

**Independent mid-term In-depth Evaluation of  
the  
UNODC Country Programme for the  
Islamic Republic of Iran  
(2011-2014)**

Sub-Programme 1: Illicit trafficking and border  
management - IRN/V03

Sub-Programme 2: Drug Demand Reduction and HIV  
Control - IRN/V04

Sub-Programme 3: Crime, Justice and Corruption -  
IRN/V05

Islamic Republic of Iran

Independent Evaluation Unit  
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# ACRONYMS

AML	Anti-Money Laundering	MOE	Ministry of Education
ANP	Anti Narcotics Police	MOHME	Ministry of Health and Medical Education
APPR	Annual Project Progress Report	MOI	Ministry of Interior
ATS	Amphetamine Type Substance	MOJ	Ministry of Justice
BLO	Border Liaison Officer	MOU	Memorandum of Understanding
CARICC	Central Asian Regional Information and Coordination Centre	NGO	Non-government Organisation
CBT	Computer-based Training	OECD	Organisation for Economic Cooperation and Development
CCP	Container Control Programme	OHCHR	Office of the High Commission on Human Rights
CCU	Container Control Unit	PLHIV	People Living with HIV
CFT	Counter Financing of Terrorism	PLO	Programme Liaison Officer
CIL	Criminal Investigation Laboratory	PPI	Paris Pact Initiative
COIRA	Country Office in the Islamic Republic of Iran	PSC	Programme Steering Committee
CP	Country Programme	PTC	Programme Technical Committee
CSO	Civil Society Organization	SAPPR	Semi-annual Progress Project Report
DCHQ	Iran Drug Control Headquarters	SWO	Social Welfare Organisation
DDR	Drug Demand Reduction	SWOT	Strengths, Weaknesses, Opportunities and Threats
DIC	Drop-in Centre	TB	Tuberculosis
ECO	Economic Cooperation Organisation	TC	Technical Cooperation
FIU	Financial Intelligence Unit	TI	Triangular Initiative
GIO	General Inspection Organization	TOT	Training of Trainers
HQ	Head Quarters	TPI	Tehran Psychiatric Institute
ICE	International Collaborative Exercise	UNAIDS	UN Joint Programme on HIV/AIDS
ICHTTO	Iran Cultural Heritage, Handicraft and Tourism Organisation	UNCAC	UN anti-corruption convention
IDU	Injecting Drug User	UNESCO	UN Education, Scientific and Cultural Organisation
IEU	Independent Evaluation Unit	UNHCR	UN High Commission for Refugees
INCAS	The Iranian National Centre for Addiction Studies	UNODC	UN Organisation on Drugs and Crime
IR of Iran	Islamic Republic of Iran	UNTOC	UN convention on Transnational Organised Crime
JPC	Joint Planning Cell	WCO	World Customs Organization
M&E	Monitoring and Evaluation		
MFA	Ministry of Foreign Affairs		
MLA	Mutual Legal Assistance		

# EXECUTIVE SUMMARY

## Introduction

This report describes the findings, conclusions and recommendations of the independent mid-term evaluation of the UNODC Iran Country Programme of Technical Cooperation on Drugs and Crime in The Islamic Republic of Iran (2011-2014) in the Islamic Republic of Iran (IR of Iran). The evaluation took place between April and May 2013. The objective of the mid-term evaluation was to assess the relevance, design, effectiveness, efficiency, partnership, and sustainability of the Country Programme as a whole, and of the three sub-programmes. The methodology of the evaluation consisted of a desk review of programme reports and documentation; structured interviews with more than 100 key informants; project observations in three cities, and subsequent triangulation of the findings. The evaluation team debriefed key informants to validate tentative findings.

The UNODC Country Programme was developed in 2010, based on several preceding UNODC projects undertaken by the UNODC Country Office (COIRA). The Programme aimed to outline a coherent programme of work focused on defined strategic outcomes, with an anticipated budget of US\$ 13.5 million. The three sub-programmes are SP1 'Illicit trafficking and border management'; SP2 'Drug demand reduction and HIV control;' and SP3 'Crime, justice and corruption'. The strategic approach for each of the sub-programmes is to assist the enhancement of national capacities, and to facilitate bilateral, regional and international cooperation.

## Evaluation findings

### *Effectiveness*

Progress towards Country Programme objectives was assessed through a triangulation involving documentation review (including through annual performance appraisal reports), interviews of beneficiaries/counterparts and site visits. It is evident that the Country Programme has already achieved its purpose to outline a coherent programme of work focused on defined strategic outcomes, and raised over US\$ 7 million in international and some counterpart funding. It is hard to measure progress towards the original Programme Document objectives for the three sub-programmes: 1) reduced drug trafficking; 2) reduced drug dependency, ID use and HIV prevalence among drug dependents; and 3) improved institutional frameworks on crime, justice and corruption. However, based on interviews, national and programme reports, the evaluation found that progress is likely towards current sub-programme outcomes: increased national capacities in respective areas.

Progress towards the sub-programme objectives and outcomes is assessed through progress reports, interviews and observations. An impressive range and number of programme activities have taken place in the three sub-programmes towards several outcomes per sub-programme. This included the following:

(a) Sub-programme 1 delivered technical assistance to Drug Control Headquarters (DCHQ), Anti Narcotics Police, Customs Administration, and Ministry of Foreign Affairs,

through capacity building, exposure visits and international meetings, material support and equipment. Support areas include drug-detecting dogs, container control, forensic laboratories, criminal intelligence, Triangular Initiative<sup>1</sup>, including a Joint Planning Cell and Border Liaison Offices.

(b) Sub-programme 2 provided technical assistance to DCHQ, Ministry of Health and Medical Education, Prisons Organisation, State Welfare Organisation, The Ministry of Education and NGOs. The activities and outputs included development of innovative service delivery packages, training of service providers and international study tours. Support focused on development of the DCHQ prevention strategy, NGO strategic planning support, harm reduction, drug prevention in schools, workplace and families, drug treatment (including ATS), HIV preventions and HIV/TB co-infection management.

(c) Sub-programme 3 worked with Ministry of Foreign Affairs; Judiciary; Ministry of Economic Affairs and Finance; Ministry of Justice; Iranian Cultural Heritage, Handicrafts and Tourism Organization (ICHHTO); General Inspection Organization (GIO); Police (International Affairs and Interpol); and Ministry of Interior. The activities included lobbying, sensitization, support for legal revision, and facilitation of international meetings in the following areas: UN convention on transnational organised crime, anti-money laundering, mutual legal assistance, legislation on countering financing of terrorism, protection of witnesses and victims, anti-corruption, asset recovery and protection of cultural property.

In sum, the overall objective has been achieved and there are many achievements at programme activity (output) level. It is very hard to measure impact at the outcome level with the current logframe: trends in drugs and crime (original objectives) or national counterparts' capacities (current sub-programme outcomes). Other important achievements are that each sub-programme includes international collaboration, despite the current international political environment, and that the Country Programme contributes directly to the UNODC Regional Programme.

## *Relevance*

The Country Programme, and indeed UNODC's presence in IR of Iran, is highly relevant, because IR of Iran is highly affected by illicit drug trafficking and use. Also the government is highly committed to drug control: it is a national policy priority, and features in the UN Development Assistance Framework (UNDAF). UNODC has a comparative advantage to work in IR of Iran, as it provides access to international good practices, and facilitates international and regional collaboration on drugs and crime. Some programme components do not (or no longer) respond to the needs of counterparts, (for example the Container Control Programme, and the forensic laboratory support programme, as evidenced by lack of counterpart interest and cooperation.

The Country Programme was drafted on the basis of end-of-project evaluations of preceding UNODC projects<sup>2</sup>. The Programme Document was finalized with the participation of key national counterparts, DCHQ and the Ministry of Foreign Affairs; other national counterparts were only indirectly consulted. Primary beneficiaries, people who are vulnerable to drug use

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<sup>1</sup> An sub-regional UNODC initiative to support collaboration between IR of Iran, Pakistan and Afghanistan

<sup>2</sup>These are: 1) Cluster Evaluation of the UNODC Iran Drug Supply Reduction Projects in Iran (IRN/I50 and IRN/I53), January 2010; 2) Terminal Independent Evaluation Report for Integrated Border Control in Iran (IRN/I50), January 2010; 3) Terminal Independent Evaluation Report for Promotion of Regional and International Cooperation in Drug Control for Iran - IRN/I53 ; 4) Goos C, et al (2010), "External Independent Project Evaluation - IRN/I55 Nationwide Drug Prevention Measures in Iran & IRN/I57 Advocacy and Regional Cooperation in Drug Demand Reduction".

and trafficking, have not participated in programme design, although needs assessments were included in preceding projects IRN/155 and IRN/K13.

## *Design*

The design of the Country Programme is appropriate to the purpose, i.e. implementing a portfolio of support activities. However, for COIRA to achieve impact at the level of public policy and national strategies, a more focused portfolio and more emphasis on planning and follow up would be more appropriate. The Country Programme design is aligned with UNODC thematic programmes and the UNODC Regional Programme (which was designed *after* the Country Programme). The Country Programme is one of the first integrated UNODC programmes, and the integrated design enabled COIRA to be more flexible and responsive, e.g. linked activities or combined budgets across sub-programmes. Despite the integrated design, sub-programmes are largely managed as separate projects, and the evaluation found opportunities for more synergy between and even within sub-programmes, e.g. linking transnational crime to drug control, and drug control with drug treatment.

The ‘results and monitoring framework’ of the Programme Document was revised into a logframe in 2011, and revised again in 2012. There are still several problems with the logframe, rendering it unsuitable as a management tool. First, measuring outcome-level indicators rely on government data that may not be shared or verifiable due to the sensitive nature of data on crime and drugs. Second, output-level indicators lack targets and baselines, and may not be specific or sensitive.

## *Efficiency*

The Country Programme is cost-effective, because it has been able to achieve many outputs with a relatively small budget. Good practices regarding efficiency include joint implementation with the Regional Programme; contracting technical assistance instead of recruiting staff, and the systematic approach to innovative service package development in sub-programme 2.

Timeliness of implementation is often a problem for managers, reflecting the challenges of coordinating a large number of stakeholders with different priorities. Transaction costs are high, due to frequent delays and cancellations. Sub-programme Steering Committees, meant to align competing interests and needs, fail to do so because DCHQ and MFA do not allow all relevant national counterparts to participate in these committees.

## *Partnerships and cooperation*

COIRA’s excellent external relations are helpful towards the implementation of the Country Programme. Good relations with national counterparts are reflected in the strong appreciation expressed for the UNODC leadership and management to the Evaluation Team. Similarly, proactive engagement with donors has resulted in supportive relations and resource mobilisation according to targets set. Other partners, from civil society and academia are also supportive of COIRA and the Country Programme.

In terms of international partnerships, the Country Programme has been successful in engaging IR of Iran in international drug and crime efforts, especially (sub) regionally. This is a major achievement, in a context of political uncertainty surrounding Iran. COIRA has been able to capture the opportunities provided by the UNODC Regional Programme, to engage IR of Iran to engage with the region, and develop joint activities.

## Sustainability

Sustainability of Iran's drug control commitment and efforts are not in doubt. UNODC's financial contribution is relatively small compared to the domestic investment in drug control.

In contrast to the positive prospects of the *national* effort, the short-term sustainability of the *Country Programme* is a challenge. A major donor has recently withdrawn its committed funding, due to concerns about human rights violations in IR Iran, and the link between international support for increased trafficking interdiction and reports of increasing capital punishment for drug traffickers. Other UNODC donors express that they share these human rights concerns, and look for UNODC to address these.

## Conclusions

*Relevance.* The Country Programme is very relevant to the needs of Iran. Whilst the needs of primary stakeholders, people vulnerable to drug use and/or trafficking, are the main concern of the Country Programme and sub-programmes, their participation in needs assessment and planning is not evident.

*Design.* The Country Programme design reflects the UNODC integrated programme approach, and is consistent with UNODC technical and regional priorities. The scope of the Country Programme activities is very broad: in the second phase, consolidation might be considered to have more impact in fewer key areas. The logical framework does not allow the programme to measure impact at outcome level. The Country Programme is integrated, but opportunities for increased synergy remain between and within sub-programmes.

*Effectiveness.* The Country Programme has achieved already its overall objective, and has mobilised more than half of the estimated resource requirements. COIRA is well underway to implement programme activities as planned, and the Programme is perceived to be effective by all stakeholders. At the outcome level, i.e. improved capacity of national counterparts, evidence of attribution and contribution is hard to establish, which reflects difficulties of the M&E system to measure capacity, trends in drug trafficking and service coverage.

*Efficiency.* The programme is overall cost-effective. Timeliness is a problem for sub-programme managers. The potential for sub-programme Steering Committees as effective platforms for coordination is not fully utilized.

*Partnerships.* The Country Office has been able to build excellent external relations with the Government, most national counterparts, donor agencies, civil society and academia.

*Sustainability.* Although the long-term sustainability of the national effort is certain, the short-term funding for the Country Programme is uncertain due to donor concerns about human rights. UNODC guidance on human rights related mediation exists, and if properly operationalized, could avert a funding crisis.

## Recommendations

### *Critical recommendations:*

1. COIRA to consider developing a programme on criminal justice for drug offenders, including normative work on human rights. In any case, COIRA needs to urgently engage

with UN Resident Coordinator and Office of the High Commission on Human Rights (OHCHR) to address human rights concerns, and avoid reputational damage to UNODC and avert short-term funding challenges.

2. COIRA to move towards *strategy and policy* support regarding drug control and crime, complementing *operational* support. As a first step, UNODC could support a strategic planning exercise and SWOT analysis. A clear focus on high-impact support will help COIRA to set priorities, reduce the scope of the Country Programme, and develop internal synergies.

3. COIRA to review governance and revise membership and role of Steering Committees. COIRA to consider establishing one, overall Steering Committee as a platform for policy and strategy dialogue, instead of three separate steering committees for each sub-programme. Current sub-programme Steering Committees could keep their operational role, ideally opening up membership to all relevant national counterparts.

4. COIRA to revisit its logframe to make it a more useful tool for monitoring and reporting progress. Relevant quantitative output level indicators need baselines and targets.

5. COIRA to explore providing technical assistance to DCHQ to strengthen national surveillance of drug trafficking, drug use and drug demand reduction. Such would be for the country's benefit, but also facilitate collection of outcome-level indicators.

#### *Important recommendations:*

6. COIRA to develop a capacity building strategy, including systems for training needs assessment, participant and trainer selection. Quality assurance and follow-up of trainings and workshops should be part of the strategy to increase impact.

7. COIRA to commission an external evaluation of *all* service packages developed in Sub-programme 2.

#### *General recommendations:*

8. COIRA to keep engaging IR of Iran to ratify UNTOC

9. COIRA to maintain good relations with government counterparts, and to capitalize on these good relations by further engaging in strategy and policy dialogue.

10. COIRA to consider discontinuation of the Container Control Programme. The Global CCP and the Regional Programme could continue to invite IR of Iran to relevant events. (See also recommendation #2)

11. COIRA to consider discontinuation ICE in the Country Programme. Global and Regional Programme to invite national counterpart to relevant ICE activities. (See also recommendation #2)

12. COIRA to invest in change management processes to support the transition from projects to programmes.

13. UNODC to carry out a focused assessment of the Triangular Initiative with the perspectives of all three countries. A joint assessment (including a SWOT analysis) by all relevant UNODC Programmes and counterparts could explore barriers and ways forward.

## Lessons learned

The Country Programme has provided an opportunity for UNODC to learn the following lessons

(a) *Access to outcome-level means of verification:* COIRA has difficulties accessing and verifying outcome-level data. A lesson is that the design of the M&E framework needs to

enable the Programme to assess outcome-level impact – hence the availability, sensitivity, accessibility and verifiability of these indicators needs to be checked *at the design stage*, not once the programme is being implemented.

(b) *Trade off between non-controversial technical cooperation and sensitive policy dialogue:* It may be comfortable to build good relations and provide operational support, UN agencies do have a mandate to (also) engage in more challenging but important policy dialogue. A lesson is that this trade-off between higher impact policy dialogue versus the risks for relational damage needs to be intermittently and explicitly re-assessed (for example at mid-term) to increase impact and avoid complacency.

(c) *Guidance for human rights appraisal is important at design stage:* A lesson learnt is that to prevent problems later on, UNODC guidance needs to be promoted and implemented with strong coordination between the field and HQ. Human rights training for all UNODC managers that are confronted with these issues in their operational work is a helpful start.

(d) *Situation analysis to inform project design:* The Country Programme is designed on the basis of evaluation of preceding projects. A lesson learnt is that even when continued programming is anticipated, UNODC should undertake a *broad* situation analysis of *all* areas of concern for UNODC, including needs assessments of others than current (government) partners.

# SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings: problems and issues identified	Evidence (sources that substantiate findings)	Recommendations
<b>Critical recommendations</b>		
1. International concern about human rights and capital punishment for drug offenders, and UNODC's role. Potential for serious reputational damage to UNODC and short term funding challenge.	Interviews donors, staff and DCHQ; literature review; Consultant reports; correspondence with HQ; UNODC guidance;	COIRA to consider developing a programme on criminal justice for drug offenders, including normative work on human rights.
2. The Country Programme scope is very broad, not very prioritized. Impact at output level (training) evident, but impact at outcome level (e.g. trends in drug control) is not clear. More opportunities for internal synergies. Some technical cooperation activities lack needs assessment and follow up.	Project Document. Progress reports, Logframe analysis, Programme Review Committee (PRC) report, Observation of activities and interviews staff and counterparts.	COIRA to engage in strategy and policy support regarding drug control and crime. As a first step, COIRA could initiate a strategic planning exercise.
3. While the Country Programme governance system is well institutionalized, coordination challenges impact efficiency, through delays and cancellations.	Annual Project Progress Report (APPR)/ Semi-Annual Project Progress Report (SAPPR)/Interviews with UNODC staff, PSC and PTC minutes	COIRA to review governance and revise the Steering Committee membership and role. COIRA to consider establishing one overall Steering Committee as a platform for policy and strategy dialogue, instead of three separate Steering Committees for each sub-programme.
4. The logframe is not structured as a management tool, nor able to measure impact of the Country Programme.	Logframe, APPR/SAPPR/PRC reports.	COIRA to revisit its logframe and collect baselines to make it better oriented towards reporting and progress monitoring.
5. Outcome level impact assessment depends on DHQC M&E systems. DCHQ recognizes limited capacity for M&E	PRC reports Interviews with programme staff, counterparts. Logframe	COIRA to explore providing technical assistance to DCHQ on strengthening national surveillance in the area of drug trafficking, drug use and

		drug demand reduction.
<b>Important recommendations</b>		
6. No capacity building strategy. Training not always relevant to the needs of participants. Little follow up of training activities. Little evidence of impact of training, beyond pre-post test in most cases.	Interviews with programme staff, counterparts and training beneficiaries. Progress reports.	COIRA to develop a capacity building strategy, including quality assurance systems for training needs assessment, participant and trainer selection, and follow up of capacity building efforts.
7. The evaluation assessed 3 out of 19 packages produced under sub-programme 2. Whilst packages assessed are high quality in terms of scientific content and design, development of behaviour change communication benefits from more involvement of beneficiaries.	Review of SP2 documentation and packages; interviews with programme staff, consultants & trainees, observation of services.	COIRA to commission external evaluation of all service packages developed in sub-programme 2.
<b>General recommendations</b>		
8. The Country Programme has excellent public relations with national stakeholders. All government counterparts interviewed <sup>3</sup> expressed their appreciation about the commitment and competence of the UNODC team	Stakeholder interviews	COIRA needs to maintain the good external relations. And COIRA needs to capitalize on these good relations and explore ways to further engage in strategy and policy dialogue.
9. While ratification of the UNTOC has not taken place, the IR of Iran is still advancing on aligning national legislation to it with UNODC's support. So UNODC is able to work within very complex and tricky political environments.	SP3 progress reports, interviews with counterparts, programme staff, and HQ staff	COIRA to keep engaging IR of Iran in UNTOC ratification
10. Insufficient progress on the Container Control Programme, due to lack of buy in from Customs Department	SP1 progress reports, interviews with DCHQ and programme staff	COIRA to consider discontinuation of CCP in the Country Programme. Regional programme to invite national counterpart to regional activities.
11. Insufficient progress on the ICE Programme, due to lack of interest of the	SP1 progress reports, interviews with DCHQ and programme staff	COIRA to consider discontinuation ICE in the Country Programme.

<sup>3</sup> See annex II, The evaluation team was not able to meet representatives from Customs Department

participating laboratories		Regional programme to invite national counterpart to regional ICE activities.
12. The integrated “programme approach” is an improvement on the “project approach.”	V03 annual and PRC reports. Interviews with UNODC staff and counterparts.	COIRA to invest in change management processes to support the transition from projects to programmes.
13. The Triangular Initiative is key to the efforts and work of COIRA but operational impact has been slow.	V03 annual and PRC reports. Regional Programme Document and Annual Progress Report 2012. Interviews with UNODC staff, donors and counterparts.	UNODC to carry out a focused assessment of the TI with the perspectives of all three countries to identify opportunities and weaknesses.



# I. INTRODUCTION

## Background and context<sup>4</sup>

The Islamic Republic of Iran (IR of Iran) faces extensive drug-related challenges. Drug use, drug trafficking, organized crime and corruption are major impediments to sustainable development, including the achievement of the Millennium Development Goals. The geographical location of IR of Iran, particularly its porous eastern border with Afghanistan, the world's largest illicit opium and cannabis producer, and Pakistan, has turned it into a major transit country for illicit drugs. Reports suggest that 35 per cent of heroin trafficked from Afghanistan transits the I.R. of Iran (the Balkan route). While most of the drugs trafficked via the I.R. of Iran continue on to Turkey on their way to European markets, a significant quantity stays in the country, given that Iran has one of the highest rates of opiate use in the world. In addition to opiates trafficking, the trend in Amphetamine Type Stimulants (ATS) trafficking and use is concerning. Over the years, the country has built one of the strongest counter-narcotics enforcement capabilities in the region and beyond, spending millions of dollars annually in border control and seizing the highest percentages of opium and heroin in the world.<sup>5</sup> Iran's human cost in the war against drugs has been extensive. 3,700 Iranian law enforcement personnel have lost their lives in action against organized crime networks and trafficking gangs in the last three decades.

