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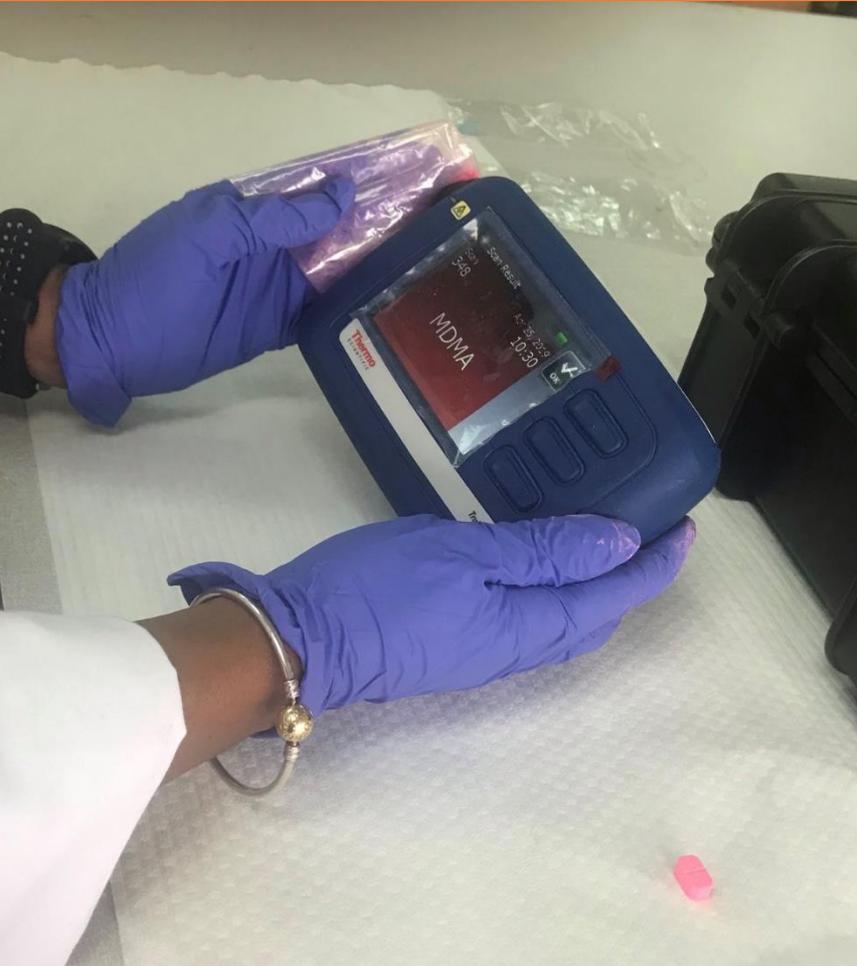
Independent Evaluation Section



MID-TERM INDEPENDENT PROJECT EVALUATION (Pilot)
**GLOBAL SYNTHETIC MONITORING: ANALYSES,
REPORTING AND TREND PROGRAMME
(LATIN AMERICA AND THE CARIBBEAN
SEGMENT)**

GLOJ88

February 2022



This independent evaluation report was prepared by an evaluation team consisting of Mr. James Newkirk, evaluation expert, and Mr. Marvin Salas, substantive expert. The Independent Evaluation Section (IES) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects.

The Independent Evaluation Section of the United Nations Office on Drugs and Crime can be contacted at:

United Nations Office on Drugs and Crime
Vienna International Centre
P.O. Box 500
1400 Vienna, Austria
Telephone: (+43-1) 26060-0
Email: unodc-ies@un.org
Website: www.unodc.org/evaluation

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This publication has not been formally edited.

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ABBREVIATIONS AND ACRONYMS

Abbreviation or Acronym	Full name/word	Abbreviation or Acronym	Full name/word
ACCBP	Anti-Crime Capacity Building Programme (Canada)	INL	Bureau of International Narcotics and Law Enforcement (USA)
ATS	Amphetamine-type stimulants	LAC	Latin America and the Caribbean
CICAD	Inter-American Drug Abuse Control Commission (CICAD) of the Organisation of American States	MS	UN Member States
CLP	Core Learning Partner	NPS	New Psychoactive Substances
CND	Commission on Narcotic Drugs	Prodocs	Project design documents
ECOSOC	Economic and Social Council	PSC	Programme-support Costs
EWA	UNODC's Early Warning Advisory on NPS	TruNarc	The hand-held, drug detection units provided by the project.
EWS	Early Warning System	UNGASS	Special Session of the United Nations General Assembly in 1998
Global SMART	Global Synthetics Monitoring: Analyses, Reporting and Trends Programme		

MANAGEMENT RESPONSE

All recommendations are directed to: Laboratory and Scientific Service/Division of Policy Analysis and Public Affairs (LSS/DPA), Global SMART Programme, UNODC HQ, Vienna; Regional Section for Latin America and the Caribbean, UNODC HQ, Vienna; and Regional Office for Central America and the Caribbean (ROPAN), Panama.

Recommendations ¹	Management Response ²
<p>RECOMMENDATION 1 – NUMBER OF TRUNARC UNITS</p> <p>Funding to be sought for a larger group of agencies to receive TruNarc units.</p>	Accepted
<p>RECOMMENDATION 2 – FUTURE DIRECTION OF TRAINING</p> <p>At the earliest stage, training to be started again in a face-to-face approach.</p>	Accepted
<p>RECOMMENDATION 3 – NEW AND EXPANDED TRAINING TOPICS</p> <p>The content and duration of training sessions to be extended.</p>	<p>Partially accepted:</p> <p>Several trainings conducted by SMART are in collaboration with the Global Forensic and Scientific Support Programme, which is another programme being implemented by LSS, and the regional partners. SMART does not have control over their training content and duration of training sessions.</p>
<p>RECOMMENDATION 4 – WORK FORUMS AND INFORMATION EXCHANGE</p> <p>Particular emphasis to be placed on work forums and information exchange.</p>	Accepted
<p>RECOMMENDATION 5 – REGISTER OF LEGISLATION</p> <p>Include in the EWA, or similar resource, relevant information on legislation and policy frameworks</p>	Accepted

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

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

Recommendations ¹	Management Response ²
<p>RECOMMENDATION 6 - COLLABORATION</p> <p>Increase focus on encouraging and promoting national and regional collaboration.</p>	<p>Accepted</p>
<p>RECOMMENDATION 7 – CAPACITY WITHIN FORENSIC LABORATORIES</p> <p>Increase collaboration with UNODC Global Forensic Support Programme, leveraging expertise to enhance the capacity of forensic laboratories in the LAC region.</p>	<p>Accepted</p>

INTRODUCTION

PROJECT DESCRIPTION AND OBJECTIVES

The Global SMART Programme fits within UNODC's Thematic Area 1: Addressing and Countering the World Drug Problem. The programme is intended to enhance the capacity of Member States (MS) and authorities in priority regions to generate, manage, analyse, and report synthetic drug information and to apply the knowledge to the design of policy and programme interventions.³ The programme is focused on improving the quality and quantity of available information through improving information sources and by strengthening both capacity and networks. In Latin America and the Caribbean (LAC) the programme is funded through Global Affairs Canada and its Anti-Crime Capacity Building Programme (ACCBP) and the United States' Bureau of International Narcotics and Law Enforcement (INL).

The Global SMART programme in LAC was developed in consultation with Inter-American Drug Abuse Control Commission (CICAD) of the Organization of American States. The programme builds on prior work done in LAC to increase capacity related to information development and gathering, with increased focus on synthetic drugs, including NPS.⁴ The programme is also framed to deliver Pillar 5 of UNODC's Opioid Strategy (Phase II) - Strengthening National and International Counternarcotic Capacity: Strengthened capacity of border control to detect and identify synthetic drugs.⁵

PURPOSE, SCOPE AND METHODOLOGY OF EVALUATION

The purpose of the evaluation was to 'refine the regional approach of the project, better understand clients' needs and the impact of the current activities, determine focus areas for future activities as well as continuing relevance.'⁶ The evaluation scope covers the period 1 January 2018 through 31 March 2021 and includes funding provided by the Canadian Anti-Crime Capacity Building Programme and the US Government's INL programme. The evaluation is to be used by programme management, stakeholders, beneficiaries and donors.

The evaluation methodology included the development of an analytical framework based on the evaluation questions proposed in the Terms of Reference and refined during the inception phase. Using this framework, a detailed review of all project documentation was undertaken. This, together with the evaluation's main methodology of qualitative field research with key stakeholders, provided the main research components of the work of the evaluation team. A total of 38 stakeholders were interviewed, including programme staff, donor representatives, partner organisations and Member State beneficiaries. Evidence from this field research was then analysed against the agreed framework – synthesised findings and subsequent conclusions and recommendations form the core of this report.

The evaluation team was composed of an Evaluation Expert and a Substantive Forensic Expert. This Independent Project Evaluation was further a pilot for adapted evaluation processes at UNODC under the supervision of the Independent Evaluation Section.

FINDINGS AND CONCLUSIONS

RELEVANCE

The project is clearly relevant to Member States – they gain knowledge of NPS and synthetic drugs and access to up-to-date information through the Early Warning Advisory. Because of this improved knowledge, and as

³ GLOJ88 ProDoc 25 August 2008. UNODC.

⁴ ACCBP Project Proposal. UNODC.

⁵ Implementing the UNODC Opioid Strategy – Phase II. UNODC.

⁶ Evaluation Terms of Reference. UNODC

a result of their use of the TruNarc⁷ devices, they demonstrate improvements in their practice in detecting and identifying NPS and synthetic drugs. This improved practice enables Member States to be better prepared at border crossings to address the threats appearing through these substances.

COHERENCE

SMART in the LAC region programme is coherent with international mandates and programmes, other regional programmes such as CICAD and its drug observatories, the programmes and priorities of key donors and the priorities of Member States in relation to existing drug threats. Alignment with CICAD is of value to both organisations and contributes to the relevance and effectiveness of the Global SMART project's activities in the LAC region.

EFFICIENCY

The project has been efficient in its delivery of the TruNarc devices, and in the related training in use of the devices. The project dealt well with the complexities thrown up by the Covid-19 pandemic, although effectiveness of training has suffered to an extent because of the pandemic. The effectiveness of the training is also affected by staff turnover in Member States, mostly within law enforcement. Communication with donors on all aspects of device delivery and training, as well as larger issues, was effective and professional.

EFFECTIVENESS

Project effectiveness is most visible in three areas:

- Improved awareness and knowledge of the threats posed by NPS and synthetic drugs, including increased access to up-to-date information and how to access this information.
- Improved practice in detecting and identifying these threats through the effective use of provided equipment and the sharing, nationally and internationally, of the data that comes from the use of the equipment.
- Improved collaboration, between law enforcement agencies, with laboratories and within international discussions, although this is also the area needing the most work going forward as it has been negatively impacted by constraints imposed by the Covid-19 pandemic and by national constraints in this area.

IMPACT

There is little evidence of impact to date although there is potential with more emphasis on national collaboration in the use of the devices, more emphasis on international collaboration and in the sharing of data and a strategically defined collaboration with CICAD, particularly in relation to early warning systems.

HUMAN RIGHTS, GENDER EQUALITY, DISABILITY INCLUSION AND LEAVING NO ONE BEHIND

Global SMART took a conscientious, detailed look at how it could focus on leaving no one behind, and particularly gender equality, in its design, implementation and reporting.

MAIN RECOMMENDATIONS

Seven actionable recommendations have been formulated and the four main ones are included below. All seven are included in the Management Response and the main body of the report.

All recommendations are directed to: Laboratory and Scientific Service/Division of Policy Analysis and Public Affairs (LSS/DPA), Global SMART Programme, UNODC HQ, Vienna; Regional Section for Latin America and the Caribbean, UNODC HQ, Vienna; and Regional Office for Central America and the Caribbean (ROPAN), Panama.

