaluation Unit (IEU), is recruiting an International Evaluation Consultant (Law Enforcement Expert) for the mid-term evaluation of the UNODC Regional Programme for West and Central Africa 2010 to 2014 (RP).

The evaluation is taking place in an appropriate point in time when the RP comes to an end and when ROSEN starts to work with ECOWAS on a successor Plan of Action that is supposed to start in 2016, re-drafting the extension of the Regional Programme in parallel that will be based on the new ECOWAS Plan of Action.

Purpose of the assignment

The RP evaluation will be carried out by a team of three independent evaluators (Team Leader, Law Enforcement Expert, Desk Officer), in close coordination with the IEU and with the support of the ROSEN.

The specific objectives of the evaluation are to:

- Contribute to accountability by assessing the achievements of UNODC in the region and the appropriateness of the utilization of resources; measure ownership, result-based orientation, efficiency and quality of UNODC services;
- Contribute to organizational learning by identifying the strengths and weaknesses of regional programming in West Africa and describing best practices and innovations; and
- Contribute to decision-making in relation to (i) lessons learned and best practices to be considered for RP (ii) provide recommendations for UNODC'sstrategic orientation and potential repositioning in the countries, in the region and in thematic areas, in particular as regards the UNODC's strategy.

Specific tasks to be performed by the International Evaluation Consultant (Law Enforcement Expert)

Under the guidance of the Team Leader and the IEU evaluation manager, the International Evaluation Consultant and Expert on Law enforcement will to support the evaluation Team Leader in developing evaluation methods and tools; focus substantively on law enforcement aspects of the RP during the desk reviews and selected field missions; provide written inputs to the draft report; and address any other tasks given by the Team Leader. The International Evaluation Consultant and Expert for SPs II and IV will thus work in collaboration with the Team Leader.

The International Evaluation Consultant and Expert on law enforcement will only travel to locations where ROSEN implements law-enforcement related projects.

Expected tangible and measurable output(s)

The International Evaluation Consultant and Law Enforcement Expert will be responsible for the quality and timely submission of his/her specific deliverables, as specified below and defined in collaboration with the Team Leader. All products should be well written, inclusive and have a clear analysis process.

- Assist the Team Leader in drafting the inception report - containing a refined work plan, methodology and evaluation tools - in particular for data collection tools pertaining to law enforcement issues.
- Presentation of preliminary evaluation findings and recommendations to internal and external key stakeholders, in particular on law enforcement activities.
- Draft relevant chapters of the evaluation report in line with UNODC evaluation policy and guidelines and contribute to overall analysis.
- Produce revised relevant draft chapters based on comments received from the various consultative processes (IEU, internal and external).
- Finalize relevant chapters of the evaluation report.
- Finalize relevant sections of the PowerPoint presentation to stakeholders in Vienna.

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

Dates and details as to how the work must be delivered

The consultant will be hired for four months (home-based and field missions) between 1 October 2014 and 15 April 2015.

Dates	**Responsible Party**	**Location**	**Deliverable**
October – November	Evaluation Team	Home-based,	Evaluation team undertakes desk review
Last week of November	Evaluation Team	Vienna	Evaluation team undertakes field mission to Vienna
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December	Evaluation team	Home-based	Evaluation team prepares Inception Report, including refined work plan, methodology and tools derived from findings of desk review of documentation and resulting strategy for questioning and data collection
End of December	Evaluation team	Home-based	Submission of Inception Report
December/January	Evaluation Team	Countries to be determined based on tentative list under Part V of these ToR	International consultants travel to countries of group A and if need be and if possible, undertake a second mission in Dakar.
End of February2015	Evaluation Team	ROSEN, Dakar	Delivery of debriefing on preliminary observations in the field

Mid-March2015	Evaluation Team	Home-based, by email	Delivery of Draft Report
Mid-April 2015	Evaluation Team	Home-based	Revision of Draft Report as needed to meet IEU quality standards
Mid May 2015	Evaluation Team	Home-based	Revision of Draft Report as needed to address stakeholders comments and meet IEU quality standards
End of May2015	Evaluation Team	Home-based, by email	Potential presentation of preliminary findings to CLP
End of May 2015	Evaluation Team	Home-based	Finalisation of Evaluation Report as needed
June 2015	Evaluation Team	UNODC HQ Vienna	Presentation of the final Evaluation Report to Member States

Indicators to evaluate the consultant's performance

Timely and satisfactory delivery of the above mentioned outputs as assessed by IEU.

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

- Advanced university degree (Master's degree or equivalent) in criminology, law, social sciences, economics or related field from a recognized university or police school;
- eight years of progressive experience in law enforcement and policy planning and policy analysis;
- academic qualifications or experience in the subject of the evaluation such as law enforcement, criminal justice, drug demand reduction and HIV-AIDS, corruption, organized crime, and experience and knowledge of the UN system is an asset;
- previous work/research/evaluation experience in Africa, ideally in West Africa is obligatory;
- understanding of gender and human rights considerations is an asset; excellent communication and drafting skills;
- fluency in oral and written English and French is required;
- the ability to communicate in Portuguese is an asset.

Payment Details

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

Payment will be made upon the receipt of the following deliverables as follows:

1. Inception Report, containing a refined work plan, methodology and evaluation tools (in line with norms, tools and guidelines of IEU and to be cleared by IEU) – 20% of the consultancy fee.
2. Draft Evaluation Report in line with UNODC evaluation policy and guidelines[2] (to be cleared by IEU) – 30% of the consultancy fee.
3. Final Evaluation Report, including annexes, presentation and evaluation brief (all to be cleared by IEU) – 50% of the consultancy fee (i.e. the reminder of the consultancy fee).

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

Absence of Conflict of Interest

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

Ethics

The evaluator shall respect the UNEG Ethical Guidelines.

ANNEX 2. LIST OF BACKGROUND DOCUMENTS FOR THE DESK REVIEW

(list to be finalised during the collection of the desk review documentation)

1. Key RP documents
    - RP / log frame
    - Progress reports
    - Financial management
2. UNODC Context
    - UNODC strategic framework and other strategic documents
    - UNODC mandates
    - UNODC guidelines in relevant areas, including note on Full Cost Recovery
    - Key Conventions
    - Relevant Thematic Programmes
    - Communication plan(s)
3. Regional / global context
    - Strategic documents (GA / regional bodies…)
    - TOCTA for WA and other assessments
4. Sub-programme 1
    - Project A
        i. Project document
        ii. Project revisions
        iii. Progress reports / donor reports
        iv. Reports on key workshops / meetings…
        v. Project evaluation
    - Project B
        i. Project document
        ii. Project revisions
        iii. Progress reports / donor reports
        iv. Reports on key workshops / meetings…
        v. Project evaluation
5. Sub-programme 2
    - Project C
        i. Project document
        ii. Project revisions
        iii. Progress reports / donor reports
        iv. Reports on key workshops / meetings…
        v. Project evaluation

- Project D
    - i. Project document
    - ii. Project revisions
    - iii. Progress reports / donor reports
    - iv. Reports on key workshops / meetings…
    - v. Project evaluation

6. Sub-programme 3
7. Sub-programme 4
8. Human rights and gender
9. Information tools
    a. Publications / Brochures
    b. Website
    c. Other
10. Human resources
11. Audits

ANNEX 3. LIST OF CLP MEMBERS AND/OR INTERLOCUTORS

(to be finalised in October 2014)UNODC Management

- CherineRahmy, Chief, Regional Section for Africa and the Middle East, Integrated Programming Branch.
- Cecile Plunet, Programme Officer, Regional Section for Africa and the Middle East, Integrated Programming Branch.
- FabienneHariga, Senior Adviser (HIV Prevention & Care in Prison Settings), HIV/AIDS Section, DHB.
- Elizabeth Saenz, Expert, Prevention, Treatment and Rehabilitation Section
- George Puthupally, Chief of Section, Terrorism Prevention Branch
- MorganeNicot, Crime Prevention and Criminal Justice Officer, Human Trafficking and Migrants Smuggling Section (HTMSS)
- IliasChatzis, Chief of Section. Human Trafficking and Migrants Smuggling Section (HTMSS)
- Sara Greenblatt, Director, Organized Crime Branch
- Candice Welsch, Chief of Section, Implementation Support Section, Corruption and Economic Branch
- Thibault Le Pichon, Chief, Studies and Treat Analysis Section
- Pierre Lapaque, Regional Representative for West and Central Africa

Sub-Programme I: Combating Organized Crime, Illicit Trafficking and Terrorism.

i. Beneficiaries

- **In each of the beneficiary countries:** Ministry of Justice
- Ministry of Interior or Ministry of Internal Affairs or Ministry of Security (depending on the countries)
- Ministry of Defense
- Ministry of Finance
- Ministry of Economy
- Ministry of Transport

ii. Law Enforcement Agencies & Interlocutors

In each of the beneficiary countries:

- National Police/ Head
- Judicial Police/ Head + Staff
- Gendarmerie/ Head + Staff
- Customs/Head + Staff

- Immigration / Head + Staff

iii. Members of specialized teams supported by the various Law Enforcement Projects

- Anti-drug Ministerial Committee
- Joint Airport Interdiction Tasks Force (JAITFs);
- Joint Port Control Unit (JPCUs) ;
- Transnational Organized Crime Unit (TOCU);
- Financial Intelligence Unit's (FIUs);
- Anti-terrorism units;
- Anti-human trafficking task forces;
- Fire-arms commissions;
- Criminal Justice practitioners, notably Magistrates and Judges.

iv. External Partners

- INTERPOL
- UNOWA/DPA
- DPKO / Police Division and field Police components (UNPol)
- GIABA
- UN missions (MINUSMA, UNOCI and ex-UNIPSIL)
- Counter Terrorism Global Forum
- Counter terrorism Executive Directorate
- International Institute of Justice
- International Organization for Migrations
- World Customs Organization

v. Donors

- Austria
- Canada
- Denmark
- European Union
- France
- Great Britain
- Germany
- Japan
- Monaco
- Netherlands

- Norway
- Spain
- United States of America

<u>Sub-Programme II</u>: Building Justice and Integrity

i. Beneficiaries& Interlocutors

- Ministry of Justice / Head of International cooperation department; head of legislative department, Head of Magistrates Institution and Heads of Anti-corruption Authorities
- Ministry of Interior / Head of Police, Head of Police school

ii. Donors

Project a. France and USA;

Project b. Austria, Denmark, France and Japan

<u>Sub-Programme III</u>: Improving Drug Prevention and Health

i. Beneficiaries & Interlocutors

- Ministry of Health and Social Affairs / Head of Mental Health Department
- Ministry of Education /Administrator
- Anti-Drug Ministerial Committee / Head of the Committee

ii. External Partners

- Civil Society,
- NGO's network on drug prevention and treatment care
- World Health Organisation
- UNAIDS (Joint UN Team and Aids – JUNTA
- Global Fund.

iii. Donors

Project a. **:** UNAIDS, United kingdom, UNFPA, OFID (OPEC Fund for International Development);

Project b. : USA, OFID, Sweden, Canada, Spain, Germany, Japan;

Project c. : USA, France;

Project d. : Sweden, Italy, France, Spain and Netherlands;

Project e. : France, Norway.

<u>Sub-Programme IV</u>:Promoting Awareness and Research

i. Beneficiaries

- Public, and authorities in West Africa

ii. External Partners

- N/A

iii. Donors

- The Netherlands

- INL (US)

ANNEX 4. MATRIX OF PROJECTS AND EVALUATIONS

Project No. And Title	Independent Evaluation
Subprogramme 1: Combating Organized Crime, Illicit Trafficking and Terrorism	
CIV/Z01 - Strengthening the fight against TIP for sexual exploitation and forced labour in Cote d'Ivoire through a multi-stakeholders approach	Self-evaluation planned
CPV/S28 - Anti-organised crime and counter narcotics enforcement in Cape Verde	mid-term evaluation in 2012
GHA/U80 - Assistance for the implementation of the National Integrated Programme to Fight Transnational Organised Crime and to Strengthen the Criminal Justice System in Ghana, completed in December 2012	
GLO/G80 - Container Control Programme	In-depth evaluation November 2013
GLO/R35 - Strengthening the legal regime against terrorism	
GLO/U40 - Global Programme Against Money-Laundering, Proceeds of Crime and the Financing of Terrorism (GPML)	In-depth evaluation September 2011
GLO/T29 - Intelligence and Law Enforcement Systems	
GLO/T32 - Global Programme for Strengthening the Capacities of Member States to Prevent and Combat Organized and Serious Crimes	
GLO/T55 - Promoting the implementation of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, and the Protocol against Smuggling of Migrants by Land, Sea and Air, both supplementing the United Nations Convention	Final evaluation - 2014
GLO/T59 - Global Programme against Trafficking (GPAT)	
GLO/T92 - Global programme against Smuggling of Migrants	
GLO/X34 - Countering transnational illicit arms trafficking through the implementation of the United Nations Convention Against Transnational Organized Crime and its Firearms Protocol	
GNB/U44 - Guinea-Bissau Anti-Trafficking (GIB AT) - Establishment of a Specialised Unit within the Judicial Police to Investigate and Combat Drug Trafficking and Organized Crime, completed in December 2013	
GNB/V13 - Assistance to the Implementation of the West Africa Coast Initiative (WACI) in Guinea-Bissau	
LBR/U97 - Assistance to the implementation of the West Africa Coast Initiative (WACI) in Liberia	
MLI/U58 - Assistance for the implementation of the Integrated National Programme for the control of illicit trafficking and crime in Mali (phase 1), completed in March 2012 because of crisis in Mali	

NGA/S84 - Capacity Building for NAPTIPs Implementation of the Action Plan against Human Trafficking, completed in July 2012	Evaluation in 2012
NGAT/18 - Preventing and Combating Trafficking of Minors and Young Women from Nigeria to Italy, completed in March 2010	
NGA/V16 - Response to Drugs and Related Organized Crime in Nigeria	
NGA/X28 - Enhancing multi-stakeholder cooperation to fight human trafficking in countries of origin and destination, completed in July 2012	
NGA/X41 - Promoting better management of migration in Nigeria by combating and reducing irregular migration that occurs, inter alia, through TIP and SOM	
RAF/D21 - Law Enforcement Advisory Services and Capacity-Building in Africa, completed in December 2013	No evaluation done
SLE/U74 - Building Institutional Capacity to respond to the threat posed by illicit drug trafficking and organized crime in Sierra Leone	
SEN/Z20 - Renforcer la lutte contre la traite des personnes au Sénégal à travers une approche basée sur le changement de comportement positif et le leadership	Self-evaluation done
XAM/U50 - Assistance to the ECOWAS and to Member States in West Africa for the Development and Implementation of Drug Control and Crime Prevention Strategies	Evaluation to be integrated with the RP
XAM/Z17 - Strengthening criminal justice systems in the Sahel in order to effectively combat drug trafficking, illicit trafficking, organised crime, terrorism and corruption in the region	No evaluation before 2016
XAW/U72 - Establishment of real-time operational communication between international airports in Africa, Latin America and the Caribbean (AIRCOP)	Mid-term evaluation planned for 2014
XAWU/53 - Law Enforcement Capacity-building in the Fight against Illicit Drug Trafficking in Selected Countries in West Africa, completed in January 2012	Evaluation 2011
XWS/V33 - Support to Transnational Crime Units under the West Africa Initiative	Independent evaluation for 2015
XAW/X22 - Building support structures and enhancing cooperation to assist victims of human trafficking in West Africa	Self- evaluation completed
Subtotal	
Subprogramme 2: Building Justice and Integrity	
2013-ROA-9826-1574-6875 - Promoting Rule of Law and Governance in the Criminal Justice System in Liberia, NoT a ProFi project, has a project DA code	
GLO/S48 - Anti-Corruption Mentor Programme	Evaluation to be integrated in the Thematic Evaluation in early 2015
GLO/T01 - Implementing UNCAC in Emerging Democracies (Liberia,	Final evaluation completed

Mauritania, Togo)	in 2011
GNB/T34 - Rehabilitation of Selected Prisons and Training of Penitentiary Staff, completed on 31 December 2012	
GNB/U47 - Strengthening Administration of Justice and Rule of Law in Guinea-Bissau, completed in December 2012	
GNB/U70 - Training Center for the Security Forces of Guinea Bissau - Partnership UNODC-Brazil for the Promotion of South-South Cooperation, owner: LPOBRA	
GLO/T58 - Towards an Effective Global Regime against Corruption	Evaluation to be integrated in the Thematic Evaluation in early 2015
GLO/X69 - Joint Action towards a Global Regime against Corruption	Evaluation to be done in 2015
LBR/Z21 - Advising Public Defenders in Liberia to Ensure High-Quality and Cost-Effective Criminal Defence Services to the Poor	
MRT/T66 - Strengthening conflict preventioncapacities and the rule of law in Mauritania, completed in April 2013	
NGA/S08 - Support to the Economic and Financial Crimes Commission and the Nigerian Judiciary, completed in January 2011	Evaluation 2011
NGA/T10 - Promoting Ethics and Transparency in Business Transactions in Nigeria, completed in April 2011	Evaluation 2011
NGA/T52 - Improving the Nigeria Prison Service adherence to international standards in the treatment of prisoners through human resource development, completed in July 2011	Evaluation 2011
NGA/T97 - Partnership with Bayelsa State: Bayelsa Expenditure and Income Transparency Initiative (BEITI) and Judicial Integrity Action Programme (JIA), completed in May 2013	Evaluation 2012
NGA/V18 - Support to the Justice Sector in Nigeria	
NGA/X60 - Support to Anti-Corruption in Nigeria	
NGR/Z03 - Support to Niger in the Fight against Organized Crime and Terrorism	Self-evaluation to be done
XAF/T40 - Access to legal aid in Africa	Evaluation 2011
XAW/T24 - Law Enforcement Capacity Building to Prevent and Combat Smuggling of Migrants in the ECOWAS region and Mauritania, completed in January 2012	No evaluation done
XAW/T25 - Legislative development to prevent and combat smuggling of migrants in West Africa, completed in January 2012	No evaluation done
Subtotal	
Subprogramme 3: Improving Drug Prevention and Health	
GLO/G32 - HIV/AIDS prevention, treatment, care and support for people who use drugs and people in prison settings	In-depth evaluation 2014
GLO/J71 - Treating drug dependence and its health consequences / OFID-UNODC Joint Programme to prevent HIV/AIDS through	In-depth evaluation 2014

Treatment Phase II	
GLO/K32 - UNODC-WHO Programme on Drug Dependence Treatment and Care	In-depth evaluation 2014
RAF/G66 - Implementation of demand reduction components of national action plans in West Africa, completed in April 2012	final evaluation - 2013
TGO/V01 - Assistance to the implementation of the National Integrated Programme of Togo against Illicit Drug Trafficking and Organized Crime (contributes also to Subprogramme 1)	Self-evaluation to be done
Subtotal	
Subprogramme 2: Building Justice and Integrity	
XAW/K36 - Enhancement of Forensic Science Services in West Africa	None yet
XAW/V29 - Research in West Africa	self-evaluation planned after 2014

ANNEX II EVALUATION TOOLS: QUESTIONNAIRESAND INTERVIEW GUIDES

Methodology to define the EQs:

1. Grouping of ToRs evaluation questions into clusters

   (Loosely following the 5 evaluation criteria) so that similar topics / questions fall under a single set of EQ(s).

Relevance
1. How does the Regional Programme comply with the UNODC Integrated Strategy Approach?
2. How relevant is the Regional Programme to the ECOWAS Political Declaration and Regional Action Plan to Combat Illicit Drug Trafficking, Organized Crime and Drug Abuse (2008-2015)?
3. How relevant was the Regional Programme for the implementation of UNODC projects in the region? What was the added value of the Regional Programme? Could the projects easily fit into the Regional Programme framework?
4. Was the development of the Regional Programme based on an adequate analysis of the needs of the target group and of the context?
5. Was Log Frame designed in a relevant way? Could the majority of results and activities be subordinated to the indicators defined for the Regional Programme?
…
Efficiency
1. Has the interaction between the regional, sub-regional (e.g. WACI or Sahel projects) and national approaches (in particular, NIPs) been efficient?
2. Has the interaction between field-led projects and global projects been efficient?
…

TORs evaluation Questions	Cluster of questions
Relevance	
R1. How does the Regional Programme comply with the UNODC Integrated Strategy Approach?	Programme design based on evidence and resulting from

	implementation of strategies
R2. How relevant is the Regional Programme to the ECOWAS Political Declaration and Regional Action Plan to Combat Illicit Drug Trafficking, Organized Crime and Drug Abuse (2008-2015)?	Programme design based on evidence and resulting from implementation of strategies
R3. How relevant was the Regional Programme for the implementation of UNODC projects in the region? What was the added value of the Regional Programme? Could the projects easily fit into the Regional Programme framework?	Programme design based on evidence and resulting from implementation of strategies
R4. Was the development of the Regional Programme based on an adequate analysis of the needs of the target group and of the context?	Programme design based on evidence and resulting from implementation of strategies
R5. Was Log Frame designed in a relevant way? Could the majority of results and activities be subordinated to the indicators defined for the Regional Programme?	Programme design based on evidence and resulting from implementation of strategies
…	
Efficiency	
Efi1. Has the interaction between the regional, sub regional (e.g. WACI or Sahel projects) and national approaches (in particular, NIPs) been efficient?	Stakeholders linkages
Efi2. Has the interaction between field-led projects and global projects been efficient?	Stakeholders linkages
…	

2. Clustering of evaluation questions: the original evaluation questions are grouped under EQ clusters

CLUSTER 1. Programme design based on evidence and resulting from implementation of strategies
R1. How does the Regional Programme comply with the UNODC Integrated Strategy Approach?
R2. How relevant is the Regional Programme to the ECOWAS Political Declaration and Regional Action Plan to Combat Illicit Drug Trafficking, Organized Crime and Drug Abuse (2008-2015)?
R3. How relevant was the Regional Programme for the implementation of UNODC projects in the region? What was the added value of the Regional Programme? Could the projects easily fit into the Regional Programme framework?
R4. Was the development of the Regional Programme based on an adequate analysis of the needs of the target group and of the context?
R5. Was Log Frame designed in a relevant way? Could the majority of results and activities be subordinated to the indicators defined for the Regional Programme?
R6. Has the combination Regional Programme/National Integrated Programmes been relevant?
CLUSTER 2. Programme design and relevance
Efi6. Did the financial setup of the Regional Programme enable the implementation of the goals?
Efe1. Was the Regional Programme conceived in a realistic and feasible way? Have all the challenges in the region relating to UNODC's mandate been taken into account?
…

3. Review of clusters, redefinition of a single or two EQs and insertion of indicators

Evaluation criteria / EQ cluster	**INDICATORS**
RELEVANCE	
EQ CLUSTER 1. Programme design based on evidence and resulting from implementation of strategies	
- Is the RP programme in line with the UNODC global strategy - Is the RP in line with the ECOWAS Action Plan? Is it relevant for the region?	- RP addresses overarching, global work and challenges that UNODC works on. - Objectives, goals, outcomes, indicators of ECOWAS Action Plan and UNODC RP show synergy / are the same. - Needs analysis was done, as well as an analysis of the target groups, beneficiaries, challenges and context.
EQ CLUSTER 2. Programme design and relevance	
- Is the RP relevant for the Projects already set up in the region before implementation of the RP?	- Log frame: results, activities and indicators; are similar over the global, regional, project, national strategies - Financing of the RP did not distort the financing of Projects and activities already ongoing in the region.
EFFICIENCY	
EQ CLUSTER 5. Management structure and implementation efficiency	
- Were resources distributed and used in a timely way?	- Total estimated budget for RP was funded. - All funds raised for the RP were spent accordingly for designated activities.

…

The results are the following:

Sixteen (16) EQs grouped under 11 clusters are covering the 5 evaluation criteria.

The clusters are the following: 1) programme based on evidence and resulting from implementation of strategies; 2) programme design and relevance, 3) effectiveness, 4) subprograms results leading to reduced incidence of Drugs and Crime, 5) management structure and implementation efficiency, 6&7) Impact on human rights and gender, 8&9) participation and empowerment leading to sustainability, 10) programme impact, 11) partnership leading to impact.

Evaluation criteria / EQ cluster	**INDICATORS**
RELEVANCE(addressing the issues)	
EQ CLUSTER 1. Programme based on evidence and resulting from implementation of strategies	
EQ1 Is the RP programme in line with the UNODC global strategy& ECOWAS Action plan	- RP contributes to overarching, global work and challenges that UNODC works on
	- Objectives, goals, outcomes, indicators of ECOWAS Action Plan and UNODC RP show

	synergy / are converging
EQ2 Did target (institutional) beneficiaries participate in defining RPs needs/results? Were target beneficiaries aware of RP's implementation agenda/objectives?	- Baseline studies carried out - Needs analysis was done, as well as an analysis of the target groups, beneficiaries, challenges and context.
EQ CLUSTER 2. Programme design and relevance	
EQ3 Is the RP relevant and designed in cohesion to the Projects set up in the region before implementation of the RP?	- Log frame: results, activities and indicators; are aligned with and support the global, regional, project, national strategies
	- Projects ongoing in the region before the design of the RP contribute to the goals and objectives of the RP and have been brought in line with the RP.
	- Completeness of outputs as per UNODC's ROSEN mandate
EFFECTIVENESS (extent to which targets are met)	
EQ CLUSTER 3. Effectiveness	
EQ4 Has the RP met the targets/outcomes that it set out to meet/achieve?	- Indicators for Projects are SMART (specific, measureable, attainable, relevant and time bound)
EQ5 Were there potential financial / operational risks identified and alternative strategies/measures established/taken?	- Log frame targets were met as per log frame indicators. -If budgets were amended (increased or decreased) this is supported by strong and transparent arguments to explain this revision. -Risk assessments were done and are complimented with mitigating strategies.
	- Sub Programs, projects and activities facilitate the achievement of regional/global goals.
EQ CLUSTER 4. Subprograms results leading to reduced incidence of Drugs and Crime	
EQ6 Did the RP results lead to better coverage of drugs and crime related issues by partners/stakeholders?	- Implementation level of subprograms' results by the beneficiaries (policies, strategies, tools, capacity building…).
	- Increase of synergies/ regional cohesion at policy/strategy/program/project levels between stakeholders/ RP beneficiaries
EFFICIENCY	
EQ CLUSTER 5. Management structure and implementation efficiency	
EQ7Were resources allocated, distributed and used in the best possible manner and in a timely way?	- Total estimated budget for RP was funded and funds were distributed to the Projects in a timely manner.
	- Resources were raised in a relevant/balanced manner over the subprograms or supplemented by HQ programmes.
	-Alternative funding strategy/measures formulated / implemented
	- Satisfactory audit reports were produced.
	- M&E system providing relevant information for decision making re. funding, level of results achievement
EQ8 Were there inter-linkages between	- Platforms have been established between sub-

subprograms which mutually supported each other leading to improved outputs through an efficient coordination of the RP?	programmes and/or projects
	- Funding sources have been used for multiple sub programmes or projects with similar outcomes
	- All Projects have a steering committee.
	- There are efficient direct communication lines between ROSEN, Vienna HQ Units, CONIG and PM
EQ9 Where focal points selected for each SP & inter-sector regular meetings organised?	- Number of meetings and decisions taken at national level by national sub- programme) committees
HUMAN RIGHTS AND GENDER	
EQ CLUSTER 6. Impact on human rights	
EQ10 Were human rights mainstreamed into the RP accordingly?	- The human rights based approach was used in the set-up of the RP, Projects, NIPS etc.
	- The human rights due diligence policy was taken into account in the set up and implementation of the RP, Projects, NIPS
	- The Leahy vetting principles were taken into account in the set up and implementation of the RP, Projects, NIPS
	The guidance note on protection and promotion of human rights was taken into account in the set up and implementation of the RP, Projects, NIPS
	- OHCHR / other human rights organisations were consulted in the setting up and review of the RP, Projects, NIPS and/or trainings which covered specific human rights aspects.
	- Human rights training was a core module in trainings given under the RP and its Projects
EQ CLUSTER 7. Impact on gender	
EQ11 In the design, planning and implementation of the RP, Projects and NIPS, were there steps taken to ensure gender equality and participation?	- Gender analysis was conducted during the set up and implementation of the RP and its Projects and activities
	- Women are a specific target beneficiary in the RP and its Projects and activities
	- Cooperation with partners/institutions dealing with gender issues (e.g. UNWOMEN) was undertaken
	-Percentage of women have participated in trainings.
	- Percentage of women have been identified as direct beneficiaries.
SUSTAINABILITY	
EQ CLUSTER 8. Participation leading to sustainability	
EQ12 Are the RP and Projects' outcomes sustainable?	- Beneficiaries and national counterparts requested the Projects and activities to be implemented.
	- ECOWAS and other regional bodies dedicate (d)resources and means to support the RP and its Projects
	- National authorities are active participants in the RP, its Projects and activities.
	- National civil societies are more involved and

	(more) active participants in the RP, its projects and activities.
	- National counterparts were involved in the set-up, design and implementation of the Projects and activities under the RP.
EQ13 Were schemes for capacity building/ TOT cycles/institutional "mini-twinning's" considered in SPs for enhanced sustainability?	- Capacity building strategy implemented -An exit/transition strategy has been elaborated /produced
EQ CLUSTER 9. Empowerment leading to sustainability	
EQ14 Does the RP lead to long term enhanced effects of the results?	- National authorities and stakeholders in line with RP priorities and allocating new resourcesto extend RP results after termination
IMPACT AND SUCCESS	
EQ CLUSTER 10. Program impact	
EQ15 Does the RP contribute to solve core causes of crime violence drug trafficking etc. in the region/sub region / countries?	- RP has well defined realistic outcomes and understandable tangible results Degree in which outcomes are achieved regarding log frame
	- Target groups, core learning partners and beneficiaries understand the RP, the projects and the objectives and evaluate it positively.
	- Stakeholders and beneficiaries' perform better (improved implementation, management, treatment…) as a result ofthe RP intervention
PARTNERSHIPS/LINKAGES	
EQ CLUSTER 11. Partnership leading to enhanced impact	
EQ16 Have sustainable partnerships and linkages been created throughout the RP?	- MoUs' signed with national counterparts - NIPs promoted and supported by RP
	- Established linkages (e.g. MoUs) with other UN Agencies working on similar topics throughout the RP.
	- Level of interaction between global, regional and sub-regional bodies.
	- Support given from ECOWAS and other regional bodies (e.g. the Mano River Union)
	- Civil society partnerships and involvement in the implementation of the RP
	- Private sector involvement in the implementation of the RP.
	- Synergies leading to enhanced effectiveness / impact / sustainability

ANNEX III DESK REVIEW LIST

Budgets and annual reports, GLO/U40 - Global Programme Against Money-Laundering, Proceeds of Crime and the Financing of Terrorism (GPML), 2008, 2013, 2014

Conflict, Security and Development, World Development Report, World Bank, 2011

Drug trafficking as a security threat in West Africa, UNODC, 2008

Evaluation Policy, UNODC Independent Evaluation Unit

Final evaluation, CPV/S28 - Anti-organised crime and counter narcotics enforcement in Cape Verde, 2012

Final evaluation, XAW/U53 - Law Enforcement Capacity Building in the Fight against Illicit Drug Trafficking in Selected Countries in West Africa, 2011

Ghana National Integrated Programme to Fight Transnational Organized Crime and to Strengthen the Criminal Justice System, 2012-2016

Global Synthetics Drug Assessment, UNODC, 2014

Guiding principles for Regional Programming, UNODC, 2008

Identical letters dated 25 February 2013 from the Secretary-General addressed to the President of the General Assembly and to the President of the Security Council, General Assembly Security Council – 67th session, 2013

Implementation Plan for the UN Integrated Strategy for the Sahel, Regional Project Brief, 2014-6

Mainstreaming a gender perspective into all policies and programmes in the United Nations system, ECOSOC Resolution 2011/6

Mid-term and final evaluations, GLO/T01 - Implementing UNCAC in Emerging Democracies (Liberia, Mauritania, Togo)

Mid-term and final evaluations, TGO/V01 - Assistance to the implementation of the National Integrated Programme of Togo against Illicit Drug Trafficking and Organized Crime, 2014

Mid-term evaluation and revised project document, GLO/T55 - Promoting the implementation of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, and the Protocol against Smuggling of Migrants by Land, Sea and Air, both supplementing the United Nations Convention, 2013

Mid-term evaluation and revised project document, LBR/U97 - Assistance to the implementation of the West Africa Coast Initiative (WACI) in Liberia, 2010

Mid-term evaluation, GLO/G80 - Container Control Programme, 2013

Mid-term evaluation, GLO/X34 - Countering transnational illicit arms trafficking through the implementation of the United Nations Convention Against Transnational Organized Crime and its Firearms Protocol

Mid-term evaluation, NGA/T97 - Partnership with Bayelsa State: Bayelsa Expenditure and Income Transparency Initiative (BEITI) and Judicial Integrity Action Programme (JIA), 2012

Mid-termevaluation, SEN/Z20 - Renforcer la lutte contre la traite des personnes au Sénégal à travers une approche basée sur le changement de comportement positif et le leadership, 2014

Mid-term evaluation, SLE/U74 - Building Institutional Capacity to respond to the threat posed by illicit drug trafficking and organized crime in Sierra Leone, 2013

Mid-term evaluation, XAM/U50 - Assistance to the ECOWAS and to Member States in West Africa for the Development and Implementation of Drug Control and Crime Prevention Strategies, 2011

