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Action on

Measuring and Assessing Organized Crime in the

Western Balkans

XEEZ84

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ABBREVIATIONS AND ACRONYMS

<i>Abbreviation</i>	<i>Full name</i>	<i>Abbreviation</i>	<i>Full name</i>
AML	Agency Anti-Money Laundering	Mol	Ministry of Interior
AL	Albania	MoJ	Ministry of Justice
BiH	Bosnia and Herzegovina	MNE	Montenegro
CAR	Country Assessment Report	NFPs	National Focal Points
CLPs	Core Learning Partners	NM	North Macedonia
CRS	Crime Research Section	OC	Organised Crime
DoA	Description of Action	SRB	Serbia
EB	Evaluation Brief	ToR	Terms of Reference
EC	European Commission	UN	United Nations
EU	European Union	UNODC	UN Office on Drugs and Crimes
EUDs	EU Delegations	WB	Western Balkans
HQ	Head Quarters		
HR	Human Rights		
IPA	Instruments for Pre-Accession Assistance		
JC	Judicial Council		
JHA	Justice Home Affairs		
XK	Kosovo under UNSCR 1244 ¹		
KIIs	Key Informant Interviews		
LFM	Logframe Matrix		

¹ All references to Kosovo should be understood to be in the context of United Nations Security Council resolution 1244 (1999).

MANAGEMENT RESPONSE

<i>Recommendation</i>	<i>Management Response</i>	<i>Follow-up Action</i>
<p>Recommendation 1-Remedy measures: UNODC ' Programme Management and the Research and Trend Analysis Branch (RAB) should finalise as soon as possible the draft Final Report.</p>	<p>Accepted</p>	<p>Report has been finalized and published and local (virtual) launches are planned to take place in Jan/Feb 2021, hopefully with the translated Executive Summary, subject to resources.</p>
<p>Recommendation 2-Remedy measures: Within 2020, UNODC Project Management and RAB should present the Key Findings in an online event (given the current COVID 19-linked restrictions). whereby the participation of the following key stakeholders would be advisable: a) the targeted institutions involved in the project; b) high-level decision-making officials of the targeted jurisdictions (including but not limited to Ministers/Deputy Ministers of Justice and Interiors, General Prosecution Offices, Member of the Parliamentary Legal Commissions, Member of the High/Supreme Courts, c) Representatives of the civil society organisations which are active in promoting the rule of law, universities, professors of law, and media; d) The EC Task Manager of this project, representatives of EUDs in the targeted jurisdictions, as well as other international organisations and donor-funded projects that are involved in supporting the fight against organised crime in the region.</p>	<p>Accepted</p>	<p>An online launch event took place on 14 December where in particular groups a, c and d have been invited. Follow up events have been scheduled for January/February 2021 in local languages for groups b in particular.</p>
<p>Recommendation 3- Improve and align the intervention logic: For future similar interventions, UNODC should ensure that a) The Outputs should be better worded to reflect the expected change/improvement; b) The indicators must comply with the CREAM criteria, c) Consider and align the findings with the perspectives and needs of the EC Progress Reports as concerns OC-data.</p>	<p>Partially Accepted</p>	<p>This is planned for the next similar intervention.</p>

Recommendation 4- **Improve and align the intervention logic:** In case similar projects are implemented by UNODC in WB and/or other regions, their intervention logics must encompass mechanisms to ensure that the outputs introduced by the project are incorporated in the legislations and procedures.

Accepted

This is planned for the next similar intervention.

EXECUTIVE SUMMARY

Background

Lack of harmonised ways to collect OC data in WB limits the capacities of the governments, law enforcement agencies, and EU partners to assess the trend of OC groups in an organised and comparative way. All targeted jurisdictions are engaged toward the EU accession, and although some of them are more progressed than others in this path, they all have to enhance their capacities to better fight organised crime. UNODC implemented this EU-funded project from April 2016 to 31 December 2020.

Main findings

Design: There is good vertical coherence across various levels of interventions: Overall Objectives, Outcome, and Key Outputs. The whole concept of the project and its design has multiple added values in various dimensions. More specifically, the design: 1) Is innovative yet it addresses a long recurring problem for WB jurisdictions; 2) Reaches out at both the vertical level (within a particular WB jurisdiction) and horizontal level (across all six jurisdictions); 3) Grasps multi-sectoral perspectives and data from Ministries and national institutions but also views from enablers, actors and victims of OC; 4) Is guided by a knowledge and skills enhancement mindset as it encompasses activities aimed at increasing capacities; 5) Relies on various small scale data sets to create the necessary conditions for measuring large scale trends and building future overarching strategies; and 6) Promotes instruments for categorising, collecting, and analysing OC data at jurisdictions and WB levels; however, these instruments are replicable in other regions of the worlds similar to WB as concerns OC data.

All these added values are a confirmation of its satisfactory design. What could have been improved in the design is a better elaboration of the indicators and phrasing of Outputs 4 and 5.

Relevance: The project is relevant with the sectoral needs for a better classification and standardisation of OC-data, as well as with OC policies and strategies of the jurisdictions. It contributes to the EU accession perspective and supports WB jurisdictions in meeting their Stabilisation and Association Agreements (SAAs) obligations referring to preventing and combating OC. The project addresses the concerns raised in all EC Progress Reports ²for better data collection capacities. Its relevance is confirmed at the level of UNODC Regional and Thematic Programmes and with the Sustainable Development Goal (SDG) 16.

Efficiency: Apart from three key activities, the project faced no major implementation challenges. The Statistical Agencies as focal points and the National Technical Groups (NTGs) were strong aspects of the implementation modalities and illustrate the inclusive efforts to enhance local ownership. The professionalism, expertise, and commitment of the implementing team is highly recognised and it contributed to a smooth cooperation with the counterparts.

² Examples: EC Progress Report 2018-Kosovo page 13, EC Progress Report North Macedonia 2016 pages 17 and 49, EC Progress Report Serbia 2016 pg 16.

The project faced two efficiency challenges. The first is the delay in procurement processes which caused a six-month delay of all deliverables of the project, which was later overcome. The second issue is the failure to timely implement the activities of Output 5 as the Final Report is yet to be approved and finalized internally from UNODC. This important setback had implications for organising the Final Conference in Brussels with policy makers and stakeholders to inform and provide an up-to-date understanding of OC. Due to the delays, there are no funds available to organise a final conference once the Final Report is completed. As of March 2020, there were no concrete proposals or plans put forward by UNODC to address these two setbacks. Later on, the team planned to organise an online presentation event in December 2020.

Partnerships and cooperation: The level of cooperation and coordination with other donor-funded projects and with international organisations and institutions was satisfactory. The project has liaised with other UNODC initiatives to capitalize on existing knowledge, to cost-share the expertise, and to maximise the resources. The team presented the work done in many regional and global conferences and events. This pro-active approach has positively affected the complementarity and the synergies, and it minimised any major overlaps.

Effectiveness:

Overall, the project delivered several important and innovative tools to better capture and understand OC trends in Western Balkans. The project succeeded in accessing data from WB law enforcement agencies which usually are not easy to access. This data was successfully elaborated and analysed. The models introduced by the project can be reiterated in the future. In fact, frequent assessments in the future, as the one conducted by this project are *conditio sine qua non* for a proper understanding of the OC trend in WB. Undeniably, the project has succeeded in most of its goals.

A critical mass of activities paved the way for achieving four out of five key Outputs and has, therefore, contributed to the project's Outcome. The OC Statistical Framework (Output 1) is fully and timely delivered. It catalysed structural gap assessments and initiated discussions on how to better align the collection and reporting of OC-related data with international standards. The regional data repository (Output 2) is also fully delivered and it comprises an unprecedented and unique amount of OC data collected in the region.

Despite the delays, Output 3 "Targeted qualitative surveys on selected OC topics" was completed as well. It complements the data gathered under the Statistical Framework. Together with the statistics gathered through institutional sources, this is the most comprehensive OC data ever collected in WB, according to the interviews with the key beneficiaries. The same satisfactory pace is noted for Output 4 "Technical assistance to the beneficiaries for the improvement of OC". Representatives of targeted institutions enhanced their skills and knowledge on collecting and storing OC data, This Output provided a unique opportunity to create informal networks and share experiences with their regional counterparts.

The project failed to timely deliver the Output 5 "A Final Report on OC data", as well as the Final Conference in Brussels (Activity 5.4) with policy makers and stakeholders. Consequently, due to the delay in completing these two key deliverables, the full achievement of the Outcome is compromised, yet this can be overcome if the final online event is organised in December 2020.

Nevertheless, it is worth mentioning that in some aspects the project exceeded the expectations by producing extra deliverables such as the Research Brief on availability of OC

data in the Western Balkans and the court verdict analysis which was done as a foundation for the expert interviews. These additional products added significantly to the level of information available on OC in the Western Balkans. From this perspective, these unplanned but useful outputs do compensate for some of the delays in other parts of the project.

Impact:

Despite these setbacks, several impact signs were noted. The Statistics Agencies/Institutes confirmed the added value of possessing detailed analysis of OC data. A better documented profile of OC in the region and a detailed mapping of OC-related administrative data is available. Inter-institutional data sharing was positively affected and the targeted institutions became acquainted with a more standardised categorisation of OC data.

This positive momentum created with the completion of the four Outputs could not be fully maintained due to the failure of organising the regional conference. The project has missed the chance to confirm its role as catalyser of data-driven OC-related policies.

Sustainability:

In order to detect trends, it is crucial that data collection and analysis are conducted frequently, however in absence of a follow up project no targeted institutions are willing nor planning to reiterate the data collection and data feed in the repository. These institutions will continue to collect, and analyse OC-data based on the pre-project modalities but they are under no legal obligation to conduct their data collection tasks following the approach introduced by the project. Although the targeted institutions did benefit from the activities, the OC-data collection and analysis process were conceived (and implemented) as an UNODC initiative and not as a request stemming from the target groups. Therefore, it is unlikely that the benefits generated will be sustainable if no follow up support is provided.

Human Rights & Gender Equality:

Although Human Rights and gender aspects were not the primary focus of the intervention, it positively affected such issues. The project adhered to the five principles of the rights-based approach: Participation, Accountability, Non-discrimination and Equality, Empowerment and Legality.

Main conclusions:

The project is a praiseworthy effort to create an overarching OC-data framework. Overall, the project delivered several important and innovative tools to better capture and understand OC trends in Western Balkans. The project succeeded in accessing data from WB law enforcement agencies which usually are not easy to access. This data was successfully elaborated and analysed. The models introduced by the project can be reiterated in the future. In fact, frequent assessments in the future, as the one conducted by this project are *conditio sine qua non* for a proper understanding of the OC trend in WB. Undeniably, the project has succeeded in most of its goals.

Despite some minor flaws, especially in the horizontal aspect and in wording of the key Outputs, the intervention logic is of satisfactory quality. The involvement of the Institutes/Agencies of Statistics and the NTGs ensured institutional support and buy-in. The overall smooth cooperation with the target groups is attributable to the commitment and professionalism of the implementing team. Partnerships were built with other projects and gender and human rights issues were tackled throughout the implementation.

Unfortunately, this positive implementation pace was not maintained and the efficiency was hampered by delays in timely conducting the qualitative research and failure to timely complete the Final Report and organise the Final Conference. As a remedy, an online event to present the findings is foreseen to be organised in December 2020. Despite these flaws, a new model for OC-data classification and a new approach for OC-data and analysis is introduced thanks to the project.

Nevertheless, these models are not (and were not foreseen to be) part of the formal procedures that regulate the process of OC-data collection and inter-institutional information sharing. Therefore, the targeted institutions have no legal obligation to reiterate the OC-data collection based on the introduced model. If such data are not collected and analysed on regular basis, it is impossible to detect trends and to create basis for evidence-oriented policies. Hence, the need for a follow up intervention is clear.

The flaws noted in the belated completion of the above-mentioned tasks and deliverables are strictly linked to UNODC's sub-optimal and time-consuming internal decision-making, management and approval processes. These deficiencies affected the efficiency and the impact of this particular project and can undermine UNODC's position in front of the donor, if no remedy measures are undertaken. UNODC must recuperate for these gaps and must consider suitable and alternative options to present the findings to the regional key decision-makers and to the EC and EUDs representatives which is crucial for paving the way for new EU funded projects.

Pending on the successful completion of these remedy measures, UNODC has capacities to implement a scalable follow up intervention in WB and also to replicate a similar exercise in other regions with similar characteristics such as the Central Asian republics. Other UNODC' Departments such as the UNODC Brussels Office may play a stronger role in discussing with the EC and the EUDs ideas for future projects.

Main recommendations

UNODC should finalise as soon as possible the draft Final Report. Within 2020, these findings should be presented in an online event (given the current COVID-19 linked restrictions) whereby the participation of the following key stakeholders would be advisable: a) the targeted institutions involved in the project; b) high-level decision-making officials (e.g to Ministry of Interior (MoI), Ministry of Justice (MoJ), Judicial Council (JC), General Prosecution Offices, Parliamentary Legal Commissions, High/Supreme Courts, c) Civil society organisations, universities, professors of law, and media; d) The EC Task Manager of this project, EUDs in the targeted jurisdictions, and other international organisations and donor-funded projects.

For future similar interventions, UNODC should ensure that a) The Outputs should be better worded to reflect the expected change/improvement; b) The indicators must comply with the CREAM criteria, c) Consider and align the findings with the perspectives and needs of the EC Progress Reports as concerns OC-data. In case similar projects are implemented by UNODC in WB and/or other regions, their intervention logics must encompass mechanisms to ensure that the outputs introduced by the project are incorporated in the legislations and procedures.

Lessons learned and best practices

1) Thorough gaps analysis and absorption capacities' assessments have a direct contribution into aligning the intervention to the local needs and realities.

- 2) Involving key institutions in all phases of the project by assigning coordinative roles increases chances of ownership and assists target groups in being active actors of change rather than mere recipients of technical assistance.
- 3) The commitment of the implementing team and of the beneficiaries toward the outcomes and the full completion of the tasks can be overshadowed and jeopardised by internal bureaucratic and sub-efficient procedures of the implementing partner.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings	Evidence	Recommendations
<p>1. Two major efficiency problems were noted, the first is a six months delay and the second is the failure to timely finalize the final report and organise the final conference, which led to negative implications for the cost effectiveness of this activity. As of March 2020, there were no financial resources available to organise a final conference once the Final Report is completed. No sound mitigation plans were put forward to address this key issue as of March 2020. Later on, the team planned to organise an online event foreseen for December 2020.</p>	<p>Interviews with beneficiaries, desk review.</p>	<p>1. UNODC ' Programme Management and the Research and Trend Analysis Branch (RAB) should finalise the draft Final Report as soon as possible.</p>
<p>2. Most of the Key Outputs are delivered as a statistical framework for quantifying and analysing OC and the related monitoring mechanisms are established. Nevertheless, the failure to timely complete the final report and to organise the final conference is a major setback in terms of effectiveness within the foreseen timeline, all to the detriment of producing an evidence-based analytical report on OC and sharing this data with key decision makers in the region. Until April 2020 the Overall Objective and the Specific Objective are only partially achieved. If the online presentation is successfully completed within 2020, the project will likely achieve its goals.</p>	<p>Interviews with beneficiaries, desk review.</p>	<p>2. Within 2020, UNODC Project Management and RAB should present the Key Findings in an online event (given the current COVID 19-linked restrictions). whereby the participation of the following key stakeholders would be advisable: a) the targeted institutions involved in the project; b) high-level decision-making officials of the targeted jurisdictions (including but not limited to Ministers/Deputy Ministers of Justice and Interiors, General Prosecution Offices, Member of the Parliamentary Legal Commissions, Member of the High/Supreme Courts, c) Representatives of the civil society organisations which are active in promoting the rule of law, universities, professors of law, and media; d) The EC Task Manager of this project, representatives of EUDs in the targeted jurisdictions, as well as other international organisations and donor-</p>

		funded projects that are involved in supporting the fight against organised crime in the region.
3. There is good vertical coherence and the whole concept has multiple added values in various dimensions. What could have been improved in the design is a better elaboration of the indicators and phrasing of Outputs 4 and 5.	Interviews with beneficiaries, stakeholders, desk review.	3. For future similar interventions, UNODC should ensure that a) The Outputs should be better worded to reflect the expected change/improvement; b) The indicators must comply with the CREAM criteria, c) Consider and align the findings with the perspectives and needs of the EC Progress Reports as concerns OC-data.
4. Although the produced Outputs require no substantial financial inputs to be maintained in the future, the sustainability prospects for the Outcomes are quite limited. In absence of a donor-funded project or a strategic decision from the high-level officials in the targeted jurisdictions, it is unlikely that the targeted institutions will continuously and independently reiterate the process of OC-data collection and feed in the data depository as introduced by the project.	Interviews with beneficiaries, desk review.	4. <i>(Linked to Findings 4 and 5)</i> In case similar projects are implemented by UNODC in WB and/or other regions, their intervention logics must encompass mechanisms to ensure that the outputs introduced by the project are incorporated in the legislations and procedures.
5. The beneficiary institutions had no legal obligation to reiterate the OC data collection based on the introduced model. This aspect was beyond the project's scope and control to enforce the use of the delivered outputs as	Interviews with beneficiaries, stakeholders, desk review.	

I. INTRODUCTION

Background and context

OC has been widely recognised as a major and continuous problem affecting jurisdictions in the WB region and their efforts towards the EU accession goal. Due to lack of harmonised advanced statistical and analytical tools to monitor levels, trends and patterns of OC, it has become increasingly difficult to assess in an organised and comparative way the progress made to fight OC and to understand the trend of organised criminal groups. To address this, an important step to strengthening policies against OC is to improve the understanding of its scope and of the ways it operates. Despite efforts undertaken by researches, academics, international bodies and organisations, a unified and harmonised methodology and framework to analyse, quantify, and quality OC-related data is still missing at the global level.

Although some progress has been made, more is needed to make the statistical and analytical profile of OC less blurred in particular to determine actual trends of illegal activities of OC groups or to ascertain the economic impact of OC illicit operations.

In the Western Balkans jurisdictions where the OC phenomena is relatively new (starting from the early 90's³) and where barriers in communicating and sharing data among various jurisdictions were further raised due to conflict and wars, a wide and detailed picture of the OC is still missing. This is further influenced by lack of advanced statistical and analytical tools to monitor levels, trends and patterns of OC, available to the Institutes/Agencies for Statistics or various law enforcement agencies tasked to collect OC-related data.