⁷ The device being provided by the Project is described here: <https://www.thermofisher.com/order/catalog/product/TRUNARC>

FUNDING TO BE SOUGHT FOR A LARGER GROUP OF AGENCIES TO RECEIVE TRUNARC UNITS

The provision of field analysis equipment has fulfilled the purpose of demonstrating its usefulness, demonstrating the existence of NPS in recipient countries. It has, at the same time, generated a need for a greater number of units per country that must also consider the requirements according to institutions, their functionality and duties according to the law by which they were created. A complete assessment of institution, locations, need should be undertaken to determine the overall need and a plan be developed for fulfilment of this need over a reasonable period.

PARTICULAR EMPHASIS TO BE PLACED ON WORK FORUMS AND INFORMATION EXCHANGE

UNODC should promote the development of work forums and information exchange for the specialty areas of forensic sciences related to the analysis of synthetic drugs and associated toxicology. These forums, national and international, can improve data exchange, learning among practitioners and regional collaboration. The forums could include a focus on specialities (police investigations, customs, post, laboratories) to exchange experience and information.

INCLUDE IN THE EWA, OR SIMILAR RESOURCE, RELEVANT INFORMATION ON LEGISLATION AND POLICY FRAMEWORKS

Member States would benefit from access to up-to-date information on and *assistance in the application of* reference standards for the effective judicial work of forensic and health laboratories, particularly in relation to accreditation, admissibility of evidence and quality management systems; legislation required to combat drug trafficking and consumption. Assistance with updating of lists of NPS and precursors is also recommended.

INCREASE FOCUS ON ENCOURAGING AND PROMOTING NATIONAL AND REGIONAL COLLABORATION

Several activities have the potential for significant, visible strengthening of the results of the project, notably in increasing the effectiveness of information sharing and a related improvement in the detection and identification of NPS across the region.

LESSONS LEARNED AND GOOD PRACTICE

NPS are a new phenomenon in the region but are not a completely new situation/ issue – they are a variation on the classic drug problems exemplified by marijuana and cocaine. In this sense, the necessary focus remains on the processes of detection and control. Development of Global SMART processes, and stakeholder commitment to these processes, are best defined within this framework.

NPS are not solely a problem of border control/ law enforcement but also an issue of public health, with a particular prevalence among the younger members of the population.

The conscientious, facilitated and detailed approach and planning the SMART programme took to ensuring a gender equality approach in its work can be considered good practice and is worth emulating.

BACKGROUND AND CONTEXT

OVERALL CONCEPT AND DESIGN

The Global SMART Programme fits within UNODC's Thematic Area 1: Addressing and Countering the World Drug Problem. The programme is intended to enhance the capacity of Member States (MS) and authorities in priority regions to generate, manage, analyse, and report synthetic drug information and to apply the knowledge to the design of policy and programme interventions.⁸ The programme is focused on improving the quality and quantity of available information through improving information sources and by strengthening both capacity and networks within law enforcement and forensic laboratories in the region. In Latin America and the Caribbean (LAC) the programme is funded through Global Affairs Canada and its Anti-Crime Capacity Building Programme (ACCBP) and the United States' Bureau of International Narcotics and Law Enforcement (INL).

CONTEXT

The Global SMART programme in LAC was developed in consultation with Inter-American Drug Abuse Control Commission (CICAD) of the Organization of American States. The programme builds on prior work done in LAC to increase capacity related to information development and gathering, with increased focus on synthetic drugs, including NPS.⁹ The programme is also framed to deliver Pillar 5 of UNODC's Opioid Strategy (Phase II) - Strengthening National and International Counternarcotic Capacity: Strengthened capacity of border control to detect and identify synthetic drugs.¹⁰

PURPOSE AND SCOPE

The purpose of the evaluation, per the Terms of Reference, is to 'refine the regional approach of the project, better understand clients' needs and the impact of the current activities, determine focus areas for future activities as well as continuing relevance.'¹¹ The evaluation is to be used by programme management, stakeholders, beneficiaries and donors. The evaluation scope covers the period 1 January 2018 through 31 March 2021 for the LAC segment. The total budget of USD \$2,594,239, which is a conversion of the ACCBP funds of CAD \$3,035,436.45 including project support costs (PSC) and one component of Pillar 5 of the INL-funded UNODC Opioid proposal, with funding of USD \$190,970 including PSC.

THE COMPOSITION OF THE EVALUATION TEAM

James Newkirk	Lead evaluator	Jim has worked in development for over 40 years, the past 14 years focused on result-based management and evaluation processes for international organisations.
Marvin Salas	Evaluator – Subject Matter Expert	Marvin was Director of the Forensic Lab in Costa Rica and President of the Ibero-American Academy of Forensic Science (AICEF), member of the Scientific Forensic Panel of Experts for the United Nations Office on Drugs and Crime, invited member of the Forensic Expert Panel for the International Court of Justice and invited international lecturer.

⁸ GLOJ88 Prodoc 25 August 2008. UNODC.

⁹ ACCBP Project Proposal. UNODC.

¹⁰ Implementing the UNODC Opioid Strategy – Phase II. UNODC.

¹¹ Evaluation Terms of Reference. UNODC

EVALUATION METHODOLOGY

All provided project documentation (ProDocs and reports) (see Annex III – Desk Review List) have been analysed. These documents provide context, history and programme design and implementation detail and ensure triangulation of data with the qualitative and quantitative material from interviews and the survey.

The main focus of evaluation research is the qualitative component of enquiry, i.e. the semi-structured interviews undertaken with stakeholders. This included interviews with indicated CLPs, as well as all project engaged UNODC staff and a selection of beneficiary stakeholders/ recipients. A total of 38 stakeholders were interviewed (see Annex IV – Stakeholders Contacted During the Evaluation). All recipient training participants were asked to complete a survey. 52 training participants were invited to complete the survey which was provided in both Spanish (34 invitees) and English (18 invitees). A total of 7 responses were received. (See Annex IV – Stakeholders Contacted During the Evaluation)

Special attention was paid to an unbiased and objective approach and the triangulation of sources, methods, data, and theories. Of the four basic types of triangulation:¹² data, investigator, theory and methodology, this evaluation made use of data triangulation, investigator triangulation and methodological triangulation.

The evaluation team is aware of providing its analysis in a report that is tailored to stakeholder needs and written in a succinct and clear style. The evaluation team’s focus has been on providing a report that is of use to stakeholders and that conveys its analysis transparently.

The evaluation took a cross-cutting approach to human rights and gender equality and looked both process-wise (how these were mainstreamed in programming) and result-wise (the extend of achieved results in these areas).

The evaluation team framed its ethical approach around the UNEG’s Ethical Guidelines for Evaluation. In summary, the team maintained a focus in four key areas of integrity, accountability, respect and beneficence.

This Independent Project Evaluation was further a pilot for adapted evaluation processes at UNODC under the supervision of the Independent Evaluation Section.

The evaluation also piloted the UNODC Evaluator Toolkit. The Toolkit provides an overview of UNODC and its five thematic areas of work, connects these to the overarching goals and priorities of the United Nations and links this to the international conventions and rules relevant to UNODC’s mandate. The Toolkit then introduces the evaluation function within UNODC, including how evaluation contributes to good practice, including addressing ethical frameworks in evaluation. The Toolkit then details the design of an evaluation process, focused on theories of change and evaluation matrices and looks in detail at appropriate methods and tools for evaluating UNODC initiatives. The Toolkit then provides advice and comment on evaluation in complex environments, including fragile contexts, conflict-sensitivity analysis, dealing with limited data and addressing the challenges of language. This section specifically addresses a risk management plan. The Toolkit then provides guidance on the drafting of an evaluation report, emphasising the link from findings to conclusions to recommendations and lessons learned, while emphasising utility (usefulness) for the users of the evaluation. The toolkit also provides references to useful external resources. A report on the piloting of the Toolkit is provided separately.

LIMITATIONS TO THE EVALUATION

Limitations to the evaluation	Mitigation measures, as applicable
The evaluation took an all-online/ remote data collection approach due to the global health crisis. This had risks and	The team was particularly vigilant in monitoring these complexities and issues and undertook a detailed preparation for the primary data collection and clear communication with

¹² Denzin, N. (2006). *Sociological Methods: A Sourcebook*. Aldine Transaction. (5th edition).

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<p>complexities, linked to ensuring the willingness and availability of the stakeholders to participate in data collection activities and a lack of access to work environments (no observation).</p>	<p>interview partners to ensure proper execution of the evaluation.</p>
<p>Difficulty in ensuring an effective gender balance in stakeholder representation and data.</p>	<p>The key stakeholders of the evaluation self-select based on their current role in the project. The team maintained a high awareness of gender equality priorities throughout the evaluation, as is visible in the report.</p>
<p>The online survey had a poor response rate.</p>	<p>It was anticipated during the inception phase that this might happen, due to mobility within the services (law enforcement in particular). The evaluation plan included having qualitative enquiry address the same areas as the survey to ensure data was available.</p>

II. EVALUATION FINDINGS

RELEVANCE

EVALUATION QUESTIONS:

EQ1: To what extent has the project been relevant to stakeholder needs and priorities?

The project has a targeted scope – identifying synthetic drugs and precursors and addressing the challenges posed by synthetic drugs. This work is done with partners including international agencies, national law enforcement, including Customs, and national forensics laboratories. The evaluation found a project of high relevance that is meeting the needs and priorities of stakeholders. The project intends specifically to assist Governments in generating and analysing data on amphetamine-type stimulants (ATS) and new psychoactive substances (NPS). According to programme reporting, the programme strengthens online data-sharing mechanisms and provides training to priority countries on how to improve data generation and chemical analysis of synthetic drugs.¹³ The project also intends to assist with improving the quality and quantity of information available at a national level ‘by mapping national information sources and networks and strategically enhancing the capacity of counterpart authorities through technical support, training, and the provision of infrastructure.’¹⁴ The programme was ‘developed in consultation with the Inter-American Drug Abuse Control Commission (CICAD) of the Organization of American States and are designed to build on the comparative advantages of the parties and avoid duplication of efforts.’¹⁵ The proposal to the ACCBP provides some detail on the relevance of work related to NPS and the abuse of synthetic drugs since the late 1990s. As noted, compared to ‘plant-based drugs such as heroin and cocaine, the situation with synthetic drugs is much more complex: their manufacture is not geographically constrained being non-dependent of the cultivation of a plant raw material and manufacture can occur anywhere and emerge quickly in previously unaffected areas.’¹⁶

Knowledge and practice

The evaluation’s enquiry confirmed this relevance. One aspect of this, also visible in the section on effectiveness, is improved reporting on NPS across the Latin America/ Caribbean (LAC) region. This improved reporting comes from three areas of project focus, areas which will be visible throughout this report: *improved awareness and knowledge*, *improved practice*, and *improved practice in the form of collaboration*. The improved reporting is a result of the provided equipment and training, SMART’s focus on information sharing (newsletters for example), and the work being done in improving communication and collaboration.

While the direct processes of detection and identification are particularly relevant, improved collaboration (national and international) is also contributing to the fundamental relevance of the provided units and related training. The effective partnership with CICAD, indicated above and confirmed as a ‘partnership’ during field research, is one example of this collaboration and its contribution to the relevance of the programme. This collaboration and partnership extend more widely to interactions between countries and to improvements in collaboration between forensics labs and law enforcement (notably Police and Customs) in many countries who participate in the programme. There has been a shift over the recent past to collaboration as opposed to competition between agencies – the evaluation found that SMART contributed to this change, particularly in assisting to bring national laboratories into an international system. This joint work and improved communication contribute to improved reporting on NPS across the region. In terms of collaboration, there is the noted partnership and effectiveness in the sharing of work with CICAD.

¹³ Semi-annual 2020 – Progress Report for GLOJ88. UNODC.

¹⁴ Global SMART Prodoc. 2008.