Mid-term evaluation, XAW/K36 - Enhancement of Forensic Science Services in West Africa, 2010

Mid-term evaluation, XAW/U72 - Establishment of real-time operational communication between international airports in Africa, Latin America and the Caribbean (AIRCOP), 2013

Mid-term evaluation, XAW/X22 - Building support structures and enhancing cooperation to assist victims of human trafficking in West Africa, 2013

National Integrated Programme of the Democratic Republic of São Tomé and Príncipe, 2011-2014

National Operational Plan to combat drug trafficking, organized crime and drug abuse in Guinea-Bissau, 2011-2014

Plan National Intégré du Togo, 2009 – 2013

Programme National Intégré Benin, 2013

Programme National Intégré de lutte contre le trafic illicite et le crime organisé et pour le renforcement du système de justice pénale en Mauritanie, 2011

Programme National Intégré de Lutte contre les Trafics Illicites, le Terrorisme et la Criminalité Organisée, Burkina Faso, 2012

Project document and revised project document, CIV/Z01 - Strengthening the fight against TIP for sexual exploitation and forced labour in Cote d'Ivoire through a multi-stakeholders approach, 2012 & 2014

Project document and revised project document, GHA/U80 - Assistance for the implementation of the National Integrated Programme to Fight Transnational Organised Crime and to strengthen the Criminal Justice System in Ghana, 2010 & 2012

Project document and revised project document, GLO/K32 - UNODC-WHO Programme on Drug Dependence Treatment and Care, 2010, 2014

Project document and revised project document, GLO/R35 - Strengthening the legal regime against terrorism, 2003 & 2011

Project document and revised project document, GLO/T01 - Implementing UNCAC in Emerging Democracies (Liberia, Mauritania, Togo), 2007

Project document and revised project document, GLO/T29 - Intelligence and Law Enforcement Systems, 2008

Project document and revised project document, GLO/T32 - Global Programme for Strengthening the Capacities of Member States to Prevent and Combat Organized and Serious Crimes, 2008

Project document and revised project document, GLO/T55 - Promoting the implementation of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, and the Protocol against Smuggling of Migrants by Land, Sea and Air, both supplementing the United Nations Convention, 2009

Project document and revised project document, GLO/T58 - Towards an Effective Global Regime against Corruption

Project document and revised project document, GLO/T59 - Global Programme against Trafficking (GPAT), 1999 & 2008

Project document and revised project document, GLO/T92 - Global programme against Smuggling of Migrants, 2009

Project document and revised project document, GLO/X69 - Joint Action towards a Global Regime against Corruption

Project document and revised project document, GNB/T34 - Rehabilitation of Selected Prisons

and Training of Penitentiary Staff, 2008

Project document and revised project document, GNB/U44 - Guinea-Bissau Anti-Trafficking (GIB AT) - Establishment of a Specialised Unit within the Judicial Police to Investigate and Combat Drug Trafficking and Organized Crime, 2008

Project document and revised project document, GNB/U47 - Strengthening Administration of Justice and Rule of Law in Guinea-Bissau, 2008

Project document and revised project document, GNB/U70 - Training Centre for the Security Forces of Guinea Bissau - Partnership UNODC-Brazil for the Promotion of South-South Cooperation, 2010

Project document and revised project document, LBR/U97 - Assistance to the implementation of the West Africa Coast Initiative (WACI) in Liberia, 2010 & 2011

Project document and revised project document, MLI/U58 - Assistance for the implementation of the Integrated National Programme for the control of illicit trafficking and crime in Mali (phase 1)

Project document and revised project document, MRT/T66 - Strengthening conflict prevention capacities and the rule of law in Mauritania, 2009

Project document and revised project document, NGA/S08 - Support to the Economic and Financial Crimes Commission and the Nigerian Judiciary, 2005

Project document and revised project document, NGA/S84 - Capacity Building for NAPTIPs Implementation of the Action Plan against Human Trafficking, 2009 & 2012

Project document and revised project document, NGA/T10 - Promoting Ethics and Transparency in Business Transactions in Nigeria, 2008

Project document and revised project document, NGA/T18 - Preventing and Combating Trafficking of Minors and Young Women from Nigeria to Italy, 2008

Project document and revised project document, NGA/T52 - Improving the Nigeria Prison Service adherence to international standards in the treatment of prisoners through human resource development, 2009 & 2011

Project document and revised project document, NGR/Z03 - Support to Niger in the Fight against Organized Crime and Terrorism, 2013

Project document and revised project document, NGR/Z03 - Support to Niger in the Fight against Organized Crime and Terrorism, 2013 & 2014

Project document and revised project document, RAF/D21 - Law Enforcement Advisory Services and Capacity-Building in Africa, 2008 & 2012

Project document and revised project document, SLE/U74 - Building Institutional Capacity to respond to the threat posed by illicit drug trafficking and organized crime in Sierra Leone, 2010 & 2014

Project document and revised project document, TGO/V01 - Assistance to the implementation of the National Integrated Programme of Togo against Illicit Drug Trafficking and Organized Crime, 2011 & 2014

Project document and revised project document, XAM/U50 - Assistance to the ECOWAS and to Member States in West Africa for the Development and Implementation of Drug Control and Crime Prevention Strategies, 2008 & 2013

Project document and revised project document, XAM/Z17 - Strengthening criminal justice systems in the Sahel in order to effectively combat drug trafficking, illicit trafficking, organised crime, terrorism and corruption in the region, 2013

Project document and revised project document, XAW/K36 - Enhancement of Forensic Science Services in West Africa, 2010

Project document and revised project document, XAW/T24 - Law Enforcement Capacity Building to Prevent and Combat Smuggling of Migrants in the ECOWAS region and Mauritania, 2008 & 2011

Project document and revised project document, XAW/T25 - Legislative development to prevent and combat smuggling of migrants in West Africa, 2008 & 2011

Project document and revised project document, XAW/U53 - Law Enforcement Capacity Building in the Fight against Illicit Drug Trafficking in Selected Countries in West Africa, 2008 & 2011

Project document and revised project document, XAW/U72 - Establishment of real-time operational communication between international airports in Africa, Latin America and the Caribbean (AIRCOP), 2010

Project document and revised project document, XAW/X22 - Building support structures and enhancing cooperation to assist victims of human trafficking in West Africa, 2011 & 2014

Project document and revised project document, XWS/V33 - Support to Transnational Crime Units under the West Africa Initiative, 2013

Project document, 2013-ROA-9826-1574-6875 - Promoting Rule of Law and Governance in the Criminal Justice System in Liberia, 2013

Project document, GLO/S48 - Anti-Corruption Mentor Programme

Project document, GLO/X34 - Countering transnational illicit arms trafficking through the implementation of the United Nations Convention Against Transnational Organized Crime and its Firearms Protocol

Project document, GNB/V13 - Assistance to the Implementation of the West Africa Coast Initiative (WACI) in Guinea-Bissau, 2012

Project document, LBR/Z21 - Advising Public Defenders in Liberia to Ensure High-Quality and Cost- Effective Criminal Defence Services to the Poor

Project document, NGA/X28 - Enhancing multi-stakeholder cooperation to fight human trafficking in countries of origin and destination, 2011

Project document, SEN/Z20 - Renforcer la lutte contre la traite des personnes au Sénégal à travers une approche basée sur le changement de comportement positif et le leadership, 2013

Project document, XAF/T40 - Access to legal aid in Africa, 2008

Project document, XAW/V29 - Research in West Africa, 2013

Regional Programmes: a strategic planning and implementation tool, 52nd session - Commission on Narcotic Drugs, UNODC, 2011

Revised project document, CPV/S28 - Anti-organised crime and counter narcotics enforcement in Cape Verde, 2005

Revised project document, GLO/G32 - HIV/AIDS prevention, treatment, care and support for people who use drugs and people in prison settings

Revised project document, GLO/G80 - Container Control Programme, 2003, 2004 & 2006

Revised project document, GLO/J71 - Treating drug dependence and its health consequences / OFID-UNODC Joint Programme to prevent HIV/AIDS through Treatment Phase II, 2008 & 2014

Revised project document, NGA/T97 - Partnership with Bayelsa State: Bayelsa Expenditure and Income Transparency Initiative (BEITI) and Judicial Integrity Action Programme (JIA), 2009 & 2012

Revised project document, RAF/G66 - Implementation of demand reduction components of national action plans in West Africa, 2002 & 2011

Support to the Regional Programme Approach by Member States, 54th session - Commission on Narcotic Drugs, UNODC, 2011

The role of the United Nations system in implementing the internationally agreed goals and commitments in regard to gender equality and the empowerment of women, ECOSOC Resolution 2011/5

Thematic programme on Action against Corruption, Economic Fraud and Identity Related Crime, UNODC, 2012-5

Thematic programme on Addressing Health and Human Development Vulnerabilities in the Context of Drugs and Crime, UNODC, 2009

Thematic programme on Action against Transnational Organized Crime and Illicit Trafficking, including Drug Trafficking, UNODC, 2011

Thematic programme on Crime Prevention and Criminal Justice Reform, UNODC, 2012-5

West Africa Regional Programme progress report, UNODC, 2014

West Africa Regional Programme, UNODC, 2010

World Drug Report, UNODC, 2010 & 2011

ANNEX IV LIST OF PERSONS CONTACTED DURING THE EVALUATION

Country	Agency	Department	Position
Benin	CNLPAL	Firearms	President
Benin	Comité Interministériel de Lutte contre l'Abus des Stupéfiants et des Substances Psychotropiques (CILAS)	AIRCOP/RESEARCH/HEALTH	Commissaire Principal DéléguéGénéral
Benin	Office Centrale de Répression du Trafic Illicite des Drogues (OCERTID)	AIRCOP	Director
Benin	Ministère de la Justice et des Droits de l'Homme	Justice/TIPSOM	Director of Civil and Penal Affairs
Burkina Faso	Ministry of Finance	CENTIF	President
Burkina Faso	Ministry of Justice		Directeur des Affaires Pénales et du Sceau
Burkina Faso	Ministry of Justice		Assistant Prosecutor
Burkina Faso	Parliament	Firearms Commission	MP
Burkina Faso		CNPAL	Director
Burkina Faso		CNPAL	
Burkina Faso		CNPAL	
Burkina Faso		Firearms	
Burkina Faso			
Cabo Verde	Ministry of Finance	FIU	Director
Cabo Verde	Ministry of Interior	Border Control Police	Director
Cabo Verde	Ministry of Interior	Customs	Director
Cabo Verde	Ministry of Interior	Customs	Deputy Director
Cabo Verde	Ministry of Interior	Judicial Police	Coordinator of Criminal Investigations at the Central Directorate for Criminal Investigations
Cabo Verde	Ministry of Interior	Judicial Police	Deputy Director
Cabo Verde	Ministry of Interior		Minister
Cabo Verde	Ministry of Justice	Anti Corruption	UNCAC Focal Point
Cabo Verde	Ministry of Justice	Supreme Court of Justice	Advisor Judge
Cabo Verde	Ministry of Justice		Attorney General (now at ECOWAS)
Cabo Verde	Ministry of Justice		Prosecutor (St. Vincente Island)
Cabo Verde	UN	UNDP	Deputy Res Rep One UN Office
Cabo Verde	UNODC	Cabo Verde Office	Senior National Coordinator

Cabo Verde	UNODC	Cabo Verde Office	NPO
Cabo Verde		Coordination Committee to Combat Drugs	Executive Secretary
Vienna	Brazil	Donor	
Vienna	EU	Donor - EU	First Counsellor
Vienna	Germany	Donor	
Vienna	Germany	Donor	
Vienna	Spain	Donor - Spain	Counsellor
Vienna	United States	Donor	
Vienna	UNODC	Research and Analysis Branch; DPA/RAB	Chief
Vienna	UNODC	(Co-financing and Partnership Section, DPA/PAB/CPS	
Vienna	UNODC	Conference Support Section, DTA/CEB/CSS	Crime Prevention and Criminal Justice Officer
Vienna	UNODC	Division for Operations	Senior Inter-Regional Advisor
Vienna	UNODC	Division for Operations / UNODC / Integrated Programme and Oversight Branch (IPB)	Director/Deputy Executive Director / Officer in Charge
Vienna	UNODC	Drug Dependency Treatment), Prevention, Treatment and Rehabilitation Section, DO/DHB/PTRS	Project Coordinator
Vienna	UNODC	DTA/CEB/CSS	Crime Prevention and Criminal Justice Officer
Vienna	UNODC	DTA/CEB/CSS	Crime Prevention and Criminal Justice Officer
Vienna	UNODC	HIV Prevention & Care in Prison Settings	Senior Advisor
Vienna	UNODC	Drug Dependency Treatment), Prevention, Treatment and Rehabilitation Section, DO/DHB/PTRS	Project Coordinator
Vienna	UNODC	Human Trafficking and Migrant Smuggling Section (DTA/OCT/HTMSS)	Chief
Vienna	UNODC	Human Trafficking and Migrant Smuggling Section (DTA/OCT/HTMSS)	Crime Prevention and Criminal Justice Officer

Vienna	UNODC	Human Trafficking and Migrant Smuggling Section (DTA/OCT/HTMSS)	Crime Prevention Expert
Vienna	UNODC	IEU	Deputy Chief
Vienna	UNODC	IEU	Chief
Vienna	UNODC	Implementation Support Section (DTA/OCB/ISS)	Senior Programme Coordinator
Vienna	UNODC	Implementation Support Section (DTA/OCB/ISS)	Programme Officer
Vienna	UNODC	Implementation Support Section (DTA/OCB/ISS)	Programme Officer
Vienna	UNODC	Implementation Support Section (DTA/OCB/ISS)	Legal Officer
Vienna	UNODC	Implementation Support Section II (DTA/TPB/ISS II)	Chief
Vienna	UNODC	Implementation Support Section II (DTA/TPB/ISS II)	Programme Officer
Vienna	UNODC	Implementation Support Section, DTA/CEB/ISS	Chief
Vienna	UNODC	Implementation Support Section, DTA/OCB/ISS	Senior Expert
Vienna	UNODC	Justice Section	Drug Control and Crime Prevention Officer
Vienna	UNODC	Justice Section	Drug Control and Crime Prevention Officer
Vienna	UNODC	Justice Section	Drug Control and Crime Prevention Officer
Vienna	UNODC	Justice Section	Drug Control and Crime Prevention Officer
Vienna	UNODC	Justice Section	Chief
Vienna	UNODC	Laboratory and Scientific Section (DPA/RAB/LSS)	Scientific Affairs Officer
Vienna	UNODC	Prevention, Treatment and Rehabilitation Section	Chief
Vienna	UNODC	Prevention, Treatment and Rehabilitation Section, DO/DHB/PTRS	Programme Officer
Vienna	UNODC	Regional Section for Africa and the Middle East	Programme Officer
Vienna	UNODC	Regional Section for Africa and the Middle East	Chief

Vienna	UNODC	Regional Section for Europe, West and Central Asia	
Vienna	UNODC	ROSEN	Ex Deputy Director
Vienna	UNODC	Strategic Planning and Interagency Affairs Unit	Programme Management Officer and Inter-Agency Affairs Officer
Vienna	UNODC	Strategic Planning and Interagency Affairs Unit	Programme Management Officer
Vienna	UNODC	Studies and Threat Analysis Section, DPA/RAB/STAS	Programme Management Officer
Vienna	UNODC	the Division for Treaty Affairs (DTA) / Corruption and Economic Crime Branch (CEB	Officer-in-Charge / Chief
Vienna	UNODC		Expert
Vienna	UNODC	IEU	Evaluation Officer
Ghana	Commission on Human Rights and Administrative Justice / Association of Anti-Corruption Authorities in Africa (AAACA)	Anti - Corruption	Director / President
Ghana	Narcotics Control Board (NACOB)	AIRCOP	Chairman
Ghana	Narcotics Control Board (NACOB)	Research	Executive Secretary
Ghana	West African Action Network on Small Arms	Firearms	President
Guinea	Directorate at the Office Central Anti-Drogue (OCAD)	Justice	Chief
Guinea Bissau	Brazil Federal Police		Representative
Guinea Bissau	Donor	EU	Programme Manager for Good Governance, Civil Society Focal Point
Guinea Bissau	Donor	EU	Cooperation Attaché for Good Governance, Economics and Regional Integration
Guinea Bissau	Donor	EU	Political Section
Guinea Bissau	Ministry of Finance	CENTIF	Financial Analyst
Guinea Bissau	Ministry of Finance	CENTIF	Manager Criminal Investigation
Guinea Bissau	Ministry of Finance	CENTIF	Secretary General
Guinea Bissau	Ministry of Finance	CENTIF	Financial Analyst
Guinea Bissau	Ministry of Finance	CENTIF	Computer Engineer
Guinea Bissau	Ministry of Finance	CENTIF	President
Guinea Bissau	Ministry of Justice		Prosecutor General

Guinea Bissau	National Police	Trans National Crime Unit	President
Guinea Bissau	UN	UNIOGBIS	Principal Officer
Guinea Bissau	UN	UNIOGBIS	Project Manager Police Operations & International Cooperation
Guinea Bissau	UN	UNIOGBIS	SSR Officer
Guinea Bissau	UN	UNIOGBIS	Peace Building Officer
Guinea Bissau	UNODC	GNB Office	Administrative Officer & Manager
Guinea Bissau		Office against Corruption and Economic Crime	Coordinator
Ivory Coast	Lutte contre la Drogue et la Toxicomanie en milieu scolaire (SELDT)		Chief
Ivory Coast	CAAT (AIRCOP)		Chief
Ivory Coast	CENTIF (Ministry of Finance)		
Ivory Coast	Centre de Prise en Charge des UDS à Grand Bassam		Deputy Director
Ivory Coast	CILAD		Secretary General
Ivory Coast	Directeur Programme National de Santé Mentale		
Ivory Coast	EcoleNationale de Police		Chief of National training school for police
Ivory Coast	EcoleNationale de Police		Chief of National training school for police
Ivory Coast	Institut des Sciences, Technologie et de Communication		Deputy Director
Ivory Coast	Institut National de Formation Judiciaire–Prosecutor		Deputy Director of continuous training program
Ivory Coast	INTERPOL		Regional Officer
Ivory Coast	Justice - Affaires civiles et pénales		Director
Ivory Coast	Minister of Solidarity		
Ivory Coast	Ministère de la Santé et de la lutte contre le SIDA, Institut National de Santé Publique+C145		Psychiatrist
Ivory Coast	Ministry of Planning		
Ivory Coast	National Gendarmerie School		Chief of training department
Ivory Coast	ONG CavoEquiva		General director
Ivory Coast	Solterre (NGO)		
Ivory Coast	UFR Criminologie de l'Université Félix Houphouët ; Boigny de Cocody		Master Trainer - Treatnet
Ivory Coast	UN Police		Chief of Sub Office of Law Enforcement/ Training Program
Ivory Coast	Unit for the fight against child trafficking		Commissioner
Ivory Coast	UNODC		Consultant (Health)
Ivory Coast	UNODC		Programme Coordinator (TIPSOM)

Ivory Coast	UNPOL		
Ivory Coast	CILAD		
Ivory Coast	INTERPOL		
Ivory Coast			
Ivory Coast	DRCN		Director of the capacity building department
Ivory Coast	DRCN		Deputy Director of the capacity building department
Ivory Coast			
Liberia	Drug Enforcement Agency	WACI	Director
Liberia	Minister of Justice	WACI	Deputy Minister
Liberia	US Embassy	Donor	Senior Law Enforcement Adviser INL
Liberia		Justice	Prosecutor of Sinoe /County Attorney
Mali	CENTIF	AML	President
Mali	Office Central des Stupéfiants OCS	AIRCOP	Director
Mali	Ministry of Justice - Affaires Judiciaires et du Sceau	Justice/TPB	Director
Mali	MINUSMA	Research	
Mali	Office Central des Stupéfiants	AIRCOP	Deputy Director
Mali	Parliament	Anti - Corruption	MP
Mali	Programme National Intégré de Lutte contre la Drogue et la Criminalité Organisée (PNI)	Research	Coordinator
Mauritania	Ministry of Foreign Affairs	Firearms	Focal Point GNP - Director Treaties and Judicial Affairs
Mauritania	Ministry of Justice	Justice	Directeur adjoint des études, de la législation et de la coopération
Mauritania	Ministry of Justice	TPB	Magistrate
New York	PBSO	Donor	Programme Officer
Nigeria	ECOWAS	Community Court of Justice	Acting Director Legal Affairs and Research
Nigeria	ECOWAS	Community Court of Justice	Principal Legal Research Officer
Nigeria	ECOWAS	Youth Employment	Director
Nigeria	Ministry of Finance	FIU	Compliance Officer
Nigeria	Ministry of Finance	FIU	Strategic Analyst
Nigeria	Ministry of Finance	FIU	Head Strategic Analysis
Nigeria	Ministry of Finance	FIU	Legal & Cooperation Officer
Nigeria	Ministry of Finance	FIU	Strategic Analyst
Nigeria	Ministry of Justice	State Council	Assistant State Council

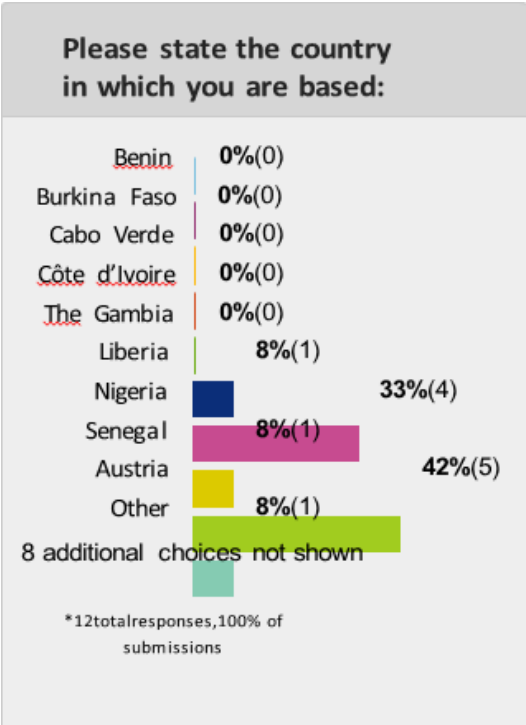
Nigeria	Ministry of Justice	State Council	Assistant Director Dept. Public Prosecution
Nigeria	UNODC	CONIG	NPO
Nigeria	UNODC	CONIG	Regional Advisor (HIV)
Nigeria	UNODC	CONIG	Research Expert
Nigeria	UNODC	CONIG	NPO
Nigeria	UNODC	CONIG	NPO
Nigeria	UNODC	CONIG	NPO
Nigeria		AIRCOP	Head
Nigeria		NDLEA	Head
Niger	CENTIF Niger		Présidente
Niger	CENTIF Niger		Secrétairegénéral
Niger	Haute Autorité de Lutte contre la corruption et les infractions assimilées		President
Niger	CNCCAI		PrésidentComNat
Niger	CNCCAI		Expert National
Niger	CODDHD		
Niger	Société civile lutte contre violence faites aux femmes et enfants		Coordinatricenationale
Niger	Tribunal de Niamey		Doyen des jugesd'instruction
Niger	Ministère de la Justice		Directeur des Affaires Pénales et des Grâces
Niger	Direction des Affaires Pénales et des Grâces		Chef de Division des Affaires pénales
Niger	chef de Division de la formation continue à l'ENP/FP		Capitaine de Police
Niger	Division Investigation Service Central de lutte contre le terrorisme		Capitaine de Police
Senegal	CAINT	NGO	Representative
Senegal	Canada	Donor	Second secretary (Political and public affairs)
Senegal	Centre de Santé Mentale DalalXel de Thiès	Health	Director
Senegal	Centre Hospitalier National Universitaire (CHU) de Fann	Pharmacy Department	Chief Pharmacist
Senegal	Centre Jacques CHIRAC		Coordonnateur de projets, et SécretaireExecutif du Réseau Africain contre la drogue, les violences et le SIDA (RADOVIS)
Senegal	Donor	Austria	
Senegal	Donor	EU	Programme Manager AIRCOP
Senegal	Donor	France	Magistrat de Liaison
Senegal	Donor	Japan	First secretary, chief of cooperation

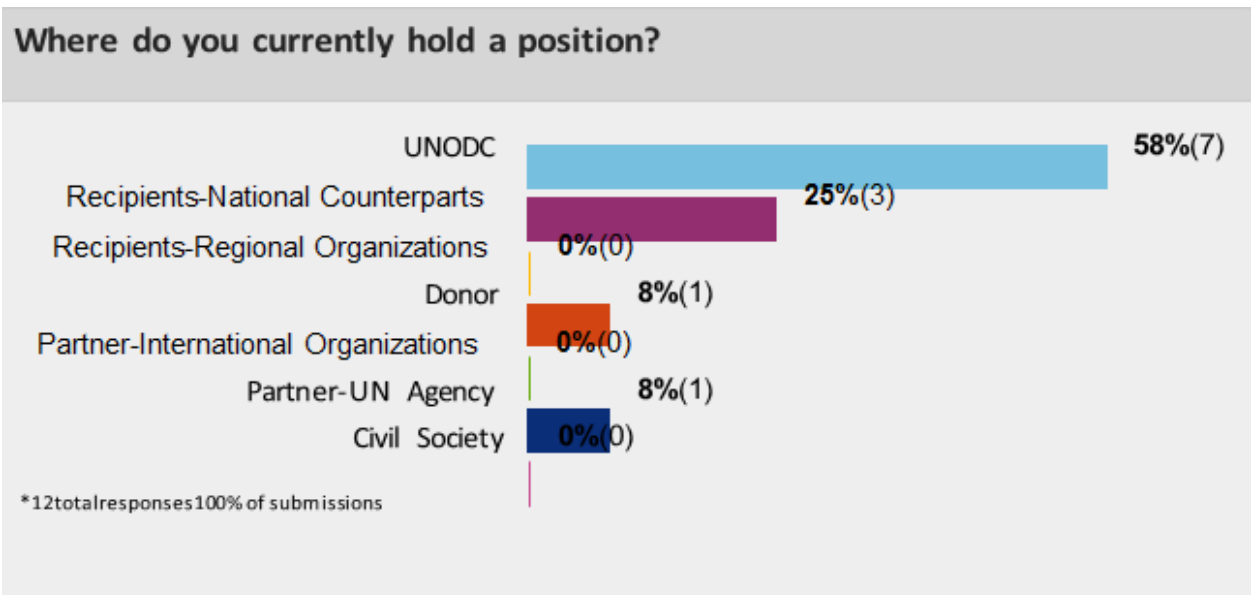
Senegal	Donor	Monaco	TIPSOM
Senegal	Donor	NORAD	
Senegal	Donor	The Netherlands	
Senegal	Donor	UK	Deputy Director
Senegal	EndaJeunesse Action	NGO - TIPSOM	Representative
Senegal	Haute Autoritéaéroportuaire	CAAT	Chief of Security
Senegal	INTERPOL		Central Intelligence Officer
Senegal	JAITF (Joint Airport Interdiction Task Force)		
Senegal	JAITF (Joint Airport Interdiction Task Force)		
Senegal	Jamra	NGO	Anti Drug
Senegal	Jamra	NGO - Anti Drug	Executive Director
Senegal	La Lumiere	NGO - TIPSOM	Representative
Senegal	Medina	NGO - TIPSOM	Assistant Project Coordinator
Senegal	Ministry of Defence		DIRCEL/SP CamNat
Senegal	Ministry of Education	Medical Education Division	Representative
Senegal	Ministry of Finance	CENTIF	Secretary General
Senegal	Ministry of Finance	CENTIF	President
Senegal	Ministry of Health	Mental Health Division	Chef de Division, Maître de Conférences Agrégé en Psychiatrie
Senegal	Ministry of Interior	National Police / Comité Interministériel de Lutte contre la Drogue (CILD)	National Coordinator
Senegal	Ministry of Justice	Affaires criminelles et des Grace chargé de l'entraide pénale	Magistrate and Deputy Director
Senegal	Ministry of Justice	CPI - TPB	Director of Cabinet
Senegal	Ministry of Justice	National Taskforce against Human Trafficking	
Senegal	Municipality of GueuleTapée		Project Coordinator
Senegal	National Hospital Chu du Fann	CEPIAD and CRCF	Medical Expert
Senegal	Office Central de Repression du Trafic Illicite de Stupéfiants (OCRTIS)		Director
Senegal	Pdt MALAO et RASALAO	Firearms	
Senegal	Platform for the Protection and Promotion of Human Rights		
Senegal	SAMU Social	NGO - TIPSOM	Director
Senegal	Uk Foreign Commonwealth Office	National Crime Agency	
Senegal	UN	UNESCO	
Senegal	UNICEF	TIPSOM	
Senegal	UNODC	ICG	

Senegal	UNODC	ROSEN	NPO TIPSOM
Senegal	UNODC	ROSEN	HR Assistant
Senegal	UNODC	ROSEN	Admin/Finance Associate
Senegal	UNODC	ROSEN	Regional Coordinator - Forest and Wildlife Crime West and Central Africa
Senegal	UNODC	ROSEN	NPO Drug Prevention and Health
Senegal	UNODC	ROSEN	Finance Assistant
Senegal	UNODC	ROSEN	
Senegal	UNODC	ROSEN	Procurement Assistant
Senegal	UNODC	ROSEN	NPO AIRCOP
Senegal	UNODC	ROSEN	Head of Research Section
Senegal	UNODC	ROSEN	Administrative Assistant
Senegal	UNODC	ROSEN	Programme Coordinator AIRCOP
Senegal	UNODC	ROSEN	Programme Assistant TPB
Senegal	UNODC	ROSEN	Project Coordinator TPB
Senegal	UNODC	ROSEN	Executive Assistant
Senegal	UNODC	ROSEN	Crime Prevention and Criminal Justice Officer
Senegal	UNODC	ROSEN	Project Coordinator Firearms
Senegal	UNODC	ROSEN	International Expert AIRCOP
Senegal	UNODC	ROSEN	NPO TIPSOM
Senegal	UNODC	ROSEN	Regional Coordinator WACI
Senegal	UNODC	ROSEN	Regional Advisor GPML
Senegal	UNODC	ROSEN	Programme Assistant AIRCOP
Senegal	UNODC	ROSEN	NPO TPB
Senegal	UNODC	ROSEN	
Senegal	UNODC	ROSEN	Programme Assistant CCP
Senegal	UNODC	ROSEN	Junior Project Officer GPML
Senegal	UNODC	ROSEN	Programme Assistant Drug Prevention and Health
Senegal	UNODC	ROSEN	Advisor Anti Corruption
Senegal	UNODC	ROSEN	Finance Assistant
Senegal	UNODC	ROSEN	Project Coordinator Africa AIRCOP
Senegal	UNODC	ROSEN	Legal Adviser / section chief
Senegal	UNODC	ROSEN	Programme Assistant
Senegal	UNODC	ROSEN	
Senegal	UNODC	Sahel Programme	Programme Coordinator
Senegal	UNODC	Sahel Programme	International Consultant
Senegal	UNODC	ROSEN	Law Enforcement Expert
Senegal	UNODC		Regional Representative
Senegal	UNOWA	WACI	Security Sector Advisor
Senegal	WAANSA/RASALAO	Firearms	Officer in charge

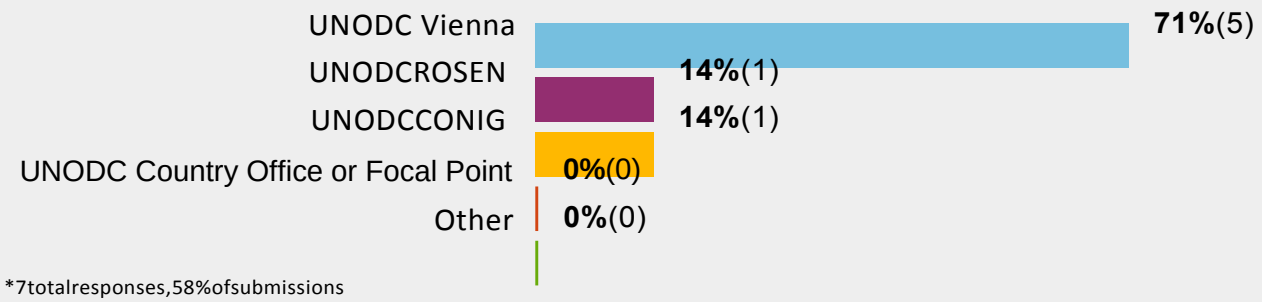
Senegal	WCP	AIRCOP	Administrateur technique principal
Senegal	West African Global Youth Network (WAGYN)	NGO	Regional Coordinator
Senegal	World Bank	Anti Corruption	Lead Financial Management Specialist
Senegal	UNIDIR		Ex Deputy Director
Senegal	UNODC - ROSEN		Programme Management officer
Sierra Leone	Ministry of Finance	CENTIF	Director
Sierra Leone	Ministry of Interior	CID - Sierra Leone Police	Director
Sierra Leone	Ministry of Interior	Sierra Leone National Police	Assist. Inspector General
Sierra Leone	Ministry of Interior		Minister
Sierra Leone	Ministry of Interior		Permanent Secretary
Sierra Leone	Ministry of Justice		Deputy Minister
Sierra Leone	Ministry of Social Welfare		Director
Sierra Leone	Ministry of Social Welfare		Deputy Director
Sierra Leone	Office of National Security	CISO	Director
Sierra Leone	Office of National Security		Executive Secretary
Sierra Leone	Office of National Security		Director
Sierra Leone	Sierra Leone Police	Maritime Wing	Commander
Sierra Leone	SLP	Forensic Sciences	Head
Sierra Leone	World Hope International	NGO	Representative
Sierra Leone		Anti-Corruption Commission	Deputy Commissioner
Sierra Leone		Immigration	
Sierra Leone		Immigration	
Sierra Leone		INTERPOL	Head
Sierra Leone		NDLEA	Executive Director
Sierra Leone		TOCU	Director