To address the above-mentioned needs, UNODC implemented the project XEEZ84 from April 2016 to April 2020. The UNODC's Division in charge for its implementation was the Division for Policy Analysis and Public Affairs, Research and Trend Analysis Branch, Crime Research Section. The project was funded by the EC with a budget of USD 2.2 million.

The core concept of the project (and its Specific Objective) was to establish an overarching framework under which all OC-related data would be gathered, analysed, assessed, and used to promote evidence-based policies.

To achieve this overarching goal, UNODC focused on delivering the following key Outputs:

1. A statistical framework for measuring OC

³ According to a Research of the Open Society Foundation in Albania, the organised crime started to emerge after the major changes in the regime in 1990. For more information, kindly refer to http://www.osfa.al/sites/default/files/evolution_of_the_albanian_organized_crime_groups.pdf

2. A regional data repository to collect, store and disseminate data and indicators on OC
3. Targeted qualitative surveys on selected topics relevant to organized crime
4. Targeted technical assistance to beneficiaries to improve data collection
5. A final regional report on organized crime in the Western Balkans.

This Final Independent Evaluation Report is the 6th expected Output of the project.

The approach chosen for this project goes beyond preparing tools, frameworks, and methodologies, as it reaches out to its target groups and beneficiaries to enhance their data-collection capacities thus contributing to the viability of the Outcomes and leaving behind improved skills as a legacy of the project.

The project's strategy was to work directly with the following categories of beneficiaries from different layers of governance: 1) Institutes/Offices for Statistics, 2) Ministries of Justice and Ministries of Interior, 3) Police and Prison Departments, 4) Anti-Money Laundering Agencies (AMLs)/Offices, and 5) Courts and Prosecution Offices.

The key counterparts in each of the WB jurisdictions were the Institutes/Agencies for Statistics that were appointed as National Focal Points (NFPs). The latter facilitated the coordination of the data-collection processes.

UNODC was (and still is) well placed to deliver this type of technical assistance to the Western Balkans jurisdictions where it has been engaged in over 20 projects and programmes in various areas of its mandate. Being a global leader in the fight against illicit drugs and crime and by assisting its Member States in their struggle against illicit drugs, crime and terrorism this contributes to ensure that UNODC avails of strong entry points and to secure the necessary political and institutional buy-in and support by the national authorities.

Purpose and scope of the evaluation

The purpose of this assignment was to conduct a final independent evaluation of the project XEEZ84 –the unit of analysis– after its completion. The evaluation covered the entire period of implementation (April 2016-31 December 2020). Part of the assignment's purpose was to provide evidence-based information on the performance, the results achieved, impact, and the sustainability. Another element of the approach was "utilisation" i.e. to draw lessons learnt which will help UNDOC to improve designing in future projects.

The scope of the assignment was to review both the implementation process as well as the achieved impact. To this end, the assignment comprised elements of performance and impact evaluation types: a summative/outcome evaluation where focus is both on determining the merit/value of the project (outputs/outcomes) and on understanding how the outcomes were produced.

The scale and scope of evaluation was the "Full scope-full scale". Scale was intended as the size of the samples of interviewees, i.e. all categories of beneficiaries were interviewed thus covering the entire scale of those involved in implementing the project, those benefitting from it, as well as other stakeholders involved in various steps, while scope referred to the span and complexity of the project-provided support and assistance which were object of the

evaluation. The coverage included the implementation modalities, coordination, institutional strengthening and partnership as well as participation and sustainability. Geographically, the evaluation was extended to all six targeted jurisdictions.

The composition of the evaluation team

The team was composed by Mr. Enton Dimni-Lead Evaluator and Prof. Asoc. Engjell Likmeta-Expert Advisor.

Mr. Enton Dimni-the Lead Evaluator- has 15 years of experience in monitoring and evaluation of 98 multi-million development projects in 15 domains of development cooperation (Justice, Home Affairs, Security; Good Governance, Social-Economic Development, SMEs, Emergency, Cross-cutting aspects) in Turkey, Nigeria, Ghana, Thailand, Vietnam, Laos, Cambodia, Serbia, Kosovo under UNSCR 1244, North Macedonia, Bosnia and Herzegovina, Montenegro, Albania, north Cyprus, Egypt, and Pakistan. Mr. Dimni is co-author of various papers published in international and national magazines.

Prof. Asoc. Engjell Likmeta-the Expert Advisor- is academic staff of the Department of Criminal Law, Faculty of Law, University of Tirana for the last 12 years. He has developed lectures and seminars on Comparative Criminal Law and has excellent knowledge of the Albanian law and comparative systems of criminal law, and good knowledge of the criminal legislation of Kosovo under UNSCR 1244 and North Macedonia. Prof. Likmeta has prepared two scientific monographs on ethics and criminal law and 23 scientific articles in legal journals including "On statistical methodologies in the justice sector" published in the "Albanian Journal Social-Economic". Prof. Likmeta has participated with reference in 50 national and international scientific activities (seminars, congress, conference) in the field of criminal law, civil and administrative law, human rights, fight against terrorism, democracy, and history of law.

Evaluation methodology

During the Desk Phase, the Lead Evaluator together with the Expert Advisor reviewed several reports and documents shared by the Project Manager and listed in the Terms of Reference (ToR). Furthermore, the team has revised additional documents such as OC-related laws from all the six jurisdictions, national anti-OC strategies and policies, EU thematic reports, and other thematic reports prepared by professors and law professionals.

The evaluation was carried out based on a participatory approach as it aimed at capturing the views of the Core Learning Partners (CLPs) which were involved by providing comments on the ToR for the Independent Evaluation, by giving their insights during the data collection phase, and by providing comments on the draft Evaluation Report. The Project Manager was responsible for liaising with CLPs during the desk and data collection phases, while the IES is responsible to share draft Evaluation Report with CLPs for comments and to ensure that their comments are considered in the final version of the Evaluation Report.

The CLPs included: Institute of Statistics of Albania, Agency for Statistics of Bosnia and Herzegovina, Statistical Office of Kosovo (under UNSCR 1244), National Statistical Office of Montenegro, Statistical Office of North Macedonia, Statistical Office of Serbia.

The Lead Evaluator relied on purposive sampling which was drawn primarily from the list of stakeholders attached to the ToR and from those who attended the 2019 training.

This sample was composed of individuals from three categories who have been involved with and exposed to the project: 1) UNDOC staff, 2) Donor-EC, and 3) Direct beneficiaries in the six WB jurisdictions.

1st Category: i) UNODC staff directly involved with the implementation, ii) UNODC staff from the Regional Section for Europe, West and Central Asia, and UNODC's Research Branch, and UNODC's Brussels Liaison Office.

2nd Category: EC and EUDs PMs in charge of Justice and Human Rights sections who were somehow exposed to and/or involved with the project and with the most recent anti-OC developments in the region.

3rd Category: Representatives of those institutions involved in the activities: Agencies/Institutes of Statistics, Ministries of Justice, Ministries of Interior, Anti-Money Laundering Agencies, Police, and Prosecution Offices. Another shared characteristic of these institutions (for sampling purposes) is that each of them is tasked with direct legal responsibilities to collect, analyse, and report OC-related data therefore they had first-hand information and expertise on OC topics.

The list of interviewed individuals (prepared in collaboration with the project management team) is attached to this Final Evaluation Report as part of Annex IV.

The total number of individuals interviewed is 33 (11m/22 f). Further details are described in the Figures below.

Figure 1 Number of interviewees for each category

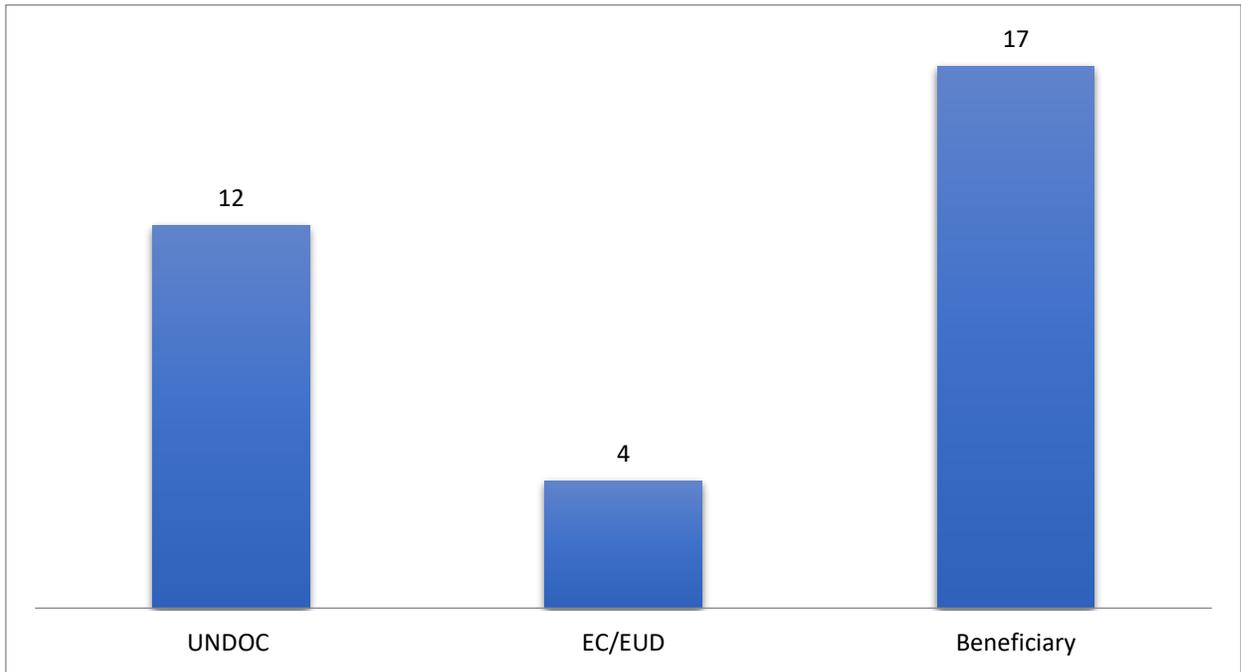


Figure 2 Percentage of interviewees for each category

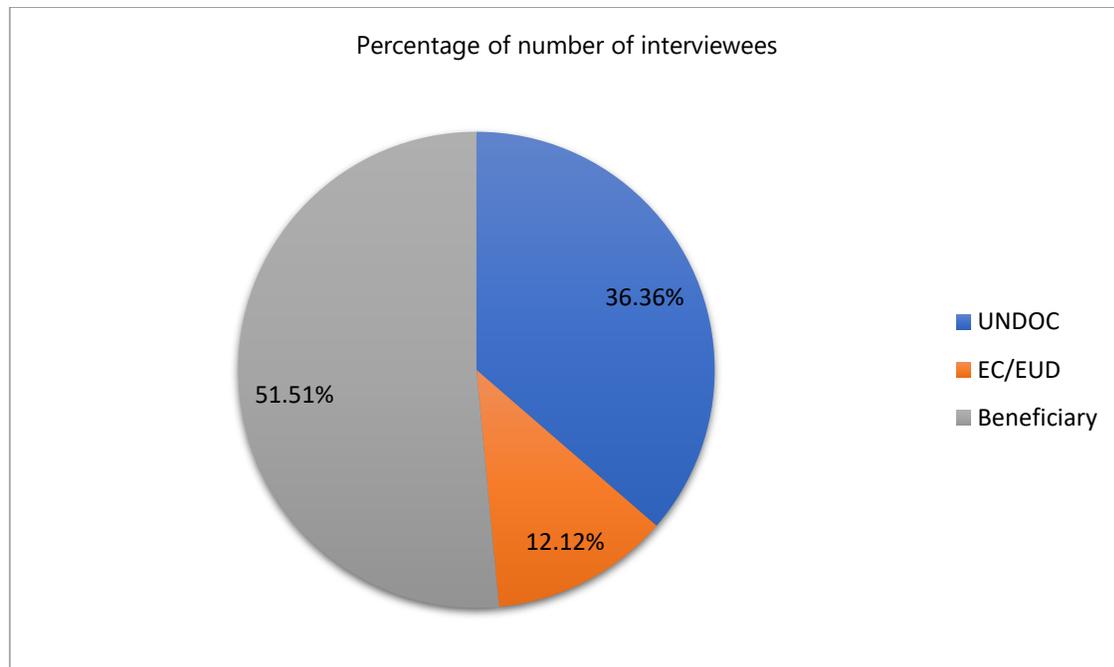


Figure 3 Gender of interviewees for each category

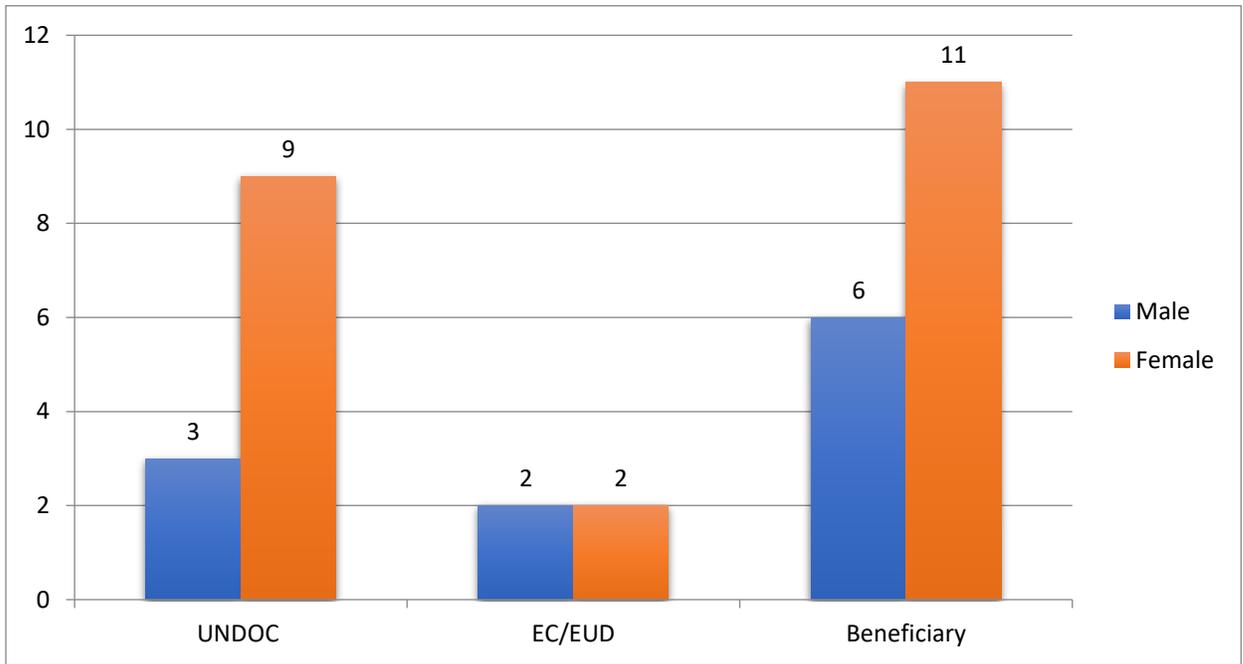


Figure 4 Number and Percentage of interviewees according to gender

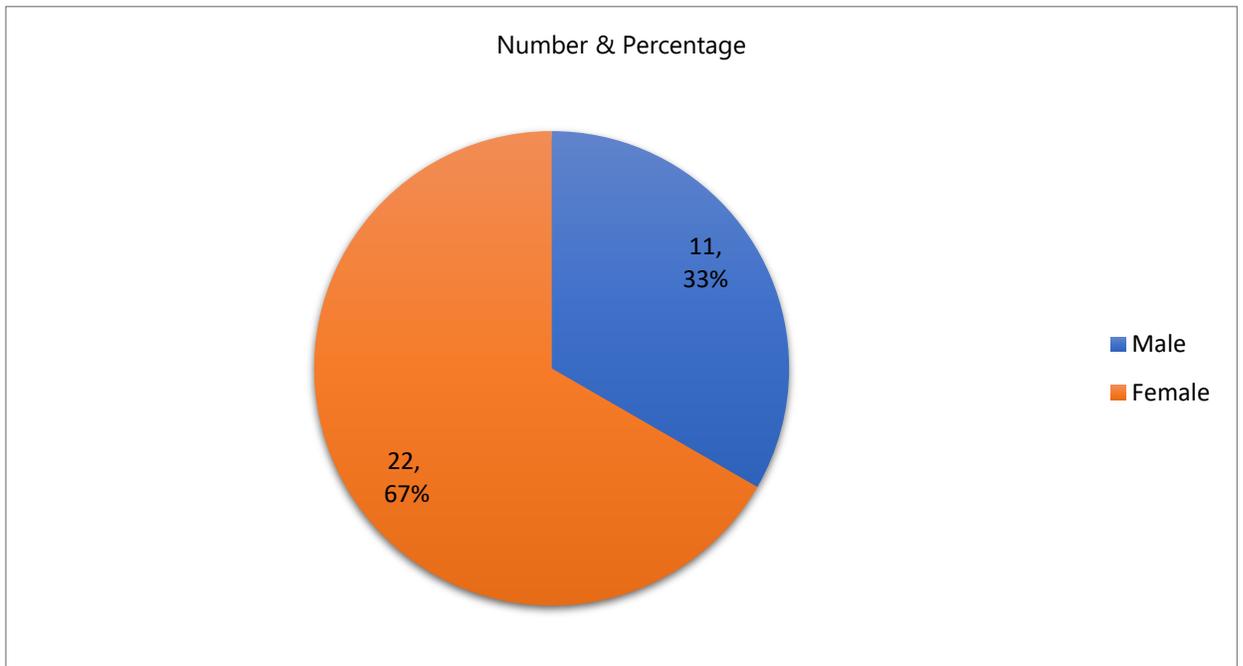
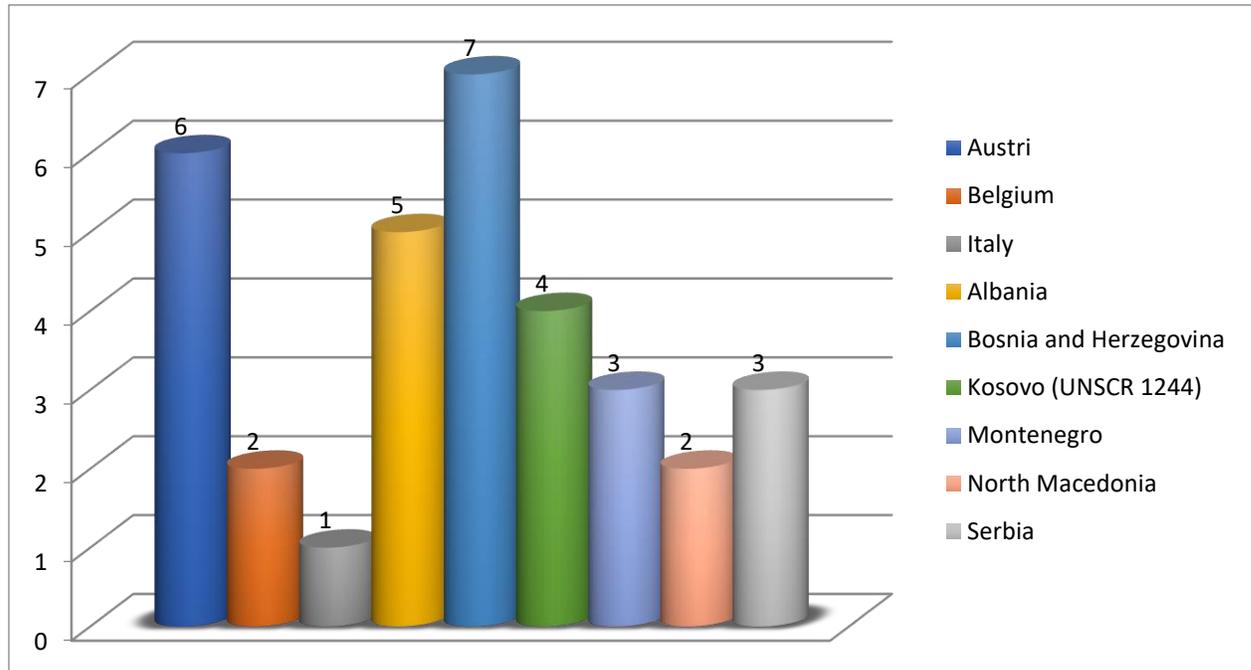


Figure 5. Number of interviewees based on the jurisdictions

The team has developed three different sets of open-ended questions (interview guides for interviews) for each category (included in the Annex II). The purpose was to obtain key insights, quantitative and qualitative information, perceptions, and any other evidence.