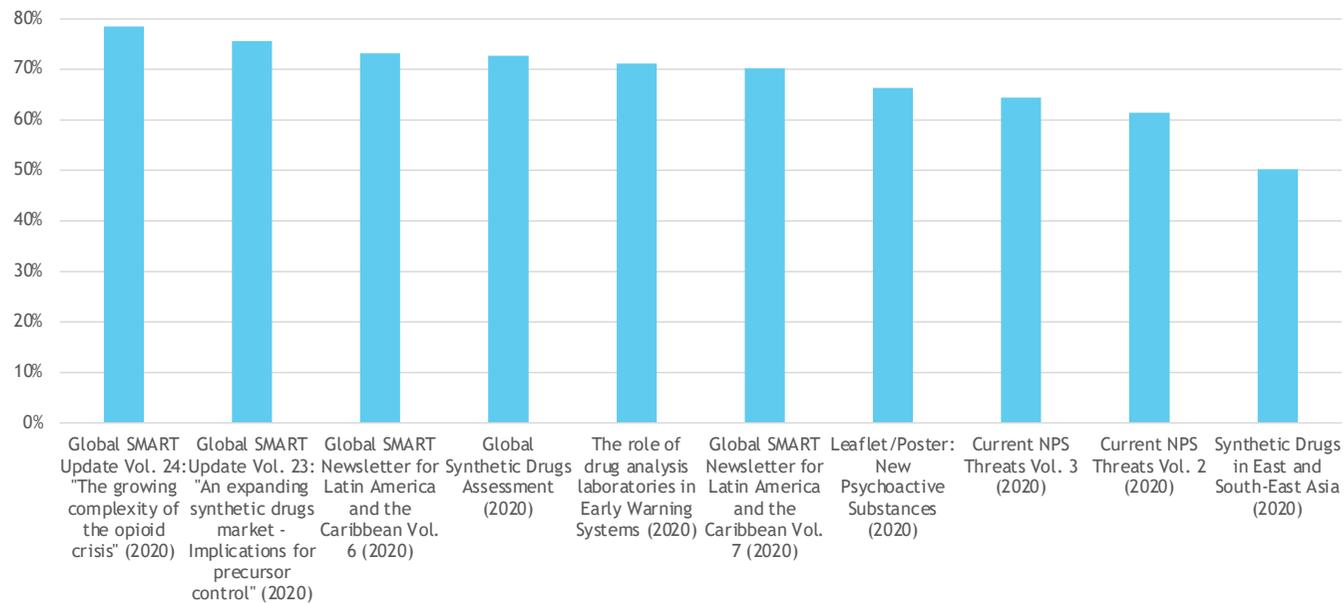
¹⁵ GAC Capacity Building Programs (IDC) Project Proposal and Approval Document. ACCBP. August 2017.

¹⁶ Ibid, page 3.

Relevance of SMART's publications in these areas – their importance to knowledge and awareness, is visible in survey responses from UNODC's survey on Global SMART publications.

Figure 1 - Survey on Global SMART publications.

Usefulness Ratings (% of respondents answering 'Excellent' or 'Good')



Early Warning Systems (EWS)

A second area of noted relevance is the ongoing development of early warning systems (both national systems and use of UNODC's Early Warning Advisory¹⁷). For beneficiaries, whether national forensic labs, law enforcement, Customs or national health agencies, a relevant and important component of their engagement with Global SMART is related to the importance of early warning (of what drug threats there are in their jurisdiction), their development of their own national early warning systems, and their involvement in international early warning activities/ initiatives. These are separate but linked, and for some beneficiaries not necessarily separate. Beneficiaries see the importance of early warning systems, although this varies depending on the specific country. The evaluation found use of the Early Warning Advisory (EWA), as a website that is accessed, and of the related newsletters. The evaluation also found beneficiaries having detailed discussions on the early warning systems (EWS) they are establishing and making operational, in collaboration with the Inter-American Observatory on Drugs (OID) of CICAD. They do not necessarily separate the EWA and development of an EWS – they recognise the relevance of detailed information on NPS provided through the EWA. They also recognise a link between the devices, related training, their developing knowledge about NPS (generally and in their jurisdictions), collaboration across agencies and the development of their EWS – there is a clear understanding that these components are linked.

Legislation and policy

NPS have occasioned a shift in production and distribution, and in many countries have developed into a crisis. Global SMART is about strengthening the national level and about generating information for global policies and global control processes for substances. There is a clear strategic link between the issues created by NPS across the Americas and systems of detection and control. Global SMART fits well in this situation, and donor agencies as well as law enforcement note the nexus of data on substances, as well as distribution modalities, and systems of detection and identification linking to changes in national policy and legislation.

Classis drugs such as cocaine and marijuana are historically the most prevalent drug issue in the region - as a result there is legislation, collaboration strategies and experience. Synthetic drugs have opened a gap in legislation globally, visible in the LAC region. The International Drug Conventions of the United Nations form the basis of the legislation of practically all countries for the regulation of possession, consumption or trafficking of these substances. The situation with synthetic drugs, with significant numbers of new substances being added regularly, makes it difficult for countries to adapt their legislation. This situation requires UNODC and each of the countries to be able to demonstrate the analogous activity as a drug of the new substance for it to be included in the existing list for its control and eventually criminal sanction. There is a level of frustration at the delay in particular countries in regulating specific substances, particularly where its toxic effects are known, and the substance is even regulated in other countries. Some strategies have been put in place in different countries to address this issue, but legislation related to the NPS is not in place across the region. The detection of substances, even where not covered by legislation, does provide evidence of usage in a jurisdiction, and does contribute to policy and legislative change, even where there is a time lag.

SUMMARY - RELEVANCE

The project is relevant to stakeholders in its contribution to greater knowledge on NPS and improved practice in addressing the threats of NPS.

The project contributes to better collaboration, nationally and internationally, specifically in relation to improved early warning systems, although communication between countries could be improved.

The project is making contributions to improvements in legislative and policy frameworks, although national legislation and established lists of NPS are not consistently in line in the LAC region.

¹⁷ <https://www.unodc.org/LSS/Home/NPS>

COHERENCE

EVALUATION QUESTIONS:

EQ2: To what extent has the project delivered results in line with organisational, regional and international priorities?

The programme objectives relate to several international mandates and regional instruments. These include the United Nations Drug Control Conventions (1961, 1971, 1988), the Political Declaration of the General Assembly in 1998, the Political Declaration and Plan of Action of the Commission on Narcotic Drugs (CND) of 2009, the Final Document of the UNGASS 2016, and resolutions of the CND, the Economic and Social Council (ECOSOC) and the General Assembly. The work of the project directly contributes to the work of the CND. This contribution is in the form of solid evidence, from law enforcement and forensics laboratories, of the existence and types of NPS being detected and identified. This role is significant as the number of NPS grows significantly. Evidence from the field will assist the CND which in turn will assist national governments with legislation and policy and in turn will assist field operatives (law enforcement, Customs, labs) in their work of detection and identification.

There are also several regional and sub-regional alignments and treaties to which Global SMART is aligned, directly or through the involvement of Member States. SMART also collaborates with other UNODC programmes – specifically CrimJust¹⁸ and the Container Control Programme.¹⁹

In the LAC region, coordination meetings are held with CICAD to align activities related to the development of national drug information systems, early warning systems and promotion of scientific research to generate, collect, organize, analyse and disseminate information for the purpose of contributing to decision-making and to implementing evidence-based drug policies and strategies that reflect the situation in each country.²⁰ The evaluation found a range of evidence that the interactions between and partnership of CICAD and Global SMART in the region to be at a high level. Beneficiary stakeholders provide evidence on the good collaboration between the project and CICAD, and the engagement of Member States in the work of both organizations. There is evidence of a lack of national structures which would function similarly to CICAD, to manage drug and NPS topics at national and international levels.

Global SMART is closely aligned with donor priorities. At one level, the project assists the donor nations in mitigating the potential harm from NPS arriving to their shores. All the work of the project in detecting and identifying NPS, i.e., the improvements to national knowledge and practice around the TruNarc devices, contribute to this area, as does the significant work in information sharing visible in the EWA and newsletters. The project contributes at the regional and global levels in gathering evidence on the prevalence of NPS, and in scheduling drugs under international control, which is also in alignment with donor priorities.

Regional collaboration was discussed in the relevance section – it is also worth noting here, in the context of global and regional priorities. The evaluation found a range of evidence supporting Global SMART's contribution to addressing global and regional priorities. Stakeholders recognise that addressing the emergence of NPS requires a global and regional perspective and approach, not just a national focus.

EWS, including the project's participation in these through the EWA, contribute directly to coherence, as the EWS directly inform national, regional and global priorities and policy. Early warning systems have brought about the formation of both national and cross-border working groups on emerging threats, which provide

¹⁸ <https://www.unodc.org/unodc/drug-trafficking/crimjust/index.html>

¹⁹ <https://www.unodc.org/unodc/en/ccp/index.html>

²⁰ Semi-annual 2020 – Progress Report for GLOJ88. UNODC.

evidence that contributes to greater international controls on these threats. Early warning systems are visible in only very limited ways in several countries in the region.

SUMMARY – COHERENCE

Global SMART is closely linked to and aligned with several international conventions, as well as with a number of global and regional organisations and programmes.

The project's alignment with CICAD is of value to both organisations (and their stakeholders) and contributes to the relevance and effectiveness of the Global SMART project's activities in the LAC region.

EFFICIENCY

EVALUATION QUESTIONS:

EQ3: To what extent has the project delivered outputs in a timely and efficient manner?

The Equipment

The project provided TruNarc²¹ devices. The ACCBP grant included the provision of two devices to each of 13 different Member States in the Latin American and Caribbean (LAC) region. The subsequent INL grant included a further three Member States in the LAC region. The devices provide a spectroscopic analysis with an acceptable margin of error for hundreds of substances and are seen by recipient countries as excellent contributors to their work in detecting and identifying NPS. The units are used to a greater or lesser extent subject to the needs of each Member State, and how law enforcement systems function in each Member State. One unit was to go to law enforcement and one to a forensic laboratory in each of the 16 beneficiary countries although there were some variations to this programme, all of which were communicated to the donor agency. Not all went to the original intended beneficiary agency/ country, for several reasons, although wherever there was a deviation from the original plan there was a good communication and coordination between the relevant donor, UNODC staff and beneficiary countries. One unit assigned to law enforcement in Barbados has been redirected to El Salvador as a third unit (for law enforcement).

In several Member States, the provision of the two devices has created demand for more units. There is clear evidence from the evaluation that some Member States would benefit from a larger number of devices to be employed in a larger number of locations, subject to the numbers and types of access and exit points, as well as the types of agencies involved in the different types of access and exit points (post offices, airports, ports, terrestrial frontiers, etc.). Post office control is particularly important for NPS traffic.

The Training

Training has taken place, including a training event in Panama in November of 2018, specifically in the use of the devices, for the original 13 recipient countries funded by the ACCBP grant. While Suriname did not participate in this initial training, they were covered subsequently. There have also been online sessions which representatives of beneficiaries have attended, and there is also evidence of training being extended by beneficiaries through internal sessions. The training has not, however, been completely successful or effective, and there is evidence of an ongoing need for training, both initial training with new users and updating and/ or expanding the content for users with more experience. Training delivery has been impacted by the Covid-19 pandemic, severely limiting face-to-face sessions and travel for beneficiaries and UNODC

²¹ The device being provided by the Project is described here:
<https://www.thermofisher.com/order/catalog/product/TRUNARC>

trainers to joint training sessions. It remains effective, focused on understanding device limitations and on understanding results, and being aware of device strengths and limitations. Training effectiveness is also impacted by the changes in staff that occur, particularly in law enforcement agencies in Member States. The evaluation found clear evidence of built capacity in the use of the devices and their contribution to detection and identification but also gaps in this capacity. Training effectiveness is discussed in more detail in the effectiveness section.