ANNEX V. RESULTS OF ON-LINE SURVEY

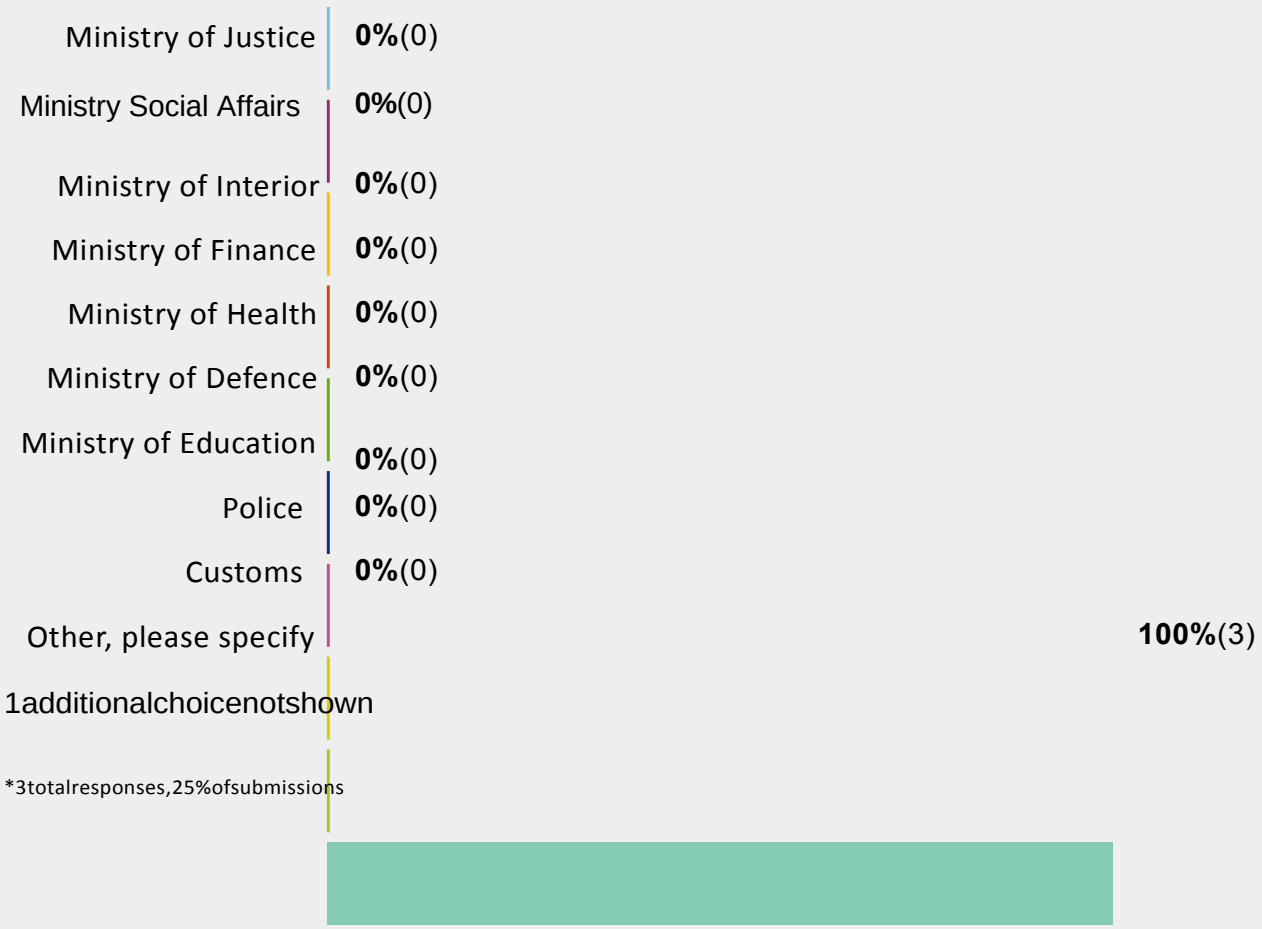




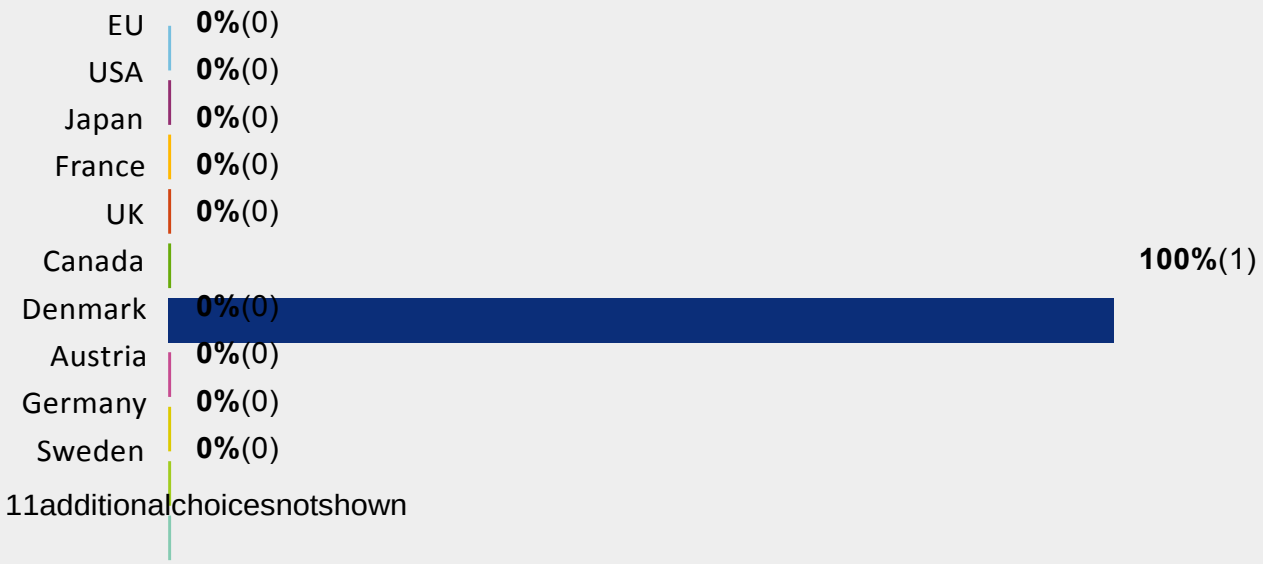
Please specify your position in UNODC



Please specify your position as national counterpart

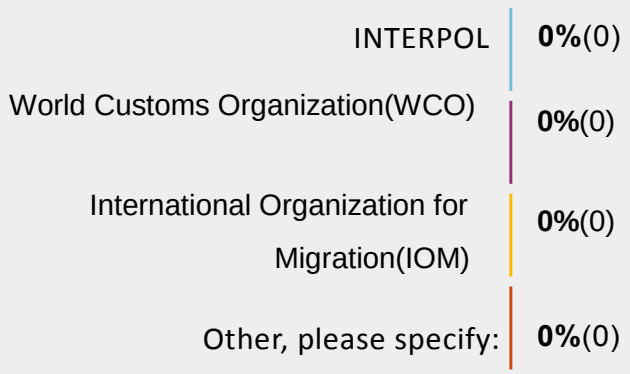


Please specify the donor country:



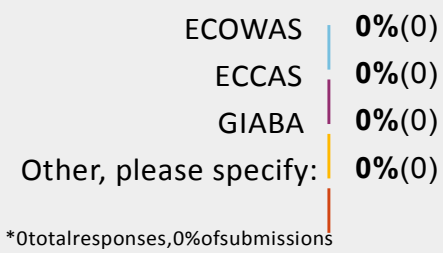
*1totalresponse,8%ofsubmissions

Please select the International Organization you are working for:



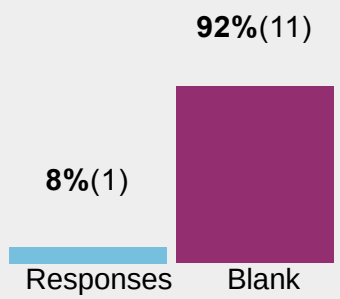
*0totalresponses,0%ofsubmissions

Please select the Regional Organization you are working for:



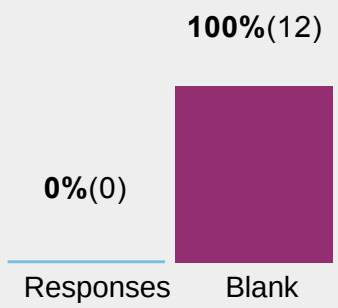
*0totalresponses,0%ofsubmissions

Please state the UN Agency you are working for:



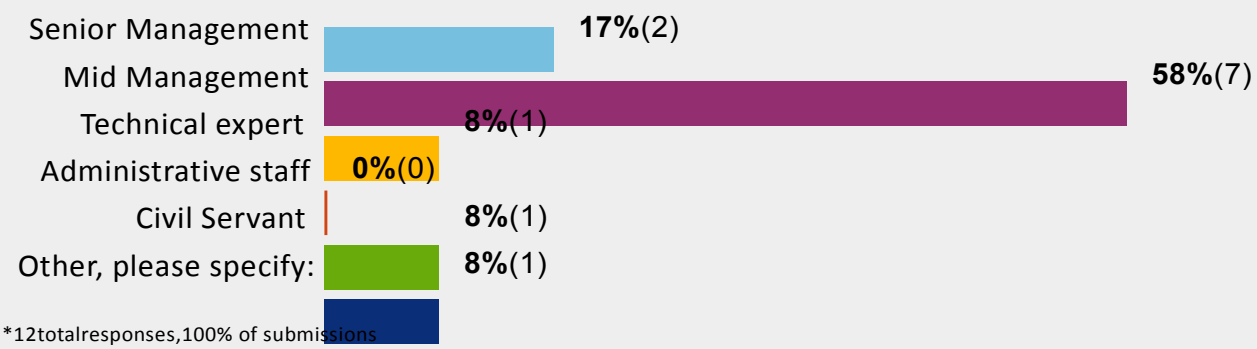
*1totalresponse,8%ofsubmissions

Please state the Civil Society Organisation you are working for:



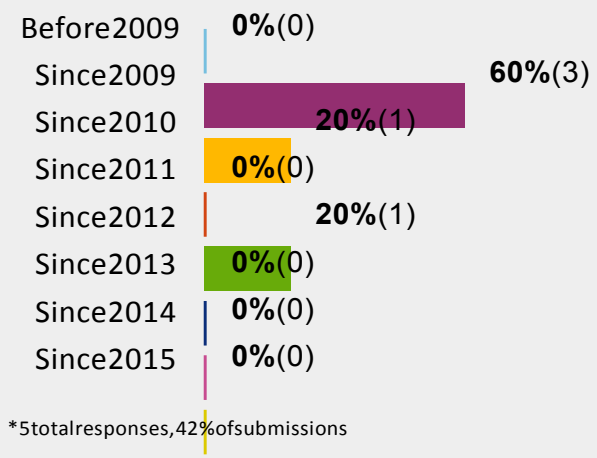
*0totalresponses,0%ofsubmissions

What is your function?

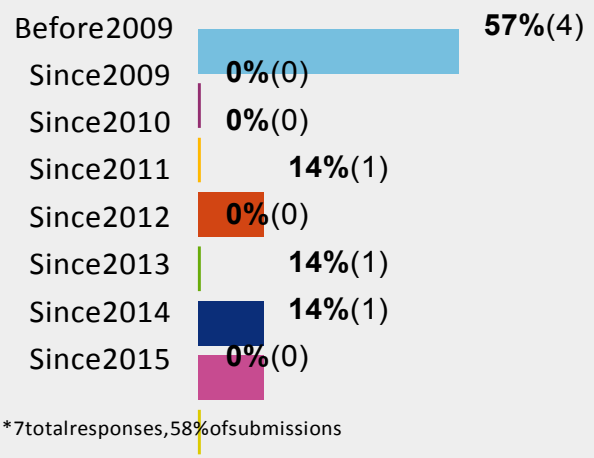


*12totalresponses,100% of submissions

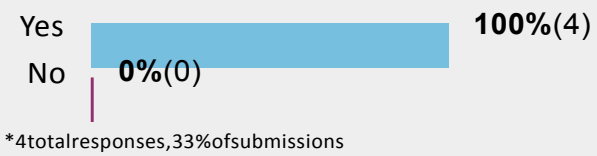
Please state since when you have been interacting with UNODC:



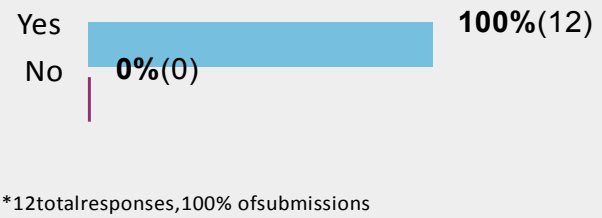
Please state since when you have been working for UNODC:



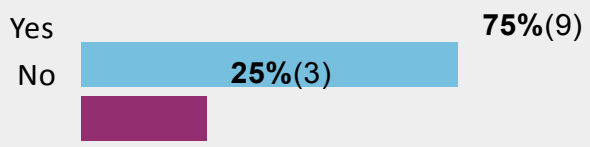
Please state whether there has been a UNODC presence in your country (regional or country office or a UNODC permanent focal point):



Q1.AreyouawareoftheUNODCWestAfricaRegionalProgramme?

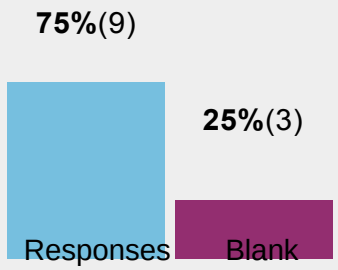


Q1.a Are you aware of the main goals of the Regional Programme?



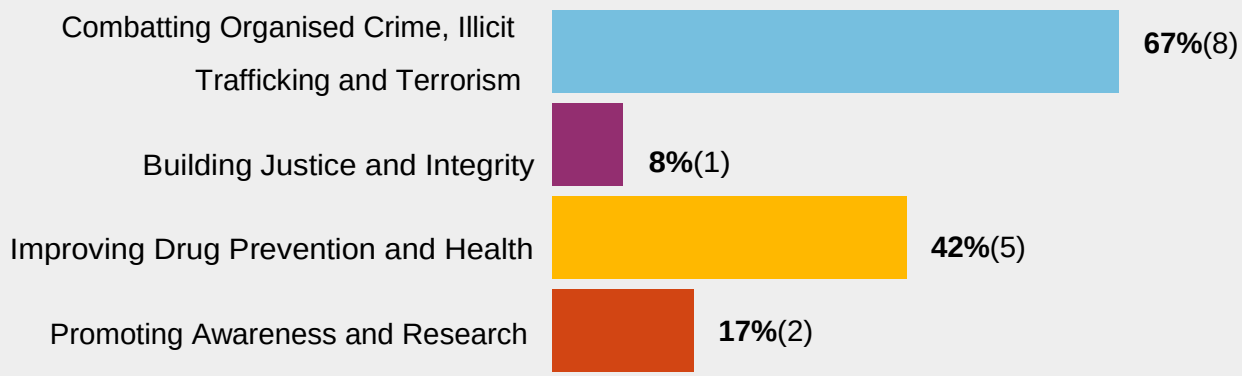
*12totalresponses,100% of submissions

Q2.Please indicate what the main goals of the West Africa Regional Programme are in your views:



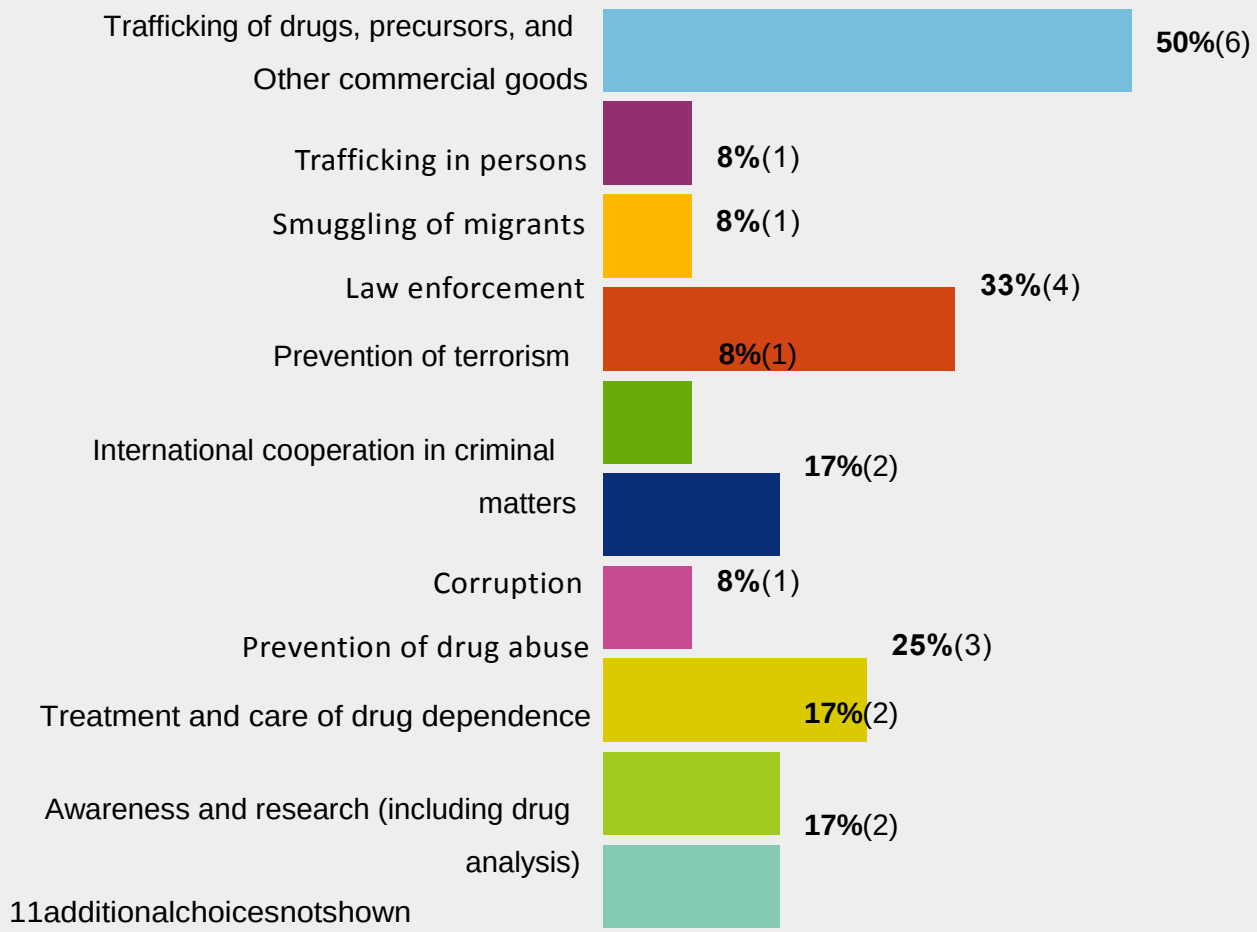
*9totalresponses,75%ofsubmissions

Q3.TheRegionalProgrammeworksthroughfoursub-programmes.Pleaseindicatewhichofthesesubprogrammesyour work relates to (you can tick more than 1 option):



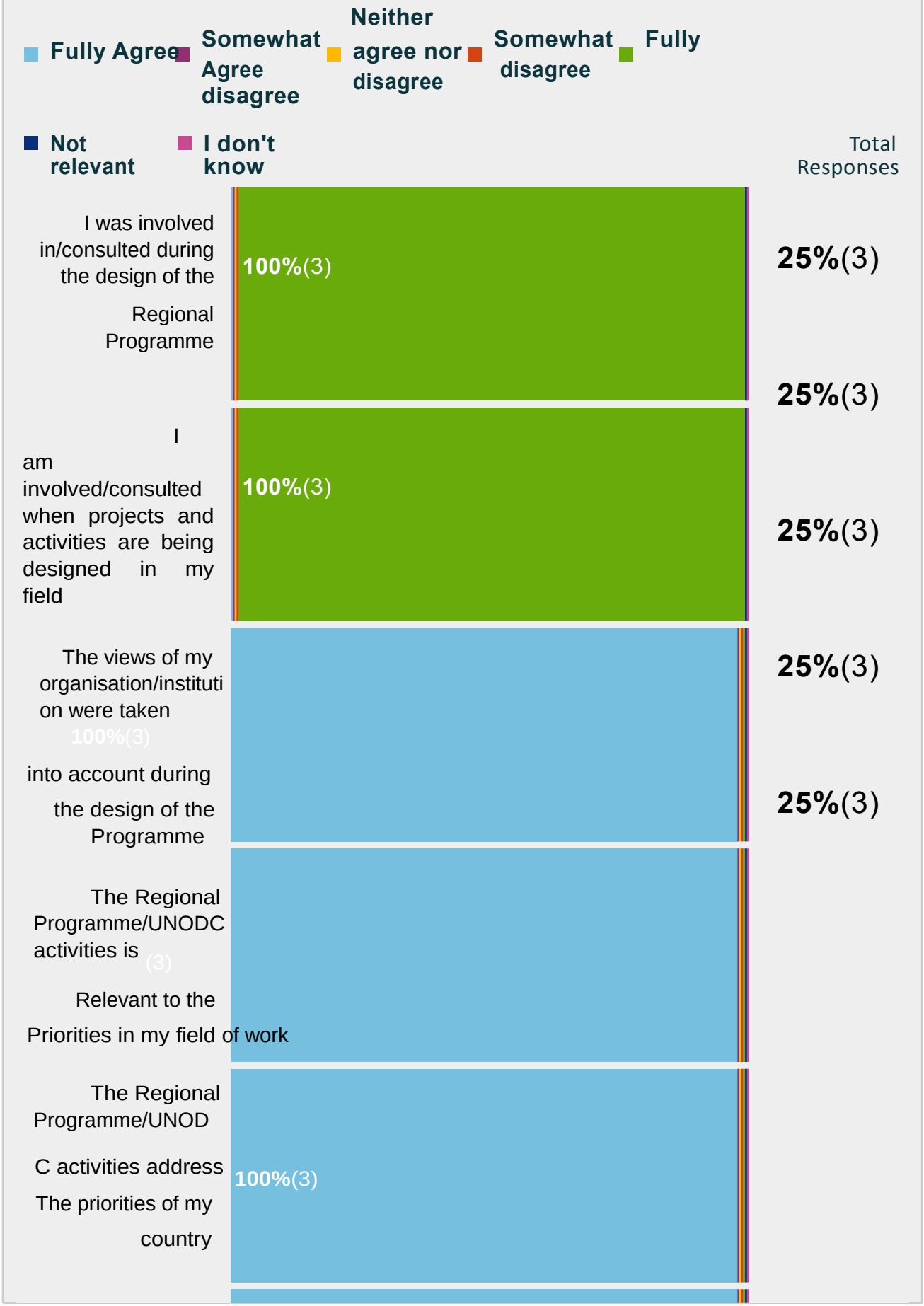
*12totalresponses,100% of submissions

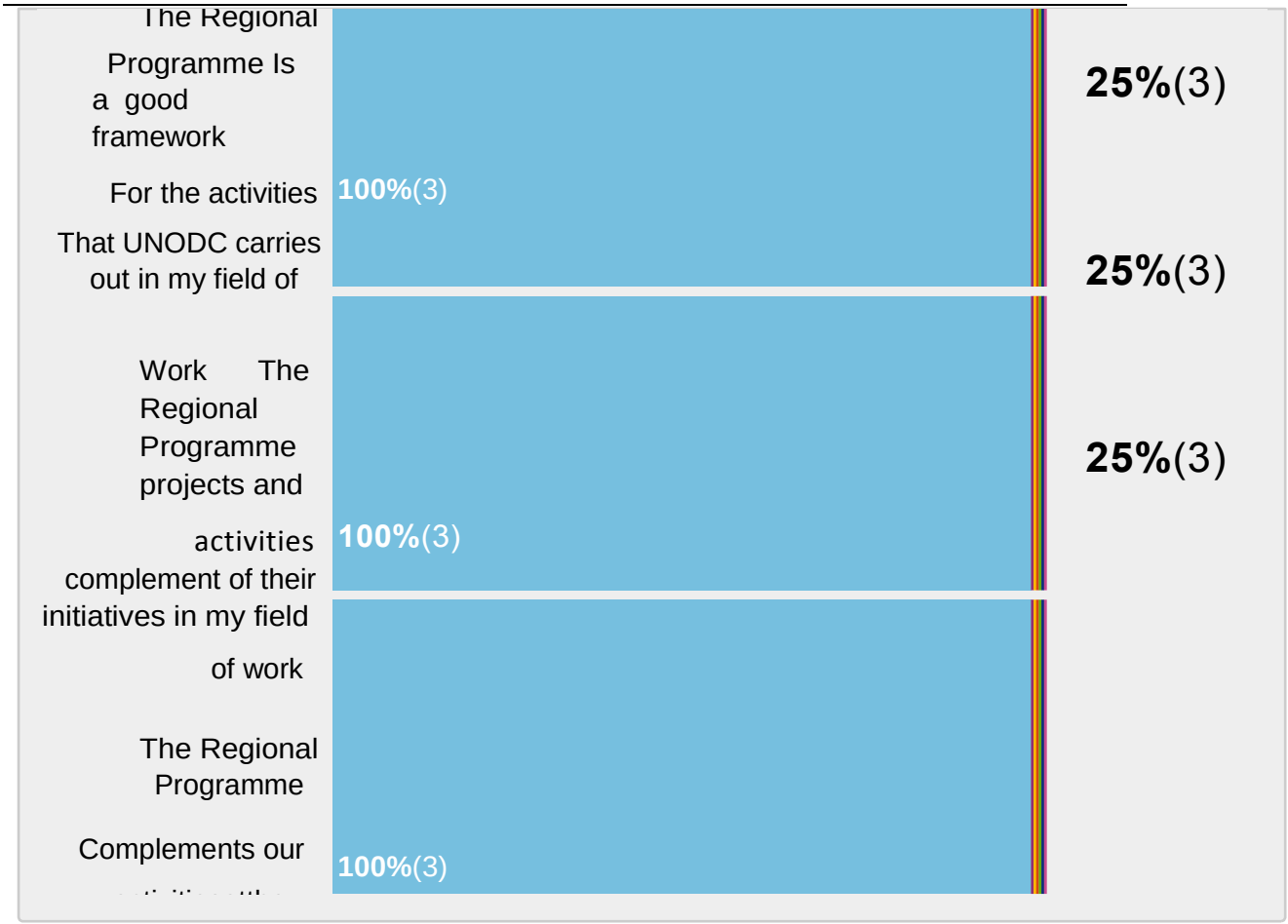
Q4. Which projects are you part of / contributing to (Tick most important/maximum2) under UNODC's activities/programme:

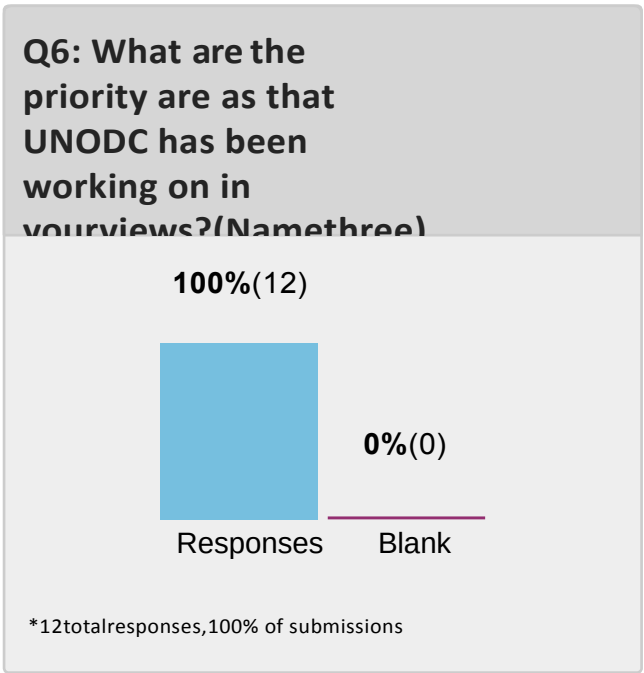


*12totalresponses,100% of submissions

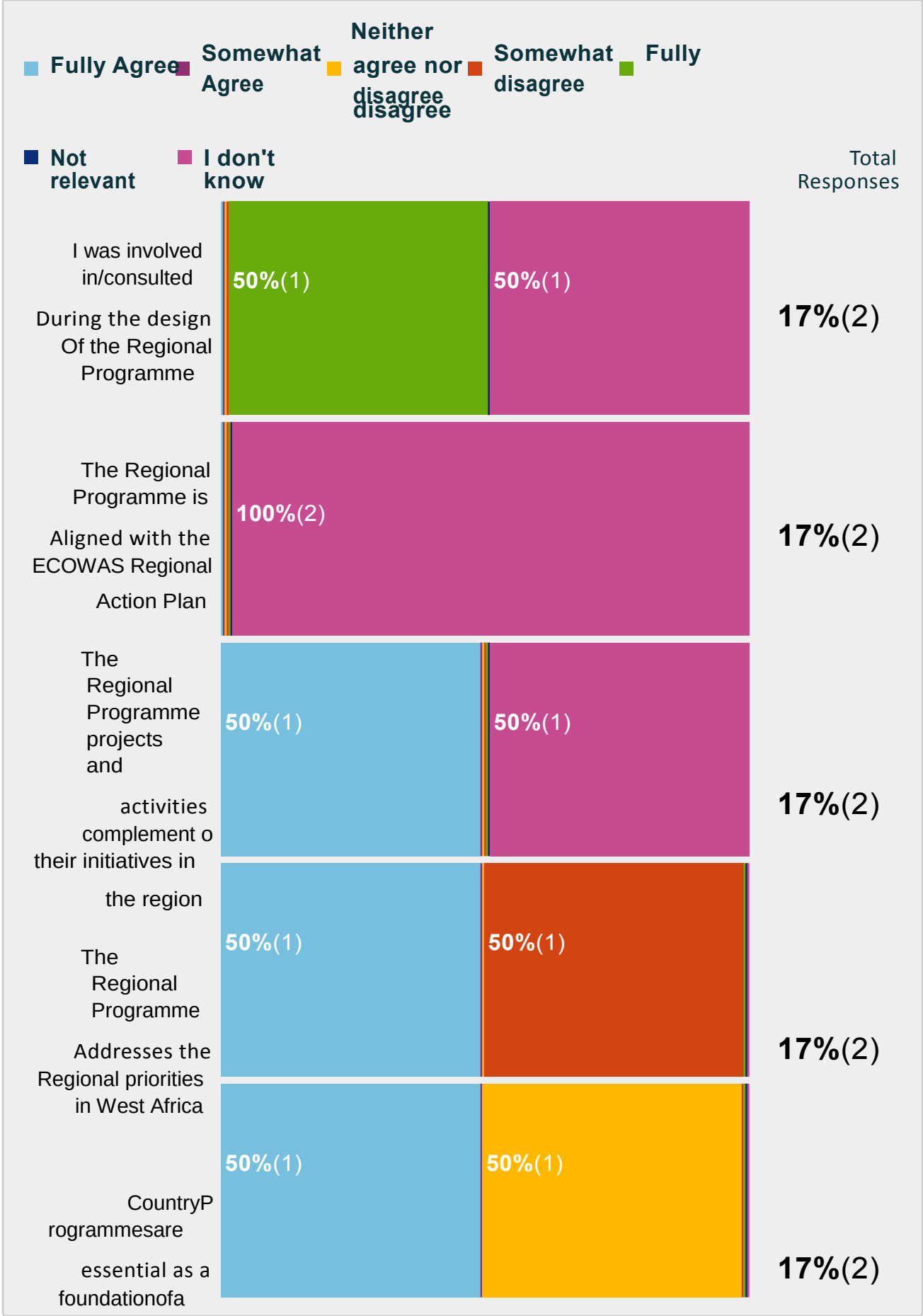
Q5: Relevance and Programme Design



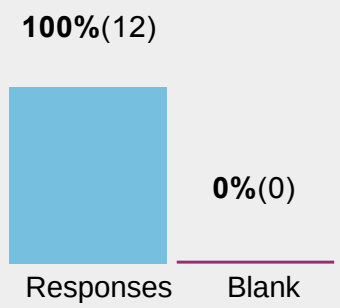

The Regional Programme Is a good framework For the activities That UNODC carries out in my field of
100%(3)
25%(3)
Work The Regional Programme projects and activities complement of their initiatives in my field of work
100%(3)
25%(3)
The Regional Programme Complements our
100%(3)
25%(3)


Q6: What are the priority are as that UNODC has been working on in yourviews?(Namethree)
100%(12)
0%(0)
Responses
Blank
*12totalresponses,100% of submissions

Q5:Relevance and Programme Design

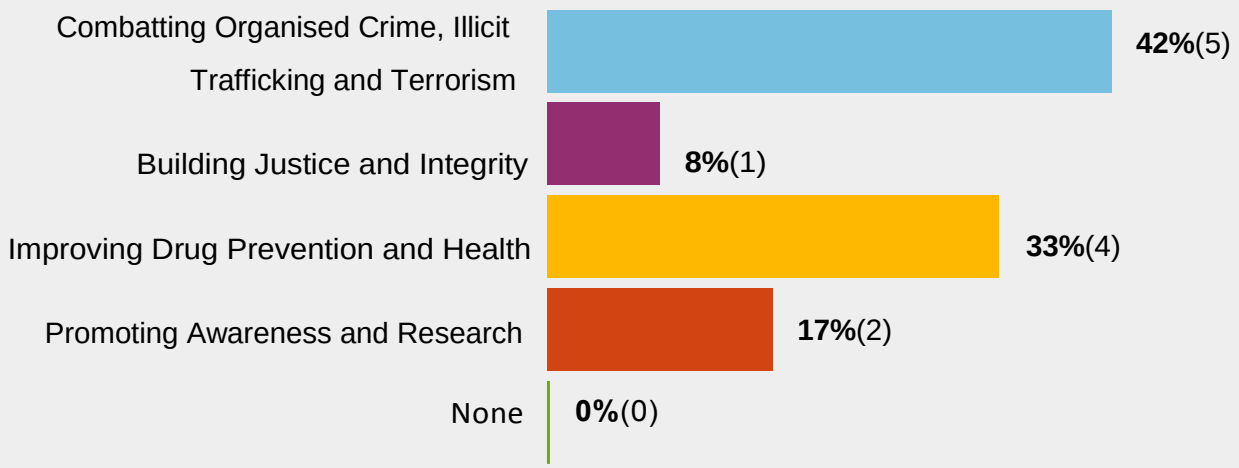


Q7:What priority areas/sectors should UNODC be focussing on in the coming years?