Key data sources for this evaluation were: i) Primary Sources: Project reports, Project outputs, Research Reports, Key Informant Interviews (KIIs), and questionnaires sent via email; ii) Secondary Sources: EC Progress Reports 2016-2019 for all six jurisdictions, Reports from Ministries of Justice and Internal Affairs, Data from Statistical Agencies, EU strategies and reports, and external assessments prepared by professors of law, Universities, and Civil Society Organisations.

The data collection techniques were: 1) KIIs through Skype, and phone calls; and 2) interview questions sent in advance via email to a sample of respondents grouped under the three mentioned categories. The schedule for the Skype/Phone/WhatsApp/Viber calls was prepared with the substantial assistance provided by the Project Management Team (PMT) and the calls were conducted in April 2020 in accordance with the schedule.

For the interview questions sent via email, the interviewees were invited to provide their responses via email within two weeks from receiving the questions, however this process took longer than expected, and in some cases the responses were provided even three weeks later. The project management team facilitated the process of translating the questions in Serbian, Bosnian, Montenegrin, and Macedonian languages (translation from Albanian was not required as the two experts are Albanian citizens) whereas translation and interpretation of the responses was done by the Evaluation Team.

Triangulation of data: This evaluation was based primarily on qualitative interviews with a select number of stakeholders in order to provide evidence of outcomes.

To minimise and mitigate potential biases, during the interview and the analysis phases the Lead Evaluator has continuously cross-checked evidence across different stakeholders' perspectives, through comparing insights from A) project implementers, with insights from B) Donors, and C) beneficiaries who have a good understanding of the current developments as concerns OC data in the targeted jurisdictions. In few cases, two interviews (Skype calls) were necessary to cross-check the key data (especially with the Project Management Team (PMT)).

In addition to triangulating with stakeholders, the key qualitative data and findings were cross-checked with external sources of information such as Reports from the EUDs, data from Annual Reports of the Institutes of Statistics, the Ministries of Justice and Interiors, as well as with reports prepared by academics, professors of Law, and civil society organisations.

In order to ensure gender equality in the methodology, the Evaluation Team purposely selected female participant from the list of attendees in the 2018 training session in Montenegro. As a result, the number of female interviewees is approximately 66% of the total number.

Limitations to the evaluation

1st limitation: COVID-related circumstances

This evaluation was designed and conducted in the middle of the COVID-19 crisis where very strict and unprecedented travel restrictions are being applied in most of the Western Balkan jurisdictions and daily work in many public institutions is reduced to home-based. Unavoidably this situation led to limitations on the evaluation methodology proposed in the Inception Report as well on the data collection phase.

Firstly, this limitation negatively affected the possibility of conducting full scale face to face KIIs or Focus Groups and to conduct field visits.

As a mitigation measure, the Lead Evaluator opted for conducted Skype/Phone calls with the CLP, Ministries of Justice/Interior and UNDOC staff and submitted questions via email to non-CLP interviewees (Prosecutorial Offices and Councils, Judicial Councils, Anti-Money Laundering Agencies). Due to the small number of beneficiaries which does not provide for a statistically relevant sample size, the option of gathering data via questions rather than surveys was the most appropriate one.

Despite the unusual situation, this limitation was well mitigated and the negative effects were minimized thanks to the substantial support provided by the project team (including the field staff) as concerns arranging phone and Skype calls and/or rescheduling calls with the beneficiaries. Their availability to talk to the Lead Evaluator was commendable.

The main (and the most preferred) communication tools used during the calls was WhatsApp and Skype, Viber in few occasions (mainly with counterparts in XK) and phone (with Albanian field staff). In most of the cases, no major disruptions have occurred due to poor internet connectivity. However, it must be mentioned, that while this approach proved to be an alternative way, it cannot substitute the face-to-face meetings nor it can create the same level of interaction, confidence, and social proximity that direct contacts can provide.

2nd limitation: Language and translation

In vast majority of the phone/Skype calls the Lead Evaluator communicated in English with the respondents (and in Albanian with interviewees from Albania and Kosovo under UNSCR 1244). Translation during Skype interviews was required only in two occasions, during which the translation was provided by the interviewees-an indication of their interest to be part of this evaluation assignment.

Given the limited English-speaking skills of some of the non-CLP interviewees, the project management team facilitated the process of translating the questions in Serbian, Bosnian, Montenegrin, and Macedonian languages. The responsibility to translated the responses received in languages other than English was of the Lead Evaluator.

3rd limitation: Reaching out to all target groups

A core part of this project was related to conducting three types of surveys: Small scale qualitative surveys on victims of selected crimes, Small scale prison surveys on selected offenders, and Surveys with selected informants from law enforcement and criminal justice. These surveys were conducted by external experts engaged by the project and a draft report is under preparation. For the purpose of triangulating the findings, this evaluation should have interviewed Law Enforcements staff from all the six jurisdictions. Due to time and budget restriction assigned to this assignment as well as the impossibility to identify and interview victims and offenders, the Lead Evaluator cannot obtain access to interview a sample of victims and offenders. Time constraints did not provide for interviewing all the individuals listed in the ToR and in the list of those who attended the training session organised in Becici, Montenegro. However at least one of each of the core beneficiary institutions has been included in the proposed list of interviewees.

Time and mobility constraints did not provide for interviewing all those listed in the ToR, all those who attended the Becici training, and law enforcement officers.

II. EVALUATION FINDINGS

Design

Evaluation questions:

- To what extent did the project outputs build on each other in a comprehensive and coherent way?

The main document that served as basis for assessing the Design, Relevance and other criteria is the UNODC Project Document. While other related documents, such as the Description of Action, were reviewed and consulted, the UNODC Project Document was the reference for the Evaluation Team as it constituted the backbone of the intervention. The Project Document presents a sound situation analysis which includes among others a robust description of the main issues addressed by the intervention, a good and summarised analysis of the stakeholders' capacities-which is a *conditio sine qua non* for any technical assistance project-, the contextual and strategical assessments for each jurisdiction, and various cross cutting aspects. These analysis and assessments put the intervention logic in the right context as the needs are well identified and local absorption capacities are screened in order to fine tune the activities.

The project's strategy was to work directly with the following categories of beneficiaries from different layers of governance: 1) Institutes/Offices for Statistics, 2) Ministries of Justice and Ministries of Interior, 3) Police and Prison Departments, 4) Anti-Money Laundering Agencies/Offices, and 5) Courts and Prosecution Offices.

The design displays multiple added values:

- 1) The project is innovative in the sense that no previous initiative of this scale and scope focused on categorizing and measuring the OC in particular-a major and long occurring problem for the societies- has been undertaken before in the Western Balkans jurisdiction although there have been various projects assisting law enforcement authorities if the fight against OC.
- 2) It encompasses activities which aimed at working vertically in a particular jurisdiction with those national institutions that are tasked with or share OC data collection responsibilities, including Ministries, Courts, Prosecutions, Anti-Money Laundering (AML) Agencies, Police, and especially with Statistical Institutes/Agencies-being the National Focal Points and the epicenter of the data-collection efforts. While working vertically in a particular jurisdiction, the design

expands horizontally as it covers all six Western Balkans jurisdictions. This is important not only for the borderless nature of the problem addressed by the project but also for the shared EU-accession perspective of the jurisdictions, to which the OC phenomena is often an impediment and an issue raised continuously by EC Progress Reports.

Another element-not sufficiently highlighted in the progress reports-is that through joint capacity building activities, the project directly enables representatives of various institutions from all jurisdictions to establish formal and informal contacts thereby contributing to further experience sharing and network building.

- 3) The approach proposed and undertaken by the project goes beyond gathering OC-related data from the public institutions. While this category of data is undeniably valuable, the project includes also data stemming from the victims and perpetrators of OC as a means to strengthen, further illustrate, and expand existing evidence. In addition to the quantitative data gathered by public institutions, this type of qualitative data is indispensable to better understand the phenomenon and the trend.
- 4) It considers the cooperation with national institutions as the main mechanism for gathering and analysing OC-data yet the design did not envisage the beneficiary institutions to be merely data-gatherers for the scope of this project. On the contrary, the design encapsulates well the “knowledge and skills transfer” mind-set by putting forward (and implementing) several methods for enhancing local capacities in terms of categorising and measuring OC data. These methods include: i) the Statistical Framework which serves both UNODC purposes but it can be used by law enforcement and statistical agencies and departments, ii) two training sessions where all targeted institutions attended, and iii) coaching and mentoring of institutions’ focal points (i.e. staff assigned by the targeted institutions) by the project’s field staff during various formal and informal meetings and contacts via phone/Skype etc.
- 5) The design foresees collecting small scale data which are consequently aggregated in a large-scale database that can serve to assess OC trends in the future. Ultimately the analysis of the data gathered is presented to national decision makers to draft data-driven policies and strategies to fight organised crime.
Going from small scale to large database which then set the necessary environment to influence and shape OC-related policies is certainly a laudable element of the design.
- 6) The instruments proposed to categorise, collect, and analyse OC data (Statistical Framework, Indicators, Database) and the above-mentioned added values of the design are not relevant just for the Western Balkan jurisdictions. There is consensus among the three categories of interviewees (UNODC, Beneficiaries, and EC) that these typologies of activities and interventions can be replicated in other regions of the world with specificities similar to Western Balkans as concerns OC, such as for instance the Central Asian republics.

The vertical aspect of the intervention logic is overall sound and there is logical connection and coherence between the three levels of intervention: Outputs-Outcome- Objective.

The UNODC Project Documents lists six key Outputs:

1. Definition and implementation of a statistical framework for measuring OC in WB
2. Creation of a regional data repository to collect, store and disseminate data and indicators on OC
3. Targeted qualitative surveys on selected topics relevant to organised crime
4. Targeted technical assistance to beneficiaries to improve data collection
5. A final regional report on OC in WB.
6. Evaluation of Action

The only Outcome of the project is: “To develop and implement a framework for quantifying and analysing OC in WB and to establish mechanisms to monitor it. Such statistical framework will be the platform for producing an evidence-based analytical report on OC in WB.

The first three Outputs are adequate to “Develop and implement a statistical framework for quantifying and analysing OC and to establish mechanisms to monitor it...”-which is the 1st part of the Specific Objective.

Output 5- “Final regional report on OC” contributes to the second part of the Specific Objective: “...to produce an evidence-based analytical report on OC in the Western Balkans”

Output 4- “Targeted technical assistance to beneficiaries to improve data collection” assist beneficiaries in enhancing their capacities but is also relevant for the Outputs’ viability one the project ends. Jointly these Outputs aim at establishing a joint and harmonised way of collecting, classifying, and analysing OC data related to the benefit of fight against organised crime in the beneficiary jurisdictions-which is the Overall Objective. The major outputs and milestones of the design are: i) the statistical framework and its linked indicators, and ii) development and population of a data depository tool.

The vertical aspect of the UNODC Project Document presents some minor flaws, which are not substantial, for instance the wording of the Outputs is more activities/outputs-oriented rather than results-oriented. For instance, Output 5 “A Final Regional Report on OC” is clearly a project’s internal output but if worded differently, (e.g. “Key decision-makers in WB avail of updated and detailed understanding of OC data enabling them to draft data-driven OC-related policies”) it would better illustrate the expected short/mid-term impact at the policies level.

While the Indicators developed for the Statistical Framework are of satisfactory quality (as widely confirmed also by the beneficiaries) the horizontal aspect of the design’s intervention logic (i.e. the project indicators and related baselines) could have been better elaborated. The Logframe Matrix lists eight indicators (One at Project Objective, or Overall Objective level, three at the Outcome or Specific Objective level, and five at the Key Outputs or key Output level).

Most of them are not sufficiently detailed to capture and illustrate any improvement that is due to occur thanks to the project. For example, the indicators “Use of research findings by national and international policy makers” and “Completeness of data repository” are vague

and not adequately elaborated. At the Key Output level, the listed indicators are a mere repetition (or a slight revision) of the very Output they are foreseen to measure. More specifically, for Key Output 2 “A central database produced to house the standardized, organised data for future analysis of each beneficiary” the listed indicator is “A central database of data on OC is available”, for Key Output 5 “A final regional report providing the overall analysis of OC”, the listed indicator is “Regional report finalized and launched”.

Indicators for the Objective and Outcome 1 lack details, baselines, and targets. Even in those cases where the presented indicators tend to illustrate an expected change (Nr of surveys/interviews of prisoners, victims and experts carried out) there are no baselines and targets set.

Risks and Assumptions are well identified and proper mitigation measures are elaborated. None of the identified Risks did materialise during the implementation in an extent that could have seriously jeopardise the activities or the project goals. 18 Assumptions have materialised during the implementation, especially those linked to the commitment of the national institutions toward the project goals and their engagements in the activities. Those that did not held true are related to project’ internal deficiencies such as “Efficient and continuous project management to coordinate and deliver activities”, and “Analysis and assessment of organised crime will provide a basis for future policymaking”. These are two areas where the implementation was sub-optimal.

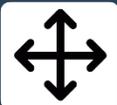
Summary - Design

Overall, the project’s design is of satisfactory quality as the logical coherence and vertical connection among Key Outputs-Specific Objectives-Overall Objective is evident. As designed, the project encompassed several multi-dimensional added values. Some flaws, noted mainly in the horizontal logic, include weakly elaborated and detailed indicators, and phrasing of Output 4.

10

KEY FINDINGS ON THE DESIGN

Strong points, added values, and minor flaws

- 1** Proper contextual and situations analysis, and good assessment of absorption capacities 
- 2** Innovative approach which addresses long recurring problems 
- 3** Reaches out at both the vertical level (within a particular jurisdiction) and the horizontal level (across all six jurisdictions) 
- 4** Multi-sectoral perspectives: Public institutions + OC enablers, actors, victims 
- 5** Transfer of OC-data knowledge and skills through capacity building 
- 6** Builds on small scale data to assess large scale trends and to support overarching policies 
- 7** Promotes OC data collecting and analysing approaches and instruments which are replicable in other regions of the world 
- 8** Satisfactory coherence and strong connection between the three levels of intervention 
- 9** The wording of Results is more activities/outputs-oriented rather than results-oriented 
- 10** Most of the indicators are weakly elaborated and insufficiently detailed to capture and illustrate the expected change 

Relevance

Evaluation questions:

2. To what extent were the objectives and outputs aligned to the issues faced by the key stakeholders, and the national statistic strategies in the respective jurisdictions and the region as a whole?

3. To what extent are the outputs, outcomes and objectives of this project/programme relevant to implementing the SDGs?

Producing reliable OC statistics is a vital area for any jurisdictions in order to assess the implementation of current policies as well as to design new ones. Robust and comprehensive OC statistics is also important for the EU accession path of WB jurisdictions as it occupies a crucial place in *Aquis Communautaire* and it is integral part of the SAAs.

Despite the positive changes undertaken in recent years, the targeted jurisdictions are characterized by partial data about the state of organised crime. A general framework is lacking and data provided by the institutes and agencies for statistics are fragmented and insufficient to have a clear picture of the state of crime and counter crime efforts.

In turn, this affects not only the statistics-related institutions and departments but it also impedes drafting of informed and data-driven strategies for fighting OC.

The mechanism of change that the project put forward are a standardised monitoring framework and a set of OC indicators. The latter encompass the actions and modus operandi of OC groups. By developing a standard framework for monitoring organized crime, the project proves to be fully relevant to the above-mentioned needs.

In addition, the collected and triangulated data (both from the desk review and from the beneficiaries) strongly suggest that the relevance is confirmed at three different yet complementary levels: 1) National strategies, policies, and legislation of each targeted jurisdictions, 2) EU accession perspective which is a common goal for the region, and 1) UNODC Regional and Thematic Programmes.

1) National policies and strategies

The project's objective of developing and implementing a statistical framework for quantifying and analysing OC directly contributes to the goals of OC-related strategies in all targeted jurisdictions. The same is true for the Outputs which are directly aligned with the vision and goals of the strategies for fighting organised crime.

For instance, the vision of the Strategy for Fight Against Organized Crime in Bosnia and Herzegovina 2017-2020⁴ mentions that "Bosnia and Herzegovina commits to... establish a

⁴ <http://www.msb.gov.ba/PDF/strategy11122017.pdf>

proactive and multi-institutional approach in fighting organized crime, which implies coordination and better use of intelligence, as well as information derived from strategic analysis”.

By supporting analysis of OC-related data, the project is relevant to the strategic goals of all WB jurisdictions as it is the case for the goal of Kosovo (under UNSCR 1244) Strategy on Combating OC 2012-2017 on “developing policies for problems arising as a consequence of organized crime”. Another example is the objective of Montenegro Programme of Fight Against Corruption and Organised Crime for assessing the state of play in field of criminal acts with elements of corruption and organized crime.

