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Final Independent Project Evaluation of
**“Evidence-based policies for improved
community safety in Latin American and
African cities”**

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ABBREVIATIONS AND ACRONYMS

<i>Abbreviation</i>	<i>Full name</i>	<i>Abbreviation</i>	<i>Full name</i>
CLPs	Core Learning Partners	ToC	Theory of Change
COCOL	Country Office in Colombia of the United Nations Office on Drugs and Crime	TOR	Terms of Reference
CoE	Centre of Excellence in Statistical Information on Government, Crime, Victimization and Justice	UMOJA	Administrative Platform of United Nations – it is not an acronym. It means “unity” in Swahili
DAC	Development Assistance Committee	UN	United Nations
HQ	Head Quarters	UNDA	United Nations Development Account
LGBTI +	Lesbian, Gay, Bisexual, Transgender, Intersex	UNDAF	United Nations Development Assistance Framework
LPOMEX	Liaison and Partnership Office of the United Nations Office of Drugs and Crime in Mexico	UN DESA	United Nations Department of Economic and Social Affairs
MILE	Municipal Institute of Learning in eThekweni, South Africa	UNEG	United Nations Evaluation Group
N/A	Nota Applicable	UNDG	United Nations Development Group
NGOs	Non-Governmental Organizations	UN-Habitat	United Nations Human Settlements Programme
OECD	Organization for Economic Cooperation and Development	UNODC	United Nations Office of Drugs and Crime
Pro Doc	Project Document	USD	United States Dollars
SDGs	Sustainable Development Goals		

MANAGEMENT RESPONSE

<i>Recommendation</i>	<i>Management Response</i> <i>(accepted/partially accepted/rejected)</i>
<p>If this program is to be replicated elsewhere, or for similar follow up projects, the following is recommended, set in order of importance:</p> <p>1: SUSTAINABILITY AND IMPACT (directed to UNODC and UN-Habitat Headquarters and relevant field offices):</p> <p>Support counterparts to help make the achievements of the project sustainable to the maximum extent possible – besides the capacity building of key actors and the monitoring frameworks/tools developed – i.e., include a set of ideas, practices, models, ventures, etc., as part of the implementation method, that can help implementation teams and local governments transit towards the institutionalization of the governance guidelines implicit in the project’s objectives, from the beginning of the intervention onwards.</p> <p>2: INTER AGENCY COLLABORATION (directed to UNODC and UN-Habitat Headquarters and relevant field offices):</p> <p>Ensure closer collaboration between the two agencies to benefit from the expertise and input from both entities to the maximum extent possible and focus more on field implementation in each of the cities or municipalities intervened. Commonly agree on the methodology to be used, overcome the administrative and operational difficulties that have already been identified and find not only a common ground but also how each agency can complement the other one.</p> <p>3: CIVIL SOCIETY PARTICIPATION (directed to UNODC and UN-Habitat Headquarters and relevant field offices):</p> <p>Expand community and civil society participation to other relevant stages and activities of the project, beyond the Audit consultation, in order to make them co-responsible of the</p>	<p>Accepted</p> <p>Accepted</p> <p>Accepted</p>

whole process and to help them appropriate all outputs and outcomes.

4: TECHNICAL ASSISTANCE AND CAPACITY BUILDING (directed to UNODC and UN-Habitat Headquarters and relevant field offices): Accepted

Undertake capacity building and training courses at the local level of government and integrate into these interventions a sustainable method for continuous capacitation. The issue here is to develop an array of ideas on how to attend this demand in a sustainable manner. Developing a tool for enabling a constant exchange of ideas, experiences, good practices and achievements in between cities is also recommended.

5: EFFICIENCY (directed to UNODC and UN-Habitat Headquarters and relevant field offices): Accepted

Plan beforehand the whole project with more detail to improve the efficiency of intervention – i.e., in terms of the time and specific resources needed by each activity and outcome, aligning these activities to municipal administrative times, involving civil participation in all stages, etc.

6. AUDIT GUIDE (directed to UNODC and UN-Habitat Headquarters and relevant field offices): Accepted

Improve the Audit Guide and make it an instrument (a method) to guide the whole process of implementation. The improvement of this tool would not only entail a more detailed, step by step guideline of how to collect data using a participatory approach in the community, with a more precise and scientific methodological method, but also a step by step guideline for policy revisions and recommendations and for the instalment of monitoring and accountability frameworks, including a sustainability strategy for the whole process; all this with enough flexibility for it to be adaptable to each particular reality.

7. LOG FRAME AND MONITORING (directed to UNODC and UN-Habitat Headquarters and relevant field offices): Accepted

Formulate a Theory of Change that can help develop a more detailed set of indicators for the Results Matrix in the Project Document. It would also be recommended to include a long-term strategy to monitor impact and a strategy to try to ensure sustainability, as an output or outcome of the implementation.

8. INCLUSION AND GENDER EQUALITY (directed to UNODC and UN-Habitat Headquarters and relevant field offices):

Accepted

Include a more detailed account within the method of intervention on which normally excluded or forgotten groups need to be seen and consulted, as well as incorporate aspects of gender equality and inclusion into the Audit process and Audit document, into the revision of Public Policies and into the monitoring frameworks built.

EXECUTIVE SUMMARY

Background

“Evidence based policies for improved community safety in Latin American and African cities” (UNDA-1617R) is a joint technical assistance project funded by the United Nations Development Account (UNDA) and implemented by the United Nations Office of Drugs and Crime (UNODC) (Justice Section, Division for Operations, UNODC HQ Vienna; UNODC Country Office in Colombia – COCOL; and, UNODC Liaison and Partnership Office in Mexico – LPOMEX, through the Center of Excellence for Statistical Information on Government, Crime, Victimization and Justice - CoE) and the United Nations Human Settlements Programme (UN-Habitat) (South Africa). Its main objective has been to enhance the capacities of local authorities in three selected cities – Querétaro in México, Santiago de Cali in Colombia and eThekweni (Durban) in South Africa – to collect and analyse data, to revise existing policies on crime prevention and safety and to develop monitoring frameworks, all in consultation with civil society. The Project was initiated in August 2016 and it was to end by June 2019, with \$801,000 USD granted for its implementation. Nevertheless, due to its good results, additional funding of \$200,000 USD was granted by the donor (UNDA – UN DESA), to extend its activities until December 2019.

Purpose, scope and methodology of the evaluation

The purpose of this final Independent Project Evaluation was to determine the extent to which the project’s objectives were met and how its resources were used. This evaluation also intended to identify lessons learned and good practices, and to make recommendations based on findings to be of use for future similar projects. The evaluation covered the period of June 2016 to the end of the field mission in December 2019, with a focus on activities from October 2016 when the funds were received.

The methodological approach used was a contribution analysis to centre on the fulfilment of outputs, outcomes and the general objective of the project – considering also the influence of internal and external factors, assumptions and risks. A mixed-methods approach of collecting and analysing quantitative and qualitative data was used. All information analysed was evidence-based and triangulated, using a gender-responsive and human-rights-based approach. Sources, primary or secondary, were as diverse as possible, including interviews (in English and Spanish) with 37 stakeholders, (18 male and 19 female), a survey to beneficiaries of training courses and workshops and a desk review. Querétaro was the only city visited during the field mission, with Skype/phone interviews for Vienna HQ, Santiago de Cali and eThekweni. This evaluation was conducted by one independent external evaluator with experience in the design, implementation and evaluation of public policies on crime prevention. The evaluation process was quality assured by the Independent Evaluation Section (IES), UNODC.

Main findings

The project was perfectly aligned to the mandates and goals of both UNODC and UN Habitat, and contributed to the UNDAF strategic frameworks of Mexico, Colombia and South Africa; it was also relevant to the New Urban Agenda of 2016. It contributed to the fulfilment of various Sustainable Development Goals: primarily to SDGs 16 and 11, but also to SDGs 3, 5 and 17.

Design

The design of the project was sufficiently adequate to enable success in implementation, even if some risks and assumptions or conditions for success had not been properly identified during the planning phase. Despite this, most of faced risks could be successfully mitigated and the project could be well adapted to local realities.

Relevance

The project was considered highly relevant and needed in each of the three cities where it was implemented. It effectively tackled the need of municipal governments to collect and analyse data of qualitative nature to guide policies and improve efficiency.

Efficiency

Despite some delays in the implementation of certain activities, most activities and outcomes were completed before the end of the project: three international workshops were successfully held; a Safety Audit Guide¹ was created; three Safety Audits conducted and published (one in each beneficiary city); policies were revised according to Audit findings and policy recommendations were made for each municipality intervened; three Monitoring Frameworks were developed, one for each city, to follow up recommendations and install accountability strategies. At the time of the evaluation, there was only a delay in eThekweni for the establishment of the monitoring and accountability frameworks in the form of the Safety Lab proposed.

Effectiveness

Besides this, the project was very effective. In each of the three cities, local government officials reported increased capacities to a) collect and analyse data using a participatory approach; b) design or revise public policies based on evidence and c) monitor progress towards safety. The Safety Audit Guide and the technical assistance provided were positively assessed by the project's stakeholders, with some minor observations for further improvement. For example, for the Audit guide that it should be more didactic, more grounded and informed by field experiences; for the technical assistance, it was suggested to integrate a capacity building strategy that becomes part of the local government itself, in the form of a training of trainers programme - as another example.

Impact

Most stakeholders considered that the project will have a positive impact in the reduction of crime and violence in the long run and that the project will help building more efficient, inclusive, accountable and reliable security institutions. To achieve this impact certain conditions should be met or prevail, most of them having to do with maintaining the changes achieved by the project's results in the long run: regular monitoring to make sure policies are always based on evidence; civil participation; constant or increasing allocation of resources for prevention, etc.

¹ The document is entitled *A Guide for Participatory Safety Audits in the scope of the project "Evidence based policies for improved community safety in Latin American and African Cities"* and was developed as an internal document to guide the safety audit process in the three cities.

Sustainability

Most stakeholders also considered the project's results will very likely be sustained after the project finishes even if they also recognized that the project itself did not have a sustainability strategy. The greatest perceived risk for sustainability comes from changes of city administrations.

Partnerships and cooperation

Partnerships and cooperation with local governments was very good, as was with non-governmental institutions, although civil participation could have been stronger in the last stages of the project. Inter-Agency collaboration presented various challenges that prevented greater collaboration of both agencies within each of the beneficiary cities, as some communication problems, administrative issues, and complications related to the way both agencies operate; in other respects, it worked well.

Human Rights and Gender Equality

Most stakeholders recognized that UNODC and UN Habitat teams respected Human Rights and Gender Equality during the project implementation. Some suggestions were made on how to further improve inclusion of vulnerable and under-represented groups as, for example, through more refined methodological sampling methods or through a more careful analysis of all vulnerable and excluded groups in the city.

Main conclusions

The project provided a series of tools that were strongly needed at a local level of government and helped them strengthen many aspects recommended for good safety and security governance. Some differences in implementation and results, challenges faced in the field, as well as good practices found in each of the three cities point to the need to further refine the overall method of implementation with a more systematically guided process, that can help future projects of this kind and in this thematic field. This being the first project of collaboration between UNODC and UN Habitat at the city level, it was inevitable that some challenges would be present. Finding a way to achieve a closer collaboration of both entities at the local level could significantly enrich the project, optimizing what each agency does best. The program has very good probabilities of replicability. In Colombia various municipalities have already asked for assistance to generate a similar process in their own cities. In Mexico there are also other municipalities that have already approached LPOMEX after knowing about the experience in Querétaro, and UN Habitat intends to use this project as a platform to work with other municipalities in South Africa and Africa through the AFUS network and the City Lab.

Main recommendations

There are eight recommendations but below are only the two most important ones. All eight recommendations are included in the matrix.

If this program is to be replicated elsewhere, or for similar follow up projects like the "Safety Governance Approach in Urban Environments for Safe, Inclusive and Resilient Communities" programme of the 11th Tranche of UNDA – the following is recommended, set in order of importance:

Recommendation 1 (On Sustainability and Impact): Support counterparts to help make the achievements of the project sustainable to the maximum extent possible – besides the capacity building of key actors and the monitoring frameworks/tools developed – i.e., include a set of ideas, practices, models, ventures, etc., as part of the implementation method, that can help implementation teams and

local governments transit towards the institutionalization of the governance guidelines implicit in the project's objectives, from the beginning of the intervention onwards.

Recommendation 2 (On Inter-Agency Collaboration): Ensure closer collaboration between the two agencies to benefit from the expertise and input from both entities to the maximum extent possible and focus more on field implementation in each of the cities or municipalities intervened. Commonly agree on the methodology to be used, overcome the administrative and operational difficulties that have already been identified and find not only a common ground but also how each agency can complement the other one.

Main lessons learned and good practices

There are five lessons learned and six good practices identified. Those two below represent the most important considerations for each one of the categories. All lessons learned and good practices are included in the main body of the report.

Lessons Learned

1. It is important to adjust the intervention to the electoral, legislative and administrative calendars of the municipal government so that all project activities are aligned with them and expected outcomes can be maximized.
2. There is a need to address difficulties in inter-agency communication as soon as they arise, including through regular consultation at expert and management level, to solve all possible collaboration challenges as soon as possible.

Good Practices

Having developed web tools as the Security Observatory in Cali or the Web portal of LPOMEX are good practices for they both greatly increase the sustainability of the project's results, help integrate community participation and surveillance (increasing accountability), promote research and help monitor progress towards safety. This same might be said of the City Lab in eThekweni when it comes into existence.

Legislating to make Prevention Strategies based on the project's model is also a good practice, as was done in Querétaro.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

If this program is to be replicated elsewhere, or for similar follow up projects like the "Safety Governance Approach in Urban Environments for Safe, Inclusive and Resilient Communities" programme of the 11th Tranche of UNDA – the following is recommended, set in order of importance:

Findings ²	Evidence (sources that substantiate findings)	Recommendations ³
<p>12. Partnership and cooperation with non-governmental institutions, civil society and academia was good, but limited during the last stages of the project. <i>Civil society participation could have been stronger in other relevant stages of the project in order to improve sustainability and accountability.</i></p> <p>17. The technical assistance provided by the project was positively assessed, but some stakeholders would have <i>preferred a longer duration of the project to better ensure sustainability and help to secure the project's results⁴, greater planning and more training courses;</i></p> <p>20. <i>To achieve impact certain conditions should be met, most of them having to do with maintaining the changes achieved by the project's results in the long run, some of them through greater civil society participation and continued transparency and accountability by local governments;</i></p> <p>22. <i>The greatest perceived risk for sustainability comes from changes of</i></p>	<ul style="list-style-type: none"> • Desk review; • Interviews with stakeholders; • Online survey. 	<p>1. SUSTAINABILITY AND IMPACT</p> <p>Support counterparts to help make the achievements of the project sustainable to the maximum extent possible – besides the capacity building of key actors and the monitoring frameworks/tools developed – i.e., to include a set of ideas, practices, models, ventures, etc., as part of the implementation method, that can help implementation teams and local governments transit towards the institutionalization of the governance guidelines implicit in the project's objectives, from the beginning of the intervention onwards.</p> <p><i>(directed to Project Management at Justice Section UNODC HQ; UNODC Country Office in Colombia (COCOL); UNODC Liaison and Partnership Office in Mexico (LPOMEX) and UN Habitat)</i></p>

² A finding uses evidence from data collection to allow for a factual statement. In certain cases, also conclusions may be included in this column instead of findings. Not all aspects of each finding inform the corresponding recommendation. To avoid confusion, the aspect of the finding informing each specific recommendation is highlighted in italics.

³ 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.

⁴ Although this was suggested by various stakeholders, it is important to bear in mind that the duration of the project is determined by the donor and, therefore, beyond the control of UN implementing partners. For project's like this one to last longer additional funding from a different source would be required.

<p><i>city administrations and high turnover of staff which has an impact on the capacities and knowledge already formed or enhanced within existing institutions and on existing good practices;</i></p> <p><i>23. Most stakeholders consider that, to effectively attain sustainability in this type of interventions, a sustainability strategy needs to be incorporated into the project's design. Giving a stronger emphasis to civil participation, transversal management reforms and opening more channels for civil surveillance and accountability are also considered necessary, and an extra effort should be made to support institutional reform so that the basic elements of good practice can be institutionalized and preserved despite government changes.</i></p>		
<p>3. The strategy of the intervention, as established by the Project Document, led to an open interpretation on how each of the activities of the programme was to contribute to the final overall aim of the project - i.e., the enhancement of local capacities. <i>This allowed for great flexibility and adaptation of the project to diverse local realities but also avoided the need of clearly establishing how each activity was expected to contribute to the general objective of the project.</i></p> <p>4. The project is perfectly aligned to the mandates and goals of both UNODC and UN Habitat;</p> <p>8. Project implementation presented various problems and delays caused by different reasons: some of them unexpected, others that might have been prevented;</p> <p>13. The only challenges on collaboration were present in between UNODC and UN Habitat, with some communication problems, administrative issues, and</p>	<ul style="list-style-type: none"> • Desk review; • Interviews with stakeholders; 	<p>2. INTER AGENCY COLLABORATION</p> <p>Ensure closer collaboration between the two agencies to benefit from the expertise and input from both entities to the maximum extent possible and focus more on field implementation in each of the cities or municipalities intervened. Commonly agree on the methodology to be used, overcome the administrative and operational difficulties that have already been identified and find not only a common ground but also how each agency can complement the other one.</p> <p><i>(directed to Project Management at Justice Section UNODC HQ; UNODC Country Office in Colombia (COCOL); UNODC Liaison and Partnership Office in Mexico (LPOMEX) and UN Habitat)</i></p>

<p>complications related to the way both agencies operate.</p>		
<p>12. Partnership and cooperation with non-governmental institutions, civil society and academia was good, but limited during the last stages of the project. <i>Civil society participation could have been stronger in other relevant stages of the project in order to improve sustainability and accountability.</i></p> <p>20. To achieve impact certain conditions should be met, most of them having to do with maintaining the changes achieved by the project's results in the long run, <i>some of them through greater civil society participation and continued transparency and accountability by local governments;</i></p> <p>23. Most stakeholders consider that, to effectively attain sustainability in this type of interventions, a sustainability strategy needs to be incorporated into the project design. <i>Giving a stronger emphasis to civil participation, transversal management reforms and opening more channels for civil surveillance and accountability are also considered necessary,</i> and an extra effort should be made to support institutional reform so that the basic elements of good practice can be institutionalized and preserved despite government changes.</p>	<ul style="list-style-type: none"> • Interviews with stakeholders; • Online survey. 	<p>3. CIVIL SOCIETY PARTICIPATION</p> <p>Expand community and civil society participation to other relevant stages and activities of the project, in order to make them co-responsible of the whole process and to help them appropriate all outputs and outcomes.</p> <p><i>(directed to Project Management at Justice Section UNODC HQ; UNODC Country Office in Colombia (COCOL); UNODC Liaison and Partnership Office in Mexico (LPOMEX) and UN Habitat)</i></p>
<p>17. The technical assistance provided by the project was positively assessed, but some stakeholders would have preferred a longer duration of the project to better ensure sustainability and help to secure the project's results, <i>greater planning and more training courses;</i></p> <p>22. The greatest perceived risk for sustainability comes from changes in the city <i>administration and high turn-over of staff which has an impact on the capacities and</i></p>	<ul style="list-style-type: none"> • Interviews with stakeholders; • Online survey. 	<p>4. TECHNICAL ASSISTANCE AND CAPACITY BUILDING</p> <p>Undertake capacity building and training courses at the local level of government and integrate into these interventions a sustainable method for continuous capacitation. The issue here is to develop an array of ideas on how to attend this demand in a sustainable manner. Developing a tool for enabling a constant exchange of ideas, experiences, good</p>

<p><i>knowledge already formed or enhanced within existing institutions and on existing good practices;</i></p> <p>23. Most stakeholders consider that, to effectively attain sustainability, a sustainability strategy needs to be incorporated into the project's design. Giving a stronger emphasis to civil participation, transversal management reforms and opening more channels for civil surveillance and accountability are also considered <i>necessary and an extra effort should be made to support institutional reform so that the basic elements of good practice can be institutionalized and preserved despite government changes.</i></p>		<p>practices and achievements in between cities is also recommended.</p> <p><i>(directed to Project Management at Justice Section UNODC HQ; UNODC Country Office in Colombia (COCOL); and, UNODC Liaison and Partnership Office in Mexico (LPOMEX) and UN Habitat)</i></p>
<p>3. The strategy of the intervention, as established by the Project Document, led to an open interpretation on how each of the activities of the programme was to contribute to the final overall aim of the project - i.e., the enhancement of local capacities. This allowed for great flexibility and adaptation of the project to diverse local realities but also avoided the <i>need of clearly establishing how each activity was expected to contribute to the general objective of the project.</i></p> <p>8. Project implementation presented various problems and delays caused by different reasons: some of them unexpected, <i>others that might have been prevented;</i></p> <p>9. Resources were sufficient, <i>but some activities, mostly related to field work teams, might need more funding in future similar projects;</i></p> <p>10. HQ coordination and management were positively assessed, <i>but some areas for improvement were suggested as more frequent monitoring and more opportunities to exchange experiences in between cities;</i></p>	<ul style="list-style-type: none"> • Desk review; • Interviews with stakeholders; • Online survey. 	<p>5. EFFICIENCY</p> <p>Plan beforehand the whole project in more detail to improve the efficiency of the intervention – i.e., in terms of the time and specific resources needed by each activity and outcome, aligning these activities to municipal administrative times, involving civil society participation in all stages, etc.</p> <p><i>(directed to Project Management at Justice Section UNODC HQ; UNODC Country Office in Colombia (COCOL); and, UNODC Liaison and Partnership Office in Mexico (LPOMEX) and UN Habitat)</i></p>

<p>12. Partnership and cooperation with non-governmental institutions, civil society and academia was good, but limited during the last stages of the project. <i>Civil society participation could have been stronger in other relevant stages of the project in order to improve sustainability and accountability.</i></p> <p>13. <i>The only challenges on collaboration were present in between UNODC and UN Habitat, with some communication problems, administrative issues, and complications related to the way both agencies operate.</i></p> <p>20. <i>To achieve impact at the level of the expected accomplishment, certain conditions should be met or should prevail, most of them having to do with maintaining the changes achieved by the project's results in the long run some of them through greater civil society participation and continued transparency and accountability by local governments;</i></p> <p>22. <i>The greatest perceived risk for sustainability comes from changes of city administrations and high turnover of staff which has an impact on the capacities and knowledge already formed or enhanced within existing institutions and on existing good practices;</i></p> <p>23. <i>Most stakeholders consider that, to effectively attain sustainability in this type of interventions, a sustainability strategy needs to be incorporated into the project's design; Giving a stronger emphasis to civil participation, transversal management reforms and opening more channels for civil surveillance and accountability are also considered necessary, and an extra effort should be made to support institutional reform so that the basic elements of good practice can be institutionalized and preserved despite government changes.</i></p> <p>25. The inclusion of marginal, underrepresented and vulnerable groups was one of the key aspects of the Audit</p>		
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<p>tool, but according to some stakeholders, <i>more efforts could have been made to include a larger number of community groups, including representatives of the LGBTI community or indigenous populations.</i></p>		
<p>3. The strategy of the intervention, as established by the Project Document, led to an open interpretation on how each of the activities of the programme was to contribute to the final overall aim of the project - i.e., the enhancement of local capacities. This allowed for great flexibility and adaptation of the project to diverse local realities but also missed <i>the need of clearly establishing how each activity was expected to contribute to the general objective of the project.</i></p> <p>13. <i>The only challenges on collaboration were present in between UNODC and UN Habitat, with some communication problems, administrative issues, and complications related to the way both agencies operate.</i></p> <p>16. The Audit Guide was generally considered a good tool for its purpose, <i>although some stakeholders mentioned areas where it could be improved.</i></p>	<ul style="list-style-type: none"> • Desk review; • • Interviews with stakeholders; • • Online survey. 	<p>6. AUDIT GUIDE</p> <p>Improve the Audit Guide and make it an instrument (a method) to guide the whole process of implementation. The improvement of this tool would not only entail a more detailed, step by step guideline of how to collect data using a participatory approach in the community, with a more precise and scientific methodological method, but also a step by step guideline for policy revisions and recommendations and for the instalment of monitoring and accountability frameworks, including a sustainability strategy for the whole process; all this with enough flexibility for it to be adaptable to each particular reality.</p> <p><i>(directed to Project Management at Justice Section UNODC HQ; UNODC Country Office in Colombia (COCOL); and, UNODC Liaison and Partnership Office in Mexico (LPOMEX) and UN Habitat)</i></p>
<p>1. The Project's design was good in defining the general objective and the activities to attain that objective, <i>but it did not make clear all assumptions and conditions necessary for the achievement of impact, nor contemplated all risks related to implementation. Its Results Matrix could be improved.</i></p> <p>23. <i>Most stakeholders consider that, to effectively attain sustainability in this type of interventions, a sustainability strategy needs to be incorporated into the project's design.</i> Giving a stronger emphasis to civil participation, transversal management reforms and opening more channels for civil</p>	<ul style="list-style-type: none"> • Desk review; • • Interviews with stakeholders; • • Online survey. 	<p>7. LOGFRAME AND MONITORING</p> <p>Formulate a Theory of Change that can help develop a more detailed set of indicators for the Results Matrix in the Project Document. It would also be recommended to include a long-term strategy to monitor impact and a strategy to try to ensure sustainability, as an output or outcome of the implementation.</p> <p><i>(directed to Project Management at Justice Section UNODC HQ; UNODC Country Office in Colombia (COCOL); and, UNODC Liaison and Partnership Office in Mexico (LPOMEX) and UN Habitat)</i></p>

<p>surveillance and accountability are also considered necessary, <i>and an extra effort should be made to support institutional reform so that the basic elements of good practice can be institutionalized and preserved despite government changes.</i></p>		
<p>16. The Audit Guide was generally considered a good tool for its purpose, <i>although some stakeholders mentioned areas where it could be improved.</i></p> <p>25. <i>The inclusion of marginal, underrepresented and vulnerable groups was one of the key aspects of the Audit tool, but according to some stakeholders, more efforts could have been made to include a larger number of community groups, including representatives of the LGBTI community or indigenous populations.</i></p>	<ul style="list-style-type: none"> • Interviews with stakeholders; • • Online survey. 	<p>8. INCLUSION AND GENDER EQUALITY</p> <p>Include a more detailed account within the method of intervention on which normally excluded or forgotten groups need to be seen and consulted, as well as incorporate aspects of gender equality and inclusion into the Audit process and Audit document, into the revision of Public Policies and into the monitoring frameworks built.</p> <p><i>(directed to Project Management at Justice Section UNODC HQ; UNODC Country Office in Colombia (COCOL); and, UNODC Liaison and Partnership Office in Mexico (LPOMEX) and UN Habitat)</i></p>

I. INTRODUCTION

Background and context

According to the *2018 Revision of World Urbanization Prospects* produced by the Population Division of the UN Department of Economic and Social Affairs (UN DESA) about 55% of the world population in 2018 were living in urban areas and it is expected that this proportion would increase to 68% by 2050. This significant growth of urban population makes cities very relevant for developing policies at a local level that can help attaining the 2030 Agenda Sustainable Goals (SDGs).

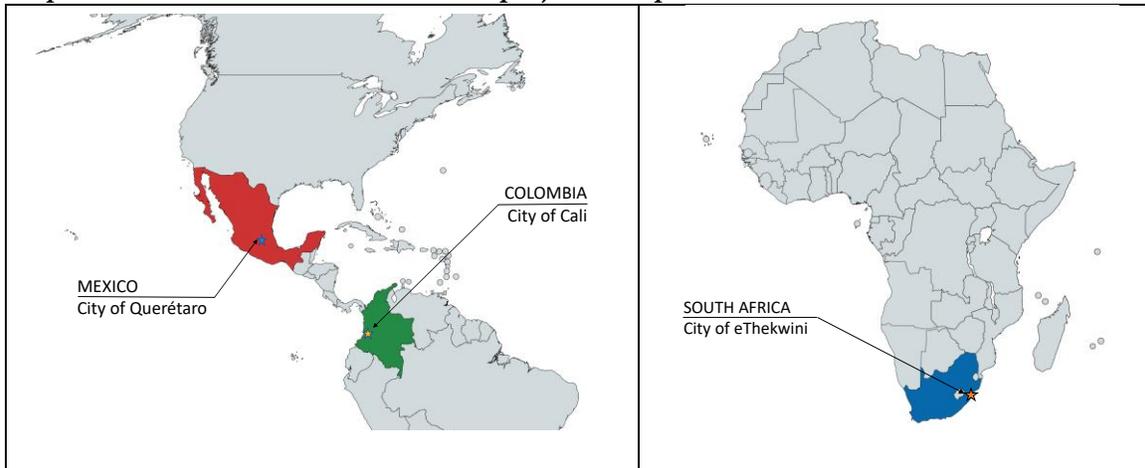
Some of these policies have to do with safety and security, for a very important issue affecting sustainable development in urban areas is their tendency to have higher rates of crime and violence, because of a multitude of risk factors present in their environments: anonymity, exclusion, high levels of inequality, very degraded living conditions, presence of gangs and criminal organizations, etc. To attain the peaceful, safe, inclusive and respectful social arrangements needed for sustainable development, local governments need to design and implement safety strategies, policies and programmes based on an ample and multidisciplinary understanding of crime and violence, that can target their multiple causes and risk factors.

“Evidence based policies for improved community safety in Latin American and African cities” was a joint technical assistance project funded by the United Nations Development Account (UNDA), implemented by the United Nations Office of Drugs and Crime (UNODC) (Justice Section, Division for Operations, UNODC HQ Vienna; UNODC Country Office in Colombia – COCOL; and, UNODC Liaison and Partnership Office in Mexico - LPOMEX) and the United Nations Human Settlements Programme (UN-Habitat) (South Africa), whose main objective was to support local authorities in three selected cities – Querétaro in México, Santiago de Cali in Colombia and eThekweni (Durban) in South Africa – to develop monitoring frameworks and evidence-based urban crime prevention and safety policies, in consultation with civil society.

The Project for this initiative was approved in August 2016 and it was to end by June 2019, with \$801,000 USD granted for its implementation. Nevertheless, due to its good results, additional funding of \$200,000 USD was granted by the donor (UNDA – UN DESA), to extend its activities until December 2019.

The Project Document (Pro Doc) of this project identified that there is a strong need from local governments in Latin America and Africa to strengthen their data collection capacities in order to better inform their prevention policies, improve results and establish better monitoring systems to track progress and increase accountability. This project targeted countries and cities that, in previous years, had already made efforts to strengthen their focus on prevention using an integrated, participatory approach, involving their communities in the coproduction of safety and with allocated budgets for this purpose, but whose monitoring capacities still needed to be reinforced. The goal was to help them to address the causes of crime and violence in a focalized, efficient and continuous way. Choosing one city in Colombia, one in Mexico and one in South Africa fulfilled these criteria. In addition, the selected cities had the potential to upscale results to additional cities in their countries.

Map 1. Countries and cities where the project took place.



Purpose and scope of the evaluation

The following is a final Independent Project Evaluation. Its purpose was to determine the extent to which the project’s objectives were met and how its resources were used in order to inform all relevant stakeholders – including its donors, UNODC staff and management, Member States and target groups, who will be the main evaluation users along with the local authorities of the three project cities.