To address these multi-faced challenges, UNODC and the Government of Iran developed in 2010 a programme of technical cooperation on drugs and crime for the IR of Iran (2011-2014).

The primary purpose of the UNODC Country Programme for Iran was to outline a coherent programme of work focused on defined strategic outcomes related to: 1) Illicit trafficking and border management; 2) drug demand reduction and HIV control, and 3) crime, justice and corruption.

The Country Programme started in March 2011, for the duration of 4 years. The overall budget for the Country Programme was estimated at US\$ 13.5 million, and funding has been secured from bilateral development partners, and IR of Iran.

As part of the monitoring and evaluation framework the UNODC Iran Office, in close coordination with the Independent Evaluation Unit (IEU), commissioned an external independent mid-term evaluation of the Country Programme in the third year of implementation.

The independent evaluation team consisted of Dr. Paul L. Janssen (team leader); Mr. Ali A. Mojtahed Shabestari (national consultant); Ms. Nastaran Moossavi (national consultant); and Ms. Madeeha Bajwa (IEU). The team visited Tehran and project sites from 28 April to 16 May 2013, preceded by a desk review, and a visit to UNODC headquarters (PJ) on 25-26 May 2013.

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<sup>4</sup> See also Annex 1: terms of reference

<sup>5</sup> Technical Cooperation on Drugs and Crime for the Islamic Republic for Iran, UNODC Country Programme Iran 2011-2014



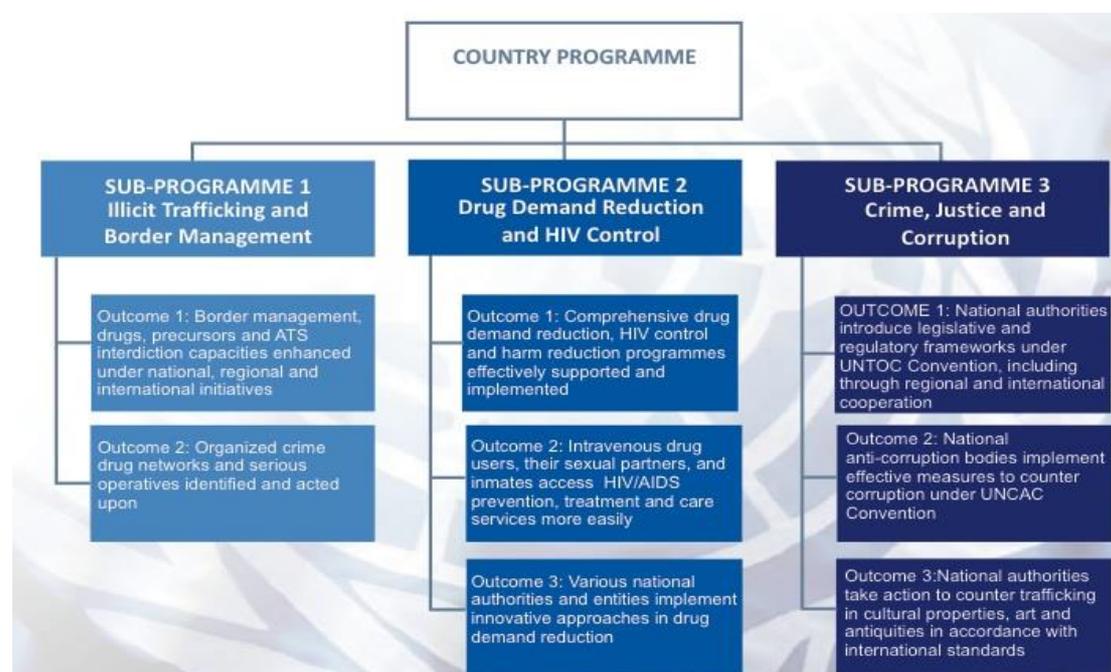
container control, forensic laboratories, criminal intelligence, Triangular Initiative<sup>6</sup>, including the Joint Planning Cell and Border Liaison Offices. Sub-programme 1 builds on earlier UNODC technical cooperation projects with Anti-Narcotics Police, Interpol, and Customs

(b) Sub-programme 2 on Drug Demand Reduction and HIV Control, supports the DCHQ with its second mandate, drug demand and harm reduction. It also reflects UNODC's mandate in UNAIDS, HIV services for drug users, in prisons and for law enforcement staff. This sub-programme also builds on earlier technical cooperation projects, and works closely with Ministry of Health<sup>7</sup>, Social Welfare Organisation, Ministry of Education, Prison Organisation, Police, as well as civil society organisations, academia and researchers.

(c) Sub-programme 3 on Crime, Justice and Corruption, coordinates closely with the Ministry of Foreign Affairs, providing technical and legal support for ratification and implementation of UNODC conventions relevant to fighting trafficking and associated transnational organized crime (UNTOC) and corruption (UNCAC). This sub-programme also builds on an earlier project, but is expanded to address trafficking in cultural heritage, to address a national need and opportunity to collaborate with UNESCO. Counterparts include. Ministry of Foreign Affairs (MFA), Minister of Interior (MOI), Ministry of Economic and Financial Affairs (MEAF), Financial Intelligence Unit (FIU), High Council on Money Laundering, Anti Money Laundering Secretariat, Customs Organization, Judiciary, Ministry of Justice, General Inspection Organization (GIO) Police (International Affairs and Interpol), and Iran Cultural Heritage, Handicraft and Tourism Organization

Common strategies in each of the three sub-programmes are to enhance national capacities, and to promote international good practices. Regional collaboration is another crosscutting approach, especially at sub-regional level with Pakistan and Afghanistan in the context of drug control.

Figure 1: UNODC Iran Country Programme<sup>8</sup>



<sup>6</sup> An sub-regional UNODC initiative to support collaboration between IR of Iran, Pakistan and Afghanistan

<sup>7</sup> Center for Disease Control and the Department of Psychosocial Health and Addiction

<sup>8</sup> This is the original CP tree. The revised logframe and outcomes are provided in Annex III.

The total budget for the Country Programme is almost 13.5 million US dollar, of which 7.21 million has been committed thus far from several sources.

Table 1: Funding as of April 2013

	<b>Budget total (US\$)</b>	<b>Funded as of April 2013 (US\$)</b>	<b>Unfunded (US\$)</b>
Sub Programme 1	5,495,000	1,954,674	3,540,326
Sub Programme 2	3,360,000	3,223,488	136,512
Sub Programme 3	4,600,000	2,205,588	2,394,412
<b>Total</b>	<b>13,455,000</b>	<b>7,383,750</b>	<b>6,071,250</b>

Table 2: Funding partners and earmarks

<b>Donors</b>	<b>US\$</b>	<b>SP</b>	<b>Earmark</b>
Norway	4,030,578	SP 2 &3	Soft earmarked
Denmark	863,660	SP 1	Border Management & Drug Trafficking interdiction
Japan	707,032	SP 1	Border Management & Drug Trafficking interdiction
Sweden	643,892	SP2	Drug Prevention and Treatment
Ireland	242,616	SP 1	Border Management & Drug Trafficking interdiction
France	132,674	SP 1	Border Management & Intl Cooperation & intelligence exchange
Iran	105,090	SP3	Financial Intelligence Unit activities such as Anti Money Laundering & Countering
Germany	270,000	SP2	Drug prevention and treatment; HIV prevention among drug users
Switzerland	76,257	SP2	HIV
UK	85,928	SP 1	Border Management & Drug Trafficking interdiction
Italy	49,685	SP 2 &3	Prevention and Palermo Convention (UNTOC)
<b>Total</b>	<b>7,210,319</b>		

## Evaluation methodology<sup>9</sup>

The overall objective of the evaluation is to provide accountability to the UNODC management, member states and donors. The specific objectives are 1) to assess the achievements of the Iran Country Programme, 2) to generate lessons to inform the remaining Country Programme implementation, 3) to receive feedback, appraisal and recognition, as well as 4) to facilitate resource mobilization by establishing if possible attribution of achievements to the programme. This evaluation exercise is meant to ensure ownership, result-based orientation, cost-effectiveness and quality of UNODC services.

The scope of the evaluation includes the first two years of the Country Programme implementation (from 1 March 2011 to March 2013)<sup>10</sup>. This evaluation assesses two levels: the Country Programme at a holistic level, and each Sub-Programme individually.

<sup>9</sup> See also Annex 1: terms of reference

<sup>10</sup> Note: 2011/2012 PRC reports covers programme years: March-Feb, but (semi) annual progress reports (S/APR) cover calendar years. Achievements included in this evaluation cover the period January 2011 to March 2013.

The overall evaluation questions were provided by the terms of reference, and follow OECD evaluation guidelines:

1. Effectiveness (including progress of the Country Programme and sub-programmes, and the likelihood that their stated objectives will be achieved);
2. Relevance (including the extent to which the Country Programme and sub-programmes responds to stakeholders' needs and priorities);
3. Design (overall design aspects, including specific questions related to the alignment with UNODC regional and thematic programmes);
4. Efficiency (including cost-effectiveness, timeliness and the efficiency of implementation arrangements and joint programming);
5. Partnerships (including to what extent the Country Programme has strengthened partnership at national, regional and international levels); and
6. Sustainability (including the likelihood that activities and/or impact will be sustained beyond the end of the Country Programme).

For each of these questions, specific topics are provided in the terms of reference, which are addressed in chapter 2, findings (see also Annex 1). On the basis of the desk review, some lines of enquiry, or specific questions, have been formulated in the Inception Report (not annexed). These questions are also addressed in chapter 2.

The evaluation methodology consisted of a triangulation exercise of data stemming from

1. Desk review (including all Country Programme progress reports, programme documentation, and relevant national and international reports and literature)
2. Semi-structured interviews with key informants (including Country Programme staff and consultants, national counterparts, funders, UNODC headquarter staff, and implementers)<sup>11</sup>
3. Observations of programme activities (in Tehran, and during site visits to Shiraz and Mashhad)<sup>12</sup>.
4. A debrief/consultation session for all key informants at the Country Office on the last day of the mission (16 May 2013).<sup>13</sup>

(See annexes II - IV for key informants; documentation; and interview guide).

The triangulation method was applied to answer most specific evaluation questions. See Table 3 below.

Table 3: Triangulation of information

<b>Evaluation Question</b>	<b>Main methods included</b>
1. Effectiveness	Interviews staff and counterparts, Progress reports, Observation
2. Relevance	Programme Document, evaluations, needs assessments, interviews
3. Design	Programme Document, evaluations, needs assessments, interviews
4. Efficiency	Interviews, Progress reports, Minutes PSC/PTC
5. Partnerships	Interviews counterparts, staff, funders & civil society
6. Sustainability	Interviews counterparts, staff & funders, desk review

<sup>11</sup> See Annex III for (semi-structured) interview guide

<sup>12</sup> Programme sites visited included (for SP 1); an exhibit of border control and ANP laboratory; (for SP2) prison counseling services, HIV/STD clinic, drug treatment centers, street children programme and female drug users drop-in center; (for SP3) the computer based learning centre at FIU.

<sup>13</sup> Tentative findings were presented and discussed – this served further validation and triangulation

Limitations of the methodology include the following:

(a) Some key informants could not be interviewed (for example Customs Department, UNAIDS representative) due to scheduling conflicts.

(b) The team was not able to visit some of the sites of activities supported in Sub-programme 1 including the border areas, the dog training centre, the Container Control Site in Bandar Abbas. The status of these was assessed through interviews with counterparts, informants, and review of mission and training reports.

(c) The team has not been able to interview beneficiaries of the services supported in Sub-programme 2. Their needs and priorities have been assessed through interviews with service providers, informants and review of formative research.

(d) Data collected in the reports are not fully reliable. (Semi) annual progress reports miss information, and there is inconsistent reporting across the documents<sup>14</sup>. Also, the quality of reporting varies across sub-programmes<sup>15</sup>.

(e) The site selection for visit was not random, but determined by availability of project staff, and as suggested by the Country Programme.

(f) As it was not possible to assess in detail each service package supported under Sub-programme 2, some were assessed in more detail than others. This selection was not random, but guided by availability of informants and documentation and site visits arranged for the evaluators.

(g) One evaluation team member is a staff member of the Independent Evaluation Unit as well as the Regional Programme. The relation between the Country Programme and the Regional Programme was an important aspect of the evaluation. Her knowledge afforded the team in-depth understanding of the Regional Programme (and regional issues), but may have introduced some level of bias on the evaluation questions related to regional collaboration.

The above limitations may have resulted in some level of (selection) bias, or some information gaps. The triangulation method however will have counteracted this to a large extent. Where information is considered ambiguous or not robust enough to arrive at firm conclusions, this is reported in the text.

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<sup>14</sup>Example: APR reports 18 drug-detecting dogs delivered, while PRC reports 12 dogs delivered to ANP.

<sup>15</sup>Example: dates are missing in sub-programme 3 APPR and SAPPRs.

## II. EVALUATION FINDINGS

### Effectiveness

The key evaluation question for effectiveness is to what extent the Country Programme, and sub-programmes, have achieved their stated objectives at mid-term, and the likelihood that objectives will be achieved at project end. The first part of this chapter will discuss what occurred as a consequence of the Country Programme; the second part will discuss lessons learnt about factors that are responsible for the achievement, or failure of the objectives?

#### *Progress towards the objectives of the Country Programme*

The primary purpose of the Country Programme, to outline a coherent programme of work, focused on defined strategic outcomes, has been achieved already. The Country Programme has clearly been able in the last two years to initiate technical cooperation activities with government and non-government counterparts as proposed in the Project Document. Key informants from government, development partners and civil society told the evaluation team consistently that the Country Programme as a whole adds value, that the programme activities are of good quality, and that the UNODC Country Office management and specialists are extremely committed and professional.

Cross-cutting aims of the Country Programme are to 1) enhance national capacities to fight drugs and crime, and 2) to facilitate and support bilateral, regional and international cooperation, both promoting international standards and good practice. Progress on these aims is very hard to measure, because indicators and means of verification for these aims are not specified in the Project Document (see also chapter 2.3, Design), and progress reports do not specifically monitor these aims<sup>16</sup>. However, anecdotal evidence suggests that progress has been made, especially in promoting regional collaboration: national counterparts mentioned to the team that they value UNODC's technical cooperation, including facilitation of collaboration in the sub-region on illicit drug control and of international collaboration on crime and corruption (for details see Sub-programmes).

The Country Programme has been successful in fundraising for its programme activities. As of April 2013, more than half of the planned budget (US\$ 13.5 million) has been secured from bilateral donors, including a counterpart contribution from the Government of IR of Iran. The investment of Iranian resources in the Country Programme is a sign of political commitment. Overall, the resource mobilisation success is a tremendous achievement in the context of the sanctions regime against IR of Iran and the strained relations with the international community.

#### *Sub-programme progress towards objectives*

The sub-programme objectives, indicators and means of verification are mentioned in the results and monitoring framework of the Programme Document, which were subsequently

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<sup>16</sup> For example, means of verification for capacity consists mainly of individual pre-post tests for trainings, and not more structural organisational level capacity and training needs assessments.

revised in 2011 and further in 2012<sup>17</sup>. Using the latest indicators, the mid-term evaluation found ample evidence of progress in all sub-programmes, in terms of activities undertaken as per the workplans. However, as already indicated in the annual performance progress reports, the Country Programme has severe challenges in monitor quantitative progress towards its objectives, mainly due to the design of the monitoring system (which will be discussed below, in chapter 2.3)

### Sub-programme 1: Illicit trafficking and border management

The objective of this sub-programme is a ‘reduction in drug trafficking’, to be measured through official government estimates of volumes of illicit drugs and precursors trafficked and smuggled in and out of IR of Iran. Several official reports<sup>18</sup> indicate that drug trafficking is not reducing, but that IR of Iran is very effective at intercepting illicit drugs. For many years, IR of Iran tops the list of opiate seizures internationally, as it sits on the ‘Balkan route’ for opiates originating from Afghanistan en route to Europe. Recent trends in trafficking indicate that in Amphetamine Type Substances (ATS) is becoming more important (and originate from within IR of Iran), and that new trafficking routes from Afghanistan emerge as border control strengthens, for example maritime routes through the Persian Gulf.

The two outcomes relate to ‘improved national capacities on border management and interdiction’ and ‘organized crime networks identified and acted upon’. Indicators include numbers of seizures, joint bilateral operations, and networks acted upon. The following sub-programme activities and outputs have contributed to the above outcomes. In terms of the likelihood of achieving the Sub-programme objectives by 2014, it appears that national capacities are being strengthened in several areas despite delays and mixed cooperation, but that there is more work to be done to identify organized crime networks, potentially building on progress in regional cooperation efforts.

Under Outcome 1, border management capacities, the following efforts have been key:

(a) *Dog training*: Since 1999, UNODC has supported the establishment of a drug detecting dog-training centre by the Anti-Narcotics Police. In 2011-2012, UNODC supported the purchase and training of 28 drug-detecting dogs and has also provided training for dog handlers and special vehicles for the transportation of the dogs. The Iranian Government reports that in 2011 Iranian authorities seized more than 42 tons of narcotics through the drug-detecting dogs.

(b) *Container Control Programme*: COIRA introduced IR of Iran to the Global Container Control Programme (CCP) in 2011. This joint UNODC-WCO (World Customs Office) programme assists countries to create a mechanism to profile high-risk containers. An assessment mission was organized to Bandar Abbas, the most important port of the country, to assess technical and training requirements of Iranian Customs and Anti Narcotics Police for profiling high-risk containers. In February 2012, the Bandar Abbas Container Control Unit (CCU) was established through provision of office equipment (by UNODC). Eight assigned Customs Officers were trained at a two-week theoretical training on risk assessment and container profiling. Since then, the unit’s activity was halted, reportedly due to authorities’ concerns about the implementation of the CCP, and UNODC staff have not been provided access to the CCU. The Evaluation Team was unable to meet with Customs, and the DCHQ could not explain the reason for discontinuation of the programme.

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<sup>17</sup> Note that the logframe for the Country Programme was developed in 2011, and revised in 2012. This chapter refers to original objectives as mentioned in the Programme Document.

<sup>18</sup> Drug Control Head Quarters (DCHQ), ‘Drug Control in Islamic Republic of Iran 2012’, 2013, and UNODC, ‘World Drug Report 2012’, 2013, and NCB, ‘Report of the International Narcotics Control Board for 2012’, 2013

(c) *Forensic laboratories strengthening*: Four labs are active in the International Collaborative Exercise (ICE): the Criminal Investigation Laboratories (CIL) of the Iran Police Force, the Scientific and Educational Research Centre of Legal Medicine Organization of Iran, Kerman Food Control Laboratory and Anti-Narcotics Police Laboratory. SECLM and CIL were the only laboratories that expressed their interest to participate in the second round of ICE for 2012; but as they did not provide UNODC with the original import certificates required for this purpose, they ended up facing technical difficulties and were unable to participate in the round. All the participants missed their deadlines for submitting their import certificates.

(d) *The Triangular Initiative* between IR of Iran, Pakistan and Afghanistan was brokered and developed in 2007 by UNODC, and is a key platform for the Country Programme and IR of Iran. The Triangular Initiative approach is incremental and long-term to forge trust and improve cross border cooperation. Eight meetings were attended in 2011-2012: four for senior officials, two ministerial meetings, and two counter-narcotics officials meetings. The Triangular Initiative has been subsumed under the *Regional Programme for Afghanistan and Neighbouring Countries* and COIRA is effective in ensuring Iran's agreement on cooperating with the Regional Programme and was able to pave the way for Iran's co-chairmanship of the Programme for 2013/2014. The Regional Programme has supplemented existing efforts under the Country Programme – going beyond the Triangular Initiative countries and IR of Iran to engage with countries in Central Asia.

(e) *Border Liaison Offices (BLO)*: Under the Triangular Initiative each of the three countries agreed to establish two BLOs at the borders with the two neighbouring countries. IR of Iran established in 2009 two offices in Taybad (Afghan border) and Mirjaveh (Pakistan border). During 2011-2012, UNODC Iran provided office equipment to the Mirjaveh BLO, including 10 sets of satellite telephones, but BLO staff were not trained as planned. UNODC facilitated the first official meeting between Taybad and Islamqala BLOs in September 2012, to establish the first contact between the personnel of the two BLOs. The two sides agreed to review the Standard Operating Procedures and provide feedback before a next meeting.

Under Outcome 2, acting on crime networks, the following efforts have been prioritized:

(a) *Joint Planning Cell (JPC)* is an office in Tehran where Permanent Liaison Officers from IR of Iran, Afghanistan and Pakistan coordinate anti-trafficking efforts. In 2011, the Afghan PLO was stationed; in 2012 he left<sup>19</sup>, the Pakistani PLO arrived. The Iranian PLO was stationed throughout, but has other commitments as well. Seven joint operations were successfully conducted between Iran, Afghanistan and Pakistan through JPC in 2011 and two series of joint operations were conducted between Afghanistan and Iran in 2012. In addition, message exchanges between the three countries have increased over the last two years. See Table 4 below.

Table 4: Message exchanges between TI countries

<sup>19</sup> COIRA: The Afghan PLO was reappointed and returned to his duty on 15 May 2013

Number of message exchanges	In 2011	In 2012 (till September)
Sent to Afghanistan	42	163
Received from Afghanistan	16	16
Sent to Pakistan	33	45
Received from Pakistan	13	15

(i) Linkages between *CARICC* (*Central Asian Regional Information and Coordination Centre*), a regional anti-narcotics intelligence centre and JPC are being explored. UNODC Iran organised an exposure visit for JPC officers in 2012 and a draft MOU was prepared and shared between the two entities. If both sides agree to the terms, two sides will sign the MOU. Information exchange between the two organisations is at an embryonic stage - the only cited examples refers to the letter was sent to JPC on 5th October 2012 about a seizure of 11 tons of chemical precursors.