The EWA

The evaluation found evidence of support for the quality and ease of access to the publications of SMART through the United Nations Publications Programme, and specifically the EWA, as well as the efficiency of sharing of information through the project's newsletters. There is also evidence of the newsletters being too focused at the regional and global levels, offering little of value to law enforcement officers in a specific location. The EWA provides value on global trends in drugs worldwide but is of less value at the operational level. Some beneficiaries, notably police, would welcome a component of the EWA wherein they receive direct email communications of UNODC's publications based on, or making use of, the data they share with.

SUMMARY – EFFICIENCY

The TruNarc units have been delivered in an efficient manner, with some exception as a result of local circumstances. The delivery and use of the devices has created demand for more units in many Member States.

Where there were changes in the delivery programme, communication and coordination with the donor have been at a high level.

The delivery of the training programme was affected by the Covid-19 pandemic and other, local issues but overall has provided users of the devices with sufficient training. There is a need for ongoing training for new users and more advanced training for all users, including in face-to-face settings as these become possible.

EFFECTIVENESS

EVALUATION QUESTIONS:

EQ4: To what extent did the project achieve its intended outcomes and objectives?

The evaluation found effective achievement of results in several areas. The specific areas that are discussed below resonate with the analysis in the relevance section above:

- Improved awareness and knowledge.
- Improved practice.
- Improved practice in the form of collaboration.

Awareness and knowledge

There is a significant impact from the training on synthetic drugs – the devices can identify substances, but this is of little use without the knowledge of which substances to look for. There is a noted improvement in several countries in the region in their knowledge about NPS and synthetic substances – knowledge that did not exist prior to their engagement with this project. So, they have a better understanding of the substances of interest, a better ability to detect and identify these substances, and in some instances a closer working relationship with other national agencies. The situation with NPS/ the synthetic drug 'market' is a quickly

moving/ evolving market – the training is important to keep up to date. In the LAC region too, NPS and synthetic drugs are a significant shift away from the ‘traditional’ focus on marijuana and cocaine, and a steep learning curve. The project tried to make use of joint events in the region to improve the effectiveness of delivery while encouraging and enabling the sharing of knowledge and experience, although this was limited largely because of Covid-19. A recent shift to provision of materials in Spanish was a much needed and effective change in approach. The EWA provides current information on drug threats and banned substances: gathering data, sharing data, accessing data stores – these processes of awareness growing and knowledge sharing are having an important impact in the region. The evaluation found a need of further training in these areas as the impacts of the Covid-19 pandemic ease. There is need for updating of information, strengthening the use of the devices and related systems of sharing, further knowledge on and use of analysis methodologies, further information on drug concealment techniques, refinements to techniques to lessen the impact of false negatives/ positives, and better knowledge about safe handling of synthetic substances. Systematic quality assurance (for example accreditation and certification) is also lacking in laboratories and can be of importance in the context of national Justice systems (admissibility of evidence etc.).

Practice

SMART specifically assesses the needs of Member States in priority regions in the systematic collection of drug data, including seizures, trafficking and use, as well as forensic drug analysis capabilities. Capacity building activities are implemented to ensure that Member States can *generate and manage information* on synthetic drugs through technical support in form of training workshops targeted at laboratory personnel, law enforcement and research officers. SMART ensures that information and data on synthetic drugs are available. The fundamentals of the change in practice are about detection, identification and sharing of data: this is occurring. The devices are being used, effectively because of the training, and are having an impact on detection and identification and are contributing to the gathering and sharing of data on NPS and synthetic drugs across the region. The provided TruNarc devices are improving the detection of drugs – the evaluation found a range of evidence supporting the relevance of the units and related training to drug control efforts in the region: the units are used to detect and identify substances (and are a significant improvement on using only colour tests). Effectiveness is also visible in the participation of various national forensic laboratories in UNODC’s proficiency tests – more labs are taking part and scores show improvement overall. There are, however, areas of need. The evaluation found evidence of countries where legislation and policy are not in line with the changed situation regarding NPS and synthetic drugs. There is also an imbalance in some jurisdictions between law enforcement and forensic labs in the use of the equipment. This imbalance can be because of internal processes and procedures or because of the lack of available equipment, a particular issue in larger countries or those with many border points and types of entry, and diverse police forces with the special roles they play in the judicial system.

Collaboration

The issue of information flow within the countries is critical. The effectiveness of the units in this work encourages agencies to work together, although this improved collaboration is not universal. There is a visible coordination/ collaboration between Interior Ministries, Ministries of Health, law enforcement, particularly Customs and others related to border control, with a lot of data going into national early warning systems (EWS), although again the effectiveness of EWS is not consistent across the region. In some Member States, interdisciplinary working groups have been established with representatives of the health area, policy, Ministries, etc., working on analysing information on drug and health issues and sharing this information once processed with member institutions and international collaborators. However, in the majority of countries there is no functional entity responsible at the national level for processing, analysing, and sharing/ publishing their nation's collection of drug-related information, nor to drive an interdisciplinary/ inter-institutional strategic coordination. As a result, some agencies do not know to whom to formally send the information they generate on drugs. Here, the virtual library and publications of UNODC are of value to Member States.

At the international level the same issues exist. Communication and collaboration exist, and the evaluation found value in the regional exchanges that took place directly related to the TruNarc device training. Regional

face-to-face gatherings create and strengthen collegiality and trust. But there is in fact very little consistent collaboration between countries, and less among labs than law enforcement. Regional analytical reports and briefs are of value and are used by Member States in their EWS. The move to publishing these documents in Spanish was a needed and valuable change. While this is an effective regional information sharing strategy it does not improve collaboration and communication between Member States.

SUMMARY – EFFECTIVENESS

The project has been particularly effective in building knowledge on the NPS and synthetic drug threat.

The project, and the TruNarc devices, have improved Member State capacity in the detection and identification of NPS.

There is evidence of some improved national and international communication and collaboration but much more emphasis on and work in this area is indicated, at both national and international levels.

IMPACT

EVALUATION QUESTIONS:

EQ5: To what extent has the project generated or is expected to generate significant positive or negative, intended, or unintended, higher-level effects?

Based on evidence from the evaluation's field enquiry, with Member States in particular but including all stakeholders, it is not possible at this stage to say that the project has generated significant, higher-level effects. The potential exists, but at this stage it is potential only, impacted by the relative short-term of the project and the Covid-19 effects on face-to-face training and local and international conferences and collaboration. In the discussion above on effectiveness, areas where more work are needed are all areas where impact will become more apparent: national legislation, deeper collaboration between laboratories and law enforcement nationally, engagement of health agencies and practitioners more effectively, more units in more locations.

There are indications of being on the 'road to impact'. The evaluation found visible partnership between CICAD, and the project, together with how interactions/ relationships operate with the donor agencies. This partnership, and its practical impact on content consistency and delivery in particular, offer a glimpse of impact potential. Member State beneficiaries do not all clearly delineate between CICAD's work on national EWS and the work of the project and the EWA. This is not necessarily a negative and provides opportunities in the partnership and future directions, including a closer alignment of the project with the national drug observatories.

SUMMARY – IMPACT

The project has the potential for impact, with more time and some strategic shifts in activity and emphasis: more emphasis on national collaboration in the use of the devices and data they generate; similarly, more emphasis on international collaboration and in the sharing of data; and a more strategically defined collaboration with CICAD, particularly in relation to early warning systems.

HUMAN RIGHTS, GENDER EQUALITY, DISABILITY INCLUSION AND LEAVING NO ONE BEHIND

EVALUATION QUESTIONS:

EQ6: To what extent has the project design and implementation fully considered human rights, gender equality as well as marginalised groups, including LGBTQI+ and people with disabilities?

The project took a serious, facilitated and detailed approach to leaving no one behind when designing and implementing the project. The project team recognised the difficulty of including these focus areas in what is basically a project about chemical analysis and the detection and identification of drugs at border crossings and gathering, storing and sharing related data. The team did, however, recognise the importance of being serious about the principle of leaving no one behind in their programming, and about both UN and donor priorities in this area. To this end, the project engaged UNODC's gender strategy focal point and developed a gender analysis of the project,²² as a way of ensuring a proper analysis and of developing appropriate strategies in design and implementation. The project's performance measurement framework is all disaggregated with a gender lens: activities, workshops, and knowledge products are all published with gender information. Gender disaggregated data is gathered and reported on. Both donors and Member State representatives also recognise that the project was serious in its approach, with evidence of a clear priority in training content, training participation and with project personnel in their approach to beneficiaries. The evaluation also found evidence of beneficiary support for the values being promoted by UNODC, as well as the existence of related national legislation and regulations which define their obligations, including with respect to the human rights of individuals being processed for drug crimes.

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

The project took a serious, detailed look at how it could focus on leaving no one behind, and particularly gender equality, in its design, implementation and reporting.

²² See Gender mainstreaming checklist 2020_GLOJ88

III. CONCLUSIONS

RELEVANCE

There is a clear relevance to the project for beneficiary stakeholders through the growth in knowledge on NPS and synthetic drugs and the related improvements in access to up-to-date information through the EWA. As a result of this improved information and knowledge, and because of the TruNarc devices which have been provided and the related training in their use, Member States demonstrate improvements in their practice in detecting and identifying NPS and synthetic drugs. This improved practice enables beneficiaries to be better prepared at border crossings to address the threats appearing through these substances. The project creates opportunities for better collaboration, nationally and internationally, between law enforcement agencies, collaboration which enables Member States to be better prepared to address the threats of drugs entering their jurisdictions. There is some evidence of improvements in legislation and policy in Member States, although this is fairly limited and could be a focus moving forward.

COHERENCE

The Global SMART LAC region programme demonstrates a high level of coherence with international mandates and programmes, other regional programmes such as CICAD and the national drug observatories collaborating with CICAD, the programmes and priorities of key donors and the priorities of Member States in relation to existing drug threats. The project's alignment with CICAD is of value to both organisations (and their stakeholders) and contributes to the relevance and effectiveness of the Global SMART project's activities in the LAC region.

EFFICIENCY

The project has been efficient in its delivery of the TruNarc devices, and in the related training in use of the devices. The project dealt well with the complexities thrown up by the Covid-19 pandemic, although effectiveness of training has suffered to an extent because of the pandemic. The effectiveness of the training is also affected by staff turnover in Member States, mostly within law enforcement. Communication with donors was detailed and professional.

EFFECTIVENESS

Project effectiveness is most visible in three areas – in improved awareness and knowledge of the threats posed by NPS and synthetic drugs, including increased access to up-to-date information and how to access this information; improved practice in detecting and identifying these threats through the effective use of provided equipment and the sharing, nationally and internationally, of the data that comes from the use of the equipment; improved collaboration, between law enforcement agencies, with laboratories and within international discussions. Collaboration, while an area of project effectiveness, is also the area needing the most work going forward as it has been negatively impacted by constraints imposed by the Covid-19 pandemic and by national constraints in this area such as the absence of institutions in each country to define and regulate tasks in the fight against drugs. Another area of relative weakness is in the relatively small number of devices, particularly in those jurisdictions with large and varying types of border crossings.

IMPACT

There is little evidence of impact to date although there is potential with more emphasis on national collaboration in the use of the devices, more emphasis on international collaboration and in the sharing of data and a strategically defined collaboration with CICAD, particularly in relation to early warning systems.

HUMAN RIGHTS, GENDER EQUALITY, DISABILITY INCLUSION AND LEAVING NO ONE BEHIND

The conscientious, facilitated and detailed approach and planning the SMART programme took to ensuring a gender equality approach in its work can be considered good practice and is worth emulating.

IV. RECOMMENDATIONS

All recommendations are directed to: Laboratory and Scientific Service/Division of Policy Analysis and Public Affairs (LSS/DPA), Global SMART Programme, UNODC HQ, Vienna; Regional Section for Latin America and the Caribbean, UNODC HQ, Vienna; and Regional Office for Central America and the Caribbean (ROPAN), Panama.