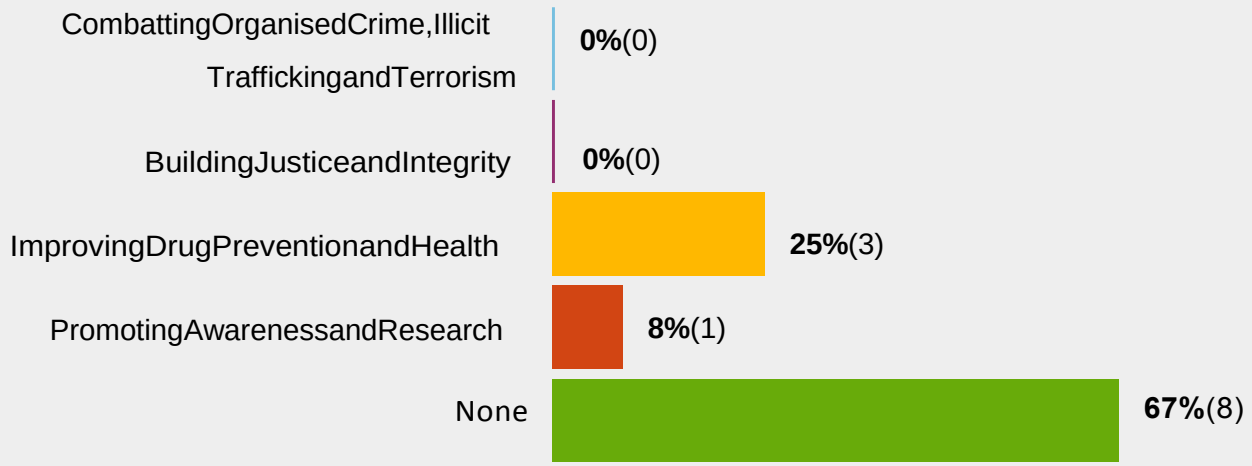
*12totalresponses,100% of submissions

Q8a: Please indicate which pillar of the Regional Programme is most relevant to complement/integrate with your field of work



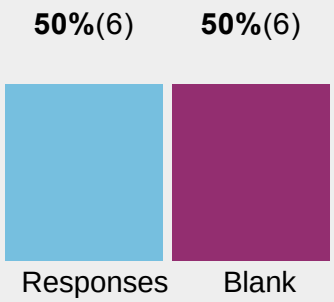
*12totalresponses,100% of submissions

Q8b:PleaseindicatewhichpillaroftheRegionalProgrammeisleastrelevanttocomplement/integratewithyourfieldofwork

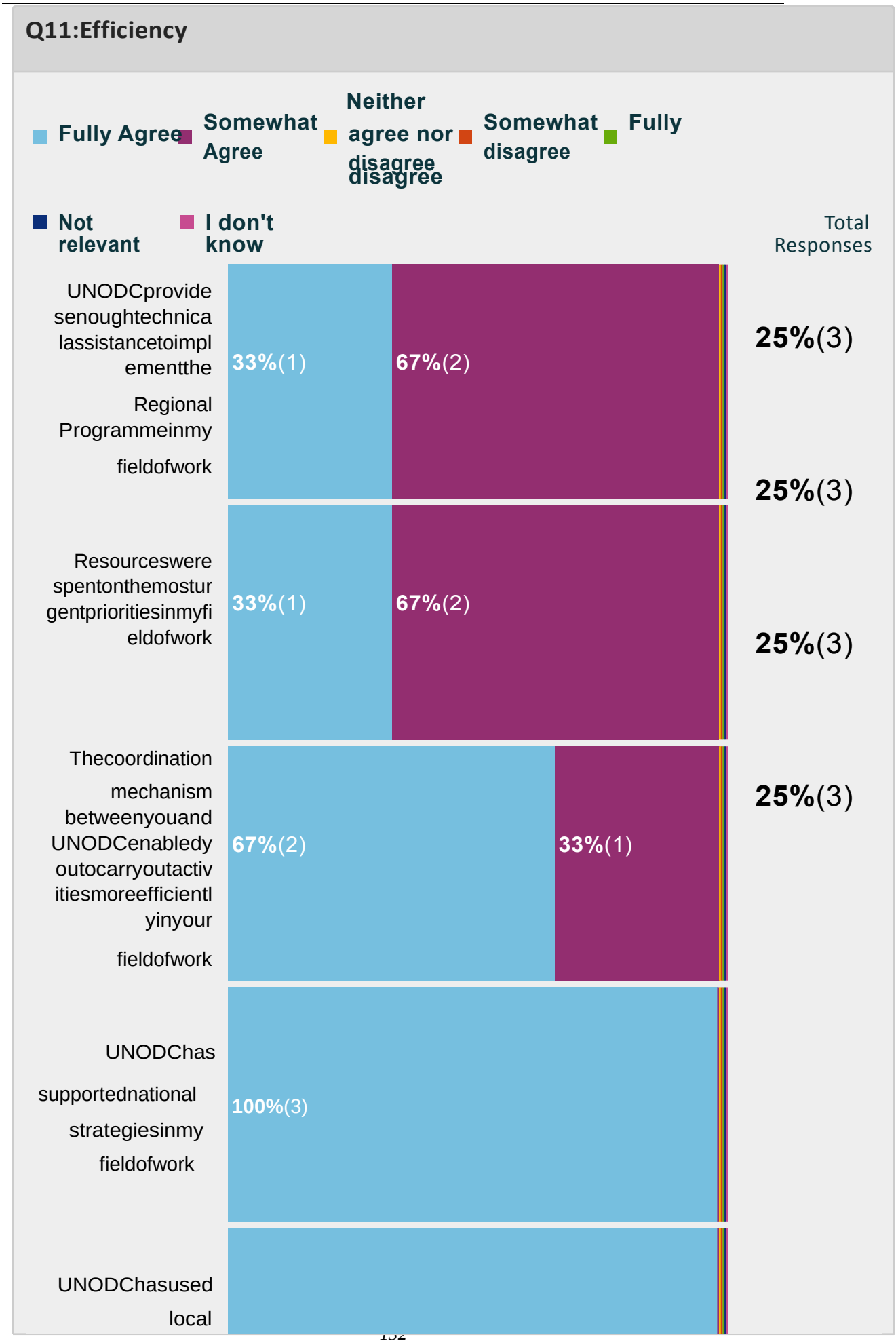


*12totalresponses,100% ofsubmissions

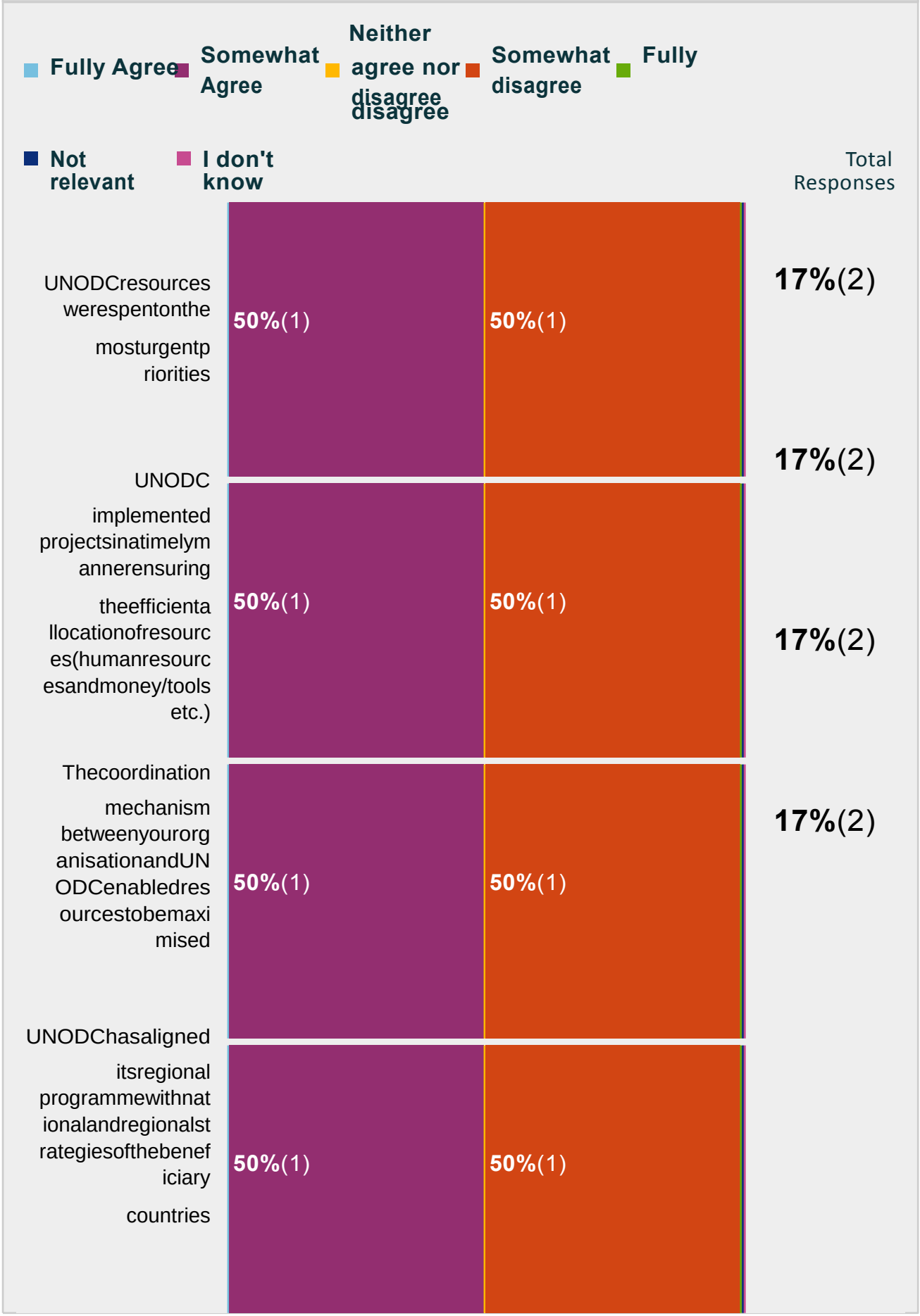
Q10:Doyouhaveanyothercommentrelatingtothe RegionalProgrammerelevanceanddesignthatyou believetheevaluationteamshouldknowabout?



*6totalresponses,50%ofsubmissions

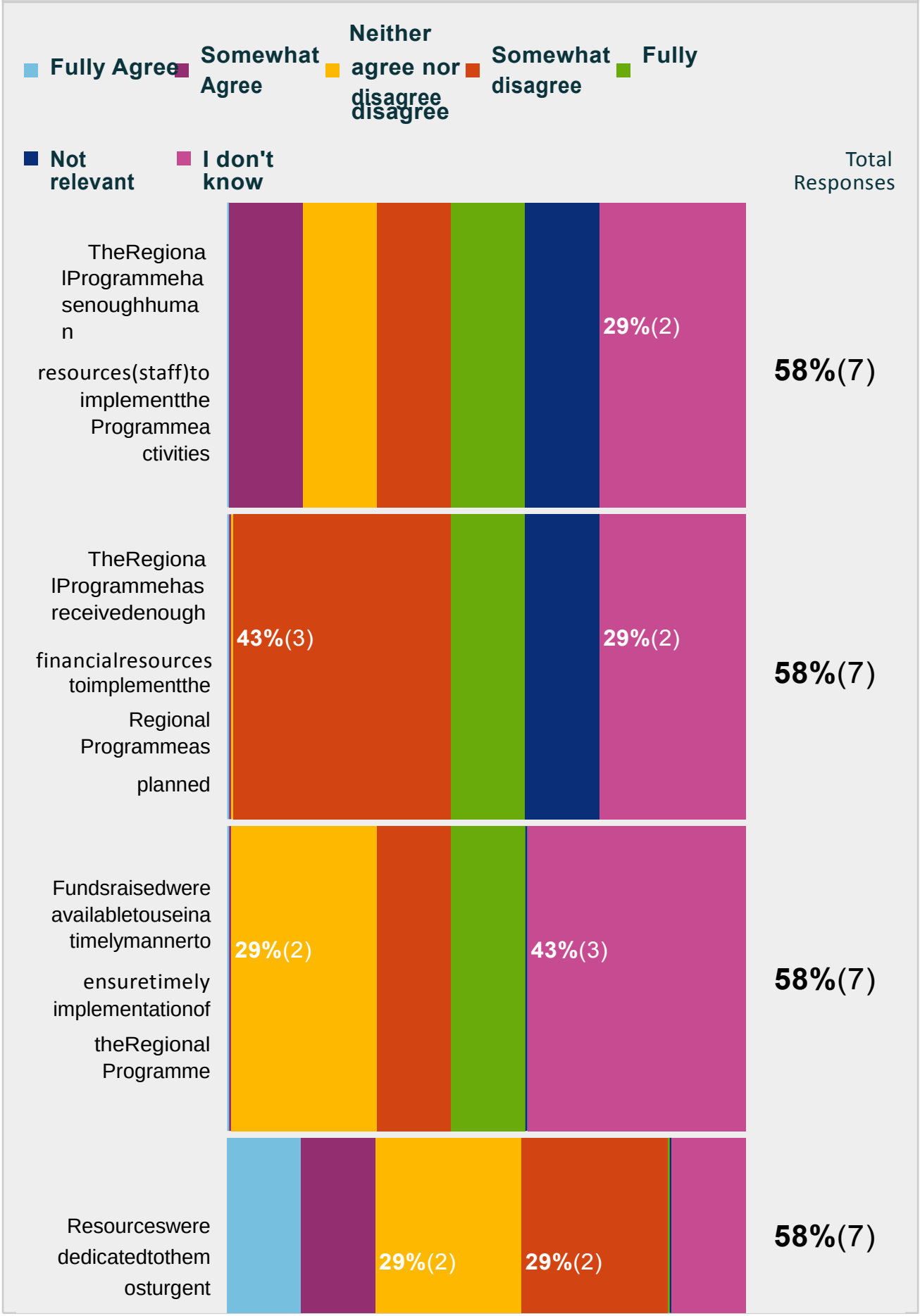

Q11:Efficiency
Fully Agree
Somewhat Agree
Neither agree nor disagree
Somewhat disagree
Fully disagree
Not relevant
I don't know
Total Responses
UNODCprovide senoughtechnica lassistancetoimpl ementthe Regional Programmeinmy fieldofwork
33%(1)
67%(2)
25%(3)
25%(3)
Resourceswere spentonthemostur gentprioritiesinmyfi eldofwork
33%(1)
67%(2)
25%(3)
Thecoordination mechanism betweenyouand UNODCenabledy outocarryoutactiv itiesmoreefficientl yinyour fieldofwork
67%(2)
33%(1)
25%(3)
UNODChas supportednational strategiesinmy fieldofwork
100%(3)
UNODChasused local

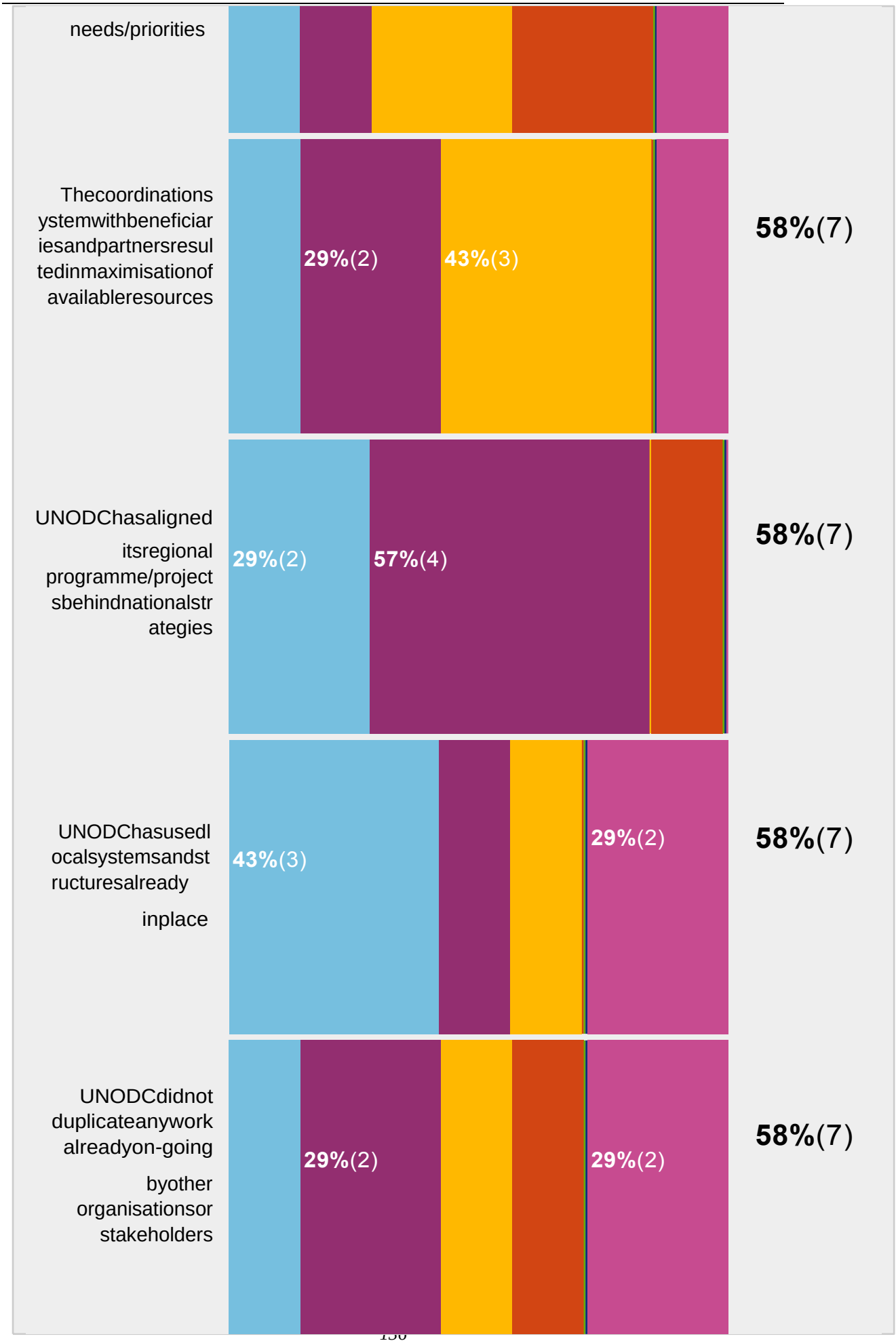
Q11:Efficiency

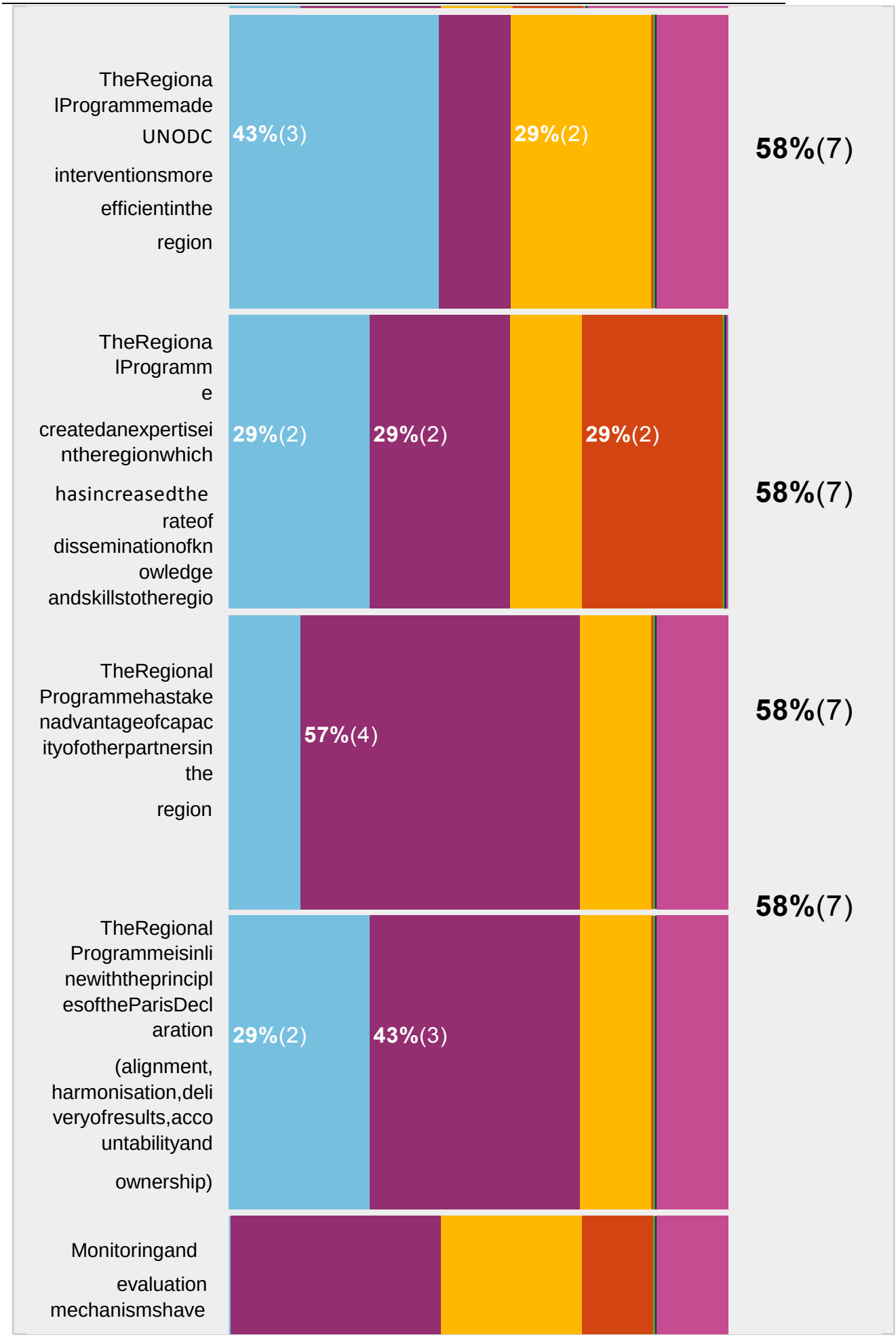


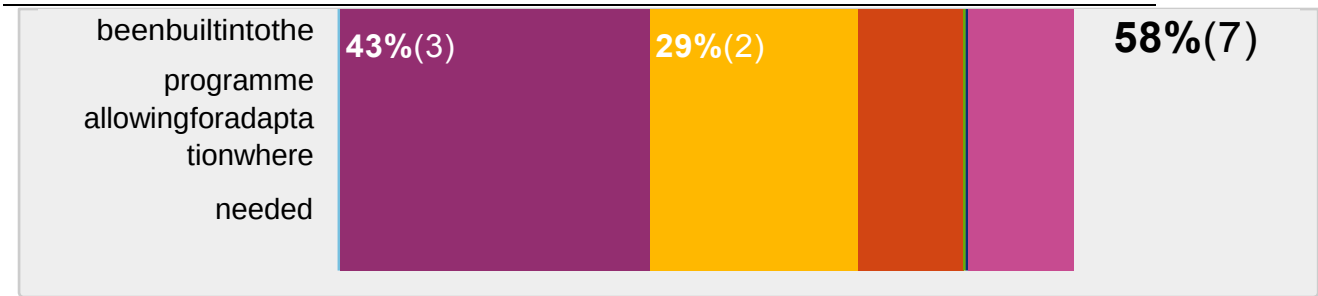
UNODCusedlocal structuresand systemsalreadyin place
50%(1)
50%(1)
17%(2)
UNODCdidnot duplicateanywork alreadybeing undertakenby other organisationsor agencies
50%(1)
50%(1)
17%(2)

Q11:Efficiency

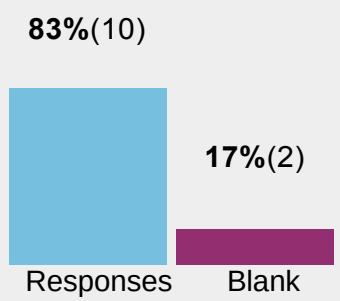



needs/priorities
Thecoordinations ystemwithbeneficiar iesandpartnersresul tedinmaximisationof availableresources
29%(2)
43%(3)
58%(7)
UNODChasaligned itsregional programme/project sbehindnationalstr ategies
29%(2)
57%(4)
58%(7)
UNODChasusedl ocalsystemsandst ructuresalready inplace
43%(3)
29%(2)
58%(7)
UNODCdidnot duplicateanywork alreadyon-going byother organisationsor stakeholders
29%(2)
29%(2)
58%(7)


TheRegionaIProgrammemade UNODC interventionsmore efficientinthe region
43%(3)
29%(2)
58%(7)
TheRegionaIProgramme createdanexpertiseintheregionwhich hasincreasedthe rateof disseminationofknowledge andskillstotheregio
29%(2)
29%(2)
29%(2)
58%(7)
TheRegional Programmehastakenadvantageofcapacityofotherpartnersin the region
57%(4)
58%(7)
TheRegional ProgrammeisinlinewiththeprinciplesoftheparisDeclaration (alignment, harmonisation,deliveryofresults,accountabilityand ownership)
29%(2)
43%(3)
58%(7)
Monitoringand evaluation mechanismshave

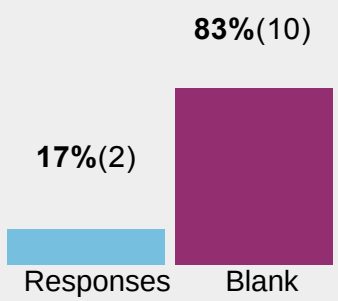


Q 13:Pleaseindicatewhicha ctivitieshavebeenthehar desttoimplementandwhy (i.e.whatwerethechallen gestoimplementation):



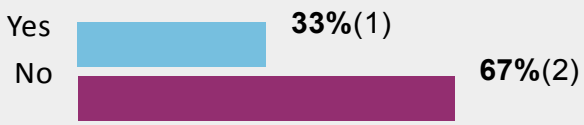
*10totalresponses,83%ofsubmissions

Q 13:Pleaseindicatewhicha ctivitieshavebeenleastsu ccessfulandwhy(i.e.what werethechallengestoimp lementation):



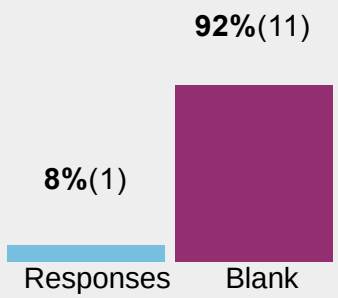
*2totalresponses,17%ofsubmissions

Q14Withinyourareawork ,couldUNODCfundshave beenallocatedmoreeffici ently?



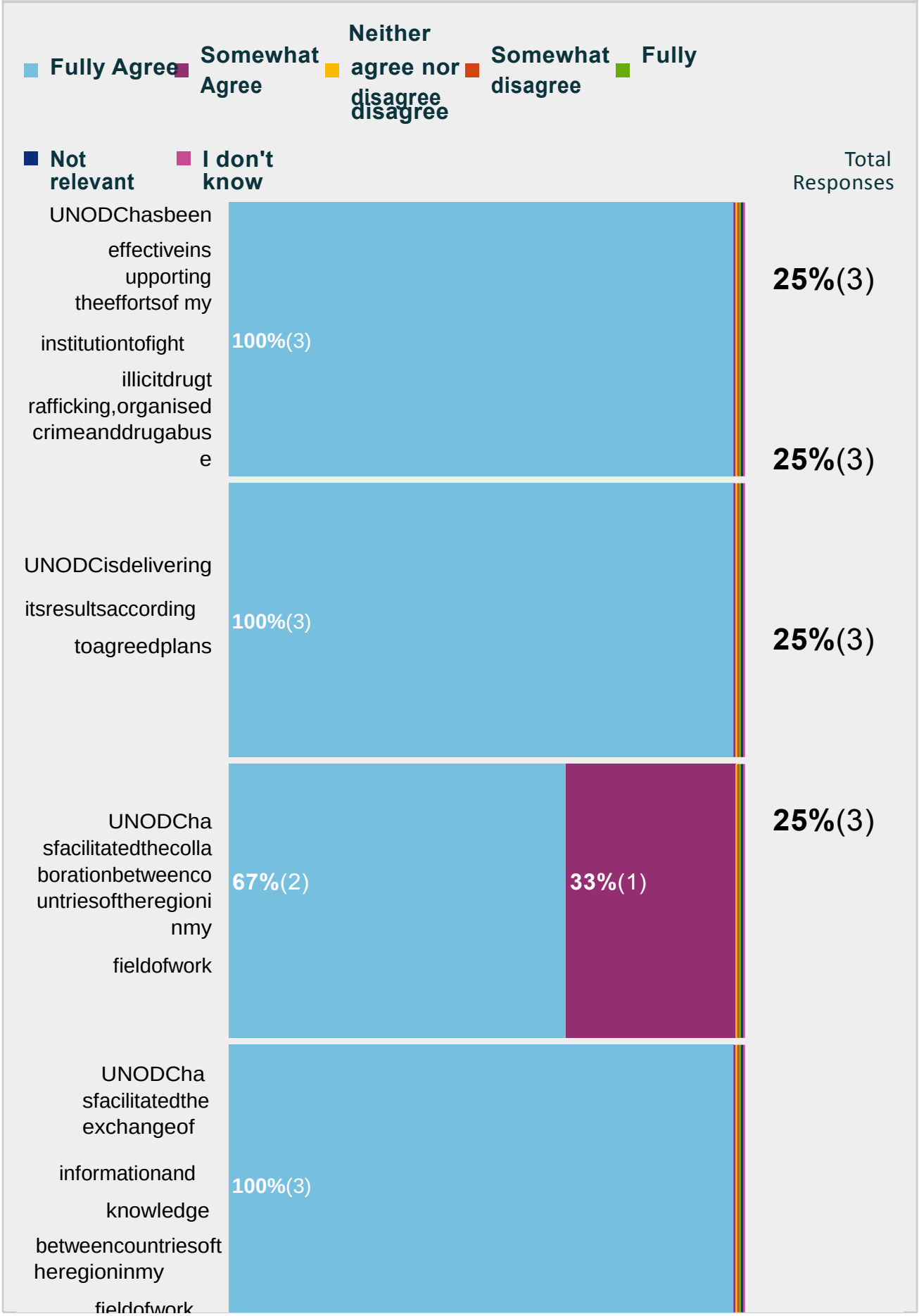
*3totalresponses,25%ofsubmissions

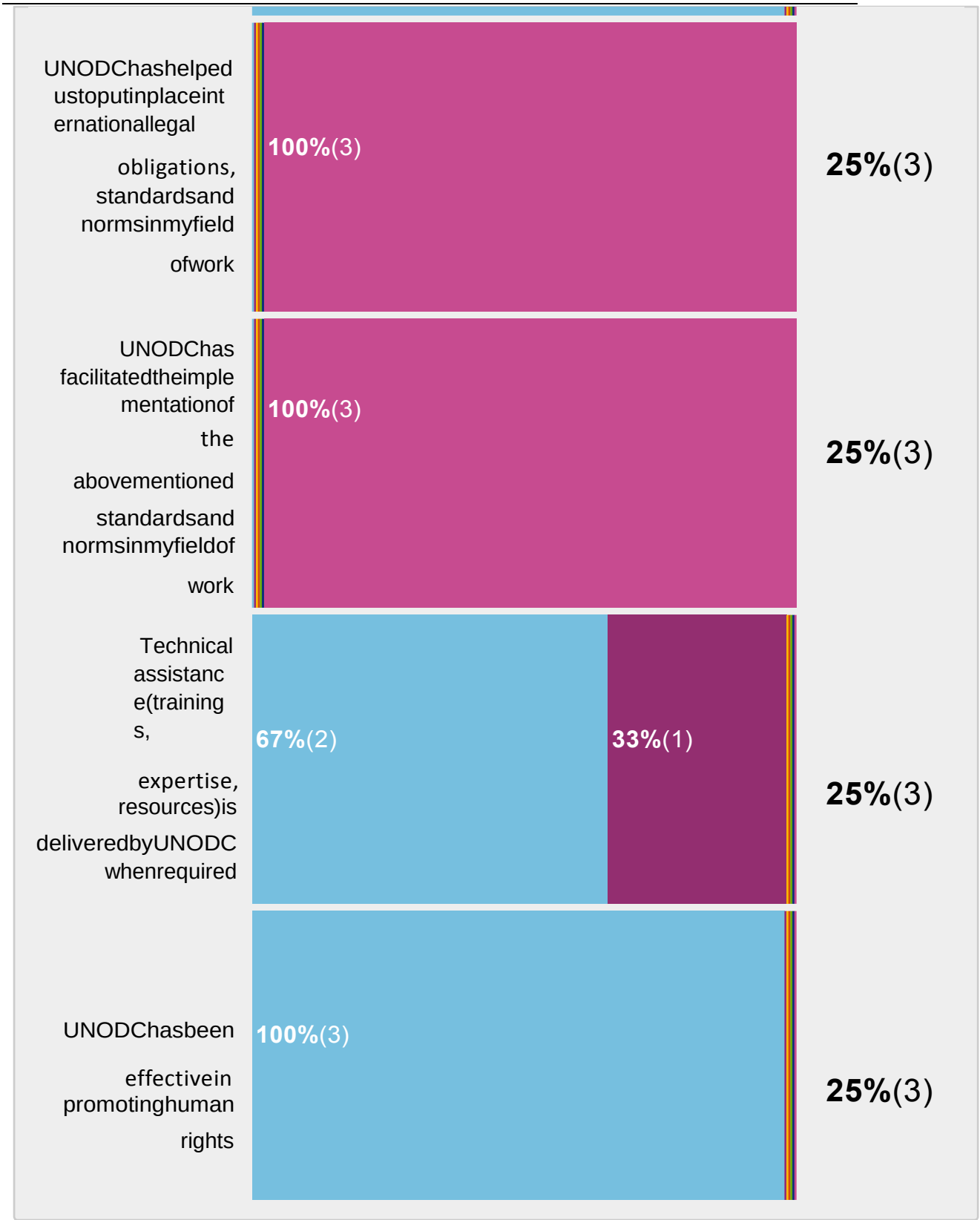
Q14aPleaseindicatehow:



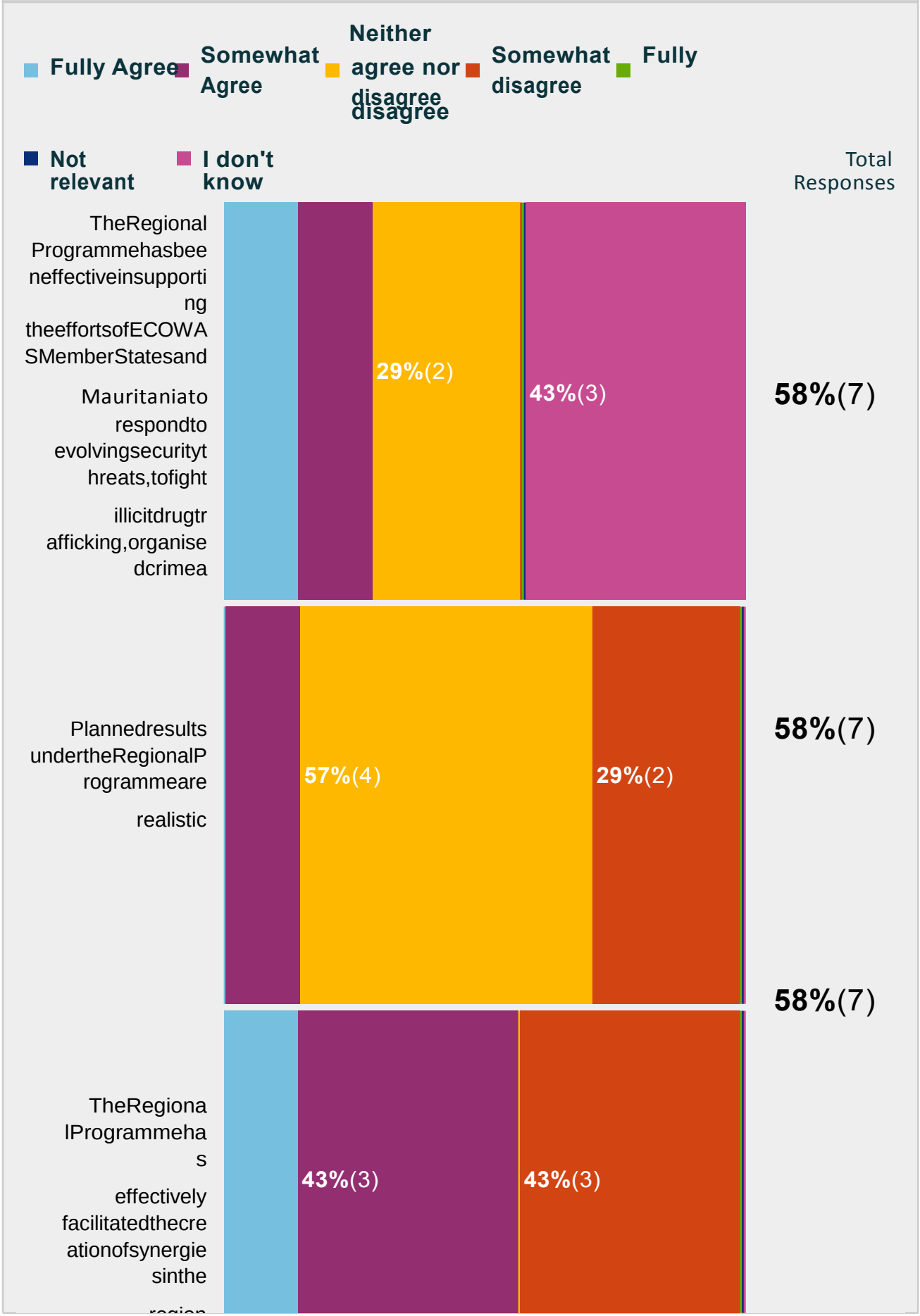
*1totalresponse,8%ofsubmissions

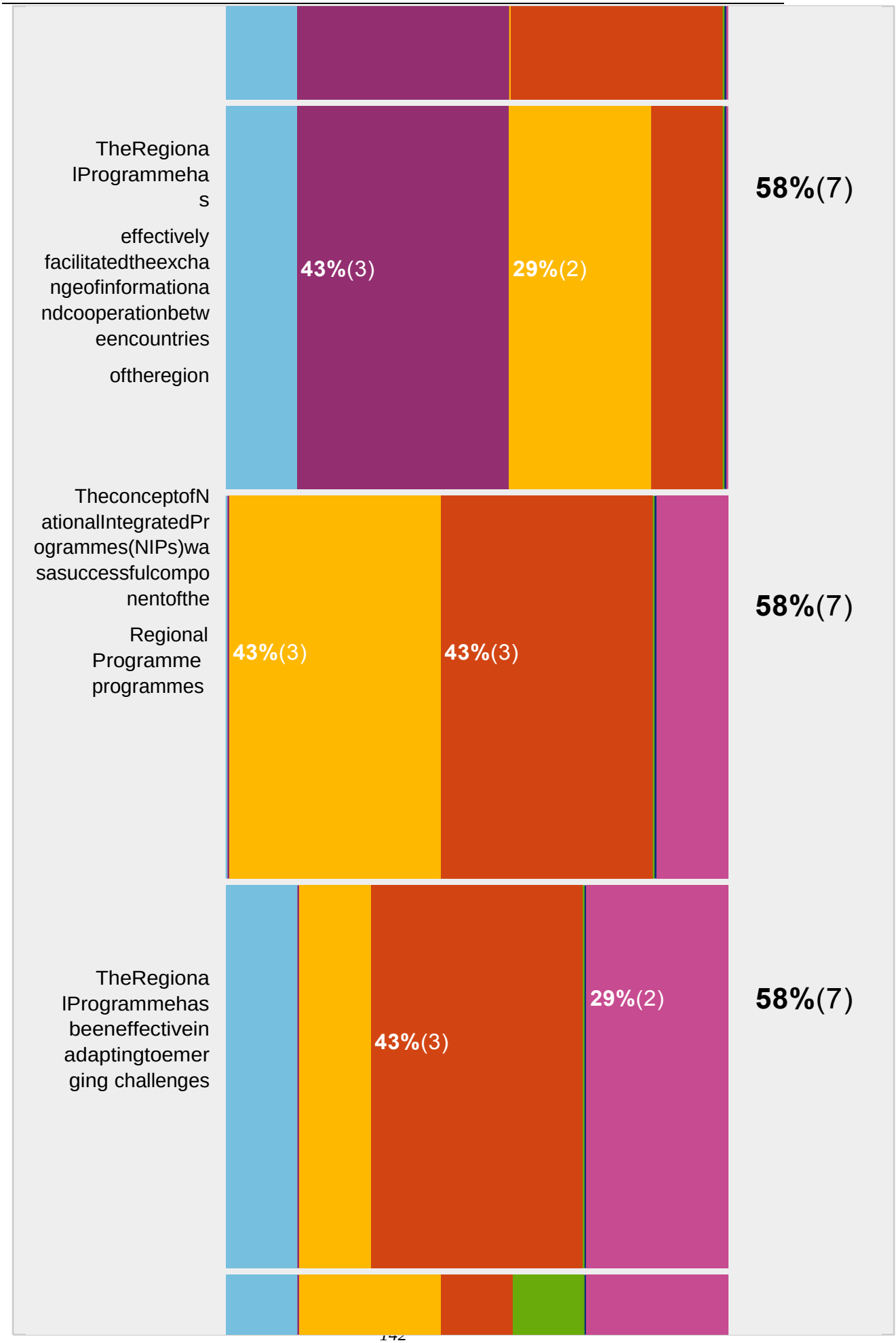
Q16:Effectiveness

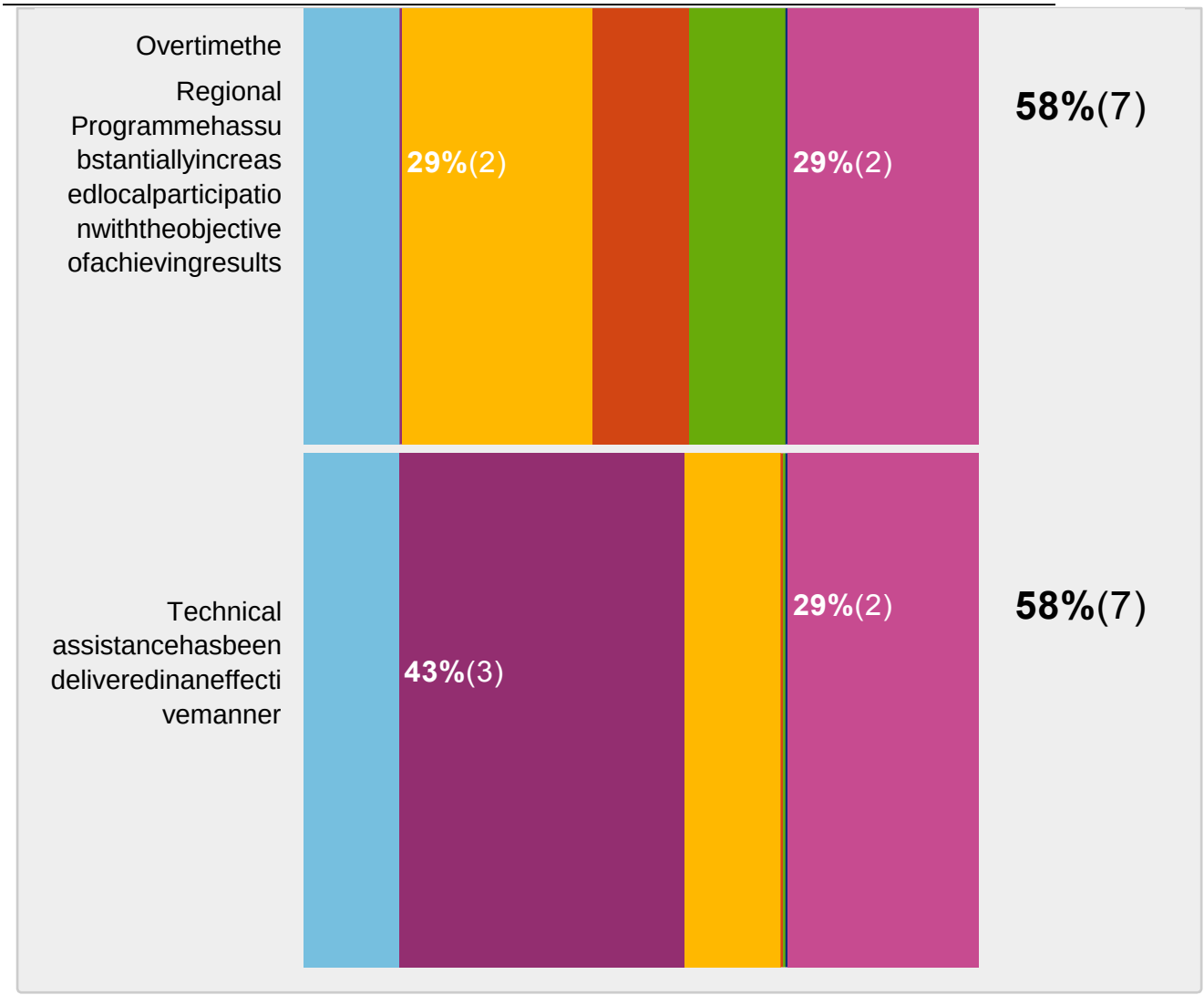


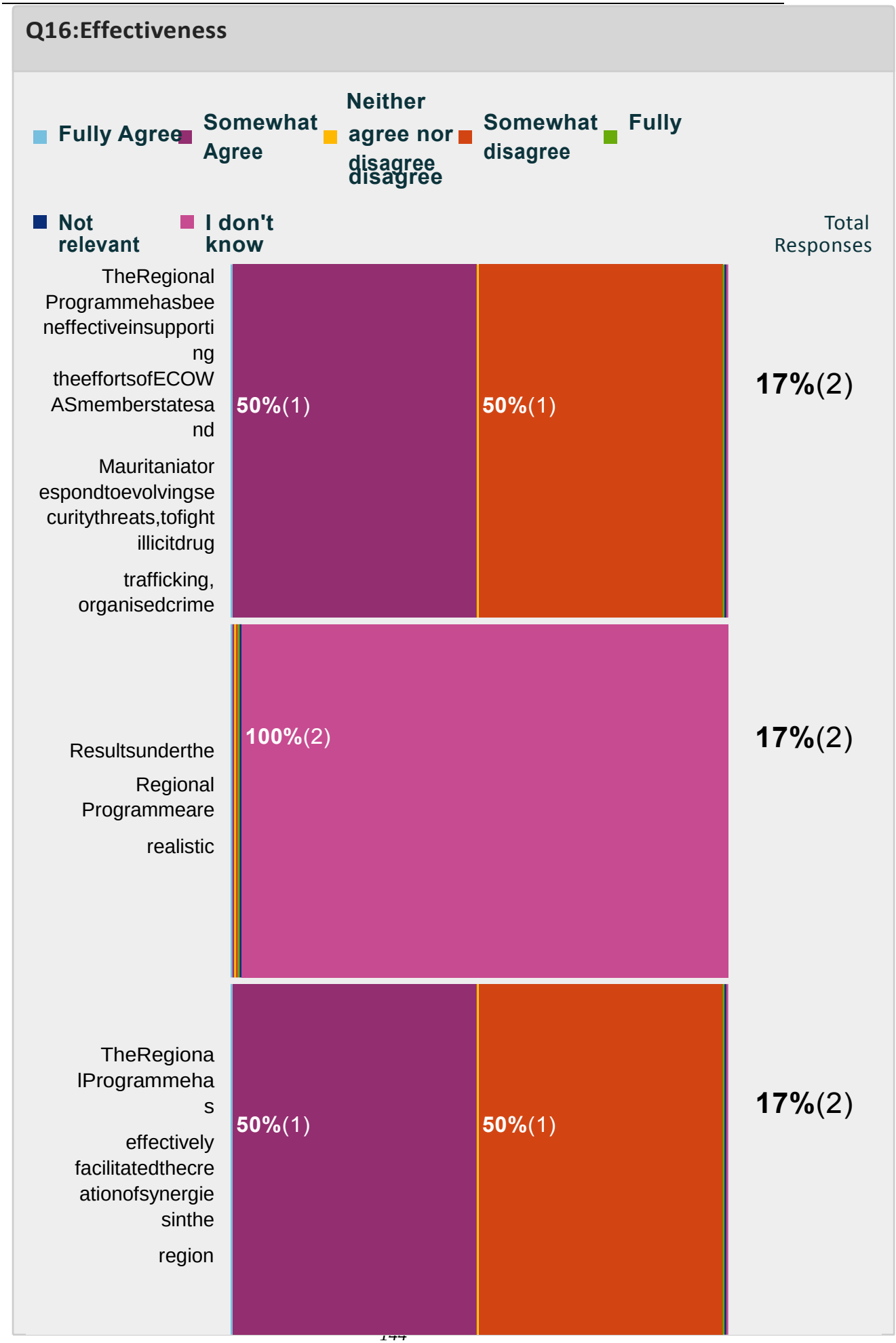

UNODChashelped ustoputinplaceint ernationallegal obligations, standardsand normsinmyfield ofwork
100%(3)
25%(3)
UNODChas facilitatedtheimple mentationof the abovementioned standardsand normsinmyfieldof work
100%(3)
25%(3)
Technical assistanc e(training s, expertise, resources)is deliveredbyUNODC whenrequired
67%(2)
33%(1)
25%(3)
UNODChasbeen effectivein promotinghuman rights
100%(3)
25%(3)

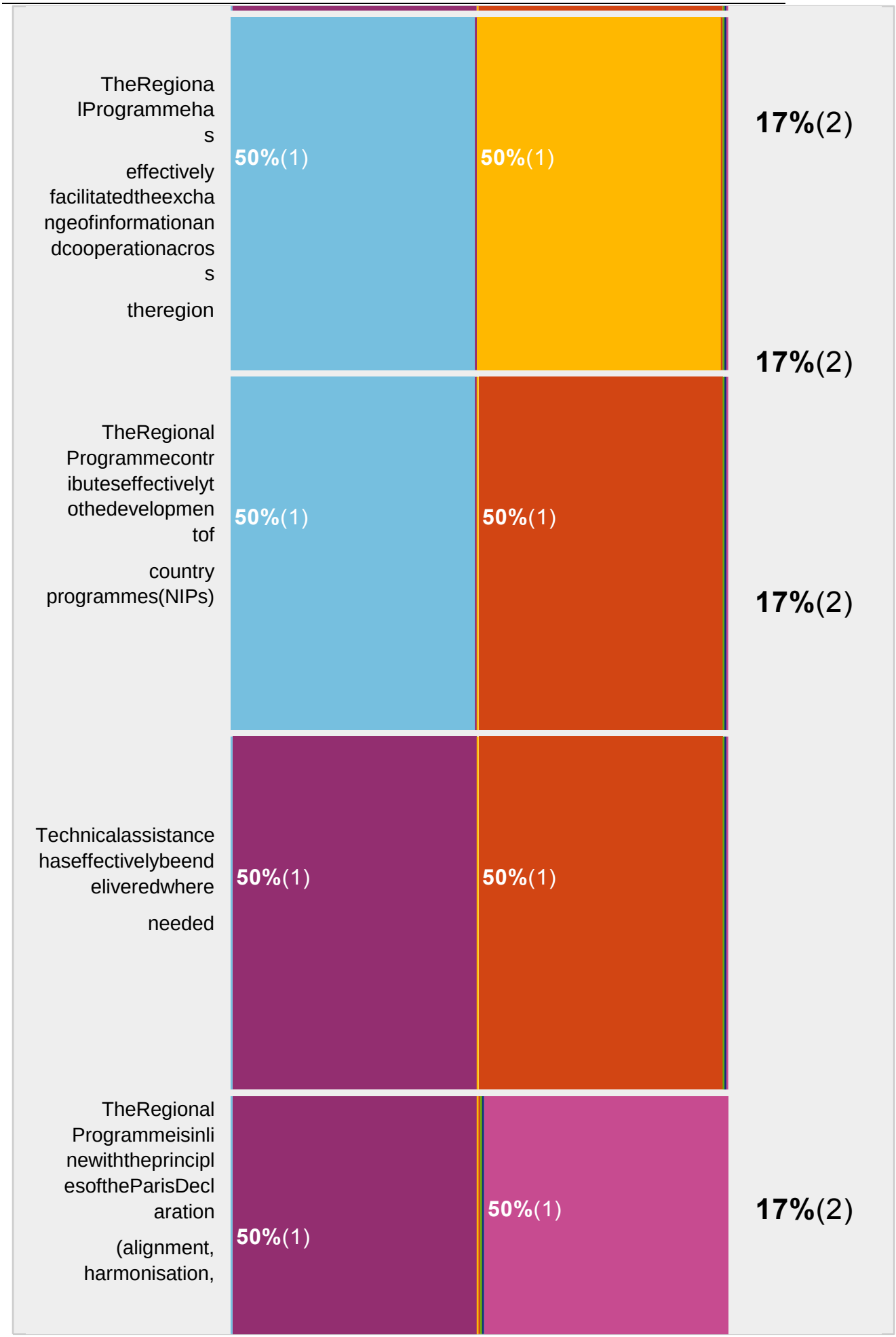
Q16:Effectiveness

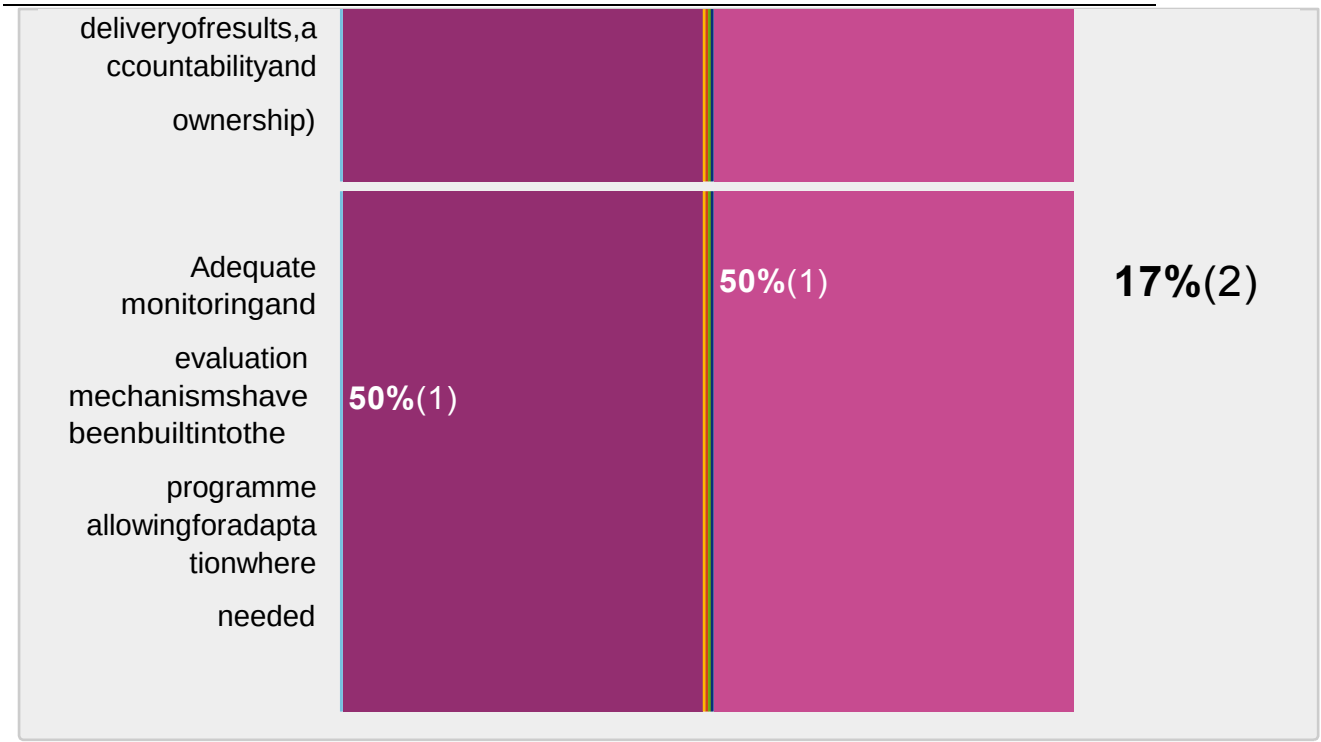



TheRegionalProgrammehas effectively facilitatedtheexchangeofinformationandcooperationbetweencountries oftheregion
43%(3)
29%(2)
58%(7)
TheconceptofNationalIntegratedProgrammes(NIPs)wasasuccessfulcomponentofthe Regional Programme programmes
43%(3)
43%(3)
58%(7)
TheRegionalProgrammehas beeneffectivein adaptingtoemerging challenges
43%(3)
29%(2)
58%(7)

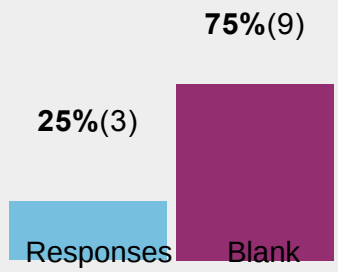

Overtimethe
Regional Programmehassubstantiallyincreasedlocalparticipationwiththeobjectiveofachievingresults
29%(2)
29%(2)
58%(7)
Technical assistancehasbeendeliveredinaneffectivemanner
43%(3)
29%(2)
58%(7)


Q16:Effectiveness
Fully Agree
Somewhat Agree
Neither agree nor disagree
Somewhat disagree
Fully disagree
Not relevant
I don't know
Total Responses
TheRegional Programmehasbeeneffectiveinsupporting theeffortsofECOWASmemberstatesand Mauritaniatorespondtoevolvingsecuritythreats,tofightillicitdrug trafficking, organisedcrime
50%(1)
50%(1)
17%(2)
Resultsunderthe Regional Programmeare realistic
100%(2)
17%(2)
TheRegionalProgrammehas effectively facilitatedthecreationofsynergiesinthe region
50%(1)
50%(1)
17%(2)


TheRegionalProgrammehas effectively facilitatedtheexchangeofinformationandcooperationacross theregion
50%(1)
50%(1)
17%(2)
17%(2)
TheRegional Programmecontributeseffectivelytothedevelopmentof country programmes(NIPs)
50%(1)
50%(1)
17%(2)
Technicalassistance haseffectivelybeendeliveredwhere needed
50%(1)
50%(1)
TheRegional Programmeisinlinewiththeprinciplesoftheparisdeclaration (alignment, harmonisation,
50%(1)
50%(1)
17%(2)

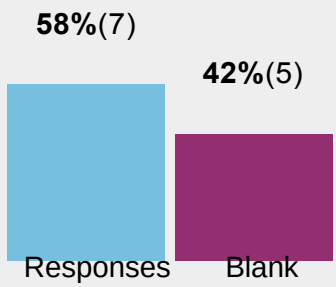


Q17:Pleasedescribethethreemainproblemsyoufaceintheimplementationofunodcsactivities:



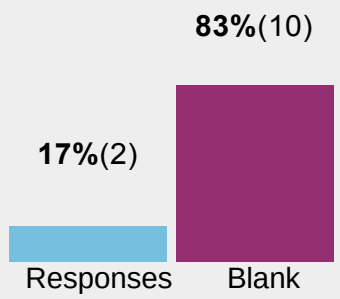
*3totalresponses,25%ofsubmissions

Q17:Pleasedescribethetop3mainproblemsyouencounteredwhen implementingtheRegionalProgramme:



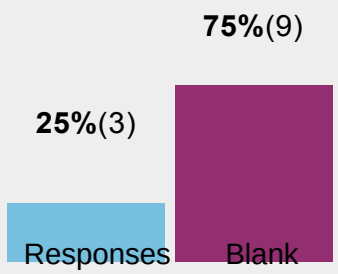
*7totalresponses,58%ofsubmissions

Q17:PleaselistwhatareUNODCthreemaincomparative advantagescomparedtootheragenciesintheregion (max3):



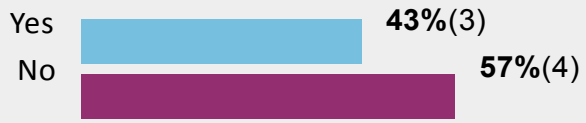
*2totalresponses,17%ofsubmissions

Q 18:Has UNODC increased,decreased,ornotmadeanydifferencetoyourorganisationachievingitsobjectivesintheregion:



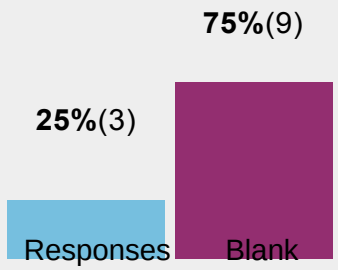
*3totalresponses,25%ofsubmissions

Q18:HasUNODCfoundinnovativewaysofsupporting institutionsand/ortacklingchallenges?



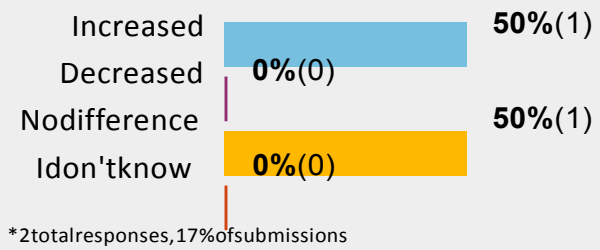
*7totalresponses,58%ofsubmissions

Q18a:Pleasegiveexamples:



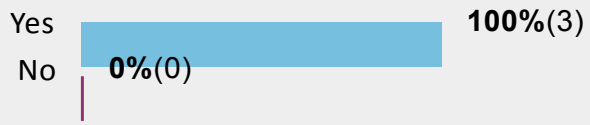
*3totalresponses,25%ofsubmissions

Q 18:Has theRegionalProgrammeincreased,decreased,ordidn’tmakeanydifferencefortheoverallUNODCeffectivenessintheregion?



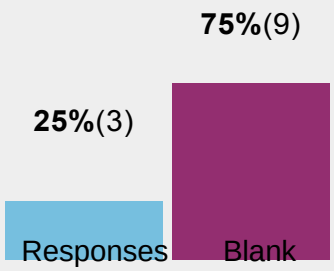
*2totalresponses,17%ofsubmissions

Q19:Hastherebeenanyinnovationinyourorganisation/institutionbecauseofUNODCsactivities?



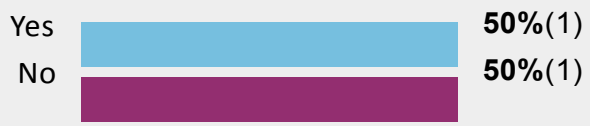
*3totalresponses,25%ofsubmissions

Q19a:Pleasegiveexamples:



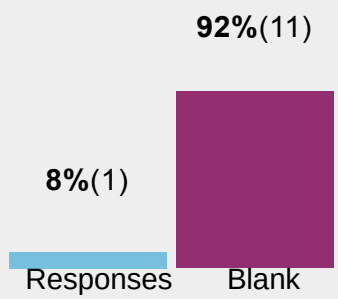
*3totalresponses,25%ofsubmissions

Q19:HasUNODCfoundinnovativewaysofsupportinginstitutionsand/ortacklingchallengesintheregion?