This evaluation also intended to identify lessons learned and good practices, and to make recommendations based on findings which may be of use for future similar projects on community safety or governance, such as the project funded by the 11th Tranche of UNDA entitled “Safety Governance Approach in Urban Environments for Safe, Inclusive and Resilient Communities”. Hopefully, it may also contribute to inform UNODC and UN-Habitat on how to better empower local stakeholders through enhancing their knowledge and skills.

The evaluation covered the period of June 2016 to the end of the evaluation field mission in December 2019, with a focus on activities from October 2016, when the funds were received. It analysed the project’s results in the three cities where it took place.

This evaluation responded to UNODC’s requirement that all projects be independently evaluated, to the requirements of the donor (UNDA), and to good practice. It followed UNODC evaluation norms and standards, its guidelines and templates, as well as all Development Assistance Committee (DAC) criteria and evaluation quality standards.

This evaluation also abided to all United Nations Evaluation Group (UNEG) norms and standards, including ethical guidelines and UNEG code of conduct, and therefore, was independent, objective and impartial; it was respectful of the rights and safety needs of all stakeholders involved in the evaluation process, and it was conducted having personal and professional integrity, ensuring that issues of human rights and gender equality were adequately considered in the scope of the evaluation and within the evaluation process itself.

The composition of the evaluation team

This evaluation was conducted by one independent external evaluator with ample previous experience in the design, implementation and evaluation of public policies on crime prevention, with the evaluation process being quality assured by the Independent Evaluation Section (IES), UNODC.

Evaluation methodology

The methodological approach used for this evaluation was contribution analysis. This is mainly to do with the fact that impact was difficult to analyse otherwise due to the long-term end results of these forms of intervention. This evaluation, therefore, concentrated on the contribution that actions planned have had on the fulfilment of outputs, and outputs themselves on the outcomes and the general objective of the project – considering also the influence of internal and external factors, assumptions and risks. The objective was to analyse how the project has been implemented and to what extent did it actually attain results due to its own actions, taking into account how other internal and external factors influenced its outcomes.

To be able to do this analysis, it was necessary to elaborate a Theory of Change (ToC) based on the Logical Framework of the Pro Doc. This ToC is proposed as a guiding tool for the purposes of this Evaluation *only* and its reconstruction and the observations made on how and why it was construed based on the Pro Doc's Logical Framework *are not* to be regarded as findings related to the overall purpose of this particular exercise. A more elaborate account of the evaluation methodology and the reconstruction of the ToC can be found in **Annex V** and only those aspects of it that can serve the purpose of the evaluation – as pointing out to the risks not contemplated or the assumptions and conditions needed for impact, that were not considered as part of the Logical Framework in the Pro Doc – will be mentioned as findings within this text.

Evaluation Process

The evaluation process had three stages: a) Preparation of the Inception Report; b) Data Collection and Analysis and c) Final Report and Presentation, as shown in **Diagram 1**:

Diagram 1. Evaluation Stages.

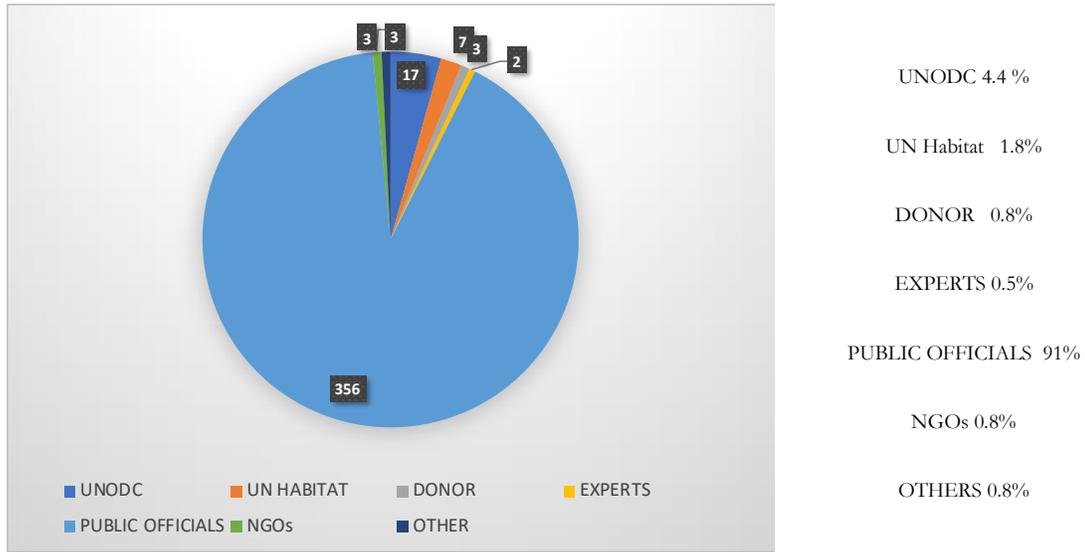


During the first stage, the evaluator presented a set of preliminary findings from the desk review of all provided secondary sources. During the second stage, the evaluator conducted a field mission for the collection of primary data trying to include the largest possible number of stakeholders (given the limitations of time and resources) to be interviewed or surveyed, in order to obtain a detailed perception of the project from all possible angles, guided by the questions of the evaluation matrix.

Preparing for this second stage, a stakeholder analysis had previously been done with the support of the project coordinator in Vienna and the staff in field offices, where 391 stakeholders were identified. Out of those 391, 17 were UNODC staff and 7 were from UN Habitat – therefore, 6 % of them were UN staff; most of other stakeholders, 356 of them or 91%, were public officials benefited by the project and with different forms of involvement or participation in the project. Out of these 356 stakeholders, 31 were identified as Core Learning Partners (CLPs) by Field Offices because of their relevance or level of involvement in the project and the rest only participated marginally in it, either attending training courses or workshops, providing information or facilitating certain activities. Finally, 2 of the identified stakeholders were experts, 3 were non-governmental organizations (NGOs) involved in the project and 3 more corresponded to the Donor organization (UNDESA).

From this universe, 37 stakeholders were interviewed using a structured interview format (18 male and 19 female), all of them identified as CLPs. Another 59 stakeholders answered a survey (originally sent to 90 of them, with a 65% response rate), most of them beneficiaries of the project’s training courses and workshops. The list of persons contacted for interviews during the evaluation is included in **ANNEX IV** of this document. **Figure 1** shows the composition of all stakeholders identified and **Figure 2** shows the proportion of them interviewed or surveyed.

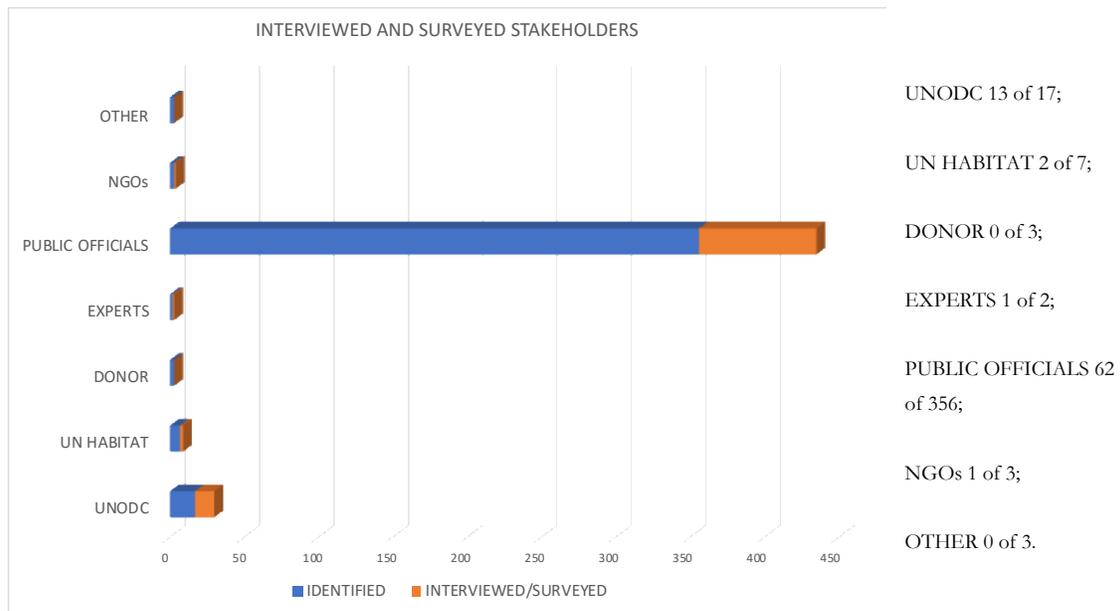
Figure 1. Identified Stakeholders.



Source: Evaluator, based on Desk Review and data obtained from Field Offices.

The structured interviews and the questionnaires or surveys were conducted in English and Spanish, as necessary. The guides for these structured interviews and for the Survey are included in **Annex II**. Participation of as many as possible stakeholders was sought to ensure proper representation and comparability in between the three cities. Diversity of representation was also sought, having always in mind gender equality, and being always respectful of human rights.

Figure 2. Interviewed and surveyed stakeholders.



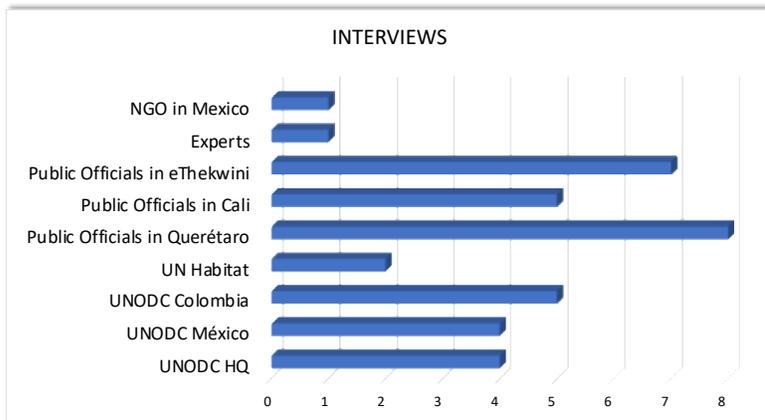
Source: Evaluator, based on Desk Review and data obtained from Field Offices.

Data collection during this stage was made possible thanks to the support provided by the field offices in Mexico and Colombia, as well as from central offices of UN Habitat in Nairobi and the Safer Cities local government office of eThekweni. LPOMEX helped the evaluator to coordinate and facilitate all planned interviews in Querétaro, which was the only city the evaluator could visit during the field mission and where interviews were performed in person (see Limitations section ahead). Querétaro was the city where most interviews could be conducted (9 interviews) and the city that provided the highest number of responses to the survey (30 answers). All four members of the UNODC team in Mexico City (4) could also be interviewed.

All other information was collected via long distance interviews (Skype/phone) and surveys with UN and city staff of Cali and eThekweni. The results of this long-distance effort were mixed. In Cali only 5 of 10 public officials identified as CLPs could be interviewed (the least of the three cities), but all five members of the UNODC team that were involved in the conduction or supervision of the project could be interviewed (10 interviews altogether). From 30 public officials who received the survey, 12 answered in Cali.

In eThekweni the evaluator could conduct 7 interviews to public officials from the 12 CLP stakeholders identified, and two more with the UN Habitat team out of 4 in charge of the project in Nairobi (9 interviews altogether). In this case, 16 answers out of 30 were received for the survey from eThekweni municipality.

Figure 3. Structured interviews conducted for the evaluation.



Finally, a smaller group of interviews was also done with other project participants: one interview with an expert and one interview with an NGO in Querétaro. No interviews could be conducted with the Donor or UN Habitat staff at their Headquarters.

Source: Evaluator, based on Desk Review and data obtained from Field Offices.

In the case of the Donor, who was approached through the official UNODC focal point for donor communication, there was no response. As regards UN Habitat Headquarters, no names or addresses were provided by UN Habitat to the evaluator to contact them.

Sampling Strategy

The sampling strategy of stakeholders defined for this evaluation was, in the case of stakeholders to be interviewed, a selection of “relevant stakeholders”: mainly those considered as CLPs or as key informants. The list of CLPs was commonly agreed upon with the project coordinator and with each of the local teams in charge of the evaluation (See **Annex V**, on the Evaluation Methodology, for a detailed description of the criteria used to select those stakeholders).

In order to achieve a mixed methods approach to collect data and to include all types of stakeholders, an online survey was also conducted aimed for those public officials that were not strongly involved in the project but who were nevertheless its beneficiaries through training courses or workshops. In the case of the survey, the sampling strategy was different. Here, the criteria used was one that could allow comparisons between the three different cities and one that could respect gender equality of representation. Therefore, as the smaller number of public officials trained was in Querétaro (where 30 public officials had taken one training course by the time this evaluation was conducted), in order to have a similar representation that may lead to comparisons, 30 public officials were to be chosen for answering the survey in each of the two other cities. The selection was to be random but with equal representation of men and women.

Table 1 shows how each method of data collection was carried through with each of these two stakeholder groups:

Table 1: Data collection instruments and methods of implementation.

Instrument of data collection	Method of implementation	Sampling Strategy	Stakeholder group
Semi-structured Interviews	In person Online Phone call	Purposeful: people interviewed will be chosen to represent all groups of stakeholders and according to their level of involvement or knowledge of the project, and their level of participation in it.	<ul style="list-style-type: none"> • UNODC and UN Habitat HQ and Country Offices • Government officials (national, state and municipal) • NGOs, Civil Society, Academia
Online Survey	Online	Random Sampling, being careful to respect existing proportions of men and women in each group and of voicing marginalized or excluded groups.	<ul style="list-style-type: none"> • Municipal government officials trained by the project • Members of social organizations or academic institutions trained by the project

The evaluation was carried out based on a participatory approach in each of the three cities; therefore, the evaluator tried as much as possible to include each one of the identified groups to be consulted. The objective was to include the opinions of as ample an array of stakeholders as possible, always being gender and human rights sensitive. Each interview was adapted to the profile of the stakeholder group. The evaluation was carried out using a mixed methods approach to collect data, based on three sources of quantitative and qualitative data: a) desk review; b) online survey and c) semi structured interviews.

Once all data was collected and organized in the evaluation matrix, aggregated within each of the relevant evaluation questions and criterion, it was properly analysed. That is, all collected information of primary and secondary sources, quantitative and qualitative, was distributed in different levels of analysis and according to the different characteristics of the stakeholders (government officials, UNODC field staff, UNODC HQ staff, Donors, UN Habitat staff, Civil Society representatives,

beneficiaries, partners, etc.), and according to the different questions and criteria used for the evaluation. This in turn facilitated triangulation and cross verification of data.

The purpose of this analysis was to compare secondary data with primary data, triangulate all information from different sources, and establish a list of verified preliminary findings with properly verified information. From these preliminary findings, the evaluator drew a series of conclusions, and from these conclusions, a specific set of recommendations, lessons learned, and best practices, to be directed to internal and external counterparts of the project.

Limitations to the evaluation

These were the limitations found during the evaluation process:

Limitation 1. Limited Resources for Field Research.

Resources assigned for the field mission were limited to the corresponding 3% of the project funds established by the UNDA guidelines. The corresponding amount was not enough to allow the evaluator to travel to Cali and/or eThekweni cities for field research. This restricted “in site” field research to Querétaro and also reduced the possibilities of using other data collection instruments and sources – for example, *focus groups*. This also limited the control the evaluator had on more firmly pursuing and achieving interviews and survey answers, for he was a lot more dependent on the long-distance response of the local teams and local public officials. This limitation overlapped with the second one:

Limitation 2. Availability and disposition of stakeholders during field investigation.

Even though there is always a risk that field research is hampered by full agendas of either UN staff helping to coordinate the onsite visits and appointments, or local stakeholders’ own timetables and availability, this can generally be mitigated by advanced planning, a communication strategy and by having alternative sources to substitute the ones likely to fail. In this case as regards the LPOMEX team in Mexico, stakeholders were available for the visit to Querétaro. Due to changes in political leadership in Cali (Colombia), and problems with communication and technology in eThekweni (South Africa), availability of stakeholders in these cities was limited, which resulted in an uneven representation of stakeholders for the evaluation in each of the three cities. Those hindering factors were the following:

In the case of Cali/Colombia:

- During this second stage of the evaluation the municipal local government in Colombia was leaving office (municipal government changed starting January 2020) and, therefore, the availability of public officials for interviews was restricted by a lack of time while they delivered their posts to the new administration.
- During the end of November and December (the months in which the field research was done) a series of massive public manifestations against the National government of Colombia disrupted government activities in most of the major cities of the country (including Cali), which ended up interfering with programmed interviews a few times (government officials were not allowed into their offices).

- Due to government change, some of the identified public officials that were to be interviewed or surveyed had already resigned from their posts and could not be reached.
- December vacations also coincided with this stage of the project, and this made it even harder to reach all of the public officials that needed to be interviewed or surveyed.

In the case of South Africa/eThekweni those factors were different:

- The project itself was carried by the eThekweni municipality, through their Safer Cities unit, and therefore, contact was to be established with them via UN Habitat representatives. This contact took quite some time to be achieved.
- UN Habitat does not normally conduct independent evaluations of each of their projects in the way UNODC does and, therefore, there was no clear understanding of the procedure and time frames of the evaluation process, nor a sense of urgency to attend the evaluator's demands of information as the one present in UNODC field offices, who are more familiar with these procedures.
- eThekweni experienced a number of problems with electronic communication devices. Therefore, e-mails, phone calls, WhatsApp or Skype conferences were constantly failing, making it very difficult to sustain a continuous communication flow with the people in charge of facilitating contact with public officials and/or with public officials themselves.
- People in government also took vacations in December and beginning of January, and all communication with them stopped during their leave.
- Either for these reasons or for reasons unknown to the evaluator, many e-mails or messages were responded with a long delay or not at all and, therefore, it was very difficult to obtain the necessary information.

Due to these factors, some of the conditions necessary for a greater representation and triangulation of sources could not always be met. It also caused some important delays in the evaluation process and influenced in the low level of response of the survey in Cali and eThekweni, as well as the lesser number of interviews in each of those two cities.

Limitation 3. Limited Information in Existing Reports.

Due to the limited number of indicators that DESA guidelines established for the Pro Doc, only one indicator of outcome was defined in the Results Matrix, and this indicator (IA 2.2) only asked one question to measure the accomplishment of one of the two outcomes of the project. Therefore, the overall achievement of the central goal of the project could only be measured partially through this information.

The survey conducted by the evaluator was designed to mitigate this limitation. But, as the survey was answered by only half of the number expected in eThekweni and by less than half of the people it was sent to in Cali, the information gathered to be able to overcome this limitation, even if helpful, did not allow for complete comparability in between cities and an overall fair representation of the accomplishment of the overall goal.

II. EVALUATION FINDINGS

Design

Evaluation questions:

- To what extent were limitations and risks properly identified and assessed as part of the design of the project?
- To what extent were the mitigation mechanisms considered in the design of the project effective to avoid those risks?
- To what extent was the design of the project responsive or adapted to the context of the beneficiary cities?

Within UNODC, the proposal for this project was developed combining the experience from the Office in Colombia on conducting local safety audits, the expertise from the UNODC Centre of Excellence on Crime Statistics in Mexico, as well as input on international best practices on urban crime prevention from headquarters. Following discussions with UN-Habitat, the initial proposal was further elaborated to become an inter-agency project, recognizing the added value that the UN-Habitat Safer Cities Programme could bring to the objective of supporting cities in the field of urban crime prevention and safety. This new, commendable effort of a joint project entailed the necessity of revising the original design to incorporate the views and perspective of UN Habitat on city governance for crime prevention at the local level and to adapt the project implementation to the new necessities of inter-agency collaboration. It also meant a need to revise the conditions required for the selection of the three cities to be chosen.

The project objectives remained the same throughout these developments: to strengthen the capacities of city administrators to collect and analyse data using a participatory approach, in order to better inform their decision-making on crime prevention and safety policies, and to improve their capacities to monitor progress towards safety. These objectives had already been widely identified as a need of local governments throughout Colombia; UNODC Headquarters and UN Habitat also recognized there was a strong need of these capacities in other parts of Latin America, as well as in Africa.

As was established by the Pro Doc, many countries in Latin America and Africa have made significant efforts in the past two decades to include more comprehensive crime prevention and urban safety policies, actively involving their citizens, strengthening their focus on prevention and on an integrated approach to urban safety and security to address the increasing levels of insecurity in the region. Despite these efforts, and an increasing allocation of resources for a more comprehensive, multisectoral safer cities approach, many of these cities lacked proper capacities for collecting data (especially qualitative data), for monitoring regularly their activities and progress, and for systematizing knowledge and learning from their experiences.

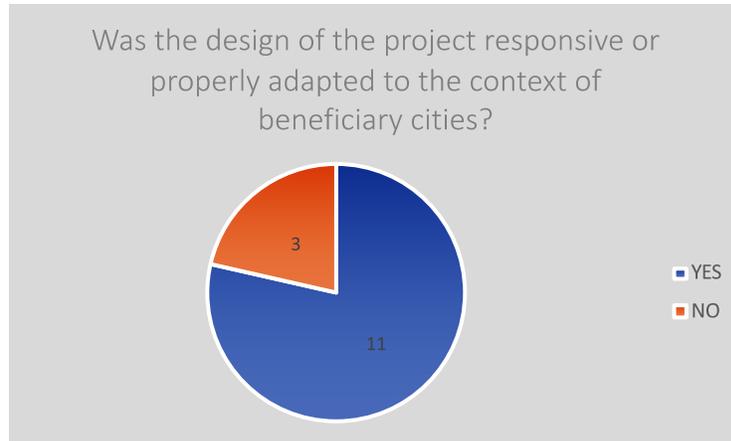
The project was designed to tackle these needs in precisely those places where this type of efforts had already begun and where a sufficiently steady progress had already been achieved, for the idea was to build on an existing basis. That is, selected cities had to already have a political will at the local level of

government to improve their capacities of data collection for decision making, with existing initiatives already present.

Figure 4. Project design and context of beneficiary cities.

When asked if the design of the project was responsive or adapted to the context of the beneficiary cities, out of 14 interviewed stakeholders 11 said “yes.”

Those who said “no” were UN staff in charge of the field work. In their view, the original project design required some important adaptations, at the beginning of implementation, to align it to local realities.



Source: Evaluator, based on Interviews’ Findings during field work.

To achieve this end, the Pro Doc established a logical framework where a group of activities of the project would lead to the expected outcomes, identifying some risks and mitigation mechanisms to deal with them. As a result of the desk review and of the consultation with relevant stakeholders, some findings related to the design of the Pro Doc are presented here:

- The strategy of the Pro Doc was clear, logical, and sufficiently flexible to allow each team to tailor that strategy to their particular context;
- The logical framework was very sound in general, but it did not clearly state which were the assumptions and/or conditions necessary for expected impact.
- The Pro Doc did not identify all of the risks involved in the project implementation.
- Perhaps because of the flexibility of the strategy of intervention, this also led to differences of implementation, that are not necessarily wrong, but which allowed for different interpretations on how each of the activities should contribute to the expected outcome (in each of the three cities), and this requires of further analysis or thought.

Assumptions and conditions for the intervention to achieve expected goals

The logic of the intervention and its expected outcomes and results, as proposed in the Pro Doc are based on a series of assumptions or conditions necessary for the desired impact. To recognize this underlying assumptions and conditions is of importance because it leads to properly acknowledge the “givens” that need to remain present for the whole project to work as expected and, therefore, to properly recognize all possible risks associated to the implementation. This exercise also helps to tailor expected results to existing local realities.

While the Pro Doc did not explicitly state the assumptions and conditions needed for the intervention to work, it did consider some of those assumptions as the necessary conditions for the intervention to take place. That is, when defining the criteria for selecting the countries and cities where the intervention would take place, a set of *necessary pre-existing conditions* were established in the Pro Doc that would allow for the logic of the intervention to work. These criteria were:

1. The existence of initiatives at the local/community level that relate to the collection, analysis and monitoring of crime data;
2. The political will at the local government level to integrate and systematise crime prevention (data) in collaboration with the international community;
3. Prior experience of UNODC/Habitat field offices to support urban crime prevention and safety in the countries concerned.

Now, according to the findings of this evaluation, there are additional necessary conditions for the intervention to work and deliver the expected impact. This issue is further analysed ahead in the findings of the questions related to impact, but some of the necessary conditions that were not acknowledge in the Pro Doc, and that were mentioned as necessary by stakeholders (and concluded as necessary by the evaluator after the overall analysis of the information gathered), are the following:

- For enhanced capacities to be institutionalized – i.e., institutional reforms needed/ achieved/ expected are achieved.
- For local governments to capitalize on the intervention results, sustain them and use them as expected for crime reduction and safety in the long run.
- For government changes (through local or national elections) not to negatively affect the project's sustainability.
- For local officials to be willing and capable of participating in the project, and of remaining long enough in their positions to transfer and multiply enhanced abilities.
- For civil society to be willing to participate once summoned by their local government and to remain vigilant of the project results in the long run.
- A sufficiently solid framework of accountability is permanently installed to ensure good practices are preserved and a virtuous learning cycle is set in motion.

Risks and Mitigation Mechanisms

In the Pro Doc three risks were foreseen, with established mitigation actions:

Risk 1: Political climate in project countries changes to the detriment of a participatory approach to evidence-based crime prevention.

Risk 2: Readiness among government counterparts to further invest in evidence- based crime prevention at the local level.

Risk 3: Staff replacements at senior management level and low retention levels among other staff impede upon continuity of reform steps.

During the evaluation, UN staff were asked to what extent they considered that limitations and risks (and the mitigation actions to overcome them) were properly identified and assessed in the project's design. Most stakeholders considered that those risks that were identified were correctly recognized and assessed, but they also pointed out to other risks that were not identified and were present. In most

cases, though, they considered that identified and non-identified risks were properly managed with adequate mitigating actions (See **Figure 5**).

These are another five risks based on what stakeholders pointed out and on the analysis of the information gathered during field work: 5

Risk 4: Sustainability of the project’s outcomes and results gets compromised by local elections and government changes.

Risk 5: Difficulties in cooperation between UN Agencies affect project’s implementation and results.

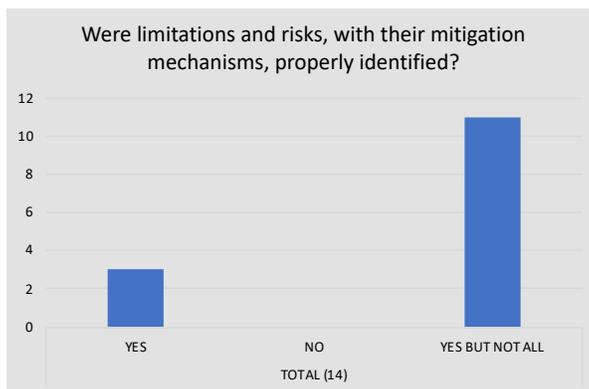
Risk 6: Difficulties to engage civic participation and collaboration with the project.

Risk 7: Safety risks associated with field work during implementation (in the community or territory).

Risk 8: Underlying problems that might undermine efforts towards implementation (like corruption or social discontent).

Of all these risks, interviewed stakeholders considered that only **Risk 5** could not be properly mitigated: difficulties in cooperation between UN Agencies. For most stakeholders that considered this a non-identified risk, mitigation mechanisms failed and, therefore, the project was implemented with a relatively low level of collaboration *in field*, in each of the three cities (this particular issue will be further discussed when analysing findings of the Partnership and Cooperation criterion).

Figure 5. Were limitations and risks properly identified?



- Most stakeholders interviewed considered that the limitations and risks that were properly identified were also properly assessed.
- Most stakeholders interviewed thought mitigation mechanisms for identified risks were also properly considered.
- The majority of interviewed stakeholders considered that *not all* risks were properly identified.

Source: Evaluator, based on Interviews’ Findings during field work.

Overall Strategy and Logic of the intervention

The strategy proposed by the Pro Doc is clear and logical. Its idea was to strengthen local capacities for data collection and analysis to inform prevention policies and programs, as well as to improve local

⁵To see the whole picture of how these new unidentified risks and unidentified conditions or assumptions are related to the logic of the programme’s intervention see Annex V, on the reconstruction of the Theory of Change, done to aid this evaluation (more specifically Diagram B).

capacities to monitor progress towards safety, through a consecutive series of activities: to engage city officials by exposing them to similar successful prevention models, data collection and monitoring systems in other parts of the world; to transfer them a participatory methodological approach for data collection using a Safety Audit tool; to help them revise existing prevention policies and strategies based on the Audit findings, and to help them develop a monitoring system that could improve their capacities to track progress and increase accountability. This was all to be reinforced with training sessions and workshops.

During this process the objective was to engage city administrators and civil society organizations in order to ensure sustainability. It was also expected that the project would result in an active exchange of experiences and best practices among the three cities through a platform that could turn into a space for continuous learning and debate. Finally, the original idea of the project was to gather the experience and knowledge of each of the two UN Agencies involved (UNODC's expertise in crime prevention and UN Habitat's acquired knowledge through its Safer Cities Programme) in a joint effort of capacity building in each of the three cities.

This overall logic of the intervention was very sound but left open to interpretation how each of the activities leading to expected outcomes would help to achieve the overall goal: the enhancement of local capacities to collect and analyse data to inform policy making and monitor progress towards safety. This itself, led to differences on the way the project was to be implemented in each city and, therefore, to differences in the overall results obtained.

The Mexican UNODC team, LPOMEX, and more specifically the Centre of Excellence in Statistical Information on Government, Crime, Victimization and Justice (CoE), who was tasked by the Office to lead the project implementation in Mexico, after discussions with the local counterparts, agreed it was best to conduct and deliver themselves most of the activities and outputs of the project. That is, they were the ones conducting the Audit, revising existing prevention and safety policies, issuing recommendations and creating the Monitoring Framework and Accountability Strategies. During this process, they were assisted by the local government only with logistical, political and security support. The reason to do this was to guarantee the quality of product delivery. The idea was that after these products were completed, municipal officers would be trained, and taught on how to carry on with the project adopting statistical analysis and social diagnosis as part of their routine activities. That is, they would be taught afterwards on how to be able to perform analysis and social diagnosis, among other activities. The training courses and workshops for achieving this goal started late in 2019.

The Colombian team of UNODC (COCOL) had a similar approach, but with some differences. They also were the ones leading and implementing the Audit, but in closer communication with local authorities, in terms of informing them, along the way, about advances in the implementation of the Audit process. Also, as they had existing experience and knowledge on evidence-based policy development on crime prevention from previous projects with other municipalities in Colombia, when revising local policies in the project city, they involved local authorities more closely. Finally, when developing the monitoring framework, they used a municipal platform that already existed, the Crime Observatory, and upgraded it accordingly, with the participation of local authorities, to completely transfer this tool to the local government. Despite this closer interaction, they also considered that, to fully transfer the knowledge of these new methodologies, local officials needed to be trained with specific courses after the accomplishment of the project's main outputs – courses that also started by the end of 2019.

In both cases in Latin America, the UNODC teams opted for a lesser involvement of local authorities in the implementation of the Audits, revision of policies and construction of Monitoring Frameworks than initially envisaged in the Pro Doc, as a means of transferring knowledge and strengthening local

capacities along the way. This was because they considered a greater involvement of local authorities in these activities could compromise the objectivity and quality of these outputs – i.e., the Audit results, the Monitoring Frameworks and the Accountability Strategy.