(b) *Intelligence support*: UNODC provided three criminal intelligence manuals, and guidelines on the preparation and use of serious and organized crime threat assessments to ANP and Interpol in 2011. Thirty customs officers were trained in intelligence analysis in 2012. The Regional Programme has organized two Counter Narcotics Intelligence meetings bringing together Afghanistan, Pakistan and Iran. During these meetings, the participants shared information and intelligence on poppy cultivation, drug and precursor trafficking routes; and important groups/tribes involved in drug trafficking and heroin producing laboratories.

(c) *Forensic laboratories strengthening* through the International Collaborative Exercise (ICE): A visit of the Chief of the UNODC Laboratory and Scientific Section (LSS) in January 2010 resulted in an agreement with the Iranian registered drug testing laboratories to perform the profiling of drugs and methamphetamine samples as part of Operation ICE Trail. Four labs participated in the first round: the Criminal Investigation Laboratories (CIL) of the Iran Police Force; the Scientific and Educational Research Centre of Legal Medicine Organization of Iran; Kerman Food Control Laboratory; and Anti-Narcotics Police Laboratory. The laboratories were provided with drug testing standards. SECLM and CIL were the only laboratories that expressed their interest to participate in the second round of ICE for 2012; but as they did not provide UNODC with the original import certificates required for this purpose, they were unable participate.

## Sub-programme 2: Drug demand reduction and HIV control

The triple objectives of Sub-programme 2 are 1) reduction on drug dependency; 2) reduction in injecting drug use, and 3) reduction of HIV prevalence among drug dependents. Clearly, these objectives are set for the national efforts as a whole, not the Country Programme efforts, and even then very ambitious for a period of four years. According to official reports<sup>20</sup>, IR of Iran had an estimated 1.2 million drug dependents in 2012 and 2.7% of the adult population has used drugs in the last year, which is the highest prevalence in the world<sup>21</sup>. Roughly one in five drug dependents are injecting drugs, which is less than in the region. In terms of HIV, the estimated prevalence among injecting drug users is 15% among injecting drug users. This is

<sup>20</sup> Drug Control Head Quarters (DCHQ), 'Drug Control in Islamic Republic of Iran 2012', 2013, UNODC, 'World Drug Report 2012', 2013

<sup>21</sup> INCB, 'Report of the International Narcotics Control Board for 2012', 2013

lower than in neighbouring countries, and is probably best explained by the common practice of using clean needles (90%) and the easy access to HIV testing and counselling (almost 25% of injecting drug users were tested in the last year)<sup>22</sup>.

The three outcomes are interrelated and overlapping: 1) programmes supported and implemented for drug demand reduction<sup>23</sup>, HIV control/harm reduction for drug users; 2) increased access to HIV services for injecting drug users, inmates and their sexual partners; and 3) innovative approaches to drug demand reduction. Indicators evolve around number of new service models introduced, rolled out and implemented; and numbers of clients accessing services (disaggregated), treatment outcomes, and client satisfaction.

Although it is not possible to quantify the effectiveness of Sub-programme 2 in terms of coverage and quality of new and existing services, it is clear from observation and interviews that the Country Programme has contributed to several innovative service models, and that the national authorities (drug control, health, social welfare and education) are reaching increasing numbers of clients, with HIV and drug control services some of which are considered international best practice (harm reduction), while others are disputed (compulsory drug treatment).

Moreover, UNODC professional staff are widely considered to be among the leaders in the response. This also reflects earlier work in drug control: since 2004 UNODC supported the establishment of a national drug abuse treatment network, establishment of outreach drop-in-centres that provide face to face communication about HIV and drugs; and methadone programmes in psychiatric hospitals and prison settings.

The following programme activities and outputs have contributed to the sub-programme outcomes:

(a) *Innovation and 'package' development*: UNODC develops so-called 'packages' for existing or new services. In 2011-2012, about 19 guidelines/booklets/manuals were either developed or finalized, some of which initiated in the past years and some recently to be continued in coming years. Their development is typically contracted out to national specialists, they are appealingly designed and printed, and include separate trainer and learner manuals and CDs. The evaluation only assessed a sample<sup>24</sup> of packages. **It is recommended to evaluate all technical packages, with support from external experts (see recommendation #7).**

(b) *Policy development support*: UNODC staff have been involved in the development of the DCHQ prevention strategy. UNODC organized a seminar to review UNODC Iran and DCHQ cooperation regarding drug prevention. UNODC also developed a discussion paper "From Coercion to Cohesion; Treating Dependence through Health Care, not Punishment" and shared it with DCHQ, a part of a dialogue on compulsory drug treatment in the country, advocating for evidence-based voluntary treatment

(c) *NGO capacity building*: 40 NGO staff participated in two UNODC workshops on "Strategic Planning" in 2011. Subsequently NGO staff participated in three follow-up meetings to develop a strategic plan, SWOT and beneficiary analysis. The same NGO participant attended a training on "Capacity Analysis of NGOs". In 2012, technical support

<sup>22</sup> National AIDS Committee Secretariat, 'IR of Iran AIDS Progress Report On Monitoring of the UNGASS', 2012

<sup>23</sup> UNODC includes primary prevention and drug treatment under 'demand reduction'

<sup>24</sup> Special attention was given to the package for school students, prisoners'/drug users' spouses and the process evaluation of group therapy.

was provided to the secretariat of the NGO network in Tehran towards development of the mission and vision statements. UNODC Iran contributed to the edition of a preliminary draft statute related to the establishment of a Network of ECO NGOs. As a next step, the draft statute will be circulated among a number of NGOs of the ECO region for further comments and amendment prior to its final endorsement.

(d) *Regional collaboration in drug demand reduction:* UNODC organized a training on harm reduction and a study tour for NGOs from Afghanistan, with the support of the Iranian National Centre for Addiction Studies (INCAS). Also seven members of parliament from Kyrgyzstan visited IR Iran to observe drug treatment and harm reduction services, and proposed similar legislation after their return. UNODC also compiled a compendium of Iranian DDR institutions and national experts for the Regional Programme.

(e) *Promoting international good practice through exposure visits:* UNODC organized two study tours, to Belgium and Germany, for Iranian officials. Key informants mentioned study tours as a useful way to improve the ‘scientific knowledge’ of national experts. A successful experience was the launch of a ‘hotline’ after a Social Welfare Office staff returned from a UNODC supported study tour.

(f) *Drug prevention technical assistance:* In collaboration with DCHQ prevention department and relevant government partners (Social Welfare Organisation, Ministry of Education, etc.) UNODC provides support for comprehensive drug demand reduction. In the past two years, UNODC supported prevention projects in different settings: schools/universities, workplace and community level. More than 10,000 packages were distributed, and 2,000 counsellors were trained in the use of these packages. For example, a package for workplaces was produced in 2012. UNODC also translated the (US) ‘Family Strengthening Programme’ counselling package, customized and tested it in a four-day workshop. UNODC piloted a package for students with 32 school counsellors in 25 schools.

(g) *Drug prevention for street children:* UNODC commissioned a new counselling package on drug prevention and life skills targeting vulnerable children, which will be piloted by the NGOs working with street children.

(h) *Drug prevention for drug users’ families:* a new package was piloted for counsellors, reaching 150 drug abusers’ spouses in 10 provinces. In 2011, UNODC piloted a package targeting children of inmates in 10 prisons, reaching 100 children.

(i) *Drug treatment technical assistance:* A guideline with good practices for drug treatment and harm reduction service providers was compiled and finalized, including translation of three documents on how to improve the quality of drug treatment. A manual on opiates and stimulants overdose management was developed, and 24 people attended a two-day workshop on overdose prevention and treatment. Midwives (25) participated in a one-day training workshop on the management of drug use during pregnancy. UNODC developed a manual on psychosocial support for women drug users, for service providers.

(j) *Drug treatment for ATS addiction:* In 2011, UNODC organised roundtable on “Pharmacological and Non-Pharmacological Interventions in Treatment of Stimulants Abuse”, which is an emerging and serious drug addiction problem. Subsequently UNODC organised TOT on clinical guidelines and training of 35 service providers. UNODC commissioned a guide on ATS use prevention among young people and shared it with national counterparts. Also, a series of ATS educational films (subtitled in Farsi) was developed for policy makers and drug therapists. Finally, the package includes a “Family Education Album” to increase the knowledge of drug users’ family members.

(k) *Drug treatment and rehabilitation through group therapy*: UNODC commissioned a process documentation of group therapy in 6 centres in Iran, to inform policy dialogue. This research is on going. UNODC also started an assessment of drug treatment programs in short-term residential centres.

(l) *Drug treatment for children under 14*: UNODC commissioned an assessment of current success practices and gaps.

(m) *Integrating drug treatment in primary health care*: UNODC organised a national roundtable regarding the integration of drug demand reduction into existing PHC system. Recommendations were compiled, finalized and published, but there has not been much interest from national counterparts to develop a package.

(n) *HIV services for drug users*: UNODC commissioned a situation and needs assessment on HIV prevention and treatment services for drug users, and organised a roundtable on the topic with relevant partner organisations. UNODC contracted an evaluation of DIC staff's knowledge on HIV, and developed a training curriculum on HIV prevention and care.

(o) *HIV services for prison inmates*: UNODC developed a booklet for prison staff and brochures for inmates and their families on HIV/AIDS, and prison medical personnel were trained on HIV/AIDS and TB management. Also, UNODC developed a counselling package on HIV/TB in prisons. When it proved to be a success, it was replicated by the prisons organisation. Another developed package for prisons is "HIV/STI prevention for women prisoners", followed-up by relevant training.

(p) *HIV prevention amongst spouses of drug users*: UNODC commissioned a survey among drug users and their cohabiting sexual partners in three sites. After translation of 'couple counselling' guidelines, partner organizations reviewed and finalised this counselling package. HIV/STI prevention protocols for sexual partners of drug users were developed based on this research, followed by training, with funding from UNAIDS

(q) *General awareness on HIV and stigma*: UNODC supported a world AIDS day event in five Tehran shopping centres and parks with NGOs and PLHIV. Besides 60 traditional street theatre performances on HIV/AIDS were staged, and a caricature exhibition on stigma and discrimination on PLHIV. Posters were published for further distribution.

(r) *HIV prevention targeting law enforcement personnel*: UNODC commissioned a package "What Police needs to know about HIV/AIDS" for use by the Medical Centre of Police Forces. Fifty-eight police force psychologists and medical personnel took part in two TOTs. Evidence of effectiveness was the request of the Police Force to extend technical assistance from HIV/AIDS to drug prevention issues.

### Sub-programme 3: Crime, Justice and Corruption

The objective of Sub-programme 3 is broadly phrased as 'improved institutional frameworks on crime, justice and corruption'; to be measured through assessment of combined outcome indicators. The three outcomes of Sub-programme 3 reflect progress of national authorities to ratify UNTOC conventions, effective implementation of UNCAC, develop legislation, and implement effective measures in distinct areas of work.

Outcome 1 aims at having the national authorities introduce legislative and institutional regulatory frameworks under the UN Convention against Transnational Organized Crime

(UNTOC), including though regional and international cooperation. The original indicator for this outcome is UNTOC ratification and full implementation<sup>25</sup>. As of 2013, IR of Iran has not yet ratified the UNTOC, but IR of Iran is making progress towards implementing several of the regulatory frameworks. The following programme activities and outputs have been achieved.

(a) *UNTOC awareness-raising*: The Country Programme undertook a variety of awareness and capacity building activities to prepare the grounds for ratification of UNTOC. These were 1) a seminar and workshop on fraudulent medicine; 2) briefing of senior Interpol officials and advisors on UNTOC tools and services; and 3) five technical meetings on UNTOC with Judiciary, MOJ, MOI, MFA and Interpol. International activities included: 1) five officials (from MFA, MOI, immigration police and Interpol) attending a regional seminar on trafficking in persons, who explored areas of mutual assistance in exchange of information on trends, identification and modus operandi of organized crime networks, and 2) a study mission to the Laboratory and Scientific Section of the UNODC HQ on the use of forensic data in criminal cases and crime scene investigation.

(b) *“FIU to FIU programme”*: The Country Programme (in certain cases, in collaboration with the Regional Programme) supported the Financial Intelligence Unit (FIU) through facilitation of a series of meetings and workshops. Meetings included: 1) international meetings with Brazil, Tajikistan, Slovenia FIU to sign MoUs; 2) meeting with Russian FIU to exchange bilateral Letters of Intent; 4) meetings with Polish Embassy and Ukraine FIU to pave the way for more structured collaboration, and 5) participation in “Triangular Meeting of the FIUs of Afghanistan, Iran, and Pakistan”. Workshops included 1) a regional workshop on “Cooperation between FIUs” in central Asia; 4) an FIU workshop by international expert on “Anti Money Laundering/Counteracting Financing of Terrorism”; 3) training for financial institutions, professions on “Preventive and Administrative Measures on Money Laundering and the Financing of Terrorism”; 4) a workshop on “Methods and Techniques of Detection, Reporting, Analysis and Dissemination of Suspicious Transactions” for 92 officials from FIU, other financial institutions, and law enforcements agencies

(c) *Computer-based training course (CBT)*: The Country Programme supported the FIU to develop this training package, in collaboration with the Regional Programme, which allows for an efficient roll out of training for all relevant staff. Regional CBT courses have been held at the FIU with the support of the Regional Programme.

(d) *Legislation on Countering Financing of Terrorism*: The Country Programme supported the process of revision of national legislation on CFT through several technical meetings with the FIU and the Judiciary. The related bill is currently being reviewed by national authorities for final ratification.

(e) *Mutual Legal Assistance*: The Country Programme supported the International Affairs Department of the Judiciary, which is the Central MLA Authority. The programme procured and translated UNODC software necessary to request international mutual legal assistance, and subsequently facilitated a number of trainings on MLA and the use of the software. Other activities were 1) a national meeting on “International Judicial Cooperation” for 50 law enforcement officers, prosecutors and judges and senior officials from Interpol, MOJ, MFA and ICHTTO; 2) regional workshop on “International Cooperation in Criminal Matters” in Almaty, combined with a Triangular Meeting (Iran, Pakistan, and Afghanistan – the “Justice-to-Justice programme”); and 3) distribution of Farsi editions of the UNCAC text to the Judiciary, law enforcement authorities and national financial entities. In collaboration

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<sup>25</sup> This indicator was changed in 2012, when it became clear that ratification is too ambitious in the short term

with the UNODC Regional Programme, UNODC facilitated Iranian officials to attend the First General's Prosecutors meeting in Vienna.

(f) *Protection of witnesses and victims:* The Country Programme held technical meetings with MFA, MOJ and the Judiciary to follow up on the revision process of national legislation on protection of witnesses and victims. A related bill is currently being reviewed in the parliament. The Country Programme also organized training of 100 police and high-ranking officials on this topic.

The second outcome of Sub-programme 3 is that national anti-corruption bodies implement effective measures to counter corruption under the UN Anti-Corruption Convention (UNCAC). The indicators are 1) effective implementation of UNCAC, and 2) a self-assessment to identify strengths and weaknesses. As of 2013, halfway through the Country Programme, IR of Iran has ratified UNCAC, and made progress towards undertaking self-assessment, as is required for signatory countries. The following programme activities and outputs have contributed to this progress:

(a) *Support for National Focal Point:* Following UNODC intervention, the Ministry of Justice (MoJ) was identified as "National Focal Point in the area of Anti-Corruption" and introduced to UNODC HQ. IR of Iran became familiar with UNCAC standards, rules and regulation, including the process of "Evaluation" and "Self-Assessment". The Country Office collaborates closely with the General Inspection Organization (GIO), as the implementing body in the area of combating corruption.

(b) *Peer review and self-assessment:* A review team composed of high-ranking officials from the General Inspection Organization and the Ministry of Justice reviewed the UNCAC self-assessment and legislation from Bangladesh. IR of Iran submitted its "Self-Assessment, UNCAC, Chapters 3" (2011) and chapter 4 in 2012. Indonesia and Belarus will review this self-assessment and based on the report, authorities will draft a national plan of action.

(c) *International cooperation:* The Country Programme supported international collaboration in several ways: 1) the "1st Meeting to the Heads of Anti-Corruption Agencies and Ombudsmen of ECO Member States", aiming to facilitate mutual cooperation and exchange of experience and information on corruption cases based on reciprocity and in respect of reciprocal legislation; 2) attendance of three senior MJ/MFA officials at the "3rd Inter-sessional Meeting of the Open-Ended Intergovernmental Working Group on Prevention of Corruption"

(d) *Anti-Corruption Day event:* The Country Programme and the GIO co-organised this event in Tehran to raise awareness about corruption. Attendance included the Deputy Head of Judiciary, the Minister of Justice, the President of GIO and over 150 officials. The UNDP-UNODC joint "ACT" campaign was launched during the event and posters were distributed.

(e) *Asset recovery:* in collaboration with the MoJ and Interpol, the Country Programme organized a national meeting with international experts on "Methods and Tools of Asset Recovery", for over 100 officials from MFA, MOI, MOJ, International Affairs of Judiciary, GIO, FIU, customs and the police. The Country Programme also facilitated attendance of international meetings: three senior MOJ/MFA officials at the "6th Inter-sessional Meeting of the Open-ended Intergovernmental Working Group on Asset Recovery", and a regional workshop on "International Cooperation in Asset Recovery" for ECO member states.

(f) *Strategic planning support:* The Country Programme organized two sub-programme Steering Committee meetings to promote and improve coordination amongst national

counterparts. At these, and several technical meetings, UNODC shared supportive information with the national counterparts.

The third outcome of Sub-programme 3 is that national authorities take action to counter trafficking in cultural properties, art and antiquities in accordance with international standards. The indicators are 1) UNTOC and other relevant UN conventions implemented, and 2) number of newly introduced measure to reduce trafficking. The Country Programme has supported this progress with the following activities and outputs:

(a) *Task force on protection of cultural property:* The Country Office lobbied for and supported the organisation of two meetings of the Iranian Task Force (TF) on protection of cultural property. The task force met twice in 2011-2012, to plan and review activities and agree on a national action plan. Members are ICHTTO, MoJ, Judiciary, law enforcement, FIU and academia.

(b) *Technical cooperation:* The taskforce identified countries and institutions for collaboration and launched the "Culture to Culture" Programme, for collaboration between cultural institutions in other countries and their Iranian counterparts. The Country Programme organised training a training for 70 officers by Italian experts "Procedures for the Investigation and Recovery of Cultural Property Stolen and Illicitly Exported", followed by a study mission for 6 officials Italy. UNODC also translated and distributed the latest draft of UNODC guidelines for protection of cultural property among taskforce members, as well as UN checklists for review of regulations in the area of cultural property.

(c) *Workplan development:* The Country Programme has exposed national counterparts to the importance of internal coordination in achieving success. As a consequence, the task force members agreed to enhance internal coordination and to establish a mechanism based on the division of labour and the assignment of focal points for each of the three main areas of work.

### 2.1.3 Lessons regarding Country Programme effectiveness

The Country Programme has achieved its purpose: negotiating a broad programme technical cooperation, and in terms of raising resources for implementation. This is a major achievement indeed, in a context of international sanctions against IR of Iran and very challenging international relations. The majority of activities agreed in workplans have been implemented, despite frequent delays, and occasional late cancellations due to internal coordination challenges among counterparts (See 2.5, Efficiency). The main challenge for the Country Programme (especially the end-of-project evaluation) is to measure and report effectiveness, because the M&E system does not capture progress well (See Design).

The Country Programme is very ambitious in balancing scale and impact. The ambition of the management and the broad scope of the Country Programme enabled the Country Office to engage many different national counterparts as well as donors, and respond to their varied priorities. The downside of this strategy is that the Country Programme has a hard time maintaining focus on national priorities, on opportunities for UNODC value added, and on synergies between and within sub-programmes.

For example, there are opportunities for increased synergy between the two drug control sub-programmes (e.g. holistic coordination and strategic planning with DCHQ, joint planning of work with law enforcement and judiciary), and the work on crime, justice and corruption with drug control efforts (e.g. support for outcome 1.2, identifying and acting on organized crime & drug networks). In terms of focusing on national priorities, the evaluation was not able to reveal for several programme activities and capacity building activities on the basis of what

needs assessment they were prioritised, or for that matter how they improved national policies or programmes.

More focus on value added is desirable from the perspective of UNODC's mandate, which includes 'upstream' policy dialogue based on international conventions and good practice. For example, UNODC could support DCHQ to develop a national strategic plan for drug control, and M&E system (for which DCHQ expressed a need)<sup>26</sup>. A more focused approach is also cost-effective, given the relatively small UNODC budget vis-à-vis national budgets for drug control, crime and corruption. Whilst the evaluation team recognises that often the best approach to policy dialogue is to work upwards from field level realities (as was done effectively with harm reduction services in the past UNODC programme), a strategy articulating such an approach was not found evident. **It is recommended that the Country Programme engages in a strategic planning exercise, including a SWOT analysis, and considers a balanced approach between policy dialogue and capacity building (see recommendation #2).**

### *Lessons regarding sub-programme effectiveness*

#### Contribution to enhancing bilateral, regional and international cooperation

Increased international, regional and sub-regional collaboration on drugs and crime is probably the biggest achievement of the Country Programme. This applies to all sub-programmes. This progress is remarkable in a context of challenging international political dynamics.

In the area of drug control, the international work has been more effective than the national capacity building. This reflects the conviction of DCHQ and its partners that drug control is an international responsibility and effort. Examples are the activities in the context of the Triangular Initiative, such as JPC, BLOs, and joint operations with Pakistan and Afghanistan. IR of Iran also agreed to chair the Steering Committee of the UNODC Regional Programme. Support for a recent initiative to address maritime trafficking with countries around the Persian Gulf, is not only a good example of international collaboration, but more important strategically, as drug control strategies need to adjust to emerging trends in trafficking.