2) The EU accession perspective is a very important priority for all targeted jurisdictions. The mechanisms promoted by the project assist these jurisdictions in complying with EU rules which require that Member States and candidates for Member States are able to produce statistics based on professional independence, impartiality, reliability, transparency, and confidentiality.

By supporting law enforcement institutions, the project assist national authorities in meeting their obligations on fighting OC as stipulated in the SAAs signed by all jurisdictions, especially as concerns a) those Articles referring to preventing and combating organised crime and other illegal activities, b) aligning with recognised international standards in combating organised crime, and c) efforts on countering laundering of proceeds from criminal activities in general and drug offences in particular.

Furthermore, the project assists targeted institutions in addressing the concerns raised in all EC Progress Reports as concerns OC. Since 2016, almost all EC Progress Reports have highlighted the need for better data collection capacities from all national institutions, including the OC-data in the WB jurisdictions. The EC Report 2016 for Serbia mentions, among others, that “A credible track record in the fight against organised crime still needs to be established”. One of the recommendations of the 2017 EC Report for Kosovo under UNSCR 1244 is that “Kosovo [under UNSCR 1244] should continue... strengthening capacities to collect, harmonise, analyse and use relevant criminal statistics”.

3) The project contributes directly to the Outcomes of UNODC Regional Programme for South Eastern Europe: Sub programme 1: Countering Illicit Drug Trafficking and Transnational Organized Crime, more specifically:

1.1 Governments have strengthened capacities to counter threats posed by illicit drug trafficking and transnational organized crime, 1.2 Governments more effective in identifying and countering trafficking in persons and smuggling of migrants, and 1.3 Governments more effective in identifying and recovering the proceeds of crime.

The project objective is well linked with UNODC Thematic Programme on Action against Transnational Organized Crime and Illicit Trafficking (2011-2013).

SDGs coherence:

There is good level of coherence of the outputs with the SDG 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”.

Ultimately the project aimed at promoting rule of law and enhancing local capacities to address a major problem that impedes societal progress and development.

The first three key Outputs contribute to SDG target 16.3 “Promote the rule of law at the national and international levels and ensure equal access to justice for all”, while Output 4 “Targeted technical assistance to beneficiaries to improve data collection” is closely linked to SDG 16 target: 16.A “Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime”.

Summary - Relevance

The project’s relevance is confirmed at multiple levels. It addresses the need for an overarching approach in assessing OC data, and it contributes directly to the goals and visions of OC-related strategies in all targeted institutions. It is also highly relevant to support WB jurisdictions’ efforts towards EU accession goals and to meet their obligations stemming from SAAs. Moreover, the project is relevant to the outcomes of UNODC Regional and Thematic Programmes as well as to SDG 16.

Efficiency

Evaluation questions:

- To what extent were the project activities carried out in a cost-efficient manner; if there were delays, how did they affect the timely implementation and were the mitigation measures effective?
- To what extent has the project’s resources been managed in a transparent and accountable manner (including the implementation and monitoring of activities)?

Implementation modalities and mechanisms:

The project faced no major challenges in efficiently implementing most of the activities, apart two yet key activities which are elaborated below.

It was funded as a Grant Contract between the European Commission and UNODC and the provisions of the contract did not overburden the grantee-UNODC- with procedural and reporting requirements.

The implementing mechanisms in place were found to be appropriate for delivering the expected outputs.

These mechanisms were established at three complementary levels:

- 1) The core implementing responsibilities linked to contractual requirements were assigned to the UNODC HQ, with operational support from the UNODC Regional Section for Europe, West and Central Asia. The Project Management Team comprised staff with

project management, legal, statistical, social affairs, and research expertise, a combination that gave a particular contribution to the implementation of activities.

- 2) As for the technical aspects, the project was supported by a team of local experts, regional experts covering substantive functions for key activities as surveys and the analytical report, and by the National Technical Groups. The NTGs were based in each jurisdiction and involved law enforcement public institutions tasked with fighting OC. These groups facilitated the implementation of the activities to data assessment, identification collection and standardization.

The Institutes/Agencies for Statistics from each targeted jurisdiction were assigned as National Focal Points-tasked with collecting data from all relevant institutions and input them through the interface.

Having the Statistical Agencies as focal points was the right choice and a strong aspect of the implementation modalities as these institutions have the central responsibilities of collecting and analysing data at the jurisdiction level and they are generally considered as being neutral and not so politically affiliated.

- 3) At a more strategic level, the project was guided by the Advisory Committee which served as a locus of interaction for receiving and discussing inputs from beneficiary institutions and for providing strategic guidance to the project.

Both the establishment of NTGs and appointment of Statistical Agencies as focal points are clear illustration of UNODC' laudable efforts to involve beneficiaries in the implementation and to enhance local ownership. This implementation approach has avoided a situation where the beneficiaries are mere recipients of the foreign assistance; on the contrary such approach contributed to empower local actors. In fact, their involvement initiated during the early stages of implementation with the permanent missions in Vienna and it followed with various consultation rounds with key institutions in each targeted jurisdiction where the methodology was presented. The beneficiaries' involvement continued throughout the entire implementation period.

The financial allocations per each budget line were adequate for implementing the activities. Approximately 66% of the budget was allocated for human resources and project staff, 18% for contractual services, and the remaining funds were foreseen for operating costs and travel.

All activities were budgeted and a costed workplan was part of the Project Document. The costed work-plan and the interim reports submitted regularly to the EC were instrumental in ensuring accountability and transparency during the implementation.

Inputs availability:

Apart from the Research Partner, the inputs and resources provided by the implementing team, the donor, and stakeholders were adequate for implementing the activities.

No issues were recorded as concerns the timely availability of the financial resources from the donor's side.

As for the implementing team, most of the human inputs were timely provided both at the HQ level as well as at the local level. The previous project manager resigned from the position

due to personal reasons and the appointment of the new project manager gave a new impetus to the project's performance.

As confirmed by all beneficiaries interviewed during this assignment, the level of professionalism, sectoral expertise, regional experience, communication, and commitment of the core team and the local experts has been highly praised and it had greatly contributed to establish a smooth and fertile ground for cooperation with the local counterparts.

In most of the cases, the beneficiaries ensured that their human inputs (staff) were put at the project's disposal whenever their participation was foreseen. This is particularly true for the Statistics Agencies which all appointed one of their staff as focal point. No substantial issues were noted as concerns other beneficiaries making their staff available to the activities. Initially, there were some dis-agreement from the beneficiaries in one jurisdiction on their level of representation but this issue was later solved by working with three representatives (one at the state level, and two at the entities level).

Another important element for the smooth implementation of the activities was the beneficiaries' capacity and willingness to share OC-related data. Generally, all the targeted institutions were willing and capable to cooperate and share this category of data. Credits here should be given to the above-mentioned inclusive approach adapted by the project, to the commitment of the implementing team (both at the HQ and local levels) as well as to the focal points.

However, some difficulties in obtaining qualitative data from few institutions were noted. For instance, it is reported by the interviewees that initially the Customs Agency in one jurisdiction was reluctant to share data because of lack of legal framework allowing to do so. No permission was granted by the Prison Administration in the same jurisdiction for conducting interviews in the prisons, while it was pointed out that the cooperation of the Special Prosecutor in another jurisdiction was not as the required level as some data were not provided.

In other cases, the interviewees have mentioned that non-payment for work done under this project in line with UN restrictions on the payment of government workers, lack of staff and human resources of law enforcement institutions, the daily workload of employees in their activity as part of public administration were elements that influenced the motivation of involvement in the collecting data under the framework of this project.

Nevertheless, these were sporadic cases and far from being a trend that could jeopardise or compromise the efficient implementation.

To a good extent, the project was steered by partner jurisdictions through the Advisory Committee which gathered four times during the implementation to discuss the project's performance and key aspects of the progress such as data availability assessment, statistical indicator framework, and the data repository.

In addition to the strategic guidance, this level of project's governance-the Advisory Committee-contributed to implementing the project in an accountable manner. This is further facilitated by the fact that the total costs for all activities and outputs was foreseen in the budget.

Delays and implications:

Despite the above-mentioned positive aspects, the project faced two efficiency challenges. The first one is linked with completing one key activity: "Development of the relevant

methodology and carrying out the qualitative surveys for Output 3". The reason was linked to delays in successfully procuring services for the Research Partner due mainly to the particular nature of the required services for which there were not sufficient suppliers with the required experience and expertise. Failure to procure this type of service caused a six-month delay.

As a remedy, the project had to opt for an alternative approach and it recruited regional experts to carry out part of the activities that were planned for the research partner with the rest being managed and implemented by the UNODC project management team. The survey was conducted by a team of regional experts. The six months no cost-extension was granted which allowed the project to complete this activity. Considering the scale of this challenge, the project succeeded in overcoming it within a reasonable period of time.

The second challenge is in fact the major setback of the project and it is related to Output 5: "A Final Regional Report on OC in Western Balkans". Although the project has ended and a first draft of this Report is prepared, its final version is yet to be completed internally from UNODC. This important setback was due to the lack of a clear internal framework to process reports and had implications for another key activity which is "Final conference in Brussels with policy makers and relevant stakeholders to inform and raise awareness of the results of the analysis and assessment of the Action, and provide an up-to-date understanding of organised crime in the region".

This delay had also its financial implications and has negatively affected the cost-effectiveness of outputs foreseen under Output 5 (In fact this is the only concern for the cost-effectiveness of the project). Due to the failure of completing the task within the foreseen timeline and to the unspent balance, the project is contractually obliged to return to the donor approximately USD 10,000. Consequently, in March 2020 there were no funds available to organise a final conference once the Final Report is completed.

As of March 2020, the issue of finalising the report was still pending and there were no concrete proposals put forward by UNODC to address this setback as well as the issue of organising the final conference. An online event for presenting the findings is foreseen in December 2020.

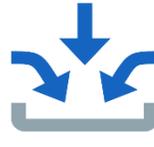
Summary - Efficiency

Overall, the project was implemented in an accountable and inclusive manner, and inputs were made available by the beneficiaries.

Two major efficiency problems were noted, the first is a six months delay in timely completing the qualitative survey and the second is the failure to timely complete the final report. As of March 2020, there were no financial resources available to organise a final conference once the Final Report is completed, and no sound mitigation plans were put forward to address this key issue. Later on, the implementing team has planned to organise an online event by December 2020.



6 KEY FINDINGS ON EFFICIENCY

	<p>Implementation and oversight mechanism</p> <p>Project Management Team, local experts, NTGs, Focal Points, and Advisory Committee were overall operational and facilitated the accountability and transparency during the implementation.</p>	<p style="font-size: 2em; text-align: center;">1</p>
<p style="font-size: 2em; text-align: center;">2</p>	<p>Inclusiveness and local ownership</p> <p>Steered by the Advisory Committee by providing strategic guidance. The Statistical Agencies acting as focal points and the NTGs are laudable efforts to involve beneficiaries in the implementation and to enhance local ownership.</p>	
	<p>Expertise and quality of assistance</p> <p>High level of professionalism, sectoral expertise, experience, communication, and commitment of the core team and the local experts. Recognised and praised by the beneficiaries, it facilitated a smooth cooperation with the local counterparts.</p>	<p style="font-size: 2em; text-align: center;">3</p>
<p style="font-size: 2em; text-align: center;">4</p>	<p>Inputs availability</p> <p>Overall the inputs and resources provided by the implementing team, the donor, and the stakeholders were adequate for implementing the activities. Yet, some flaws were noted.</p>	
	<p>Delays in conducting the qualitative survey</p> <p>Six month delay which was overcome. The activity was completed at a later stage.</p>	<p style="font-size: 2em; text-align: center;">5</p>
<p style="font-size: 2em; text-align: center;">5</p>	<p>Failure to timely complete the Final Report</p> <p>Although a draft has been already prepared, the UNODC has yet to finalise the activities linked to the Final Report.</p>	
	<p>Negative consequences</p> <p>Failure to timely complete the Final Report had negative impacts on holding the Final Conference. The latter is now planned for December 2020.</p>	<p style="font-size: 2em; text-align: center;">6</p>

Partnerships and cooperation

Evaluation questions:

- To what extent have the activities benefited from the expertise of and cooperation with other relevant international/regional and non-governmental organizations, as well as with IPA projects and other UN organisations-implemented interventions?
- To what extent is the project/programme cooperating with other potential partners to contribute to the achievement of the SDGs?

The project has coordinated well with several other national and regional projects as well as with international organisations and global initiatives. This pro-active approach has positively affected the complementarity and the synergies, and it minimised any major overlaps.

The satisfactory partnership and coordination are noted at three different levels: 1) With other UNODC programmes, 2) With international organisations and national/regional/global initiatives and events, and 3) with other EU funded projects and with the EUDs in the targeted jurisdictions.

- 1) The project has liaised with other UNODC initiatives in the region in order to a) create synergies and capitalize on existing knowledge, and b) to cost share the expertise and to maximise the resources for the national programme officers. More specifically the team has cooperated with 1) The Container Control Programme that works to build capacities on trade security, facilitations standards and border controls, 2) The Paris Pact Initiative- a framework to combat illicit traffic in opiates in/from Afghanistan, with the focus on countries in West and Central Asia and South Eastern Europe.
- 2) The PMT and the experts have frequently attended and presented the work done by the project in many OC-linked conferences and events organised in the region as well as globally. For example, the team attended the 2018 meeting of the Ministers of Interior of the Western Balkan Beneficiaries (members of the IISG Board), attended and delivered presentations at the Western Balkans Counter Organised Crime Initiative in Albania, at the Annual conference of the European Society of Criminology, the Conference of the parties to UN Convention against Transnational OC, and the High-Level Regional Strategic Dialogue on Illicit Trade in South Eastern Europe.

The project has engaged with international organisations and public institutions from EU and United Kingdom (UK) and attended activities organised in the region. In 2018, the PMT attended a roundtable on Civil Society Responses to Organized Crime in the Western Balkans, organized by UK government, the international conference on “Polycriminal groups- a threat to the European Union” organised by the Austrian Bundeskriminalamt, and the 2018 OSCE Annual Police Experts Meeting.

- 3) Since the early stages of the project the team took necessary steps to meet and liaise with other EU-funded projects and with the EUDs in the targeted jurisdictions. Meetings were held with the EUDs in Sarajevo, Tirana, Prishtina, Podgorica to coordinate activities and explore opportunities to create synergies. In Albania, for example, the team has engaged with two very important projects funded under Instruments for Pre-Accession (IPA) (EURALIUS and PAMECA) to find synergies and avoid duplication of efforts. The experts attended the workshop on “Standardization and Institutionalisation of Crime Statistics”

organised by PAMECA, and the ICCS system (Classification of Crimes for Statistical Purposes) was introduced.

Representatives of law enforcement agencies in Western Balkans have stated that no similar initiatives of this scale and scope related to gathering OC data has been undertaken recently in the region. Only in North Macedonia a similar project was implemented in 2010 which dealt with corruption and other forms of crime, but this project used as a source of information data from local families and not from law enforcement agencies.

As mentioned in earlier sections, the design is relevant to SGD 16, and the first three Outputs were linked to SDG target 16.3 “Promote the rule of law ... and ensure equal access to justice for all”, while Output 4 “Targeted technical assistance to beneficiaries to improve data collection” is closely linked to SDG 16 target: 16.A “Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime”.

The cooperation with the above-mentioned projects and organisations had its positive effects on both these two targets. The Statistical Framework and data repository are tools that can be operated not just by the targeted institutions but also by other international organisations. Although the scope of this project was different from the other EU-projects, yet their goals were complementary as they all aimed at promoting the rule of law in the targeted jurisdictions. However, the joint efforts of this and other projects are far from ensuring equal justice for all. Despite many efforts undertaken for the purpose of EU’ accession, justice is one of the sectors where all targeted jurisdictions are lagging behind, which has been clearly pointed out in almost all EC Progress Reports of the last four years.

Capacity building is a key element of the intervention logic of most of the EU-funded projects being implemented in Western Balkans. As in the case of this project, the other EU-funded projects have implemented several training sessions, informative events, coordinative workshops, national conferences, software, study tours, hands-on support. Therefore, the coordination with the other projects is directly supporting the SDG 16 target: 16.A

Summary - Partnerships and cooperation

The pro-active approach undertaken by the implementing team to engage with various actors, international institutions, UNODC initiatives, and IPA projects has led to a satisfactory level of partnership and coordination. No substantial overlaps are noted and synergies were created at the jurisdiction level as well as at the regional and global levels. This contribution is positively affecting SDG 16 and its target 16.A.

Effectiveness

Evaluation questions:

- To what extent did the project reach its overall and specific objectives and results and influence the jurisdictions' policies as concern quantification of OC-data?

The project has produced a critical mass of core activities and outputs which have paved the way for achieving most of the Outputs and contributed to the Outcome. Their satisfactory quality was confirmed by most of the interviewed stakeholders and target groups.

Under Output 1, the project developed the OC Statistical Framework which was divided in five dimensions: state response, enablers, OC activities, OC groups, and economic value of illicit markets of organized crime. Under this Framework, 19 sub-dimensions and 377 unique indicators were identified. This is backed by definitions and sources descriptions and a structured assessment of their feasibility. Prior to completing this Output, the team conducted a piloting phase which allowed for checking the data availability and quality of variables. 57 institutions from all targeted jurisdictions were consulted and six jurisdiction-based situation reports were produced. The National Technical Groups, the PMT, UNODC National Project Officers and external consultants played an important role in this process.

Based on the above, the Output 1: "A statistical framework for measuring organised crime in the Western Balkans" can be considered as successfully delivered. This framework served as a tool to conduct the data availability assessments, which in turn provided an opportunity to identify and discuss areas that require capacity building in the statistical services. Hence the framework served multiple scopes as it catalysed structural gap assessments and initiated discussions on how to better align the collection and reporting of OC-related data with international standards.

Output 2: "A regional data repository to collect, store and disseminate data and indicators on OC" is also fully delivered. This database was delivered following the completion of the statistical framework and it is also considered to be of satisfactory quality. The software enables data sharing by all beneficiaries and allows secure data exchange and remote access- an important feature given that the data were foreseen to be uploaded by different locations.

Prior and during the data collection process, the team organised teleconferences with focal points to discuss potential issues. The team also led the processing and validating the data collection process which was finalised in March 2019.