In eThekweni municipality a different approach was followed. UN Habitat had a different interpretation on how to achieve the final goal of enhancing local capacities and, influenced by their own experience with their Safer Cities Programme in the region, they considered that local authorities should be fully involved in the implementation of the Audit, the revision of policies and the development of Monitoring Frameworks, as part of their learning processes, independently of the need to further reinforce this transfer of knowledge with specific courses and workshops. Nevertheless, they soon found out that the local team of Safer Cities within the local government did not have the capacity to perform the Audit themselves, and to be able to do it, UN Habitat had to agree with the local government that a local contractor should be hired to perform the Audit, closely accompanied by local officials and UN Habitat staff.⁶

Other important differences of implementation between the three cities had to do with the emphasis given to certain aspects of what was expected as an end result of the intervention. Therefore, for example, eThekweni focused more on setting up a transversal governance mechanism for safety issues; Cali focused more on the qualitative analysis, the portal and the training/youth interventions; and Querétaro on the quantitative analysis, the portal and the policy revision.⁷

Results Matrix and Indicators

Given that the Pro Doc was guided by UNDESA guidelines, which only require to distinguish between activities and accomplishments, the definition of indicators has also to follow this very general differentiation. Therefore, the Results Matrix of the Pro Doc, as presented in **Table 2**, established four indicators to monitor progress, all of them defined as outcome indicators. Once the logic of the intervention is reviewed to make it more explicit through the use of a ToC, it can be more clearly seen that three of these indicators are, rather, output indicators and only one of them is an outcome indicator properly. Having only one indicator of outcome limits the possibility of fully assessing the fulfilment of the project's overall objective.⁸

Table 2. Results Matrix of the Project Document.

⁶ It is important to bear in mind that this difference in approach was also due to the way each Agency is displayed in territory and the way they normally operate. That is, the chosen approach was partly due to the strong field presence of UNODC, which enabled Cocol and CoE to take a leading role in conducting the audit and the rest of the project's activities.

⁷ The evaluator was informed that this openness of interpretation was considered necessary after several discussions, via email, phone and in person. Apparently, during the induction workshop to develop the Audit tool, it was agreed that if every city was pushed to follow a common approach, it would be difficult to meet the local needs, as the basis in each country/city were so different from one another. Everyone agreed it was better to work with what was feasible and that each local office would follow the approach that was reflecting the needs and requests of their city.

⁸ This review was necessary to make explicit what can be expected from these indicators and to point out the need of improving the Results Matrix for future similar projects. For more information on this type of analysis, please go to Annex V on the reconstruction of a ToC based on the Project Document's Logical Framework, where a new Results Matrix is proposed, as an exercise on how this other instrument (the ToC) might help, *in future projects*, to better define more specific indicators.

Level of Result/Expected result	Indicator
Objective: To support local authorities in three selected cities of Latin America and Africa to develop, in consultation with civil society, evidence based urban crime prevention and safety policies/plans and monitoring frameworks that address multi-causal factors of violence and crime	N/A
Outcome 1: Enhanced capacities of city administrators to collect, analyse crime data to formulate and adopt urban crime prevention and safety policies and programmes, using a participatory approach.	IA 1.1 Number of Safety Audits completed in all three project cities
	IA 1.2 Number of revised or new urban crime prevention and safety policies in each of the selected cities, that have been developed using a participatory approach.
Outcome 2: Enhanced capacity of selected cities to monitor urban crime prevention and safety policies and programmes and measure progress towards achieving security, safety related development targets at a local level	IA 2.1 Monitoring frameworks with relevant crime and safety -related indicators put in place in the selected cities;
	IA 2.2 80% trained local government officials confirm that they increased their knowledge to measure progress towards achieving urban crime prevention and safety.

No activity indicators were included in the Pro Doc and, therefore, there are no indicators to monitor if all activities actually took place or how they were performed. Nevertheless, the project annual reports *do monitor* closely the accomplishment of each of the project activities defined in the Pro Doc. A more detailed and regular evaluation of the project progress was carried through by the Field Offices, but it was mentioned by a few stakeholders that a more regular reporting mechanism would have been better than an annual one. No indicators were established to monitor gender equality during implementation.

<p>Summary - Design</p> <ol style="list-style-type: none"> <li data-bbox="266 1451 1370 1682">1. The Project’s design was good in defining the general objective and the activities to attain that objective. It identified some of the risks faced during implementation with its mitigation strategies. It’s overall logic and strategy to achieve the impact desired in selected cities was correct. Nevertheless, it did not make clear all assumptions and conditions necessary for the achievement of impact, nor contemplated all risks related to implementation. Its Results Matrix defined three indicators of output and only one of outcome, which makes difficult to properly evaluate the fulfilment of the overall objective of the project. <li data-bbox="266 1696 1370 1822">2. Most of stakeholders considered the design of the project was sufficiently useful and adaptable for local realities and mitigation mechanisms taken for actual risks during implementation could allow to properly and successfully overcome all challenges, except some related to interagency collaboration. <li data-bbox="266 1837 1370 1938">3. The strategy of the intervention, as established by the Project Document, led to an open interpretation on how each of the activities of the project were to enhance local capacities of city administrators to collect and analyse data to inform policy making and to monitor progress towards

security – i.e., on how each team interpreted the overall objective of the project should be achieved through those activities. This led to differences of implementation (and results) in each of the three cities.

Relevance

Evaluation questions:

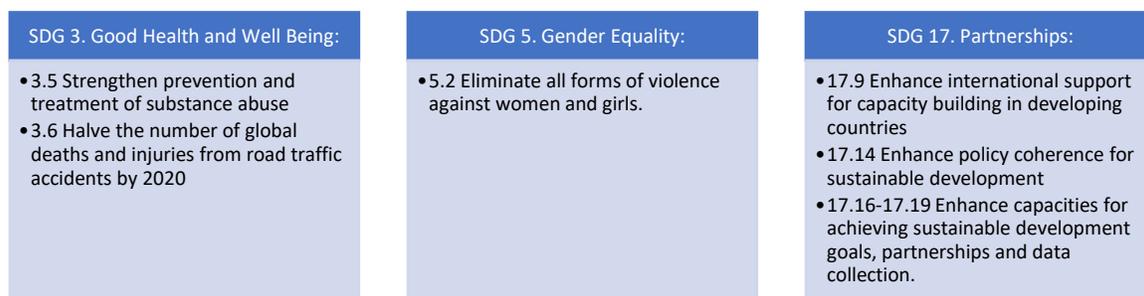
- To what extent are the outputs, outcomes and objectives of this project relevant for the priorities of local authorities in each of the three cities?
- To what extent is the objective of the project aligned with the mandates and objectives of the UNODC, the UN Habitat and the Sustainable Development Goals?

As this project is a collaboration between UNODC and UN Habitat to support local authorities of three cities in three different countries, it is important to analyse if the project was relevant to each of the parties involved.

Relevance for UN and UN Agencies involved

From the desk review and field work, it was possible to determine that the project was highly relevant for advancing the efforts of beneficiary countries to the fulfilment of the Sustainable Development Goals (SDGs). All UN staff interviewed (17) thought this project was highly relevant for advancing towards the accomplishment of SDGs, specifically Sustainable Goals 16 and 11.⁹ Various stakeholders considered that the project also contributed to the fulfilment of other SDGs (**See Diagram 2**).

Diagram 2. Contribution of the project to other SDGs:



All UN staff interviewed (17) considered that the project was properly aligned to the mandates of UNODC and UN Habitat and, therefore, to the United Nations Biennial Programme Plan for the period 2016-2017, specifically for the fulfilment of UNODC's Strategic Framework, Subprogramme 5 (Justice), and to the Human Settlements Sub Programme 1 of UN Habitat.¹⁰

⁹SDG 16: "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels"; and SDG 11: "Make cities and human settlements inclusive, safe, resilient and sustainable"

¹⁰UNODC's Subprogramme 5 (Justice): "To strengthen the rule of law as a basis for sustainable development through

The Project was also aligned to the UNODC various Guidelines on Crime Prevention¹¹ and to the Standards and Norms used by UN Habitat for sustainable urbanization in cities and local authorities. In this case, more specifically, all those related to developing monitoring capacities on urban safety and bringing together all relevant stakeholders addressing risk factors on crime.

This Project was also relevant in relation to the Strategic Framework of UNDAF:

UNDAF Colombia 2015-2019 (peace building, violence and conflict prevention, culture of peace, community mobilisation, focus on children and families, etc.)

UNDAF Mexico 2014-2018 (citizen safety and violence prevention, focus on vulnerable groups)

UNDAF South Africa 2013-2017 (crime prevention, violence in schools, gender-based violence, etc.)

Finally, it was also relevant to the New Urban Agenda of 2016, which stresses the need to engage multiple sectors of government in safety issues, as well as including relevant local communities and non-governmental actors.¹²

Relevance for the cities and countries involved

As mentioned before, the criteria to select the beneficiary countries and cities demanded itself that the project should be relevant for those specific cities and countries. That is, countries and cities were selected:

“Based on existing crime challenges, the availability of initiatives at the local/community level in the collection, analysis and monitoring of crime data, as well as on political will at the local government level to integrate and systematize crime prevention in collaboration with the international community.”¹³

According to the findings of the *Global Study on Homicide* of UNODC (2019), out of the total deaths caused by intentional homicide, 37% occur in America and 35% in Africa, both regions with homicide rates greatly above the world rate (17.2% in America and 13% in Africa, compared to 6.1 % worldwide). As can be seen in **Map 2**, within those regions, Mexico and Colombia, in America, are two of the

the prevention of crime and the promotion of effective, fair, humane and accountable criminal justice systems in the line with the UN standards and norms in crime prevention and criminal justice and other relevant international instruments”; Human Settlements Sub Programme 1 of UN Habitat: “To foster equitable sustainable urban development through the formulation and adoption of enabling legislation, increased access to land and the strengthening of systems of decentralized governance for improved safety and service delivery.”

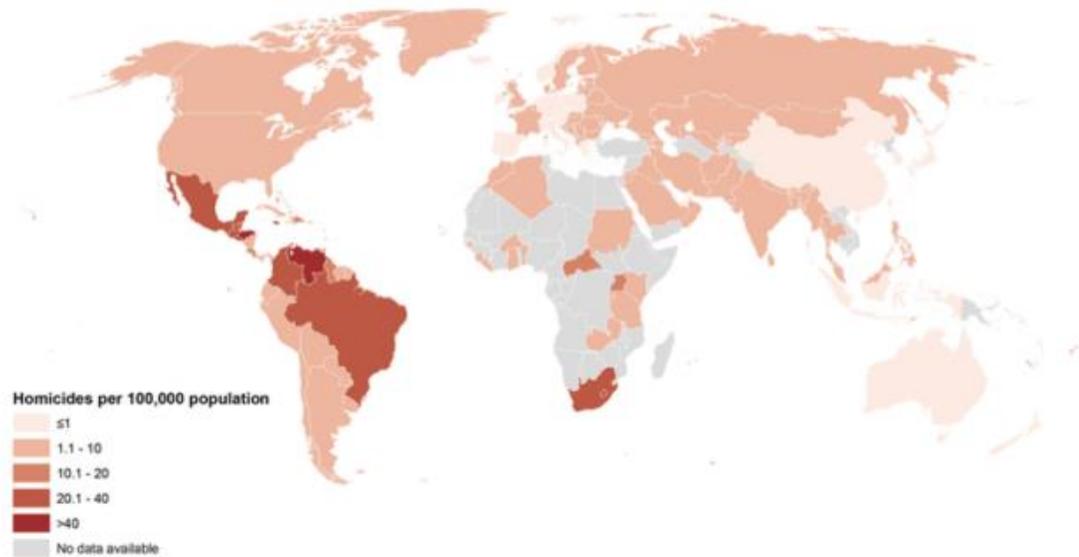
¹¹ Guidelines for the Prevention of Crime, Guidelines for Cooperation and Technical Assistance in the Field of Urban Crime Prevention, Guidelines for the Prevention of Juvenile Delinquency, and the Model Strategies and Practical Measures for the Elimination of Violence against Women and against Children.

¹² UN General Assembly Resolution 71/256, entitled “New Urban Agenda”, annex, and the Quito implementation plan for the New Urban Agenda, A/CONF.226/4* of 29 September 2016.

¹³ *Project Proposal 10th Tranche of the Development Account*, UNODC / UN Habitat, p. 4

countries with higher homicide rates, and South Africa is the country with the highest homicide rate in Africa.¹⁴

Map 2. Homicide rate by country or area, 2017 or latest available year between 2013 and 2016.¹⁵



The boundaries and names shown and the designation used on this map do not imply official endorsement or acceptance by the United Nations. Dashed lines represent undetermined boundaries. The dotted line represents approximately the Line of Control in Jammu and Kashmir agreed upon by India and Pakistan. The final status of Jammu and Kashmir has not yet been agreed upon by the parties. The final boundary between the Republic of Sudan and the Republic of South Sudan has not yet been determined.

Source: UNODC homicide statistics.

Each of these three countries have already made important efforts, nationally and locally, to tackle this problem and to channel more resources towards crime prevention through more comprehensive methods based on civic participation and a multi-sectoral approach to safety. Nevertheless, there is still a strong need to strengthen their monitoring and data collection capacities to be able to effectively base their decision making in evidence.

This project built in part on the experiences conducting local safety audits in Colombia in 2012-13. For example, a very successful Safety Audit had already taken place in Medellin in 2012-2014, and seven more Audits were done in seven other municipalities or departments (one of them with 29 different studies) with a thematic approach.¹⁶ Colombia has been experiencing a steady decrease in homicide rates in the last three decades but its crime and homicide rates are still high. And these criminal rates are also highly concentrated in cities, and more specifically, in certain “hot spots” of cities. By 2016 Cali was the city with the highest homicide rate in Colombia, with 65 homicides per 100 000 people. But homicide is not the only problem in Colombian cities: extortion, kidnapping, robbery and other

¹⁴ It should be said, though, that Africa is the continent with less information and quality of data available from many of the countries in the region, South Africa being one of the only three with “fair” quality of data.

¹⁵ Image taken from Global Study on Homicide, Homicide trends, patterns and criminal justice response, 2019, UNODC, 2019, p. 18.

¹⁶ These other audits were specifically surveying a theme in each region or municipality of the country: micro traffic, gold exploitation, illegal revenue from armed groups, corruption, etc. In the department of Meta 29 different studies of micro traffic were done.

forms of violence associated with gangs and criminal organizations are a source of concern. Various advancements in security measures and policies, as well as in prevention, have been taking place in Colombia for a long time now. Nevertheless, all of these efforts needed to be strengthened through focalizing policies and monitoring progress.

Mexico presents the opposite panorama. For the last two decades homicide rates have been greatly increasing, going from 10/100 000 at the beginning of the century to almost 29/100 000 in 2018. Violence in Mexico is also concentrated in specific states and hotspots and is greatly linked to drug trafficking criminal organizations. As a consequence, some of the most violent cities in the world are located in Mexico but others have very low crime and homicide rates. Along these trends, other crimes have also greatly increased nationally and in cities, with the number of victims of crime in Mexico greatly increasing in the past decade. In Mexico, the collection of quantitative data is strong and is used for decision making and policy-planning. But qualitative data collection at the local level is still needed and decision making at this level of government is not so firmly based on evidence. Querétaro is a city with low crime rates but surrounded by states with very high levels of crime and violence. LPOMEX chose Querétaro because of its history of good governance in security and crime prevention, the good will of local government to improve prevention policies and the need to have a successful partner that could give good results and, therefore, serve as an example to be able to engage other cities with the project later on.

South Africa was not only chosen because of its high crime rates in the region but also because of its existing attempts to promote urban safety and crime prevention. Its National Crime Prevention Strategy already had the correct orientation towards prevention but was not altogether successful. eThekweni in particular was the selected city because of its long-standing history of collaboration with UN Habitat, where the programme Safer Cities had already been running for the last two decades. Despite these advances, it was already clear that the Safer Cities programme needed to be reinforced precisely in strengthening local capacities for data collection using a participatory approach to promote evidence-based policies on prevention. It was also clear that a more transversal management on prevention had not yet been achieved and that knowledge and research on prevention needed to be promoted for the city, the country and the region to better orient decision making.

Given this careful study and selection of the countries and cities to be beneficiaries of the Project, it is understandable that all stakeholders (35 of them) that were asked, during interviews, if the outputs, outcomes and objectives of the project were relevant *and needed* for the beneficiary cities, answered “yes”. Similarly, in the survey, most of stakeholders answered they considered the project very relevant for their city government, for their own areas of work and for their own professional or personal needs (See **Figures 6 & 7**).

Figure 6. Survey results on the relevance of the general objectives of the project.

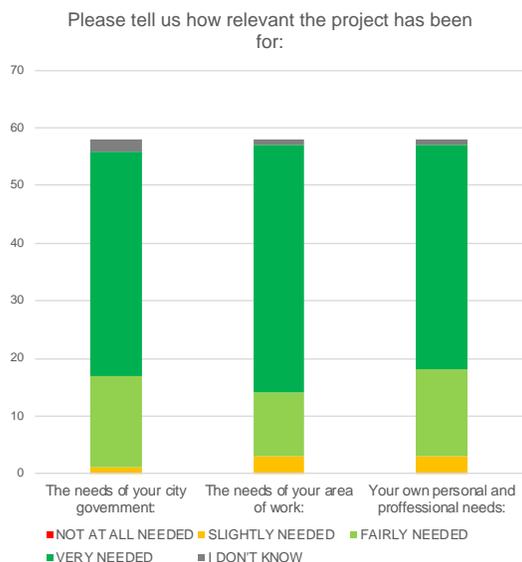
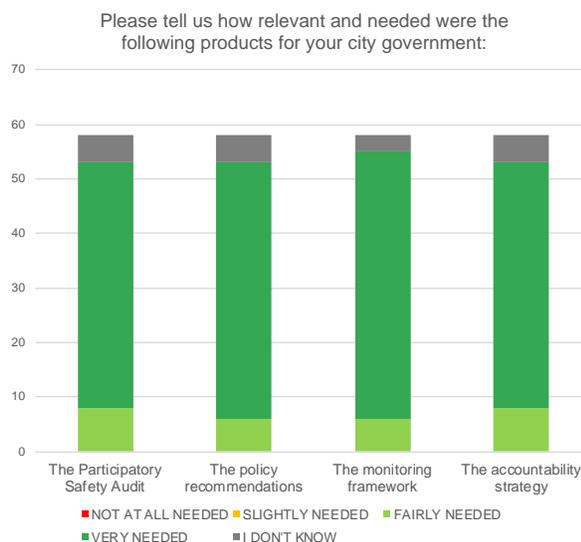


Figure 7. Survey results on the relevance of the outputs of the project.



Source: Evaluator, based on Survey Findings during field work.

People interviewed and surveyed were also asked to express why the project in general (and each of its outputs) was considered relevant and needed. The following diagram states the reasons that stakeholders mentioned (in both, the interviews and the survey) to explain why they considered the objectives, outcomes and outputs of the project relevant for the intervened cities.

Diagram 3. Reasons given for relevance (and number of people mentioning them from interviews and survey):

R E L E V A N C E	Reasons given for the relevance and need of the project and its outputs or tools:			
	IN GENERAL FOR:		THE AUDIT WAS RELEVANT AND NEEDED BECAUSE OF:	
	Institutional strengthening	8	Need of qualitative data collection using a participatory approach	6
	Transversal Management for Prevention	5	It integrates citizens view on crime	6
	Benefits of an external evaluation	5	Data collection and analysis needs (in general)	4
	Capacity building	3	It helps understand why crime and violence are happening	3
	Good to validate one's work	3	It gives a general overview of the city (for the first time)	3
	More Citizen Participation	2	It serves as a base line	2
	Greater efficiency in the use of resources	2	It reveals risk factors associated to crime	2
	DEVELOPED PUBLIC POLICIES WERE RELEVANT AND NEEDED FOR:		MONITORING FRAMEWORK WERE RELEVANTE AND NEEDED FOR:	
Informed, evidence based decision making	9	Greater transparency and accountability	5	
Focalized interventions	6	Having a tool with real information that can be updated for policy making	4	
More efficient interventions	3	Having a practical long term tool for informed decision making	1	
Differentiated interventions	2	For measuring progress towards safety	1	

Source: Evaluator, based on Interviews' and Survey Findings during field work.

Summary - Relevance

4. The project was perfectly aligned with the mandates and goals of both UNODC and UN Habitat, and contributes to the UNDAF strategic frameworks of Mexico, Colombia and South Africa; it is also relevant to the New Urban Agenda of 2016.
5. The project contributed to the fulfilment of various Sustainable Development Goals. Primarily to SDGs 16 and 11, but also to SDGs 3, 5 and 17.
6. The project was considered highly relevant and needed in each of the three cities where it was implemented. It was considered as such by all stakeholders interviewed or surveyed – that is, by UN staff and beneficiary government officials as well.
7. The project effectively tackled the need of municipal governments to collect and analyse data of qualitative nature to guide policies and improve efficiency.

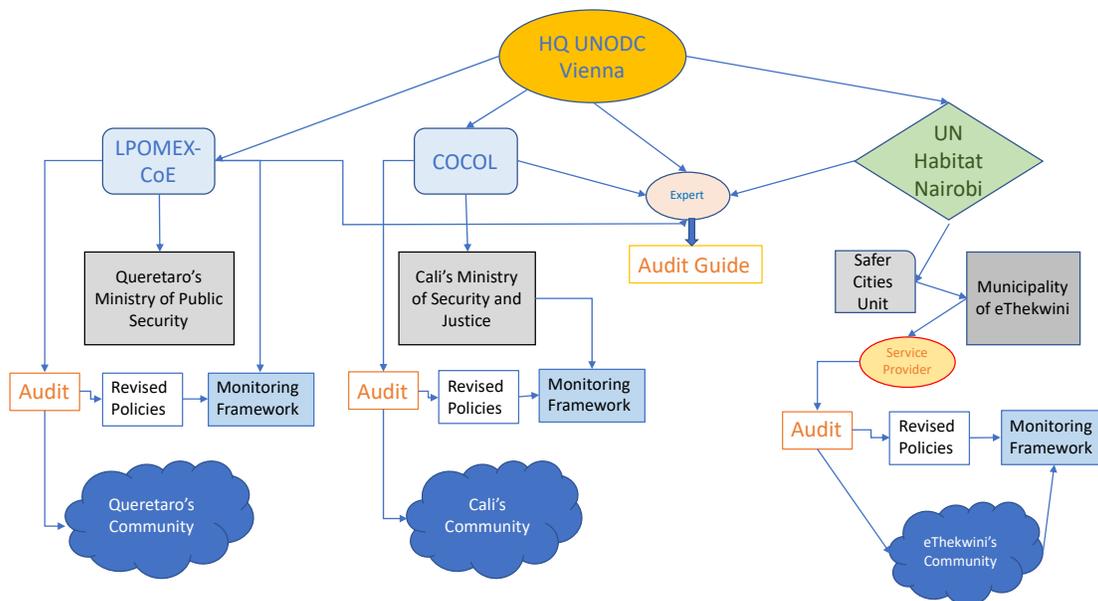
Efficiency

Evaluation questions:

8. To what extent were the project activities and outputs implemented on schedule and within budget?
9. Is there any suggestion you can give to improve efficiency in the use of resources (budget) for future similar projects?
10. Was the UNODC HQ based management, coordination and monitoring useful and appropriate for Field Offices?
11. How would you improve UNODC HQ based management for future similar projects?

This section evaluates if resources were sufficient and if they were adequately used, if activities and outputs were delivered in time and within schedule, if the management and administrative structure or organization of the project was effective and useful and how all this affected the attainment of results.

Diagram 4. Structure of the projects' team:



Source: Evaluator, based on Desk Review and data obtained.

Diagram 4 provides a general overview of how the project worked. Coordination of the project was done by UNODC headquarters in Vienna, under the Justice Section. Its main role was to help coordinate all common activities of the project (mainly the international workshops), monitor progress through the annual reports, supervise the delivery of the project outputs (the Audit Documents, the Public Policy revisions and the construction of the Monitoring Frameworks and Accountability strategies) and to help with all administrative issues related to allocation of resources.

The project itself was conducted and implemented at a local level and, therefore, implementation's responsibility was in each of the field offices. Resources were divided in three equal parts and given to each local office for their own decision-making. Therefore, LPOMEX UNODC office in Mexico was

fully in charge of the project in Querétaro, through the CoE; the COCOL UNODC office in Colombia was also fully in charge of the project in Cali through its Pro-Just area. In the case of the project in Africa, the UN Habitat received the resources but operated the project by transferring those resources to the Municipal Government of eThekweni, that operated the implementation through its Safer City unit, who in turn hired a service provider to conduct the safety Audit.

In the Latin American cities, this form of operation proved to be successful for the UNODC structure, for each of the local teams could easily move to the cities where the project would be implemented and have a close relation with their municipal governments; could perform themselves most of the work to be done for the Audits and could work closely with public officials for the revision of public policies.

For UN Habitat, it did not work in the same way as they do not operate with field offices and their capacities to contract personnel for conducting or supervising the process were fairly limited. On the other hand, as it has been mentioned before, they considered initially that the municipal officials had to conduct the whole process, but realized soon enough that the Safer Cities Unit in the local government did not have the abilities necessary to conduct the Audit themselves and a service provider had to be hired to collect information.

Despite these differences, planned and implemented activities have effectively led to most of expected outputs and outcomes being accomplished, even if some important setbacks in the project's timetable occurred during implementation due to unexpected or unpredictable events.

The first one of them occurred at the beginning of the project's implementation because of an unforeseeable delay in gaining access to funds due to a global administrative reform within the United Nations – installing the UMOJA platform. This delay was partially overcome by making use of existing human and financial resources in UNODC and UN Habitat, but it did cause a delay in some of the planned activities for 2016.

A second unexpected outcome happened in 2017, in Cartagena, which was the first city selected for the project in Colombia, when the Mayor was arrested for corruption and finally resigned from his position in November 2017. The COCOL team tried to maintain the commitment to implement the project in Cartagena with other city officials until, after elections were held and the new Mayor elected was also accused of corruption, at the beginning of 2018, it was decided to change the project to Cali. This complication was difficult to foresee and delayed the project accomplishments in Colombia for almost a year. It also meant that no public representatives of the city could attend the study trip to Rotterdam and Barcelona.¹⁷ Nevertheless, previous experiences in this country with Local Safety Audits made it easy for the COCOL team to rapidly catch up once Cali was designated as the new beneficiary city.

A third complication arose due to municipal elections in Querétaro and National elections in South Africa in 2017, which also caused unexpected setbacks or delays in the implementation processes of the project.¹⁸ In the case of eThekweni it meant a delay in the activities to conduct the local safety audit until early 2018. In the case of Querétaro, this only meant that no public officials attended the

¹⁷ UNODC Colombian staff attended instead, with the idea to transfer this knowledge to the new local government to be selected.

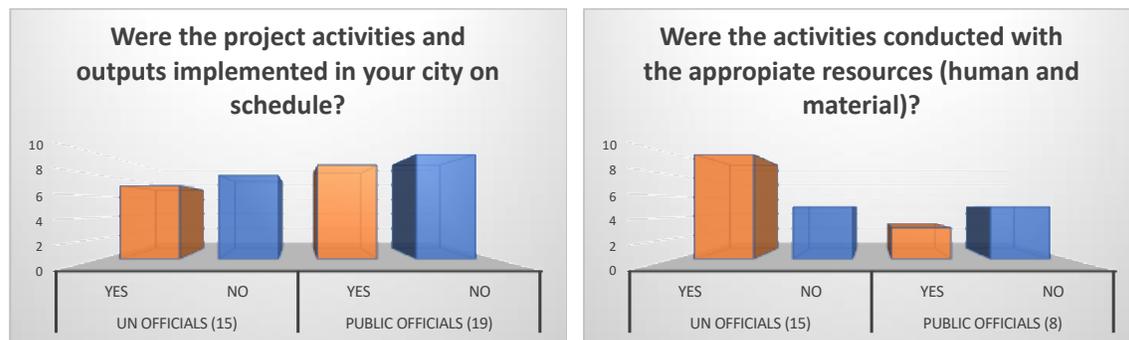
¹⁸ These complications due to elections could have been foreseen and, therefore, could have been considered as probable risk during the design phase of the project, as it has been pointed out in the “Design” findings.

study trip to Rotterdam and Barcelona, but as the official in charge of the Ministry of Public Security kept his position, the project could carry on without further complications.¹⁹

Finally, the implementation of the project in the eThekweni municipality faced further delays because of administrative and contractual difficulties faced to find the proper implementing agent for the Audit. It was not until the second half of 2018 that the Audit process could begin.

This is all reflected in the stakeholders' perception of the efficiency of the project: when asked if the project activities and outputs were implemented on schedule, as is shown in **Figure 8**, little more than half of interviewed stakeholders considered they were not.

Figures 8 and 9: Opinion of interviewed stakeholders on the efficiency of the project.



Source: Evaluator, based on Interviews' Findings during field work.

Apart from the reasons already mentioned causing delays in the implementation of activities, interviewed stakeholders considered that delays were also caused because the teams working in the field were too small and it was too much work for them to do. They also considered that delays were caused because the people designated by local governments to support UN teams in the field were also very busy with other activities of their normal obligations. Finally, specifically in South Africa, it was mentioned by various stakeholders that identifying and engaging other relevant actors within the municipal government was a difficult task that took much longer than expected.

It is important to state, that even though most stakeholders recognized delays in the implementation of the project's activities, most of them also pointed out that, in the end, everything was back on track and that the project finished with all outcomes accomplished in the three cities on time.

Most stakeholders interviewed considered that the project activities were conducted with an appropriate use of resources, human and material (See **Figure 9**). In this respect, various stakeholders observed that, even if the general, overall amount of resources for the project was appropriate, the allocation or distribution those resources into some specific activities or areas needs to be revised.²⁰ It was specifically mentioned the need of more resources for:

¹⁹ Similar to what happened in Colombia, members of UNODC offices in Mexico attended the Study Trip to be able to transfer this knowledge to the newly elected local government.

²⁰ The number of stakeholders making these observations was relatively low in relation to the number of stakeholders interviewed. But these observations are included in the report mainly because they came from those stakeholders

- Hiring more staff, specifically to increase team members working on field. ²¹
- To provide better (up-to-date) equipment, software and technological devices for local teams.²²
- More resources to stay longer in site (within the beneficiary city).

Some suggestions were also made as to how to improve efficiency in the use of resources:

- ✓ To seek greater contribution from local governments;
- ✓ Plan better beforehand: more time for planning;
- ✓ More detailed planning regarding the allocation of resources and intended activities;

Despite these minor observations on how the allocation or use of resources could be improved, it should be highlighted that the project obtained additional funding from the donor *as a result of good management and its achievements*. UN DESA had additional funding for various projects and decided to allocate them to those projects that could prove good results and for those that had already used the 75% of resources allocated for their projects. As this project was selected, this is itself a recognition of an efficient use of inputs and activities.

UN staff of field offices were also asked if the UNODC HQ based management, coordination and monitoring was useful and appropriate for them. All of them answered “yes”.