RECOMMENDATION 1 – NUMBER OF TRUNARC UNITS

FUNDING TO BE SOUGHT FOR A LARGER GROUP OF AGENCIES TO RECEIVE TRUNARC UNITS

The provision of field analysis equipment has fulfilled the purpose of demonstrating its usefulness, demonstrating the existence of NPS in recipient countries. It has, at the same time, generated a need for a greater number of units per country that must also consider the requirements according to institutions, their functionality and duties according to the law by which they were created. A complete assessment of institution, locations, need should be undertaken to determine the overall need and a plan be developed for fulfilment of this need over a reasonable period.

RECOMMENDATION 2 – FUTURE DIRECTION OF TRAINING

AT THE EARLIEST STAGE, TRAINING TO BE STARTED AGAIN IN A FACE-TO-FACE APPROACH.

Further training in the use and functions of the TruNarc units is needed. The Covid-19 pandemic has impacted on the effectiveness of the training and refresher courses are needed. Further, in many locations law enforcement staff have changed and new staff have not been through training.

RECOMMENDATION 3 – NEW AND EXPANDED TRAINING TOPICS

THE CONTENT AND DURATION OF TRAINING SESSIONS TO BE EXTENDED

Keeping in mind a concern about training overload when the Covid-19 pandemic passes, it will be important to give consideration to a number of necessary enhancements to the content and delivery of training programmes. Areas for discussion include:

- A strong focus on training of trainers in national institutions. With national trainers it will be more feasible to ensure staff changes do not impact on effectiveness, as these trainers will be able to prepare new staff.
- Greater focus on coordination and collaboration between law enforcement and laboratories, including the production of manuals for such collaboration, as a way of increasing the effectiveness of each.
- A greater emphasis on the use of the EWA in local settings.
- Safe handling in the use of the units, including how to proceed in consideration of the toxicity of detected substances.
- Public health priorities.

RECOMMENDATION 4 – WORK FORUMS AND INFORMATION EXCHANGE

PARTICULAR EMPHASIS TO BE PLACED ON WORK FORUMS AND INFORMATION EXCHANGE

UNODC should promote the development of work forums and information exchange for the specialty areas of forensic sciences related to the analysis of synthetic drugs and associated toxicology. These forums, national and international, can improve data exchange, learning among practitioners and regional collaboration. The forums could include a focus on specialities (police investigations, customs, post, laboratories) to exchange experience and information.

RECOMMENDATION 5 – REGISTER OF LEGISLATION

INCLUDE IN THE EWA, OR SIMILAR RESOURCE, RELEVANT INFORMATION ON LEGISLATION AND POLICY FRAMEWORKS

Member States would benefit from access to up-to-date information on and *assistance in the application of* Legislation required to combat drug trafficking and consumption. Assistance with updating of lists of NPS and precursors is also recommended.

RECOMMENDATION 6 - COLLABORATION

INCREASE FOCUS ON ENCOURAGING AND PROMOTING NATIONAL AND REGIONAL COLLABORATION

Several activities have the potential for significant, visible strengthening of the results of the project, notably in increasing the effectiveness of information sharing and a related improvement in the detection and identification of NPS across the region. These activities include:

- Promotion and consolidation at the operational and organisation level of the national entities in each country that collect information on drugs, precursors and related topics from related institutions.
- Similar and related promotion at the regional level, focused on sharing of lessons learned and good practice.
- Evaluation (and subsequent use of) laboratories that can manage training on NPS, precursors, etc. as training providers, giving consideration to facilities, equipment, leadership, personnel, etc.

RECOMMENDATION 7 – CAPACITY WITHIN FORENSIC LABORATORIES

INCREASE COLLABORATION WITH UNODC GLOBAL FORENSIC SUPPORT PROGRAMME, LEVERAGING EXPERTISE TO ENHANCE THE CAPACITY OF FORENSIC LABORATORIES IN THE LAC REGION.

- Analysis methodologies – including derivatization and extraction procedures for different matrices.
- Reference standards for the effective judicial work of forensic and health laboratories, particularly in relation to accreditation, admissibility of evidence and quality management systems.

V. LESSONS LEARNED AND GOOD PRACTICES

LESSONS LEARNED

The problem of NPS in the region is a continuum of the problem of classic drugs, especially in the necessary focus of processes of detection and control. Development of and commitment to Global SMART processes are best defined within this framework.

NPS are not solely a problem of border control/ law enforcement but also an issue of public health, with a particular prevalence among the younger members of the population.

GOOD PRACTICES

The conscientious, facilitated and detailed approach and planning the SMART programme took to ensuring a gender equality approach in its work can be considered good practice and is worth emulating across UNODC. Programme management understood that even within a research programme focused on interception drugs at border crossings it is possible, with knowledgeable assistance, to build in a gender-equality focus.

ANNEX I: TERMS OF REFERENCE

UNITED NATIONS OFFICE ON DRUGS AND CRIME
Vienna

DRAFT TERMS OF REFERENCE

MID-TERM INDEPENDENT PROJECT EVALUATION
OF
*THE GLOBAL SYNTHETIC MONITORING: ANALYSES, REPORTING AND TRENDS PROGRAMME
(LATIN AMERICA AND THE CARIBBEAN SEGMENT)*
GLOJ88

Note: This Independent Project Evaluation is a pilot for adapted evaluation processes at UNODC under the supervision of the Independent Evaluation Section. Therefore, changes may occur at certain stages of the process.



UNITED NATIONS
Vienna, 2021

I. BACKGROUND AND CONTEXT

Project duration (dd/mm/yyyy-dd/mm/yyyy):	01/01/2018 – 31/03/2022
Location:	Latin America and the Caribbean
Linkages to Country, Regional and Thematic Programmes & UNODC Strategy 2021-2025:	Research, Trend Analysis and Forensics All regional and country programmes with forensic elements
Linkages to the targets to which the project contributes:	3 and 16
Executing Agency (UNODC office/section/unit):	UNODC
Partner Organizations:	There are no formal implementing partners. However, memoranda of understanding exist with EMCDDA and OAS/CICAD which are relevant for the implementation of the projects. In addition, WHO and InterPol are part of the advisory group of GLOJ88
Total Approved Budget (USD):	USD 2,594,239
Total Overall Budget (USD):	USD 2,594,239
Total Expenditure by date of initiation of evaluation (USD):	USD 2,241,268
Donor(s):	Canada and United States
Name and title of Project/Programme Manager and UNODC office/section/unit:	Global SMART Programme (GLOJ88) / Martin Raithelhuber / UNODC/DPA/LSS
Time frame of evaluation:	01/10/2021 – 31/01/2022
Budget for this evaluation in USD ²³ :	USD 20,000
Number of independent evaluators planned for this evaluation ²⁴ :	2
Type and year of past evaluations (if any):	Mid-term In-Depth Cluster Evaluation of the Global Synthetics Monitoring: Analyses, Reporting and Trends Programme (GLOJ88) and the Global Scientific and Forensic Programme – Support Project (GLOU54) in 2016

Project overview

The Global SMART (Synthetics Monitoring: Analyses, Reporting and Trends) Programme improves the capacity of Member States to generate, manage, analyse, report and use information on illicit synthetic drugs including new psychoactive substances (NPS). The programme was launched in September 2008 in Bangkok with East and South-East Asia being the first priority region. Operations in Latin America and the Caribbean, the second

²³ Including fees for evaluation team, travel, printing, editing, translation, interpretation, etc.

²⁴ Please note that the recommendation for any UNODC evaluation is at least two independent evaluators, i.e. one Evaluation Expert and one Substantive Expert in the subject area of the project to be evaluated.

priority region, began in 2011. Activities in Latin America and the Caribbean are closely coordinated with the Inter-American Drug Control Commission of the Organization of American States, known by its Spanish acronym CICAD. The Pacific Island States became the third priority region soon after. More recently, the project has started activities in South and South-West Asia.

In Latin America and the Caribbean, the programme sets focus on building capacity on synthetic drugs and NPS in a cocaine-focused drug policy environment, by strengthening data-sharing mechanisms in the framework of early warning systems and on providing technical training as well as electronic drug identification devices for the detection and identification of synthetic drugs and NPS. Capacity building activities are implemented in the form of training workshops for laboratory personnel, law enforcement and research officers from national drug observatories to ensure that Member States can generate and manage information on synthetic drugs and NPS and consider gender aspects in both data collection and analysis. The project encourages a balanced gender composition of its workshop participants.

The project's Objective:

Members States are able to make effective evidence-based decisions to counter the problem of the synthetic drugs/new psychoactive substances

The projects' Outcomes:

1	Member States in priority regions generate and manage information on synthetic drugs/new psychoactive substances
2	Information and data on synthetic drugs and new psychoactive substances are available and used globally.

II. PURPOSE AND SCOPE OF THE EVALUATION

Planned utilisation of the evaluation results ²⁵ :	To refine the regional approach of the project, better understand clients' needs and the impact of the current activities, determine focus areas for future activities as well as continuing relevance
Main users of the evaluation results ²⁶ :	Programme management, stakeholders, beneficiaries, donors
Unit of analysis (full projects/segment/etc.)	Segment on Latin America and the Caribbean
Time period covered by the evaluation:	01/01/2018 to 31/03/2021
Geographical coverage of the evaluation:	Latin America and the Caribbean

III. EVALUATION CRITERIA

²⁵ e.g. inform the future development of the project or similar projects, for organizational learning, assess the success and areas of improvement of the project etc.

²⁶ e.g. senior management, programme management, stakeholders, beneficiaries, donors etc

The evaluation will be conducted based on the below DAC criteria²⁷. All evaluations must include gender, human rights, disability and no one left behind. Ideally these are mainstreamed within the evaluation questions. The evaluation questions will be further refined by the Evaluation Team in the drafting of the Inception Report.

Criteria	Question	Selection ²⁸
<i>Relevance²⁹: Is the intervention doing the right thing?</i>	To what extent has the project been relevant to stakeholder's (e.g. governments, Member States, etc.) needs and priorities?	x
<i>Coherence³⁰: How well does the intervention fit?</i>	To what extent has the project delivered results in line with organisational, regional and international priorities?	x
<i>Efficiency³¹: How well are resources being used?</i>	To what extent has the project delivered outputs in a timely and efficient manner?	x
<i>Effectiveness: Is the intervention achieving its objectives?³²</i>	To what extent did the project achieve its intended outcomes and objective?	x
<i>Impact³³: What difference does the intervention make?</i>	To what extent has the project generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects?	x
<i>Human rights, gender equality, and leaving no one behind³⁴: Has the intervention been inclusive and human rights based?</i>	To what extent has the project design and implementation fully considered human rights, gender equality as well as marginalised groups, including LGBTQI+ and people with disabilities?	x

Moreover, the evaluation needs to identify lessons learned³⁵ and good practices.

IV. EVALUATION METHODOLOGY

All evaluations of the United Nations system are guided by the principles of human rights, gender equality, disability inclusion and leaving no one behind. Gender-sensitive and disability inclusive evaluation methods and gender-sensitive and disability inclusive data collection techniques are therefore essential in order to identify key gender issues, address marginalized, disability, hard-to-reach and vulnerable population, as well

²⁷ <https://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>

²⁸ Please select up to 6 questions by identifying them with an "x".

²⁹ Relevance is the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor.

³⁰ The compatibility of the intervention with other interventions in the country, sector or institution

³¹ The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.

³² The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.

³³ The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.

³⁴ The extent to which the project/programme has mainstreamed human rights, gender equality, and the dignity of individuals, i.e. vulnerable groups, including those with disabilities.

³⁵ Lessons learned concern the learning experiences and insights that were gained throughout the project/programme.

as to define strategies for developing appropriate data bases for better gender analysis in future project planning.

The methods used to collect and analyse data

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

The final evaluation report will be externally independently assessed (facilitated by IES) and the final rating will be included in the report. Based on this assessment, the report may not be published if it does not meet minimum quality standards.