In the area of drug demand reduction and HIV control, international collaboration is mainly in the area of sharing Iran's experience with harm reduction for drug users and prisoners, which is considered international good practice.

In the area of international crime, corruption and art trafficking, international collaboration is a major component, and has been effective. The FIU is very active in reaching out and signing agreements with other FIU's on anti-money laundering, and hopes to join the 'Egmont group' soon (although it is not clear how much of this progress can be attributed to Country Programme support). In the area of corruption, Iran is collaborating actively with the international peer review mechanisms, with support from UNODC Country Programme and HQ. The task force on trafficking of cultural heritage has established good relations with Italy, facilitated by the Country Programme.

#### Contribution to the areas of work of the UNODC Regional Programme

<sup>26</sup> For example, UNAIDS supported IR of Iran to develop a National Strategic Plan, M&E framework and to report on international commitments (UNGASS).

The regional aspects of the sub-programmes mentioned before, directly contribute to the respective sub-programmes of the UNODC Regional Programme for Afghanistan and Neighbouring Countries. Besides, by ensuring Iran's agreement on cooperating with eight regional countries under the Regional Programme, the Country Programme was able to pave the way for IR of Iran's co-chairmanship of the Regional Programme for 2013-2014 (see also 2.3, design).

Under Sub-Programme 1 on Illicit Trafficking and Border Management, the Regional Programme and the Country Programme have the strongest linkages. The Regional Programme has increased the momentum of activities under the Triangular Initiative by adding an additional support facility to law enforcement UNODC's efforts. This has helped the Triangular Initiative morph into new directions including a maritime trafficking initiative, intelligence officers meetings, training academy linkages.

The IR of Iran is now engaging with Central Asia countries. In addition, the IR of Iran has become part of a regional precursors approach with the establishment of the Regional Intelligence Working Group. It has also allowed for increased collaboration in the area of forensics and Iran was able to participate with all 8 Regional Programme countries on a Regional Laboratory Meeting on Forensics in 2012.

Sub-programme 2: Drug demand reduction and HIV control also has regional collaboration elements. COIRA compiled a compendium of Iranian DDR institutions and national experts for the Regional Programme. Iranian officials attended the first-ever regional family skills-based training was held in Istanbul on in 2012 with participation of all eight Regional Programme countries. A meeting on quality standards of drug treatment was held in Istanbul in 2012 with participation of 26 senior health managers representing drug dependence treatment services of the eight countries of the region. Lastly, UNODC contracted four drop-in centres in Tehran and Mashhad for provision of HIV control and care services to Afghan refugees under the Regional Programme for Afghanistan and Neighbouring Countries.

Lastly, Sub-programme 3: Crime, Justice and Corruption and the Regional Programme also cooperate closely. This has yielded immediate results, which can be illustrated by the signature of the first Memorandum of Understanding on anti money laundering and counter-financing of terrorism between the heads of the FIUs of Iran and Tajikistan on 17 May. Iran participated in a Regional Workshop on International Cooperation in Criminal Matters in Vienna and hosted the first Regional Workshop on International Cooperation in Asset Recovery as well as two Regional Computer Based Trainings (CBT) on Anti-Money Laundering and Counter Financing of Terrorism.

To assist Iran in acceding to/implementing UN drugs and crime conventions, COIRA and a Regional Cooperation Adviser of the Regional Programme organized a mission in January 2012, to meet with relevant Iranian authorities and encourage Iranian counterparts to expedite the ratification of UNTOC.

### Improved capacity of the government counterparts

The evidence on increased national capacities is mixed. The Country Programme supported numerous trainings, exposure visits and guidelines on a variety of topics to a variety of beneficiaries. Also, the evaluation found good examples of increased capacities at individual level (e.g. counsellors) and institutional level (e.g. FIU). It is also clear that the Country Programme has been very responsive to opportunities (e.g. international meetings or trainings) and to requests from counterparts. Yet, it is hard to establish the attribution of the Country Programme to the capacities observed (see also 2.3, design). More importantly, the trade off of the flexible approach to capacity building is that there appears to be little strategic vision, i.e. prioritisation of topics or beneficiaries, or follow up. Some counterparts (related

to crime and corruption) wished for UNODC training to move beyond general introduction to international best practices, and be more specialised, whilst others (especially counterparts working on border control) challenged the value of training, and would define technical collaboration as providing equipment, as that is the major barrier to interdiction capacity. **Whilst the evaluation appreciates the challenges of developing a strategic approach to capacity building in IR of Iran, it is recommended to consider doing less, but higher impact capacity building in the remaining period (see recommendation #6).**

Some specific examples where more effective approaches to technical cooperation can be considered are:

In Sub-programme 1, most counterparts expressed that IR of Iran's greatest need in terms of technical cooperation is access to equipment that is currently under embargo (e.g. x-ray machines, communication technology), as apposed to training. Assessing the effectiveness of the training delivered by UNODC was limited given that the evaluation team did not have access to any of the trainees for follow-up discussions. Pre and post-test results of training efforts reported in the progress reports reveal an increase in knowledge. It is not clear how training needs, and capacities were assessed at the design stage of the Country Programme, but each year DCHQ and UNODC agree on annual workplans, including training and capacity building. Finally, the national counterparts under the DCHQ, especially law enforcement agencies, are not short of budget, and have their own established training programmes. This may explain why the border liaison officer training was cancelled.

In Sub-programme 2, capacity building is important and targets public sector as well as NGO staff and service providers. Most training is contracted out, as part of the development of 'packages'. Training needs assessment may be part of the terms of reference for a particular package development contract. The value added of UNODC is to introduce international good practice, and set standards. However, the evaluation was not able to clarify if and how the capacity building programme is prioritised, and there is no strategy. An exception is capacity building for drug prevention, as packages reflect priorities in the DCHQ national prevention strategy. Some of the observed capacity building projects (e.g. spousal counselling) have good follow up for trainees during the package development, including individual mentoring. Once training is institutionalised, follow up and quality assurance appears to reduce, which is not surprising (e.g. the spouses of inmates training).

In Sub-programme 3, the evaluation was impressed with the organisational and individual capacities of many of the counterparts, for example in FIU and GIO. FIU confirms and appreciates technical cooperation received from UNODC for its establishment and also expansion to become a hub for regional trainings. In the case of GIO, it is hard to establish if its capacities can be attributed to UNODC technical cooperation. Both organisations expressed that they expect UNODC trainings to move beyond awareness raising to more specialised training. The added value of supporting FIU international travel to sign ever more MOUs is doubtful, even if the budget for this specific programme component is counterpart contribution from IR of Iran.

## Relevance

Regarding relevance, the mid-term evaluation addressed the question whether the programme activities should be done at all, and if the Country Programme's objectives remain valid. This chapter will discuss if and how the Country Programme is suited to the priorities of the people of Iran, the government counterparts and UNODC, and how this was achieved.

## *Development of Country Programme, identified needs and priorities, and UNODC mandate areas.*

UNODC needs to be present in the IR of Iran. Technical cooperation for fighting drugs and crime is absolutely relevant, as was echoed on all key informant interviews. IR of Iran is one of the most affected countries in the world regarding drug trafficking and prevalence of drug use. Illicit drug control is a foreign policy priority, and IR placed drug control as a priority in the UN development assistance framework (UNDAF), as evidence of the high political commitment of the government. Sub-programme 3 address IR of Iran's Fifth National Development Plan (2010-2014) priority objectives: crime prevention, and reviewing relevant legislation to increase Iran's capacity to control organized crime including money laundering. Further evidence of relevance and commitment of national stakeholders was also demonstrated by the in counterpart funding and in-kind contributions received from different national counterparts.

The Country Programme responds to the needs of the Government of Iran, and reflects the UNODC mandate areas. As mentioned, drug control (both supply and demand reduction) are national priorities, and the responsibility of the DCHQ. The other components of the Country Programme, i.e. Sub-programme 3 on crime, justice and corruption, reflect UNODC mandate areas. Sub-programme 3 is highly relevant to drug control, as drug trafficking is closely linked to transnational organized crime, corruption and illicit trafficking in general (including art, humans and weapons). UN conventions are international public goods, and relevant to IR of Iran and the international community.

### *Counterpart involvement in needs assessment*

A formal problem assessment or situation analysis has not been undertaken to develop the Country Programme. There is no evidence of a national drug control strategy (only a national drug prevention strategy), or a national anti-corruption strategy, which could have formed the basis of the UNODC technical cooperation strategy. The mid-term evaluation found some missed opportunities in sub-programme teams for engagement with wider strategic issues (trafficking trends in general, the emergence of ATS production and export from IR of Iran, links between illicit drugs, crime and art trafficking<sup>27</sup>). These evaluation findings help to explain why the Country Programme is essentially a portfolio of technical cooperation activities and important, but not very strategic, i.e. prioritized and synergetic (See also 2.3, Design).

The two key counterparts, DCHQ and Ministry of Foreign Affairs, were involved in the development of the Country Programme in 2010. Instead of a needs assessment, a cluster evaluation of existing UNODC projects in drug control, drug demand reduction and crime and justice, informed the drafting of an integrated programme document. The draft document was finalized with DCHQ and MFA, to ensure that the portfolio of programme activities responded to their needs, and those of the many collaborating government partners. (For governance and Project Steering Committees, see 2.3, Design).

The Sub-programme is largely relevant to the needs of counterpart authorities, even though they were only indirectly involved in the development. This reflects the prior working relation of the Country Programme with these partners. In Sub-programme 1, an exception is the unmet need for equipment, unanimously expressed by law enforcement agencies. Also it is doubtful that the Customs department is interested in UNODC technical cooperation on

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<sup>27</sup> On the other hand, there is evidence of proactive strategic thinking in the areas of drug demand reduction and treatment, and emerging maritime trafficking routes.

sniffer dogs or container control, as evidenced by their unwillingness to take the programme forward (or to take part in the mid-term evaluation). **The CCP is unlikely to yield any further results, and it is recommended that efforts should be directed towards engaging the Iranian authorities in regional events related to the CCP (see recommendation #10).**

Finally, the evaluation team noted several complaints about the relevance of specific training programmes to the needs of participants, especially in Sub-programme 3. **As recommended elsewhere, the Country Programme needs to develop a capacity building strategy, including quality assurance systems for training needs assessment; participant and trainer selection; and follow up (see recommendation #6).**

The needs of *primary beneficiaries* are not specifically assessed to inform the design of the Country Programme, beyond what was known through formative research undertaken in earlier projects. This includes the needs of Iranian (and foreign) people who are vulnerable to, or currently involved in drug use or trafficking, or those incarcerated for drugs related crimes. The evaluation found ample evidence that technical experts, service providers and academics are concerned and/or knowledgeable about primary beneficiaries' needs. The needs of these specialized groups are reflected in Sub-programme 2 emphasis on 'scientific' interventions. However, there is no evidence of a concerted effort to assess their needs directly, or consult them on programme design (school counselling, spouse counselling, street children programme). The assumption that experts are in a better position to know and decide what is needed is not always true, and not in line with good practice.

### *Maximizing UNODC comparative advantage in Iran*

UNODC is a trusted partner of the government of Iran, which reflects UNODC's lasting and valued collaboration with several authorities. This is a major achievement in the current international and domestic political environment, and the evaluation heard many statements of appreciation about UNODC management and technical staff.

UNODC's comparative advantage to provide technical cooperation in IR of Iran is evident. First, UNODC provides access to technical expertise and international good practice in several areas, including but not limited to border control and drug interdiction; drug demand reduction and HIV services for drug users and inmates; and money laundering and mutual legal assistance. Second, UNODC provides a valuable avenue for IR of Iran to collaborate at sub-regional and regional level, especially in the area of illicit drug and art trafficking, and transnational organized crime. Third, UNODC provides a platform for the international community to engage with IR of Iran on drugs and crime issues.

**The evaluation recommends that including two additional areas of UNODC's comparative advantage would increase the relevance of the Country Programme for Iran (see recommendations #1 and #2).** First, UNODC Iran could increase normative support for national and sectoral strategy and policy development, to increase impact at outcome level. Second, UNODC could develop a programme on criminal justice, to support IR of Iran to address domestic and international concerns about human rights and capital punishment for drug-related crimes.

### *Relevance, appropriateness and linkages between Country Programme and Regional Programme*

The strong international focus of the Country Programme is relevant to the international dimensions of drug control and transnational crime and corruption. National counterparts appreciate the opportunities provided by the Country Programme to engage at regional and

sub-regional level. The Country Programme is relevant to the UNODC Regional Programme for Afghanistan and neighbouring countries, because each sub-programme is conceptualized as part of the Triangular Initiative, Paris Pact Initiative and the Rainbow Strategy (which preceded the Regional Programme), and contains programme activities with a (sub)regional focus.

Regarding sub-programme 1, regional efforts are clearly relevant to the needs of DCHQ and other law enforcement bodies. Some of the current programme activities with a (sub) regional scope are arguably the comparative advantage of the Regional Programme, to be complemented by national level technical collaboration from the Country Programme.

## Design

This chapter describes the mid-term evaluation assessment whether Country Programme strategies are consistent with the key objectives, in terms of international good practice and UNODC thematic and regional strategies. Also, whether sub-programme activities and outputs are realistic and reflect lessons learnt in the past. Finally, the chapter discusses the monitoring and evaluation framework of the Country Programme.

### *Design of Country Programme strategies and sub-programme activities*

The design of the Country Programme is appropriate to the purpose: to outline a coherent programme of work focused on defined strategic outcomes. The design is exactly that: a portfolio of technical cooperation activities in the three programme areas, flexible and responsive to requests from counterparts. The disadvantage of this design is that with many counterparts and changing needs, the programme of work tends to include many new issues, rather than fewer sustained activities. As a result, the Country Programme, including its M&E framework, has a tendency to focus on output level (provision of goods and services; number of support activities undertaken) rather than outcome level impact (trends in drug trafficking, drug demand and use, and crime). However, if the Country Programme aims to engage in a dialogue with IR of Iran about supportive public policy, international standards and achieving impact at outcome level, the programme design may need to consolidate. **It is recommended for the second half of the Country Programme implementation to do fewer, more strategic and synergised activities, after consideration of the mid-term evaluation findings (see recommendation #2, #8 and #9).**

### Consultative processes for design

Chapter 2.2 on Relevance describes how primary and secondary stakeholders' needs were assessed to inform the Country Programme. In essence, UNODC formulated the Country Programme in close coordination with the main government counterparts for the sub-programmes, MFA and DCHQ.

A potentially valuable design feature of the Country Programme is for each sub-programme one Project Steering Committee (PSC), and one or more Project Technical Committees<sup>28</sup> (PTC). According to the Project Document, PSC membership includes all relevant government counterparts, and the role is to provide a platform for sub-programme oversight as well as strategy and policy alignment. The PSC is supposed to meet once a year at least, to review progress and approve annual workplans. As such, PSCs are important platforms for policy dialogue, and to ensure national ownership, continued relevance, and appropriateness

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<sup>28</sup>Project Technical Committees are ad-hoc committees of relevant experts to collaborate on specific issues

of design. The mid-term evaluation found that the PSC does not work as envisioned in the project design. First, in sub-programmes 1 and 2, the PSC membership is limited to DCHQ (and UNODC), and the focus is operational rather than strategic: in essence developing an annual workplan. As a consequence, the ownership of other key counterparts about the sub-programme and relevant activities is limited, resulting in delays, cancellations and inefficiencies (see also chapter 2.4, Efficiency). Second, in Sub-programme 3, the distinction between PSC and PTC seems lost: all meetings are operational in focus, and all meetings are called PSC. Finally, there is no Steering Committee for the Country Programme as a whole. This is a lost opportunity to bring all stakeholders together and strengthen synergies between the drugs and crime components of the Country Programme. **It is recommended to review and revise the governance structure of the Country Programme, and establish a steering committee for the whole Country Programme, as a platform for strategy and policy dialogues (see recommendation #3).**

### Integrated programme design<sup>29</sup>

The integrated design of the Country Programme is a significant improvement from the previous project-based approach. UNODC moved from integrated programme design around the time of designing the Iran Country Programme, and therefore this is one of the first integrated programmes. In the complex working environment in the I.R. of Iran, this integrated design strengthens the relevance and efficiency of UNODC activities. For example, managers of sub-programme 3 mentioned increased access to more counterparts, broadening the area of the work, the possibility of longer timeframes (4 years), as often required for legal reform processes.

In practice, the three sub-programmes are managed as separate projects. The mid-term evaluation did not find much synergy between the programme teams; in fact the teams are located at different floors in the UNODC building, maintaining distinct management cultures. Within the sub-programmes, there is more evidence of collaborative management and synergies. For example, sub-programmes 1 and 2, related to both sides of the national drug control effort, don't appear to add value: the HIV training package for the Police would be an opportunity to explore, or the work with prison inmates, many of whom are drug traffickers. Another example is that the management team of Sub-programme 3 do not seem to link their work to illicit drug trafficking.

### Alignment of Country Programme with UNODC thematic programmes

The Country Programme is well aligned with thematic UNODC programmes, for example the Paris Pact Initiative (Sub-programme 1); the 'Drug prevention and health' branch (Sub-programme 2); and the 'Organised crime and illicit trafficking' and 'Corruption and economic crime' branches (Sub-programme 3). It is also aligned with global projects like the Paris Pact Initiative (Sub-programmes 1 and 3).

Coordination with UNODC headquarter expert staff is good. For example, experts provide inputs for trainings; Sub-programme 3 fine-tuned its outputs and activities with UNODC thematic programmes for the period 2011-2013; and Vienna staff are actively involved in the self-assessment and peer review process for UNCAC.

The evaluation found no evidence of collaboration with the UNDC 'Criminal justice, prison reform and crime prevention' branch, although UNODC used to implement a criminal justice

<sup>29</sup> This specific evaluation question is proposed under 'efficiency', but more appropriately addressed under 'design' – see TOR

project in the past. There is now reason to rebuild such links, given the donor concerns about criminal justice for drug traffickers apprehended through Sub-programme 1 (see also 2.6, Sustainability), and expressed willingness of DCHQ to address criminal justice. **It is recommended that the Country Programme engage with the relevant thematic branch to address criminal justice in IR of Iran (see recommendation #1).**

## Alignment of Country Programme and Regional Programme

The Country Programme and the UNODC “Regional Programme for Promoting Counter Narcotics Efforts in Afghanistan and Neighbouring Countries (2011-2014) are well aligned, although the Country Programme was designed a year before the Regional Programme. The Regional Programme has dedicated support to regional cooperation, as support to country-level interventions. The Regional Programme is designed to add additional means of support to the countries of the region. It is introduced as an overarching framework to bring greater coherence aligning UNODC’s work across the region adapting to this new setting. According to the Regional Programme implementation strategy, the logframes of the regional and country programmes are to be aligned in the course of the implementation.

Sub-programmes contain many regional support activities, for example, border control (TI, JPC); demand and harm reduction regional experience sharing; and international cooperation on MLA and AML. These international activities align well with the Regional Programme, although the regional sub-programmes are slightly different in order and content. For example, Outcome 1 of the Regional Programme (Enhanced regional cooperation and coordination to address transnational drug-related crimes) is mirrored by the Country Programme’s Outcome 1 (National capacities on border management, drugs, precursors and ATS interdiction improved through national, regional and international initiatives) and Outcome 2 (Organized crime drug networks and serious operatives identified and acted upon). Overlaps exist on the activities establishing linkages between the JPC and CARICC, TI activities and JPC operationalization.

This design issue is reflected to the matter of reporting on activities not funded by the Country Programme. For instance, the logframe has a number of indicators that relate to regional activities, which are being funded by the Regional Programme and other projects (for instance, the CCP). There is no differentiation in the logframe on this and neither consistently reflected in the reports reviewed. Given that the Country Programme was developed before the Regional Programme, this is an understandable issue. For the future, reporting on activities should be clear with respect to funding source.

It is to be expected that the ideal “results cascade” with national-level activities covered by the Country Programmes of the region and cross-border activities covered by the Regional Programme is not likely to be achieved during this phase of the Country Programme. This would require a design overhaul, which is not likely to be a productive use of scarce resources, and probably result in confusion for national counterparts (who do not necessarily differentiate between the national and regional dimension of UNODC efforts).

There is a Regional Programme Assistant based in Tehran, who coordinates programme activities. For example, in case of joint workshops and activities, both programmes have distinct financial commitment prior to the event and also report on the activity from their respective program point of view. The evaluation found that in some cases, the programmes supported each other’s activities financially and otherwise.

## *Monitoring and evaluation in the design of the Country Programme*

### Result-orientation of the design of the Country Programme

The Country Programme is results-oriented, but frequent revisions have seriously undermined the usefulness of the result framework. The Country Programme was designed with a ‘results and monitoring framework’, specifying for each sub-programme *separately* a hierarchy of objectives<sup>30</sup> (objective and outcomes), indicators and means of verification. Targets and baselines were not indicated. As planned, the result framework would be reviewed and revised in 2011, with input from counterparts (in the Project Steering Committees), to allow flexible development of a portfolio of projects under the sub programmes, based on opportunities.

In 2011, this process resulted in three logical frameworks with outcomes and outputs, indicators and means of verification. The three sub-programme objectives were no longer reflected, nor did they include baselines and targets for indicators. As per UNODC guidelines, outputs reflect UNODC products and services provided to its national counterparts and outcome reflect the expected changes in counterparts work following the receipt of UNODC services. Clearly, there is a challenge to define attribution (or at least contribution) between UNODC outputs and outcome level change, especially in the areas of trafficking interdiction and drug demand reduction and treatment, where national counterparts and other development partners invest more than UNODC.

The linkages between Country and Regional Programme are not well articulated in the logical framework, which is due to the fact that the Regional Programme was developed after the Country Programme. The evaluation found few occasions of duplication of activity reporting, where activities funded by the Regional Programme are reported by the Country Programme, without indicating the source of funding or contribution towards mutually reinforcing Regional Programme outcomes. This included, under Sub-Programme 1, the Triangular Initiative meetings.