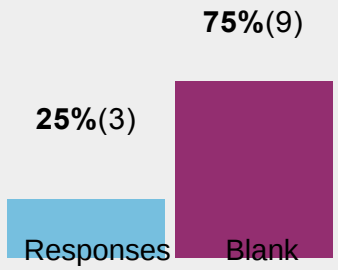
*2totalresponses,17%ofsubmissions

Q19a:Pleasegiveexample:



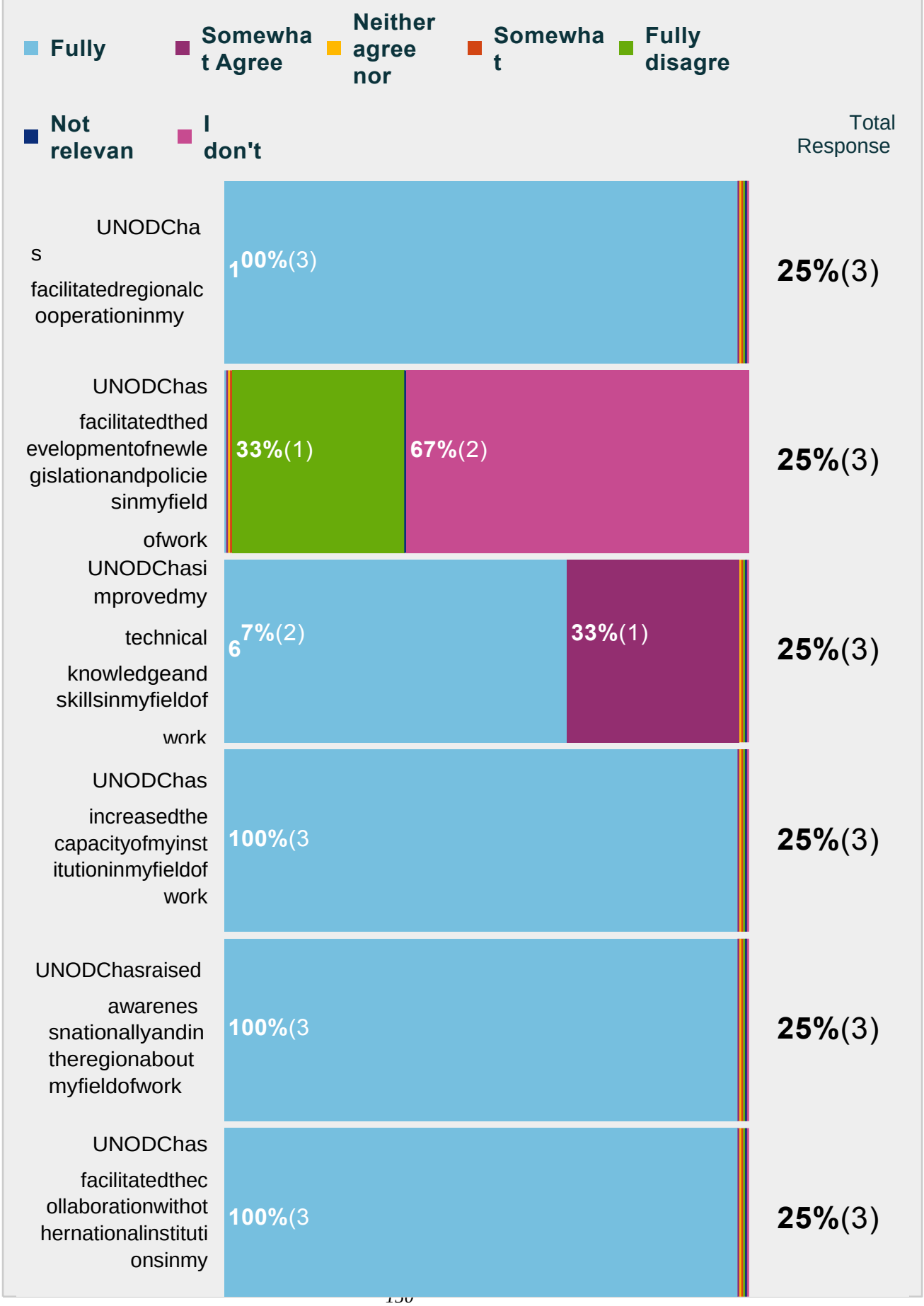
*1totalresponse,8%ofsubmissions

Q20:Doyouhaveanyothercommentrelatingtothe RegionalProgrammeeffectivenessthatyoubelievetheevaluationteamshouldknowabout?

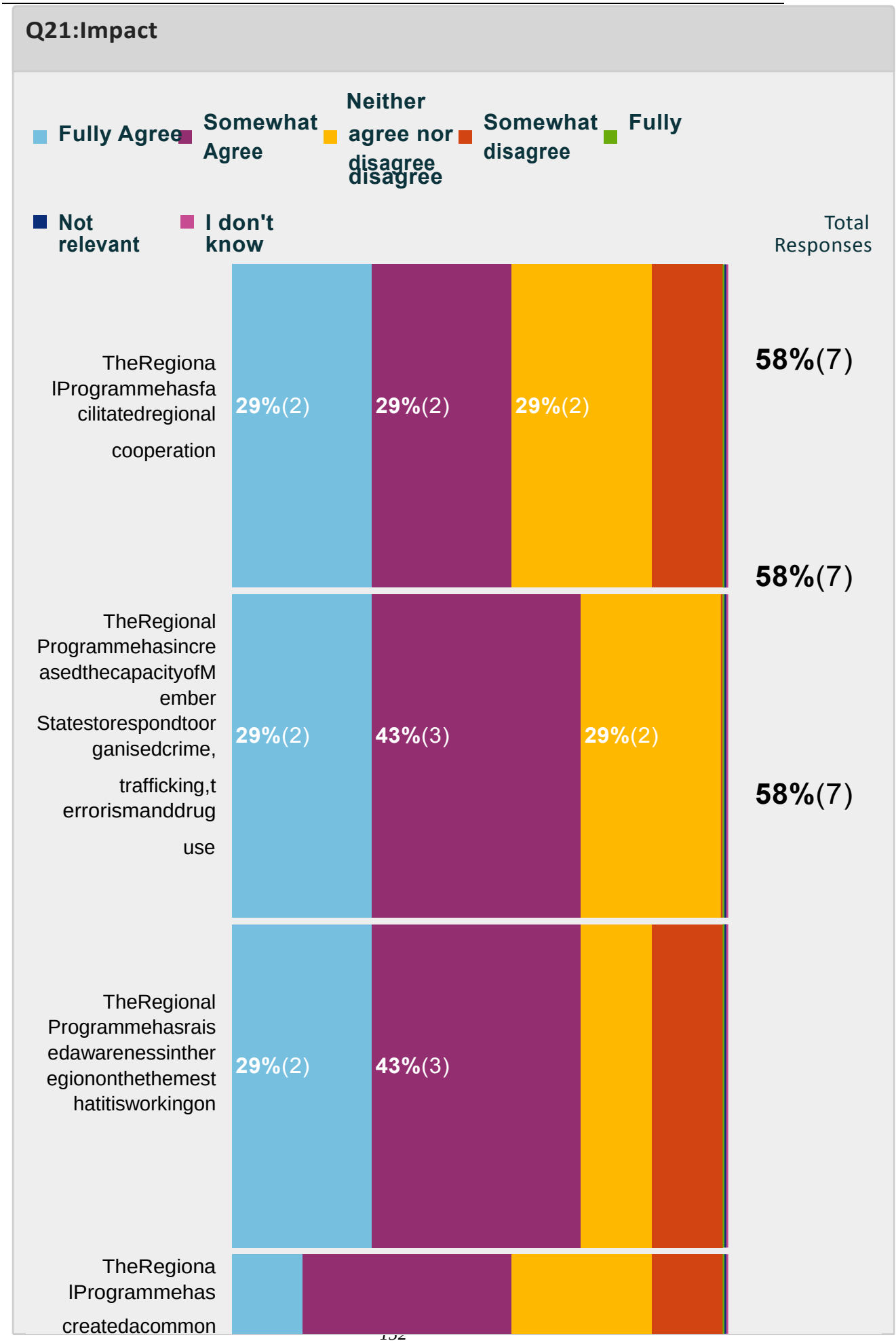


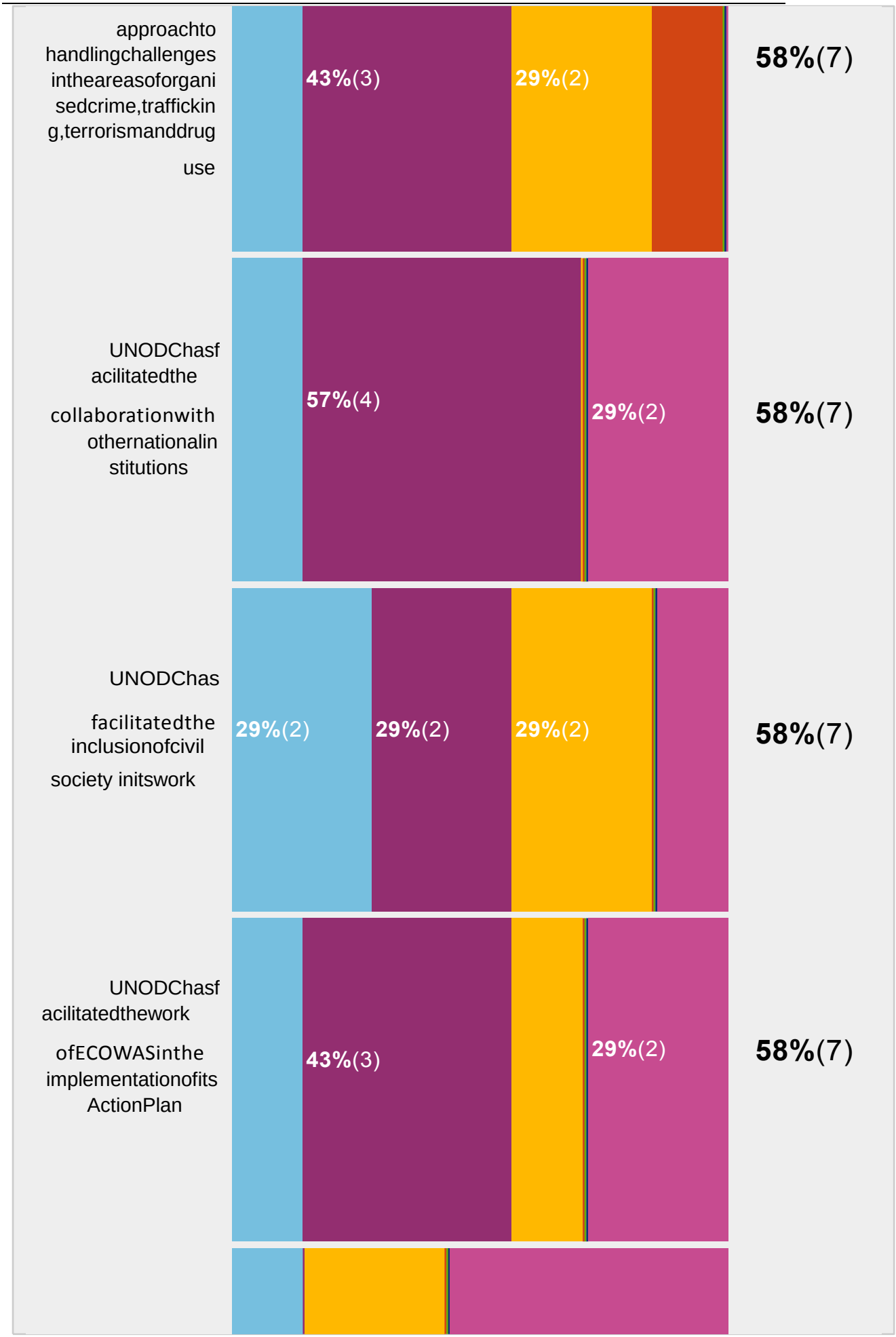
*3totalresponses,25%ofsubmissions

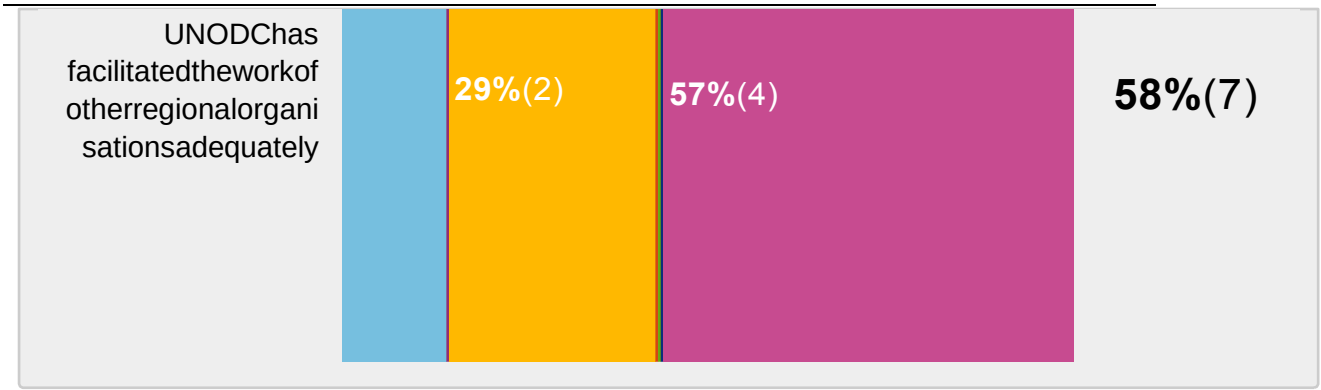
Q21:Impact


Fully
Somewhat Agree
Neither agree nor
Somewhat
Fully disagre
Not relevan
I don't
Total Response
UNODChas facilitatedregionalcooperationinmy
100%(3)
25%(3)
UNODChas facilitatedthedevelopmentofnewlegislationandpolicie sinmyfield ofwork
33%(1)
67%(2)
25%(3)
UNODChasimprovedmy technical knowledgeand skillsinmyfieldof work
67%(2)
33%(1)
25%(3)
UNODChas increasedthe capacityofmyinstitutioninmyfieldof work
100%(3
25%(3)
UNODChasraised awarenessnationallyandintheregionabout myfieldofwork
100%(3
25%(3)
UNODChas facilitatedthecollaborationwithothernationalinstitutionsinmy
100%(3
25%(3)

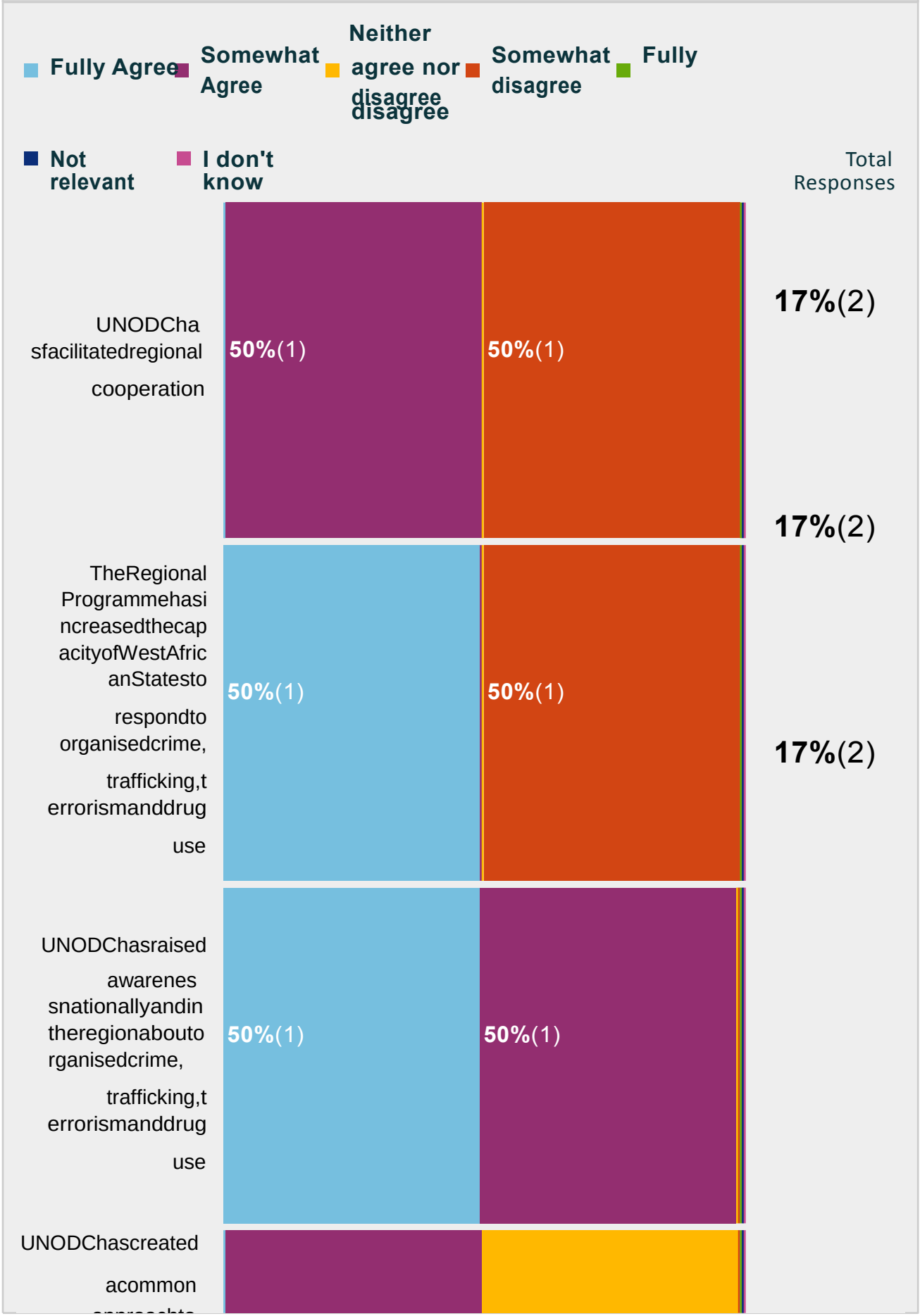
fieldofwork

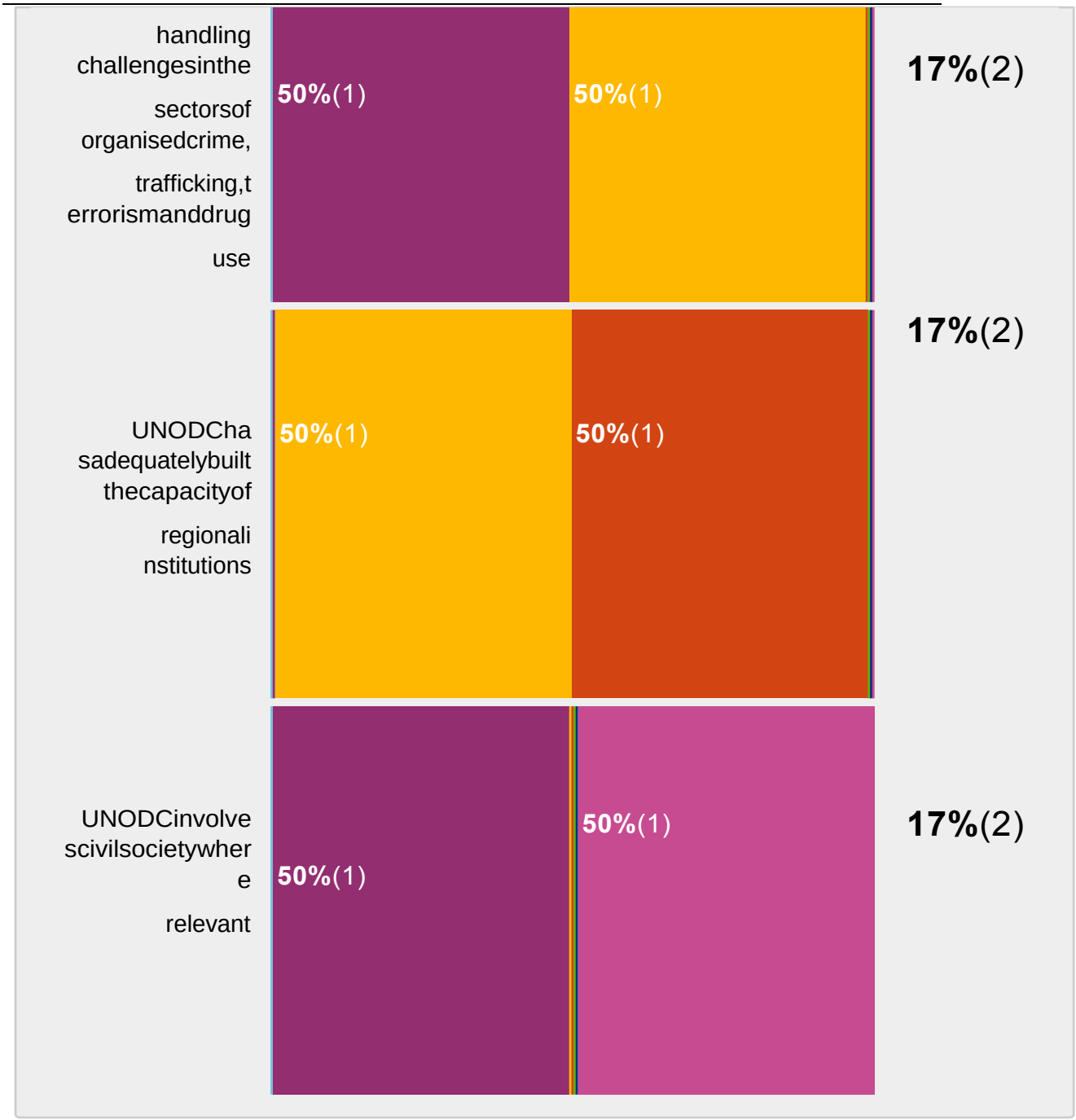

Q21:Impact
Fully Agree
Somewhat Agree
Neither agree nor disagree
Somewhat disagree
Fully disagree
Not relevant
I don't know
Total Responses
TheRegionalProgrammehasfacilitatedregional cooperation
29%(2)
29%(2)
29%(2)
58%(7)
TheRegional Programmehasincreasedthecapacityof Member Statestorespondtoorganisedcrime, trafficking,terrorismanddrug use
29%(2)
43%(3)
29%(2)
58%(7)
TheRegional Programmehasraisedawarenessintheregiononthethemesthatitisworkingon
29%(2)
43%(3)
58%(7)
TheRegionalProgrammehas createdacommon


approachto handlingchallenges inthearesoforgani sedcrime,traffickin g,terrorismanddrug use
43%(3)
29%(2)
58%(7)
UNODChasf acilitatedthe collaborationwith othernationalin stitutions
57%(4)
29%(2)
58%(7)
UNODChas facilitatedthe inclusionofcivil society initswork
29%(2)
29%(2)
29%(2)
58%(7)
UNODChasf acilitatedthework ofECOWASinthe implementationofits ActionPlan
43%(3)
29%(2)
58%(7)

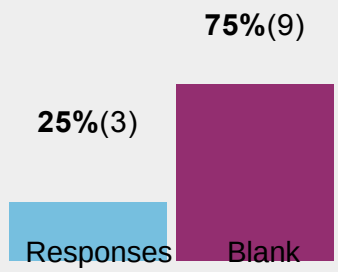

UNODChas facilitatedtheworkof otherregionalorgani sationsadequately
29%(2)
57%(4)
58%(7)

Q21:Impact


Fully Agree
Somewhat Agree
Neither agree nor disagree
Somewhat disagree
Fully disagree
Not relevant
I don't know
Total Responses
UNODChasfacilitatedregional cooperation
50%(1)
50%(1)
17%(2)
TheRegional Programmehasincreasedthecapacityof WestAfricanStatestorespondto organisedcrime, trafficking,terrorismanddrug use
50%(1)
50%(1)
17%(2)
UNODChasraised awarenessnationallyandintheregionaboutorganisedcrime, trafficking,terrorismanddrug use
50%(1)
50%(1)
UNODChascreated acommon

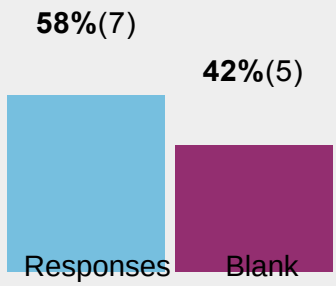

handling challengesinthe sectorsof organisedcrime, trafficking,terrorismanddrug use
50%(1)
50%(1)
17%(2)
UNODChasadequatelybuilt thecapacityof regionalinstitutions
50%(1)
50%(1)
17%(2)
UNODCinvolvescivilsocietywhere relevant
50%(1)
50%(1)
17%(2)

Q22:Inyourviews,whatisthemostsignificant change(meaningwhatlong-termeffect)theRPbroughtaboutorislikely tobringaboutinthefuture intheregion/inyourcountry/inyourinstitutio



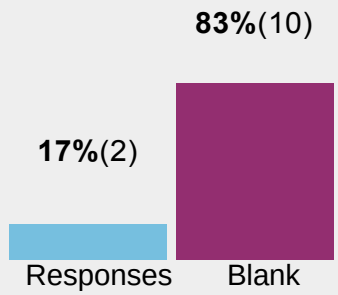
*3totalresponses,25%ofsubmissions

Q22:Which interventionshadthemostimpactonbeneficiarycountries?



*7totalresponses,58%ofsubmissions

Q22:Inyourviews,whatisthemostsignificant change(meaningwhatlong-termeffect)theRPbroughtaboutorislikely tobringaboutinthefuture intheregion?

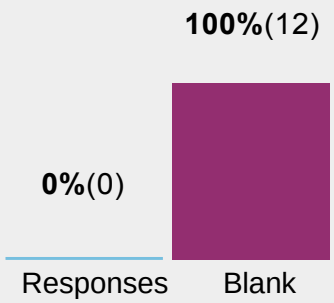


*2totalresponses,17%ofsubmissions

Q24:Werethereanyunintendedconsequencestotheimplementationoftheu NODCProgramme?

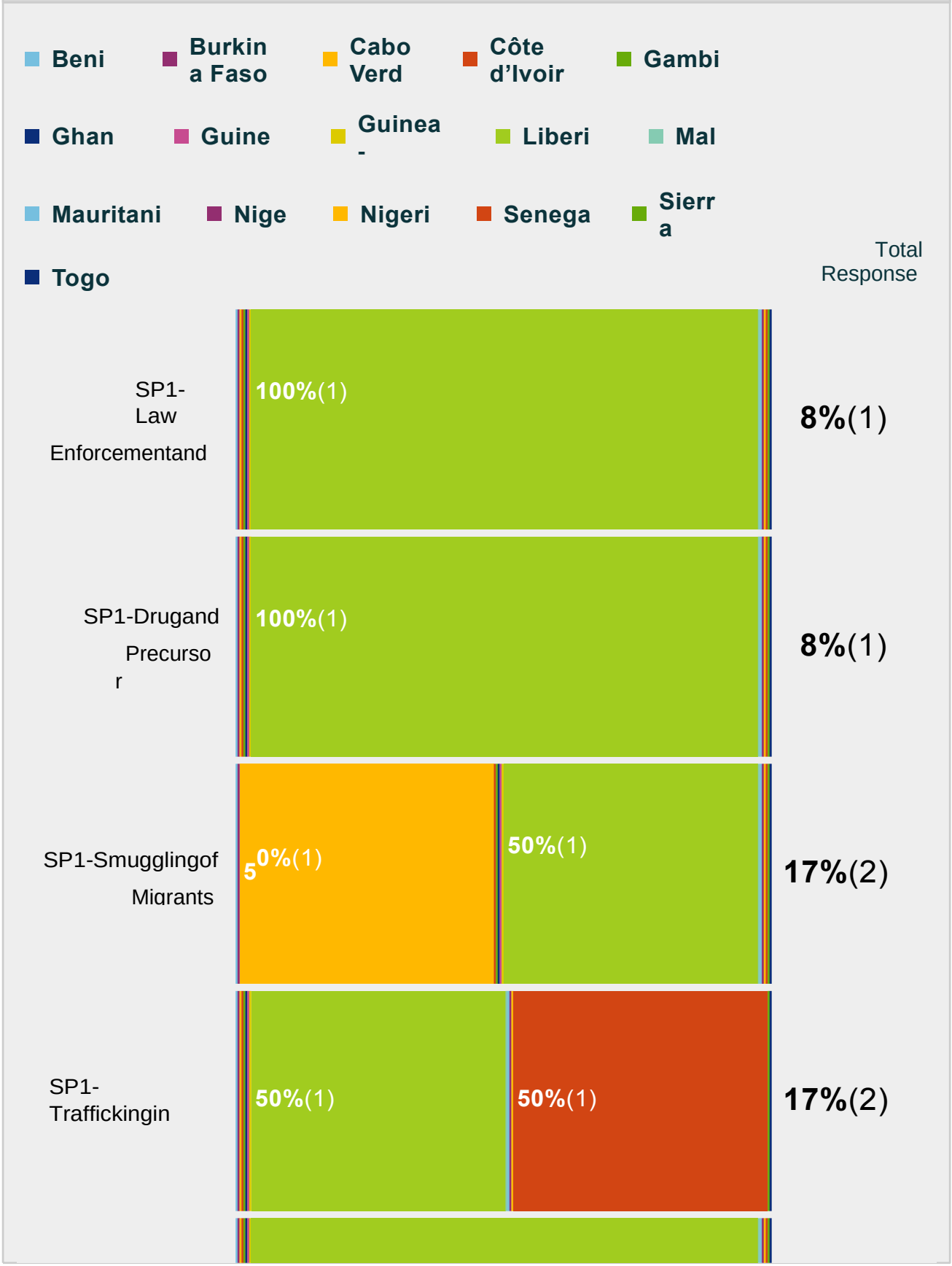
*12totalresponses,100% ofsubmissions

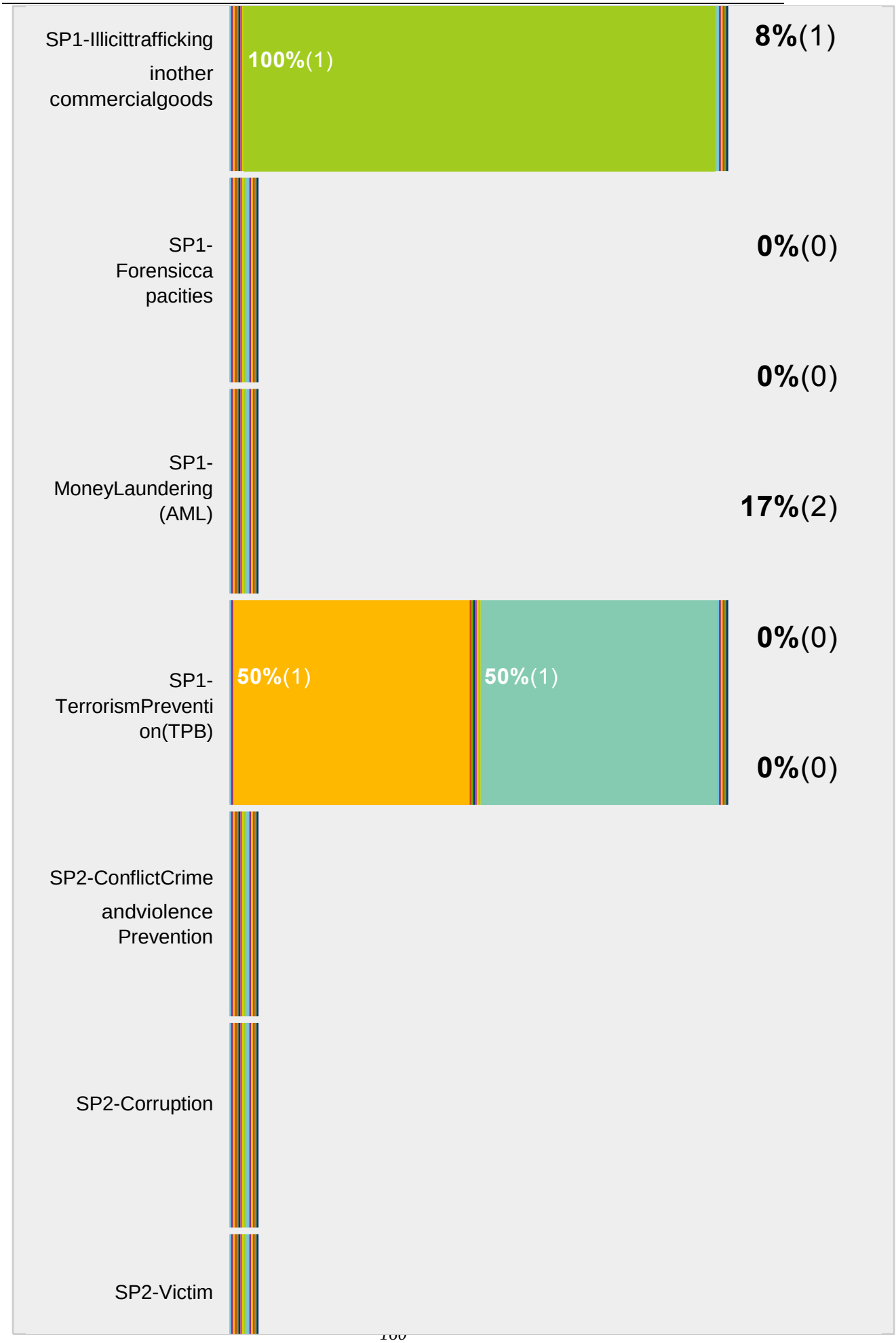
Q24a:Pleasegiveanexam ple:

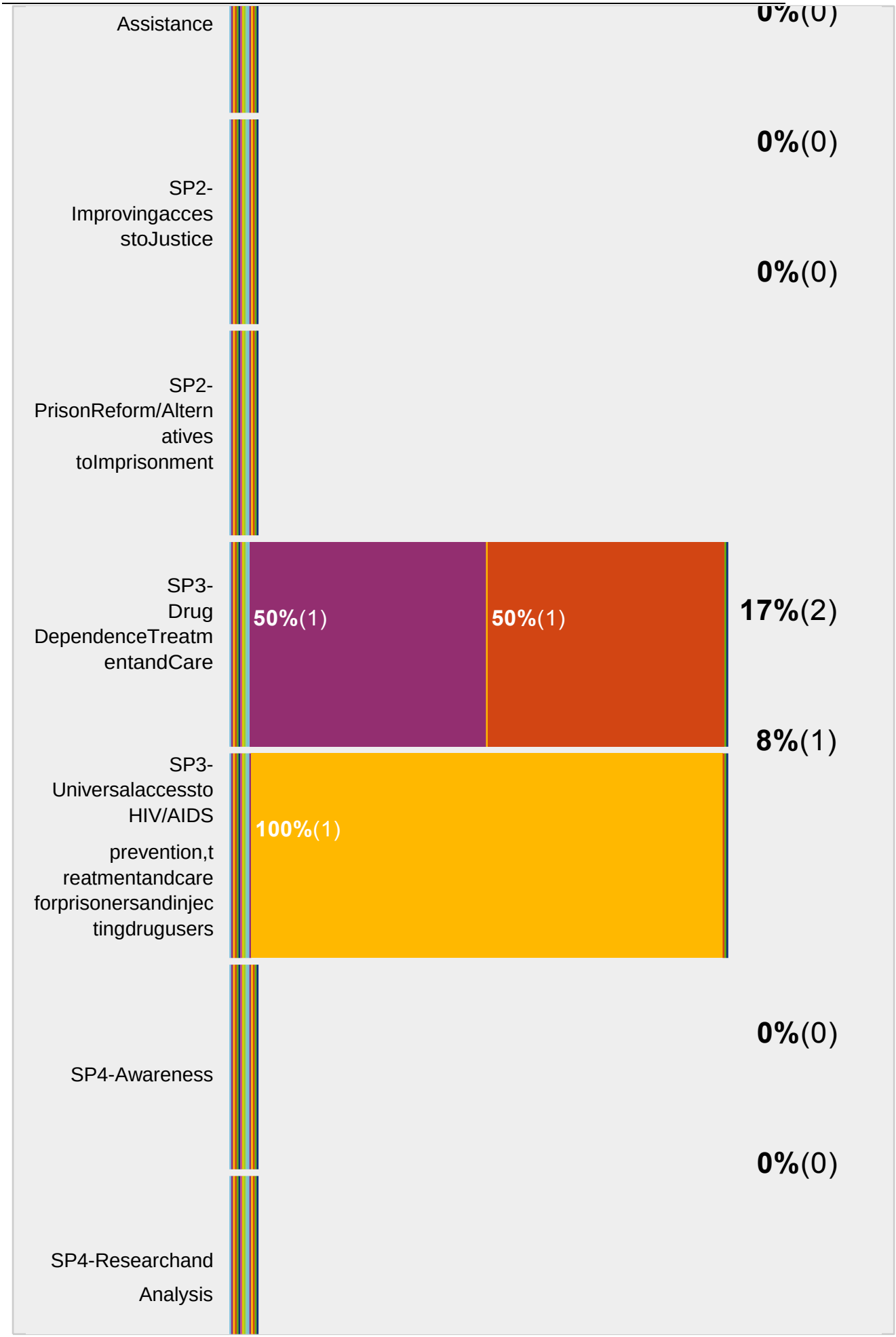


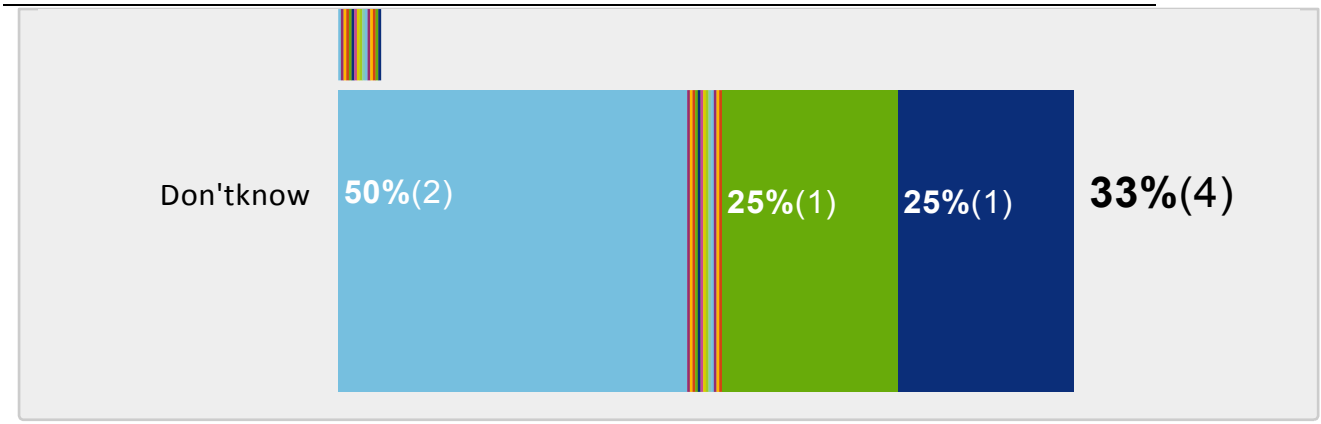
*0totalresponses,0%ofsubmissions

Q25:Didtheregionalprogrammehaveasignificantandpositive impactinthefollowingthematicareas?(Indicateonlywhereimp acthasbeensignificantinrelationtotheissues;leaveblank wherei

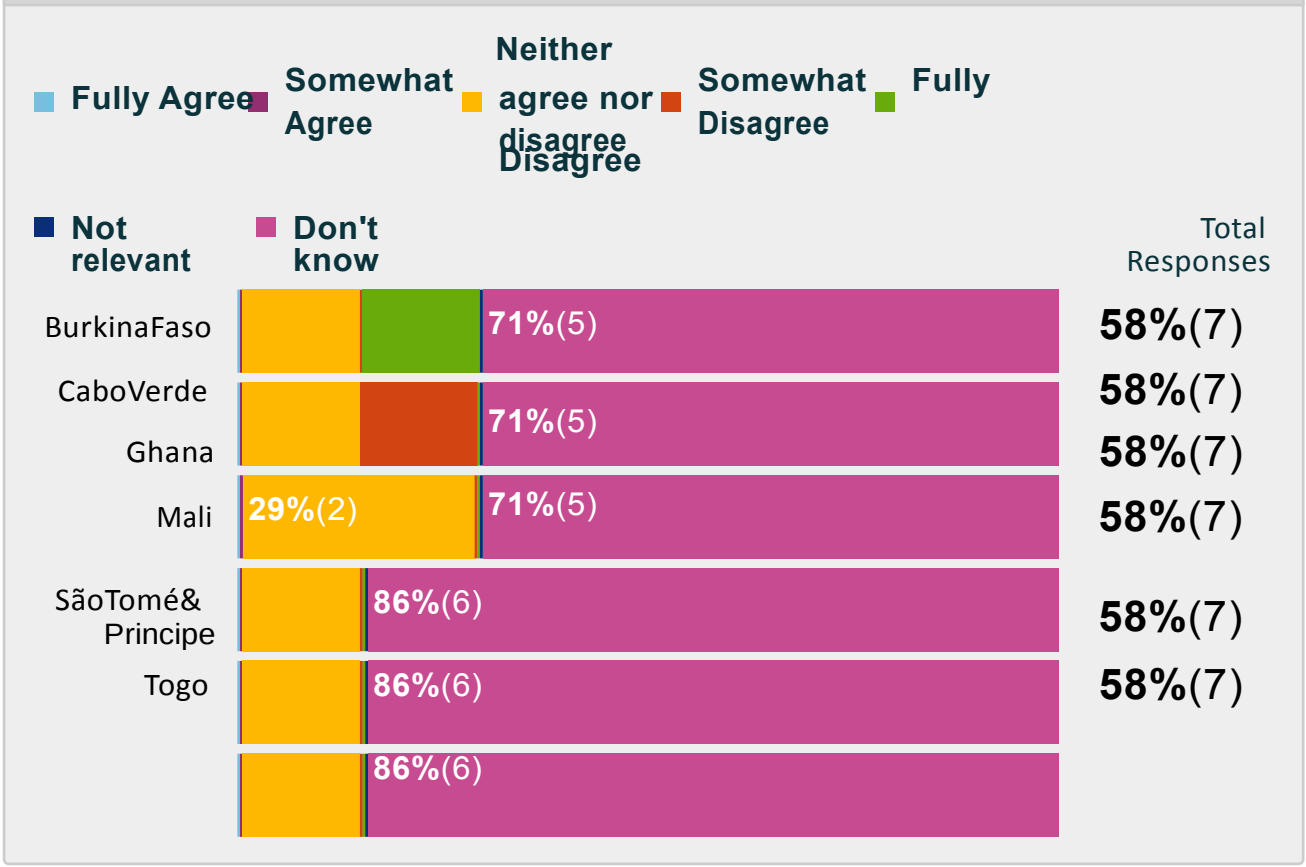



SP1-Illicittrafficking inother commercialgoods
100%(1)
8%(1)
SP1-Forensicca pacities
0%(0)
0%(0)
SP1-MoneyLaundering (AML)
17%(2)
SP1-TerrorismPreventi on(TPB)
50%(1)
50%(1)
0%(0)
0%(0)
SP2-ConflictCrime andviolence Prevention
SP2-Corruption
SP2-Victim

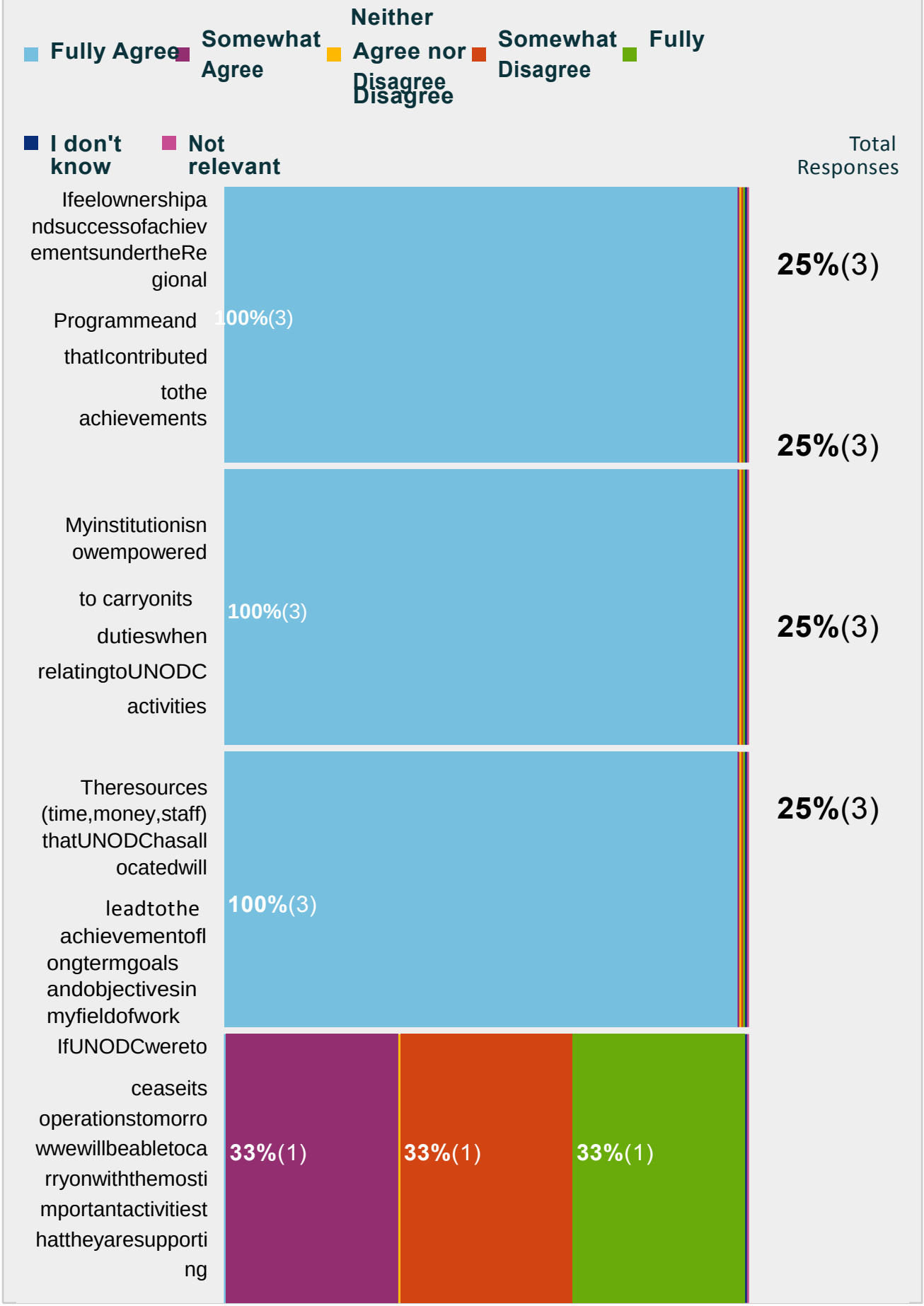

Assistance
0%(0)
SP2-Improvingaccesstoj Justice
0%(0)
0%(0)
SP2-PrisonReform/Alternatives toImprisonment
SP3-Drug DependenceTreatmentandCare
50%(1)
50%(1)
17%(2)
8%(1)
SP3-Universalaccessto HIV/AIDS prevention,treatmentandcare forprisonersandinjectingdrugusers
100%(1)
SP4-Awareness
0%(0)
0%(0)
SP4-Researchand Analysis



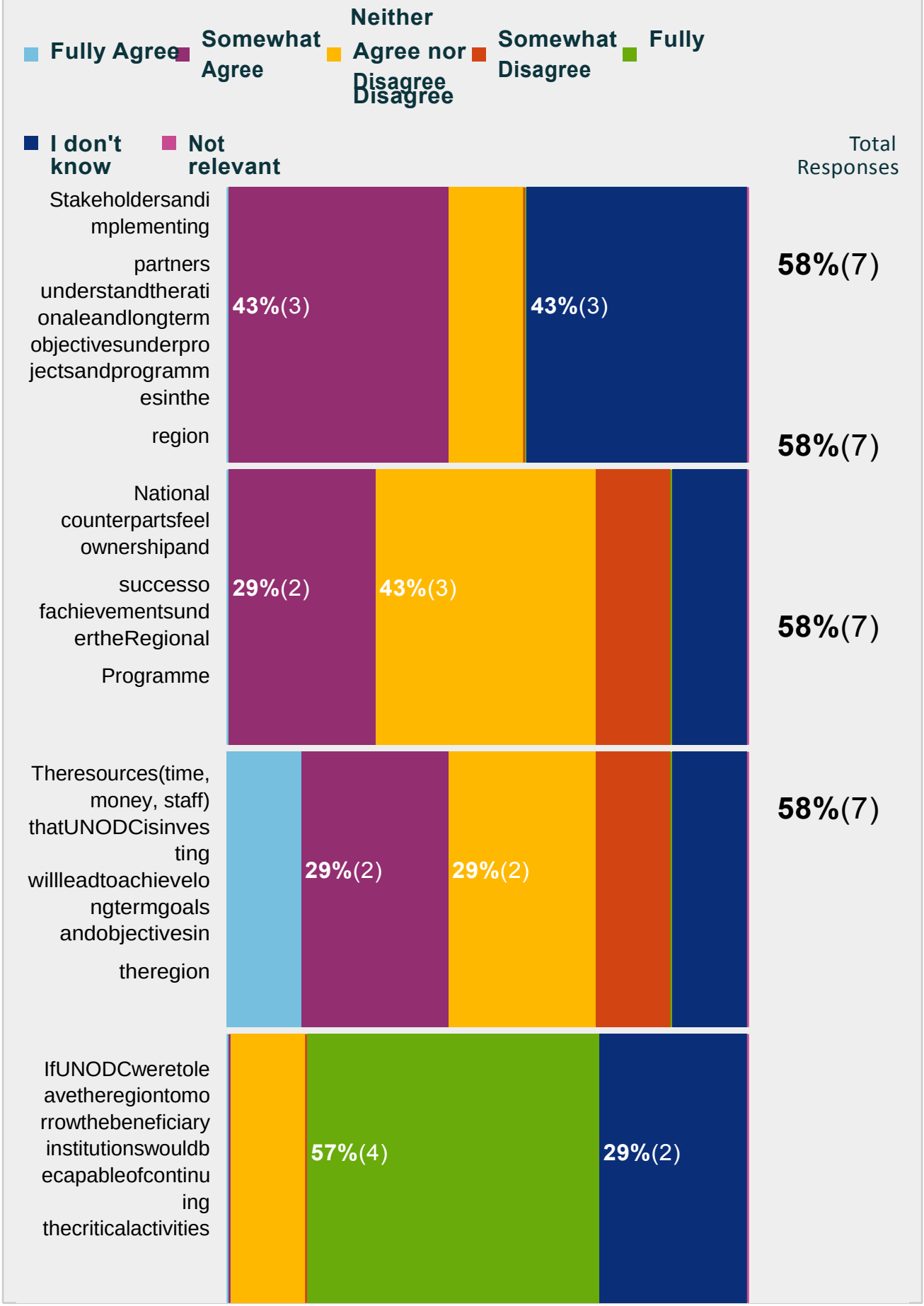
Q26:Theexistenceofaregionalprogrammehassignificantlyenhancedthecapacityofcountriestoimplementtheir NIPS:

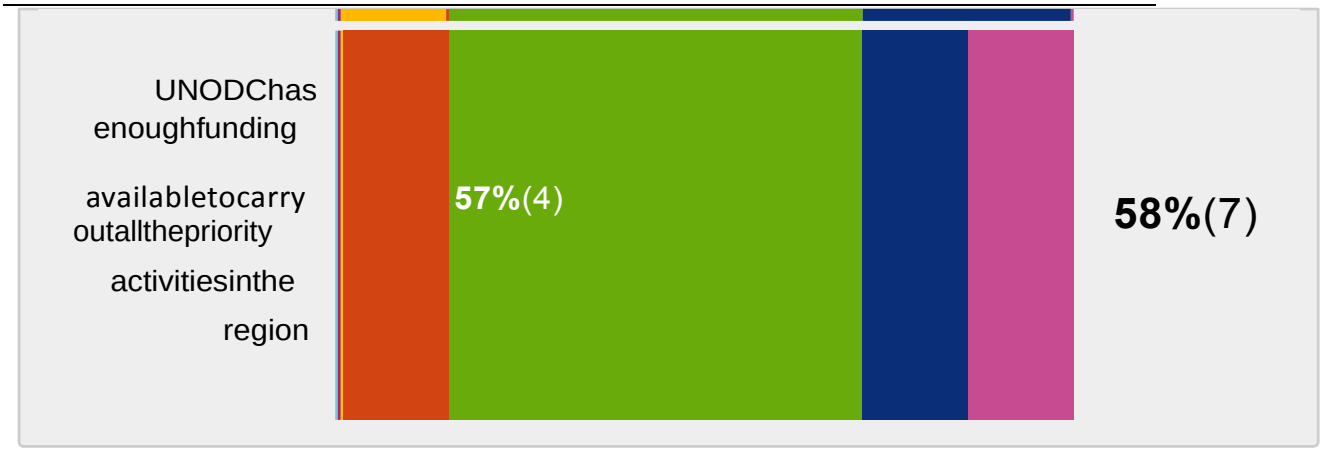


Q27:Sustainability

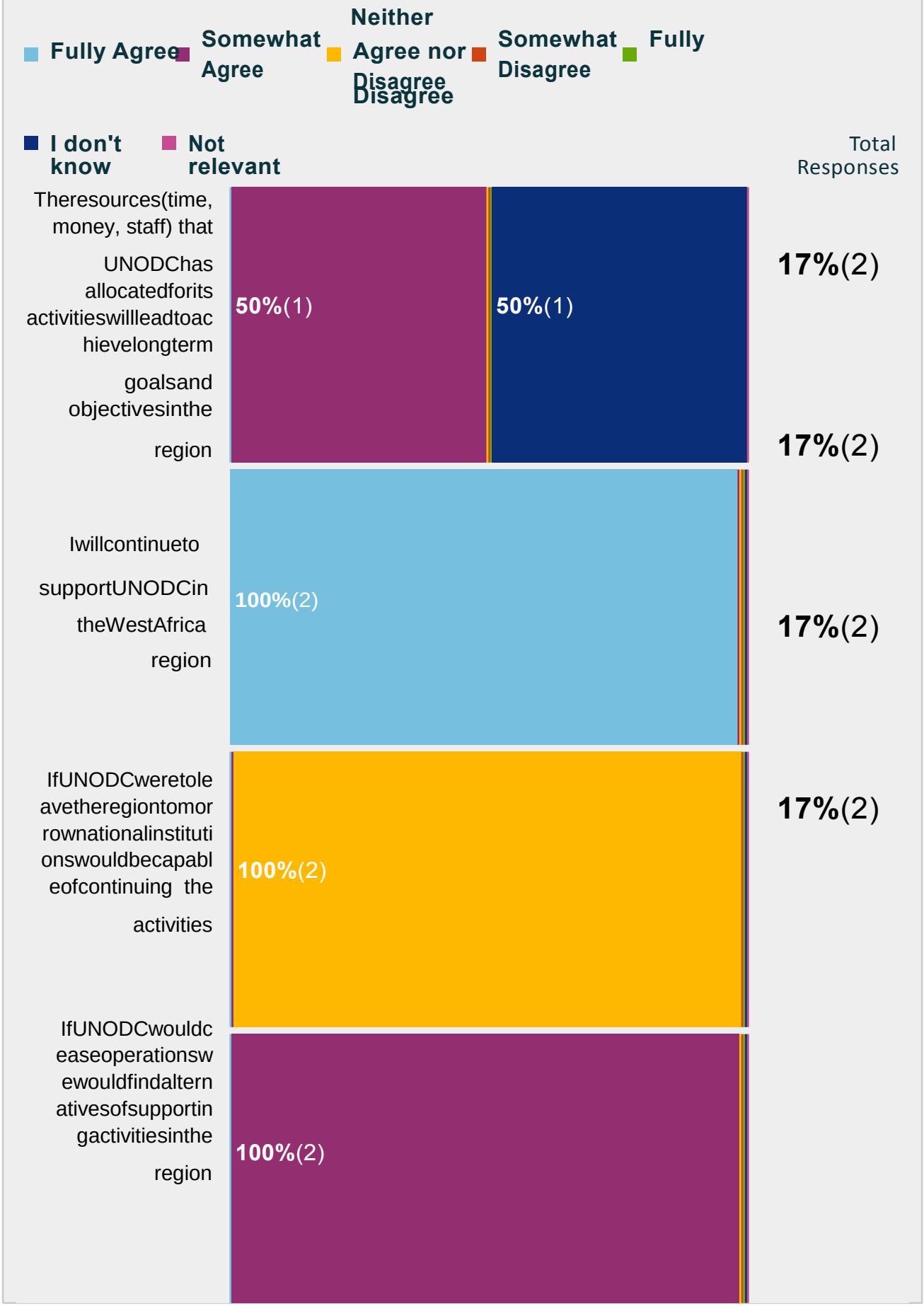


Q27:Sustainability

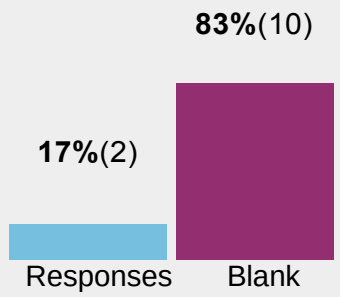



UNODChas enoughfunding
availabletocarry outallthepriority
activitiesinthe
region
57%(4)
58%(7)

Q27:Sustainability

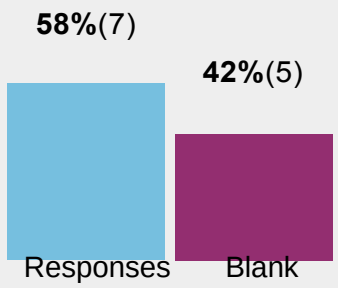


Q.28:Whatcanbechange dtomakeUNODCsinterve ntionsmoresustainable?



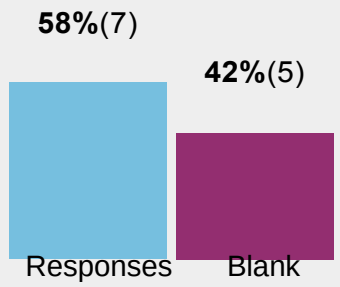
*2totalresponses,17%ofsubmissions

Q.28:Whatcanbechange dtomaketheRegional Programmemoresustain able?



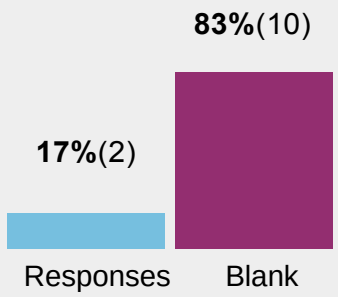
*7totalresponses,58%ofsubmissions

Q29:HowcouldUNODCma keitselfmoreattractivetof unders?

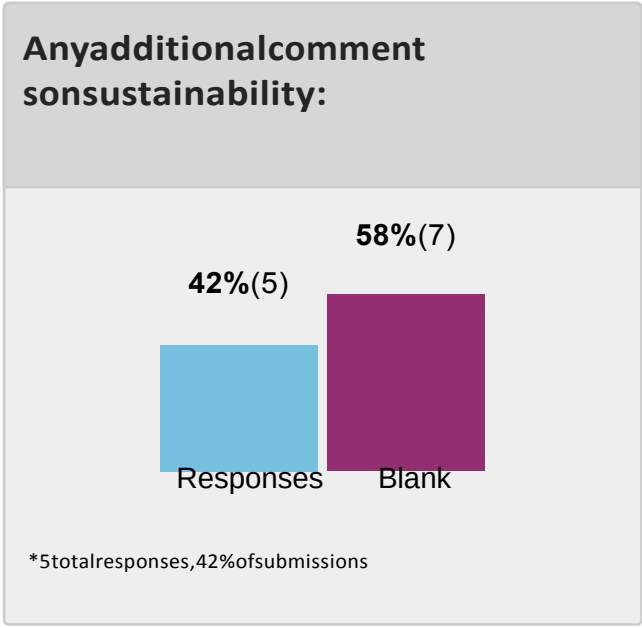


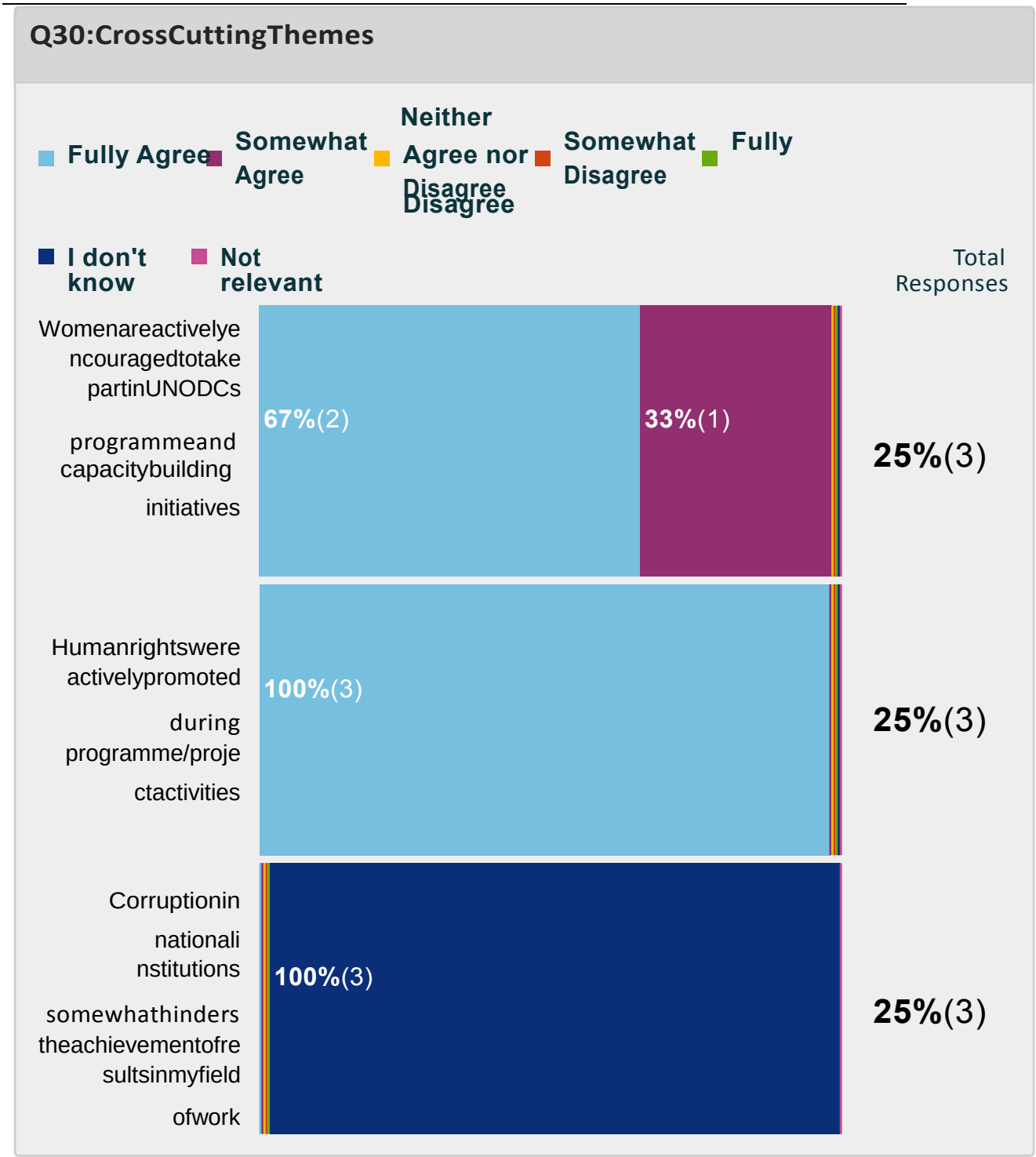
*7totalresponses,58%ofsubmissions

Q29:HowcouldUNODCatt ractmorefunding?