All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IES website: <https://www.unodc.org/unodc/en/evaluation/guidelines-and-templates.html>

V. TIMEFRAME AND DELIVERABLES

Please ensure that the full evaluation process is managed through Unite Evaluations (evaluations.unodc.org)³⁶.

Evaluation stage	Start date³⁷ (dd/mm/yy)	End date (dd/mm/yy)	Subsumed tasks, roles	Guidance / Process description
<i>Recruitment (3-4 weeks)</i>	<i>01/09/21</i>	<i>30/09/21</i>	<i>Consult with IES and propose evaluators; manage full recruitment process³⁸</i>	<i>Review and approve proposed evaluators before recruitment can be initiated by PM.</i>
<i>Inception Report, incl. desk review (2 weeks)</i>	<i>11/10/21</i>	<i>22/10/21</i>	<i>Desk review by evaluators; Draft IR; Review by IES; Final IR</i>	<i>Includes 1 week for review by IES</i>

³⁶ The Unite Evaluations user manual for Project Managers is available [here](#).

³⁷ Required preparations before the start: completed ToR; 1 week review of ToR by the Core Learning Partners; finalised ToR based upon comments received; clearance by IES; assessment of qualified evaluation team candidates; clearance by IES; recruitment (Vienna HR for international consultants requiring a minimum of 2 weeks; UNDP for national consultants which may take up to several weeks); desk review materials compiled.

³⁸ Please follow the official recruitment process for international, regional or national consultants at UNODC.

<i>Data collection (incl. field missions) (3-4 weeks)³⁹</i>	25/10/21	19/11/21	<i>Field missions; observation; interviews; etc.</i>	<i>Coordination of data collection dates and logistics with PM.</i>
<i>Analysis and draft report (3-4 weeks)</i>	22/11/21	16/12/21	<i>Data analysis and drafting of report by evaluators</i>	<i>Includes 1 week for review by IES, 1 week by PM</i>
	20/12/21	30/12/21	<i>Review by IES; review by PM; revision of draft</i>	
<i>Draft report for CLP comments (1 week)</i>	03/01/22	07/01/22	<i>Compilation of comments by IES</i>	<i>Comments will be shared by IES with evaluators</i>
<i>Final report, PowerPoint slides, and External Quality Assessment (1-2 weeks)</i>	10/01/22	21/01/22	<i>Revision by eval; external assessment of report; completion of MR and EFP by PM</i>	<i>Evaluation report and slides are finalised. Includes 1 week for the external quality assessment facilitated by IES</i>
<i>Presentation (1 day)</i>	28/01/22	28/01/21	<i>Presentation organised</i>	<i>Date of presentation of final results to be agreed with PM.</i>

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

VI. EVALUATION TEAM COMPOSITION

Role	Number of consultants⁴⁰ (national/international)	Specific expertise required⁴¹
Evaluation Expert	1 (international consultant)	Evaluation methodology
Substantive Expert	1 (international consultant)	Expertise in forensic

The evaluation team will not act as representatives of any party and must remain independent and impartial and must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project or theme under evaluation. Furthermore, the evaluation team shall respect and follow the UNEG Ethical Guidelines for conducting evaluations in a sensitive and ethical manner. The qualifications and responsibilities for each evaluation team member are specified in the respective job descriptions attached to these Terms of Reference (Annex 1). The evaluation team will report

³⁹ Data collection is currently likely to take longer than usual due to competing priorities of stakeholders and beneficiaries due to COVID-19. Data collection phase may imply on-line interviews, surveys etc instead of travel/face-to-face interviews.

⁴⁰ Please note that an evaluation team needs to consist of at least 1 independent evaluator – the Evaluation Expert – and ideally one Substantive Expert.

⁴¹ 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.

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.

The evaluation team will be issued consultancy contracts and paid in accordance with UNODC rules and regulations. The payment will be made by deliverable and only once cleared by IES. Deliverables which do not meet UNODC and UNEG evaluation norms and standards will not be cleared by IES. IES is the sole entity to request payments to be released in relation to evaluation. Project/Programme Management must fulfil any such request within 5 working days to ensure the independence of this evaluation process. Non-compliance by Project/Programme Management may result in the decision to discontinue the evaluation by IES.

VII. ROLES AND RESPONSIBILITIES IN THE EVALUATION PROCESS

<i>Evaluation stage</i>	<i>Project Manager</i>	<i>IES</i>	<i>Evaluation team</i>
Overall	Managing, administrative and logistical support to the evaluation process	Backstopping, quality assurance as well as review and approval of all deliverables.	Submission of deliverables on time and meeting UNODC and UNEG quality standards
ToR	Drafting & finalising	1 round of comments	
	Identifying stakeholders and CLPs	Share ToR with CLPs for comments (1 week)	
	Compiling the desk review material		
	Identify potential evaluators		
Recruitment	Propose evaluators and experts after consultation with IES	Review & clear proposed evaluation team before recruitment-process starts	
	Administrative process and recruitment (in line with organisational rules and regulations for consultants)		
	Finalise the compilation of the desk review material		
Inception Report	Engage with the evaluation team and provide all required information, documents, stakeholder lists, etc.	Review draft Inception Report in line with UNODC and UNEG norms and standards	Draft Inception Report in line with UNODC templates and guidelines ⁴²
			Provide final IR

⁴² <https://www.unodc.org/unodc/en/evaluation/normative-tools.html>

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	Release payment once requested by IES	Clear Draft Inception Report before any data collection can start	
Data collection and analysis	All logistical arrangements for the evaluators (including travel arrangements, set-up of interviews as requested, note verbales, etc.).		Conduct an independent, participatory and high-quality data collection.
	Timely travel arrangements, payments of DSAs, etc.		Implement the methods and tools developed in the Inception Report.
	Participate in de-briefings, as necessary		Engage with Project Management to request further information and assistance as required.
	Provide further data, documents, stakeholders, etc. as requested by the evaluation team.		Conduct a thorough analysis to ensure triangulation of evidence.
Draft report	Provide further information to evaluators as requested		Provide a high-quality draft report, in line with UNODC and UNEG N&S
	1 review of the draft report for factual errors, once cleared by IES	Review of the draft report	Incorporate comments of IES and consider those of PM
	Release payment, once cleared by IES	Initial clearance or rejection of draft report	
		Share draft report with CLPs (1 week)	
Final report	Prepare Management Response and Evaluation Follow-up Plan	Facilitation of external quality assessment of the report.	Based on the external assessment, finalise the report and presentation
	Arrange for a presentation of the results to internal and external stakeholders	Final review by IES and either 1) clearance for publication or 2) non-clearance for publication if it does not meet UNODC & UNEG norms and standards	Present the results as agreed with Project Management and as cleared by IES
	Release all outstanding payments, as requested by IES	Clear all deliverables for payment	
	In case the report is not cleared by IES, use it		

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	exclusively for internal reporting (NOT for dissemination)		
<i>Follow-up</i>	Report on the implementation of recommendations at least every year	Report on implementation of recommendations to Member States and the Executive Director on an annual basis	

ANNEX II: EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

SEMI-STRUCTURED INTERVIEW GUIDES

INTERVIEW QUESTIONNAIRE – BENEFICIARIES/ RECIPIENTS

The evaluator’s opening statement/ introduction: The Independent Evaluation Section of United Nations Office on Drugs and Crime (UNODC) has commissioned a mid-term evaluation of the *Global SMART Latin American and Caribbean segment*. The project is financed through Canada’s Anti-Crime Capacity Building Programme (ACCBP) and the INL. The evaluation is intended to assist in refinements to the regional approach of the project, to better understand client needs and the impact of current activities and to determine focus areas for future activities. The evaluation is intended to be of use to programme management, donors and beneficiaries. The period covered by the evaluation is January 2018 through March 2021.

The evaluation is being undertaken in line with UNODC and UNEG norms and standards for evaluation. The evaluation team will take and retain notes on interviews for the purpose of synthesis of findings and development of conclusions and recommendations. Interview notes will remain confidential to the evaluation team. In its evaluation report there will be no content which can identify individual interviewees. In order to ensure the privacy and confidentiality of interviewees, all discussion of the evaluation’s findings will be synthesised, with no individual quotations or identifiers and the evaluation report will not identify who has been interviewed for the evaluation.

- Do you understand the process and are you willing to participate in the interview based on this?

Interviewee name, organisation, and position	
Date, time, and method of interview (Zoom etc.)	
Interviewer(s)	

Interviewees introductory comments on engagement with/ role in the project.

-

Question	Notes from interview
<p>EQ1: To what extent has the project been relevant to stakeholder needs and priorities?</p> <p>Questions for beneficiaries:</p> <ul style="list-style-type: none"> • Has the project responded to national needs in relation to drug detection and identification? In what ways? • Has the project responded to your professional needs in your area of operation? In what ways? 	
<p>EQ2: To what extent has the project delivered results in line with organisational, regional and international priorities?</p> <p>Questions for beneficiaries:</p>	

<ul style="list-style-type: none"> • Is the project aligned with national counternarcotics strategies, policies and legislation? • Does the project fit well within regional priorities and programmes? Can you provide details? 	
<p>EQ3: To what extent has the project delivered EQ outputs in a timely and efficient manner</p> <p>Questions for beneficiaries:</p> <ul style="list-style-type: none"> • Have all the units been delivered as planned? In not, why not? • Has all training been delivered as planned? 	
<p>EQ4: To what extent did the project achieve its intended outcomes and objectives?</p> <p>Questions for beneficiaries:</p> <p>Have the units/ devices fulfilled your work requirements? Can you provide details?</p> <p>Is national in drug detection and identification capacity being built?</p> <ul style="list-style-type: none"> • What is the new capacity? • What does this look like in practice? <p>What examples are there of the project assisting with:</p> <ul style="list-style-type: none"> • Detection • Identification • Data gathering • Data analysis • Sharing of information and inter-institutional coordination • Evidence-based measures (legislation/ strategy/ policy) <p>Are border controls in relation to synthetic drugs and NPS being strengthened?</p> <ul style="list-style-type: none"> • What examples are there? <p>In what ways has the capacity of law enforcement and forensics labs (and drug observatories) been built in these specific areas? What examples are there?</p> <p>Are national early warning mechanisms being established and/ or strengthened (built around the mentioned law enforcement and forensic lab beneficiaries)? Are they contributing to the effectiveness of your work? How?</p>	
<p>EQ5: To what extent has the project generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects?</p> <p>Questions for beneficiaries:</p> <ul style="list-style-type: none"> • What indications of long-term change in the practice of border police or other relevant police services do you see? • What indications of long-term change in how information is stored, shared and used by either police services or labs do you see? • What indications of long-term change in visible practices of communication and/ or coordination inside of specific countries and between countries do you see? 	

EQ6: To what extent has the project design and implementation fully considered human rights, gender equality as well as marginalised groups, including LGBTQI+ and people with disabilities? Questions for beneficiaries: <ul style="list-style-type: none"> Do you see any project design or implementation emphasis on gender equality or human rights? 	
Are there any additional comments you would like to make about the project?	

INTERVIEW QUESTIONNAIRE – PROJECT STAFF (CLP AND NON-CLP)

Introduction

The evaluator’s opening statement/ introduction: The Independent Evaluation Section of United Nations Office on Drugs and Crime (UNODC) has commissioned a mid-term evaluation of the *Global SMART Latin American and Caribbean segment*. The project is financed through Canada’s Anti-Crime Capacity Building Programme (ACCBP) and the INL. The evaluation is intended to assist in refinements to the regional approach of the project, to better understand client needs and the impact of current activities and to determine focus areas for future activities. The evaluation is intended to be of use to programme management, donors and beneficiaries. The period covered by the evaluation is January 2018 through March 2021.