### Collection of data and demonstrating progress at output and outcome level

The evaluation found that collecting data on output level progress is a challenge, because 1) there are very many indicators; 2) they don’t have targets; 3) some are not specific, e.g. specifying target audience or capacity building; or 4) not sensitive, i.e. allowing assessment of activities and outputs not reflected in the logframe<sup>31</sup>. See Annex II for a summary overview of the changes in the logframe over the two years of Country Programme implementation.

A consistently reported challenge in the programme performance reports was the lack of an ‘M&E culture’ among counterparts, and limited M&E capacity of DCHQ. Verification and measurement of outcome level indicators rely on access to government data, some of which are not made available due to security considerations, for example on drug trafficking interdiction. Other outcome level data are not available because the M&E systems do not exist, e.g. trends in drug abuse or access to drug demand reduction services. DCHQ officials recognize the need for stronger M&E systems. **It is recommended that COIRA explores providing technical assistance to DCHQ on strengthening national surveillance in the area of drug abuse and drug demand reduction (see recommendation #5).**

Although M&E culture and capacity of the counterparts is not a design consideration per se, the logframe needs to be realistic. In 2012, a second revision took place with support from UNODC Strategic Planning Unit, to revise and reduce the numbers of indicators, and to encourage the national counterparts to provide outcome indicators. As a result, some new

<sup>30</sup>The overall goal was to develop a coherent programme of work in the three outcome areas.

<sup>31</sup>For example an MoU on Anti Money Laundering/ Counteracting Financing of Terrorism was signed with foreign countries.

outcome indicators actually reflect activity outputs, a change that makes outcomes more measurable, but causes some duplication.<sup>32</sup>

The outcome indicator related to UNTOC in sub-programme 3 was revised again in 2012, to reflect the feasibility of UNTOC ratification before 2014. Although a flexible approach to re-designing the logical framework reflects the reality of changing contexts and opportunities, there are trade-offs in terms of comparability and consistency of measuring impact.

In conclusion, the current result framework is segmented in three components, and does not allow COIRA to fully measure impact at outcome level due to means of verification challenges, or progress at output level, mainly due to lack of baselines and targets for indicators. **It is recommended that COIRA request additional support from HQ to work on the result framework, to be able to demonstrate impact at the end-of-project evaluation (see recommendation #4).**

The logical framework measures training impact through pre and post test results. Whilst this method is useful to evaluate an individual training activity, more meaningful indicators may be needed to assess changes in capacities of national counterparts. Besides, some trainers find it difficult to carry out training evaluation as they are cases where they are not allowed collect evaluation forms filled by students.

## Reporting progress at outcome and output level

The logframes are used for the reporting (semi) annual progress (output level) and annual programme performance (outcome level). A challenge is that (semi)annual progress reports (APRs) use calendar years, and the programme performance reports use programme years (March-February).

The evaluation found that some progress reporting is confused or incomplete. At times, reporting was not linked to indicators, for example numbers or knowledge enhancement measurement not provided. In some cases the sub-programme staff expect counterparts to provide information on indicators, while this clearly needs to be done by the Office. In other instances, the evaluation found some misunderstanding on output reporting, for instance, the Programme Technical Committee meetings on UNTOC are reflected as training.

## Efficiency

The evaluation assessed under efficiency, the outputs - qualitative and quantitative - in relation to the inputs. Specific questions were the cost-effectiveness and timeliness of the Country Programme, and efficiency of working arrangements between UNODC HQ and the Country Office. The evaluation also looked for good practices regarding efficiency

### *Cost effectiveness and timeliness of the Country Programme*

The evaluation found that the overall cost-effectiveness of the Country Programme seems to be good. Considering the budget and expenditure of the Country Programme (roughly 4 million US\$ in the first two programme years), the size of the office and the number of activities undertaken is more than impressive.

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<sup>32</sup>For example, indicator for Outcome 2.1: Increased number of meetings initiated by UNODC held among regional states to advocate for maritime cooperation and border control and indicator for outcome for and output 1.2 Number of meetings held under TI, Number of meetings held under TARCET, Number of meetings and trainings under CCP

At activity level, vigilance is need to maintain achieve the highest impact at the lowest cost, in order to increase sustainability. For example, international travel is expensive, and attendance of international workshops and trainings not always cost-effective versus other methods of technical cooperation. The evaluation found examples of international training where it was not clear what the selection criteria were for either training or participants. **A capacity building strategy for the Country Programme, as recommended above, should articulate how national capacities can be strengthened cost-effectively (see recommendation #6).**

Timeliness is a major challenge and source of inefficiency for the Country Programme. The evaluation team heard many examples from staff about activities getting delayed or cancelled at the last moment. For example, during the mid-evaluation a team visit to observe a dog training centre in the Netherlands got cancelled at the very day of departure, resulting in waste of programme resources, and effort and time for the programme officer who had travelled ahead to prepare the tour. The reason for such delays and cancellations seem to be poor coordination between the many national counterparts. For example, a prolonged process of negotiation for handover of 12 drug-detecting dogs in 2012 endangered the health of the dogs, because the coordination between DCHQ, ANP and Customs authorities was not in accordance with customs standards.

Part of the problem may lie in the fact that the COIRA does not directly work with line ministries and agencies but through DCHQ and MFA, which is mirrored in the Steering Committees, and clearly problematic.. There are various reports of coordination inefficiencies e.g. all communications with counterparts in SP3 should go through MFA which is time consuming. (See also chapter 2.2, Design, for recommendations on Steering Committee constitution)

Workplan development (by PTC) and approval (by PSC) is less efficient in practice, than by design. The evaluation observed examples of very time-consuming work-planning processes due to poorly understood reasons. The approval of the 2012 SP3 work plan by the Steering Committee was delayed due to coordination problems within national counterparts. As late as March 2012, MFA requested that specific parts of the original Project Document be reworded to have a more suitable synchronization with Farsi, requiring approval by HQ.

The transaction cost of dealing with inevitable cancelations is high. Sub-programme 2 management decided to compensate for certain number anticipated cancellations, by initiating more packages than budgeted and planned for. However effective, this strategy leads to significant frustration and burnout of programme staff. **It is recommended that COIRA work towards setting up processes and systems, which can minimize the possible fallout, starting with more inclusive Sub-Programme Steering committees (see recommendation #3).**

### *Efficiency of working arrangements between UNODC HQ and the Country Office*

The mid-term evaluation did not hear about any problems or inefficiencies in the working arrangements between COIRA and UNODC HQ. On the contrary, several visits of the Executive Director and senior HQ staff have been experienced as very useful and supportive. Examples are the support for the UNCAC self-assessment and peer review process, technical coordination about drug treatment and service packages, and support for law enforcement training and coordination from the Paris Pact Initiative team. Other technical collaboration issues relate to the collection and compilation of drugs and crime related data, guidance on human rights issues, and the support from the Strategic Planning Unit on the logframe

revision. On management matters, COIRA works with relevant HQ departments on financial management, procurement, human resource management, information technology, and security regulations.

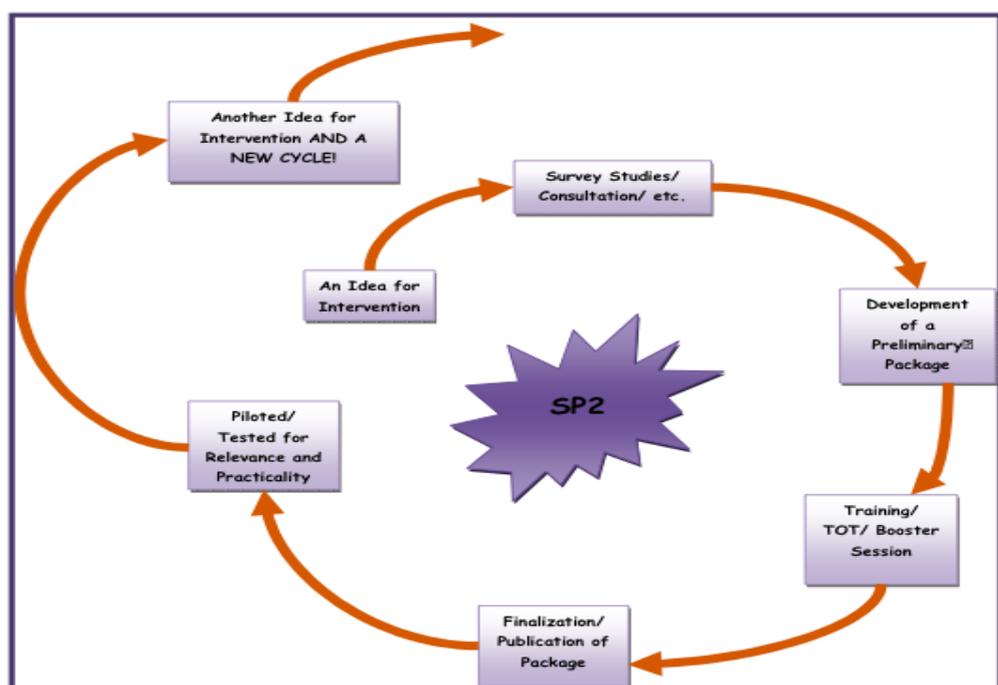
### *Good practices regarding efficiency*

*Contracting out.* Many sub-programme activities, for example training and research are contracted out in sub-programme 2. This system reduces need for staff, and allow the programme to recruit specialist for specific purposes. The transaction costs in terms of contracting processes appear to be low, as the contracting process is perceived to be independent, transparent and objective by most key informants, despite the misgivings of some who were not contracted.

*Joint regional-country activities.* The evaluation found several examples of cost-savings through joint planning and implementation between the Regional Programme and the Country Programme, for example the “Regional Workshop on International Cooperation on Asset recovery”.

*Standardization of service package development.* Sub-programme 2 has developed an efficient and structured pattern to develop packages. First, studies and/or consultation with professionals on a specific needs area is conducted. Second, training modules are conceptualized based on international experience and commissioned to consultants for development in Farsi. Third, the relevance and practicability of training will be checked in a series of training workshops. Fourth, after the first round of training, UNODC organizes a booster session for participants to put their learning into practice and propose revision of the package. Fifth, a TOT workshop will extend the package to more personnel of partner organizations. In many cases, and if allowed, the newly learned techniques will be piloted followed by finalization of the package. When such a package is published the cycle is complete. See Figure 2.

Figure 2: Intervention cycle



## Partnerships and cooperation

The mid-term evaluation assessed if, and how, the Country Programme developed partnerships at the national level, as well as the bilateral, regional and international level. The evaluation also specifically addressed how the Country Programme facilitates dialogue between IR of Iran and the international community.

### *National partnerships*

The mid-term evaluation established that the Country Programme has excellent public relations with national stakeholders. All government counterparts interviewed<sup>33</sup> expressed their appreciation about the commitment and competence of the UNODC team. Even where some counterparts would like to see increased scale and scope of UNODC support, they made a point that this was not a criticism about the efforts of the UNODC colleagues. An exception is MOI, which is a main counterpart for sub-programme 3, which has very little cooperation and interaction with UNODC.

As mentioned before, despite good relations, the transactional cost of coordinating the multiple counterparts is high, as partnership between the national counterparts is beyond the control of the Country Programme, despite technical and steering committees. This results in additional communication requirements, coordination of technical and steering committees, lack of access to project sites, and implementation delays. Finally, good relations with DCHQ translate in effective delivery of outputs, but less so in policy and strategy discussions.

The COIRA leadership has invested tremendous amount of time and effort in relationship building with and fundraising from development partners in Iran, which clearly paid off in terms of resources, visibility and recognition for UNODC in IR of Iran. Donors of the Country Programme (Japan, Norway, Germany and Sweden) expressed appreciation for the

<sup>33</sup> See annex II, The evaluation team was not able to meet representatives from Customs Department

UNODC efforts in IR of Iran. Some Mini Dublin Group members raised concern about the linkage between drug trafficking interdiction efforts, increased arrest of drug traffickers and reports of human rights abuse. (See below under 2.6, sustainability).

UNODC Iran is an important partner in the UN system, and collaborates closely with UNESCO in Sub-programme 3, and UNAIDS in Sub-programme 2. An informant from a UN partner agency commented that the level of visibility of Iran's drug control efforts was impressive.

Partnership is good with civil society, including NGOs, researchers, and service providers, especially in Sub-programme 2. Key informants expressed appreciation, and satisfaction with the level of cooperation. A notable partnership exists with NGOs, who do not get grants from the programme, are contracted to carry out specific activities, or receive support for strategic planning or (regional) networking.

### *Facilitating dialogue between IR of Iran and the international community*

Possibly the biggest success of the Country Programme is to maintain international dialogue on drugs and crime, in the context of increased international and regional isolation of IR of Iran. As a UNODC interlocutor stated, this has provided UNODC with a significant comparative advantage in being able to engage with the I.R. of Iran at a sensitive political time and helping it work effectively with the international community.

The Country Programme has been effective in building sub-regional partnership between IR of Iran counterparts, and their colleagues in Pakistan and Afghanistan. Building on the success of earlier projects, and with the support of the Regional Programme, the Country Programme has been able to achieve successes especially in Sub-programme 1, through the Triangular Initiative.

With the support of the Regional Programme and the Paris Pact Initiative, the Country Programme has also been effective in engaging Iranian counterparts in regional platforms, for example to co-chair the Regional Programme, but also numerous technical meetings and exposure visits.

Finally, the Country Programme supported the involvement of relevant Iranian counterparts in international efforts, for example meetings in Vienna, or the UNCAC peer review and self-assessment.

## **Sustainability**

In term of sustainability, the mid-term evaluation assessed the prospects for benefits of the Country Programme to continue beyond April 2014 (programme end date), as well as the chances of sufficient donor funding for the continuation of the Country Programme. Finally, this chapter describes factors relevant for achievement or failure of the programme's sustainability.

### *Long-term sustainability*

#### **Commitment of national counterparts to continue beyond the Programme duration**

Drug control is a national and international priority for IR of Iran, and it is very likely that the DCHQ will continue drug supply, demand and harm reduction beyond 2014, or indeed

without UNODC support. As mentioned often to the team, IR of Iran has invested many times more in terms of financial and human resources in drug control, than the development partners combined. IR of Iran is a signatory to UNCAC, and committed to several international legal issues related to transnational organized crime, including art trafficking. Sustainability of these efforts is therefore likely.

Capacities and regional/international connections that were established or strengthened through the Country Programme are likely to be sustained, due to the commitment of the national counterparts, and the perceived added value of international collaboration. Most of the service packages that have been developed in Sub-programme 2 (and its predecessor projects) have been integrated in national social and health services.

### Institutionalisation of ownership among key stakeholders

DCHQ is the multi-sectoral body that institutionalizes the fight against drugs in IR of Iran. As such, continued national ownership is in little doubt.

The ownership of individual DCHQ members, and UNODC counterparts, vary per organisation, per person and per activity. Frequent changes of high-ranking counterparts are a threat to the sustainability of activities. Some of new comers may not agree with their predecessors' decisions. The evaluation found several examples of doubtful sustainability for specific programme activities: e.g. the dog-training centre. Turnover of dogs requires the establishment of a national Breeding Centre. There has been no progress on this.

IR of Iran is already providing counterpart funding for the UNODC supported FIU-FIU programme, which is evidence of institutionalized ownership. Besides, as signatory of UNCAC, IR of Iran is committed to its implementation.

### *Short-term sustainability*

The biggest threat to the sustainability of the Country Programme is reduced donor funding in the short term. As mentioned before, the current donors are concerned about the human rights of drug offenders, in the context of international reports on capital punishment and poor access to justice. Due to domestic political reasons, Denmark recently cancelled its funding to the Country Programme. Other donors are keenly following developments and UNODC actions, especially because the European Parliament called on EU Member States to ensure that development assistance does not support, directly or indirectly, use of the death penalty for drug offences<sup>34</sup>. The Country Office has sought and received official UNODC guidance on how to deal with human rights abuse in general, and how to engage with counterparts in countries that apply the death penalty for drug offences.<sup>35</sup>

Although the mid-term evaluation found that UNODC has taken the donor concerns very seriously, no action has been taken yet in line with UNODC guidance. The guidance recommends to address the issue of human rights in coordination with OHCHR and the UN Resident Coordinator system. Besides this political intervention, the guidance offers suggestions on how to engage in dialogue and mitigate reputational damage. For example 'complementary activities' such as technical cooperation on criminal justice, which directly addresses the human rights violations by supporting relevant protective mechanisms. Another suggestion is to include 'safeguards', i.e. agreement to monitor human rights or legal processes, with a particular course of action in case agreed processes are not adhered to.

<sup>34</sup>UNODC (2011), "Guidance Note for UNODC Staff - Promotion and Protection of Human Rights"

<sup>35</sup>UNODC (2011), "Guidance Note for UNODC Staff - Promotion and Protection of Human Rights"

DCHQ leadership reported to share the concern about death penalty for drug offenders, and would be interested to discuss the possibility of a criminal justice component to complement Sub-programme 1. **It is recommended that COIRA address the issue of human rights with the greatest urgency, engage the UN system in the dialogue with the national counterparts and determine the most appropriate and feasible course of action on the basis of HQ guidance (see recommendation #1).**

### III. CONCLUSIONS

Based on the findings presented in chapter 2, the mid-term evaluation presents the following conclusions regarding the UNODC Country Programme in the IR of Iran:

*Relevance.* The Country Programme is very relevant to the needs of Iran, as the country is critically affected by illicit drug trafficking and use, and there is strong political commitment. It is crucial that UNODC support the efforts of the Government, especially in terms of bilateral and regional collaboration, and international good practice. Whilst the needs of primary stakeholders, people vulnerable to drug use and/or trafficking, guide the Country Programme and sub-programmes, their participation in needs assessment and planning is not evident.

*Design.* The Country Programme design is integrated, strong and sensible, as it follows standard UNODC national and regional programme design features: technical cooperation and international collaboration in support of drug supply interdiction; drug demand and harm reduction services; and support for compliance of international conventions in the area of crime and corruption.

The scope of the Country Programme activities is very broad, by design, to enable responsiveness to emerging needs and opportunities. In the second phase of the Country Programme, consolidation might be considered to increase higher impact in fewer areas.

The logical framework does not allow the programme to measure impact at outcome level, despite revision of indicators. More work is needed to make it a more meaningful management tool for monitoring and reporting progress.

The Country Programme is integrated compared to the previous situation of multiple projects, but opportunities for increased synergy remain between and within sub-programmes, in terms of management and content.

*Effectiveness.* The Country Programme has been effective, as it has achieved already its overall objective, developing a portfolio of relevant support activities, and has mobilised more than half of the estimated resource requirements. At output level, the Country Programme is well on its way to implement programme activities as planned for each of the sub-programmes, despite some problem areas, due to external factors. The programme is perceived to be effective by all stakeholders.

At outcome level, i.e. improved capacity of national counterparts, evidence of attribution and contribution is hard to establish, which reflects the comparatively modest budget vis-à-vis national investments, but also difficulties of the M&E system to measure capacity, and trends in drug trafficking and service coverage.

*Efficiency.* The programme is overall cost-effective, given the relatively low budget and high level of achievement. Timeliness of implementation is a problem for sub-programme managers, through delays and cancellations by national counterparts. The sub-programme Steering Committees are designed as governance and coordination platforms, but DCHQ and MFA do not allow other stakeholders to participate effectively.

*Partnerships.* The Country Office has been able to build excellent external relations with the government, most national counterparts, many donor agencies, civil society and academia. The governance structure of the Country Programme has facilitated some of these partnerships although in a limited manner.

The Country Programme has been effective, in collaboration with the UNODC Regional Programme, Paris Pact Initiative and UNODC HQ, to engage Iranian counterparts in bilateral, regional and international collaborative processes, despite a challenging international context of sanctions and isolation.

*Sustainability.* The commitment of the government to sustain funding and implementation of drug control efforts is beyond doubt. Capacities built, service packages developed, and international agreements are likely to benefit the country beyond 2014.

The short-term funding for the Country Programme is uncertain. Committed funding from current donors is cancelled due to donor concerns about human rights and the link between support for law enforcement and increased capital punishment for drug offenders. UNODC guidance on human rights related mediation exists, and could avert a funding crisis, and reputational damage.

## IV. RECOMMENDATIONS

A mid-term evaluation is a useful opportunity to review and revise objectives, strategies and implementation modalities based on changes in context and implementation experience. The following recommendations for the remaining two years of the Country Programme are proposed:

### Critical recommendations

1. *COIRA to consider developing a programme on criminal justice for drug offenders, including normative work on human rights.* A criminal justice programme is necessary to ensure continued donor engagement, relevant to UNODC's mandate and feasible, as DCHQ is interested and UNODC has prior experience in IR of Iran. This programme can be linked to Sub-programme 1, illicit trafficking and border control, and should have safeguards on progress, and be linked to Sub-programme 1 funding. In any case, COIRA needs to urgently engage with UN resident coordinator and OHCHR to address human rights concerns, to avoid reputational damage to UNODC and short term funding challenges.

2. *COIRA to engage in strategy and policy support regarding drug control and crime.* The current focus of the Country Programme is on technical cooperation and capacity building. Whilst important, these activities tend to respond to requests and opportunities, rather than capacity and needs assessments, and there is little follow up to assess impact. UNODC, as a normative agency, has the mandate to engage in more upstream discussions with IR of Iran on drug control and crime. Opportunities exist, for example there is no national strategy on drug control, to set national objectives, strategies and guiding principles. And DCHQ has requested support for M&E, while there is no national M&E system to measure trends in drug use, production, and trafficking and service coverage. As a first step, UNODC could support a strategic planning exercise. A clearer focus on high-impact support could help UNODC to prioritize, reduce the scope of the programme, develop internal synergies and increase impact of investments.

3. *COIRA to review governance and revise the Steering Committee membership and role.* The Country Programme should consider establishing one overall Steering Committee as a platform for policy and strategy dialogue, instead of three separate steering committees for each sub-programme. The current project steering committees are supposed to bring together all relevant national counterparts for strategic oversight. However, DCHQ and MFA do not allow other counterparts to be part of the steering committee, and de facto they have become the platforms for operational planning. This has resulted in inefficiencies and wasted time and efforts. The current PSCs could remain as platforms, keeping their current operational roles, and ideally open up membership to relevant national counterparts.