The huge volume of data comprises 4148 data points gathered from six jurisdictions and 32 institutions which, according to several beneficiaries interviewed during this assignment, is an unprecedented and unique amount of data collected regarding organised crime in the region.

Overall, the quality of data was satisfactory, and except for one jurisdiction, the collected data was standardised. However various issues were noted as well. For instance, in some cases the information was not transferred in the proper statistical format. Among the targeted jurisdictions, the definition of the crime figures differs which complicated data availability

and quality. In this jurisdiction, there is an ongoing discussion of data exchange and access to information among different institutions and between the entities level and the state ones.

Despite the delays, Output 3 was completed as well. The volume of quantitative and qualitative data collected and analysed under this Output is more than satisfactory. The quantitative data collection resulted in over 7,000 observations on 14 crimes from 2012 to 2018. Interviews were conducted in the six targeted jurisdictions, in 23 prisons, eight migrant centres and three shelters for victims of human trafficking as well as with expert practitioners from government, civil society, and the media.

Approximately 250 persons were interviewed, almost 90% of respondents were recruited in four crimes - smuggling of migrants, trafficking in persons, manufacturing and trafficking in drugs, and those convicted for participating in an organised crime group. As for the qualitative data collection, the research team analysed 127 court verdicts on organised crime; field interviews with experts, victims of trafficking in persons, smuggled migrants and perpetrators were undertaken.

The information obtained from the survey are of crucial importance as it serves to fill knowledge gaps on the modus operandi of organized criminal groups. This level of data and analysis complements those gathered under the statistical framework. In terms of utilisation, the survey findings are foreseen to be an integral part of the final analytical Report. According to the interviewed beneficiaries, together with the statistics gathered through institutional sources, this is the most comprehensive data ever collected on organized crime in Western Balkans.

The same satisfactory degree of achievement is noted for Output 4: Technical assistance to the beneficiaries for the improvement of data collection on organised crime". The core of this Outputs are two training sessions organised in 2018 and 2019 where over 70 staff from the six jurisdictions have participated. The participants represented a wide variety of key law enforcement institutions that were involved in the project activities.

The primary added value of this Output is linked to the enhanced skills and knowledge on collecting and storing data on trafficking in persons and smuggling of migrants, and on the implementation and use of the International Classification of Crime for Statistical Purposes (ICCS)- a request put forward by the beneficiaries during the initial stages of the project.

Secondly, the training provided a unique opportunity for the participants to become acquainted with the UNODC experience-considered to be a standard bearer for ICCS-related aspects.

Thirdly, the participants had the opportunity to liaise with their counterparts in the region, create informal networks, and share experiences. Hence these events served as catalyst for regional coordination and cooperation by way of sharing of good practices to collect, store, analyse and disseminate criminal justice data.

All the above added values were confirmed by the interviewees who attended the training.

Output 5 "A Final Report on OC data" is not completed. This failure had negative impact on the final conference in Brussels with policy makers and stakeholders to inform on the

analysis and assessment of the project, and on the updated understanding of organised crime in the region.

Both the Final Report and Final Conference were foreseen to be a logical consequence and finalisation of all the efforts undertaken both by the project as well as by the beneficiaries. Their ultimate goal was not just to present the findings but also to enable key law enforcement agencies and decision makers from the targeted jurisdictions to base their strategies and laws on the massive amount of evidence that was produced under the project. Consequently, the failure to complete the final report and the conference have negatively affected the full achievement of the Outcome and Objective and the jurisdictions' policies as concern quantification of OC-data.

Summary - Effectiveness

Most of the Outputs are delivered as a statistical framework for quantifying and analysing OC and the related monitoring mechanisms are established. Nevertheless, the failure to timely complete the final report and to organise the final conference is a setback in terms of effectiveness, however if the Final Report and the Final Conference are organised by the end of 2020 then it is likely that the Outcomes shall be achieved.

Impact

Evaluation questions:

- To what extent was the project able to strengthen the capacity of the beneficiaries, and especially the Institutes/Agencies of Statistics to quantify, assess and analyse OC at the national level, and were there any unintended positive or negative effects?
- To what extent did the project/programme contribute to the Sustainable Development Goals?

The project gave substantial contributions to strengthen the capacities of the beneficiaries, and especially of the Institutes/Agencies of Statistics as concerns quantifying, assessing and analysing OC at the national level. This has been strongly highlighted and confirmed by all targeted institutions (including but not limited to the Statistics Agencies/Institutes). All beneficiaries grouped under the NTGs have realised the benefits of having such data under one framework.

What is also evident is the beneficiaries' enhanced capacities to comprehend the international classification and definition of OC data as per the indicators developed by the project, which facilitated the collection of data that was not available before at the regional level. When compared to the pre-project period, a more standardised method to collect OC data is in place. Most of interviewees from the Statistics Agencies/Institutes have confirmed the novelty of the approach introduced by the project and the usefulness of possessing this level of detailed data for their institution but also for their relevant jurisdictions.

While no negative effects occurred, there are several positive signs of impact. The qualitative and quantitative data provided a better documented profile of OC in the region and confirmed previous observations. The added value is that the project illustrated those previous findings with concrete and detailed figures.

The data availability assessments provided for the first time a detailed mapping of OC-related administrative data. It also clarified which dimensions of the framework could be analysed using only quantitative data, those requiring a mix of quantitative and qualitative data, and those for which only qualitative data must be used.

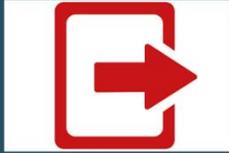
The project facilitated better data sharing among most of the targeted law enforcement agencies. Inter-institutional data exchange was conducted even prior to the project, however this new initiative encompassing more detailed indicators and a software, together with the fact that the project was implemented by a UN agency, prompted most of the beneficiaries to undertake additional efforts and to improve the flow and quality of data. Most of the interviewees agreed that this is a new way of categorizing and conceptualizing OC data while at the same time various systems and perspectives of different institutions were put under one overarching framework. Another positive impact is linked to improved inter-institutional cooperation among different jurisdictions. There is a general expectation that all WB jurisdictions will implement a common OC framework and classification in the future.

Despite these positive signs of impact and the recognized benefits, the project has missed the chance to fully confirm its role as supporter and encourager of data-driven OC-related policies. Unfortunately, the positive momentum created with the completion of the framework and the survey could not be fully maintained due to the failure of timely organizing a regional conference hence the key decision-makers could not yet become acquainted with the final analysis. If the findings are presented in the online event in December 2020, it is likely that the impact will be increased.

By enhancing local capacities, the project contributed to SDG target 16.3 “Promote the rule of law”, as well as to SDG 16 target: 16.A “Strengthen relevant national institutions, for building capacity, to prevent violence and combat terrorism and crime”.

Summary - Impact

The project’s contribution to enhance targeted groups’ capacities on OC data collection and analysing is evident which has been widely confirmed by most of the interviewees. The Outputs have affected the SGD goal 16 and its targets 16.3 and 16.4. Several positive signs of impact are noted.



Most of the Key Outputs: Statistical Framework, OC Indicators, Data Repository, Research, and OC data capacities are in place.



The project catalysed discussions on better aligning OC-data collection and reporting with international standards. Beneficiaries are more skilled; they avail enhanced understanding of ICCS standards, and have enhanced inter-institutional and inter-jurisdiction communications.



The Outputs comprise an unprecedented, unique, and the most comprehensive amount of OC data in WB which serves to fill knowledge gaps on the modus operandi of OC groups.



Key aspects of Effectiveness and Impact



A better documented profile of OC in WB is available; Previous external observations are now confirmed and better illustrated with concrete and detailed facts and figures.



If the Final Report and the Final Conference are completed by end of 2020, all Outcomes shall be achieved.

Sustainability

Evaluation questions:

- To what extent will the benefits generated through the projects be likely to be sustained after implementation of XEEZ84 has ended?
- To what extent have the stakeholders and beneficiaries, especially the Institutes for Statistics and Ministries of Justice taken ownership of the results, activities and goals of the project? What have been the facilitating and hindering factors, and do all beneficiaries have sufficient dedicated staff, technical capacities, and financial means to collect, analyse, and reports OC-related data in the future?

There are no particular concerns on the viability of the key Outputs (the Statistical Framework, the Indicators, the Data Repository) as there is no substantial need for financial resources to have these outputs available for future OC-data collection exercises.

For the Outcome to be viable it is a *conditio sine qua non* that the data collection, data feed in the repository, and the relevant analysis are conducted frequently (if possible, on annual basis) so that possible trends can be detected, analysed, and a basis for evidence-oriented OC policies can created.

All interviewed beneficiaries have pointed out that in absence of a follow up project and/or an initiative stemming from the high-level officials of the jurisdictions, no targeted institutions is willing nor planning to reiterate the data collection and data feed in the repository.

Certainly, the targeted institutions will continue to collect, share, and analyse OC-data, but this shall be done based on the same modalities as in the pre-project period. The Outputs were planned and delivered at the request of the project, and not at the request of the targeted institutions. Therefore, it is unlikely that the benefits generated will be sustainable after the project's end.

As mentioned in the sections above, most of the beneficiaries have actively attended the activities and supported the process of drafting the Statistical Framework and the linked indicators, as well as the OC-data collection process. The NTGs played an important role in this regard. When compared to the pre-project period, the technical capacities of the targeted institutions (including the Statistical Institutes/Agencies) are enhanced, and this has been widely confirmed by all interviewees.

However, this process was never meant to be led by the beneficiaries given that although it has received the necessary support from them, the OC-data collection and analysis process was conceived (and implemented) as an UNODC initiative. In fact, the NTGs are no longer active and their role is considered as completed after the project ended, nevertheless they can be re-activated if there is a request either by a donor-funded project or by high level decision-makers.

Law enforcement agencies in the Western Balkans have largely acknowledged that they face the following sectoral and structural challenges and gaps in data collection:

- Lack of a unique regional electronic system for organised crime data,
- Lack of national indicators (similar to those of the Statistical Framework),
- Lack of common definitions for OC-data by different law enforcement bodies within a particular jurisdiction,
- Difficulties in timely and efficiently sharing data among institutions (especially by the Police, Prosecutions, Ministries of Justice, and courts), and
- Further development of capacities for collecting and analysing OC-data (especially for law enforcement bodies which are required by law to undertake such tasks)

These sectoral and structural challenges and gaps hinder the further development of the target groups' capacities. If properly addressed both by the local authorities and by the EC/EUDs, these gaps can be overcome and can lay a fertile ground for a more systematic and continuous OC-data collection and analysis, all to the benefit of drafting evidence-driven policies.

Summary - Sustainability

Although the produced Outputs require no substantial financial inputs to be maintained in the future, the sustainability prospects for the Outcomes are quite limited. In absence of a donor-funded project or a strategic decision from the high-level officials in the targeted jurisdictions, it is unlikely that the targeted institutions will continuously and independently reiterate the process of OC-data collection and feed in the data depository as introduced by the project.

Human Rights, and Gender Equality

Evaluation questions:

- To what extent were human rights considerations included in the project design and implementation? What measures were taken during planning and implementation to ensure that human rights aspects were mainstreamed (including but not limited to data protection during the process of OC-data collection)?
- To what extent were gender equality considerations included in the project design and implementation? What measures were taken during planning implementation to ensure gender aspects were mainstreamed?

Human Rights

Although Human Rights (HR) and Gender Equality (GE) were not the primary focus of the intervention, it indirectly affects cross-cutting issues. Fighting OC in a structured way helps authorities to uphold human rights norms enshrined in the Charter of the United Nations, the

Universal Declaration of Human Rights and the international human rights treaties-CEDAW. This is particularly true especially for the human traffic victims which is one of the main activities of OC in Western Balkans.

The whole purpose of the project was to establish instruments to better assess OC and to contribute to the effectiveness of anti-OC fight which in turn affects the human rights of the victims but also of the entire jurisdictions.

Some of the crime figures analysed under this project are more directly linked to human rights issues, for example in the case of trafficking of persons and smuggling of migrants, women and migrants are exposed to human rights abuses and potential risk of trafficking in persons. They often agree to be part of the trafficking network in order to escape from human rights violations in conflict regions.

Furthermore, during the data collection process the team, the targeted institutions, and the researchers took the necessary measures as concerns data protection. The collected statistical data is general data (figures or numbers) and contain no personal information. The data was collected, aggregated, and uploaded in the repository in compliance with the Laws on Personal Data Protection and on Statistics of all the targeted jurisdictions. In some cases, such as the Albanian State Police, the staff dealing with data entry in the database was certified by the National Security Authority and availed of a security certificate.

The project adhered to the five principles of the rights-based approach⁵: Participation, Accountability, Non-discrimination and Equality, Empowerment and Legality.

During the inception and the implementation phases, the team took due measures to ensure the Participation of the target groups and stakeholders and to Empower these groups through various capacity building exercises. As for the Legality, the concepts, the approach, and the outputs promoted and produced by the project have a direct contribution to enforcing the rule of law in the targeted jurisdictions.

Gender Equality

A gender mainstreaming strategy was not clearly incorporated in the UNODC Project Document.

However, gender aspects were better taken into account during the implementation. This approach was in line with the UNODC criteria for the provision of technical assistance. All activities had a fair percentage of women as direct beneficiaries (this was also noted in the composition of the implementing team including the PMT and the field consultants). During the implementation, the collected and analysed data was disaggregated by gender, as much

⁵ <http://ennhri.org/about-nhris/>

as possible, to assess progress towards achieving gender equality and the empowerment of women.

There are several examples of proper gender consideration during the implementation phase. For instance, in the qualitative surveys and the relevant assessments of their findings the sex- disaggregated data enabled the examination of the role of women in OC groups as well as the types of organised crime that women most frequently engage. From these assessments, the evidence indicates that the most detected form of trafficking in persons in the Western Balkans is women trafficked for sexual exploitation, either within the region or to Eastern or Western Europe. Other findings indicate that although OC groups are not gender-exclusive, the small proportion of females (4%) indicates that women's membership in OC groups in the Western Balkans is comparable to global trends⁶.

This level of analysis can create basis for possible gender-oriented actions that the targeted institutions can undertake in the future in order to address OC-related issues from a gender perspective. These gender-oriented actions are important both for the Impact as well as for the Sustainability. In general, improvements in the rule of law sector in Western Balkans are beneficial to both genders. According to the OECD Gender Policy Marker, the project can be classified as G-1⁷ which according to the Handbook on OECD-DAC Gender Equality Policy Marker implies that gender equality is an important and deliberate objective, but not the principal reason for undertaking the project.

Summary - Human Rights, Gender Equality

Human rights and gender aspects were overall considered during the implementation where due care was paid to ensure that women were properly represented in the implementing team as well as in attending the project activities. Gender-based analysis was undertaken by the experts while assessing OC data. These aspects were also considered during the interviews in the prisons and with smuggled migrants. Females views, concerns, and reasons for being involved in organised crime activities are reported and reflected in the assessments.

⁶ Draft Final Evaluation Report January 2020

⁷ The marker is a qualitative statistical tool to record development activities that target gender equality as a policy objective. It is used by DAC members as part of the annual reporting of their development activities to the DAC, to indicate for each aid activity whether it targets gender equality as a policy objective.

III. CONCLUSIONS

1. The project is a praiseworthy effort to create an overarching framework for the rather fragmented OC data being collected in the WB jurisdictions. It is well aligned with the sectoral needs and anti-OC strategies, UNDOC's goals, and with SDGs. Despite some minor flaws, especially in the horizontal aspect and in wording of the key Outputs, the intervention logic is of satisfactory quality and encompasses instruments which can be used by the targeted beneficiaries in WB even after the project's end.

2. Necessary efforts were undertaken to "screen" and assess the absorption capacities and institutional commitment in all targeted jurisdictions. The involvement of the Institutes/Agencies of Statistics and the NTGs proved to be an effective approach which ensured institutional support and buy-in. Furthermore, they served to build bridges of cooperation with several other law enforcement agencies that are tasked with OC-data collection responsibilities.

3. To a good extent, the good cooperation with the target groups is attributable to the commitment, professionalism, and competencies of the implementing team and the local experts. Good flexibility and understanding of the local circumstances by the implementing team did facilitate the communication with the beneficiaries and provided for an overall positive working environment. Partnerships were built with other interventions and projects; gender and human rights issues have been tackled throughout the implementation.

3. Unfortunately, this positive implementation pace was not maintained and the efficiency was hampered by delays in timely conducting the qualitative research and failure to timely complete the Final Report and organise the Final Conference. The online event foreseen in December 2020 has the potential to recuperate the delays noted.

4. Despite these set-back, the project succeeded in launching a new concept/model for OC-data classification and a new approach for OC-data collection and analysis in Western Balkans. Nevertheless, the model and the approach are not (and were not foreseen to be) part of the formal corpus of rules and procedures that regulate the process of OC-data collection and inter-institutional information sharing. Therefore, the targeted institutions (and any other public agency tasked with data collection responsibilities) have no legal obligation whatsoever to reiterate the OC-data collection as it was introduced by the project. If such data are not collected, processed, and analysed on regular basis, it is impossible to detect and analyse trends and to create basis for evidence-oriented, therefore there is a clear need for a follow up intervention.

5. The UNODC' sectoral expertise, the previous experiences in the region, and its unique characteristics as a UN organisation served as strong entry points to secure the necessary institutional buy-in and support.

IV. RECOMMENDATIONS

Recommendation 1-Remedy measures: UNODC ' Programme Management and the Research and Trend Analysis Branch (RAB) should finalise as soon as possible the draft Final Report, and prepare summaries for each jurisdiction based on the findings of the Report.

Recommendation 2-Remedy measures: Within 2020, UNODC Project Management and RAB should present the Key Findings in an online event (given the current COVID 19-linked restrictions) whereby the participation of the following key stakeholders would be advisable: a) the targeted institutions involved in the project; b) high-level decision-making officials of the targeted jurisdictions (including but not limited to Ministers/Deputy Ministers of Justice and Interiors, General Prosecution Offices, Member of the Parliamentary Legal Commissions, Member of the High/Supreme Courts, c) Representatives of the civil society organisations which are active in promoting the rule of law, universities, professors of law, and media; d) The EC Task Manager of this project, representatives of EUDs in the targeted jurisdictions, as well as other international organisations and donor-funded projects that are involved in supporting the fight against organised crime in the region.

Recommendation 3- Improve and align the intervention logic: For future similar interventions, UNODC should ensure that a) The Outputs should be better worded to reflect the expected change/improvement; b) The indicators must comply with the CREAM criteria, c) Consider and align the findings with the perspectives and needs of the EC Progress Reports as concerns OC-data.