The evaluation team will take and retain notes on interviews for the purpose of synthesis of findings and development of conclusions and recommendations. Interview notes will remain confidential to the evaluation team. In its evaluation report there will be no content which can identify individual interviewees. In order to ensure the privacy and confidentiality of interviewees, all discussion of the evaluation’s findings will be synthesised, with no individual quotations or identifiers and the evaluation report will not identify who has been interviewed for the evaluation.

- Do you understand the process and are you happy to participate in the interview based on this?

Interviewee name, organisation, and position	
Date, time, and method of interview (Zoom etc.)	
Interviewer(s)	

Interviewees introductory comments on engagement with/ role in the project.

-

Question	Notes from interview
EQ1: To what extent has the project been relevant to stakeholder needs and priorities? Questions for project staff: <ul style="list-style-type: none"> How does the project contribute to Global SMART? How have you ensured relevance to MS needs? 	
EQ2: To what extent has the project delivered results in line with organisational, regional and international priorities? Questions for project staff: <ul style="list-style-type: none"> How does the project contribute to UNODC’s international mandates and 	

<p>related conventions?</p> <ul style="list-style-type: none"> • How do you ensure alignment with donor and MS strategies etc? 	
<p>EQ3: To what extent has the project delivered outputs in a timely and efficient manner</p> <p>Questions for project staff:</p> <ul style="list-style-type: none"> • Have all the units been delivered as planned? If not, why not? • Has all training been delivered as planned? • Are regional analytical reports and briefs being prepared? 	
<p>EQ4: To what extent did the project achieve its intended outcomes and objectives?</p> <p>Questions for project staff:</p> <p>Is national and international counternarcotic capacity being built?</p> <ul style="list-style-type: none"> • What is the new capacity? • What does this look like in practice? <p>What examples are there of the project assisting with:</p> <ul style="list-style-type: none"> • Detection • Identification • Data gathering • Data analysis • Sharing of information and inter-institutional coordination • Evidence-based measures (legislation/ strategy/ policy) <p>Are border controls in relation to synthetic drugs and NPS being strengthened?</p> <ul style="list-style-type: none"> • What examples are there? <p>In what ways has the capacity of law enforcement and forensics labs been built in these specific areas? What examples are there?</p> <p>Have regional analytical reports and briefs on synthetic drugs and NPS been developed? Are they being used by relevant stakeholders?</p> <p>Are national early warning mechanisms being established and/ or strengthened (built around the mentioned law enforcement and forensic lab beneficiaries)?</p>	
<p>EQ5: To what extent has the project generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects?</p> <p>Questions for project staff:</p> <p>What indications of long-term change do you see:</p> <ul style="list-style-type: none"> • In the practice of border police or other relevant police services? • In how information is stored, shared and used by either police services or labs? • In visible practices of communication and/ or coordination inside of specific countries and between countries? 	
<p>EQ6: To what extent has the project design and implementation fully considered human rights, gender equality as well as marginalised groups, including LGBTQI+ and people with disabilities?</p>	

Questions for project staff: <ul style="list-style-type: none"> Project documentation is almost silent on gender and human rights. In what ways do you place a practical design and implementation emphasis in these areas? 	
Are there any additional comments you would like to make about the project?	

INTERVIEW QUESTIONNAIRE – DONORS

Introduction

The evaluator’s opening statement/ introduction: The Independent Evaluation Section of United Nations Office on Drugs and Crime (UNODC) has commissioned a mid-term evaluation of the *Global SMART Latin American and Caribbean segment*. The project is financed through Canada’s Anti-Crime Capacity Building Programme (ACCBP) and the INL. The evaluation is intended to assist in refinements to the regional approach of the project, to better understand client needs and the impact of current activities and to determine focus areas for future activities. The evaluation is intended to be of use to programme management, donors and beneficiaries. The period covered by the evaluation is January 2018 through March 2021.

The evaluation team will take and retain notes on interviews for the purpose of synthesis of findings and development of conclusions and recommendations. Interview notes will remain confidential to the evaluation team. In its evaluation report there will be no content which can identify individual interviewees. In order to ensure the privacy and confidentiality of interviewees, all discussion of the evaluation’s findings will be synthesised, with no individual quotations or identifiers and the evaluation report will not identify who has been interviewed for the evaluation.

- Do you understand the process and are you happy to participate in the interview based on this?

Interviewee name, organisation, and position	
Date, time, and method of interview (Zoom etc.)	
Interviewer(s)	

Interviewees introductory comments on engagement with/ role in the project.

-

Question	Notes from interview
EQ1: To what extent has the project been relevant to stakeholder needs and priorities? Questions for donors: <ul style="list-style-type: none"> How is the project relevant to your needs? 	
EQ2: To what extent has the project delivered results in line with organisational, regional and international priorities? Questions for donors: <ul style="list-style-type: none"> Is the project aligned with international mandates and related conventions? What examples are there of this alignment? Is there alignment with your priorities and strategies? 	

<p>EQ3: To what extent has the project delivered outputs in a timely and efficient manner</p> <p>Questions for donors:</p> <ul style="list-style-type: none"> • Have all the units been delivered as planned? • Has all training been delivered as planned? • Are regional analytical reports and briefs being prepared? 	
<p>EQ4: To what extent did the project achieve its intended outcomes and objectives?</p> <p>Questions for donors:</p> <p>Is national and international counternarcotic capacity being built?</p> <ul style="list-style-type: none"> • What is the new capacity? • What does this look like in practice? <p>What examples are there of the project assisting with:</p> <ul style="list-style-type: none"> • Detection • Identification • Data gathering • Data analysis • Sharing of information and inter-institutional • Evidence-based measures (legislation/ strategy/ policy) <p>Are border controls in relation to synthetic drugs and NPS being strengthened? What examples are there?</p> <p>In what ways has the capacity of law enforcement and forensics labs been built in these specific areas? What examples are there?</p> <p>Have regional analytical reports and briefs on synthetic drugs and NPS been developed? Are they being used by relevant stakeholders?</p> <p>Are national early warning mechanisms being established and/ or strengthened (built around the mentioned law enforcement and forensic lab beneficiaries)?</p>	
<p>EQ5: To what extent has the project generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects?</p> <p>Questions for donors:</p> <p>What indications of long-term change do you see:</p> <ul style="list-style-type: none"> • In the practice of border police or other relevant police services? • In how information is stored, shared and used by either police services or labs? • In visible practices of communication and/ or coordination inside of specific countries and between countries? 	
<p>EQ6: To what extent has the project design and implementation fully considered human rights, gender equality as well as marginalised groups, including LGBTQI+ and people with disabilities?</p> <p>Questions for donors:</p> <ul style="list-style-type: none"> • In what ways do you see gender equality and human rights as a practical focus of design and implementation? 	

<ul style="list-style-type: none">• Are your needs in these areas being met?	
Are there any additional comments you would like to make about the project?	

ONLINE SURVEY

A survey is intended for all recipients, i.e., for those representatives of Member States mentioned in prodocs and proposals to donors who are either law enforcement officers or forensic laboratory specialists who were **intended to make use of the provided handheld units and who have participated in training**. While a selected number of these beneficiaries were also interviewed, it is intended to survey all recipients to provide to the extent possible a quantitative assessment of the project's activities and outputs. Some questions will also have the possibility of additional narrative answers.

The survey was issued through SurveyMonkey. It was available in both English and Spanish.

The survey questions and answer choices are provided below.

INTRODUCTION

The Independent Evaluation Section of United Nations Office on Drugs and Crime (UNODC) has commissioned a mid-term evaluation of the *Global SMART Latin American and Caribbean segment*. The project is financed through Canada's Anti-Crime Capacity Building Programme (ACCBP) and the INL. The evaluation is intended to assist in refinements to the regional approach of the project, to better understand client needs and the impact of current activities, and to determine focus areas for future activities. The evaluation is intended to be of use to programme management, donors and representatives of Member States. The period covered by the evaluation is January 2018 through March 2021.

The evaluation team has prepared a survey for representatives of law enforcement and forensics laboratories that have received handheld detection units and received training in their use, maintenance and reporting.

Results of this survey are anonymous and the evaluation report will provide no identifying information on respondents or responses.

QUESTIONNAIRE

I wish to take the survey in:

- Spanish
- English

I am from:

- Barbados
- Bolivia
- Chile
- Costa Rica
- Ecuador
- El Salvador
- Guatemala
- Guyana
- Mexico
- Peru
- Saint Lucia

- Suriname
- Trinidad and Tobago

I am:

- Female
- Male
- Prefer not to say

I represent:

- A law enforcement agency
- Forensics laboratory
- Other (please specify)

Question 1: Did your organisation receive an electronic handheld field detection device from the UNODC project?

- Yes (All respondents should say yes as this survey is directed to recipients, but in case we will allow a 'no' answer for confirmation.)
- No

Question 2: Have you been trained in the use and maintenance of the device?

- Yes (SurveyMonkey will take respondents to relevant follow-up questions.)
- No (SurveyMonkey will take respondents to relevant follow-up questions.)

Question 3: On a scale of 1-5, please indicate your level of agreement with the following statement – 'The handheld unit is a useful tool for me and my organisation.'

1 – Strongly disagree

2 – Disagree

3 – Neither agree nor disagree

4 – Agree

5 – Strongly agree

Question 4: On a scale of 1-5, please indicate your level of agreement with the following statement – 'The training I received provided all the information and practice I need to use the handheld device efficiently.'

1 – Strongly disagree

2 – Disagree

3 – Neither agree nor disagree

4 – Agree

5 – Strongly agree

Question 5: On a scale of 1-5, please indicate your level of agreement with the following statement – 'The training I received provided all the information and practice I need to maintain the handheld device correctly.'

1 – Strongly disagree

2 – Disagree

3 – Neither agree nor disagree

4 – Agree

5 – Strongly agree

Question 6: On a scale of 1-5, please indicate your level of agreement with the following statement – ‘The handheld devices we received are important tools for the work of our organisation.’

1 – Strongly disagree

2 – Disagree

3 – Neither agree nor disagree

4 – Agree

5 – Strongly agree

Question 7: Please indicate on the scale below your perspective on the contribution the handheld device (and provided training) are making in your country/ jurisdiction.

Area of work	Makes a strong contribution	Makes some contribution	Makes only a limited contribution	Does not make any contribution	I do not know
Substance Detection					
Substance Identification					
Data gathering					
Data analysis					
Sharing of information and inter-institutional coordination					
Evidence-based measures (legislation/ strategy/ policy)					

Question 8 – Please comment on your ability to calibrate and verify the unit including protocols used for calibration.

Question 9 - Please comment on your experience on the accessibility of online databased and literature provided by UNODC about NPS, for use in your area of work. If you do not use these sources of information, please indicate this.

Question 10 - Please provide any other comment you would like to about the handheld devices and the related training.