4. *COIRA to revisit its logframe and collect baselines to make it better oriented towards reporting and progress monitoring.* The current logframe is not structured as a management tool, nor able to measure impact of the Country Programme at outcome level, due to lack of access to some means of verification. Relevant quantitative output level indicators need baselines and targets, and indicators for outcome level could be assessed with a mix of qualitative as well as quantitative methods.

5. *COIRA to explore providing technical assistance to DCHQ on strengthening national surveillance in the area of drug trafficking, drug use and drug demand reduction.* DCHQ does not have a national M&E system to monitor drug control efforts, and has requested support for M&E. The Country Programme depends on national trend and service coverage data to measure outcome level impact. (See also recommendation #2)

## Important recommendations

6. *COIRA to develop a capacity building strategy, including quality assurance systems for training needs assessment, participant and trainer selection, and follow up of capacity building efforts.* Whilst the Country Programme invests heavily in capacity building activities for national counterparts, there is no capacity building strategy. A more strategic approach to capacity building has advantages, for example a capacity and training needs assessment could determine priority target audiences, topics and trainers, rather than the current reactive approach based on requests and opportunities. Repeated assessments can determine impact of capacity building, to complement pre-post-tests for individual trainings. Follow up of trainings and workshops should be part of the strategy, to increase impact.

7. *COIRA to commission external evaluation of all service packages developed in Sub-programme 2, and inclusion of M&E and impact assessment.* The evaluation assessed a sample of 3 out of 19 service packages. It is good practice to evaluate *each* communication package at key stages of design and implementation, independently and against international good practice. The process of package development is considered good practice, and the packages evaluated are innovative, relevant and based on scientific approaches. However, the mid-term evaluation found over-reliance on experts and scientific approaches in design of behaviour change communication models, and little involvement of primary beneficiaries. It appears that the model lacks M&E, and whilst it monitors *activities* related to each package, it lacks in a mechanism to assess the *impact* of the process on the target group.

## General recommendations

8. *COIRA needs to maintain the good external relations. And COIRA needs to capitalize on these good relations and explore ways to further engage in strategy and policy dialogue.* The Country Programme has excellent public relations with national stakeholders. All government counterparts interviewed expressed their appreciation about the commitment and competence of the UNODC team.

9. *COIRA needs to maintain engagement on UNTOC.* While ratification of the UNTOC has not taken place, the IR of Iran is still advancing on aligning national legislation to it with UNODC's support. So UNODC is able to work within very complex and tricky political environments.

10. *COIRA to consider discontinuation of the Container Control Programme.* Since investment in training and equipment, there has been insufficient progress on the container control programme to justify further investment. The Customs department is not responsive, and the programme does not seem to respond to a need. The Global CCP and the Regional Programme could continue to invite IR of Iran to relevant events. (See also recommendation #2)

11. *COIRA to consider discontinuation of the International Collaborative Exercise (ICE).* Despite repeat invitations, the relevant forensic laboratories have not been able or interested to participate in the ICE programme. Further investment of the Country Programme does not

seem justified, as there is little evidence that this activity is needs based. The UNODC regional programme can continue to invite national counterpart to regional ICE activities. (See also recommendation #2)

*12. COIRA to invest in change management processes to support the transition from projects to programmes.* The integrated “programme approach” is an improvement on the “project approach” as was the situation before 2011. However, more synergies are possible between and even within sub-programmes, for example linking the crime and corruption work to illegal drug trafficking, and closer links between drug supply reduction and drug demand reduction work.

*13. UNODC to carry out a focused assessment of the Triangular Initiative with the perspectives of all three countries to identify opportunities and weaknesses.* The Triangular Initiative is one of the building blocks of the Country Programme, as well as the Regional Programme, especially in the area of drug trafficking and border management. Despite many efforts and work of the Country Programme, operational impact has been insufficient. A joint assessment (including a SWOT analysis) by all relevant UNODC Programmes, and counterparts could explore barriers and ways forward.

## V. LESSONS LEARNED

The mid-term evaluation looked for lessons learned in the Country Programme, especially lessons about design and implementation that have wider applicability in UNODC programming elsewhere.

### *Access to outcome level means of verification*

According to UNODC guidance on logframe development for technical cooperation projects, outputs indicators measure technical cooperation achievement, while outcome indicators measure the changes in national counterpart capacities or operations. The Country Programme has difficulties accessing or verifying outcome level data, because information on drug trafficking, border control, drug use and crime, corruption etcetera is considered sensitive. This is a common concern for all UNODC programmes. A lesson learnt is that the design of the M&E framework needs to enable the Programme to assess outcome level impact– hence the availability, sensitivity, accessibility and verifiability of these indicators needs to be checked *at the design stage*, not once the programme is being implemented.

### *Trade off between technical cooperation and policy dialogue.*

The Country Programme has a strong focus on technical cooperation and international collaboration, is flexible and responsive to national counterpart requests for support. This has enabled the Country Office to establish very good relationships with government counterparts, as evidence by the appreciation and trust expressed. On the other hand, the Country Programme is broad on scope, not very focused on the more politically sensitive policy and strategy development (there is no national drug control strategy to guide capacity building), and therefor potentially less strategic and impactful. Whilst it may be necessary to build trust as a precondition for the more sensitive but important policy debates (e.g. on human rights, corruption, criminal justice), UN agencies do have a mandate for the latter. A lesson learnt is that this trade-off needs to be explicitly re-assessed regularly (for example at mid-term), to avoid complacency.

### *Guidance for human rights appraisal is important at design stage*

UNODC developed useful guidance in 2011 on how to address human rights (violations) in country programme design and implementation. This guidance helps anticipate and address reputational, funding and programming challenges as the Country Programme is currently experiencing<sup>36</sup>, but was clearly not yet available at the design stage. A lesson learnt is that to prevent similar problems, these guidance notes need to be promoted and implemented, at least human rights training for all UNODC managers.

### *Situation analysis to inform project design*

The current Country Programme is designed on the basis of an end-of-project evaluation of all preceding projects. Because the project evaluations were largely positive, and because they

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<sup>36</sup>Or may experience in the future with the implementation of the 2010 Drug Law, e.g. ‘compulsory drug treatment’ and ‘criminalisation of drug possession’

were done separately, it is understandable that the current programme is essentially a portfolio of incremental projects (as is the stated objective): more of the same. A lesson learnt is that when continued programming is anticipated, UNODC could undertake not only a project/programme final evaluation, but to undertake a *broad* situation analysis of *all* areas of concern for UNODC, including needs assessments of other than current (government) partners.

# ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

## **Mid-Term Evaluation of the Iran Country Programme (2011 – 2014)**

**Sub-Programme 1: Illicit trafficking and border management - IRN/V03**

**Sub-Programme 2: Drug Demand Reduction and HIV Control - IRN/V04**

**Sub-Programme 3: Crime, Justice and Corruption - IRN/V05**

### **1. INTRODUCTION**

The Islamic Republic of Iran faces extensive drug-related challenges. These range from security threats and regional instability caused by drug trafficking, to public health costs resulting from the high number of users of a growing variety of illicit drugs. The drug trade feeds organized crime and corruption. Drug use, drug trafficking, organized crime and corruption are the major impediments to sustainable development, including the achievement of the Millennium Development Goals.

To address these multi-faced challenges, in 2010 UNODC and the Government of Iran in consultation with Mini- Dublin Group members and the EU presidency in Tehran, developed in a participatory way a new multilateral programme of technical cooperation on drugs and crime for the I.R. of Iran (2011-2014).

The primary purpose of the UNODC Country Programme (CP) for Iran is to outline a coherent programme of work focused on defined strategic outcomes. This focus will increase the relevance, efficiency and effectiveness of UNODC activities:

1. Sub-programme 1- Illicit Trafficking and Border Management
2. Sub-programme 2- Drug Demand Reduction and HIV Control
3. Sub-programme 3- Crime, Justice and Corruption

In each of the three sub-programme areas, the CP aims to assist the enhancement of national capacities in the fight against drugs and crime, as well as to facilitate and support bilateral, regional and international cooperation. Building bridges, facilitating dialogue at the bilateral, regional and international as well as promoting the implementation of international conventions, standards and best practices will be the features for each sub-programme.

A series of external and internal challenges for the implementation of the Country Programme have been identified by the UNODC Programme Review Committee (PRC) in 2012 including: (i) the sanctions regime against Iran and the worsening of diplomatic relations represent a major challenge to fund-raising and partnership-building and programme implementation; (ii) the decision of the Iranian Drug Control Headquarters (DCHQ) not to invite other implementing partners to the Steering and Technical Committee meetings resulted in delays and postponement of a number of activities; (iii) lack of culture of monitoring and evaluation (M&E) and access to detailed and disaggregated data on drugs and crime; (iv) information and data on many Performance Indicators (at the outcome level) were not made available to UNODC; and (v) the lack of access to project sites.

The head of the Strategic Planning Unit (SPU) from Headquarters undertook a mission to Tehran on 17-20 September during which he discussed with national authorities the revised

performance indicators for the Country Programme outcomes and emphasized the importance of data collection. The Committee, together with management of Sub-programme 1, reviewed and revised the documents in order to arrive at more realistic, measurable indicators. During this visit, UNODC also staff received training on project management with a particular emphasis on indicator setting and monitoring and evaluation.

## 2. SUB-PROGRAMME 1 SUB-PROGRAMME 1: BACKGROUND AND CONTEXT

### (a) Summary table

Project number IRNV03

Project title	Illicit trafficking and border management
Duration	March 2011 –March 2015
Location	Tehran- Islamic Republic of Iran
Linkage to Country Programme	UNODC “Technical Cooperation on Drugs and Crimes in the Islamic Republic of Iran-Country Programme (2011-2014)”/ Sub-programme 1Sub-programme 1 “Illicit Trafficking and Border Management”/ Outcomes 1 and 2
Linkage to Regional Programme	UNODC “Regional Programme for Promoting Counter Narcotics Efforts in Afghanistan & Neighbouring Countries (2011-2014)”/ Sub-programme 1Sub-programme 1 "regional law enforcement cooperation"/ Outcomes 1,2,and 3
Linkage to Thematic Programme	UNODC Thematic Programme action against transnational organized crime and illicit trafficking; including drug trafficking" (2011-2013)
Executive Agency	UNODC
Partner Organizations	- Drug Control Headquarters
	- Anti Narcotics Police
	- Customs Administration
	- Ministry of Foreign Affairs
Total Approved Budget	\$5,495,000
Current donors	Denmark, Japan, France, Ireland and UK
Project Manager/Coordinator	Kaveh Moradi
Type of Evaluation	Mid-term evaluation
Time period covered by the evaluation	3 weeks
Geographical coverage of the evaluation	Tehran
Core Learning Partners	Drug Control Headquarters, Anti Narcotics Police, Customs Administration, Ministry of Foreign Affairs, Donor countries

### (b) Project overview and historical context in which the project is implemented

Under Sub-programme 1Sub-programme 1 “Illicit Trafficking and Border Management” (TDIRNV03), border management; illicit drugs, precursors and ATS interdiction capacities are being enhanced through the delivery of value-added technical cooperation. Support is also provided to national authorities to facilitate the implementation of the Triangular Initiative (TI) on counter narcotics enforcement amongst Afghanistan, Pakistan and Iran, particularly in

the following areas: establishment of border liaison offices, information intelligence exchange and intelligence-led investigations, cross-border communication system. Moreover, bilateral, regional and international cooperation is being fostered within the framework of existing regional and international initiatives such as the Global Container Control Programme, Operation TARCET, Paris Pact Initiative, Economic Cooperation Organization (ECO) meetings, UNODC Regional Programme for Afghanistan, etc.

In fact, Sub-programme 1 Sub-programme 1 is the continuation of outcomes and outputs foreseen under UNODC projects I50 "Integrated Border Control" and I52 "Promotion and Strengthening of Intelligence –led Investigation Capacities of Iran. The two projects were implemented as vehicles to deliver the outputs/ activities related to Sub-programme 1 Sub-programme 1 in the first half of 2011 and were phased out in June 2011. However, the transition from Project to Programme and the late signing of the new UNODC Iran Country Programme in March 2011 caused delays in planning and implementing new activities that were directly linked to project I50.

(c) Justification of the project and main experiences

The geographical location of Islamic Republic of Iran, particularly its porous eastern border with Afghanistan, the world's largest illicit opium and cannabis producer, and Pakistan, has turned it into a major transit country for illicit drugs. The UNODC World Drug Report 2010 estimates that 37% of all Afghan opium and heroin exports – equivalent about 140 metric tons of heroin - is annually smuggled from Afghanistan and Pakistan to Iran partly for national consumption and onwards trafficking towards more lucrative markets, including Europe. Over the years, the country has built one of the strongest counter-narcotics enforcement capabilities in the region and beyond, spending millions of dollars annually in border control and seizing the highest percentages of opium and heroin in the world.

The human cost of war against drugs has been extensive. Over the last three decades, 3,700 Iranian law enforcement personnel have lost their lives in action against organized crime networks and trafficking gangs. In addition to opiates trafficking, the trends in Amphetamine Type Stimulants (ATS) trafficking and abuse is concerning. The fifth National Drug Control Plan for 2010-2014 adjusted priorities and programmes by increasing its focus on drugs other than opiates.

Since its establishment in 1999, UNODC Iran drug supply reduction programmes have provided technical assistance and facilitated grounds, inter alia, for counter-narcotics cooperation between Iran with its immediate neighbours Afghanistan and Pakistan under TI and regional states of Economic Cooperation Organization (ECO) as well as with members of international donor community, Mini Dublin Group and European Union Presidency. International evaluators who have assessed the UNODC programme in 2009 considered the role of the Office as critical in promoting dialogue, building trust and cooperation at the bilateral, regional and international level.

(d) Project documents and revisions of the original project document;

The Project Document of the IRN/V03, which is still in its original version, will be provided as part of the desk review materials.

(e) UNODC strategy context, including project's main objectives and outcomes and project's contribution to UNODC country, regional or thematic programme;

The Sub-programme 1 Sub-programme 1 "Illicit Trafficking and Border Management" (TDIRNV03) contributes to the implementation of UNODC "Technical Cooperation on Drugs and Crime in the Islamic Republic of Iran – Country Programme (2011-2014)". It's main objective is the reduction in drug trafficking and it is constituted of two outcomes:

Outcome 1 - National capacities on border management, drugs, precursors and ATS interdiction improved through national, regional and international initiatives;  
 Outcome 2 - Organized crime, drug networks and serious operatives identified and acted upon.

The Sub-programme 1 Sub-programme 1 was also linked to the UNODC “Rainbow Strategy” (which although is no longer operational, did inform the development of the Iran Country Programme), particularly the “Green Paper – an action plan to strengthen cross-border cooperation in the field of counter narcotics enforcement amongst Afghanistan, Iran and Pakistan” and the “Red Paper – an action plan that targets the smuggling of Acetic Anhydride in and around Afghanistan”. Sub-programme 1 Sub-programme 1 contributes to the successor of the Rainbow Strategy UNODC “Regional Programme for Promoting Counter Narcotics Efforts in Afghanistan & Neighbouring Countries (2011-2014)”, Sub-programme 1 Sub-programme 1 "regional law enforcement cooperation" under the following outcomes:

1. Outcome 1 - Enhanced regional cooperation and coordination to address transnational drug related crimes
2. Outcome 2 - Enhanced counter-narcotics enforcement capacity through delivery of better coordinated training programmes across the region
3. Outcome 3 - Increased use of forensic evidence in investigating and prosecuting transnational crimes.

Finally, Sub-programme 1 Sub-programme 1 fine-tunes its outputs and activities with the UNODC Thematic Programme "action against transnational organized crime and illicit trafficking; including drug trafficking" that provides the framework for the UNODC work against organized crime for the period 2011-2013.

### 3. SUB-PROGRAMME 2 SUB-PROGRAMME 2: BACKGROUND AND CONTEXT

(a) Summary table

Project number	IRNV04
Project title	Drug Demand Reduction and HIV Control
Duration	March 2011 – March 2015
Location	Tehran, Islamic Republic of Iran
Linkages to Country programme	UNODC “Technical Cooperation on Drugs and Crimes in the Islamic Republic of Iran-Country Programme (2011-2014)”/ Sub-programme 2 “Drug Demand Reduction and HIV Control”/ Outcomes 1, 2 and 3
Linkages to Regional programme	UNODC “Regional Programme for Promoting Counter Narcotics Efforts in Afghanistan & Neighbouring Countries (2011-2014)”/ Sub-programme 3 “Prevention and Treatment of drug dependence among vulnerable groups”/ Outcomes 6,7 and 8
Linkages to Thematic Programme	UNODC Thematic Programme “Addressing Health and Human Development Vulnerabilities in the Context of Drugs and Crime”
Executing Agency	UNODC
Partner Organizations	- Iran Drug Control Headquarters - Ministry of Health and Medical Education

	- Prisons Organisation
	- State Welfare Organisation
Total Approved Budget	USD 3,360,000
Donors	Norway, Germany, Sweden, Switzerland
Project Manager/Coordinator	Gelareh Mostashari
Type of Evaluation	Mid-Term Evaluation
Time Period Covered by the Evaluation	March 2011 to March 2013
Geographical Coverage of the Evaluation	Countrywide
Core Learning Partners	Drug Control Headquarters, Ministry of Foreign Affairs, Iranian Ministry of Health and Medical Education: State Welfare Organization, Iranian Prisons Organization, Ministry of Science, Research and Technology, Ministry of Education, Non-governmental Organizations, Donor countries

(b) Project overview and historical context in which the project is implemented

Promotion of a public health prevention approach, protecting individuals, families and communities from drug addiction and HIV are the themes of Sub-programme 2 Sub-programme 2 of the Iran CP. National drug demand reduction, HIV control and harm reduction programmes are being strengthened through specific scientific-based actions in the areas of drug prevention, treatment and rehabilitation, advocacy, HIV/AIDS prevention, treatment and care. In all these areas, interventions are targeting mainly vulnerable groups through work in partnership with a number of national and international partners. A specific component has also been designed to strengthen capacities of NGOs in the areas of drug demand reduction and HIV/AIDS prevention and care. South-South cooperation is also being facilitated through actions that will expose other middle-income countries, as well as developing countries to good practices carried out by national authorities in the I. R. of Iran in the areas of opium substitution therapies and HIV prevention and control in the prison setting.

(c) Justification of the project and main experiences/challenges

The problem of drug use is a serious challenge in Iran. According to national authorities there are about 1,200,000 opiate dependents in the country placing Iran at the highest opiates use prevalence rates worldwide. Moreover, a concerning trend in increased use of crystallised heroin is discernable which contrasts to the traditional use of less disadvantageous use of opium. The second most important group of drugs used in Iran are already the Amphetamine-type stimulants. A further concern is the drug use problem expanding among larger groups in the society like younger adults and women, who comprised traditionally the absolute minority under drug users in this country. Cocaine is a further drug increasingly marketed illegally and although yet not strongly represented is becoming of increasing concern.

Drug use is closely linked to both HIV and imprisonment among other individual and social harms complicating the negative impact of drug use in the country. According to the Iranian Ministry of Health the number of Iranians living with HIV/AIDS is estimated around 80,000 from whom approximately 70% have acquired the virus through unsafe drug injecting practices. On the other hand about 15% of Injecting Drug Users and 3-5% of Non Injecting Drug Users are HIV positive and thus pose a serious potential source of HIV infection for their marital and non-marital sexual partners. Drug use is linked to incarceration. About half of incarcerations in Iran are due to drug related offences and half of inmates have used drugs prior to their incarceration. All this signifies urgent need for HIV programmes among drug users, their sexual partners and prisoners.

In the last 15 years, the Islamic Republic of Iran has established many successful programmes on containing the problems of HIV and drugs in the various areas of prevention, treatment and care in large scale in communities and prisons successfully. A pool of well-informed experts active in the field of HIV and drug demand reduction in the country. Also the NGOs are actively involved in implementing programmes and service delivery linked directly to the field. Many of the programmes were taken up after their first introduction by UNODC Iran. However, there is still urgent need for quantitative and qualitative expansion of existing programmes as well as introduction of new programmes for a proper response to the problem of HIV and drug use in the country as will be depicted further.

Notwithstanding these commendable efforts, the problem of HIV and drugs is still far from contained in this country. The use of new drugs and the use of more concerning patterns of use is on the rise. The rate of relapse of drug users under treatment is much higher than desirable. HIV transmission from the drug users' population to sexual partners (acting as bridging populations) and therefore to the general public is imminent. Also the care segment of HIV and drug programmes does not comprise all needed components to ensure proper response.

Since its establishment in 1999, UNODC Iran drug demand reduction programmes have provided technical assistance and facilitated grounds for the adoption of scientific-based programmes. International evaluators who have assessed the UNODC programme in 2009 concluded that UNODC was in a unique position to provide support towards ever more effective drug demand reduction policies and programmes in the Islamic Republic of Iran.

(d) Project documents and revisions of the original project document;

The Project Document of the IRN/V04, which is still in its original version, will be provided as part of the desk review materials.

(e) UNODC strategy context, including project's main objectives and outcomes and project's contribution to UNODC country, regional or thematic programme;

Sub-programme 2 Sub-programme 2 "Drug Demand Reduction and HIV Control" (IRN/V04) contributes to the implementation of UNODC "Technical Cooperation on Drugs and Crime in the Islamic Republic of Iran – Country Programme (2011-2014)". Its main objective is the reduction in drug dependency, Injecting Drug use and HIV prevalence among drug dependents. It is constituted of three outcomes:

1. Outcome 1 - Comprehensive drug demand reduction, HIV control and harm reduction programmes effectively supported and implemented;
2. Outcome 2 - Intravenous drug users, their sexual partners, and inmates increase their access to HIV/AIDS prevention, treatment, and care services;
3. Outcome 3 - Various national authorities and entities implement innovative approaches in drug demand reduction.