Recommendation 4- Improve and align the intervention logic: In case similar projects are implemented by UNODC in WB and/or other regions, their intervention logics must encompass mechanisms to ensure that the outputs introduced by the project are incorporated in the legislations and procedures.

V. LESSONS LEARNED AND BEST PRACTICES

- 1) Thorough gaps analysis and absorption capacities' assessments have a direct contribution into aligning the intervention to the local needs and realities.
- 2) Involving key institutions in all phases of the project by assigning coordinative roles increases chances of ownership and assists target groups in being active actors of change rather than mere recipients of technical assistance.
- 3) If the delivered outcomes are not embedded in the local and national legislation and procedures, there is a real risk that the concepts and approaches introduced by the project are vanished and not used once the project is over.
- 4) The commitment of the implementing team and of the beneficiaries toward the outcomes and the full completion of the tasks can be overshadowed and jeopardised by internal bureaucratic and sub-efficient procedures of the implementing partner.

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

Terms of Reference of the
**Final Independent Project Evaluation of the Action
on
Measuring and Assessing Organized Crime in the
Western Balkans**
XEEZ84

February 2020

I. BACKGROUND AND CONTEXT

Project/Programme number:	XEEZ84
Project/Programme title:	Measuring and Assessing Organized Crime in the Western Balkans
Duration:	1 April 2016-31 December 2019
Location:	Western Balkans
Linkages to Country, Regional and Thematic Programmes:	<p>Sub programme 6: Research and Trend Analysis</p> <p>The sub-programme accomplishments are as follows:</p> <p>Enhanced access to increased knowledge to formulate strategic responses in relation to drugs and crime issues</p> <p>Increased capacity to produce and analyse data on trends including those in emerging drug and specific crime issues</p> <p>UNODC Regional Programme for South Eastern Europe: Sub programme 1: Countering Illicit Drug Trafficking and Transnational Organized Crime</p> <p>Working towards anticipated outcomes:</p> <p>(1.1) Governments have strengthened capacities to counter threats posed by illicit drug trafficking and transnational organized crime</p> <p>(1.2) Governments more effective in identifying and countering trafficking in persons and smuggling of migrants</p> <p>(1.3) Governments more effective in identifying and recovering the proceeds of crime</p>

Linkages to UNDAF ⁸	Serbia, Bosnia and Herzegovina
Linkages to the SDGs	SDG 16.4 and 16.a.1
Executing Agency:	Division for Policy Analysis and Public Affairs, Research and Trend Analysis Branch, Crime Research Section (DPA/RAB/CRS), UNODC
Partner Organizations:	n/a
Total Approved Budget:	USD 3,335,500
Total Overall Budget	(same as above)
Donors:	European Commission DG NEAR
Project Manager/ Coordinator:	Ms. Tejal Jesrani, Research Officer, DPA/RAB/CRS, UNODC
Type and time frame of evaluation: (Independent Project Evaluation/In-depth Evaluation/mid-term/final)	Final Independent Project Evaluation, 2 March 2020-3 July 2020
Time frame of the project covered by the evaluation (until the end of the evaluation field mission):	1 April 2016-09 April 2020
Geographical coverage of the evaluation:	Western Balkans ⁹
Budget for this evaluation in USD:	26,000
Number of independent evaluators planned for this evaluation ¹⁰ :	2
Type and year of past evaluations (if any):	n/a
Core Learning Partners ¹¹ (entities):	Albania Institute of Statistics, Agency for Statistics of Bosnia and Herzegovina, Kosovo Statistical Office

⁸ United Nations Development Assistance Framework

⁹ Including Albania, Bosnia and Herzegovina, Kosovo UNSC 1244 (1999), Montenegro, North Macedonia and Serbia.

¹⁰ Please note that the minimum for any UNODC evaluation is two independent evaluators, i.e. one lead evaluator and one team member.

¹¹ The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the

	(UNSCR 1244), National Statistical Office of Montenegro, Statistical Office of North Macedonia, Statistical Office Republic of Serbia
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dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

Project overview and historical context

The presence of organized crime (OC) represents a specific threat to the establishment and furthering of the rule of law in countries around the world, including the region of the Western Balkans. However, due to the lack of advanced statistical and analytical tools to monitor levels, trends and patterns of OC, it is difficult to understand whether progress is being made in the fight against OC or if organized criminal groups are maintaining or even increasing the amount of their illegal activities.

The project XEEZ84, Measuring and Assessing Organized Crime in the Western Balkans, implemented from 1 April 2016 to 31 December 2019 by the Division for Policy Analysis and Public Affairs, Research and Trend Analysis Branch, Crime Research Section (DPA/RAB/CRS), UNODC, sought the development of a comprehensive framework to increase the knowledge of this complicated set of crimes. Through this framework, beneficiaries of the project were able to quantify, assess and analyze organized crime at the national and regional level and strengthen capacity to collect and share data on organized crime and to fulfil requirements under chapters 18, 23 and 24 of the EU *acquis communautaire*. The project was funded by the European Commission with a budget of USD 2.2 million.

Human rights are at the core of the work of the UN system and represent one of the three, interlinked and mutually reinforcing pillars of the United Nations enshrined in the Charter, the other two pillars being peace and security, and development. UNODC is in the unique position of working across all three pillars in its efforts against crime, drugs and terrorism and in supporting United Nations Member States, to deliver a safe society founded on the rule of law. UNODC aims at maximizing the positive human rights impact of its work, and always takes the human rights perspective into account while planning its programmes.

In the context of this project, UNODC ensured that national counterparts, civil society organizations and the private sector as relevant, respected human rights principles, especially when acting in the framework of the project. A gender-sensitive approach was taken into consideration in implementing the present project, in line with established UNODC criteria for the provision of technical assistance and with ECOSOC resolutions 2011/5 and 2011/6 to ensure that all activities had a fair percentage of women as direct beneficiaries.

In this regard, it is to note that while collecting and analysing data within the framework of this project, this data was disaggregated by gender, as much as possible, to assess progress towards achieving gender equality and the empowerment of women. UNODC was, for instance, when undertaking training activities within this project, encouraging the fair participation of women *vis-à-vis* the target groups. In addition, efforts were made during the inception phase of the project to closely assess where different approaches had been needed to ensure that the needs of both men and women are addressed.

Some of the key achievements of the project include completing the first comprehensive regional data availability assessment across five countries and one territory on more than 350 indicators on organized crime, including the criminal justice response, enablers, and economic value; developing UNODC's first secure web-based direct data entry platform; undertaking the first primary data collection on organized crime; undertaking UNODC's first interviews of incarcerated organized criminals; and developing the first comprehensive qualitative information gathering methodology that has been circulated to all field offices as a model. In addition, the final report of the project has for the first time, elucidated the levels of organized criminal involvement in 14 different crimes, including trafficking in

persons, drug trafficking, smuggling of migrants and trafficking in firearms. It also analysed the structures and modus operandi of active organized criminal groups in the Western Balkans and provide evidence-based policy advice.

In addition, UNODC is following all UN policies and guidelines regarding the appointment of staff and gender equality¹² (“The United Nations shall place no restrictions on the eligibility of men and women to participate in any capacity and under conditions of equality in its principal and subsidiary organs”).

Main challenges during implementation

Originally, the project document included a significant portion of substantive work to be carried out by a research partner who would be contracted through a procurement process. The procurement process was very lengthy, resulted in only one technically compliant proposal and was ultimately unsuccessful. The activities, including the data availability assessment and the qualitative information gathering, were instead carried out by experienced organized crime consultants with background in academia and civil society in the field with direction and support from the UNODC project management team. However, as a result, implementation of the project was delayed by six months and subsequently a request for extension of the project by six months was granted.

Gaining access to undertake interviews in the prisons to understand the experiences of those convicted of organized crimes, particularly with regard to the groups’ modus operandi and structures, was also very challenging. In order to mitigate for the lack of interviews in some areas of the project, we were able to increase the interviews undertaken in the prisons in other areas.

Project documents and revisions of the original project document

	Year	Please provide general information regarding the original project document.
Project document	2016	<i>First project document with the timeframe of 3 years</i>

Project revision ¹³	Year	Reason & purpose (max. 2 sentences per revision)	Change in (please check)
1	2019	To extend the timeframe and increase the budget for a potential phase 2	<input checked="" type="checkbox"/> Budget <input checked="" type="checkbox"/> Timeframe <input type="checkbox"/> Logframe

Main objectives and outcomes

No baselines or targets have been cited in the project document. One of the main objectives of the project is to build an evidence base.

¹² ST/SGB/2011/2, ST/AI/2010/3, ST/AI/2010/3/Amend.1, ST/AI/2010/Amend.2

¹³ Please add further rows as needed

Objective of the project/programme (as per project document/revision):

Objective:	The overall objective of the Action is to contribute to the strengthening of the rule of law through the fight against organised crime in the beneficiary countries and territories
Performance indicators:	Use of research findings by national and international policy makers

Outcomes of the project/programme (as per project document/revision)¹⁴

Outcome 1:	To develop and implement a framework for quantifying and analysing organised crime in the Western Balkans and to establish mechanisms to monitor it. Such statistical framework will be the platform for producing an evidence-based analytical report on OC in the Western Balkans.
Performance indicators:	Number of countries providing data Number of users of report, by type (policy-makers, media, NGO, researchers, general public) Completeness of data repository

Contribution to UNODC's country, regional or thematic programme

Contribution to the following UNODC country and regional programmes:

1. This project falls under sub programme 6: Research and Trend Analysis, the mandate of which is to help Member States and the international community access an enhanced evidence and knowledge base for developing responses to drug and crime problems at the international, regional and national level. UNODC research capacity supports the production of evidence that informs international debate on drugs and crime issues and underpins the programme development of UNODC national, regional and international interventions.

All activities carried out under this thematic programme were implemented in synergy with other UNODC thematic, regional and country programmes.

The sub-programme accomplishments are as follows:

- Enhanced access to increased knowledge to formulate strategic responses in relation to drugs and crime issues
- Increased capacity to produce and analyse data on trends including those in emerging drug and specific crime issues

This project is directly aligned with these accomplishments through a multiple-tiered approach to enhancing knowledge and technical capacity regarding organised crime in the Western Balkans through the development of a statistical framework to effectively measure, assess and subsequently respond to organised crime. Specifically, this project built the evidence base upon which policy makers could create strategic responses and assisted in the dissemination of information, knowledge and methods throughout the region via the production of country and regional reports. In addition, through the establishment of a regional repository

¹⁴ Please delete or add rows below as needed for the different outcomes

specifically dedicated to organised crime indicators, this project further built regional knowledge and capacity among a wide variety of stakeholders including policy makers, law enforcement and statistical offices.

UNODC strengthened the capacity of relevant stakeholders in the beneficiaries of the project¹⁵ by implementing targeted capacity building workshops for professionals that collect, manage and analyze crime statistics in each of the criminal justice institutions, including police, customs, border control, prosecutors, courts, and national statistical offices. These workshops focused on building statistical capacity through the implementation of the International Classification of Crime for Statistical Purposes (ICCS), as well as building regional coordination through sharing of best practices and encouraging analysis of organized crime data at the national level. Links with UNODC Regional Programme (RP) for South Eastern Europe: Sub programme 1: Countering Illicit Drug Trafficking and Transnational Organized Crime.

Working directly in conjunction with UNODC's Regional Section for Europe, West and Central Asia (SEWCA), this project formed a direct part of the wider Regional Programme for South Eastern Europe with the following outcomes:

1. (1.1) Governments have strengthened capacities to counter threats posed by illicit drug trafficking and transnational organized crime
2. (1.2) Governments more effective in identifying and countering trafficking in persons and smuggling of migrants
3. (1.3) Governments more effective in identifying and recovering the proceeds of crime

Directly in line with the RP SEE, the project worked towards countering the negative effects of illicit activities and flows through the region. It assisted in achieving these outputs by developing effective means to measure and assess and subsequently more effectively identify organised crime (i.e. statistical framework). In addition, a comprehensive data assessment in each beneficiary identified both strengths and gaps in existing data collection systems and targeted training served to enhance capacity of the beneficiaries of the project in collecting and disseminating knowledge on OC.

At the European Union level, the project also contributed to/is synergistic with the Directorate General for the European Commission Neighbourhood and enlargement negotiations .

By tailoring this project to the individual countries/territory (Albania, Bosnia and Herzegovina, Kosovo under UNSCR 1244, Montenegro, North Macedonia, and Serbia) that are in the pre-accession process, the project contributed directly to the programme outcomes by ensuring regional cooperation framed in the context of mapping, recording, identifying and subsequently responding to organised crime from a scientific evidence base.

¹⁵ Albania, Bosnia and Herzegovina, Kosovo UNSCR 1244, Montenegro, North Macedonia and Serbia.

Contribution to the following thematic programme(s):

1. Links with Thematic Programme on Action against Transnational Organized Crime and Illicit Trafficking (2011-2013):

This project has links with **Sub programme 1: international policy, knowledge and trends** and in particular the outcome 1.1 “Promoting evidence-based planning and policy development through independent data collection, threat assessments, research and global trends analysis on transnational organized crime flows”

The development of a methodology to measure and assess organised crime served to enhance knowledge pertaining to trends and patterns of OC and provided a stronger evidence-base to inform policy makers. In addition, the project implemented independent data collections across a broad range of sectors to deepen knowledge.

Sub-programme 2: regional and national capacity building and technical assistance

Outcome: 2.1 Improved Member States’ capacity to sustainably collect, store, analyse and report data on organized crime and illicit trafficking, and criminal justice data.

Specifically, this project assessed data collection and capacity within the beneficiary states and strengthened capacity by developing new data collection methods, establishing a regional repository for information sharing relating variables/data that can be used for addressing organised crime.

Outcome 2.2: Strengthening national and regional capacity and international cooperation for law enforcement, criminal intelligence, border control and criminal investigation in order to more effectively assess, identify, collect evidence and ultimately control criminal activity the flows of illicit goods and services

This project complemented this outcome by providing capacity building workshops specifically designed to enhance capability relating to organised crime mapping, that were informed by country/territory specific data collection/assessment and analyses.

Linkage to UNODC strategic framework, UNDAFs and to Sustainable Development Goals

The Project/Programme contributes to the following Sustainable Development Goals, Targets and Performance Indicators:

Relevant UN Sustainable Development Goals	Target(s)	Indicator(s)
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	16.4	16.4.1 (partially) 16.4.2 (partially)
Strengthen relevant national institutions, including through international cooperation, for building capacities at all levels, in	16a	NA

particular in developing countries, for preventing violence and combating terrorism and crime		
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II. DISBURSEMENT HISTORY

Time periods throughout the <u>life time of the project</u> (MMYYYY – MMYYYY)	Total Approved Budget (US\$)	Expenditure (US\$)	Expenditure in %
May-Dec 2016	157,521	156,021	99%
Jan-Dec 2017	403,252	416,222	103%
Jan-Dec 2018	888,972	889,448	100%
Jan-Dec 2019	725,268	621,271	86%

<u>Time period that will be covered by the evaluation</u> (MMYYYY – MMYYYY)	Total Approved Budget (US\$)	Expenditure (US\$)	Expenditure in %
May-Dec 2016	157,521	156,021	99%
Jan-Dec 2017	403,252	416,222	103%
Jan-Dec 2018	888,972	889,448	100%
Jan-Dec 2019	725,268	621,271	86%

III. PURPOSE OF THE EVALUATION

The purpose of this assignment is to conduct a final Independent Project Evaluation in line with UNODC evaluation norms, standards, templates and guidelines.

The overall purpose is to evaluate the entire implementation of the project XEEZ84 and to establish whether and to what extent the project met the planned goals and objectives of its implementation, and whether and to what extent it met the needs of the beneficiary, global and regional priorities, and partners' and UNODC's priorities, as well as the extent of the likelihood that the benefits of the project

will last after its termination (sustainability). The evaluation will also seek to drive recommendations, best practices, and lessons learned from measuring the achievements, outcomes and, if possible, impacts produced. If funding is made available for the project to continue, these lessons learned will be integrated into the implementation of further activities. At the present time, no further funding has been identified to continue project implementation.

The following evaluation criteria will be assessed during the evaluation: relevance, efficiency, effectiveness, impact and sustainability. In addition, established partnerships and cooperation as well as aspects of human rights and gender mainstreaming will be assessed. The evaluation will specifically assess how gender aspects have been mainstreamed into the project. Furthermore, lessons learned and best practices will be identified and recommendations developed based on the findings formulated.

The users of the evaluation will include the National Statistical Offices of the beneficiary countries and territory, the members of the national technical groups, UNODC and the European Commission.

The results of the evaluation will be used to improve similar UNODC projects on data collection in organized crime and other organized crime research and analysis in the future.

IV. SCOPE OF THE EVALUATION

Unit of analysis (full project/programme/ parts of the project/programme; etc.)	Full project XEEZ84
Time period of the project/programme covered by the evaluation	1 April 2016-09 April 2020 (end of field mission)
Geographical coverage of the evaluation	Albania, Bosnia and Herzegovina, Kosovo under UNSCR 1244, Montenegro, North Macedonia and Serbia

V. KEY EVALUATION QUESTIONS

Evaluation Criteria

The evaluation will be conducted based on the following DAC criteria: relevance, efficiency, effectiveness, impact and sustainability, as well as design, partnerships and cooperation, human rights, gender equality and leaving no one behind as well as lesson learned and best practices. The questions will be further refined by the Evaluation Team during the inception phase.

Design
<i>The Design of a project or programme measures the extent to which the logical framework approach was adopted.</i>
1. To what extent did the project outputs build on each other in a comprehensive and coherent way?
Relevance
<i>Relevance is the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor.</i>
2. To what extent were the project objectives and outputs aligned to the issues faced by the key stakeholders in the respective countries and the region as a whole?
3. To what extent are the outputs, outcomes and objectives of this project/programme relevant to implementing the Sustainable Development Goals?