BOX 1

Stakeholders were asked “How would you improve UNODC HQ based management for future similar projects?”

- More frequent and closer monitoring and reporting along the project;
- More clarity with regards to what is expected of the Audit Document;
- More opportunities to exchange experiences in between the cities involved (perhaps a tool to be able to track, monitor developments in each city and exchange good practices);
- Greater experience on “field work” would help in their evaluation and supervision of the Audit Document and the results presented there.

that were more closely involved in field work and, therefore, more able to perceive this need.

²¹ The evaluator was informed that this finding (based on what interviewed stakeholders said), might be difficult to become a recommendation, for UNDESA guidelines put a cap of 5% of project funds for actual “staff”. However, other types of contracts are possible (consultants, service contractors, etc.) to support and monitor project implementation.

²² The evaluator was informed that UNDA guidelines do not allow the purchase of equipment for UN entities, only if the equipment will be purchased or transferred to the *beneficiary governments*. Therefore, implementing this recommendation would entail revising UNDA guidelines.

An observation that needs to be underlined is the one regarding what was expected of the Audit document. Both UNODC teams, in Colombia and Mexico, observed that there was a lack of clarity on what the Audit Document (containing the Audit findings) should include and look like, how it needed to be presented and organized, how the final version of the document should be handed in.

It was therefore suggested, *for future similar projects*, to include more detailed guidelines for the document content and for its format.²³

Summary - Efficiency

12. Project implementation presented a few obstacles and delays caused by very different reasons. Some of them unexpected, others that might have been prevented. Overall, though, most of the goals were met on time.
13. Resources were sufficient, but some activities might need greater funding in future similar projects, mostly for field work teams: more personnel, better equipment and greater facilities to spend more time in the city where the Audit takes place.
14. HQ coordination and management were positively assessed, but according to some stakeholders, a closer, more frequent monitoring of the project would have been helpful; greater knowledge of field work and its intricacies would have been desirable; more opportunities to exchange experiences in between the cities involved through, perhaps, tool to be able to track, monitor and exchange developments in each city were regarded as missing; and finally, it would have been very helpful to have a clearer view and previously defined structure for the Audit Document's content.

Partnerships and cooperation

Evaluation questions:

- How functional and valuable were the partnerships established during the project within each city, between the UN and local authorities, and between UNODC and UN Habitat?
- To what extent is the project/programme cooperating with other potential partners (Including UN Agencies, CSOs, academia, etc.) to contribute to the achievement of the program?
- Having the experience of this project in mind, how would you improve cooperation *in future similar projects*?

²³ This comment is linked to the observations made on the design of the Audit Guide, where it was observed that there was little guidance in regard to the instruments and final purpose of the investigation to be done (see Effectiveness *criterion* further ahead). The evaluator was informed that it should be clarified that the Safety Audit Tool or Guide was a tool developed *by all project partners* in which *all* were actively consulted and provided inputs. After this consultation, an agreement was reached on the general nature of the guide. Therefore, these comments should be taken as observations for improvement for future similar projects based on the experiences and lessons learned *after* this particular project has concluded.

From what can be seen in the annual reports of the project, partnership and cooperation with local authorities and national governments were strong, continued and reliable. Of course, as already established, some particular complications occurred at some points during implementation in each of the three cities, due to unexpected circumstances. Nevertheless, each of the city teams could overcome those circumstances through a sustained cooperation with local and national governments.

Cooperation and partnership with national and local governments not only helped UNODC and UN Habitat teams to perform the Participatory Safety Audits through providing political, logistical and security support. It was also crucial for achieving the workshop in Medellín in 2017 and in Querétaro in 2019 – as well as with the training courses currently taking place in each of the three cities.

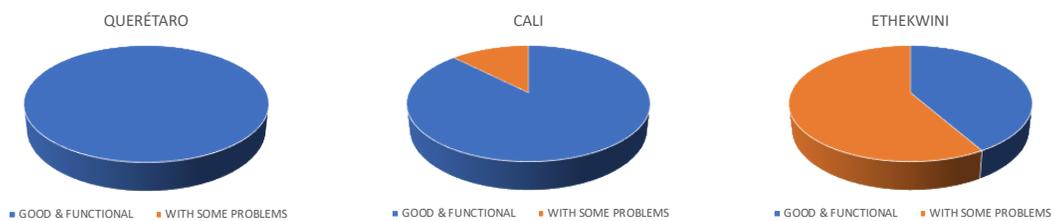
Municipal and national governments also provided all information needed to feed the Audit diagnosis, to construe the Monitoring Frameworks and Accountability Strategies, and to allow UN teams to contact all relevant stakeholders for each of these project activities and outputs.

The strength and reliability of these partnerships with local and national governments, therefore, was fundamental for the establishment of all other alliances needed with organized civil society and relevant social actors.

The commitment of local governments to acknowledge policy recommendations from Participatory Safety Audits and to sustain a Monitoring Framework that can lead to accountability and further policy revisions based on results was also a sign of success in the partnership and cooperation strategies of each city team – even more so when this led to institutional reform and change.

Most of stakeholders in the three cities had this perception of a very good and functional relationship between the UN teams and the local government, even if the proportion varied from city to city. While in Querétaro all stakeholders interviewed qualified the relationship as good and functional without any problems pointed out, in Cali some problems were pointed out by a few stakeholders and in eThekweni various stakeholders pointed out some problems as well (See **Figure 10**).

Figure 10. Partnership and cooperation between UN teams and Local Governments:

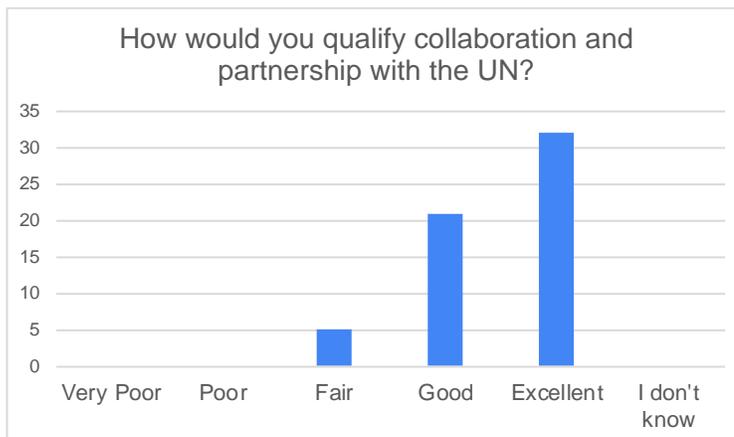


Source: Evaluator, based on Interviews’ Findings during field work.

The same results were obtained in the survey (see **Figure 11**).

The problems mentioned by

Figure 11. Survey results on UN partnership and collaboration with local government:



Source: Evaluator, based on Survey Findings during field work.

LPOMEX and COCOL teams also cooperated with each other, for UNODC staff from Colombia has wide experience in implementing Participatory Safety Audits, and they advised and helped the Mexican team in their implementation of the Audit in Querétaro, in particular the qualitative field work. This cooperation was qualified as good and without problems by both teams.

Finally, the project was meant to be a cooperation alliance in between UN Habitat and UNODC. This initiative, in fact, was the first joint project of UNODC and UN Habitat at city level. Although the collaboration allowed for the involvement of experts from both organizations at key moments during the implementation, several challenges were also observed, in particular with regard to ensuring participation of experts from both entities in day-to-day activities at local level. This led to a situation where technical assistance provided to Cali and Querétaro was slightly different from that in Durban/eThekwin

When interviewing stakeholders, 3 out of 4 staff members interviewed from UNODC HQ and 2 of three staff members of UN Habitat considered the most problematic aspect of the project was interagency collaboration. Interagency cooperation presented various challenges:

- Initial disagreements in terms of the methodology to be used;
- Differences in the way both agencies operate sometimes complicated cooperation and understanding;
- Problems of communication;
- Problems to operate on ground together (in the three cities).

Due to the previous issues, instead of implementing the project together in each of the three cities, UNODC implemented the projects in Latin America and UN Habitat in Africa, separately. There was little or no collaboration in between both agencies in each city, but collaboration remained in the international activities (workshops and study trip).

Collaboration with civil society was good in the three cities. The Audit was indeed a participative process where each team generated most of qualitative data from having engaged civil participation. But partnerships and alliances in between UNODC and UN Habitat teams with non-governmental,

stakeholders were *not* particularly worrisome. Two of them thought the process should have been more transversal, including more agencies of the local government in the whole process. Others pointed out some communication problems with a team leader as worrisome, as well as some problems, in general, on how the project was conducted.

civil society stakeholders was mostly limited to the Audit process. That is, civil participation was limited in the other stages of the project in general – particular differences in each city should nevertheless be made.

From the information gathered through interviews, the city where the process of engagement of civil participation was more often extended to other stages of the project was Cali, where civil organizations were also involved in the revision of policies and in the proposal of a public policy and are still involved in the implementation of various prevention programmes. Their Monitoring Framework at the Crime Observatory will be an open tool for society to use and a wide media campaign was done to let people know about the Audit findings and the policy recommendations. Now, even if this was so, when asked about the names of the civil organizations with whom they worked, only two names were provided, the most mentioned one being the Archdioceses of Cali, with whom most of the collaboration was done.

In the case of Querétaro, apparently, there was an attempt to maintain contact with the group of social organizations with whom they worked during the Audit, in order to keep the relationship alive and involve them in other stages of the project, but for some administrative issues this job was handed to a different area within LPOMEX.

Finally, in the case of eThekweni, engaging all areas of government within the municipality to effectively work together in a transversal manner was difficult enough and, therefore, integrating more actors into the process was fairly difficult. However, the construction of the City Lab is in itself a good initiative to engage civil society in the process, not only participating as those who will monitor progress, but also doing research and enhancing local capacities on crime prevention. In this model, Universities, civil organizations, experts, international communities and other cities involved in the Safer Cities programme would all participate in generating knowledge, sharing experiences and reports.²⁴

Summary - Partnerships and cooperation

15. Partnership and cooperation in between UN staff and local governments was very good.
16. Partnership and cooperation with non-governmental institutions, civil society and academia was good where it happened, mostly during the Audit process, but limited during the last stages of the project (i.e., the revision of Public Policies and construction of the Monitoring Framework and Accountability Strategies). Civil participation could have been stronger in those last stages to improve sustainability and accountability.
17. Having in mind that this is the first joint project of UNODC and UN Habitat at city level, and that good results were obtained out of this collaboration in many respects, some challenges were also observed: some communication problems, administrative issues, and complications related to the way both agencies operate. This led to disagreements about the way the project should be conducted and to a limited collaboration on the ground, preventing greater inter-agency collaboration in each of the beneficiary cities, even if, in other respects – i.e., international activities – collaboration worked well.

²⁴ By the time this report was finished, the City Lab had not yet been construed and operated.

Effectiveness

<p>Evaluation questions:</p> <ul style="list-style-type: none"> ➤ To what extent did the project activities and outputs attain the objective of developing evidence-based urban crime prevention and safety policies/plans and monitoring frameworks? <ol style="list-style-type: none"> 1. To what extent do you consider that the training courses and workshops were adequate to the end goals of the project? / How would you improve them for future similar projects? 2. To what extent do you consider the Guide for Participatory Safety Audits a good enough tool for its purpose? How would you improve it for future similar projects? 3. To what extent do you consider the Monitory Frameworks & Accountability Strategies developed during the project successful? How would you improve them for future similar projects? 4. For future similar projects, is there any way you would improve the technical assistance provided? ➤ Are there any results achieved beyond what was expected of the project?

The Results Matrix of the Pro Doc established no indicator for measuring the accomplishment of the general objective of the project. But it did establish various indicators for the accomplishments of its outcomes.²⁵ In **Table 3** we can see the level of accomplishment achieved by each of those indicators by the time this report was finished.

Table 3. Level of accomplishment of the indicators established in the Results Matrix of the Pro Doc.

Level of Result/Expected result	Indicator	Level of Accomplishment
Objective: To support local authorities in three selected cities of Latina America and Africa to develop, in consultation with civil society, evidence based urban crime prevention and safety policies/plans and monitoring frameworks that address multi-causal factors of violence and crime	N/A	N/A
Outcome 1: Enhanced capacities of city administrators to collect, analyse crime data to formulate	IA 1.1 Number of Safety Audits completed in all three project cities.	One Safety Audit conducted in each city: <ul style="list-style-type: none"> • Querétaro, April 2019

²⁵ In Annex V, the evaluator presents an analysis on how a reconstructed Theory of Change based on the logic of the intervention can show that, if we distinguish more clearly between activities, outputs, outcomes and general objective, indicators for each level of accomplishments in the Results Matrix can be better defined. Under this other view, the first three indicators of the project are actually output indicators and the only outcome indicator defined is IA 2.2.

and adopt urban crime prevention and safety policies and programmes, using a participatory approach.		<ul style="list-style-type: none"> • Cali, May 2019 • eThekwini, June 2019 <p>Output: Audit Document</p>
	IA 1.2 Number of revised or new urban crime prevention and safety policies in each of the selected cities, that have been developed using a participatory approach.	<p>One set of revised policies in each city:</p> <ul style="list-style-type: none"> • Querétaro: recommendations included in the Audit Document and the Web Portal. • Cali: Recommendations included in the Audit Document/ Public Policy proposed/ Decree published by the Major²⁶ • eThekwini: Draft of a Safety Strategy already delivered; to be approved and published in early 2020.
Outcome 2: Enhanced capacity of selected cities to monitor urban crime prevention and safety policies and programmes and measure progress towards achieving security, safety related development targets at a local level.	IA 2.1 Monitoring frameworks with relevant crime and safety -related indicators put in place in the selected cities;	<p>Monitoring Framework Developed:</p> <ul style="list-style-type: none"> • Querétaro: integrated to the Web Portal²⁷ • Cali: integrated to the Web Portal²⁸ • eThekwini: Overall Plan of the Safety Lab presented in document. Safety Lab expected to be operating in March/April 2020.
	IA 2.2 80% trained local government officials confirm that they increased their knowledge to measure progress towards achieving urban crime prevention and safety.	<p>Survey conducted in each city:</p> <ul style="list-style-type: none"> • Querétaro: 96% considered their knowledge increased substantially or sufficiently • Cali: 83% considered their knowledge increased substantially or sufficiently • eThekwini: 80% considered their knowledge increased substantially or sufficiently

²⁶ https://www.cali.gov.co/aplicaciones/boletin_publico/detalle_boletin.php?id=1993&num=149

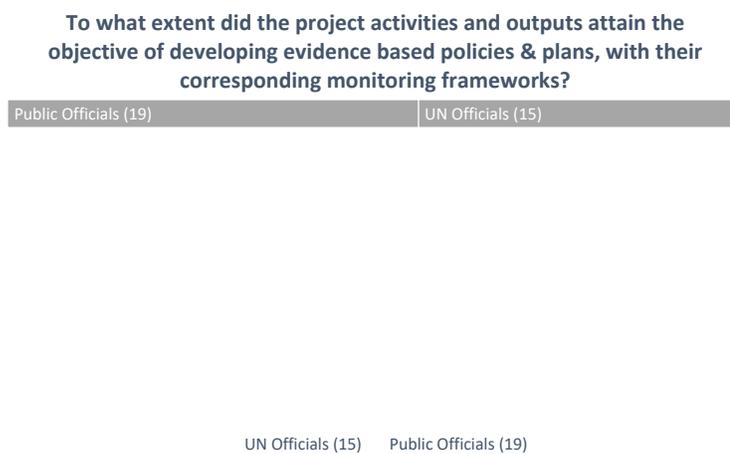
²⁷ <https://auditoriadeseguridad-cdeunodc.org/>

²⁸ <http://observaseguridadcali.unodc.org.co>

As it can be seen in **Table 3**, all indicators show that activities and outcomes have been almost fully accomplished: one Safety Audit was conducted with its results published in a document in each of the three cities; prevention policies were revised and recommendations issued based on the audit findings in each of the three cities; and one monitoring framework and accountability strategy was established in each of the three cities as well. It is already online and running in Cali and Querétaro, but still to become online and running in eThekweni, however, with the overall project accomplishments presented in a document.

The results obtained through the interviews during the evaluation in regard to this criterion were very similar to the ones obtained through the Results Matrix’s indicators of the Pro Doc (see **Figure 12**). When asked “to what extent did the project activities and outputs attain the objective of developing evidence-based urban crime prevention and safety policies/plans and monitoring frameworks?”, in field offices of Colombia and Mexico, as well as public officials in Cali and Querétaro, all interviewed stakeholders considered all objectives were attained. UN Habitat staff as well as eThekweni public officials were divided: half considered all objectives attained and half considered some were missing.²⁹

Figure 12. Achievement of project’s activities and outputs according to *interviewed* stakeholders.



These results show a high level of perception that all activities and outputs of the project had been achieved amongst *interviewed* stakeholders.

That is, 76% of stakeholders interviewed (34) thought all planned activities and outputs had been attained and 24% that they were mostly achieved.

Source: Evaluator, based on Interviews’ Findings during field work.

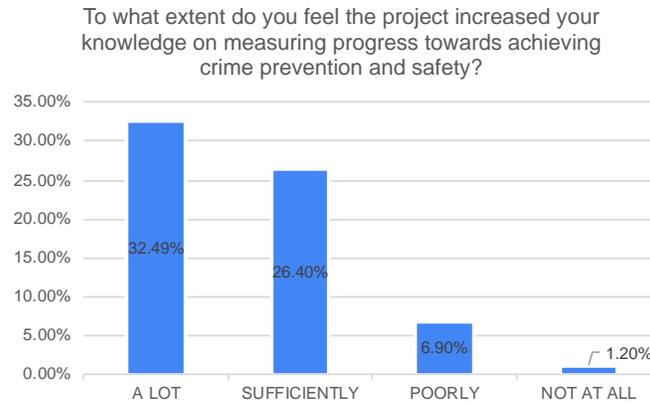
Now, these reviewed project indicators and this interview question show that certain specific *activities and outputs* of the project were completed. They do not explicitly show the overall objective of the project had been accomplished – i.e., the enhancement of local capacities to collect and analyse data, to inform public policies and monitor progress towards safety ³⁰. For this other purpose, a survey was conducted by the project in each of the three cities to gather information for the last indicator of the Results Matrix, IA 2.2, which *did* measure the level of accomplishment of *one* of the outcomes of the project, by asking public officials in each of the three local governments if they considered their

²⁹ It is important to bear in mind that these interviews took place during November and December of 2019. By then, eThekweni had not yet completed the revision of public policies and issued its recommendations, nor completed the Plan for the Monitoring Framework. These both were completed while the evaluation was finalised and, therefore, the indicators of the Result’s Matrix presented here show greater advance in the accomplishment of these outputs than what existed when stakeholders were interviewed.

³⁰ See footnote 23.

knowledge to measure progress towards achieving urban crime prevention and safety increased as a result of the implementation of this project in their city. This other indicator set as a goal “at least 80% of public officials surveyed answer yes.” **Table 4** shows the results of this survey in each city, and as can be seen, in each of the three cities this percentage reached the 80% goal, or higher. **Figure 13** shows the result of this indicator for the three cities all together.

Figure 13. Answers to the survey conducted by the project for indicator IA2.2 (from the three cities all together) with the following question:



Source: Evaluator, based on Survey Findings during field work.

Now, this indicator only shows the accomplishment of one of the outcomes of the project and the previous indicators and interview question the accomplishment of certain activities and outputs of the project. To better evaluate the accomplishment of the general objective of the project, the evaluator added a set of more particular questions to the interviews and to the evaluation survey. These other questions in the interviews and survey had various purposes. In the case of the interviews, to evaluate the stakeholder’s perception of the previous activities and outputs (safety audit, policy revisions and monitoring frameworks), and of the training courses and workshops of the project. In the case of the survey, a more precise question was done to evaluate how public officials perceived if the final goal of the project was achieved – i.e., how far did they perceive that their local government (and themselves as public officials) had enhanced their capacities to a) collect and analyse data using a participatory approach, b) revise their public policies based on evidence and c) monitor progress towards safety.³¹

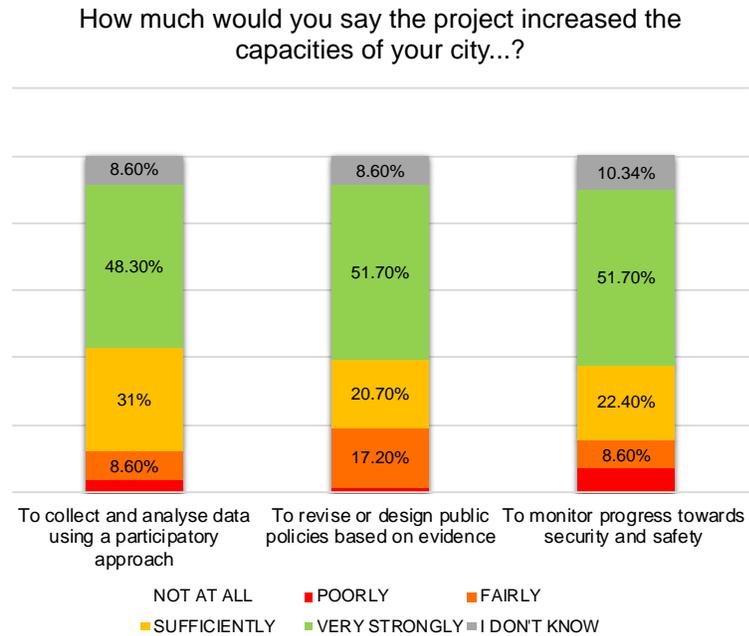
The answers of the evaluation survey were as follows:

Results were very similar for each question: 48 %

Figure 14. Survey answers to question on effectiveness

³¹ Unfortunately, as explained when exposing the limitations of the evaluation, responses to the survey conducted by the evaluator were dissimilar in between cities. While in Querétaro all of the people surveyed (30) responded it, in Cali only 12 responses were obtained out of 30 and in eThekwinini 16 out of 30. This makes the survey responses little comparable between cities.

of stakeholders surveyed thought that the project “very strongly” improved their city’s capacities to collect and analyse data using a participatory approach and 31% that the project enhanced this same capacity “sufficiently”. In terms of improving the city government’s capacities to revise public policies based on evidence and to monitor progress towards safety 52% considered the project helped “very strongly” towards this purpose and 21% that it helped “sufficiently”.



Source: Evaluator, based on Survey Findings during field work.

In the interviews and the survey, additional questions were included regarding the international workshops, the Audit Guide and the Audit results, the Monitoring/Accountability Frameworks developed, and the training courses and workshops given in each city to public officials. Here are the results obtained.

Interviewed stakeholders

The International Workshops (Medellín, Rotterdam/Barcelona and Querétaro) were considered good, in general, by those interviewed stakeholders who attended them. Now, some important differences in between each of them need to be considered to evaluate them properly.

Firstly, the Medellin workshop was very well rated by those who attended it (13 out of 34 stakeholders interviewed), in various respects. On the one hand, this was intended as an induction workshop for key municipal officials of the three cities to develop a common vision of the project by discussing and explaining the project’s strategy, its methodology, and by illustrating how this methodology worked via the Medellin experience. In this respect, most of stakeholders interviewed who assisted to this workshop considered that it fulfilled its purpose very well, for municipal officials of the three cities were present, and because it helped setting a common ground for implementation and for engaging the commitment of city officials.³²

The study tour to Rotterdam and Barcelona was also intended for city officials involved in the project as a capacity building activity, to enhance their knowledge in successful crime prevention and safety policies, plans and programmes. In this case, though, almost no city officials could attend, except for

³² Unfortunately, the city representatives of Colombia in this workshop were from Cartagena, and not Cali, for at this stage of the project it was Cartagena the city that had been selected for the project and it was not until later that Cali was selected instead.

people from eThekweni municipality.³³ To mitigate this absence of city officials from Mexico and Colombia, members of UNODC local teams were present in this study tour, in order to later transfer this knowledge to beneficiary cities. The 7 stakeholders interviewed who attended this activity considered it good.³⁴

Finally, the closing or review workshop in Querétaro was the one most attended by stakeholders interviewed (20 of 34), many of them public officials. In this case, most of them considered the workshop fulfilled its purpose of presenting results of the project in each of the cities and of sharing experiences between them. But many of them also thought the workshop was too short and too little time was designated for these presentations and debates. Most stakeholders would have liked to make the most out of this encounter and have more time to present in detail their work, discuss it with others and learn from each other. In words of one of the participants: “The Querétaro workshop was too short. It could have been a good opportunity for real exchange, but there was no time”.

Interviewed stakeholders were also asked their opinion on the Audit Guide created for the project: “Do you consider the Audit Guide a good enough tool for its purpose?” The Audit guide was a document created during the implementation of the project to guide and support the audits in each of the three cities. An external expert proposed the initial design, which was presented during the induction workshop in Medellín to be discussed with members of the three teams. It was later revised again, at least twice, in order to incorporate the input from the various implementing teams.

When asked about the Audit Guide as an instrument, 22 out of 31 stakeholders interviewed considered it a good tool for its purpose (see **Figure 15**). Only 6 stakeholders thought the Audit Guide needed improvements and, although it was only a few of them who made these comments, it is worth taking into account their observations *for future similar projects* (**See Box 2**).

³³ In the case of Colombia, it was because the selected city for the project was to be changed and Cali had not yet been selected as the substitute city. In the case of Mexico because of municipal elections.

³⁴ Two of the stakeholders interviewed mentioned that one of the reasons why city officials found it difficult to attend this activity was that the study trip was too long for public officials to leave their offices. This should perhaps be taken into account when planning this type of workshops.

Figure 15. Interviewed stakeholders' opinion of the Audit Guide.



AUDIT GUIDE:

- 31 Stakeholders interviewed were asked their opinion of the Audit Guide.
- 22 considered it a good instrument for its purpose (useful and adaptable).
- 6 considered it needs improvements (1 of them considered it needs substantial improvements).
- 3 did not know the document.

Source: Evaluator, based on Interviews' Findings during field work.

Some of the most frequent positive comments about the Audit Guide made by stakeholders were the following:

- It is useful and adaptable (in its adaptability is its strength).
- It's a sufficiently solid guide that can be adapted to the needs of each city.
- It is a good starting point for a participatory approach for qualitative data collection.

Taking these comments into account (the positive ones and the observations made by stakeholders to improve the Guide for future similar projects, contained in **Box 1**) and contrasting the guide itself with the Audit Documents produced by each of the three cities, it can be said that the Audit Guide was a reference document for a general understanding of what an Audit is, rather than a guided process on how to conduct an Audit itself.

This very general overview of what a participatory Audit is ended up in a very different interpretation of how the Audit had to be conducted, and how its results needed to be presented in the Audit Document in each of the three cities. This had various important advantages, and this openness of interpretation was seen as necessary when the audit tool was created and discussed by the different teams.³⁵ Some of those advantages are reflected in the positive comments towards it: it was very adaptable to different realities (different crimes to be studied, different amount and quality of data,

³⁵ The evaluator was made aware that it should be noted that the openness of the audit tool was agreed among all UN implementation partners and HQ as a solution to the lack of agreement on a common general method of intervention. It was agreed (as discussed by email and during a coordination meeting in May 2018 in Vienna), to keep it broad/general so it would serve as guidance on key principles rather than a prescriptive tool.

different social, political and economic realities, different laws and policy approaches) but it was still a good enough starting point to guide a participatory approach for the collection of qualitative data.

Unfortunately, this also meant that certain key aspects of what should have been expected of the Audit process were not always present in the final results of the Audits' documents. For example, one of the key aspects of an Audit should have been the cross referencing of data in different layers of maps that could clearly establish links between risk factors and certain criminal behaviours. None of the Audit documents presents this kind of information or analysis.³⁶ Another is the clear identification of assets for prevention within the city or a map of community actors – only the eThekweni Audit includes protective factors in its analysis. One more was the need to clearly establish a correlation in between the Audit findings and the Audit recommendations, which also needs to be strengthened in each of the three documents.

When asked about the Audit *results*, though, comments were very favourable in the three cities by almost all stakeholders (the only critical comments made of the Audit's results were, in Cali, that the exercise was not really representative of the whole reality of the city, for it was not done with a sufficiently solid method of plural, non-biased representation, and in eThekweni, that some of the questions were biased, and that the stakeholder engagement was problematic).³⁷

In terms of the monitoring framework developed by the project, all of the stakeholders who were asked this question during the interviews (26) considered it a very good instrument. In this case, they all recognised it is a necessary tool that helps monitor progress, improve efficiency and provide accountability. In the case of eThekweni, though, this tool is yet to be fully developed and, therefore, opinions on it are that it is a very good and solid idea, even if it is not still operating.

This tool in Cali, in particular, has been highly praised and considered a very useful, advanced and efficient tool for decision making and policy orientation, for it can be constantly updated with real time information, it can produce maps with multiple layers of cross referenced information and it is an open site, to be consulted by government agencies and citizenship, where crime data can be downloaded for further analysis. For the team in UNODC Colombia, this tool is the “state of the art” of the project, for it is the most reliable way of making this whole exercise a sustainable achievement because, they said, no new government will reject a tool as this one for decision making, for it saves resources by making policies more efficient, transparent and successful.

The tool in Querétaro is a site where the findings of the audit are presented and indicators on incidence of crime and other types of data displayed by municipality; where the recommendations made by the project can be monitored and related to the achievements of the SDGs, and where citizens can anonymously report crimes and other types of security issues. This site will also include future similar exercises in other cities (or municipalities) in Mexico, where the LPOMEX team will help local governments to inform crime prevention policies through the implementation of local safety audits, replicating what was done in Querétaro.

³⁶ The Cali Document does establish some of those cross references in certain maps, but there was no clear analysis on the existence of a correlation between certain risk factors and certain criminal behaviours.

³⁷ These comments were made by only one stakeholder in each case, but they point out to issues of method that need to be taken into account.

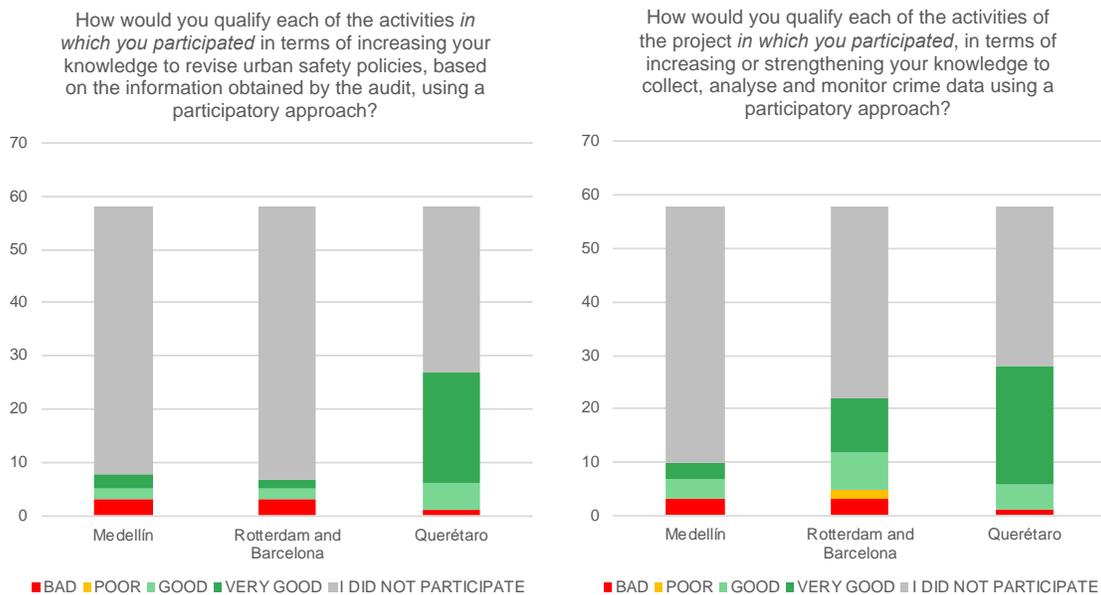
Finally, when asked about the courses given so far in each of the cities to train public officials in different specific aspects, most of stakeholders considered those courses good, needed and relevant.