The IRN/V04 also fine-tunes its outputs and activities with the UNODC Thematic Programme "Addressing Health and Human Development Vulnerabilities in the Context of Drugs and Crime" endorsed in Vienna in May 2009.

Moreover, IRN/V04 is linked to UNODC "Rainbow Strategy" (which although is no longer operational, did inform the development of the Iran Country Programme), particularly the "Indigo Paper - preventing and treating opiates addiction and HIV/AIDS epidemics in Afghanistan and neighbouring countries." In this context it also contributes to the "Regional Programme for Promoting Counter Narcotics Efforts in Afghanistan & Neighbouring Countries 2011-2014" under following outcomes of its Sub-Programme 3:

1. Outcome 6 - Increased capacities to implement comprehensive evidence-based drug prevention programmes
2. Outcome 7 - Increased capacity to deliver evidence-based drug dependence treatment and care services
3. Outcome 8 - Increased capacity to respond to and reduce the spread of HIV/AIDS among high-risk populations

#### 4. SUB-PROGRAMME 3: BACKGROUND AND CONTEXT

##### (a) Summary Table

Project number	IRNV05
Project title	Crime, Justice and Corruption
Duration	March 2011 – March 2015
Location	Tehran, Islamic Republic of Iran
Linkages to Country programme	UNODC “Technical Cooperation on Drugs and Crimes in the Islamic Republic of Iran-Country Programme (2011-2014)”/ sub-programme 3 “Crime, Justice and Corruption”/ Outcomes 1, 2 and 3
Linkages to Regional programme	UNODC “Regional Programme for Promoting Counter Narcotics Efforts in Afghanistan & Neighbouring Countries (2011-2014)”/ Sub-programme 2Sub-programme 2 "International/regional cooperation in legal matters"/ Outcomes 4 and 5
Linkages to Thematic Programme	UNODC Thematic Programme "action against transnational organized crime and illicit trafficking; including drug trafficking" (2011-2013)
Executing Agency	UNODC
Partner Organizations	- Ministry of Foreign Affairs
	- Judiciary
	- Ministry of Economic Affairs and Finance (MEAF)
	- Ministry of Justice
	- Iranian Cultural, Heritage, Handicrafts and Tourism Organization (ICHHTO)
	- Government Inspection Organization (GIO)
	- Police (International Affairs and Interpol)
	- Ministry of Interior
Total Approved Budget	USD 4,600,000
Donors	Norway
Project Manager/Coordinator	Sefat Shemirani
Type of Evaluation	Mid-Term Evaluation
Time Period Covered by the Evaluation	March 2011 to March 2013
Geographical Coverage of the Evaluation	Tehran
Core Learning Partners	Ministry of Foreign Affairs, Judiciary, Ministry of Economic Affairs and Finance (MEAF), Ministry of Justice, Iranian Cultural, Heritage, Handicrafts and Tourism Organization (ICHHTO), Government Inspection Organization (GIO), Police

	(International Affairs and Interpol), Ministry of Interior, Donor countries
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(b) Project overview and historical context in which the project is implemented

Sub-programme 3 aims to enhance national capacities to tackle transnational organized crime, money laundering and corruption. Legislative, regulatory and institutional capacity building is being delivered in the areas related to the UNTOC, particularly on anti-money laundering, terrorism financing and mutual legal assistance. In this respect, regional – including amongst Afghanistan, I. R. of Iran and Pakistan – and international cooperation are also facilitated and fostered. Sub-programme 3 is also supporting national efforts to establish an integrity-based, accountable and effective anti-corruption regime in line with the UNCAC through technical cooperation in the areas of legislation, as well as capacity and institution building. Furthermore, an innovative initiative was launched by UNODC in collaboration with UNESCO with the objective to enhance national capacity in countering trafficking in cultural properties, art and antiquities in line with the UNTOC.

Sub-programme 3 is the continuation of outcomes and outputs foreseen under UNODC project S12– “Rule of Law Project” launched in Iran in 2007. The project was implemented as a vehicle to deliver the outputs/ activities related to Sub-programme in the first half of 2011 and were phased out in June 2011. However, the transition from Project to Programme and the late signing of the new UNODC Iran Country Programme in March 2011 caused delays in planning and implementing new activities that were directly linked to project S12.

(c) Justification of the project and main experiences/challenges

Like many countries in the region, the Islamic Republic of Iran is confronted with various challenges in the social arena. One of the main challenges in Iran today is prevention and suppression of major crimes, including organized crimes, drug trafficking and money laundering. Iran, due to its geographical situation, is one of the main conduits for illegal drugs originating in Afghanistan, destined for markets in Europe and the Persian Gulf region. A large portion of drugs entering the Iranian territory is smuggled out of the country for further processing and eventual distribution in the European and Middle East consumer markets. Illicit drug trafficking has direct links to other transnational and domestic criminal activities involving organized criminal groups and pose a major challenge to the society.

The magnitude of drug trafficking, organized crime and other criminal activities affiliated thereto, like money laundering, signifies the need for a coordinated approach at the international level to tackle these problems. Technical assistance in judicial matters and promotion of international cooperation among countries is crucial to finding appropriate countermeasures and innovative solutions to the problem at hand. Iranian judicial authorities recognize that an effective campaign against organized crimes would require increased cooperation with the international community through international judiciary cooperation, such as mutual legal assistance.

In accordance with various mandates received by the General Assembly, UNODC plays a leading role in the UN system in providing advisory services and technical assistance to support Member States in: a) improving their national capacities in prevention and control of organized crimes and corruption and b) implementing the United Nations standard minimum rules for crime prevention and criminal justice.

The United Nations Convention against Transnational Organized Crime (UNTOC) and its Protocols provide a range of tools to update domestic criminal legislation on organized crime

and facilitate international cooperation and mutual legal assistance among different jurisdictions. The I. R. of Iran has signed the Convention in 2000 but has not yet ratified it. Since its establishment in 1999, UNODC Iran crime, justice and corruption programmes have provided technical assistance and improved Iranian capacity in tackling transnational organized crime and money laundering. The relevance and positive objective of UNODC activities on crime were underlined by international evaluators who have assessed the UNODC programme in 2009.

(d) Project documents and revisions of the original project document;

The Project Document of the IRN/V05 was revised upon the national counterparts request in 2012. The revised Project Document will be provided as part of the desk review materials.

(e) UNODC strategy context, including project’s main objectives and outcomes and project’s contribution to UNODC country, regional or thematic programme;

Sub-programme 3 “Crime, Justice and Corruption” (TDIRNV05) aims to enhance national capacities in tackling transnational organized crime, money laundering and corruption. There are three separate, but interlinked, outcomes under this sub-Programme. Within Outcome 1 Legislative, regulatory and institutional capacity building is delivered in the areas related to the UNTOC, particularly on anti-money laundering, terrorism financing and mutual legal assistance. In this respect, regional – including amongst Afghanistan, I. R. of Iran and Pakistan – and international cooperation are also facilitated and fostered. Outcome 2 supports national efforts to establish an integrity-based, accountable and effective anti-corruption regime in line with the UNCAC through technical cooperation in the areas of legislation, as well as capacity and institution building. Outcome 3, an innovative initiative launched by UNODC in collaboration with UNESCO, focuses on transnational organized crime and money laundering in the area of cultural property. In particular, the outcome works on enhancing national capacity in countering trafficking in cultural properties, art and antiquities in line with the UNTOC.

Sub-programme 3 is part of the UNODC “Technical Cooperation on Drugs and Crime in the Islamic Republic of Iran – Country Programme (2011-2014). It is also linked to the UNODC “Rainbow Strategy”,(which although is no longer operational, did inform the development of the Iran Country Programme), particularly the “Orange Paper: Financial Flows Linked to Production and Trafficking of Afghan Opiates”. In this context, it has also contributed to UNODC “Regional Programme for Promoting Counter Narcotics Efforts in Afghanistan & Neighbouring Countries (2011-2014)”, Sub-programme 2 "regional law enforcement cooperation" under the following outcomes:

1. Outcome 4 – Increased regional cooperation in narcotics-related criminal cases
2. Outcome 5 - Enhanced regional cooperation on illicit money flows related to narcotics cases

Moreover, outputs and activities of Sub-programme 3 are in line with the UNODC Thematic Programme "action against transnational organized crime and illicit trafficking; including drug trafficking" that provides the framework for the UNODC work against organized crime.

## 5. DISBURSEMENT HISTORY

### Sub-Programme 1

Overall Budget (2011-2014)	Total Budget (2011-2014)	Approved (2011-2014)	Expenditure (2011-2012: as of 14 Nov)	Expenditure in % (2011-2012: as of 14 Nov)
USD 5,495,000	USD 1,772,000		USD 1,277,152	95%

### Sub-Programme

**2Sub-programme****2**

Overall Budget (2011-2014)	Total Budget (2011-2014)	Approved	Expenditure (2011- 2012: as of 14 Nov)	Expenditure in % (2011-2012: as of 14 Nov)
USD 3,360,000	USD 2,506,269		USD 1,363,026	54%

**Sub-Programme 3**

Overall Budget (2011-2014)	Total Budget (2011-2014)	Approved	Expenditure (2011- 2012: as of 14 Nov)	Expenditure in % (2011-2012: as of 14 Nov)
USD 4,600,000	USD 1,587,201		USD 307,257	58%

**6. PURPOSE OF THE EVALUATION**

The UNODC Iran Office, in close coordination with the Independent Evaluation Unit (IEU), will undertake a mid-term evaluation of the Iran Country Programme 2011-2014.

This evaluation exercise is meant to ensure ownership, result-based orientation, cost-effectiveness and quality of UNODC services. By carrying out this evaluation, COIRA plans to assess its work, to learn lessons for the implementation of the new Country Programme, to receive feedback, appraisal and recognition, as well as to mobilize resources by showing the possible attribution of achievements to the programme. This is a timely exercise as it will inform the remaining cycle of Country Programme implementation.

This evaluation will provide accountability to the UNODC management, member states and donors, with whom the final evaluation report will be shared.

**7. SCOPE OF THE EVALUATION**

The evaluation will cover the three Sub-programmes within an overall mid-term evaluation of the Country Programme for 2011-2014. As mid-term evaluation, it covers the first two years of the Country Programme implementation from 01 March 2011 to March 2013. This evaluation exercise comprises of two tiers: at one level assessing the Country Programme at a holistic level, and at another, looking into the specifics of each Sub-Programme individually.

The evaluation should also assess the role that UNODC plays in the Islamic Republic of Iran; the extent to which the sub-programmes contribute to the UNODC Thematic Programmes themselves (e.g. design, efficiency, appropriateness to/support to thematic objectives etc.) as well as to the Regional Programme for Afghanistan and Neighbouring Countries.

**8. EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS**

The evaluation is expected to deal with the following questions:

- Design
  - Through which consultative processes was the CP designed?
  - To what extent is the CP results oriented?
  - Did Monitoring and Evaluation feature prominently in the design of the CP?
  - Was the design of the CP conducive to collecting data to demonstrate achievement of results (namely outputs and outcomes)?
  - To what extent is the CP aligned w UNODC strategic tools (e.g. Thematic programmes)
  - To what extent are the CP and the RP aligned?
- Relevance:

#### Relevance at CP level

- Was the decision to develop the CP based on clearly identified needs and priorities in UNODC mandate areas, and if so what were they?
- How were counterparts involved in identifying needs and priorities?
- To what extent does the CP maximize UNODC comparative advantage in Iran?
- What is the relevance and appropriateness of the CP in light of the RP? What linkages exist between the two?

#### Relevance at SP level

- How relevant is Sub-programme 1 to the target groups, including Government's needs and priorities in relation to illicit trafficking and border management?
- How relevant is Sub-programme 2 to the target groups, including Government's needs and priorities in relation to drug demand reduction and HIV control?
- How relevant is Sub-programme 3 to the target groups, including Government's needs and priorities in relation to fighting crime and corruption?

#### ➤ Efficiency :

- To what extent has the CP impacted the efficiency of working arrangements between UNODC HQ and the country offices?
- Were the resources and inputs converted to outputs in a timely and cost-effective manner?
- Has the CP helped establish an integrated programme of work for UNODC in Iran?
- Are there any good practices regarding efficiency, e.g. are certain aspects or arrangements of the portfolio particularly efficient?

#### ➤ Effectiveness:

##### Effectiveness at CP level

- What progress has been made to the achievement of the objectives of the CP based on available findings?
- What lessons can be drawn regarding effectiveness?

##### Effectiveness at SP level

- Have the sub-programmes made progress, vis-à-vis their objectives and results (outcomes and outputs considering relevant indicators)?
- Were legal and technical capacities of the government strengthened with regard to counter narcotics enforcement; Drug Demand Reduction and HIV control; and crime and corruption?
- To what extent have the Sub-programmes contributed to enhancing bilateral, regional and international cooperation in these 3 areas?
- To what extent have the sub-programmes, respectively, contributed to the areas of work of the RP?

#### ➤ Sustainability:

- Are national counterparts and regional-international partners committed to continue working towards the CPs objectives at the end tenure of the programme?
- Do national counterparts intend to benefit from UNODC intervention in bridging further dialogue at the bilateral, regional and international level?
- How has the ownership of key stakeholders been sought and institutionalized?

#### ➤ Partnerships:

- How and to what extent the CP was conducive to the development of partnerships at the bilateral, regional and international level?
- What role does UNODC play in the Islamic Republic of Iran in terms of facilitating dialogue, promoting international standards and brokering opportunities for technical cooperation between Iran and the international community?

## **9. EVALUATION METHODOLOGY**

The evaluation will be undertaken through a triangulation exercise of data stemming from desk review, structured interviews, as well as other sources to be established by the team of evaluators. These could be primary data coming from questionnaires, surveys, or secondary data stemming from other entities. As part of the desk review, which will lead to an Inception Report, the evaluators will use reports produced under the three Sub-programmes, existing documents including Project Documents and work plans, Country Programme Document, reports of missions, activities, steering and technical committees meetings of the Sub-programmes, Semi Annual and Progress Reports as well as reports received from national counterparts (preliminary list of all documents for desk review in Annex 2 – a final list will be drafted by mid-February please provide).

The evaluation will make use of structured interviews with (i) Senior Management and selected staff at HQ in Vienna in particular from the regional and thematic branches, the Field Representative, and managers, national counterparts and officials who participated in the Project Steering Committee(s); (ii) representatives of donor countries to the project(s); (iii) UNODC Iran senior management and project(s) management team; (iv) Furthermore, other interviewees may be added, following the advice and prior consultation of the Field Representative

The evaluation team will further elaborate on the evaluation methodology and further refine the evaluation questions in an Inception Report, determining thereby the exact focus and approach for the exercise, including refining the evaluation questions, and developing the sampling strategy and identifying the sources and methods for data collection. The methodology should align with United Nations Evaluation Group (UNEG) Norms and Standards.

## **10. TIMEFRAME AND DELIVERABLES**

The evaluation will begin in April 2013 for a period of 12 weeks. The lead evaluator will have the overall responsibility for the quality and timely submission of all deliverables, as specified below;

1. Manage the team of evaluators and ensure their interactions and deliverables are meeting quality standards as per UNEG
2. Inception report, containing a refined work plan, methodology and evaluation tools.
3. Presentation of preliminary evaluation findings and recommendations to internal and external key stakeholders in Tehran
4. Draft evaluation report in line with UNODC evaluation policy and guidelines.
5. Consider and include comments received from the consultative processes.
6. Final evaluation report,
7. Final PowerPoint presentation to stakeholders in Vienna

Following the desk review, the Lead evaluator will travel to Vienna to receive briefings and conduct first interviews at UNODC HQs. ; the field mission to Iran is scheduled for April 28, 2013 for 3 weeks (15 working days).

The two national evaluators will undertake a field mission of 15 days for sub-programme 2, 10 days for sub-programme 1 and 10 days for sub-programme 3.

<b>Deliverables</b>	<b>Location</b>	<b>Date and Duration (working days) for National Evaluator for SP2</b>	<b>Date and Duration (working days) for National Evaluator for SP1 and SP3</b>	<b>Date and Duration (working days) for Lead Evaluator</b>	<b>Main duties</b>
List of evaluation questions/ Evaluation tools	Home based	10.04.13 to 16.04.13 (5 days)	03.04.13 to 16.04.13 (5 days for each sub-programme)	08.04.13 to 16.04.13 (7 days)	Desk Review and coordination of Team work
	Vienna			17.04.13 to 18.04.12 (2 days)	Briefings and interviews at HQ
Draft report	Home based/ Vienna	17.04.13 to 18.04.13 (2 days)	17.04.13 to 22.04.13 (2 days for each sub-programme)	19.04.13 to 24.04.13 (4 days)	Inception report
Notes	Iran	28.04.13 to 16.05.13 (15 days)	23.04.13 to 19.05.13 (10 days for each sub-programme)	28.04.13 to 16.05.13 (15 days- 5 days for each sub-programme)	Field mission: briefing, interviews and presentation of preliminary findings
Draft report	Home based	19.05.13 to 30.05.13 (10 days)	20.05.13 to 16.06.13 (10 days for each sub-programme)	20.05.13 to 07.06.13 (15 days)	Evaluation report drafting
	Home based			08.06.13 to 21.06.13	Comments by stakeholders
	Home based			24.06.13 to 28.06.13 (5 days)	Report finalization
Presentation	Vienna			Date – TBD (1 day)	Final presentation of findings in Vienna

## 11. EVALUATION TEAM COMPOSITION

It is expected that the evaluation to be composed of the following:

1. Lead Evaluator

2. National Consultant with expertise in evaluation. The consultant will be evaluating Sub-programmes 1 and 3
3. National Consultant with expertise in evaluation. The consultant will be evaluating Sub-programmes 2.
4. IEU Team Member

The evaluation team will be composed of four persons, one international evaluator and two nationals and one team member of IEU. The three evaluators will be selected according to UNODC rules and procedures and through a competitive selection process. They must be independent and impartial.

The evaluators will be contracted by UNODC. The qualifications and responsibilities for each team member are specified in the respective job descriptions attached (Annex 1). In the selection process, a gender balance approach will be followed.

### Roles and Responsibilities

The roles and responsibilities of the Lead Evaluator include:

- Lead and coordinate the evaluation process;
- Manage the team of evaluators;
- Carry out the desk review;
- Develop the inception report (including sample size and sampling technique) in close coordination with the other two consultants;
- Draft the inception report and finalize evaluation methodology incorporating relevant comments;
- Lead and coordinate the evaluation process and the oversee the tasks of the evaluators;
- Implement quantitative tools and analyse data;
- Triangulate data and test rival explanations;
- Present the preliminary findings to UNODC management and CLPs in Tehran – consider comments received from the audience;
- Draft an evaluation report in line with UNODC evaluation policy;
- Finalize the evaluation report on the basis of comments received;
- Ensure that all aspects of the terms of reference are fulfilled;
- Prepare PowerPoint presentation and present evaluation findings and recommendations in Vienna.

The roles and responsibilities of the National Consultants include:

- Carry out the desk review;
- Assist the Lead Evaluator in all stages of the evaluation process, as per their substantive area;
- Contribute to the inception report (including sample size and sampling technique) as per their substantive area;
- Implement quantitative tools and analyse data;
- Triangulate data and test rival explanations;
- Participate in selected missions;
- Presenting the preliminary findings to UNODC management and CLPs;
- Draft inputs and contribute to the evaluation report as per their substantive areas;
- Finalize the evaluation report on the basis of comments received;
- Ensure that all aspects of the terms of reference are fulfilled.

The roles and responsibilities of the member of the IEU include

- Assist the evaluation team in all stages of the evaluation process;
- Participate in developing the evaluation methodology and implement data collection tools;
- Join some of the planned field work and contribute to the analysis and conclusions;
- Provide quality assurance throughout the evaluation process;
- Comment on all deliverables of the evaluation, in particular reviewing and providing feedback on the deliverables of the national consultants;
- Finalize the evaluation report on the basis of comments received and as per the guidance of the lead evaluator;
- Ensure that recommendations are followed up;
- In coordination with IEU HQ, ensure that the evaluation is disseminated according to IEU guidelines.

More details will be provided in the respective job descriptions in Annex 1.

## **12. MANAGEMENT OF EVALUATION PROCESS**

### **a) Field Office**

UNODC Field Office in Iran is responsible for overlooking and supervising the evaluation process. The field office will provide all facilities including transportations, translation and office space, etc.

The Sub-programme Coordinators will be responsible for the provision of desk review materials to the evaluation team, reviewing the evaluation methodology, liaising with national counterparts for the meetings required as well as reviewing the draft report and developing an implementation plan for the evaluation recommendations. His colleagues in the Unit will assist him in this process.

### **b) Independent Evaluation Unit**

While the IEU member participating in the evaluation team carries out quality assurance and contributes to the analysis of data and the finalization of the report, the Independent Evaluation Unit (IEU) acts as clearing entity during the main steps of this evaluation; therefore, IEU endorses the TOR, approves the selection of the proposed Evaluation Team. IEU comments on the evaluation methodology; IEU clears the draft report for sharing with the CLP, endorses the quality of the final report, supports the process of issuing a management response, if needed, and participates in disseminating the final report to stakeholders within and outside of UNODC. IEU ensures a participatory evaluation process by involving Core Learning Partners during key stages of the evaluation.

### **c) Project Manager**

COIRA Management is responsible for the provision of desk review materials to the evaluation team, reviewing the evaluation methodology, informing Core Learning Partners – in particular government officials and other local partners – of their role, as well as reviewing the inception report, draft and final report, and developing an implementation plan for the evaluation recommendations. Management will be in charge of providing logistical support to the evaluation team including arranging the field missions of the evaluation team. For the field missions, the evaluation team liaises with the UNODC Regional/Field Offices and mentors as appropriate. The project manager will also be responsible for drafting the management response if needed.