Efficiency
<i>Efficiency measures the outputs - qualitative and quantitative - in relation to the inputs.</i>
4. To what extent were the project activities carried out in a cost-efficient manner?
5. To what extent has the project's resources been managed in a transparent and accountable manner (including the implementation and monitoring of activities)?
Effectiveness
<i>Effectiveness is a measure of the extent to which an aid activity attains its objectives.</i>
6. To what extent did the project reach its overall and specific expected objectives and results?
Impact
<i>Impact is the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.</i>
7. To what extent was the project able to strengthen the capacity of the beneficiaries of the project to quantify, assess and analyse organized crime at the national and regional level?
8. To what extent did the project/programme contribute to the Sustainable Development Goals?
Sustainability
<i>Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.</i>
9. To what extent will the benefits generated through the projects be likely to be sustained after implementation of XEEZ84 has ended?
10. To what extent have the stakeholders and beneficiaries taken ownership of the results, activities and goals of the project? What have been the facilitating and hindering factors?
Partnerships and cooperation
<i>The evaluation assesses the partnerships and cooperation established during the project/ programme as well as their functioning and value.</i>
11. To what extent have the activities benefited from the expertise of and cooperation with other relevant international/regional and non-governmental organizations?
12. 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 SDGs?
Human rights, gender equality, and leaving no one behind
<i>The evaluation needs to assess the mainstreaming throughout the project/programme of human rights, gender equality, and the dignity of individuals, i.e. vulnerable groups.</i>
Human Rights
13. To what extent were human rights considerations included in the project design and implementation?
14. What measures have been taken during planning and implementation to ensure that human rights aspects were mainstreamed?
Gender Equality
15. To what extent were gender equality considerations included in the project design and implementation?
16. What measures have been taken during planning and implementation to ensure that gender aspects were mainstreamed?
Leaving no one behind (optional)
17. To what extent were under-represented and vulnerable groups included in the project design and implementation?

Lessons learned and best practices

Lessons learned concern the learning experiences and insights that were gained throughout the project/ programme.

18. What lessons can be learned from the implementation of the project?

VI. EVALUATION METHODOLOGY

The methods used to collect and analyse data

This evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR and the availability of stakeholders. In all cases, the evaluation team is expected to analyse all relevant information sources, such as reports, programme documents, thematic programmes, internal review reports, programme files, evaluation reports (if available), financial reports and any other documents that may provide further evidence for triangulation, on which their conclusions will be based. The evaluation team is also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation. While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties identified as the key stakeholders of the project/ programme, the Core Learning Partners (CLP).

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

In addition, the evaluation team will be asked to present a summarized methodology (including an evaluation matrix) in the Inception Report outlining the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards as well as the UNODC Evaluation Policy, Norms and Standards.

While the evaluation team shall fine-tune the methodology for the evaluation in an Inception Report, a mixed-methods approach of qualitative and quantitative methods is mandatory due to its appropriateness to ensure a gender-sensitive, inclusive methodology. Special attention shall be paid to an unbiased and objective approach and the triangulation of sources, methods, data, and theories. Indeed, information stemming from secondary sources will be cross-checked and triangulated through data retrieved from primary research methods. Primary data collection methods need to be gender-sensitive as well as inclusive.

The credibility of the data collection and analysis are key to the evaluation.

The limitations to the evaluation need to be identified and discussed by the evaluation team in the Inception Report, e.g. data constraints (such as missing baseline and monitoring data). Potential limitations as well as the chosen mitigating measures should be discussed.

When designing the evaluation data collection tools and instruments, the evaluation team needs to consider the analysis of certain relevant or innovative topics in the form of short case studies, analyses, etc. that would benefit the evaluation results.

The main elements of the evaluation process are the following:

- Desk review of all relevant project documentation, (Annex II of the evaluation TOR), as provided by the Project Manager and as further requested by the evaluation team, as well as relevant external documents (e.g. UNDAFs; SDGs; UN and global/regional strategies; etc.);

- discussions with the project manager to clarify initial questions about the project; additional desk review material and stakeholders if required;
- Preparation and submission of an Inception Report (containing an assessment of the desk review material, refined evaluation questions, data collection instruments, sampling strategy, limitations to the evaluation, and timetable). Submission through Unite Evaluations to IES for review. This may entail several rounds of review and comments by IES. IES's clearance of the final Inception Report is required at least one week before any field mission may take place;
 - Initial meetings and interviews with the Project Manager and other UNODC staff as well as stakeholders during the field mission;
 - Interviews (face-to-face or by telephone/skype), with key project stakeholders and beneficiaries, both individually and (as appropriate) in small groups/focus groups, as well as using surveys, questionnaires or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation (Travel to Albania, North Macedonia, Kosovo under UNSCR 1244 and Montenegro) (Skype interviews with stakeholders in Serbia, Bosnia and Herzegovina and Vienna);
 - Oral briefing of initial observations to internal stakeholders (if applicable).
 - Analysis of all available information;
 - Preparation of the draft evaluation report (based on Guidelines for Evaluation Report and Template Report to be found on the IES website <http://www.unodc.org/unodc/en/evaluation/index.html>). The lead evaluator submits the draft report through Unite Evaluations to IES for initial review. IES forwards the draft report to the Project Manager for a review of factual errors. The evaluation team considers comments by the Project Manager and submits a revised draft report through Unite Evaluations to IES for review. This may entail various rounds of comments by IES. Subsequently IES shares the revised draft report with all CLPs for comments.
 - Preparation of the final evaluation report and an Evaluation Brief (2-pager), including full proofreading and editing. The evaluation team incorporates the necessary and requested changes and finalizes the evaluation report in accordance with the feedback received from IES, the Project Manager and CLPs and submits through Unite Evaluations to IES for review. This may entail several rounds of comments by IES. It further includes a PowerPoint presentation on final evaluation findings and recommendations.
 - Presentation of final evaluation report with its findings and recommendations to the target audience, stakeholders etc. (in person or, if necessary, through Skype).
 - In conducting the evaluation, the UNODC and the UNEG Evaluation Norms and Standards are to be taken into account. All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IES website: <http://www.unodc.org/unodc/en/evaluation/index.html>.

The sources of data

The evaluation will utilize a mixture of primary and secondary sources of data. The primary sources include, among others, interviews with key stakeholders (face-to-face or by telephone), the use of surveys and questionnaires, field missions for case studies, focus group interviews, observation and other participatory techniques. Secondary data sources will include project documents and their revisions, progress and monitoring reports, external reports and strategies (e.g. UNDAFs; SDGs; country/regional/global strategies; etc.) and all other relevant documents, including visual information (e.g. eLearning, pictures, videos, etc.).

Desk Review

The evaluation team will perform a desk review of all existing documentation (please see the preliminary list of documents to be consulted in Annex II of the evaluation ToR). This list is however

not to be regarded as exhaustive as additional documentation may be requested by the evaluation team. The evaluation team needs to ensure that sufficient external documentation is used for the desk review.

Phone interviews / face-to-face consultations

The evaluation team will conduct phone interviews / face-to-face consultations with identified individuals from the following groups of stakeholders:

- National statistical offices in each of the beneficiaries of the project;
- Donor;
- Experts from the academia and civil society working on the project;
- UNODC management and staff at HQ and in the field;

Questionnaire

A questionnaire (on-line) is to be developed and used in order to help collect the views of additional stakeholders (e.g. trainees, counterparts, partners, etc.), if deemed appropriate.

VII. TIMEFRAME AND DELIVERABLES

<i>Duties</i>	<i>Time frame</i>	<i>Location</i>	<i>Deliverables</i>
Desk review and drafting of Inception Report; submission to IES.	21/02/2020 – 03/03/2020 (8 working days for lead evaluator)	Home base	Draft Inception report in line with UNODC evaluation norms and standards ¹⁶
Review of draft Inception Report by IES	04/03/2020 – 10/03/2020 (1 week)		Comments on the draft Inception Report to the evaluation team
Incorporation of comments from IES (can entail various rounds of comments from IES)	11/03/2020 – 26/03/2020 (3 w/d for lead evaluator + 4 w/d for expert advisor for review and substantive inputs on the thematic area) + 1 week IES review	Home base	Revised draft Inception Report
Deliverable A: Final Inception Report in line	By 26/03/2020 (overall 11 w/d		Final Inception report to be cleared by IES at least one

¹⁶ https://www.unodc.org/unodc/en/evaluation/normative-tools.html#Inception_Report

with UNODC evaluation norms, standards, guidelines and templates	for lead evaluator + 4 w/d for expert advisor)		week before the field mission can get started
Evaluation mission: briefing, interviews with staff at UNODC HQ/FO (by phone/skype); face-to-face interviews in the field; observation; focus groups; Oral briefing of initial observations (if applicable)	02/04/2020 – 13/04/2020 (8 w/d for lead evaluator)	Face-to-face interviews in Albania, North Macedonia, Kosovo under UNSCR 1244 and Montenegro/ and Skype interviews with stakeholders in Serbia, Bosnia and Herzegovina and Vienna.	Interviews and data collection
Drafting of the evaluation report; submission to IES for initial review;	14/04/2020 – 29/04/2020 (12 w/d for lead evaluator)	Home base	Draft evaluation report
Review of Project Management for factual errors	30/04/2020-07/05/2020 <i>(1 week for review)</i>		Comments on the draft evaluation report to the evaluation team
Consideration of comments from the project manager	08/05/2020 – 11/05/2020 (2 w/d for lead evaluator)	Home base	Revised draft evaluation report
Review of IES for quality assurance	12/05/2020 – 18/05/2020 <i>(1 week for review)</i>		
Incorporation of comments from IES (can entail various rounds of comments from IES)	19/05/2020 – 05/06/2020 (4 w/d for lead evaluator+ 4 w/d for expert advisor) + 1 week IES review	Home base	Revised draft evaluation report

Deliverable B: Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates	By 05/06/2020 (overall 26 w/d for lead evaluator and 4 for expert advisor)		Draft evaluation report, to be cleared by IES
IES to share draft evaluation report with Core Learning Partners for comments	08/06/2020 – 19/06/2020 (2 weeks)		Comments of CLPs on the draft report
Consideration of comments from Core Learning Partners and preparation of draft Evaluation Brief; submission to IES	22/06/2020 – 23/06/2020 (2 w/d for lead evaluator)	Home base	Revised draft evaluation report
Final review by IES; incorporation of comments and finalization of report and Evaluation Brief, including full proofreading and editing (can entail various rounds of comments from IES)	24/06/2020 – 03/07/2020 (3 w/d for lead evaluator) + 1 week IES review	Home base	Revised draft evaluation report; draft Evaluation Brief
Presentation of evaluation results to follow after project management has submitted management response (to be reviewed and cleared by IES before presentation)	Tentative: (1 w/d by 17/07 for lead evaluator)		Presentation of evaluation results
Deliverable C: Final evaluation report; presentation of evaluation results; Evaluation Brief (2-pager)	By 03/07/2020 (overall 6 w/d for lead evaluator)		Final evaluation report; Evaluation Brief and presentation of evaluation results, both to be cleared by IES
Project Management: Finalise Evaluation incl. Management Response Follow-up Plan in online evaluation application	By 10/07/2020		Management Response Final Evaluation Follow-up Plan To be cleared by IES

Project Management: Disseminate final evaluation report and Evaluation Brief	By 17/07/2020		Final evaluation report disseminated to internal and external stakeholders
IES: facilitate the external Evaluation Quality Assessment of the Final Report in 2021			

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

VIII. EVALUATION TEAM COMPOSITION

The evaluation team will report exclusively to the Chief or Deputy Chief of the UNODC Independent Evaluation Section.

Role	Number of consultants/ evaluators¹⁷ (national/international)	Specific expertise required¹⁸
Lead evaluator	1 (international consultant)	Evaluation methodology
Expert advisor	1 (international/regional consultant)	Organized crime and illicit trafficking

The independent evaluation will be conducted by 1 external, independent, internationally recognized lead evaluator hired for this specific purpose, supported by one expert advisor on organized crime and illicit trafficking.

Roles and responsibilities of each team member

The lead evaluator

¹⁷ Please note that an evaluation team needs to consist of at least 2 independent evaluators – at least one team leader and one team member.

¹⁸ Please add the specific technical expertise needed (e.g. expertise in anti-corruption; counter terrorism; etc.) – please note that at least one evaluation team member needs to have expertise in human rights and gender equality.

The lead evaluator will be responsible for the quality and timely submission of his/her specific deliverables, as specified below, interacting with the Independent Evaluation Section throughout the evaluation process. All products should be well written, inclusive and have a clear analysis process.

- Inception report, containing: assessment of the desk review materials, refined evaluation questions, data collection instruments (including surveys/questionnaires and interview guides), sampling strategy, evaluation matrix and limitations to the evaluation; in line with UNODC evaluation norms, standards, guidelines and templates; submission to IES through Unite Evaluations.
- Oral briefing of initial observations to internal stakeholders (if applicable).
- Draft evaluation report in line with UNODC evaluation norms, standards, guidelines and templates, including an analysis of the performance of the project to adequately address gender equality as well as human rights issues, with concrete findings, conclusions and recommendations; submission to IES through Unite Evaluations
- Revised draft report based on comments received from the various consultative processes (IES, Project Manager and CLPs).
- Final evaluation report and an Evaluation Brief, including full proofreading and editing, in line with UNODC evaluation norms, standards, guidelines and templates; submission to IES through Unite Evaluations.
- Final presentation of evaluation results to stakeholders.

The expert advisor

The expert advisor will provide advice and support to the lead evaluator to ensure the substantive quality assurance of the independent evaluation. The expert advisor will also provide overall substantive expertise in the area of organized crime and illicit trafficking, especially at the inception phase and draft evaluation report stage to ensure high quality products. The expert advisor will be responsible for the following tasks

- Provide independent substantive technical advice to the lead evaluator and the evaluation, in substantive matters related to organized crime and illicit trafficking,
- Provide advisory support and technical advice at the inception phase and draft evaluation report stage,
- Provide an independent and professional substantive assessment and inputs on the evaluation inception report and draft evaluation report

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

Absence of Conflict of Interest

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

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

IX. MANAGEMENT OF THE EVALUATION PROCESS

Roles and responsibilities of the Project/Programme Manager

The Project/Programme Manager is responsible for:

- managing the evaluation process
- drafting and finalizing the ToR,
- selecting Core Learning Partners (representing a balance of men, women and other marginalised groups) and informing them of their role in this evaluation process,
- recruiting the evaluation team following clearance by IES, ensuring issued contracts ahead of the start of the evaluation process in line with the cleared ToR. In case of any delay, IES and the evaluation team are to be immediately notified,
- providing desk review materials (including data and information on men, women and other marginalised groups) to the evaluation team including the full TOR,
- liaising with the Core Learning Partners,
- reviewing the draft report for factual errors only,
- developing a follow-up plan for the usage of the evaluation results and recording of the implementation of the evaluation recommendations (to be updated once per year),
- disseminate the final evaluation report and communicate evaluation results to relevant stakeholders as well as facilitate the presentation of evaluation results;
- ensure that all payments related to the evaluation are fulfilled within 5 working days after IES's request - non-compliance by Project/Programme Management may result in the decision to discontinue the evaluation by IES.

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

- All logistical arrangements for the travel (including travel details; DSA-payments; transportation; etc.)
- All logistical arrangement for the meetings/interviews/focus groups/etc., ensuring interview partners adequately represent men, women and other marginalised groups (including independent translator/interpreter if needed); set-up of interview schedules; arrangement of ad-hoc meetings as requested by the evaluation team; transportation from/to the interview venues; scheduling sufficient time for the interviews (around 45 minutes); ensuring that members of the evaluation team and the respective interviewees are present during the interviews; etc.)
- All logistical arrangements for the presentation of the evaluation results;
- Ensure timely payment of all fees/DSA/etc. (payments for the evaluation team must be released within 5 working days after the respective deliverable is cleared by IES).

Roles and responsibilities of the evaluation stakeholders

Members of the Core Learning Partnership (CLP) are identified by the project/programme managers. The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

Roles and responsibilities of the Independent Evaluation Section

The Independent Evaluation Section (IES) provides mandatory normative tools, guidelines and templates to be used in the evaluation process. Please find the respective tools on the IES web site <http://www.unodc.org/unodc/en/evaluation/evaluation.html>. Furthermore, IES provides guidance, quality assurance and evaluation expertise, as well as interacts with the project manager and the evaluation team throughout the evaluation process. IES may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation-process.

IES reviews, comments on and clears all steps and deliverables during the evaluation process: Terms of Reference; Selection of the evaluation team, Inception Report; Draft Evaluation Report; Final Evaluation Report and an Evaluation Brief; Evaluation Follow-up Plan. IES further publishes the final evaluation report and the Evaluation Brief on the UNODC website, as well as sends the final evaluation report to an external evaluation quality assurance provider. Moreover, IES may decide, in consultation with Project Management, to upgrade any Independent Project Evaluation to an In-Depth Evaluation considering e.g. an unforeseen higher involvement of IES staff in the evaluation process.

X. PAYMENT MODALITIES

The evaluation team will be issued consultancy contracts and paid in accordance with UNODC rules and regulations. The contracts are legally binding documents in which the evaluation team agrees to complete the deliverables by the set deadlines. Payment is correlated to deliverables and three instalments are typically foreseen:

1. The first payment upon clearance of the Inception Report (in line with UNODC evaluation norms, standards, guidelines and templates) by IES;
2. The second payment upon clearance of the Draft Evaluation Report (in line with UNODC norms, standards, evaluation guidelines and templates) by IES;
3. The third and final payment (i.e. the remainder of the fee) only after completion of the respective tasks receipt of the final report, Evaluation Brief (in line with UNODC evaluation norms, standards, guidelines and templates) and clearance by IES, as well as presentation of final evaluation findings and recommendations.

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

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

ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

Interview guides

First category “Implementers” - UNDOC staff: HQ and field staff:

Introduction:

The Independent Evaluation Section of United Nations Office on Drugs and Crime (UNODC) is in the process of undertaking a Final Independent Project Evaluation of UNODCs Project XEEZ84 – Action on Measuring and Assessing Organized Crime in the Western Balkans.

The aim of the evaluation is to evaluate the entire implementation of the project XEEZ84 and to establish whether and to what extent the project met the planned goals and objectives of its implementation. The evaluation is being carried out by a team of external independent evaluators: Mr. Enton Dimni and Mr. Engjell Likmeta.

Your views are very important to this evaluation. To this effect, the independent evaluation team would appreciate your assistance by answering the following questions during the Skype/phone call with Mr. Enton Dimni.

You are assured of complete confidentiality. You are not required to provide your name, title or organization when responding to the questions and such information provided will only be seen by the evaluation team. Your email address is only used to distribute the questions. The data will be reported only in an aggregated form and no individual will be identified.

For any question, please contact directly the lead evaluator Mr. Enton Dimni at his email address enton_d@yahoo.com

Thank you very much for your participation!