Surveyed Stakeholders

In the survey, stakeholders were asked two questions to qualify each of the activities of the project (each of the international workshops, the Audit, the review of the public policies, and the development of the web page – i.e., the monitoring framework and accountability strategy). The first question asked them to qualify each of the activities *in which they participated* in terms of “increasing or strengthening their knowledge to collect, analyse and monitor crime data using a participatory approach.” The second question asked them “How would you qualify each of the activities *in which you participated* in terms of increasing your knowledge to revise urban safety policies, based on the information obtained by the audit, using a participatory approach?”

Unfortunately, the results of the survey cannot be considered reliable in all cases, for answers to the second question show a great disparity of data in regard to the people who actually assisted to these activities. If we separate the international workshops from other activities, this difference is especially significant in the case of the Rotterdam and Barcelona study trip. While in the first question 36 stakeholders answering the survey said they did not attend this activity (and 22 qualified it), in the second question, 51 of them said they did not attend this activity, and only 8 qualified it. In the case of the Medellín and Querétaro workshops the difference is only of two stakeholders in the first case and one stakeholder in the second. These are the overall results of these two questions in regard to the international workshops:

Figures 16 and 17. Survey results about international workshops



Source: Evaluator, based on Survey Findings during field work.

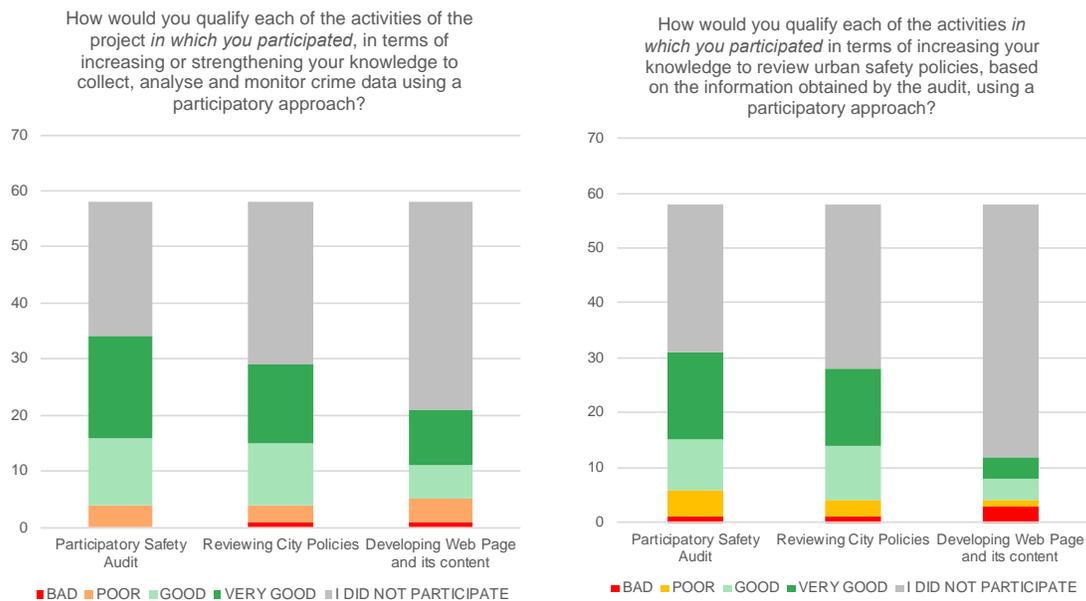
Having this disparity and inconsistency in mind, when asked the first question, this other group of stakeholders had a different perception of the international workshops. Of those who participated in the workshop in Medellín (10 out of 58), 3 considered the workshop very good, 4 good and 3 bad. Of

those who assisted to the study trip in Rotterdam and Barcelona (22 out of 58), 10 considered it very good, 7 good, 2 poor and 3 bad. Finally, of those who assisted to the closing workshop in Querétaro (28 out of 58), 22 considered it very good, 5 good and 1 bad.

When asked the second question, 2 of the participants in Medellin (8 out of 58) considered the workshop very good, 2 of them good and 3 of them bad. Of the 58 people answering this other question of the survey 7 qualified the Study Trip to Rotterdam and Barcelona, and 51 said they did not assist. As this result reveals a very high contrast to the answers given to the previous question and, none of them becomes reliable (in this case, 2 qualified the study trip as very good, 2 as good and 3 as bad). Finally, from 27 out of 58 that attended the workshop in Querétaro, 21 qualified it as very good, 5 as good and 1 as bad.³⁸

The survey also asked stakeholders how they would qualify the Participatory Safety Audit, The revision of Public Policies and the Web Page of the project (Monitoring Framework and Accountability strategy), *if they had participated in any of them*, in terms of a) increasing or strengthening their knowledge to collect, analyse and monitor crime data using a participatory approach and b) increasing or strengthening their knowledge to revise urban safety policies based on the information obtained by the audit, using a participatory approach.

Figures 18 & 19. Survey results about the Safety Audit, Policy Revisions and Web Portal



Source: Evaluator, based on Survey Findings during field work.

Here something similar happened. There is a slight difference of those who said they participated in the Safety Audit in between question one and two (24 in the first question said they did not participate and 27 said the same in the second), a minor one in relation to the activity of Revising City Policies (29

³⁸ Apart from the discrepancies in the answers to both questions (in terms of those who attended the international workshops) it should be taken into account that out of 30 stakeholders that received the survey in each city, 30 answered in Querétaro, 13 in Cali and 16 in eThekweni. This difference might also bias the results.

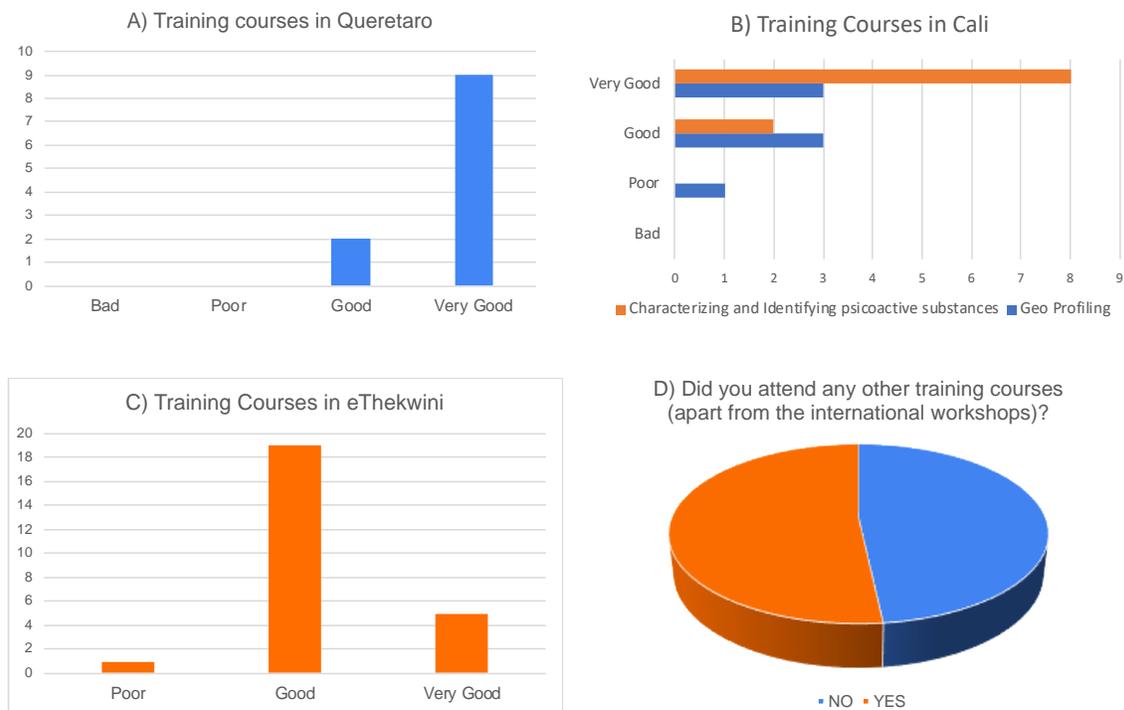
vs 30) but a significant difference in relation to the development of the Web Page or Portal (37 vs 46). Therefore, results for this last variable should not be considered reliable.

In terms of the Safety Audit, 88% of those stakeholders surveyed who participated in it considered it was a very good or good activity for enhancing their capacities to collect, analyse and monitor crime data using a participatory approach and 81% said it was very good or good to increase or strengthen their knowledge to revise urban safety policies based on the information obtained by the audit, using a participatory approach.

In terms of the revision of Public Policies, those considering this activity very good or good in terms for enhancing their capacities to collect, analyse and monitor crime data using a participatory approach were 86% and 85% said it was very good or good to increase or strengthen their knowledge to revise urban safety policies based on the information obtained by the audit.³⁹

Finally, stakeholders were also asked (in the survey) to qualify the particular training courses given by the project in each city. The answers in the survey were the following:

Figure 20. Survey results on training courses given in each city (A, B, C) and general attendance of these courses in the three cities (D).



Source: Evaluator, based on Survey Findings during field work.

Training courses given in each city have also greatly varied. In Querétaro one course was delivered with 30 people attending it, all of them from the Social Prevention area of the Ministry of Security. The

³⁹ In terms of the development of the Web Page or Portal, the answers were 76% and 67% considering them very good or good. But, as stated before, due to the significant difference of those saying they did not participate in between both questions, these answers become invalid or insufficiently reliable.

course was on “Social Diagnosis for Decision Making”. In Cali, eight training courses were provided, imparted to a multitude of stakeholders: four courses in “Geo-Profiling”, imparted to different groups of public officials of different ministries within the local administration, two courses on “Identification of Psychoactive Substances” for different groups of stakeholders and one course on “Public Policies”. The number of beneficiaries from these courses was 212 from 13 different areas of government, 3 NGOs and some journalists. Finally, in eThekweni, three training courses had been delivered on “Public Space Assessment”, “Transversal Management” and “Training for the Urban Safety Curriculum”, attended by all areas of local government and by police institutions, with over 56 attendees.⁴⁰

By the time this evaluation was conducted, 298 public officials had attended training courses in the three cities.

In the survey conducted for this evaluation, stakeholders were asked if they had attended other training courses and workshops besides the international workshops and, from the 58 answers received from the three cities, 30 answered “YES” and 28 answered “NO” (see graph “D” in **Figure 20**). The survey also asked these stakeholders to evaluate this training courses as “Bad”, “Poor” “Good” or “Very Good”. The evaluation given in each city is illustrated in graphs “A”, “B” and “C” of **Figure 20**.

Technical assistance

Interviewed stakeholders were also asked about the technical assistance provided by the project and all of them said it was very good, needed, relevant and professional. When asked if it could be improved somehow for future similar projects, some suggested some ideas contained in **Box 2**.

Results achieved beyond what was expected of the project

Interviewed stakeholders were also asked if they considered there were any results achieved beyond what was expected of the project. Some of these “extra” achievements mentioned were the following:

- Having received extra resources and time allowed the project to go beyond what was originally expected: providing more training courses and being able to support prevention programmes in the three cities, amongst other activities.
- Creating an installed capacity in Mexico – within the LPOMEX office – to replicate this project in other cities in the country.
- Being able to propose Public Policies in Mexico and Cali: they were not part of the original plan, but they were achieved.
- The plan for the City Lab in eThekweni includes objectives beyond what was expected; the curricular development on safety for public officials also.
- The Observatory Tool in Cali: although the portal was envisaged in the Pro Doc, according to various stakeholders what was achieved with it in Cali went beyond what was expected, for it is an instrument that summarizes all efforts of the project and makes them practical, a “living” tool that allows sustainability.
- Partly based on the success of the project, UNODC launched a new Global Programme on Urban Safety Governance which aims to conduct safety assessments at the city level, with pilots

⁴⁰ This number is only of the attendees of the workshop on Transversal Management, for the evaluator was not provided with the information of attendees for the other two courses.

having started in Mexico and Kenya.

- Finally, UNODC and UN-Habitat signed an MoU in 2019 which includes cooperation on urban safety and crime prevention.

BOX 2

Stakeholders were asked not only to evaluate the training courses and workshops of the project they had attended, the Audit Guide (if they knew it), the Participatory Safety Audit, Monitoring Framework and Accountability Strategies, if they had participated in their development or implementation, but also to give their opinions on how each of these activities, and the technical assistance provided by the project, could be improved *for future similar projects*. Here are some of their opinions in this respect. Most of them were centred on the Audit Guide, the Training Courses and Technical Assistance received: ⁴¹

Audit Guide

While the majority of stakeholders stated that they considered the Audit Tool very useful, these are some of the observations made as to how the Audit tool could be improved *for future similar projects* that are worth taking into account: ⁴²

- It should be more didactic than technical. It needs to state more clearly the logical sequence of the intervention; it needs more precision at each stage of implementation.
- It needs to be more grounded and informed by field experiences: to incorporate what has been learned in practice during field work.
- The methodological instruments that should guide the research of the Audit need to be developed and incorporated to the tool.
- It would be very useful to include in the guide some protocols as to how best to generate trust in a focus group with the community, how best to approach them and talk to them in order to obtain sensitive information, how to overcome possible conflicts within the groups, how to help those who are oppressed or frightened to voice their opinions, etc.

⁴¹ The ones on the training courses received were mentioned before when exposing the findings related to these courses.

⁴² It is important to bear in mind that the Guide was discussed on various occasions with the different teams and its final version for the project was accepted by all at the first stages of the project. These improvements are being proposed now, at the final stage of the project's implementation, and therefore, are ideas that come from them after their field experiences. The evaluator was informed that there was a proposal from the team in charge of the project to hold an international expert group meeting at the end of the project to discuss its achievements and challenges and discuss the guide to make it "global", and to benefit from international experts' opinions and knowledge. This proposal was rejected. Considering the observations made by those who used this tool on the field, it would be advisable to effectively revise the tool, for future similar projects.

Some other aspects mentioned by stakeholders were the following:

The Audit guide leaves open the possibility of defining if the Audit will be conducted as a research on specific issues (specific areas of the city, specific groups or specific types of crime) or if it will be conducted to perform a “whole city” exercise. This “openness” is understandable but, given that in this particular case, in each city, the Audit was performed as a “whole city” exercise, stakeholders mentioned it would have been good to have a more detailed step by step guidance on how to conduct such a big enterprise – or, at least, to have developed a guide on how to define the issues to be investigated, together with the local government and other relevant actors of the community.⁴³

Stakeholders also suggested that the Audit tool could be improved by incorporating a more detailed account on the research questions guiding the investigation, the analytical categories to be used, the specific social groups that might be valuable information sources, where and how to approach them, etc. According to them, this guidance could help researchers to prepare themselves for the ground and choose properly where to go and whom to seek, to obtain relevant information for the specific purposes of the Audit.

Another similar observation was that the instrument would be greatly improved and strengthened in its methodological approach if it could define a sampling frame for micro-territories, with control and objective groups. That is, the way these audits operated (in the current project) was basically through collecting information from those social groups close to government agencies that could be summoned and were willing to participate. But this is not necessarily representative of the whole city and does not necessarily reflect its overall reality. Therefore, it was suggested that the guide should include a method to do a proper, really representative research of all those social groups in society that the Audit would want to get information from, with their respective control groups.

Various stakeholders also said there is a need to include, in the method, a specific mention on transversal management and how to best achieve it within local government – even if the audit guide does mention that, as part of the process, all agencies within the local government should be involved. For example, it was pointed out that there is no mention on how to engage and manage stakeholders. It was suggested that the guide should take into account the complexities of this process and elaborate on how to engage all different actors relevant for crime prevention, and how to create partnerships with them. It would also be useful to have some guidance on how to change peoples' mindsets in order to institutionalize a more transversal management for safety. Finally, it was mentioned that it would be advisable to also include horizontal indicators to monitor cross-cutting responsibilities – something that, they found, also generates resistance.

⁴³ The “extent” of the Audit or its specificity was not explicitly stated in the Pro Doc. This was left open as something to be decided in each city: if the Audit would be conducted to study one specific criminal behaviour in the city, or one specific area or group of neighbourhoods, or one specific population group, etc.

Various stakeholders also mentioned the need to include within the method the whole process of implementation – that is, not only the Audit, but also the revision of public policies, the construction of monitoring frameworks, and the implementation (from the very beginning) of sustainability strategies, taking into account the difficulty of institutionalizing good practices at the local level of government, as something that could strengthen the method in future similar exercises.

Finally, stakeholders said it would be commendable to also include, as part of the method, some options on what to do with sensitive information collected during field work. Those who implemented the audits realised a lot more information was collected than could be published, given that the Audit reports need to be public. Therefore, they suggested as an idea that, apart from a public report, a private report can be developed only to be shared with security agencies. To do so, it would be helpful to agree with the city government, in advance, as to what can be made public and what needs to be reserved for their restricted use only.⁴⁴

Training courses

Comments in terms of how to improve training courses received by the project were very similar in the three cities:

- Courses could improve significantly if imparted by experts, for as they are imparted now, they tend to be basic and short. Courses of three days per subject, instead of only one day, could be much more helpful.
- It would be better if training courses became a permanent activity. If it is a one-time experience, they do not help enough. Therefore, a programme of training of trainers that might help towards this goal (of making training a regular activity) would make this effort more sustainable.
- Acquiring some sort of certification of the courses given would be very recommendable.

Technical Assistance

When asked about how to improve the technical assistance provided by the project, stakeholders mentioned things that might be useful to take into account for future similar projects:

- Define better the overall approach of the intervention from the very beginning in order to plan better *how to effectively transfer knowledge in each stage of the process* and not only at the end, through training courses.
- The project can be enriched by incorporating practices that work, by being more strategic than task oriented. That is, working on how to effectively influence local procedures to improve them substantially and permanently.

⁴⁴ In Cali, as the Audit specifically studied criminal organizations, this information was effectively separated and some of it was made public in the report and the portal and some other was kept restricted, for use by security agencies only.

- To have a more unified approach and method, agreed upon in between both agencies, from the very beginning.
- To be able to stay longer accompanying the whole process, to make sure the project actually becomes sustainable.⁴⁵
- Develop a capacity building strategy that becomes part of the local government itself: a training of trainers' programme.
- Assign more resources for training courses and team members. More capacity building in various aspects:
 - More technical assistance to train them to develop their own indicators and establish their own monitoring systems.
 - Technical assistance to interpret data and turn it into policies in an objective manner.
 - Technical assistance to effectively transit towards transversal management and transversal integration, stakeholder engagement.
 - Train public officials to get certification in Safety Audit Guides.
- Create synergies within UN to be able to have a wider range of programmes to offer.
- Involve more the community.
- Make the exchange of knowledge, experiences and findings in between cities more frequent.⁴⁶
- To try to conduct it according to the political and jurisdictional times of the administration.

Summary - Effectiveness

18. The project achieved almost all of its activities and outputs: three international workshops were successfully held; a Safety Audit Guide was created; three Safety Audits conducted and published (one in each beneficiary city); policies were revised according to Audit findings and policy recommendations were made for each municipality intervened; three Monitoring Frameworks were developed, one for each beneficiary city, to follow up recommendations and install accountability strategies. Only in eThekweni, there is a delay in the establishment of the monitoring and accountability frameworks in the form of the City Safety Lab proposed. Stakeholders' perceptions in this regard, though, is that the project achieved and completed all of its outputs and outcomes.
19. Taking into account the results given by the IA2.2 indicator and the questions asked during interviews and through the Evaluation Survey to determine if the project fulfilled its overall objective, it can be concluded that the project was very effective. In each of the three cities, local public officials considered that they have increased capacities to a) collect and analyse data using a participatory approach; b) design or revise public policies based on evidence and c) monitor progress towards safety.

⁴⁵ The evaluator was informed that UNDA funding is limited to a specific timeframe. It is provided as seed money for projects that are promising but lack resources. Therefore, long term planning is not really an option for this kind of funding – it can only be used as a catalyst for further fundraising. Therefore, this recommendation is difficult to address, at least for those projects completely relying on UNDA funds.

⁴⁶ This is not to say efforts were not made to make this exchange possible. But various stakeholders expressed they would have liked to have more interaction with the team members of the other cities, to learn more from each other, and to have an online platform as a permanent means for this exchange and learning experience.

20. The Audit Guide was generally considered a good tool for its purpose. When stakeholders were asked if this tool could be improved for future similar projects, they mentioned various areas of improvement.
21. The technical assistance provided by the project was very positively assessed by the project's stakeholders. Some stakeholders think that, for future similar projects, it could be improved through greater planning, more and better provision of technical assistance in the form of training courses and through a longer duration of the project to ensure sustainability and help to secure the project's results.

Impact

- Evaluation questions:
- To what extent is the project expected to help in the development of better, more efficient prevention and safety policies that can actually reduce crime and increase security?
 - To what extent is the project helping to build more accountable, inclusive, efficient and reliable security and justice institutions in your city?
 - a. What are the assumptions or conditions needed for the project to attain these impact goals in the long run?
 - b. Which are the obstacles or risks that might stop the project from achieving this expected impact?

The impact of the project “Evidence based policies for improved community safety in Latin American and African cities” would be to reduce crime rates in each of the three cities intervened, and to improve actual safety and safety perception rates in their populations, through making their government and security institutions more efficient, reliable, inclusive and accountable. Impact would also contribute to fulfilment of the SDGs 11, “Make cities and human settlements inclusive, safe, resilient and sustainable” and 16 “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels”.⁴⁷

This means that the final impact of the project would be only objectively measurable in the long run, for this type of interventions can have an effect on crime and safety only after a few years of changes in policy programmes, surveillance, prevention methods and institutional reform.

Nevertheless, as expressed in the chapter on the methodology chosen for this evaluation, through the proper methodological approach, impact could be inferred by a proposed ToC, for the logical sequence of events expected to be triggered by the intervention can lead us to foresee how all activities, outputs and outcomes have worked together to achieve expected final goals.

Annex V contains the analysis done for the reconstruction of a ToC that aided this purpose of the evaluation process. In there, it is explained how impact can only be expected under certain assumptions and conditions. Therefore, to analyse the probability of impact of the project, stakeholders were not

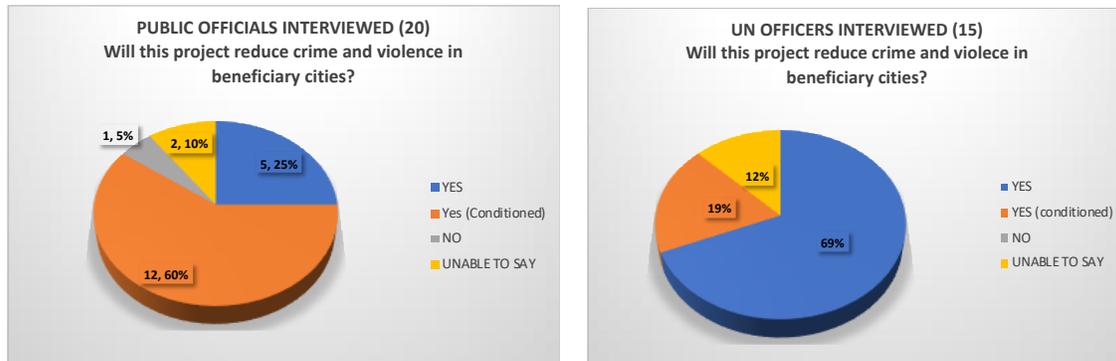
⁴⁷ See Theory of Change proposed in Annex V, specifically Diagram B.

only asked if they considered the project could achieve the expected impact but also to describe the conditions they considered necessary for this to happen.

Of 35 people interviewed, 15 thought without doubts, that the project would indeed help reduce crime and violence in the cities where it was implemented in the middle and long terms. Another 15 thought it could do so, under certain conditions. Only one of them thought it would not and 4 of them said they did not know or were not sure. If we take those who said yes and those who said yes under certain conditions, then 86% of stakeholders interviewed thought the project would have a positive impact in the reduction of crime and violence, which is a very high, positive result.

This perception was very different in between UN staff and Public Officials for while in the first group most of them (11 out of 14) that said yes did not condition their response, in the second group 12 out of 17 that said yes conditioned their response (see **Figures 21 and 22**).

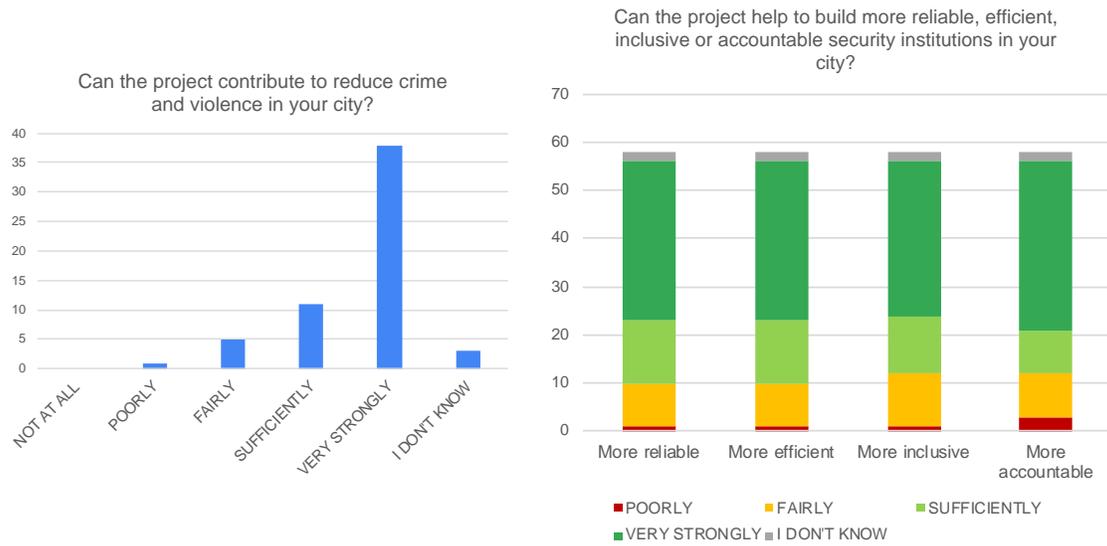
Figures 21 & 22. Perception on impact of interviewed stakeholders.



Source: Evaluator, based on Interviews' Findings during field work.

A very similar perception of impact was expressed by the stakeholders who answered the survey, as can be seen in **Figures 23 and 24**:

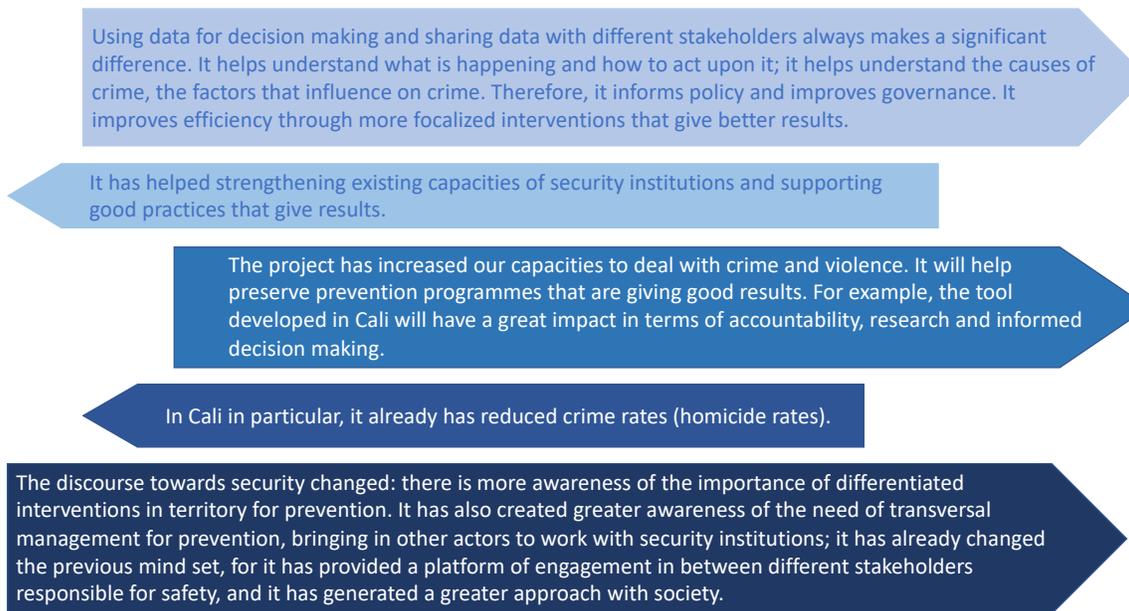
Figures 23 & 24. Stakeholders' perception of impact as expressed in the survey



Source: Evaluator, based on Survey Findings during field work.

The reasons why stakeholders considered that the project would have an impact in the reduction of crime were the following:

Diagram 5. Stakeholders' opinions on the project's impact on crime and violence.

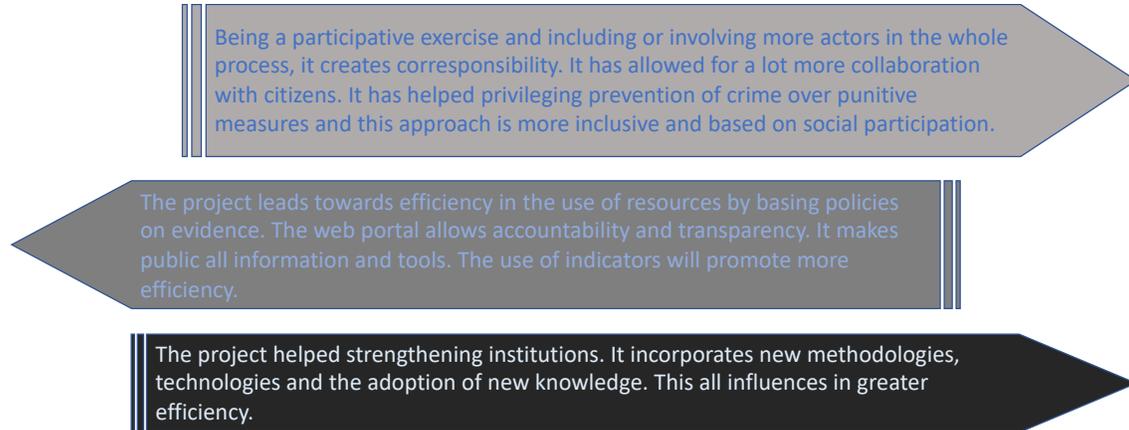


Source: Evaluator, based on Interviews' and Survey Findings during field work.