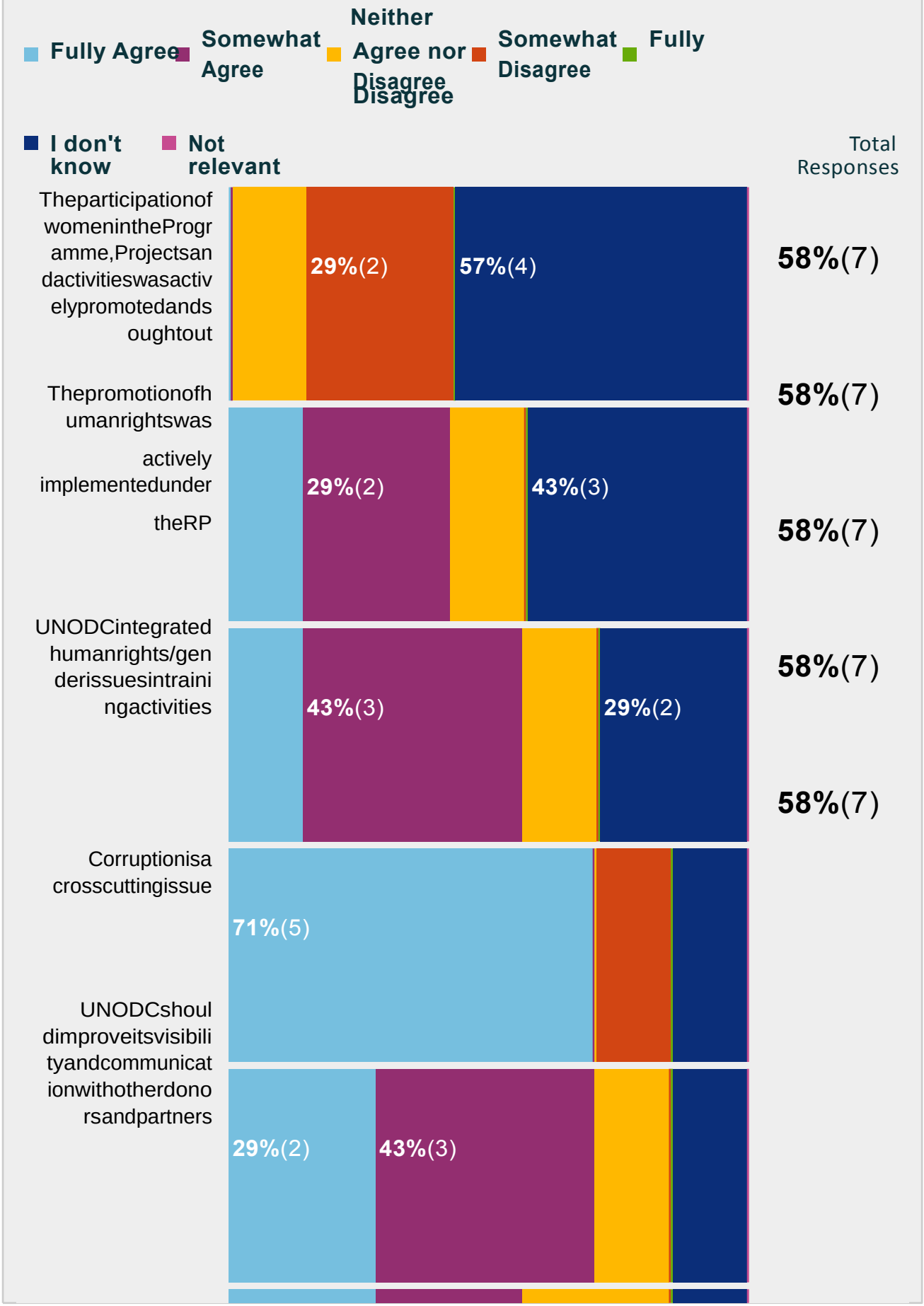


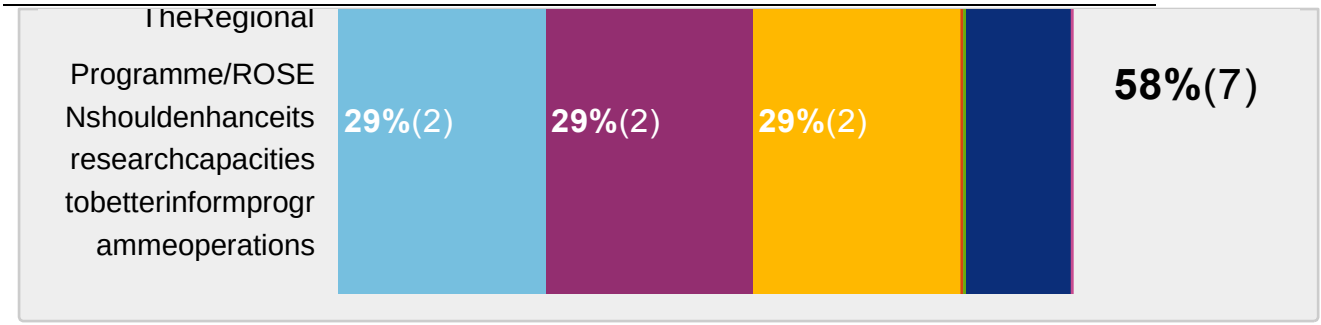
*2totalresponses,17%ofsubmissions

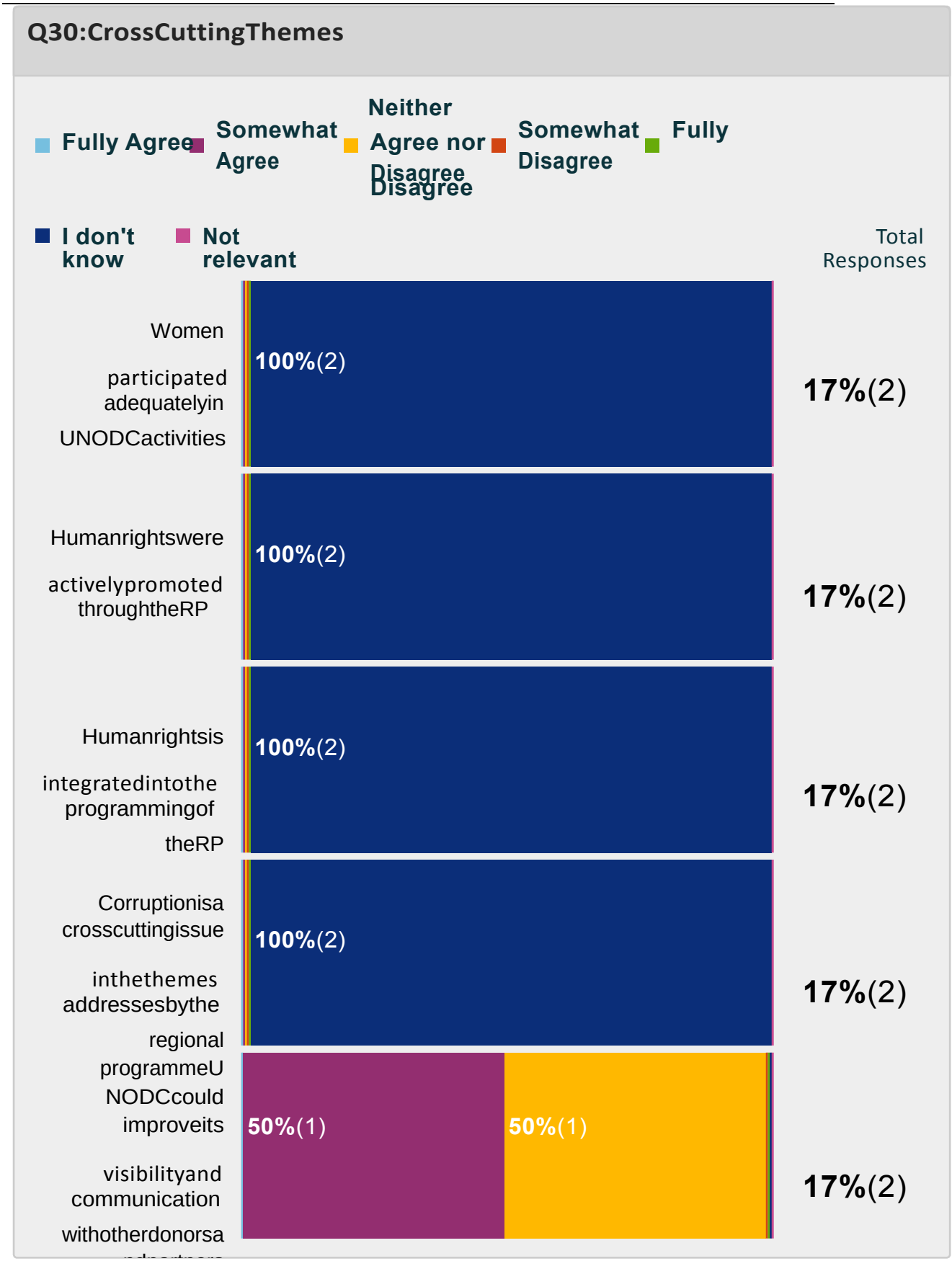

Anyadditionalcomment sonsustainability:
58%(7)
42%(5)
Responses
Blank
*5totalresponses,42%ofsubmissions


Q30:CrossCuttingThemes
Fully Agree
Somewhat Agree
Neither Agree nor Disagree
Somewhat Disagree
Fully Disagree
I don't know
Not relevant
Total Responses
Womenareactivelyencouragedtotakepartin UNODCs programmeand capacitybuilding initiatives
67%(2)
33%(1)
25%(3)
Humanrightswere activelypromoted during programme/projectactivities
100%(3)
25%(3)
Corruptionin nationalinstitutions somewhathinders theachievementofresultsinmyfield ofwork
100%(3)
25%(3)

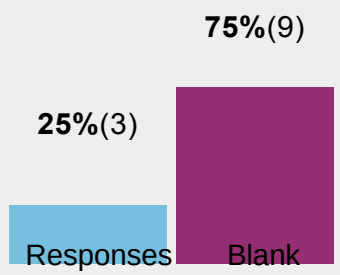
Q30:CrossCuttingThemes




TheRegional Programme/ROSE Nshouldenhanceits researchcapacities tobetterinformprogr ammeoperations
29%(2)
29%(2)
29%(2)
58%(7)

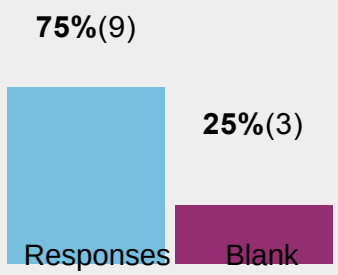

Q30:CrossCuttingThemes
Fully Agree
Somewhat Agree
Neither Agree nor Disagree
Somewhat Disagree
Fully Disagree
I don't know
Not relevant
Total Responses
Women participated adequatelyin UNODCactivities
100%(2)
17%(2)
Humanrightswere activelypromoted throughtheRP
100%(2)
17%(2)
Humanrightsis integratedintothe programmingof theRP
100%(2)
17%(2)
Corruptionisa crosscuttingissue inthethemes addressesbythe regional programmeU NODCcould improveits visibilityand communication withotherdonorsa
100%(2)
17%(2)
50%(1)
50%(1)
17%(2)

Q31:Whatarethemainhumanrightsissuesthatareimpactingtheregional programme?



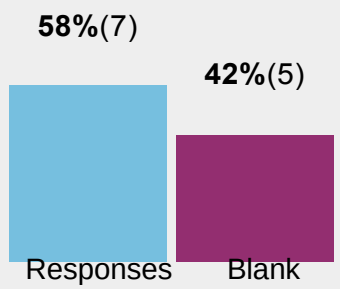
*3totalresponses,25%ofsubmissions

Q.31:Whatarethemainhumanrightsissuesthatareimpactingtheregional programme?



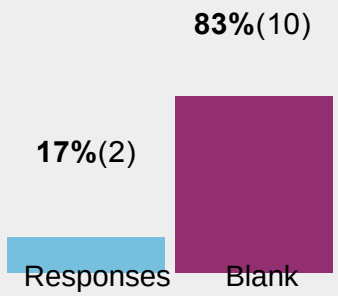
*9totalresponses,75%ofsubmissions

Q32:Apartfromgender,humanrightsandcorruptionarethereanyother themesthat cutacrosstheprogrammesthatUNODC works on?



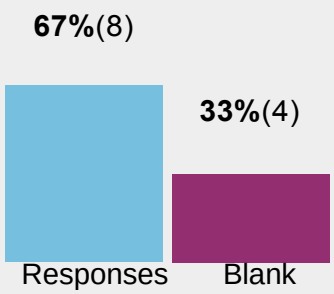
*7totalresponses,58%ofsubmissions

Anyothercomments?



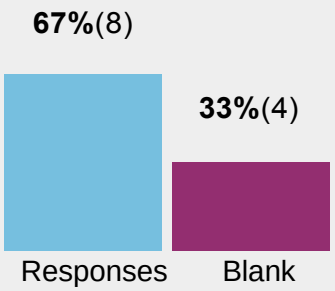
*2totalresponses,17%ofsubmissions

Q35:Whatarethemainlessonslearntinthepastfour years fromtheUNODCProgramme(goodpracticesandbadpractices– whatwouldyouavoid,whatwouldyoudoagain)?



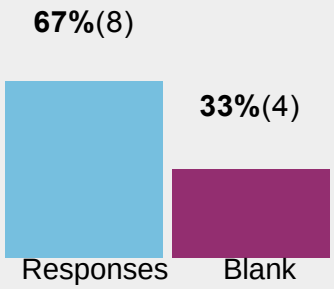
*8totalresponses,67%ofsubmissions

Q36:Whatwouldyouchangeintheformulationprocessofaprogrammeorproject?



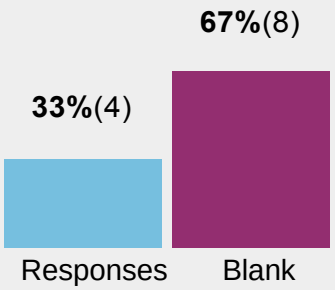
*8totalresponses,67%ofsubmissions

Q37:WhatwouldyousuggestUNODCtoimproveitsmonitoringandevaluation?



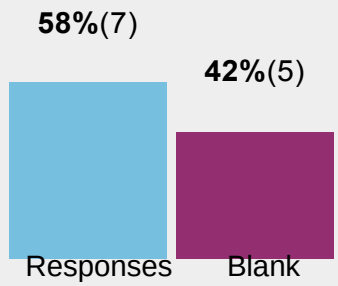
*8totalresponses,67%ofsubmissions

Q38:Anythingelsethatyou wouldliketo sharewithus?



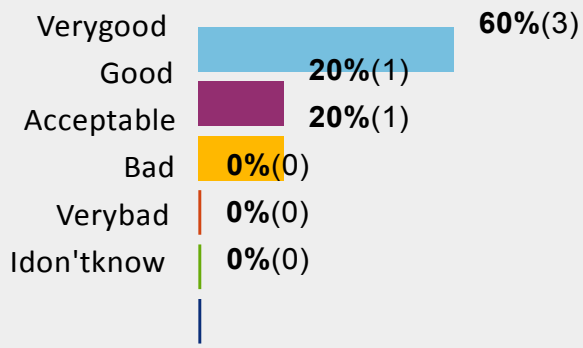
*4totalresponses,33%ofsubmissions

Q39:Inyour view, whatwillthecontribution ofthe Sahel Project be totheRegionalProgramm e?



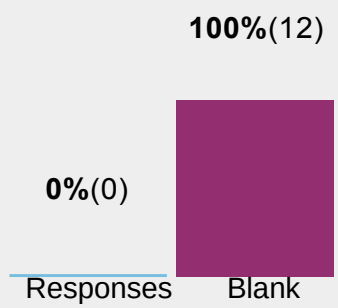
*7totalresponses,58%ofsubmissions

Q39:Howwouldyoura teyourrelationshipwi thUNODC?



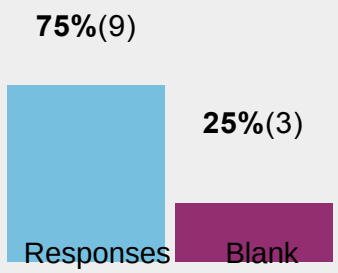
*5totalresponses,42%ofsubmissions

Q40:Inyour view, whatwillthecontribution ofthe Sahel Project be totheRegionalProgramm e?



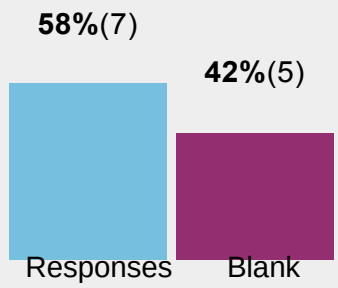
*0totalresponses,0%ofsubmissions

Q33.Inadditiontoworkin gwith Governmentinstitutions, arethere anyotherentitiesthatUN ODCcouldworkwith,inpa rticularwhenitcomestota cklingrootcausesofillicitd rugtrafficking,orga



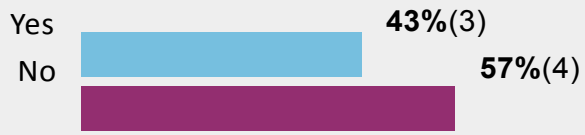
*9totalresponses,75%ofsubmissions

Q23:Inyourviews,whatisthemostsignificant change(meaningwhatlong-termeffect)theRPbroughtaboutorislikely tobringaboutinthefuturein theregion?



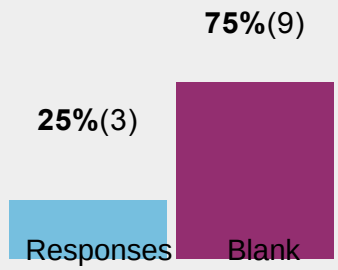
*7totalresponses,58%ofsubmissions

Q14CouldUNODChaveallocatedresourcesbetter in yourarea ofwork?



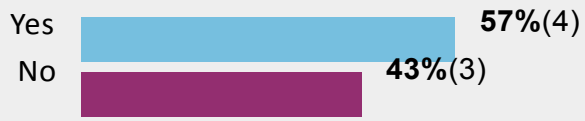
*7totalresponses,58%ofsubmissions

Q14aPleaseindicatehow:



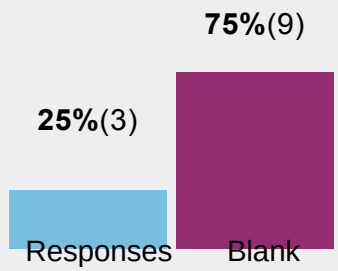
*3totalresponses,25%ofsubmissions

Q15:Inyourviews,isthecollaborationbetween ROSENandCONIG efficient?



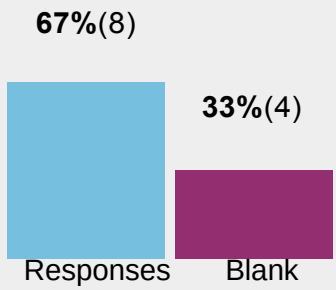
*7totalresponses,58%ofsubmissions

Q15a:Pleaseindicatewhatarethechallengesandprovidesuggestionstoovercomethem:



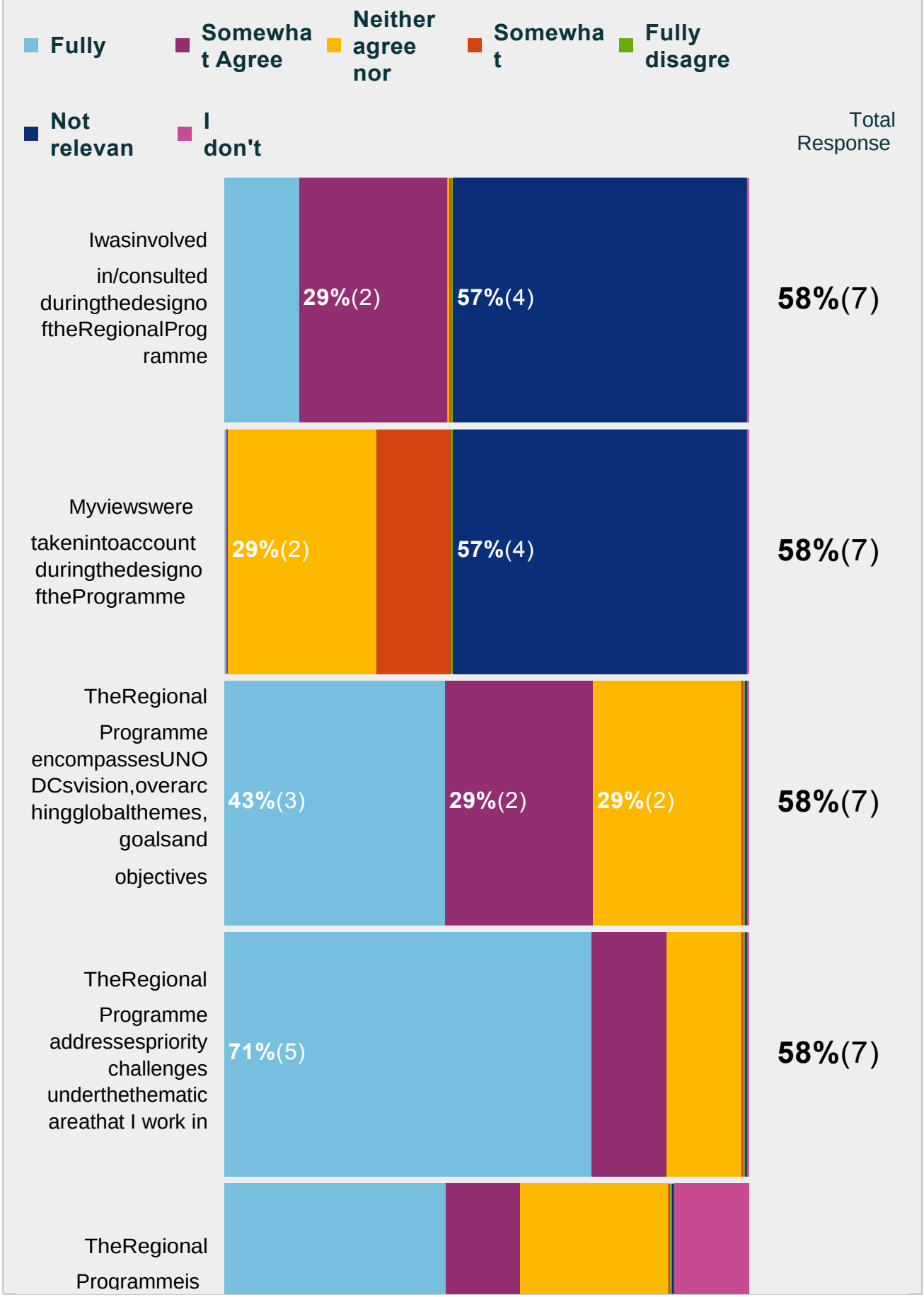
*3totalresponses,25%ofsubmissions

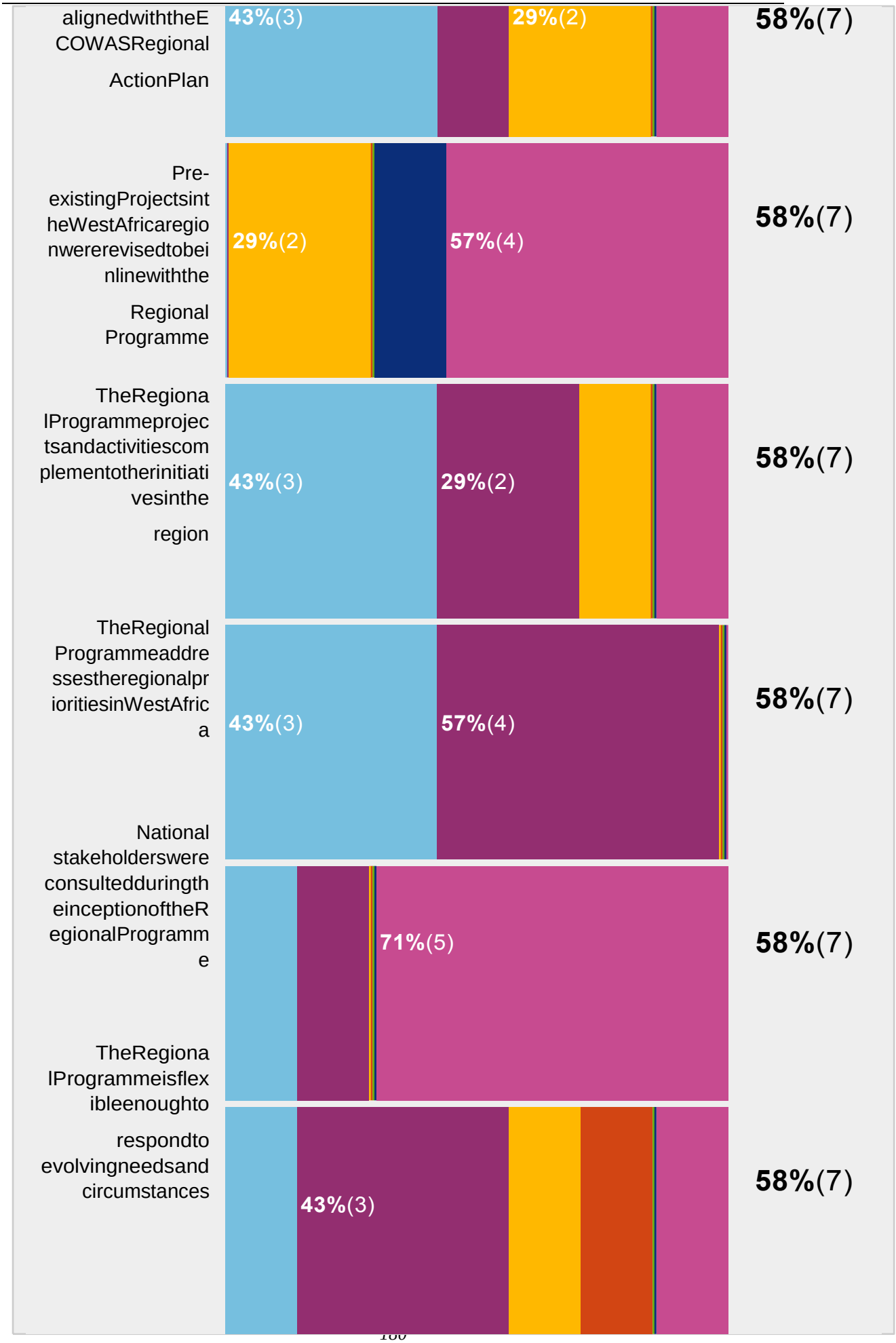
Q9:Ifyoucouldchangeanythingaboutthedesignofth eRegionalProgrammewhatwoulditbe?

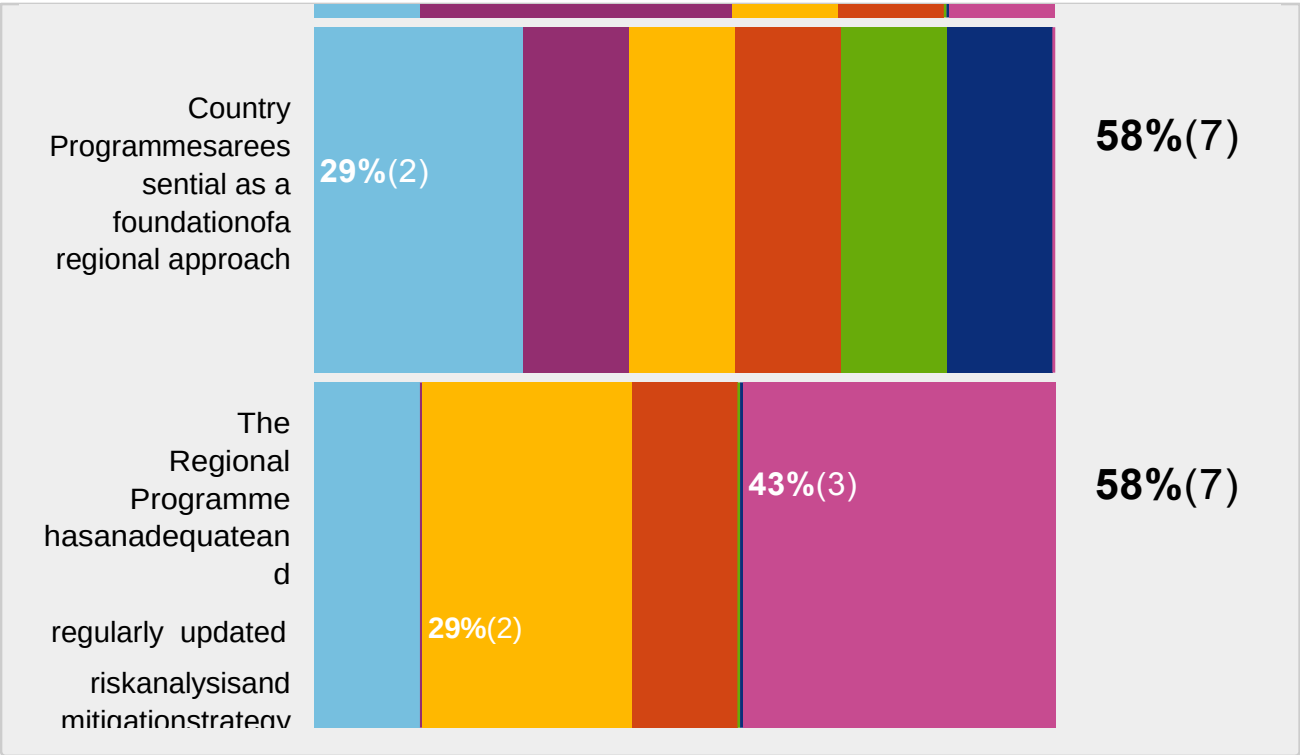


*8totalresponses,67%ofsubmissions

Q5:RelevanceandProgrammeDesign




alignedwiththeECOWASRegional ActionPlan
43%(3)
29%(2)
58%(7)
Pre-existingProjectsintheWestAfricaregionwererevisedtobeinlinewiththe Regional Programme
29%(2)
57%(4)
58%(7)
TheRegionalProgrammeprojectsandactivitiescomplementotherinitiativesinthe region
43%(3)
29%(2)
58%(7)
TheRegional Programmeaddressestheregionalpriorities inWestAfrica
43%(3)
57%(4)
58%(7)
National stakeholderswere consultedduringtheinceptionoftheRegionalProgramme
71%(5)
58%(7)
TheRegionalProgrammeisflexibleenoughto respondto evolvingneedsand circumstances
43%(3)
58%(7)


Country Programmesarees sential as a foundationofa regional approach
29%(2)
58%(7)
The Regional Programme hasanadequatean d
regularly updated
riskanalysisand mitigationstrategy
29%(2)
43%(3)
58%(7)

ANNEX VI LIST OF PROJECTS PER SUB-PROGRAMME

Sub Programme 1: Illicit Trafficking, Organised Crime and Terrorism:

Law Enforcement and capacity building

- RAF/D21 - Law Enforcement Advisory Services and Capacity-Building in Africa, completed in December 2013
- SLE/U74 - Building Institutional Capacity to respond to the threat posed by illicit drug trafficking and organized crime in Sierra Leone
- XAW/U53 - Law Enforcement Capacity-building in the Fight against Illicit Drug Trafficking in Selected Countries in West Africa, completed in January 2012
- GNB/U70 - Training Center for the Security Forces of Guinea Bissau - Partnership UNODC-Brazil for the Promotion of South-South Cooperation, owner: LPOBRA
- GLO/T29 - Intelligence and Law Enforcement Systems
- XAW/U72 - Establishment of real-time operational communication between international airports in Africa, Latin America and the Caribbean (AIRCOP)
- GLO/T32 - Global Programme for Strengthening the Capacities of Member States to Prevent and Combat Organized and Serious Crimes
- MLI/U58 - Assistance for the implementation of the Integrated National Programme for the control of illicit trafficking and crime in Mali (phase 1),

Drug and Precursor Trafficking

- CPV/S28 - Anti-organised crime and counter narcotics enforcement in Cape Verde
- GNB/U44 - Guinea-Bissau Anti-Trafficking (GIB AT) - Establishment of a Specialised Unit within the Judicial Police to Investigate and Combat Drug Trafficking and Organized Crime, completed in December 2013
- TGO/V01 - Assistance to the implementation of the National Integrated Programme of Togo against Illicit Drug Trafficking and Organized Crime
- GLO/G80 - Container Control Programme
- XAM/U50 - Assistance to the ECOWAS and to Member States in West Africa for the Development and Implementation of Drug Control and Crime Prevention Strategies
- GNB/V13 - Assistance to the Implementation of the West Africa Coast Initiative (WACI) in Guinea-Bissau
- LBR/U97 - Assistance to the implementation of the West Africa Coast Initiative (WACI) in Liberia
- XWS/V33 - Support to Transnational Crime Units under the West Africa Initiative

Smuggling of Migrants

- GLO/T55 - Promoting the implementation of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, and the Protocol against Smuggling of Migrants by Land, Sea and Air, both supplementing the United Nations Convention
- GLO/T92 - Global programme against Smuggling of Migrants
- XAW/T24 - Law Enforcement Capacity Building to Prevent and Combat Smuggling of Migrants in the ECOWAS region and Mauritania
- XAW/T25 - Legislative development to prevent and combat smuggling of migrants in West Africa

Trafficking in Persons

- GLO/T55 - Promoting the implementation of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, and the Protocol against Smuggling of Migrants by Land, Sea and Air, both supplementing the United Nations Convention
- NGA/S84 - Capacity Building for NAPTIPs Implementation of the Action Plan against Human Trafficking, completed in July 2012
- NGA/T18 - Preventing and Combating Trafficking of Minors and Young Women from Nigeria to Italy, completed in March 2010
- NGA/X28 - Enhancing multi-stakeholder cooperation to fight human trafficking in countries of origin and destination, completed in July 2012
- CIV/Z01 - Strengthening the fight against TIP for sexual exploitation and forced labour in Cote d'Ivoire through a multi-stakeholders approach
- GLO/T59 - Global Programme against Trafficking (GPAT)
- SEN/Z20 - Renforcer la lutte contre la traite des personnes au Sénégal à travers une approche basée sur le changement de comportement positif et le leadership

Illicit trafficking in other commercial goods

- GLO/X34 - Countering transnational illicit arms trafficking through the implementation of the United Nations Convention Against Transnational Organized Crime and its Firearms Protocol

Forensic Capacities

- XAW/K36 - Enhancement of Forensic Science Services in West Africa

Money laundering and financing of terrorism

- GLO/U40 - Global Programme Against Money-Laundering, Proceeds of Crime and the Financing of Terrorism (GPML)

Terrorism prevention

- GLO/R35 - Strengthening the legal regime against terrorism
- NGR/Z03 - Support to Niger in the Fight against Organized Crime and Terrorism

Sub Programme 2: Justice and Integrity

International Cooperation

- GHA/U80 - Assistance for the implementation of the National Integrated Programme to Fight Transnational Organised Crime and to Strengthen the Criminal Justice System in Ghana, completed in December 2012

Conflict Crime and violence prevention

- MRT/T66 - Strengthening conflict prevention capacities and the rule of law in Mauritania
- 2013-ROA-9826-1574-6875 - Promoting Rule of Law and Governance in the Criminal Justice System in Liberia

Corruption

- GLO/T01 - Implementing UNCAC in Emerging Democracies (Liberia, Mauritania, Togo)
- NGA/S08 - Support to the Economic and Financial Crimes Commission and the Nigerian Judiciary
- NGA/T10 - Promoting Ethics and Transparency in Business Transactions in Nigeria

- NGA/T97 - Partnership with Bayelsa State: Bayelsa Expenditure and Income Transparency Initiative (BEITI) and Judicial Integrity Action Programme (JIA)
- XAM/Z17 - Strengthening criminal justice systems in the Sahel in order to effectively combat drug trafficking, illicit trafficking, organised crime, terrorism and corruption in the region
- GLO/S48 - Anti-Corruption Mentor Programme
- GLO/T58 - Towards an Effective Global Regime against Corruption
- GLO/X69 - Joint Action towards a Global Regime against Corruption

Victim assistance

- XAW/X22 - Building support structures and enhancing cooperation to assist victims of human trafficking in West Africa

Improving access to justice

- GNB/U47 - Strengthening Administration of Justice and Rule of Law in Guinea-Bissau
- XAF/T40 - Access to legal aid in Africa
- LBR/Z21 - Advising Public Defenders in Liberia to Ensure High-Quality and Cost-Effective Criminal Defence Services to the Poor

Prison reform/alternatives to imprisonment

- GNB/T34 - Rehabilitation of Selected Prisons and Training of Penitentiary Staff
- NGA/T52 - Improving the Nigeria Prison Service adherence to international standards in the treatment of prisoners through human resource development

Sub Programme 3: Drug Prevention and Health

Drug abuse prevention

- RAF/G66 - Implementation of demand reduction components of national action plans in West Africa, completed in April 2012

Drug dependence treatment and care

- GLO/J71 - Treating drug dependence and its health consequences / OFID-UNODC Joint Programme to prevent HIV/AIDS through Treatment Phase II
- GLO/K32 - UNODC-WHO Programme on Drug Dependence Treatment and Care

Universal access to HIV/AIDS prevention, treatment and care for prisoners and injecting drug users

- GLO/G32 - HIV/AIDS prevention, treatment, care and support for people who use drugs and people in prison settings

Sub Programme 4: Awareness and Research

Research and analysis

- XAW/V29 - Research in West Africa