Interview guides:

All questions are relevant for the PMT whereas questions 1,2,10,14,15, and 18 are relevant for the UNODC staff

1. Where did the initiative to implement this project arise from?
2. How (if) were the institutions in the targeted jurisdictions consulted/involved in designing the activities? Were the UNODC Research Section and other thematic Sections/Departments involved in the design and/or in providing technical guidance and expertise during the implementation? Did the Research Section and other thematic Sections/Departments provide assistance in ensuring quality assurance of various outputs produced by the PMT and the experts engaged by the project?
3. Based on what criteria were these National Institutions selected as focal points?
4. Did the project conduct an assessment of the statistical offices' willingness and capacities to feed in the data depository, as well as their capacities and commitment to assess the quality of data provided by other law enforcement agencies?

5. On the other side, what are the capacities of other law agencies to share reliable data with the national focal points? Are they institutionally willing to do so? Has this been assessed and tested during the inception and the implementation?
6. Most importantly, how is the cooperation and flow of information/data between law agencies and the focal points regulated? Are there glitches in the way this cooperation and flow of data is regulated (officially and in practice) What factors are motivating/refraining a smooth and timely exchange of data?
7. Did all foreseen targeted institutions appoint their staff to attend in the project activities? With which institutions were the progress report shared?
8. Reference being made to the 2018 regional training in Montenegro-Result 4, did the project conduct pre and post training evaluation assessments? If so, what were the results?
9. For the same Result 4-how many capacity building training sessions did the project deliver, apart from the 2018 one in Montenegro?
10. With how many permanent missions in the neighbouring jurisdictions (and which) has the project coordinated? What about other similar and complementary UN and UNODC initiatives in the region and globally?
11. How was the Output “The Final Report” used and contributed to evidence-based making decisions? Which institutions was it shared with? And how? Was there a strategy for this purpose or all relied on the final conference?
12. What could have been done better and how?
13. What is the role of the National Technical Groups as concerns sustainability? Is this an ad-hoc group? Based on what framework and procedures is it operating? What measures (capacity building related) did the project undertake to collect and ensure that their capacities will be available for enduring the results?
14. What is the level of commitment and human resources capacities of national institutions to collect and feed the data depository?
15. What is the role of the Statistics Agencies, Ministries of Justices, Prosecutors Offices, Courts, Police, Anti-Money Laundering Agencies in providing data to the depository? Is this going to be done in a fragmented manner by each institution or the Statistic Agencies shall play a coordinative and leading role here by gathering data from each of the law enforcement agencies within a particular country and share with UNDOC?
16. Were any of the indicators of the project sex-disaggregated in the draft LMF? Are the indicators of the Framework sex-disaggregated? What was the approach used to address vulnerable groups issues in the implementation?
17. What is the ratio male/female among the staff of the beneficiary institutions involved in the activities, and how was this documented and reported in the draft final report?
18. What are UNDOC’s plans for follow-up and scalable interventions in the region? To what extent are the achievements of this project replicable and scalable in other regions/sub-regions in the world? What are some of the outputs, results, achievements that can be useful to be adopted and replicated in similar ongoing and planned interventions?

Second category “Donor”: EC PMs:

Introduction:

The Independent Evaluation Section of United Nations Office on Drugs and Crime (UNODC) is in the process of undertaking a Final Independent Project Evaluation of UNODCs Project XEEZ84 – Action on Measuring and Assessing Organized Crime in the Western Balkans.

The aim of the evaluation is to evaluate the entire implementation of the project XEEZ84 and to establish whether and to what extent the project met the planned goals and objectives of its implementation. The evaluation is being carried out by a team of external independent evaluators: Mr. Enton Dimni and Mr. Engjell Likmeta.

In quality of EC/EUD representative, your views are very important to this evaluation. To this effect, the independent evaluation team would appreciate your assistance by answering the following questions during the Skype/phone call with Mr. Enton Dimni.

You are assured of complete confidentiality. You are not required to provide your name, title or organization when responding to the questions and such information provided will only be seen by the evaluation team. Your email address is only used to distribute the questions. The data will be reported only in an aggregated form and no individual will be identified.

For any question, please contact directly the lead evaluator Mr. Enton Dimni at his email address enton_d@yahoo.com.

Thank you very much for your participation!

Interview guides:

1. To what extent do you consider this project to be addressing the Organised Crime-related issues raised in various EC Progress Reports?
2. Are there other EU-funded projects that have supported and/or are assisting the targeted beneficiaries for measuring and assessing Organised Crime data?
3. To your knowledge, has there been any kind of cooperation/liasing/sharing of info/data among these projects and this project?
4. Were there cases of overlapping among these projects? If not, any added value?
5. Did the project bring any concrete benefit as concerns Organised Crime data in Western Balkans? If so, can you please elaborate what these benefits are? What about shortcoming and/or negative effects? What could have been done better and by whom?
6. What are the major structural challenges faced by the Institute for Statistics, Ministries of Justice, Ministry of Interior as concerns gathering reliable Organised Crime data?
7. Does the EUD plan to provide new funds for upcoming projects as concerns Organised Crime - data? If so, where will they focus?

Third category “Beneficiaries”: Agencies for Statistics, Ministries of Justice and Internal Affairs, Judicial/Prosecutorial Councils, Anti-Money Laundering Agencies.

Introduction:

The Independent Evaluation Section of United Nations Office on Drugs and Crime (UNODC) is in the process of undertaking a Final Independent Project Evaluation of UNODCs Project XEEZ84 – Action on Measuring and Assessing Organized Crime in the Western Balkans.

The aim of the evaluation is to evaluate the entire implementation of the project XEEZ84 and to establish whether and to what extent the project met the planned goals and objectives of its implementation. The evaluation is being carried out by a team of external independent evaluators: Mr. Enton Dimni and Mr. Engjell Likmeta.

Your views are very important to this evaluation. To this effect, the independent evaluation team would appreciate your assistance by answering the following questions during the Skype/phone call with Mr. Enton Dimni-Lead Evaluator. *(*relevant for the Skype/Phone calls)*

Your views are very important to this evaluation. To this effect, the independent evaluation team would appreciate your assistance by responding to the open-ended questions below sent to you via email.

You are encouraged to elaborate as much as possible on each of them and kindly send the responses via email to Mr. Enton Dimni-Lead Evaluator at enton_d@yahoo.com within two weeks after receiving this email. *(*relevant for the interview guides via email)*

You are assured of complete confidentiality. You are not required to provide your name, title or organization when responding to the questions and such information provided will only be seen by the evaluation team. Your email address is only used to distribute the questions. The data will be reported only in an aggregated form and no individual will be identified.

For any question, please contact directly the Lead Evaluator Mr. Enton Dimni at his email address enton_d@yahoo.com.

Thank you very much for your participation!

1. Where did the initiative to implement this project arise from? If this was an UNDOC initiative, when was it presented to you? Do you think this project address your needs and policies? If so, which ones and how?
2. How were you and your institution involved in this project?
3. Did you and your institution participate in similar projects before and during the last three years? According to you, were there repetitive/overlapping activities among those projects and this one?
4. Do you think the level of involvement of your institution (and yours personally) in the activities was sufficient to enable you to benefit from the results? What could have been done more and better (if)?
5. How is the cooperation and flow of information/data between law agencies and the focal points regulated? Are there glitches in the way this cooperation and flow of data is regulated (officially and in practice) What factors are motivating/refraining a smooth and timely exchange of data?
6. Were there any direct and concrete benefit to your institution deriving from this project? If any, can you please list them, and provide details? Negative consequences?
7. From your perspective, is there any added value from the Statistical Framework and the list of indicators prepared by the project? If so, what is that? And what are your views about the data depository?
8. What are the current capacities of your institution to collect, analyse, and report Organised Crime related-data? What are the weaknesses of your Organised Crime data collecting system?
9. If EC were to support another Organised Crime-data related intervention where should it focus on?
10. If you and your institutions shall be involved in gathering and sharing Organised Crime-related data with the data depository in the future are there any measures in place to protect Human Rights (including but not limited to Personal Data Protection)? If so, can you please elaborate more on these measures?
11. What could have been done better during this project? How? And by Which stakeholder/institution?

ANNEX III. DESK REVIEW LIST

UNODC documents
Description of Action
UNODC Project Document+Logframe+Brochure
1st, 2nd, 3rd, and 4 th Semi-Annual Progress Reports, and January 2020 draft Final Report for XEEZ84 Project
“Profi” Annual Progress Reports 2016, 2017, 2018
Becici List for Evaluation
XEEZ84 Indicators May 2019
UNODC-IES_Independent_formative evaluation_IISG_WBCSCi_
Project revision (January 2019)
UNODC organigram+Mandate
UNODC brochure: UNODC and the Sustainable Development Goals
Guidance Note on Gender Mainstreaming in UNODC
UNODC evaluation guidelines, templates, handbook,
UNODC Inception Report Guidelines and Template
UNEG Norms and Standards for Evaluation
UNEG Ethical Guidelines for Evaluations
UNODC Strategic Framework for 2018-2019
Regional training reports and materials
List of participants of regional trainings
List of members of the National Technical Groups

Edlira Jorgagji-Assessment of OC data in Albania
EC Progress Reports Albania 2016, 2017, 2018, 2019
EC Progress Report Bosnia and Herzegovina 2016, 2017, 2018, and 2019.
EC Progress Report North Macedonia 2016, 2017, 2018, and 2019.
EC Progress Report Kosovo under UNSCR 1244 2016, 2017, 2018, and 2019.
EC Progress Report Montenegro 2016, 2017, 2018, and 2019.
EC Progress Report Serbia 2016, 2017, 2018, and 2019.
<p>Albanian legislation:</p> <ol style="list-style-type: none"> 1. Law No. 7905, dated 21.3.1995 “Criminal Procedure Code” 2. Law no. 7895, dated 27 January 1995 “Criminal Code” 3. Law No. 10 192, dated 3.12.2009 On preventing and striking at organised crime, trafficking corruption and other crimes through preventive measures against assets 4. Law no. 9917, dated 19.05.2008 “On the prevention of money laundering and financing of terrorism” 5. Law no. 97/2016 “On the organisation and functioning of the prosecution office” 6. Law no. 95/2016 “On the organization and functioning of institutions for combating corruption and organized crime” 7. Law no. 8678, dated 14.05.2001 “On the organization and functioning of the Ministry of Justice” 8. Law no. 17/2008 “On official statistics”
<p>Kosovo under UNSCR 1244</p> <ol style="list-style-type: none"> 1. "Strategy on combatting OC and action plan 2012-2017" 2. "Law no. 03/L-0225" on "prosecutor" 3. "Law no. 04/L-015 on witness protection" 4. "Law no. 06/L-056 On the Kosovo Prosecutorial Council" 5. "Code No. 06/L-074" in 2019 6. "Code no. 04/L- 123" “Criminal Procedure Code”
<p>Serbia</p> <ol style="list-style-type: none"> 1. The Criminal Procedure Code 2. Law on organisation and jurisdiction of government authorities in suppression of OC, corruption and other severe criminal offences. 3. Misdemeanor Law 4. Law on Statistics
<p>Bosnia and Herzegovina:</p> <ol style="list-style-type: none"> 1. Law on the Anti- Corruption Agency 2. Law on the liability of legal entities for criminal offences 3. Law on the State Prosecutorial Council 4. Official Statistics Law
<p>North Macedonia:</p> <ol style="list-style-type: none"> 1. Law on Courts 2. Criminal Code 3. Law on Statistics

ANNEX IV. STAKEHOLDERS CONTACTED DURING THE EVALUATION

<i>Number of interviewees</i>	<i>Organisation</i>	<i>Type of stakeholder</i>	<i>Sex disaggregated data</i>	<i>Country/ territory</i>
12	UNDOC	Implementer	Male:3 Female: 9	Austria (6); Belgium (1);Italy (1); Albania (1); Bosnia and Herzegovina (1); North Macedonia (1);Serbia (1)
4	EC/EUD	Donor	Male: 2 Female: 2	Belgium (1); Albania (1); Kosovo under UNSCR 1244 (1); Montenegro (1);
17	Ministries, Agencies/Institutes for Statistics, Prosecution Offices, Police	Target groups	Male: 6 Female: 11	Albania (3); Bosnia and Herzegovina (6); Kosovo under UNSCR 1244 (3); Montenegro (2);North Macedonia (1);Serbia (2)
Total:	UNDOC EC/EUD Beneficiary		Male:11 Female:22	

Annex V. List of Evaluation Questions

The Evaluation team has slightly revised some of the EQs in order to make them more relevant to the purpose of this evaluation. The revised EQs with changes marked in red are listed in the third column of the table below. Furthermore, the table lists the data collection instruments and sources for each EQ.

Evaluation criteria	Evaluation Question	Changes in the EQs	Indicators/sub questions to respond to each EQ	Collection methods and sources
Design	1.To what extent did the project outputs build on each other in a comprehensive and coherent way?	No change	Horizontal and vertical aspects of the intervention logic, clear linkage and logical coherence among Outcomes-Outputs-Activities, Risks/Assumptions assessments and mitigation plans. Is the intervention adapted to the human and financial capacities of the targeted institutions? Is the choice of method of implementation proved to be appropriate?	Desk review DoA, Project Revision Document, Country Situation Reports
Relevance	2.To what extent were the project objectives and outputs aligned to the issues faced by the key stakeholders in the respective jurisdictions and the region as a whole?	To what extent were the objectives and outputs aligned to the issues faced by the key stakeholders, and the national statistic strategies in the respective jurisdictions and the region as a whole?	Alignment of the design and goals with EU accession priorities, the goals of the national <i>Strategies for</i> Statistical Systems, the recommendations of the EC Progress Reports, and with national OC-related policies. Nr of national policies which provide conducive environment for implementing the activities.	Desk review; KIs with Statistical Agencies and EUDs PMS. DoA, Project Revision Document, Country Situation Reports, <i>Strategies for</i> Statistical Systems, EC Progress Reports.

	3.To what extent are the outputs, outcomes and objectives of this project/programme relevant to implementing the SDGs?	No change	Level of coherence of foreseen outputs with SDG 16.	Desk Review, Project Reports
Efficiency	4.To what extent were the project activities carried out in a cost-efficient manner?	To what extent were the project activities carried out in a cost-efficient manner; if there were delays, how did they affect the timely implementation and were the mitigation measures effective?	Were implementation mechanisms appropriate to achieve outputs and contribute to outcomes? Did the intervention encounter delays, what were the reasons and was the planning revised accordingly?	Desk Review; KII-UNDOC PM, Field, and CLPs
	5.To what extent has the project's resources been managed in a transparent and accountable manner (including the implementation and monitoring of activities)?	No change	Availability of adequate internal monitoring system. Adequateness of inputs / resources provided by stakeholders for achieving the results?	Desk Review; KII-UNDOC PM, Field staff, and CLPs
Effectiveness	6.To what extent did the project reach its overall and specific expected objectives and results?	To what extent did the project reach its overall and specific objectives and results and influence the jurisdictions' policies as concern quantification of OC-data?	Nr of outputs produced vis a vis nr of outputs foreseen in the UNODC Project Document. Nr of indicators' targets achieved vis a vis nr of targets missed. Are the outputs being achieved with the expected quality?	Desk Review; Draft Final Report; KIIs-UNDOC PM, Field, EUDs PMs, and CLPs; Questionnaires with non CLPs.
Impact	7.To what extent was the project able to strengthen the capacity of the beneficiaries of the	To what extent was the project able to strengthen the capacity of the beneficiaries, and	Nr of capacity building activities implemented by the project.	Draft final report KIIs-UNDOC PM, Field, EUDs PMs, and

	project to quantify, assess and analyse organized crime at the national and regional level?	especially the Institutes/Agencies of Statistics to quantify, assess and analyse OC at the national level, and were there any unintended positive or negative effects?	Nr of beneficiary institutions from each country attending capacity building events organized by the project. Nr of CLP/non-CLP staff attending these events. Availability of pre-post training evaluation forms. Analysis of pre-post training evaluation data. Were the negative effects considered for possible (risk) mitigation?	CLPs; Questionnaires with non CLPs
	8.To what extent did the project/programme contribute to the Sustainable Development Goals?	No change	Level of coherence of produced outputs with SDG 16.	Desk Review Draft Final Report
Sustainability	9.To what extent will the benefits generated through the projects be likely to be sustained after implementation of XEEZ84 has ended?	No change	Level of national institutions' necessary capacities to ensure the continued flow of benefits: a) institutional, b) human and c) financial.	KIIs-UNDOC PM, Field, and CLPs; Questionnaires with non CLPs.
	10.To what extent have the stakeholders and beneficiaries taken ownership of the results, activities and goals of the project? What have been the facilitating and hindering factors?	To what extent have the stakeholders and beneficiaries, especially the Institutes for Statistics and Ministries of Justice taken ownership of the results, activities and goals of the project? What have been the facilitating and hindering factors, and do all beneficiaries have sufficient dedicated staff, technical capacities, and financial means	All institutions have appointed at least one staff with sufficient skills and responsibilities to collect and upload data in the depository database.	KIIs-UNDOC PM, Field, and CLPs; Questionnaires with non CLPs

		to collect, analyse, and reports OC-related data in the future?		
Partnerships and cooperation	11.To what extent have the activities benefited from the expertise of and cooperation with other relevant international/regional and non-governmental organizations?	To what extent have the activities benefited from the expertise of and cooperation with other relevant international/regional and non-governmental organizations, as well as with IPA projects and other UN organisations-implemented interventions?	Number of similar previous and ongoing interventions funded by EU and other donors.	Desk review Project Reports EUDs PMs CLPs
	12.To what extent is the project/programme cooperating with other potential partners to contribute to the achievement of the SDGs?	No change	Clear linkage and reference of the outcomes/outputs with other partners' actions towards SDGs	Desk review, Project Reports, KIIs with EUDs PMs, and CLPs.
Human Rights	13.To what extent were human rights considerations included in the project design and implementation?	No change	Extent to which the results are inclusive i.e. ensuring the fair distribution of effects across different groups.	Desk review Project Reports
	14.What measures were taken during planning and implementation to ensure that human rights aspects were mainstreamed?	What measures were taken during planning and implementation to ensure that human rights aspects were mainstreamed (including but not limited to data protection during the		Desk review Project Reports

		process of OC-data collection)?		
Gender Equality	15.To what extent were gender equality considerations included in the project design and implementation?	No change	Assessment of gender aspects with OECD Gender Policy Marker	Desk review Project Reports
	16.What measures were taken during planning implementation to ensure gender aspects were mainstreamed?	No change	Assessment of gender aspects with OECD Gender Policy Marker	Desk review Project Reports
Lessons learnt	17.What lessons can be learned from the implementation of the project?	No change	Nr and description of best practices, key challenges and most efficient mitigation measures applied.	Desk review, Project Reports, KIIs-UNDOC PM, Field, and CLPs; Questionnaires with non CLPs