When asked if this project could also help building more accountable, inclusive, efficient and reliable security institutions, once again, most of interviewed stakeholders answered “yes” (23 of 26). In this case, less respondents conditioned their answer (4 of those 23). In the case of the survey, 65% of

stakeholders thought “very strongly” that the project would help to build more accountable, inclusive, efficient and reliable security institutions, and another 18% that it would do so in a “sufficient” way.

Diagram 6. Stakeholders’ opinions on the project’s impact on security institutions.



Source: Evaluator, based on Interviews’ and Survey Findings during field work.

Overall, stakeholders shared various comments that could be seen as conditions necessary for the successful achievement of both these levels of impact in the future: 48

- Political will is always a necessary condition. The next governments need to get fully on board. New governments also need to be trained and assisted (their capacities strengthened). They have to have the proper or adequate capacity to understand the importance of these views and forms of intervention. They have to follow up existing recommendations and truly incorporate the strategies, programmes and projects necessary for acting upon the Audit findings.
- The government practices, programmes, structures and institutions that are giving good results have to be preserved. Public officials who are committed and giving good results have to remain in post. Processes that work need to be institutionalized, giving permanence to the prevention strategies developed. Certain legislative changes to ensure institutionalization of good practices need to happen.
- All these efforts have to be combined with other measures: assigning more resources for prevention, combating finances of organized crime, strengthening the institutional framework, achieving and maintaining good coordination with other security institutions (and different levels of government); building social cohesion and trust in between neighbours to collectively address safety; ensuring inclusion, participation and support from all relevant agents; building trust in between different agents of government to make sure transversal management is feasible; greater participation of civil society to demand that good practices remain; to link prevention with development strategies.
- The platforms created have to be used and constantly updated through an ongoing data collection process, and it is important to focus on impact indicators.

48 These conditions were added to the reconstructed Theory of Change proposed in Annex V. See Diagram B.

Summary - Impact

22. Most stakeholders considered that the project would have a positive impact in the reduction of crime and violence in the long run.
23. They also considered that the project would help building more efficient, inclusive, accountable and reliable security institutions.
24. To achieve such impact, certain conditions should be met, most of them having to do with maintaining the changes achieved by the project's results in the long run: regular monitoring to make sure policies are always based on evidence; civil participation; public service career and specialization in prevention and safety; constant or increasing allocation of resources for prevention; transparency and transversal management institutionalized as necessary forms of practice and governance.

Sustainability

Evaluation questions:

- How likely is it that the results of the safety audit will be used, and the urban crime policies implemented, by local authorities after the project finishes? What were the supporting and/or hindering factors?
- To what extent did the project appropriately implement an exit strategy for increased sustainability?
 - a. In your experience, is there anything else you would advise to do to improve the permanence of the project's goals?

From the project reports, the Local Safety Audits documents and from interviews with the different stakeholders, the evaluation showed that each of the three city teams in charge of the implementation of the project managed to achieve a considerable level of commitment with local and national authorities to capitalize the results of this intervention, sustain it and even replicate it.

In Mexico the project is already being replicated in other municipalities and the local government of Querétaro is incorporating the policy recommendations derived from the Audit into its prevention plans.⁴⁹ In Cali, the results of the Safety Audit were also used to inform the city's Security Policy during the previous administration and, through a non-incumbent decree signed by the previous City Mayor, it was sought that these recommendations would be taken as guiding criteria for the next government's public policy in public security and safety. UNODC field office in Colombia also postponed some activities to be able to work with the new government and involve them in the preservation of what has been achieved so far. In eThekweni the project seeks to be institutionalized through the creation of the eThekweni City Safety Lab, whose mission is to design and implement the new eThekweni Safer City Strategy for 2019-2024, that is to be based on the Audit findings. It will also replicate the Audit next year and will capacitate continuously the city officials through a curriculum that will be imparted with the Municipal Institute of Learning (MILE), to make sure the local government transits into a transversal management model of prevention and that all tools and qualifications needed for that purpose are developed.

⁴⁹ See Web Page of UNODC/ LPOMEX in this regard: <https://auditoriadeseguridad-cdeunodc.org>

As can be seen in **Figure 25**, most of stakeholders interviewed (22 out of 34) thought that the project's achievements could be sustained and 11 more that they might be sustained under certain conditions. Only one stakeholder expressed they were not sustainable.

This perception is highly different in between cities. In Cali, 56% of stakeholders thought the project results were sustainable and 33% that they might be. 11% said no.

Figure 25. Interviewed stakeholder's perception of the sustainability of the project's results.

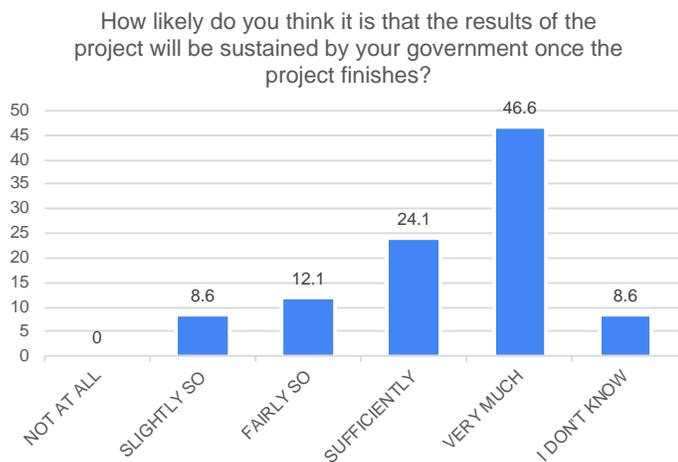
Do you believe the project's achievements are sustainable?

YES NO MAYBE

Source: Evaluator, based on Interviews' Findings during field work.

In Querétaro, 42% said they were sustainable and 58% said maybe they would be. In eThekweni 89% thought they were sustainable and only 11% that they might be.

Figure 26. Perception of surveyed stakeholders on the sustainability of the project's results.



Source: Evaluator, based on Survey Findings during field work.

The survey answers in this respect were similar to the ones obtained in the interviews, which confirmed the stakeholders' perception of the possibility to sustain the project's results.

Figure 26 shows the perception of surveyed stakeholders about the sustainability of the project's results. The perception was similar to the one of the interviewed stakeholders: 46.6% thought it was very likely they would be sustained, another 24% that it is sufficiently likely, and 12% that it is fairly likely.

UN staff interviewed were asked if the project had an "exit strategy". They answered in opposite directions: 50% said "yes" and 50% said "no". Most of the ones that said "yes" were from UNODC Colombia as related to their own particular experience with the Safety Audit. In Cali they had made special efforts to make the project sustainable, such as developing the Monitoring Framework tool for the Crime Observatory; designing a Public Policy; undertaking a wide media campaign to publicise the Audit and its findings; involving civic participation and reserving resources for training courses with the new administration. These are all actions that were regarded a strategy to ensure sustainability. The evaluation, however, found that in the Pro Doc and its activities, no such strategy existed and in interviews several stakeholders pointed out: "it is something we need to work on for future projects".

When asked what could be done to guarantee sustainability of the project's achievements or to make it more likely to happen, stakeholders made various important observations:

- Institutionalize these processes to make them more regular and finding a way to preserve good practices when local government changes.
- Keep receiving sufficient resources for crime prevention.
- Receive greater support from State and National governments and align policies at the three levels of government. To reinforce what has been done in these municipalities working with surrounding municipalities as well.
- Maintain a close relation with civil society and further engage academia.
- Continuous monitoring of results, training and update of data.
- Greater, more efficient transversal management of security and safety issues.

Summary - Sustainability

25. Stakeholders' perceptions were very positive in this respect, as most of them considered there are good enough conditions for sustainability: 99% of stakeholders interviewed thought the results would be sustained or could be sustained under certain specific conditions; 70% of stakeholders answering the survey thought it very much likely they would be sustained or sufficiently likely that they would be sustained.
26. The greatest perceived risk for sustainability comes from changes of administration, for new municipal governments tend to change all that has been done in the past, preserve little, even if it is successful, and a lot of what can be done depends on the political will of the Mayor. Public officials at the municipal level tend to change as well when administrations begin and therefore, there is little possibility of a career in the public service, and all this has an impact on the capacities and knowledge already formed or enhanced within existing institutions and on existing good practices.
27. Most stakeholders considered that, to effectively attain sustainability in this type of interventions, a sustainability strategy needs to be incorporated and an extra effort should be made to support basic elements of good practice that can be institutionalized and preserved despite government changes. Giving a stronger emphasis to civil participation, transversal management reforms and opening more channels for civil surveillance and accountability are also considered necessary.

Human Rights, Gender Equality and leaving no one behind

Evaluation questions:

- To what extent were human rights and gender equality considerations included in the project design and implementation? Is there any documented evidence of it?

- To what extent were the under-represented and vulnerable groups included in the project design and implementation? Is there any documented evidence of this?
 - a. Is there any suggestion you would have to improve gender equality and HR approach into the project implementation?

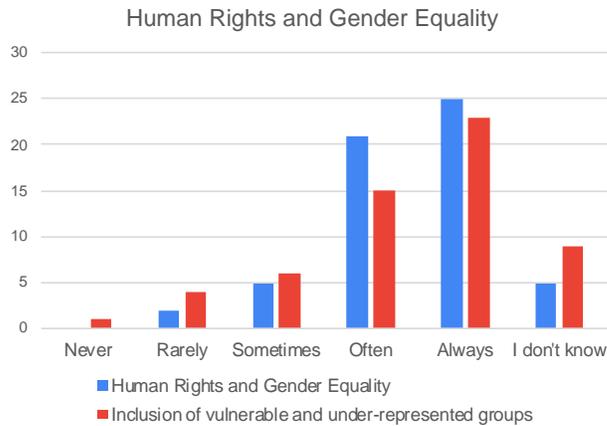
The methodological tool developed by the project, entitled *A Guide for Participatory Safety Audits in the scope of the project “Evidence based policies for improved community safety in Latin American and African Cities”* underlines that respecting human rights and taking into account gender issues are “key considerations” when planning and conducting the Audit, giving them a strong relevance in the whole process. It also has a specific section on vulnerability and on including vulnerable groups during the Audit process.

The evaluation found that each of the Audit Processes and Documents in the three cities took into account the Audit Guide’s recommendations on human rights, gender issues and vulnerable groups. In the eThekweni Audit there is a specific chapter dedicated to the analysis of the “safety of women” in the city; it also analysed other urban factors that lead to segregation and victimization. In the Querétaro audit there is a chapter dedicated to crimes related to gender-based violence. In the Cali Audit the emphasis is on youth gangs and youth in prisons, who were interviewed during the audit as a way of including the voices of excluded groups, and there is a chapter on sexual offenses.

It was also clear that respecting human rights, looking for a constant gender balance and making all efforts possible to leave no one behind were important concerns of each of the three local teams and the Coordinating Teams in HQ. Women often took an effective and leading role in the field work and planning of the project implementation.

All interviewed stakeholders answering the questions of this criterion thought the design of the project and its implementation by UNODC and UN Habitat teams was fully respectful of human rights and gender equality. All of them thought that the teams did their best effort to include the voice of the under-represented and vulnerable groups of their cities. Stakeholders emphasized the professionalism, openness, respectful and inclusive modes of working of UNODC and UN Habitat teams.

Figure 23. Survey perception of how HR, GE and Inclusion were considered within the project.



This perception was different amongst those who answered the survey. 43% thought human rights and gender equality were always respected; 36% that human rights were often respected and 8.6% only sometimes.

In terms of giving voice to the underrepresented, vulnerable and marginal groups 40% thought it was always a concern; 26% that it was often a concern; 10% sometimes a concern; and 8.6% rarely or never. A 15% answered “I don’t know”.

Source: Evaluator, based on Survey Findings during field work.

Only a few observations were made with regards to the need to improve inclusion of some groups, either through more refined methodological sampling methods or through a more careful analysis of all vulnerable and excluded groups in the city. For example, in Querétaro there is no mention or inclusion of indigenous populations, even if they are a minority. In the case of eThekweni there was a recognition that a greater effort could have been done to include LGBTI + minorities, as well as homeless people. The questionnaire of the audit was further considered for formal settlements, excluding somehow the informal ones.⁵⁰ In the case of Cali, it was suggested that sampling would have to be done more methodically, to effectively collect information from all social groups and not only those associated with government projects.

Summary - Human Rights, Gender Equality and leaving no one behind

28. Most stakeholders recognized that UNODC and UN Habitat teams had respected human rights and gender equality during the project implementation. This good practice was highly recognized by all interviewed stakeholders and most of surveyed stakeholders.
29. The inclusion of marginal, underrepresented and vulnerable groups was one of the key aspects of the Audit tool, but some suggestions were made on how to further improve inclusion of other vulnerable and under-represented groups as LGBT+, indigenous people, homeless people or others, that were sometimes (not always) overlooked.

⁵⁰According to UN Habitat “Informal settlements are residential areas where 1) inhabitants have no security of tenure vis-à-vis the land or dwellings they inhabit, with modalities ranging from squatting to informal rental housing, 2) the neighbourhoods usually lack, or are cut from, basic services and city infrastructure and 3) the housing may not comply with current planning and building regulations, and is often situated in geographically and environmentally hazardous areas... “slums” are the most deprived and excluded form of informal settlements, characterized by poverty and large agglomerations of dilapidated housing and often located in the most hazardous urban land.”, from *Pretoria Declaration for Habitat III, “Informal Settlements”*, United Nations, Pretoria 2016, page 1.

III. CONCLUSIONS

CONCLUSION 1. Project Document and Logframe – BASED ON FINDINGS 1, 2, 14, 15 & 21.

The design of the project was sufficiently adequate to enable success in implementation as it could be well adapted to local realities. While some risks were not identified, most of the risks faced were addressed and could be successfully overcome. Not all assumptions and conditions for the project's success were acknowledged in the Project's Design, but some of them were implicit in the criteria for selecting the countries and cities suitable for the intervention. The Pro Doc was based on UNDESA guidelines, which limited the project design to expected accomplishments and activities. This, in turn, limited the development of a proper ToC to make more explicit the logic of the intervention, to properly distinguish activities from outputs, outputs from outcomes and outcomes from the general objective.⁵¹ This also influenced the design of the Results Matrix, where a proper designation of indicators for each level of the intervention could not be achieved.

CONCLUSION 2. Audit Guide and Strategy for the Intervention – BASED ON FINDINGS 3, 8, 9, 10, 11, 12, 13, 20, 22, 23, & 25.

Some differences in implementation and results, challenges faced in the field, as well as good practices found in each of the three cities pointed to the need to further refine the overall method of implementation, with a more systematically guided process to help future projects of this kind and in this thematic field (particularly if cooperation is sought between UNODC and UN Habitat). The general strategy of the intervention, not only for the Audit process, could benefit from a number of recommendations on how to improve it given by stakeholders.

CONCLUSION 3. Relevance – BASED ON FINDINGS 2, 4, 5, 6 & 7

The project was highly relevant for beneficiary countries and cities. It provided a series of tools that were strongly needed at a local level of government, which helped strengthen many aspects recommended for good safety and security governance: data collection and analysis, evidence based policies, quality monitoring systems, accountability practices, community participation, emphasis on crime and violence prevention policies, focalized interventions, special attention to vulnerable groups, multi-sectoral, integral and transversal management, and all of this with a perspective on human rights and gender equality. Because of this, the project was also highly relevant to the mandates of both UNODC and UN Habitat, to the New Urban Agenda, to UNDAF strategic frameworks of the three countries involved and to the accomplishment of various SDGs, mostly SDGs 16, 11, 3, 5 and 17.

⁵¹ The evaluator was informed that DESA has already addressed this issue in later years. For the 11th Tranche of UNDA that came several years after this project's design and implementation start, drafters of Pro Docs were asked to include a ToC in their documents.

CONCLUSION 4. Efficiency – BASED ON FINDINGS 3, 8, 9, 10, 12, 18, 21, 23, 26 & 27

Some activities and outputs presented important delays during the process of implementation but, overall, the project accomplished most of what was planned. As a whole, resources were sufficient and well used, and some stakeholders working in the field considered certain specific activities required greater dedicated funding, as more personnel for local teams, better equipment, and greater facilities to spend more time in the city where the Audit takes place. Central coordination and management were considered good but allowing for minor improvements, mostly in terms of how the project was monitored.

CONCLUSION 5. Partnerships and cooperation – BASED ON FINDINGS 11, 12, 17, 20, 23.

Both UN Agencies managed to establish very good partnerships and cooperation relations with local governments. Problems were very minor and, in general, all collaboration was praised from both sides. Collaboration with civil society organizations and institutions was often limited to the Audit process and could have been equally extended to the other activities under the project in all three cities. *In future similar projects*, there is still great potential to expand collaboration with civil society.

CONCLUSION 6. Interagency collaboration – BASED ON FINDINGS 1, 3, 4, 8, 9, 10, 13, 22 & 23

Interagency collaboration is to be praised in projects like this one, where the sum of the knowledge and experiences acquired by both agencies throughout their own trajectories can greatly increase the impact and success of these enterprises - specially this being the first joint project of collaboration at the city level in between UNODC and UN Habitat. Nevertheless, the challenges this collaboration could present were not identified as possible risks and, therefore, some of the difficulties presented along the way could not be properly or fully solved. As a consequence, collaboration in the field, in each of the three cities, was less than initially expected even if in terms of the international workshops it worked well. It should be stressed that the idea of integrating the knowledge, experience and mandates of both these organizations is very commendable. There is considerable potential to overcome differences in operation, administration and views on implementation. Effective collaboration could help to significantly enrich the project, optimizing what each agency does best and could greatly help strengthening identified gaps as the lack of a sustainability strategy, the improvement of the methodological approach and its tools, and the achievement of better transversal management and civil participation in the whole process.

CONCLUSION 7. Effectiveness and Monitoring – BASED ON FINDINGS 1, 3, 8, 9, 10, 13, 14, 15, 16 & 17

The project managed to attain most of its outcomes and objectives by effectively strengthening the capacities of each city to a) collect and analyse data using a participatory approach; b) design or revise public policies based on evidence and c) monitor progress towards safety. Very few outputs were not attained, or were still to be completed by the time this report was written, because of important delays in the whole process in some places – specially in eThekweni – and to some extent were also related to limitations posed by UNDA guidelines for hiring of staff (not more than 5% of the total budget), that

posed a problem for implementation in organizations with little field presence, such as UN Habitat.⁵² *For future similar projects*, better planning related to a minor revision of the resources needed by each of the activities of the intervention, a better methodological tool for the whole process and a revised, stronger collaboration between agencies (through a commonly agreed understanding of how to best capitalize the knowledge and experience of each of them) would improve outcomes. It is especially important to improve the monitoring (results matrix) of the project, including more and better indicators of outcome, output and activities⁵³, and to have a more regular reporting mechanism, to try to avoid these delays, or tackle problematic situations earlier. Also, even if the Audit Guide was generally considered a sufficiently good tool to promote participatory crime diagnosis, it could after the conclusion of the project, be highly enriched with acquired experience during implementation and get extended to comprise the whole process of implementation.

CONCLUSION 8. Technical assistance and capacity building – BASED ON FINDINGS 9, 17, 20 & 23

All stakeholders interviewed considered the technical assistance provided by the project very good, adequate, needed and relevant. When asked if it could be improved *for future similar projects*, they mentioned a few aspects that might be good taking into account if similar projects are to be implemented after this one: assigning more time and resources for field work (especially hiring more personnel), for training courses (hiring experts and being able to provide in-depth courses for longer periods of time), for developing a tool to enable a constant feedback and exchange of experiences in between cities, and to extend the project in the cities intervened to ensure sustainability.⁵⁴

CONCLUSION 9. Impact and Monitoring – BASED ON FINDINGS 1, 14, 15, 18, 19, 20, 21, 22 & 23

Based on the information retrieved, it is highly probable that the intervention will effectively improve the possibilities of reducing crime and violence in each of the three cities intervened and that it will influence in the development of more accountable, reliable, efficient and inclusive security institutions. The project did not envisage any way of monitoring progress in the middle and long run, but if the monitoring frameworks established remain, it will be possible to measure the level of impact after a few years. For this to happen, though, certain “conditions” need to be preserved (not all of them contemplated by the Project Design), and some of them dependent on sustainability strategies or “givens” that are beyond the control or scope of the project.

CONCLUSION 10. Sustainability – BASED ON FINDINGS 1, 15, 17, 20, 21, 22 & 23

⁵² The evaluator was informed that this also presents a problem for organizations like UNODC, whose activities are 90% extra-budgetarily funded – however, the UNODC team was able to overcome this challenge with existing resources and consultancies.

⁵³ As mentioned before, in this particular project, there was a limit to the indicators that could be established because of UN DESA’s rules.

⁵⁴ Duration of this particular project was limited by the UNDA tranche. This is possibly difficult to modify and, therefore, ideally this type of projects could be extended with additional resources provided by different donors.

The whole logic of the intervention entailed a certain degree of sustainability in the design of the project itself: strengthening the capacities of local governments to collect and analyse information to inform policy making and monitor progress is itself a method of governance that improves efficiency and accountability, involving greater civic participation and, therefore, creating conditions towards its own replication. Nevertheless, as could be witnessed in relation to each of the project cities, the greatest vulnerability of this method at the local level of government is that it could be abandoned by government changes after elections. Each of the local teams addressed this issue in different ways: the proposal of the Safety Lab and the curriculum in eThekweni and the anchorage of this project within the AFUS framework were examples of measures to give the whole process greater stability within local government. In Cali, the development of a very strong tool for monitoring crime and violence within the ministry of Security and Justice, with a wide media campaign was another form of doing it. Finally, in Querétaro, a legal reform institutionalizing the Crime Prevention Strategy was a third way. Each of these particular efforts is commendable, but most stakeholders interviewed mentioned the project itself lacked, in its design and method, a sustainability strategy or a sufficiently solid and ample set of tools and guidelines for improving sustainability and making this "good practice" a norm within local decision making.

CONCLUSION 11. Human Rights and Gender Equality – BASED ON FINDINGS 5, 10, 18, 24 & 25

The project's design and implementation were conducted with a careful and generally highly recognized respect of human rights and gender equality from most of stakeholders, who expressed these values were always considered and practiced. It contributed to the achievement of SDG 5. UNODC and UN Habitat teams were praised for their way of approaching local communities and local governments in terms of their professionalism, respect, inclusive and open visions. In terms of leaving no one behind, in some cases, some normally excluded groups were not sufficiently integrated into the Audit's processes and findings: indigenous populations, LGBTI + minorities and homeless people were mentioned in particular.

CONCLUSION 12. Impact and replicability – BASED ON FINDINGS 5, 6, 7, 11, 15, 18, 19 & 21

The program has very good probabilities of replicability. In fact, its findings and results could very positively inform the "Safety Governance Approach in Urban Environments for Safe, Inclusive and Resilient Communities" programme of the 11th Tranche of UNDA. It effectively tackled a need in local governments for improving efficiency of prevention policies through informed decision making and proper monitoring of outcomes. It was very well received by each of the three government cities and in all cases, stakeholders expressed very positive feedback on the impact the project might have in improving security and safety in their communities.

IV. RECOMMENDATIONS

If this program is to be replicated elsewhere, or for similar follow up projects, the following is recommended, set in order of importance:

Recommendation 1 – SUSTAINABILITY AND IMPACT (Based on Conclusions 1, 2, 4, 5, 6, 8 & 10). Directed to UNODC and UN-Habitat Headquarters and relevant field offices.

Support counterparts to help make the achievements of the project sustainable to the maximum extent possible by including a set of ideas, practices, models, ventures, etc., as part of the implementation method, that can help implementation teams and local governments transit towards the institutionalization of the governance guidelines implicit in the project's objectives, from the beginning of the intervention onwards.

The fragility of achievements in local, municipal governments is greatly linked to the short periods of their administrations, that rarely allow for a long-term institutionalization of good practices within these levels of government. The challenge here is on how to ensure these interventions will effectively influence upon those institutionalization processes.

Recommendation 2 – INTER AGENCY COLLABORATION (Based on Conclusions 2, 3, 4, 6, 7 & 12). Directed to UNODC and UN-Habitat Headquarters and relevant field offices:

Closely coordinate at all levels (HQ-field) throughout the implementation (beyond planning of international workshops or the overall definition of the project) to benefit from the expertise and input from both entities to the maximum extent possible, and to focus more on field implementation in each of the cities or municipalities intervened. In doing so, it is recommended to:

- a. Commonly agree on the methodology to be used. That is, to review the experiences acquired after this particular process of implementation and come to an agreement on how best to proceed in future similar exercises, at each stage of those future projects, to bring together what each agency knows best about these processes. Only if the whole process of the intervention brings together each agencies' strengths at each stage of the intervention will the maximum level of benefit from this collaboration be achieved at each site;
- b. Overcome the administrative and operational difficulties that have already been identified and studied and, if possible, enable a procedure or alternative way to facilitate the solution or mitigation of these obstacles;
- c. Find not only a common ground but also how each agency can complement the other one: those areas, activities, strengths or weaknesses that the other agency can compensate or provide for.

Recommendation 3 – CIVIL SOCIETY PARTICIPATION (Based on Conclusions 5 & 10). Directed to UNODC and UN-Habitat Headquarters and relevant field offices:

Expand community and civil society participation to other stages and activities of the project, beyond the Audit consultation, in order to make them co-responsible of the whole process and to help them appropriate all outputs and outcomes. If this is managed, not only the links in between society and local governments will be strengthened, but also the sustainability of the whole intervention would highly increase.

Recommendation 4 – TECHNICAL ASSISTANCE AND CAPACITY BUILDING (Based on Conclusions 8 & 10). Directed to UNODC and UN-Habitat Headquarters and relevant field offices:

Undertake capacity building and training courses at the local level of government and integrate into these interventions a sustainable method for continuous capacitation. The City Lab is a very good idea for this purpose, but it is not the only model possible. A training of trainers programme could also be installed. The issue here is to develop an array of ideas on how to attend this demand in a sustainable manner. Developing a tool for enabling a constant exchange of ideas, experiences, good practices and achievements in between cities is also recommended

Recommendation 5 – EFFICIENCY (Based on Conclusions 1, 2, 4, 5, 6, 7, 8 & 10). Directed to UNODC and UN-Habitat Headquarters and relevant field offices:

Plan better the whole process of implementation beforehand. This means the following: a) to better acknowledge the time needed for the implementation in site; b) to better evaluate the resources needed at each stage and activity of the process (to properly attend its specific demands); c) to better plan time and resources (human and material) to maximise the possibility of success at each stage of the project before starting the next one; d) to align the intervention and its outcomes to the administrative, legislative and electoral times of the municipality to be intervened; e) to make sure civil participation is as varied as possible at all stages of the project implementation; f) to have a clear sustainability strategy, and g) to have resolved all previous agreements needed in between the agencies involved and have a common view on how the intervention should take place, to effectively achieve a successful collaboration in the process.

Recommendation 6 – AUDIT GUIDE (Based on Conclusions 2, 6, 7, 8, 10 & 12). Directed to UNODC and UN-Habitat Headquarters and relevant field offices:

Improve the Audit Guide and make it an instrument (a method) to guide the whole process of implementation. The improvement of this tool would not only entail a more detailed, step by step guideline of how to collect data using a participatory approach in the community, with a more precise and scientific methodological approach, but also a step by step guideline for policy revisions and recommendations and for the instalment of monitoring and accountability frameworks, with a sustainability strategy for the whole process.

To overcome the ample and open interpretation of how each activity of the project can help in attaining the overall objective of the project (of enhancing local capacities), an in-depth discussion between both Agencies and the three teams of this project should be promoted to learn from acquired experiences and enrich the project methodology, incorporating what is best of each outcome in each of the three cities. There is a lot to learn from each experience and to incorporate to an “ideal model” of intervention to be developed. This does not mean that the method should be a prescriptive tool detailing every single activity in advance for all cities. On the contrary, it should be done allowing enough flexibility for it to be adaptable to each particular reality.

Recommendation 7 – LOG FRAME AND MONITORING (Based on Conclusions 1 and 10).
Directed to UNODC and UN-Habitat Headquarters and relevant field offices:

Formulate a Theory of Change that clearly contemplates how impact will be achieved, through a more clearly stated relation on how activities will lead to outputs, outputs to outcomes, and outcomes to results and impact. It is also recommended to revise the results matrix and its indicators, including activity, output and outcome indicators to clearly monitor and inform progress. It would also be recommended to include long-term strategies to monitor impact and to try to ensure sustainability in the Pro Doc – that is, as an output or outcome of the implementation plan.

Recommendation 8 – INCLUSION AND GENDER EQUALITY (Based on Conclusion 1, 2, 4 & 11). Directed to UNODC and UN-Habitat Headquarters and relevant field offices:

Include a more detailed account within the method of intervention on which normally excluded or forgotten groups need to be seen and consulted, as well as incorporate aspects of gender equality and inclusion into the Audit process and Audit document, into the revision of Public Policies and into the monitoring frameworks built.

V. LESSONS LEARNED AND GOOD PRACTICES

Lessons Learned

Lesson 1

It is important to adjust the intervention to the electoral, legislative and administrative calendars of the municipal government so that all project activities are aligned with them: only that way the recommendations made can be taken into account for policy making, policy decisions and policy resources. It is very important to match the schedule of the intervention with the times in which the municipality might effectively integrate given recommendations to their government plans and strategies, and to be able to ensure proper resources are assigned.

Lesson 2

There is a need to address difficulties in inter-agency communication as soon as they arise, including through regular consultation at expert and management level. Moreover, project coordinators should ensure throughout the project that all actors involved understand the expected accomplishments and approach the implementation of project activities in a similar way, while taking into account local differences and capacities. It needs to be studied to which extent existing administrative and financial structures can further facilitate collaboration.

Lesson 3

In this type of projects, it is necessary to properly assess the capacities of the beneficiary stakeholders and related needs during the design phase to make sure that a minimum of quantitative data is available (for it will be the basis for the project); to make sure that the local government is well prepared to understand and use the technical capacities and tools to be transferred; that they truly need them and want them; and to pre-establish an alliance with them to make sure they will give all support needed.

Lesson 4

There is a great need for these instruments and tools at the local level of government. A close, open and respectful collaboration with local governments on these issues, where significant commitment is achieved (that is, when they effectively get involved and appropriate the project), leads to very promising and effective outcomes that can have a great possibility to influence crime reduction and greater safety in the long run.

Lesson 5

Having a good, well-qualified team in the field, working with a multidisciplinary approach, can make a huge difference in terms of the quality of the product delivered.

Good Practices

The Security Observatory in Cali – it is a web portal where qualitative and quantitative information is systematized, geoprofiled and analysed to produce multiple layered maps where information is crossed referenced for a deeper understanding of criminal phenomena in the city. The tool is open for use to the public and, therefore, is also a platform for research, debate, transparency and accountability. It can be updated regularly and, therefore, it provides up to date information. It also allows following the policy recommendations. It was designed as a tool that is "alive", to make sure the project becomes sustainable after intervention, since the local administration owns it and can build on what has already been developed, to continue collecting data, monitoring crime trends and informing policy decisions.

The Web Portal for LPOMEX – it is a different tool than the one designed in Cali, but it also has the good practice of having selected key recommendations from the Safety Audit that can be mapped against relevant SDGs, and where data on relevant indicators by municipality can be retrieved for better guidance to the local government and externals. It also contains a “library” with materials relevant for crime prevention and a platform where citizens can report security incidents. It will gradually incorporate new safety audit processes conducted in other Mexican Cities allowing for comparisons, mutual learning and sharing of experiences.