ANNEX III: DESK REVIEW LIST

UNODC DOCUMENTS

Document – name
UNODC: Strategy for Gender Equality and the Empowerment of Women (2018–2021)
UNODC Strategy 2021-2025
Project document: GLO/J88 Global Synthetics Monitoring: Analyses, Reporting and Trends Programme (Global SMART) – 25 August 2008
Opioid crisis proposal – 18 June 2018
Implementing the UNODC Opioid Strategy – Phase II – April 2019 (section 4.3 only is relevant)
GAC – ACCBP Project proposal (Improving the capacity to detect and identify synthetic drugs and new psychoactive substances in the Americas) – 3 November 2017
Project revision – August 2016
Project revision – July 2020 (v7)
Semi-Annual Progress Report 2018
Annual Progress Report 2018
Semi-Annual Progress Report 2019
Annual Progress Report 2019
Semi-Annual Progress Report 2020
Annual Progress Report 2020
Progress report ACCBP 2017-399, March 2018
Quarterly Reporting for US/INL Funded Project, 1st Quarter 2021
Quarterly Reporting for US/INL Funded Projects, 2nd Quarter 2021
Annual project results report ACCBP 2017-399, June 2019
Annual project results report ACCBP 2017-399, June 2020
Certified financial statement 2018 Financial year
Certified financial statement 2019 Financial year
Certified financial statement 2020 Financial year
ACCBP 2017-399 financial statement March 2018
ACCBP 2017-399 financial statement March 2019
ACCBP 2017-399 financial statement March 2020
Global SMART Programme: Advisory Group Meeting Summary Report – March 2018
Global SMART Programme: Advisory Group Meeting Summary Report – March 2019

Global SMART Programme: Amphetamine-Type Stimulants in Latin America - 2014
Global SMART Programme: Estimulantes de tipo anfetamínico en América Latina - 2014
Synthetic Drugs And New Psychoactive Substances In Latin America And The Caribbean 2021
Drogas Sintéticas Y Nuevas Sustancias Psicoactivas En América Latina y El Caribe 2021
Meeting Report: Second Regional Meeting On New Psychoactive Substances (NPS) In The Western Hemisphere (Americas), May 2018
Informe De La Reunión: Segunda Reunión Regional De Nuevas Sustancias Psicoactivas (NSP) En El Hemisferio Occidental (Américas), May 2019
Outcome Report: First Regional Meeting On New Psychoactive Substances (NPS) in the Western Hemisphere (Americas), February 2017
Informe De Resultados: Primera Reunión Regional Sobre Las Nuevas Sustancias Psicoactivas (NPS) En El Hemisferio Occidental (América), Febrero 2017
Training report: Drug identification with handheld electronic Field-testing Devices – March 2018, Panama
The role of drug analysis laboratories in Early Warning Systems
El papel de los laboratorios de análisis de drogas en los sistemas de alerta temprana
Regional Overview Americas
Global SMART Newsletter for Latin America and the Caribbean Volume 1 (Spanish and English)
Global SMART Newsletter for Latin America and the Caribbean Volume 2 (Spanish and English)
Global SMART Newsletter for Latin America and the Caribbean Volume 3 (Spanish and English)
Global SMART Newsletter for Latin America and the Caribbean Volume 4 (Spanish and English)
Global SMART Newsletter for Latin America and the Caribbean Volume 5 (Spanish and English)
Global SMART Newsletter for Latin America and the Caribbean Volume 6 (Spanish and English)
Global SMART Newsletter for Latin America and the Caribbean Volume 7 (Spanish and English)
Independent In-Depth Cluster Evaluation of the Global Synthetics Monitoring: Analyses, Reporting and Trends Programme (GLOJ88) and the Global Scientific and Forensic Programme – Support Project (GLOU54): March 2016
Results of the survey on Global SMART publications and services 2021 – User survey results from the LAC region. UNODC
Gender mainstreaming checklist 2020_GLOJ88.

EXTERNAL DOCUMENTS

Document – name
UNDAF country/region

ADDITIONAL DOCUMENTS REQUESTED

Document – type/name	Comments, if applicable
Training content/ design documents	
Training reports	
Training participant evaluation sheets	

ANNEX IV: STAKEHOLDERS CONTACTED DURING THE EVALUATION

Organisation	Number of stakeholders	Type of stakeholder	Sex disaggregated	Country(ies)
UNODC Staff	7	5 CLP; 2 Non-CLP	Male: 6 Female: 1	Austria, Bolivia, Panama
Donor and other agencies	3	3 CLP	Male: Female: 3	USA, Canada
Member State (beneficiary) representatives	2	CLP	Male: Female: 2	El Salvador, Trinidad and Tobago
Member State (beneficiary) representatives	26	Non-CLP	Male: 15 Female: 11	Barbados, Chile, Costa Rica, Ecuador, El Salvador, Guatemala, Peru, Suriname, Antigua and Barbuda, Argentina, Paraguay
	Total: 38		Male: Female:	

Stakeholders participating in surveys or other forms of written feedback:

Type of stakeholder	Number of responses	Sex disaggregated data
Member State (beneficiary) representatives	7	Male: 5 Female: 2

ANNEX V: EVALUATION MATRIX

Evaluation Question	Indicators/sub- questions What sub-questions will be asked? What will be used as indicators in answering the question?	Data collection method(s) How will data for responding to this question be collected?	Sources of information What sources of information will provide data that will contribute to answering this question?	Data analysis methods & triangulation What data analysis/ data triangulation methods and approaches will be used?
Relevance				
EQ1: To what extent has the project been relevant to stakeholder needs and priorities?	<p>Here we look at three types of stakeholders:</p> <ul style="list-style-type: none"> • MS (recipients/ beneficiaries) • Donors • UNODC <p>In documentation we are looking for examples of global frameworks, regional agreements, national policies or strategies and donor statements being responded to in design or noted in reporting as having been focused on and responded to.</p> <p>In KIIs we are looking for evidence from all stakeholders of the <i>project's responsiveness to their needs and priorities</i> – we will seek specific details in terms of national level as well as personal priorities/ needs.</p> <p>The survey includes a specific question on how the equipment and training were relevant to participants.</p>	<p>Document review</p> <p>Key informant interviews</p> <p>Survey</p>	<p>Document review</p> <ul style="list-style-type: none"> • Prodocs – Global SMART • Proposal documents to donors • Global SMART reporting • Reports to donors • National strategy and policy documents and legislation • Reporting from recipient agencies to national governments • Training designs and training 	<p>Content analysis of documents.</p> <p>Content analysis of key informant interviews.</p> <p>Quantitative and qualitative analysis of the survey.</p>

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Evaluation Question	Indicators/sub- questions What sub-questions will be asked? What will be used as indicators in answering the question?	Data collection method(s) How will data for responding to this question be collected?	Sources of information What sources of information will provide data that will contribute to answering this question?	Data analysis methods & triangulation What data analysis/ data triangulation methods and approaches will be used?
			<p>reports</p> <ul style="list-style-type: none"> • Training evaluations from participants <p>Key informant interviews:</p> <ul style="list-style-type: none"> • All CLPs (So recipients, donors, UNODC) • All UNODC staff (CLP or not) • ‘Recipients’ (beneficiaries) <p>Survey</p> <ul style="list-style-type: none"> • Training recipients 	
Coherence				
EQ2: To what extent has the project delivered results in line with organisational,	While there is similarity here with EQ1, here we are looking for evidence of the <i>project being in line with:</i> <ul style="list-style-type: none"> • Other work of beneficiary organisations. • Other donor programmes. 	Document review Key informant interviews	Document review <ul style="list-style-type: none"> • Prodocs – Global SMART • Proposal documents to 	Content analysis of documents. Content analysis of key informant interviews.

MID-TERM INDEPENDENT PROJECT EVALUATION OF THE GLOBAL SYNTHETIC MONITORING: ANALYSES, REPORTING AND TRENDS PROGRAMME (LATIN AMERICA AND THE CARIBBEAN SEGMENT)

Evaluation Question	Indicators/sub- questions What sub-questions will be asked? What will be used as indicators in answering the question?	Data collection method(s) How will data for responding to this question be collected?	Sources of information What sources of information will provide data that will contribute to answering this question?	Data analysis methods & triangulation What data analysis/ data triangulation methods and approaches will be used?
regional and international priorities?	<ul style="list-style-type: none"> International conventions. 		donors <ul style="list-style-type: none"> Global SMART reporting Reports to donors National strategy and policy documents and legislation Key informant interviews: <ul style="list-style-type: none"> All CLPs (So recipients, donors, UNODC) All UNODC staff (CLP or not) 'Recipients' (beneficiaries) 	Quantitative and qualitative analysis of the survey.
Efficiency				
EQ3: To what extent has the project delivered outputs in a	We are looking specifically to see if the equipment was delivered on time. We are also looking to see that all planned trainees were trained, according to plans.	Document review Key informant interviews	Document review <ul style="list-style-type: none"> Global SMART reporting 	Content analysis of documents. Content analysis of key informant interviews.

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timely and efficient manner	We want to find out if the equipment is being used regularly.		<ul style="list-style-type: none"> • Reports to donors Key informant interviews: <ul style="list-style-type: none"> • All CLPs (So recipients, donors, UNODC) • All UNODC staff (CLP or not) • ‘Recipients’ (beneficiaries) 	
Effectiveness				
EQ4: To what extent did the project achieve its intended outcomes and objectives?	Is national and international capacity in drug detection and identification being built? <ul style="list-style-type: none"> • What is the new capacity? • What does this look like in practice? Are border controls in relation to synthetic drugs and NPS being strengthened? <ul style="list-style-type: none"> • What examples are there? 	Document review Key informant interviews Survey	Document review <ul style="list-style-type: none"> • Global SMART reporting • Reports to donors • Training designs and training reports • Training evaluations from participants 	Content analysis of documents. Content analysis of key informant interviews. Quantitative and qualitative analysis of the survey.

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	<p>Here we specifically want to see if the project is enabling governments to address threats from NPS and synthetic drugs. Is it assisting with:</p> <ul style="list-style-type: none"> • Detection • Identification • Data gathering • Data analysis • Sharing of information • Evidence-based measures (legislation/ strategy/ policy) <p>Is the quality of information of gathered information of a high level? Is it trustworthy? How is this verified?</p> <p>Has the capacity of law enforcement and forensics labs been built in these specific areas?</p> <ul style="list-style-type: none"> • In what ways? • What examples are there? <p>Have regional analytical reports and briefs on synthetic drugs and NPS been developed? Are they being used by relevant stakeholders? Do they contribute to improvements in information at the</p>		<p>Key informant interviews:</p> <ul style="list-style-type: none"> • All CLPs (So recipients, donors, UNODC) • All UNODC staff (CLP or not) • ‘Recipients’ (beneficiaries) <p>Survey</p> <ul style="list-style-type: none"> • Training recipients 	

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	national and regional level? And the sharing and use of this information? Are national early warning mechanisms being established and/ or strengthened (built around the mentioned law enforcement and forensic lab beneficiaries)?			
Impact				
EQ5: To what extent has the project generated or is expected to generate significant positive or negative, intended, or unintended, higher-level effects?	Here we are looking for longer term implications. These are likely to be: <ul style="list-style-type: none"> • In the practice of border police or other relevant police services. • In how information is stored, shared and used by either police services, labs, or other stakeholders. • In visible practices of communication and/ or coordination inside of specific countries and between countries. Examples may include - <ul style="list-style-type: none"> ○ Information sharing between relevant stakeholders ○ standardization of control methods ○ police detection work 	Key informant interviews	Key informant interviews: <ul style="list-style-type: none"> • All CLPs (So recipients, donors, UNODC) • All UNODC staff (CLP or not) 	Content analysis of key informant interviews.

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Evaluation Question	Indicators/sub- questions What sub-questions will be asked? What will be used as indicators in answering the question?	Data collection method(s) How will data for responding to this question be collected?	Sources of information What sources of information will provide data that will contribute to answering this question?	Data analysis methods & triangulation What data analysis/ data triangulation methods and approaches will be used?
	<ul style="list-style-type: none"> ○ forensic analysis methods ● Legislative improvements. 			
Human rights, gender equality, and leaving no one behind				
EQ6: To what extent has the project design and implementation fully considered human rights, gender equality as well as marginalised groups, including LGBTQI+ and people with disabilities?	<p>Project documentation is almost completely silent on gender, human rights, marginalised groups (such as LGBTQI+ and people with disabilities).</p> <p>There is some indication of gender balancing in participation but nothing beyond this aspect is visible.</p> <p>The evaluation will ascertain if there is more emphasis in project processes than is indicated in documentation. Enquiry will look at both project processes and project results.</p>	<p>Document review</p> <p>Key informant interviews</p>	<p>Document review</p> <ul style="list-style-type: none"> ● Prodocs – Global SMART ● Proposal documents to donors ● Global SMART reporting ● Reports to donors <p>Key informant interviews:</p> <ul style="list-style-type: none"> ● All CLPs (So recipients, donors, UNODC) ● All UNODC staff (CLP or not) 	<p>Content analysis of documents.</p> <p>Content analysis of key informant interviews.</p>