Having legislated for making the Prevention Strategy of Querétaro a legally binding practice, which obliges different areas of government to coordinate themselves on prevention policies is also a good practice. In Cali a similar attempt was done with a Major’s Decree, based on the Public Policy proposal.⁵⁵

The City Lab (when it comes into existence) could be considered a best practice as well – it will be an institution outside government, ran by a group of universities, that will promote knowledge, research, debates and best practices, while also generating regular reports to monitor progress and generate qualitative and quantitative data for decision making. The Lab will also be linked to AFUS and therefore, will serve as a platform to export this model to other cities in South Africa and the African continent. Finally, it will work with the MILE to capacitate continually public officials of the local government, enhancing their capacities in all aptitudes needed for a greater collaboration under a transversal management of safety and for crime prevention and safety.

To deeply connect with the community was mentioned by various stakeholders as a good practice. To know the community in advance to be able to deal with all possible risks of lack of participation. To establish mechanisms to connect with them. To understand the dynamics of the different territories and the links they have with safety and security in order to focus on these territorial and social factors. Working closely with citizenship and working on prevention through a participative approach.

⁵⁵ The initial idea was to send the proposal of Public Policy, with the guiding principles for security and crime prevention, to the Public Policy Council of the Municipality, with the intention of making this Public Policy last beyond the local administration electoral times. But, due to some issues with the way resources for prevention were allocated, the way the proposal was written could not pass through the Council. That is why, as a second attempt, a Decree of the Major was published instead, directed to the Territorial Committee of Public Order.

Collaboration in between field offices (in this case Mexico and Colombia) to learn from each other. Cooperation between UNODC Mexico and Colombia offices allowed sharing human and material resources for a common purpose.

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

**SOLICITUD DE CONSULTORÍA
CONTRATO INDIVIDUAL (IC)
CÓDIGO: UNDA-2019-001**

UNODC- Consultoría para evaluación de proyecto

Organización: Oficina de las Naciones Unidas contra la Droga y el Delito (UNODC)
Proyecto: "Políticas basadas en la evidencia para el mejoramiento de la seguridad de las comunidades en ciudades de América Latina y África" (1617R)
Ubicación: México
Duración estimada: 3 meses, no renovable
FECHA LÍMITE PARA APLICAR: 9 agosto 2019

Las personas interesadas deberán enviar los documentos solicitados a los siguientes correos electrónicos: unodcapplicacionesromex@un.org y cristina.wong@un.org

Favor de indicar en el título del correo el Código de la Consultoría: UNDA-2019-001

Favor de abstenerse de solicitar acuse de recibo de ninguna vía. Se contactará únicamente a los oferentes preseleccionados.

A. Términos de Referencia

B. Documentos por incluir en la presentación de la oferta

No se aceptarán aplicaciones que no incluyan los 4 documentos completos

1. Propuesta de trabajo (Propuesta técnica) en INGLÉS Describir brevemente: a) Las razones que lo colocan como el mejor oferente para cumplir con éxito los servicios solicitados. b) La metodología de trabajo o actividades que planea realizar para cumplir con éxito los servicios o actividades solicitadas.	Formato libre en inglés
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2. Propuesta Económica Utilizar el Formato publicado en nuestra página WEB (obligatorio). El honorario ofertado deberá incluir todos los impuestos.	Formato disponible en página WEB Nombre: Propuesta Financiera
3. Información Curricular CV Personal que incluya experiencias pasadas en proyectos similares	Formato libre
4. Formato P11	Formato disponible en página WEB

C. Propuesta económica

- Suma de Gasto Global (lump sum):

La propuesta económica deberá especificar la suma de gasto global, y términos de pago en relación con entregables específicos y medibles (cualitativos y cuantitativos). Los pagos se basan en la entrega de productos o servicios. Para la comparación de las propuestas económicas, éstas deberán incluir a un desglose de la suma de gasto global (incluyendo viajes, viáticos, y número anticipado de días de trabajo.)

- Planeación de viajes:

No. de viajes	Lugar	Días	Objetivo
1	Querétaro	3	Entrevistas con representantes de la municipalidad involucrados en el proyecto

Los costos de los viajes no previstos serán reembolsados al consultor/a contra formato F10 y presentando toda la documentación soporte necesaria (tickets, recibos, facturas, etc.). Los costos de la misión no podrán exceder los viáticos establecidos en las tablas oficiales de las Naciones Unidas.

En general, PNUD no aceptará costos de viaje que excedan a los boletos de clase económica. Si un consultor individual desea viajar en una clase más alta, los gastos correrán por su cuenta.

CRITERIOS DE EVALUACIÓN

Los/as consultores/as individuales serán evaluados basados en los siguientes criterios:

***Análisis acumulativo:** Se adjudicará el contrato aquel consultor/a individual que obtenga la mejor combinación técnico-económica. Donde los antecedentes y la oferta técnica equivalen al 70% y la económica el 30% de la calificación total.

<p><u>Puntuación de la Propuesta Técnica (PT)</u></p> <p>Puntuación PT = (Puntuación total obtenida por la oferta/ Puntuación máxima obtenible por la PT) x 100</p> <p><u>Puntuación de la Propuesta Financiera (PF)</u></p> <p>Puntuación PF = (Precio más bajo ofertado/ Precio de la oferta analizada) x 100</p> <p><u>Puntuación total combinada</u></p> <p>(Puntuación PT x 70%) + (Puntuación PF x 30%)</p>

Criterios de Evaluación de la Propuesta Técnica		PUNTAJE MÁXIMO POR REQUISITO
1	Grado académico requerido en el TOR's	10%
2	Experiencia mínima requerida en los TOR's en la especialidad que se desarrolla el proyecto (se evaluará basado en el CV y P11)	20%
3	Propuesta Técnica que cumple con los requisitos basados en los TOR's	40%
4	Capacidad de planeación contemplando la coherencia que debe existir entre los objetivos planteados, el tiempo de ejecución y los recursos.	30%
Resultado		100%

ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

II.1 Semi-Structured Interview Guides

II.1.1 Guide for semi-structured interviews to UNODC and UN Habitat personnel

(HQ and Country Offices)

Date	
Interviewer	
Name	
Position within UN	
Tel.	
e-mail	

General Information/ Presentation:

This interview is related to the final Independent Project Evaluation of “Evidence based policies for improved community safety in Latin American and African cities”, a joint technical assistance project of the United Nations Office of Drugs and Crime (UNODC) and the United Nations Human Settlements Program (UN-Habitat).

The project’s aim has been to support local authorities in three selected cities in Latin America and Africa – namely Querétaro in Mexico, Santiago de Cali in Colombia and eThekweni in South Africa – to develop, in consultation with civil society, evidence-based urban crime prevention and safety policies/plans and monitoring frameworks that address multi-causal factors of violence and crime.

This evaluation will inform the design and implementation of future projects on community safety and serve to increase organizational learning within UNODC and UN-Habitat.

I am the independent external evaluator of this project and my name is Edgar Arredondo. Feel free to ask me any questions you may have so far in regard to this evaluation of the project.

Confidentiality:

For your information, all of your answers to the questions of this interview will remain anonymous and will only be taken into consideration as aggregate data. If you agree to participate (participation is strictly voluntary) you will be helping UNODC and UN Habitat to improve further similar interventions. Therefore, we ask of you to answer honestly and transparently. No answer is correct or wrong. We are only interested in your opinion.

Thank you for participating in this interview.

Introductory Question:

Please, briefly describe your main functions and responsibilities within the Project and within the UNODC/ Un Habitat structure. Also explain how much of your daily activities are related to this Project.

Part I: Design

- I.1. To what extent were limitations and risks properly identified and assessed as part of the design of the project?
- Not properly: “Why?”
 - Properly: “Please explain”.

- I.2. To what extent do you consider that the mitigation mechanisms considered in the design of the project were effective to avoid risks?
- Not effective: “Why?”
 - Effective: “Please explain”.

I.3. To what extent do you consider that the design of the project was responsive or adapted to the context of the beneficiary cities?

- Not responsive: “Explain”
- Responsive: “How?”

Part II. Relevance

II.1. To what extent do you consider that the outputs, outcomes and objectives of this project have been relevant for the priorities of local authorities in each of the three cities?

Outputs:

- To implement an Audit
- To revise existing policies
- To develop a Monitoring Framework
- To develop an accountability strategy

Outcomes & Objective:

- Enhanced capacities to collect and analyse data using a participatory approach
- Enhanced capacities to formulate and adopt crime prevention strategies using a participatory approach
- Enhanced capacity to measure progress towards security and monitor crime

II.2. Was the objective of the project aligned with the mandates and objectives of the UNODC, the UN Habitat and the Sustainable Development Goals?

II.2.

- UNODC
- UN Habitat
- SDG

Part III: Efficiency

III.1. Were the project activities and outputs implemented on schedule and within budget?

III.2. Was the UNODC HQ based management, coordination and monitoring useful and appropriate for Field Offices?

a) Is there any suggestion you can give to improve efficiency in the use of resources (budget) for future similar projects?

b) How would you improve UNODC HQ based management for future similar projects?

Part IV: Effectiveness

IV.1. To what extent did the project activities and outputs attain the objective of developing evidence-based urban crime prevention and safety policies/plans and monitoring frameworks?

Being more specific and based on your experience during the implementation of this project:

a) To your own knowledge of the project, to what extent do you consider that the training courses and workshops were adequate to the end goals of the project?

How would you improve them (for future similar projects)?

- Medellín

- Rotterdam/Barcelona

- Querétaro

- Specific workshops and training courses for public officials in each city

b) To what extent do you consider the Guide for Participatory Safety Audits a good enough tool for its purpose? How would you improve it for the future?

c) To what extent do you consider the Monitory Frameworks & Accountability Strategies developed during the project successful? How would you improve them for the future?

d) Is there any way you would improve, for future similar projects, the technical assistance provided?

IV.2. Are there any results achieved beyond what was expected of the project?

Part V. Impact

V.1. To what extent is the project expected to help in the development of better, more efficient prevention and safety policies that can actually reduce crime and increase security?

a. What are the assumptions or conditions needed for the project to attain these impact goals in the long run?

b. Which are the obstacles or risks that might stop the project from achieving this expected impact?

V.2. To what extent is the project helping to build more accountable, inclusive, efficient and reliable security and justice institutions in your city?

c. What are the assumptions or conditions needed for the project to attain these impact goals in the long run?

d. Which are the obstacles or risks that might stop the project from achieving this expected impact?

Part VI: Sustainability

VI.1. How likely is it that the results of the safety audit will be used and the urban crime policies implemented by local authorities after the project? What were the supporting and/or hindering factors?

VI.2. To what extent did the project appropriately implement an exit strategy for increased sustainability?

a) In your experience, is there anything else you would advise to do to improve the permanence of the project's goals?

Part VII. Partnership and cooperation

VII.1. How functional and valuable were the partnerships established during the project within each city, between the UN and local authorities, and between UNODC and UN Habitat?

- UN – Local Authorities:

- UNODC – UN Habitat:

VII.2. To what extent did the project/programme cooperate with other potential partners (Including UN Agencies, CSOs, academia, etc.) to contribute to the achievement of the program?

a) Having the experience of this project in mind, how would you improve cooperation in future similar projects?

- UN – Local Authorities:
- UNODC – UN Habitat:
- With other counterparts (UN Agencies, CSOs, Academia, NGOs, etc.

Part VIII. Human Rights and Gender Equality

VIII.1. To what extent were human rights and gender equality properly included in the project design and implementation?

VIII.2. To what extent would you say the under-represented and vulnerable groups were properly considered in the project design and implementation?

a) For future similar projects, is there any suggestion you would have to improve gender equality and HR approach into the project implementation?

Part IX. Lessons Learned and Best Practices

IX.1. After your experience in the implementation of the project, what lessons learned and best practices for future evidence-based community safety projects and programmes would you draw from this project?

II.1.2 Guide for semi-structured interviews to Government Officials

(National, State or Municipal)

Date	
Interviewer	
Name	
Position within UN	
Tel.	
e-mail	

General Information / Presentation:

This interview is related to the final Independent Project Evaluation of “Evidence based policies for improved community safety in Latin American and African cities”, a joint technical assistance project of the United Nations Office of Drugs and Crime (UNODC) and the United Nations Human Settlements Program (UN-Habitat).

The project’s aim has been to support local authorities in three selected cities in Latin America and Africa – namely Querétaro in Mexico, Santiago de Cali in Colombia and eThekweni in South Africa – to develop, in consultation with civil society, evidence-based urban crime prevention and safety policies/plans and monitoring frameworks that address multi-causal factors of violence and crime.

This evaluation will inform the design and implementation of future projects on community safety and serve to increase organizational learning within UNODC and UN-Habitat.

I am the independent external evaluator of this project and my name is Edgar Arredondo. Feel free to ask me any questions you may have so far in regard to this evaluation of the project.

Confidentiality:

For your information, all of your answers to the questions of this interview will remain anonymous and will only be taken into consideration as aggregate data. If you agree to participate (participation is strictly voluntary) you will be helping UNODC and UN Habitat to improve further similar interventions. Therefore, we ask of you to answer honestly and transparently. No answer is correct or wrong. We are only interested in your opinion.

Thank you for participating in this interview.

Introductory Question:

Please, briefly describe your main functions and responsibilities within the Project and within the UNODC/ Un Habitat structure. Also explain how much of your daily activities are related to this project.

Part I: Relevance

I.4. To what extent do you consider that the outputs, outcomes and objectives of this project have been relevant for the priorities of your city?

Outputs:

- To implement an Audit
- To revise existing policies
- To develop a Monitoring Framework
- To develop an accountability strategy

Outcomes & Objective:

- Enhanced capacities to collect and analyse data using a participatory approach
- Enhanced capacities to formulate and adopt crime prevention strategies using a participatory approach
- Enhanced capacity to measure progress towards security and monitor crime

Part II: Efficiency

II.1. Were the project activities and outputs implemented in your city on schedule?

Part III: Effectiveness

III.1. To your knowledge, to what extent did the project activities and outputs attain the objective of developing evidence-based urban crime prevention and safety policies/plans and monitoring frameworks in your city?

Being more specific and based on your experience during the implementation of this project:

a) To your own knowledge of the project, to what extent do you consider that the training courses and workshops were adequate to the end goals of the project?

How would you improve them (for future similar projects)?

- Medellin
- Rotterdam/Barcelon
- Querétaro
- Specific workshops and training courses for public officials in each city

b) To what extent do you consider the Guide for Participatory Safety Audits a good enough tool for its purpose? How would you improve it for the future?

c) To what extent do you consider the Monitory Frameworks & Accountability Strategies developed during the project successful? How would you improve them for the future?

d) Is there any way you would improve, for future similar projects, the technical assistance provided?

III.2. Are there any results achieved beyond what was expected of the project?

Part IV. Impact

IV.1. To what extent do you consider that the project might help in the development of better, more efficient prevention and safety policies that can actually reduce crime and increase security?

a) What are the assumptions or conditions needed for the project to attain these impact goals in the long run?

b) Which are the obstacles or risks that might stop the project from achieving this expected impact?

IV.2. To what extent is the project helping to build more accountable, inclusive, efficient and reliable security and justice institutions in your city?

c) What are the assumptions or conditions needed for the project to attain these impact goals in the long run?

d) Which are the obstacles or risks that might stop the project from achieving this expected impact?

Part V: Sustainability

- V.1. How likely do you think it is that the results of the safety audit will be used and the urban crime policies implemented by the local authorities of your city after the project? What were the supporting and/or hindering factors?

- V.2. To your knowledge, was there an “exit strategy” from UNODC/UN Habitat that you were aware of? How likely do you think this strategy ensures sustainability?

- a) In your experience, is there anything else you would advise to do to improve the permanence of the project’s goals?

Part VI. Partnership and cooperation

- VI.1. How functional and valuable were the partnerships established during the project within each city, between the UN and local authorities?

- VI.2. To your knowledge, to what extent did the project/programme cooperate with other potential partners (Including UN Agencies, CSOs, academia, etc.) to contribute to the achievement of the program?

- a) Having the experience of this project in mind, how would you improve cooperation in future similar projects?

- UN – Local Authorities:
- With other counterparts (UN Agencies, CSOs, Academia, NGOs, etc.)

Part VII. Human Rights and Gender Equality

- VII.1. To what extent would you say that human rights and gender equality were properly included in the project design and implementation? To your knowledge, is there any documented evidence of it?

- VII.2. To what extent would you say the under-represented and vulnerable groups were properly considered in the project design and implementation? To your knowledge, is there any documented evidence of this?

- b) For future similar projects, is there any suggestion you would have to improve gender equality and HR approach into the project implementation?

Part VIII. Lessons Learned and Best Practices

- VIII.1. After your experience in this the project, what lessons learned and best practices for future evidence-based community safety projects and programmes would you draw from this project?

II.1.3 Guide for semi-structured interviews to NGOs, Members of Civil Society, Academia, etc.

Date	
Interviewer	
Name	
Position within UN	
Tel.	
e-mail	

General Information / Presentation:

This interview is related to the final Independent Project Evaluation of “Evidence based policies for improved community safety in Latin American and African cities”, a joint technical assistance project of the United Nations Office of Drugs and Crime (UNODC) and the United Nations Human Settlements Program (UN-Habitat).

The project’s aim has been to support local authorities in three selected cities in Latin America and Africa – namely Querétaro in Mexico, Santiago de Cali in Colombia and eThekweni in South Africa – to develop, in consultation with civil society, evidence-based urban crime prevention and safety policies/plans and monitoring frameworks that address multi-causal factors of violence and crime.

This evaluation will inform the design and implementation of future projects on community safety and serve to increase organizational learning within UNODC and UN-Habitat.

I am the independent external evaluator of this project and my name is Edgar Arredondo. Feel free to ask me any questions you may have so far in regard to this evaluation of the project.

Confidentiality:

For your information, all of your answers to the questions of this interview will remain anonymous and will only be taken into consideration as aggregate data. If you agree to participate (participation is strictly voluntary) you will be helping UNODC and UN Habitat to improve further similar interventions. Therefore, we ask of you to answer honestly and transparently. No answer is correct or wrong. We are only interested in your opinion.

Thank you for participating in this interview.

Introductory Question:

Please, briefly describe your main functions and responsibilities within the Project and within the UNODC/ Un Habitat structure. Also explain how much of your daily activities are related to this project.

Part I: Relevance

I.5. To what extent do you consider that the outputs, outcomes and objectives of this project have been relevant for the priorities of your city?

Outputs:

- To implement an Audit
- To revise existing policies
- To develop a Monitoring Framework
- To develop an accountability strategy

Outcomes & Objective:

- Enhanced capacities to collect and analyse data using a participatory approach
- Enhanced capacities to formulate and adopt crime prevention strategies using a participatory approach
- Enhanced capacity to measure progress towards security and monitor crime

Part II: Efficiency

II.1. To your knowledge, were the project activities and outputs implemented in your city on schedule?

Part III: Effectiveness

III.1. To your knowledge, to what extent did the project activities and outputs attain the objective of developing evidence-based urban crime prevention and safety policies/plans and monitoring frameworks in your city?

Being more specific and based on your experience during the implementation of this project:

e) To what extent do you consider that the training courses and workshops were adequate to the end goals of the project?

How would you improve them (for future similar projects)?

- Specific workshops and training courses for public officials in each city

f) To what extent do you consider the Guide for Participatory Safety Audits a good enough tool for its purpose? How would you improve it for the future?

g) To what extent do you consider the Monitory Frameworks & Accountability Strategies developed during the project successful? How would you improve them for the future?

h) Is there any way you would improve, for future similar projects, the technical assistance provided?

III.2. To your knowledge, are there any results achieved beyond what was expected of the project?

Part IV. Impact

IV.1. To what extent do you consider that the project might help in the development of better, more efficient prevention and safety policies that can actually reduce crime and increase security?

e) What are the assumptions or conditions needed for the project to attain these impact goals in the long run?

f) Which are the obstacles or risks that might stop the project from achieving this expected impact?

IV.2. To what extent is the project helping to build more accountable, inclusive, efficient and reliable security and justice institutions in your city?

g) What are the assumptions or conditions needed for the project to attain these impact goals in the long run?

h) Which are the obstacles or risks that might stop the project from achieving this expected impact?

Part IV: Sustainability

V.3. How likely do you think it is that the results of the safety audit will be used and the urban crime policies implemented by the local authorities of your city after the project? What were the supporting and/or hindering factors?

V.4. To your knowledge, was there an “exit strategy” from UNODC/UN Habitat that you were aware of? How likely do you think this strategy ensures sustainability?

b) In your experience, is there anything else you would advise to do to improve the permanence of the project’s goals?

Part V. Partnership and cooperation

VII.3. How functional and valuable were the partnerships established during the project within each city, between the UN and local authorities?

VII.4. To what extent did the project/programme cooperate with partners as yourself – i.e., other UN Agencies, NGOs, academia, etc. to contribute to the achievement of the program?

b) Having the experience if this project in mind, how would you improve cooperation?

- UN – Local Authorities:
- With other counterparts (UN Agencies, CSOs, Academia, NGOs, etc.

- c) Is there anything you would suggest, from the point of view of your organization, to be done in terms of cooperation with civic society that is missing in the project overview and implementation?

Part VIII. Human Rights and Gender Equality

- VIII.1. To what extent would you say that human rights and gender equality were properly included in the project design and implementation? To your knowledge, is there any documented evidence of it?

- VIII.2. To what extent would you say the under-represented and vulnerable groups were properly considered in the project design and implementation? To your knowledge, is there any documented evidence of this?

- c) Is there any suggestion you would have to improve gender equality and HR approach into the project implementation?

Part IX. Lessons Learned and Best Practices

- IX.1. After your experience in the implementation of the project, what lessons learned and best practices for future evidence-based community safety projects and programmes would you draw from this project?

II.2 Questionnaire/Survey

II.2.1 GENERAL SURVEY MODEL FOR LOCAL GOVERNMENT OFFICIALS AND CIVIL ORGANIZATIONS

You are invited to participate in a survey related to the final Independent Project Evaluation of “Evidence based policies for improved community safety in Latin American and African cities”, a joint technical assistance project of the United Nations Office of Drugs and Crime (UNODC) and the United Nations Human Settlements Program (UN-Habitat).

The project’s aim has been to support local authorities in three selected cities in Latin America and Africa – namely Querétaro in Mexico, Santiago de Cali in Colombia and eThekweni in South Africa – to develop, in consultation with civil society, evidence-based urban crime prevention and safety policies/plans and monitoring frameworks that address multi-causal factors of violence and crime.

This evaluation will inform the design and implementation of future projects on community safety and serve to increase organizational learning within UNODC and UN-Habitat.

The evaluation is carried out by an independent external evaluator, Mr. Edgar Arredondo. For any questions, please contact the evaluator on: arredondoedgar68@gmail.com

Confidentiality:

For your information, all of your answers to the questions of this survey will remain anonymous and will only be taken into consideration as aggregate data. If you agree to participate (participation is strictly voluntary) you will be helping UNODC and UN Habitat to improve further similar interventions. Therefore, we ask of you to answer honestly and transparently. No answer is correct or wrong. We are only interested in your opinion.

Thank you for participating in this survey.

Criterion	Questions
General Information	1. Please tell us your gender: <ul style="list-style-type: none">• Woman• Man• Other
	2. Please tell us your approximate age:

	<ul style="list-style-type: none"> • 18-35 • 35-50 • 50-70 • Older than 70
	<p>3. Please tell us the name of the government institution you work for:</p>
	<p>4. Please tell us the name of the area where you work:</p>
	<p>5. Please tell us the name of your position:</p>
	<p>6. Please tell us how familiar you are with the project?</p> <ul style="list-style-type: none"> a. Not at all familiar b. Slightly familiar c. Sufficiently familiar d. Very familiar
	<p>7. Please tell us to what extent would you say you were involved in the implementation of the project.</p> <ul style="list-style-type: none"> a. Not involved b. Slightly involved c. Sufficiently involved d. Very involved
	<p>8. If you were involved, your activities or responsibilities towards the project were:</p>

Relevance:

9. Please tell us how relevant the project has been for (please tick in the appropriate box):

	Not relevant at all	Slightly Relevant	Sufficiently Relevant	Very Relevant	Do not Know
The needs of your city government					
The needs of your area of work					
Your own personal and professional needs					
Comments:					

10. How much would you say the following products were needed by your city government? (please tick in the appropriate box)

	Not at all needed	Slightly Needed	Fairly Needed	Very Needed	Do not Know
Participatory Safety Audit					
The Policy recommendations derived from the Audit					
The Monitoring Framework developed by the project					
The Accountability Strategy developed by the project?					
Comments:					

Efficiency	<p>11. Do you consider that the activities done by the project were done in time and with the proper resources?</p> <p>a. Not at all</p> <p>b. Slightly so</p> <p>c. Fairly so</p> <p>d. Very much so</p> <p>e. Do not know</p>
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	Comments:
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Effectiveness:

12. Please fill in the following table, ticking on the appropriate box in terms of how you would qualify each of the activities of the project in which you participated:

Workshop/Activity	Tick if you participated in it	In terms of increasing or strengthening your knowledge <i>to collect, analyse and monitor crime data, using a participatory approach,</i>					In terms of increasing or strengthening your knowledge <i>to revise urban safety policies, based on the information obtained by the audit, using a participatory approach,</i>				
		Bad	Poor	Good	Very Good	Excellent	Bad	Poor	Good	Very Good	Excellent
Workshop in Medellin											
Study Tour in Barcelona and Rotterdam											
Participatory Safety Audit											
Reviewing city policies on urban crime prevention											
Developing a Monitoring Framework											
Developing the web page and its content											
Workshop in Querétaro											
Comments:											

13. If you attended any training courses or workshops other than the ones already mentioned, please give us the name of the course(s) or workshop(s) you attended and qualify it accordingly (please tick in the appropriate box):

Workshop/Course (please write down the name)	In terms of the theme of the course taken, how would you qualify it?				
	Bad	Poor	Good	Very Good	Excellent
1.					
2.					
3.					
4.					
5.					
6.					
7.					

Comments:

14. Please tell us, in your opinion, how much do you think that the project *in general* (all of its activities) improved the capacities *of your city* to (please tick in the appropriate box):

	Not at all	Poorly	Fairly	Sufficiently	Very Strongly
1. To collect and analyse data in a participatory manner?					
2. To revise or design public policies based on evidence?					
3. To monitor progress towards security and safety?					
Comments:					

Impact:	<p>15. To what extent do you consider that the project might help in the development of better, more efficient prevention and safety policies that can actually reduce crime and increase security?</p> <p>a. Not at all</p> <p>b. Poorly</p> <p>c. Fairly</p> <p>d. Sufficiently</p> <p>e. Very Strongly</p> <p>Please explain why:</p>
	<p>16. To what extent is the project helping to build more accountable, inclusive, efficient and reliable security and justice institutions in your city?</p> <p>a. Not at all</p> <p>b. Poorly</p> <p>c. Fairly</p> <p>d. Sufficiently</p> <p>e. Very Strongly</p> <p>Please explain why:</p>

Sustainability	17. Please tell us how likely do you think it is that the results of the project will be sustained by your government after the programme finishes?
	18. Is there anything you suggest that should be done or should have been done to make sure the results of the project are sustained? Please narrate:
Partnership and cooperation	19. How would you qualify the collaboration or partnership with the UN during this project? a. Very poor b. Poor c. Fair d. Good e. Excellent
Human Rights and Gender Equality	20. To what extent were human rights and gender equality properly included in the project and implementation? a. Never b. Rarely c. Sometimes d. Often e. Always
	21. To what extent were the under-represented and vulnerable groups properly considered in the project implementation? a. Never b. Rarely c. Sometimes d. Often e. Always

	22. How could gender equality and human rights be mainstreamed into similar future projects?
Lessons Learned and Best Practices	23. From your experience, are there any lessons learned and best practices from the implementation of the project?

ANNEX III. DESK REVIEW LIST

Document – name	Reviewed (y/n)	Comments
UNODC documents		
<i>Project Document 10th Tranche Development Account</i> , UNODC, UN Habitat	Y	
<i>Additional Funding Request 10th and 11th Tranche Projects</i>	Y	
UNODC organigram	Y	
UNODC mandate	Y	
Project Logical Framework	Y	(Within the Project Document)
Relevant United Nations Development Assistance Framework (UNDAF)	N	
Relevant “Voluntary National Reviews” of the SDGs	Y	
Evaluation Plan Template	Y	
<i>Results-Based Management Handbook</i> , UNDG, 2011	Y	
Progress Reports:		
• 2016	Y	
• 2017	Y	
• 2018	Y	
• CoE LPOMEX Progress Report 2019	Y	
Safety Audits:		
• <i>A guide for participatory safety audits in the scope of the project “Evidence based policies for improved community safety in Latin American and African cities.”</i> , UNODC, UN Habitat	Y	
• <i>Local Safety Audit in the Municipality of Querétaro, 2019</i> , UNODC, Centro de Excelencia	Y	
• <i>Informe Final del Proceso de implementación de la metodología de Auditorías de Seguridad en Santiago de Cali, Documento Técnico de Soporte para la Política Oública de Seguridad y Convivencia de Santiago de Cali</i> , UNODC Colombia, Bogotá, 2019.	Y	
• <i>eThekwini Safty Audit 2019, Towards and Integrated Safety Audit</i> , eThekwini Municipality, AFUS, UN Habitat	Y	
Mission Reports and Workshops Agendas:		
• Final Agenda Work Shop Medellin	Y	
• Study Tour Rotterdam-Barcelona	Y	
• Mission Report Mexico, Querétaro May 2019	Y	
• Mission Report Querétaro, México Sep-Oct 2019	Y	
Web Sites/ Webside Documents:		
Querétaro’s Accountability Strategy and Monitoring Framework:	Y	
https://auditoriadeseuridad-cdeunodc.org/	Y	
Cali’s Accountability Strategy and Monitoring Framework:	Y	
http://observaseguridadcali.unodc.org.co/	Y	
UNODC website: UNODC and the Sustainable Development Goals:	Y	
https://www.unodc.org/unodc/en/about-unodc/sustainable-		

development-goals/sdgs-index.html		
UNODC brochure: UNODC and the Sustainable Development Goals: https://www.unodc.org/documents/SDGs/UNODC-SDG_brochure_LORES.pdf	Y	
UNODC brochure: Better Data to monitor violence, trafficking, corruption and access to Justice (2017): http://www.unodc.org/documents/data-and-analysis/Crime-statistics/Brochure_goal16_2017_web.pdf	Y	
ECOSOC Report of the Inter-agency and Expert Group on Sustainable Development Goal Indicators (E/CN.3/2017/2*) https://unstats.un.org/unsd/statcom/48th-session/documents/2017-2-IAEG-SDGs-E.pdf	Y	
UNODC Independent Evaluation Unit: Meta-Analysis 2011-2014: http://www.unodc.org/documents/evaluation/Meta-Analysis/UNODC_Evaluation_Meta-Analysis_2011-2014.pdf	Y	
UNODC Independent Evaluation Unit: Meta-Analysis 2015-2016 http://www.unodc.org/documents/evaluation/Meta-Analysis/UNODC_IEU_Evaluation_Meta-Analysis_2015-2016.pdf	Y	
UNODC Independent Evaluation Unit: Evaluation-based analysis of good practices in UNODC's approach to capacity building: http://www.unodc.org/documents/evaluation/Knowledge-Products/UNODC_IEU_Evaluation-based_Capacity_Building_Analysis_final_October_2017.pdf	Y	
UNODC Position Paper on Human Rights (2011): http://www.unodc.org/documents/justice-and-prison-reform/UNODC_Human_rights_position_paper_2012.pdf	Y	
Guidance Note on Gender Mainstreaming in UNODC (2013): http://www.un.org/womenwatch/directory/docs/UNODC-GuidanceNote-GenderMainstreaming.pdf	Y	
UNODC evaluation guidelines, templates, handbook, policy http://www.unodc.org/unodc/en/evaluation/normative-tools.html	Y	
UNODC Inception Report Guidelines and Template https://www.unodc.org/unodc/en/evaluation/normative-tools.html#Inception_Report	Y	
UNODC Evaluation Report Guidelines and Template https://www.unodc.org/unodc/en/evaluation/normative-tools.html#Eval_Report	Y	
UNODC Evaluation Quality Assessment http://www.unodc.org/unodc/en/evaluation/Evaluation-based-knowledge-products.html#EQAs	Y	
UNEG: Integrating human rights and gender equality in evaluation http://www.uneval.rgdetail/980	Y	

UNEG Norms and Standards for Evaluation (2016)	N	
www.unevaluation.org/document/download/2601		
UNEG Ethical Guidelines for Evaluation	Y	
www.uneval.org/document/download/548		
United Nations Development Assistance Framework Guidance (2017)	Y	
https://undg.org/document/2017-undaf-guidance/		

ANNEX IV. STAKEHOLDERS CONTACTED DURING THE EVALUATION

<i>Type of stakeholder⁵⁶</i>	<i>Country</i>							
	<i>Austria</i>		<i>Colombia</i>		<i>Mexico</i>		<i>South Africa</i>	
	<i>Female</i>	<i>Male</i>	<i>Female</i>	<i>Male</i>	<i>Female</i>	<i>Male</i>	<i>Female</i>	<i>Male</i>
UNODC/ UN HQ	2	1		1				
UNODC/ COCOL			2	3				
UNODC/ LPOMEX/					4			
UN HABITAT							1	1
Local Authority/ Querétaro Municipal Government					3	5		
NGO/ Querétaro/ Citizens Observatory					1			
Local Authority/ Cali Municipal Government			1	4				
Local Authority/ eThekweni Municipality							4	2
Metro Police, South Africa								1
Independent	1							
Total: 37	Female:		19		Male:		18	

⁵⁶ This could be e.g. Civil Society Organisation; Project/Programme implementer; Government recipient; Donor; Academia/Research institute; etc.

ANNEX V. EVALUATION METHODOLOGY

A mixed-methods approach of collecting and analysing quantitative and qualitative data has been used. All information analysed has been evidence-based and triangulated. Sources, primary or secondary, have been as diverse as possible. Primary data were collected via structured interviews and a survey, from UNODC and UN Habitat staff that directly or indirectly participated in the project, either in Head Quarters or in Field offices, as well as from city officials benefitted by the project within the three cities.

All of these methods have been carried through gender sensitive and inclusive processes. Therefore, this evaluation not only has assessed how Human Rights and Gender criteria have been considered in the design and implementation of the project but has also been conducted respecting these criteria. To achieve this (apart from the methods already mentioned) the evaluation has followed a non-discriminating and inclusive, participative process, particularly sensitive to gender equality when choosing, interviewing or surveying stakeholders, and always careful of incorporating into it those who are normally marginalized or most vulnerable. It has also been transparent and based on the professional codes of conduct of impartiality, integrity and honesty, to guarantee a proper implementation of the evaluation results and its further foreseen use.

As established by the Terms of Reference (TOR), this Independent Evaluation has been guided by the criteria defined by the DAC of the OECD, which are generally recognized for evaluation projects, programs and development processes – See Annex VI. The UNODC normally follows those criteria.

DAC Criteria used for this evaluation.

Standard Criteria for Evaluations	Formal Definition of each criterion:	How each criterion was used for this evaluation:
Design	To which extent the project performed a participative and proper planning processes or if it developed a logical framework to guide its actions with appropriate performance indicators.	Evaluate Logical Framework and indicators chosen in the Project Document; evaluate if risks and mitigating measures were appropriately identified. Reconstruction of a Theory of Change to be able to identify how activities were connected to outputs, and outputs to outcomes and general objective, as well as to identify those factors and circumstances that have facilitated or obstructed the process.
Relevance	To which extent has the project attended the needs and requirements of the stakeholders, participants and beneficiaries; has it reinforced or complemented existing initiatives; is it aligned with the mandates and policies of all involved organizations and partners?	Evaluate if the project took into account the necessities and priorities of beneficiary countries (cities); evaluate if the project's objectives are aligned to the mandates of the UN Agencies involved; evaluate if the project's objectives and outcomes contribute to the implementation of the SDGs.

Efficiency	Have the resources and inputs been managed the best way possible?	Evaluate if activities were performed on schedule and with the proper and adequate use of resources; evaluate of HQ management, coordination and monitoring was appropriate for field offices.
Effectiveness	Have expected results been achieved?	Evaluate if activities and outputs delivered expected outcomes and objectives and evaluate if there were results beyond what was expected.
Impact	The permanent changes, positive or negative, intentional or not, achieved by the project intervention.	Using the Theory of Change proposed, evaluate if crime and violence can be expected to be reduced in the three cities, in the middle and long run, as a result of the project's outcomes, and determine which assumptions and conditions are needed for this to happen. Evaluate if the programs results might influence in the development of more accountable, inclusive, reliable and efficient security institutions in the long run, and under which assumptions.
Sustainability	The degree to which initiated processes and obtained results are more likely to remain after the intervention has ended.	Evaluate if the actions taken to make sure that the results of the project remain after intervention were adequate and the stakeholders' perceptions of those actions and their results.
Human Rights	The extent to which the intervention is guided by the standards and scope of respect of human rights established by the United Nations.	Evaluate if human rights were always respected during implementation, as well as if all necessary actions to include marginal and underrepresented groups were taken.
Gender Equality	The extent to which the intervention integrates a gender perspective and solves problems as power relations, social transformation, inclusion, equal participation and empowerment of women and marginalized groups.	Evaluate if ensuring Gender Equality was a constant concern within the project's design and during its implementation.
Cooperation and Alliances	Were effective alliances established and maintained?	Evaluate the value and function of partnerships in between both UN Agencies (UNODC and UN Habitat), in between these UN Agencies and local government, as well as in between UN and other relevant actors.

Established partnerships and cooperation as well as aspects of human rights and gender equality were assessed in a transversal manner, with a specific emphasis on how gender and human rights aspects were mainstreamed into the project.

A stakeholder analysis was done following a sampling-criteria for interviewed and for surveyed stakeholders. Interviewed stakeholders were those considered as Core Learning Partners by field offices, following this sampling criteria:

- *Most relevant UNODC and UN Habitat global actors involved in the project:* those that are more likely to know the full scope and activities of the project, or to provide information that might help to compare this project with other of similar nature. In this case, all of them were UNODC staff in Headquarters (4 out of 8 identified were interviewed), for no Headquarter staff of UN Habitat were identified.
- *Most relevant UNODC and UN Habitat local actors involved in the project:* those involved in the implementation of the project in each of the three cities; those who remained involved throughout the three years of the project or those who started and those who continued with the project but were key actors at certain stages. From the 13 identified, 11 were interviewed. Only two, working for UN Habitat, could not be interviewed.
- *Most relevant local government actors involved in the project (CLPs):* as different government agencies were most probably involved and local rotation of actors is more likely to happen within local governments, it was necessary to properly select those actors who either carried on throughout all the implementation of the project or were more likely to know the project sufficiently well as to provide relevant information. In Querétaro, 9 out of 12 identified could be interviewed; in Cali 5 out of 15 could be interviewed and in eThekweni 7 out of 12 could be interviewed (that is 54% of identified government CLP's could be interviewed).
- *Most relevant local actors of civil society:* A selection of those more likely to provide an objective evaluation of the project was pursued. In this case, though, none of the local teams considered the NGO's or members of civil society participating in their projects as CLPs, except for the Archdiocese of Cali, in Cali. The Querétaro and Cali teams were the only ones to include civil society organizations in their stakeholder lists (two in Querétaro and 1 in Cali), but only one interview could be achieved (one civic organization in Querétaro that, effectively, was not strongly involved in the project).⁵⁷

The only interviews conducted in person were those with public officials in Querétaro, those with the LPOMEX team in Mexico City and the ones with the UN Habitat team of Nairobi that could be done in Mexico City as well. All of the rest were done through long distance calls using either WhatsApp, Skype or Teams media.

Now, as mentioned in the Introduction of the text, the methodological approach used for this evaluation is contribution analysis. With this method of analysis, assessment of impact is drawn from plausible conclusions, rather than from objective data analysis of factual (long term) change – data which is not available at this stage of the project's implementation. To be able to do this analysis, it was necessary to elaborate a ToC based on the Logical Framework of the Pro Doc in order to point out with more detail how inputs of the project turned into activities, activities to outputs and outputs to outcomes, and to the fulfilment of the general objective of the project. It was also necessary to reconstrue this ToC to help the evaluator make explicit the presumed conditions necessary for impact, which were not considered in the Pro Doc.

⁵⁷ In each of the three cities, the Audits were conducted with a wide participation of civil society and civil organizations. Nevertheless, according to field offices very few of those organizations participated in the other activities of the project and, therefore, did not know the project in enough depth as to be included as stakeholders that could be interviewed or surveyed – given that the interviews and survey asked detailed questions on the implementation of the project in all of its stages.

To explain why the Logical Framework of the Pro Doc needed to be revised to help this evaluation, it is necessary to go into it with some detail.⁵⁸ The Pro Doc established as an objective:

“To support local authorities in three selected cities of Latin America and Africa to develop, in consultation with civil society, evidence-based urban crime prevention and safety policies/plans and monitoring frameworks that address multi-causal factors of violence and crime.”

To achieve this objective, two consecutive accomplishments (outcomes) were defined:

1. Enhanced capacities of city administrators to collect (and) analyse crime data to formulate and adopt urban crime prevention and safety policies and programmes, using a participatory approach.
2. Enhanced capacity of selected cities to monitor urban crime prevention and safety policies and programmes and measure progress towards achieving security (and) safety-related development targets at a local level.

These two outcomes were to be achieved through a series of consecutive activities and outputs (which were not differentiated from one another): the first five activities/outputs of the project would result in outcome 1, the next three would result in outcome 2, and the last one would reinforce outcomes 1 and 2 (see **Diagram A**). Three risk situations were also identified, and mitigation actions were contemplated for each one of them.

The identified issues in the design of this Logical Framework to be revised are the following:

Firstly, the objective states an action to be performed instead of a final result to be expected ⁵⁹:

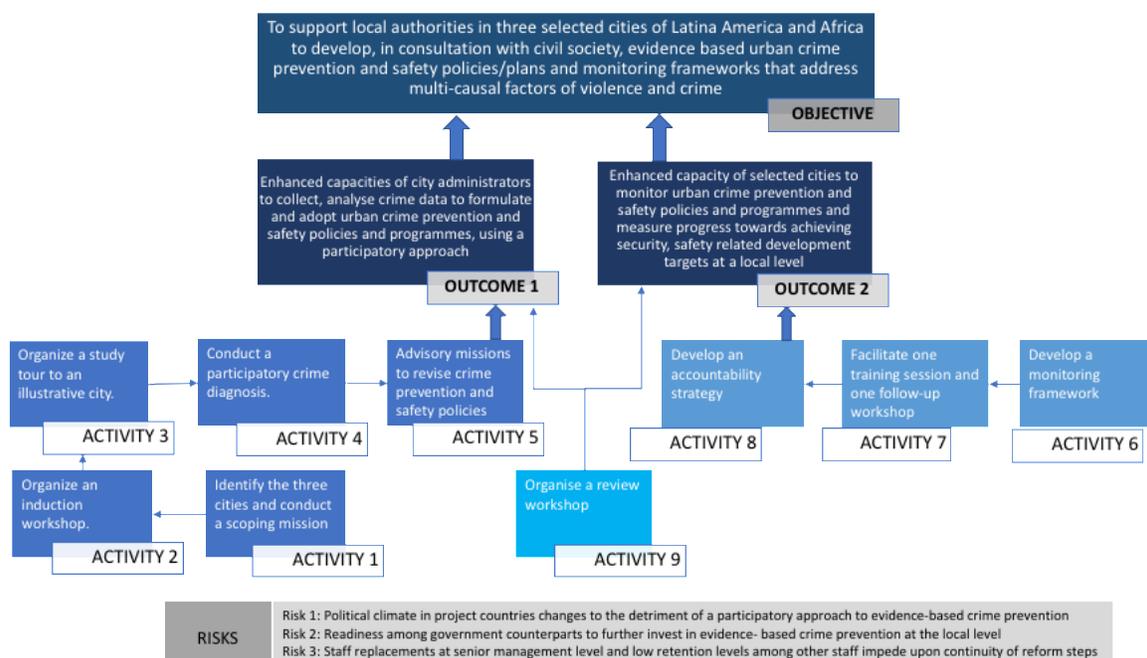
“*To support* local authorities in three selected cities of Latina America and Africa *to develop*, in consultation with civil society, evidence-based urban crime prevention and safety policies/plans and monitoring frameworks that address multi-causal factors of violence and crime”

Secondly, outputs and activities in the process of the intervention are not clearly differentiated. To distinguish clearly between them can help to better explain the causality towards results. For example, in this case, it would be helpful to differentiate “Participatory Safety Audits *conducted*”, “Crime Prevention and Safety Policies *revised*”, “Monitoring Frameworks *developed*” and Accountability Strategies *developed*” as outputs rather than activities, for all of them are final products of the implementation of the project and are, therefore, used as indicators to measure success in the Results Matrix of the Pro Doc.

Diagram A. Logical Framework of the Project Document

⁵⁸ The evaluator was informed, during the evaluation process, that the Project Document of this project had to follow the guidelines established by the donor (UNDESA) which specifically indicate that the Logical Framework of the Project Document should be based on activities and accomplishments only. Therefore, it should be underlined that this exercise of reconstruction of a Theory of Change by the evaluator is mainly an exercise to help guide the evaluation process and as a possible guide for future similar projects that can allow the use of this other, more explicit and extensive explanation of the logic of the intervention.

⁵⁹ The use of action language to describe results is not recommended in Results Based Management. See *Results Based Management Handbook*, UNDG, October 2011, p. 12. Other reasons to advise revising the way the objective is stated will be discussed further ahead.



Finally, to add three activities that were incorporated to the project once an extension of resources and time was granted, and which all of the stakeholders considered should have been contemplated as part of the strategy from the very beginning: a) reinforcing the whole process with training courses and workshops focused on those needs, detected in the municipality, to sustain this effort; b) helping the municipality with the implementation of specific prevention programmes that are known or proved as good practices; c) implementing an exit strategy that could help ensure sustainability.

Proposed Theory of Change

Having all this in mind (and as a need to be able to conduct the evaluation through contribution analysis), it was necessary to construe a ToC based on the Logical Framework of the project. The proposed ToC can be seen in **Diagram B**.

Seen from bottom to top, in the proposed ToC, a series of three consecutive activities lead to the first output, which is the conduction of a Safety Audit or participatory diagnosis:

1. Identification of the three cities, and a scoping mission to each, to diagnose challenges and gaps in existing policies, data collection tools, monitoring systems and capacities to address crime prevention and reduction.
2. Organization of a first workshop for key municipal officials of the three cities to develop a common vision, synergies and operational strategy for the realization of the project.
3. Organization of a study tour to an illustrative city for local crime prevention practitioners (city administrators, police, criminal justice practitioners) involved in the project, to gain better understanding of urban crime prevention and safety policies, plans and programmes.

Once the participatory crime diagnosis (Local Safety Audit) has been conducted (using clear performance indicators, with the assistance of experts, supervised by the United Nation’s staff and

involving consultation with relevant local stakeholders), another activity takes place that will lead to the second output:

4. Advisory missions conducted, to provide expert advice concerning the review, development and/or updating of urban crime prevention and safety policies, based on the outcome of the scoping mission and the crime diagnosis (Local Safety Audit).

The new output identified is, therefore, “Revised urban crime prevention and safety policies”.

These series of activities and outputs lead to the accomplishment of the first outcome:

- Enhanced capacities of city administrations to collect and analyse crime data to formulate and adopt urban crime prevention and safety policies and programmes, using a participatory approach.

As it can be seen, a very important element of this outcome is to enhance the capacities of city administrations to use collected and analysed crime data *to formulate and adopt urban crime prevention and safety policies and programmes with a participatory approach*. Therefore, the revision of crime prevention and safety policies using the information obtained through the Local Safety Audit is an essential step (output) towards the accomplishment of this outcome, for it is in this process of revising existing policies in the light of all information collected through the Audit, and with the assistance given by the advisory missions (Activity 4), that those capacities are enhanced. Furthermore, the Logical Framework of the Pro Doc establishes as an indicator for the accomplishment of this first outcome the existence of those revised policies. This reinforces the need to establish this other accomplishment as an output rather than as an activity.

Once the first outcome is accomplished, a new output is carried through: the development of a monitoring framework for the urban crime prevention and safety policies that have been revised. This output, though, has been developed in parallel to another, in each of the three cities, which is: “The development of an accountability strategy that includes an interactive website (ownership carried over to the city), online resource facility or portal that facilitates reporting and contains related materials easily accessible to relevant target groups, including best practices from other regions.”⁶⁰

To support the development of both tools and to help them turn into a step towards the second outcome, there is one more activity:

5. One training session and one follow-up workshop facilitated for municipal officials and local partners (universities, non-governmental organizations), in partnership with local academic/training institutions, on the use of tools, frameworks and procedures to monitor de implementation of policies.

⁶⁰ This information was obtained through a series of small interviews undertaken during the first Stage of the evaluation with the local teams of UNODC and UN Habitat responsible for the implementation of the project, to clarify how interventions were carried through in each of the three cities. As both outputs have been integrated into one product in each of the three cities, through incorporating the monitoring system into the development of the accountability strategy, these two outputs could also be considered as one, as a means of simplification. It is not proposed as such in this Theory of Change to preserve the original idea of differentiating both results. Nevertheless, the integration of both outputs into one during implementation also means that one same indicator shows the accomplishment of both these results: a web page, portal or online facility in operation containing both. The integration of both outputs is understandable and has its own logic. Therefore, it would be advisable in future exercises, to consider them as such in the design of the project.

With this activity, and with outputs three and four, the second outcome is then accomplished:

- Improved capacity of selected cities to monitor urban crime prevention and safety policies and programmes, as well as to measure progress towards achieving security and safety related development targets at local level.

There was one last activity which serves the purpose of reinforcing both outcomes:

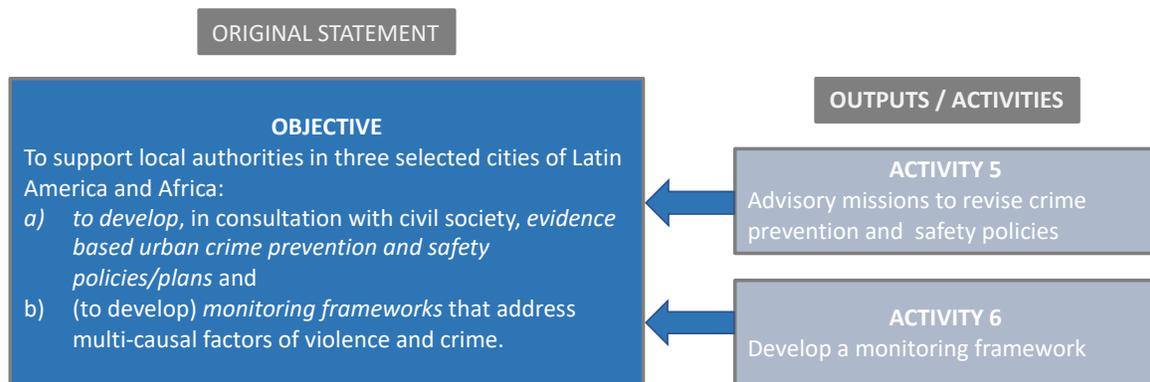
1. Organize a review workshop for officials involved in the project from each city to share experiences and collect promising practices.

Three other activities were added (not contemplated by the Logical Framework of the original Pro Doc) but that were incorporated as necessary during the project’s extension:

2. Organize various training courses and workshops to enhance existing capacities on specific needs of the local administration to be able to sustain the project’s results.
3. Help the local government in the development or implementation of specific prevention programmes that might help attend the Audit recommendations.
4. Implement actions to ensure or increase the visibility and sustainability of the project’s results.

Finally, through the accomplishment of both these outcomes and the four outputs, the general objective of the project is achieved. But this general objective was also revised to adjust it to the needs of a ToC. As shown in the following diagram, in its previous phrasing, the objective was only causally connected to the outputs/activities and not the outcomes.

Diagram C. Project’s Objective in the Project Document.



As reconstructed for this ToC, the general objective is stated as:

“Strengthened capacities of local governments in the three selected cities of Latin America and Africa, for the collection and analysis of crime related data using a participatory approach, for the development of evidence-based urban crime prevention and safety policies/plans, as well as for the development of monitoring frameworks that address multi-causal factors of violence and crime, all of this in consultation with civil society.”⁶¹

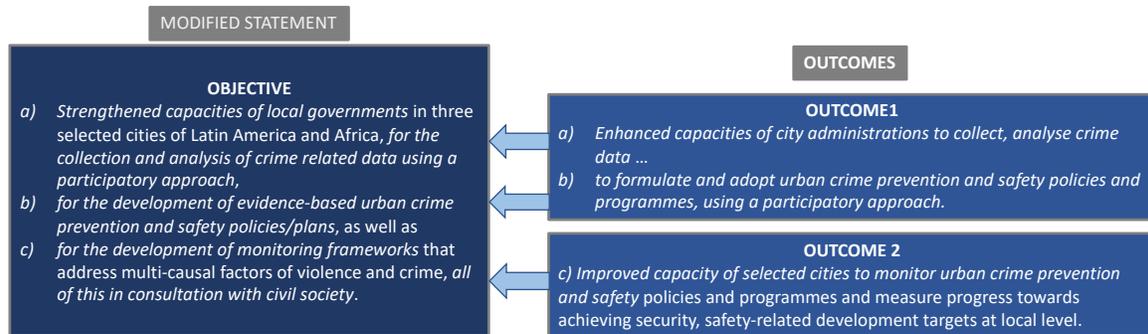
⁶¹ This other statement of the objective (based on the objective defined in the Logical framework of the project) signals more clearly

This general objective, as restated, has various elements:

- a. The strengthening of capacities in local governments for the collection and analysis of crime related data through a participatory approach;
- b. The strengthening of their capacities to develop evidence based urban crime prevention and safety policies/plans in consultation with civil society, and
- c. The strengthening of their capacities to develop monitoring frameworks that address multi-causal factors of violence and crime in consultation with civil society.

To include this other element (a), into the phrasing of the general objective connects it more clearly to the outcomes rather than outputs or activities as seen in **Diagram D**.

Diagram D. Revision of the project’s Objective:



Finally, as seen in **Diagram B**, impact would be achieved through the fulfilment of the Project’s general objective, for impact is related to the contribution that the project might make to the fulfilment of SDGs 11 and 16, UNODC’s and UN Habitat strategic framework goals (Subprogramme 5 and Subprogramme 1 respectively), as well as the UNDAF country objectives for each of the three beneficiary countries.

Another important aspect of a ToC is to make explicit the series of assumptions or conditions that need to be present for the “logic” of the intervention to actually achieve expected outcomes and results, and, therefore, to effectively attain the impact desired. As it was already mentioned in the findings of the report related to the Design of the project, the Pro Doc did not explicitly state the assumptions and conditions needed for the intervention to work, but it did consider some of those assumptions as the necessary conditions for the intervention to take place. These criteria were exposed as:

towards the result expected rather than an action to be performed (the use of action language to describe results is not recommended in Results Based Management. See *Results Based Management Handbook*, UNDG, October 2011, p. 12). It also incorporates other elements that help pointing out towards the causal relation of the outcomes to the objective - which is needed in a Theory of Change.

4. The existence of initiatives at the local/community level that relate to the collection, analysis and monitoring of crime data;
5. The political will at the local government level to integrate and systematise crime prevention (data) in collaboration with the international community;
6. Prior experience of UNODC/Habitat field offices to support urban crime prevention and safety in the countries concerned.

But, it was also mentioned that these were not all of the assumptions and necessary conditions for the intervention to work and deliver the expected impact. As seen in **Diagram B**, there are other necessary conditions for expected impact and those conditions are more complex. These conditions are based on the findings of the questions related to impact in this report, for they were mentioned as necessary by stakeholders (and concluded as necessary by the evaluator after the overall analysis of the information gathered), and are the following:

- Local governments capitalize the intervention results, sustain them and use them as expected for crime reduction and safety in the long run.
- Government changes (local or national elections) will not affect negatively on the project's sustainability.
- Local officials are willing and capable of participating in the project and remain long enough in their positions to transfer and multiply enhanced abilities.
- Civil society will participate once summoned by their local government and will remain vigilant of project results in the long run.
- Enhanced capacities get institutionalized through institutional reforms needed/ achieved/ expected.
- A sufficiently solid framework of accountability is permanently installed to ensure good practices are preserved and a virtuous learning cycle is set in motion.

Finally, as also mentioned previously in the report, in the Pro Doc three risks were foreseen, with established mitigation actions (first three of the list) but five more risks were identified by stakeholders. These were all incorporated to the revised ToC in Diagram B:

Risk 1: Political climate in project countries changes to the detriment of a participatory approach to evidence-based crime prevention.

Risk 2: Readiness among government counterparts to further invest in evidence-based crime prevention at the local level.

Risk 3: Staff replacements at senior management level and low retention levels among other staff impede upon continuity of reform steps.

Risk 4: Sustainability of the project's outcomes and results gets compromised by local elections and government changes.

Risk 5: Difficulties in cooperation between UN Agencies affect project's implementation and results.

Risk 6: Difficulties to engage civic participation and collaboration with the project.

Risk 7: Safety risks associated with field work during implementation (in the community or territory).

Risk 8: Underlying political problems that might undermine efforts towards implementation (like corruption or social discontent).

Results Matrix and Indicators

Having the previous analysis in mind, the Results Matrix of the Pro Doc and its indicators could also be revised. As mentioned in the report, the Results Matrix of the Pro Doc established four indicators to monitor progress, all of them defined as outcome indicators. Seen under this new light provided by the reconstruction of the ToC, three of them are, rather, output indicators and only one of them corresponds to this level of outcome. Although this exercise is only to complement the analysis done to the revised ToC, and has no specific purpose for the overall Evaluation process, it was left here just as an example on how future projects using a ToC to define the logic of their intervention may better define indicators for each level of the intervention process.

Here is an analysis of the results matrix related to the original Logical Framework of the project, where indicators are also reviewed in relation to their appropriate level, based on the revised ToC:

Table 3. Analysis of the Results Matrix of the Project Document.

Level of Result/Expected result	Indicator	Observations
Objective: To support local authorities in three selected cities of Latina America and Africa to develop, in consultation with civil society, evidence based urban crime prevention and safety policies/plans and monitoring frameworks that address multi-causal factors of violence and crime	N/A	
Outcome 1: Enhanced capacities of city administrators to collect, analyse crime data to formulate and adopt urban crime prevention and safety policies and programmes, using a participatory approach.	IA 1.1 Number of Safety Audits completed in all three project cities	This indicator is more related to the output/activity of the Pro Doc which refers to the conduction of the Safety Audit. Therefore, it is more an indicator of output rather than an indicator of this outcome.
	IA 1.2 Number of revised or new urban crime prevention and safety policies in each of the selected cities, that have been developed using a participatory approach.	The same happens here. There is an output/activity defined in the Pro Doc which is precisely the revision of policies in the light of the Audit results. This therefore is an indicator of output rather than outcome.

Outcome 2: Enhanced capacity of selected cities to monitor urban crime prevention and safety policies and programmes and measure progress towards achieving security, safety related development targets at a local level	IA 2.1 Monitoring frameworks with relevant crime and safety -related indicators put in place in the selected cities;	The same case as the two previous: there is an output/activity defined in the Pro Doc that is precisely the development of a monitoring framework. Therefore, this is an indicator of output rather than outcome.
	IA 2.2 80% trained local government officials confirm that they increased their knowledge to measure progress towards achieving urban crime prevention and safety.	This indicator is correct for its level and its purpose.

To overcome these limitations a new Results Matrix is proposed here, aligned to the ToC, where one more outcome indicator is added, and two more output indicators are suggested. This revision of the Results Matrix is only presented here as an example on how the construction of a ToC can help to better define indicators, in those future projects where this tool can be used in their Pro Doc.

In this revised version of the Results Matrix, previously existing indicators are also re-located at their corresponding level:

Table 2. Revised Results Matrix for the Project.

Level of Result/Expected result	Indicator	Means of verification
Objective: Strengthened capacities of local governments in the three selected cities of Latin America and Africa, for the collection and analysis of crime related data using a participatory approach, for the development of evidence-based urban crime prevention and safety policies/plans, as well as for the development of monitoring frameworks that address multi-causal factors of violence and crime, in consultation with civil society.	N/A	
Outcome 1: Enhanced capacities of city administrators to collect, analyse crime data to formulate and adopt urban crime prevention and safety policies and programmes, using a participatory approach.	IE.1.1 80% of trained local government officials confirm that they their capacities have been enhanced for:	New Indicator: It is suggested that, using the same tool to collect the information of indicator IA 2.2 of previous Logical Framework (which has not yet been conducted), a question is incorporated to the

	<ul style="list-style-type: none"> - The collection and analysis of crime related data, using a participatory approach; - The development/revision of evidence based urban crime prevention and safety policies/plans <i>based on evidence</i>. 	survey regarding these two aspects of this outcome.
Output 1: Participatory crime diagnosis conducted, using clear performance indicators.	IE 1.2 Safety Audits completed in all three project cities	Audit Documents
Output 2: Urban crime prevention and safety policies revised based on the outcome of the scoping mission and the crime diagnosis.	IE 1.3 Revised or new urban crime prevention and safety policies in each of the selected cities, that have been developed using a participatory approach.	Document with revised policies (or Annex to the Audit with recommendations)
Outcome 2: Enhanced capacity of selected cities to monitor urban crime prevention and safety policies and programmes and measure progress towards achieving security, safety related development targets at a local level	IE 2.1 80% trained local government officials confirm that they increased their knowledge to measure progress towards achieving urban crime prevention and safety.	Survey
Output 3: Monitoring framework developed	IE 2.2 Monitoring framework completed	Presentation of the monitoring framework (it can be within the web page) and/or Annex to the Audit Document
Output 4: Accountability Strategy developed, including an interactive website, online resource or portal that facilitates reporting.	IE 2.3 Web page, online resource or portal designed, completed and in operation with accountability strategy.	New Indicator: Web Page operating with specified contents

Diagram B. Theory of Change.