### **d) Core Learning Partners**

Core Learning Partners Members of the Core Learning Partnership (CLP) are selected by the project managers in consultation with IEU. Members of the CLP are selected from the key stakeholder groups, including UNODC management, mentors, beneficiaries, partner

organizations and donor Member States. The CLPs are asked to comment on key steps of the evaluation and act as facilitators with respect to the dissemination and application of the results and other follow up action.

List of Core Learning Partners:

Drug Control Headquarters	Mahmoud Bayat, Director-General, International Relations Department
Ministry of Foreign Affairs	Dr. Jahangiri, Director General of the international legal department
Ministry of Justice	Dr. Kazemi, Deputy Minister for international affairs
Iranian Cultural, Heritage, Handicrafts and Tourism Organization (ICHHTO)	Mr. Ghanami, Director General of the legal affairs
Donor Countries	H.E. Mr. Jens-Petter Kjemprud, Ambassador of Norway Mr. Knut Eiliv Lein, First Secretary /Deputy Head of Mission, Embassy of Norway H.E. Mr. Anders Christian Hougård, Ambassador of Denmark Mr. Hiroshi Fumoto, First Secretary, Embassy of Japan
UNODC Iran	Mr. Antonino De Leo, Country Representative Mr. Kaveh Moradi, Deputy Representative and SP1 Coordinator Ms. Guelareh Mostashari, SP2 Coordinator Mr. Sefat Shemirani, SP3 Coordinator
UNODC Headquarters	Ms. Katharina Kayser, Chief Independent Evaluation Unit Mr. Alexandre Schmidt, Chief Regional Section for West and Central Asia Mr. Tofik Murshudlu, Chief Implementation Support Section Mr. Gilberto Gerra, Chief Drug prevention and Health Branch Mr. Dimitri Vlassis, Chief Corruption and Economic Crime Branch Ms. Sara Greenblatt, Chief Organized Crime and Illicit Trafficking Branch

## ANNEX II. LOGFRAME DEVELOPMENT ANALYSIS

For each of the Sub-programmes, the tables provide an overview of the development of the Logframes.

1. The hierarchy of objectives of the 2010 Programme Document is in column 1
2. The most recently revised (2012) indicators are in column 2
3. The first logframe indicators (2011) are in column 3
4. The Programme Document (2010) indicators are in column 4

<b>Sub-programme 1: Illicit trafficking and border management</b>			
<b>Objectives/Outcomes/Outputs (2010)</b>	<b>Indicators (2012 revision)</b>	<b>Dropped/Revised indicators (2011 logframe)</b>	<b>Dropped/Revised indicators (2010 Programme Document)</b>
Objective: Reduction in drug trafficking	n/a	n/a	<ul style="list-style-type: none"> <li>• Estimated volume of illicit trafficking and/or smuggling of drugs and precursors (by type of illicit trafficking/smuggling, source and destination country/region, volume, value, etc) and trends over time</li> </ul>
Outcome 1: National capacities on border management, drugs, precursors and ATS interdiction improved through national, regional and international initiatives	<ul style="list-style-type: none"> <li>• Number of joint operations carried out</li> <li>• Number of national operations carried out</li> <li>• Volume of drugs and illicit chemical precursors seized, by type and location</li> <li>• Number of BLOs established and reports on activities provided</li> </ul>	<ul style="list-style-type: none"> <li>• Increased number of seizures</li> <li>• Qualitative reviews of anti narcotics police and law enforcement agencies provided with respect to effectiveness of border management and security</li> <li>• Number of joint /simultaneous operations planned and carried out</li> </ul>	<ul style="list-style-type: none"> <li>• Increased number of seizures</li> </ul>
Output 1.1: Provided fora for national, regional and international cooperation and integrated response for countering trafficking of drugs and precursors to/from Afghanistan	<ul style="list-style-type: none"> <li>• Number of meetings held under TI,</li> <li>• Number of meetings held under TARCET</li> <li>• Number of meetings and trainings under CCP</li> <li>• Agreements reached and recommendations formulated as reflected in the meetings reports</li> <li>• Number of customs officials trained and the level of their</li> </ul>	<ul style="list-style-type: none"> <li>• Number of regular meetings</li> <li>• Extent of information and intelligence exchange</li> </ul>	<ul style="list-style-type: none"> <li>• No output level indicators in the CP document</li> </ul>

<b>Sub-programme 1: Illicit trafficking and border management</b>			
<b>Objectives/Outcomes/ Outputs (2010)</b>	<b>Indicators (2012 revision)</b>	<b>Dropped/Revised indicators (2011 logframe)</b>	<b>Dropped/Revised indicators (2010 Programme Document)</b>
	knowledge on container profiling enhanced		
Output 1.2: Border Liaison Offices established and operational	<ul style="list-style-type: none"> <li>• Number of equipments provided</li> <li>• Number of BLO staff trained and their operational capacities improved</li> </ul>	<ul style="list-style-type: none"> <li>• Number of Intelligence-led information exchanged</li> <li>• Number of BLOs established</li> </ul>	
Output 1.3: Cross border communications system between Iran/Pakistan and Iran/Afghanistan established, tested and operational	<ul style="list-style-type: none"> <li>• Number of border communication tools provided according to needs-assessment.</li> <li>• Increased use of communications equipment and facilities.</li> </ul>	No change	
Output 1.4: Law enforcement mechanisms and capacities enhanced and operationally supported	<ul style="list-style-type: none"> <li>• Equipment provided to national counterparts on the basis of the steering and technical committees decisions</li> <li>• Increase number of law enforcement personnel trained to improve their operational capacities</li> <li>• Number of Iranian drug testing laboratories participating in the International Collaborative Exercise (ICE) and number of test reports shared with UNODC HQs</li> </ul>	<ul style="list-style-type: none"> <li>• All equipment identified in needs assessment delivered as per schedule.</li> <li>• Number of personnel trained and level of knowledge increased</li> </ul>	
<u>Outcome 2:</u> Organized crime drug networks and serious operatives identified and acted upon	<ul style="list-style-type: none"> <li>• Percentage of survey respondents who indicate operational use of the training</li> <li>• Increase number of drug trafficking networks acted upon through Joint Planning Cell field operations</li> <li>• Increased number of serious operatives identified and acted upon</li> </ul>	<ul style="list-style-type: none"> <li>• Number of organized crime drug networks and cases of illegal trafficking identified and acted upon by anti narcotics police and border guards (by location, type, scale)</li> <li>• Number of organized cases of illicit chemical precursors trafficking identified and acted upon</li> </ul>	<ul style="list-style-type: none"> <li>• Number of identified organized crime drug networks</li> <li>• Number of organized crime networks acted upon</li> <li>• Number of cases of drugs and precursors identified and acted upon</li> </ul>
Output 2.1: Law	<ul style="list-style-type: none"> <li>• Increased number of</li> </ul>	<ul style="list-style-type: none"> <li>• Increased number</li> </ul>	

<b>Sub-programme 1: Illicit trafficking and border management</b>			
<b>Objectives/Outcomes/Outputs (2010)</b>	<b>Indicators (2012 revision)</b>	<b>Dropped/Revised indicators (2011 logframe)</b>	<b>Dropped/Revised indicators (2010 Programme Document)</b>
enforcement criminal intelligence information exchange and intelligence-led investigation capacities operational and enhanced	<p>meetings initiated by UNODC held among regional states to advocate for maritime cooperation and border control</p> <ul style="list-style-type: none"> <li>Operational collaboration between CARICC and JPC</li> <li>Increased number of personnel trained and the level of their knowledge in intelligence analyses and information exchange enhanced</li> </ul>	<p>of intelligence led information investigations exchange</p> <p>Number of personnel trained showing increased knowledge in intelligence analyses and information exchange</p>	
Output 2.2: Joint Planning Cell operational and enhanced	<ul style="list-style-type: none"> <li>PLOs stationed and Standard Operating Procedures formulated.</li> <li>Number of border joint operations planned and carried out</li> <li>Number of technical meetings held between JPC and UNODC</li> </ul>	<ul style="list-style-type: none"> <li>JPC fully operational, PLOs staffing levels and skills, day-to-day operational duties conducted</li> <li>Equipment and software supplied and work plan established</li> </ul>	

<b>Sub-Programme 2: Drug Demand Reduction and HIV Control</b>			
<b>Objectives/Outcomes/Outputs (2010 –unchanged)</b>	<b>Indicators (2012 revision)</b>	<b>Dropped/Revised indicators (2011 logframe)</b>	<b>Dropped/Revised indicators (2010 Programme Document)</b>
<u>Objective:</u> Reduction in drug dependency, ID use and HIV prevalence among drug dependents	n/a	n/a	<ul style="list-style-type: none"> <li>Number of drug dependents (M/F), by type of drug</li> <li>Number and percent of IDUs (M/F), by type of drug</li> <li>HIV prevalence among IDUs</li> </ul>
<u>Outcome 1:</u> Comprehensive Drug Demand Reduction, HIV Control and Harm Reduction Programmes effectively supported and implemented	<ul style="list-style-type: none"> <li>Number of different institutions implementing drug prevention packages based on target settings (workplace, family, schools/university, community, neighbourhoods and prisons) and by geographical distribution</li> <li>Number of different institutions</li> </ul>	<ul style="list-style-type: none"> <li>Use of universal drug prevention measures has increased in institutions receiving training under the programme</li> <li>Use of universal drug prevention measures has increased in institutions receiving training under the programme for vulnerable groups</li> </ul>	<ul style="list-style-type: none"> <li>Number of drug addicts (M/F) utilise /access drug treatment programmes (and as a percent of estimated drug user population) by drug and drug treatment type (including OST and NSP)</li> <li>Number and percent of those entering drug treatment programmes (M/F)</li> </ul>

	<p>implementing drug treatment packages based on target settings (family, community and prisons) and by geographical distribution</p> <ul style="list-style-type: none"> <li>• Number of people accessing prevention services in the target settings</li> <li>• Number of people accessing treatment services in the target settings</li> </ul>	<ul style="list-style-type: none"> <li>• Increase in overall number of drug users (M/W) who utilise /access drug treatment programmes following introduced measures in institutions receiving training under the programme</li> <li>• Client satisfaction with quality of services provided</li> <li>• % increase in girls/women utilising the services upon receiving training under the programme</li> </ul>	<p>completing treatment, by drug and drug treatment type</p> <ul style="list-style-type: none"> <li>• Client satisfaction with quality of services provided</li> </ul>
Output 1.1 Evidence-based drug prevention measures enhanced	<ul style="list-style-type: none"> <li>• Number of prevention training packages developed and delivered on: <ul style="list-style-type: none"> <li>- Workplaces</li> <li>- Families</li> <li>- Schools and Universities</li> <li>- Community and Neighbourhood</li> </ul> </li> <li>• Number of individuals trained and the level of their knowledge on drug prevention enhanced</li> </ul>	<ul style="list-style-type: none"> <li>• Prevention materials and skills development provided and customized for implementing partners to be utilized in workplace, school, and community settings</li> <li>• Prevention training packages developed on: <ul style="list-style-type: none"> <li>- Workplaces</li> <li>- Families</li> <li>- Vulnerable populations including working children</li> </ul> </li> <li>• Level of drug prevention knowledge enhanced among drug prevention practitioners working with drug abusers' spouses</li> <li>• Number of drug prevention initiatives lunched by civil society organization and other implementing partners</li> <li>• Drug prevention materials taking into consideration of specific needs of men and women</li> </ul>	
Output 1.2: Drug demand reduction planning and policy making supported	<ul style="list-style-type: none"> <li>• Round table on ATS conducted with participation of relevant national and</li> </ul>	<p>No changes to logframe</p>	

and improved	<p>local experts and officials</p> <ul style="list-style-type: none"> <li>• Round table on drug treatment and rehabilitation conducted with participation of relevant national and local experts and officials</li> <li>• Relevant international practices and scientific developments identified</li> <li>• Three policy papers presented to national counterparts and stakeholders</li> </ul>		
Output 1.3: Drug demand reduction programmes developed with a focus on families supported and improved	<ul style="list-style-type: none"> <li>• Family Strengthening Programme (SPF) customized and tested locally</li> <li>• Number of individuals trained and the level of their knowledge on family skills enhanced</li> </ul>	<ul style="list-style-type: none"> <li>• Number of initiatives launched at local level</li> <li>• Family Strengthening Programme (SPF) translated into Farsi</li> <li>• A parenting programme developed and tested among service providers working with children in the health sector</li> <li>• No. of women/men involved in developing standards/ guidelines/ training packages</li> <li>• % of children related health services, addressing different needs of men and women increased following training under the programme</li> <li>• Level of knowledge changed or enhanced (M/W) upon training</li> </ul>	-
Output 1.4: Prevention and empowerment programmes developed for children vulnerable to drugs (Street and Labour Children, etc.) supported	<ul style="list-style-type: none"> <li>• Drug and HIV prevention life skills prevention package developed and introduced</li> <li>• Number of individuals trained and the level of their knowledge on drug and HIV prevention among children vulnerable to drugs</li> </ul>	<ul style="list-style-type: none"> <li>• Drug and HIV prevention life skills prevention package finalised</li> <li>• No. of women/men involved in developing standards/ guidelines/ training packages</li> <li>• Drug and HIV prevention life skills</li> </ul>	

	enhanced	<p>prevention package considers special needs of the girl child (Y/N)</p> <ul style="list-style-type: none"> <li>• Level of knowledge changed or enhanced (M/W) upon training</li> </ul> <p>Training on reducing stigma provided to local staff working with street children, including pre /post testing</p>	
Output 1.5: Regional cooperation on drug prevention and treatment and HIV prevention, treatment and care as related to drug use advanced	<ul style="list-style-type: none"> <li>• Regional initiatives on drug demand reduction and GIV control organized. Number of regional experts trained and the level of their knowledge on Drug Demand Reduction enhanced. National Drug Demand Reduction documents translated into English and shared at the regional level</li> </ul>	<ul style="list-style-type: none"> <li>• 6 regional activities implemented</li> <li>• Two regional documents translated: one in Farsi and one in English</li> <li>• Level of knowledge changed or enhanced (M/W) upon training</li> <li>• A vision and mission document of NGOs in the region compiled supported under the programme</li> </ul>	
Outcome 2: Intravenous drug users, their sexual partners, and inmates increase their access to HIV/AIDS prevention, treatment, and care services	<ul style="list-style-type: none"> <li>• Number of institutions implementing evidence-based approaches to HIV prevention, treatment and care measures in drug users, their sexual partners and inmates disaggregated by member entities of DCHQ</li> </ul>	<ul style="list-style-type: none"> <li>• Number of drug users (W/M), their sexual partners and inmates accessed HIV services</li> <li>• Number of prevention measures, services and models introduced and their use by IDUs, partners of IDUs and inmates</li> <li>• Proportion of gender-sensitive models</li> <li>• Client satisfaction with quality of services provided disaggregated by sex</li> <li>• Proportion of services, addressing different needs of men and women increased, and the numbers accessing those services</li> <li>• Proportion of women in need accessing services increased</li> </ul>	<ul style="list-style-type: none"> <li>• Number of drug users, their sexual partners and inmates accessed HIV services</li> <li>• Number of prevention measures and models introduced, rolled out, and implemented</li> <li>• Number of new services developed</li> <li>• Client satisfaction with quality of services provided</li> </ul>
Output 2.1: Access of HIV positive IDUs to HIV prevention, treatment and care services facilitated and supported	<ul style="list-style-type: none"> <li>• Documents and manuals on HIV prevention, treatment and care produced and shared with relevant authorities and institutions</li> <li>• Number of individuals trained</li> </ul>	<ul style="list-style-type: none"> <li>• Increasing level of knowledge of DUs about the HIV prevention and care services available to them disaggregated by sex</li> <li>• Number of IDUs with access to HIV</li> </ul>	

	<p>and the level of their knowledge on HIV prevention, treatment and care enhanced</p>	<p>treatment and care services (W/M)</p> <ul style="list-style-type: none"> <li>• Number of training sessions for IDUs (W/M) on increasing their knowledge to access to HIV treatment and care services, results of training sessions (including knowledge testing)</li> <li>• Number of training material (like brochures) on HIV/AIDS prevention, treatment and care services available to drug users</li> <li>• Number of women/men involved in developing guidelines and training packages on HIV/AIDS prevention services for drug users</li> <li>• Proportion of standards/guidelines/training packages taking into consideration of specific needs of men and women</li> <li>• Number of cities on coverage of hotline on HIV prevention and care service</li> </ul>	
<p>Output 2.2 Improved and supported quality and quantity of HIV prevention, treatment, and care services for inmates</p>	<ul style="list-style-type: none"> <li>• Training packages on HIV prevention, treatment and care for inmates customized and shared with relevant authorities</li> <li>• Number of individuals trained and the level of their knowledge on HIV prevention, treatment and care services enhanced</li> </ul>	<ul style="list-style-type: none"> <li>• HIV prevention, treatment, and care services to inmates adhere to international standards</li> <li>• Number of guidelines/protocols on HIV/AIDS prevention, treatment and care for inmates, their families, and the prison staff</li> <li>• Number of media programmes on de-stigmatization</li> <li>• Number of training courses for prison staff (W/M) on HIV prevention and care</li> <li>• Number of training materials produced on HIV prevention and care in prison</li> <li>• No. of women/men</li> </ul>	

		<p>involved in developing standards/ guidelines/ training packages</p> <ul style="list-style-type: none"> <li>• Proportion of standards/ guidelines/ training packages taking into consideration of specific needs of men and women</li> <li>• Tuberculosis programs in prison established adhering to HIV programs</li> </ul>	
<p>Output 2.3: Production of community awareness materials and programmes for HIV/AIDS stigma and discrimination supported</p>	<ul style="list-style-type: none"> <li>• Number of awareness raising and sensitizing programmes on HIV and stigma reduction implemented</li> <li>• Information, Education and Communication materials on HIV and stigma reduction produced and shared with relevant authorities</li> </ul>	<ul style="list-style-type: none"> <li>• Number of awareness raising, and sensitizing programmes in community</li> <li>• Number of mass media programmes on de-stigmatization</li> <li>• Proportion of supported gender sensitive good media programmes on de-stigmatization</li> <li>• Number of packages prepared on decreasing the stigma and discrimination against HIV positive people</li> <li>• No. of women/men involved in developing standards/ guidelines/ training packages</li> <li>• Proportion of standards/ guidelines/ training packages taking into consideration of specific needs of men and women</li> </ul>	
<p>Output 2.4: Scientific and structural capacities of NGOs on HIV/AIDS prevention and care supported and strengthened</p>	<ul style="list-style-type: none"> <li>• Training materials on HIV developed and shared with relevant NGOs</li> <li>• Number of NGO staff trained and the level of their knowledge on HIV prevention, treatment and care enhanced</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• Number of workshops / trainings held (including pre / post testing of attendees)</li> <li>• Level of knowledge of NGOs' staff enhanced on HIV/AIDS prevention, treatment and care</li> <li>• Number of HIV/AIDS prevention and care programmes implemented or prepared by government and cooperation of NGOs</li> </ul>	
<p>Output 2.5: Quality and quantity of HIV prevention services for IDUs and their</p>	<ul style="list-style-type: none"> <li>• Bio-Behavioural Surveillance Surveys on drug users and their sexual partners</li> </ul>	<ul style="list-style-type: none"> <li>• Number of Bio-Behavioural Surveillance Surveys conducted on IDUs</li> </ul>	

<p>spouses supported and enhanced</p>	<p>conducted and shared with relevant authorities</p> <ul style="list-style-type: none"> <li>• Training materials on HIV prevention, treatment and care among drug users and their sexual partners customized and shared with relevant authorities</li> <li>• Number of individuals trained and the level of their knowledge on HIV prevention among drug users and their sexual partners enhanced</li> </ul>	<p>(M/W) and their spouses</p> <ul style="list-style-type: none"> <li>• Number of centres conduct VCT for spouses of IDUs</li> <li>• Number of sexual partners of IDUs accessing HIV prevention and care services</li> <li>• Number of training packages on HIV/AIDS prevention issues for IDUs spouses</li> <li>• Number of HIV positive IDUs' spouses under the HIV treatment and care</li> <li>• Proportion of services, addressing different needs of men and women increased</li> <li>• Proportion of women in need accessing services increased</li> </ul>	
<p>Output 2.6: Supported and improved knowledge and attitude of law enforcement on HIV/AIDS issues</p>	<ul style="list-style-type: none"> <li>• Training package on HIV prevention among law enforcements customized and shared with relevant authorities.</li> <li>• Number of law enforcement staff trained and the level of their knowledge on HIV prevention enhanced</li> </ul>	<ul style="list-style-type: none"> <li>• Level of participants' knowledge enhanced on HIV/AIDS prevention, treatment and care (pre and post testing and/or surveys of workshop participants</li> <li>• Number of packages for police forces on HIV/AIDS prevention, treatment and care</li> <li>• No. of women/men involved in developing standards/ guidelines/ training packages</li> <li>• Proportion of standards/ guidelines/ training packages taking into consideration of specific needs of men and women</li> </ul>	
<p><u>Outcome 3:</u> Various national authorities and entities implement innovative approaches in drug demand reduction</p>	<ul style="list-style-type: none"> <li>• Number of institutions implementing evidence based approaches to ATS treatment and to specialized treatment approaches for women and children, disaggregated by member entities of DCHQ</li> </ul>	<ul style="list-style-type: none"> <li>• Number of new treatment measures implemented by governmental and non-governmental centres, and numbers of users of these programmes</li> <li>• Proportion of gender-sensitive programmes</li> <li>• Effectiveness of introduced measures</li> <li>• Number of new services developed and their users disaggregated by age</li> </ul>	<ul style="list-style-type: none"> <li>• Number of newly introduced measures in drug demand reduction</li> <li>• Qualities and effectiveness of introduced measures</li> <li>• Number of new services developed</li> </ul>

		<ul style="list-style-type: none"> <li>groups</li> <li>• Proportion of gender-sensitive services</li> </ul>	
<p>Output 3.1: Development of prevention, treatment, and care services for psychotropic drugs and for stimulants use, in particular supported</p>	<ul style="list-style-type: none"> <li>• Documents and manuals on stimulant use prevention and treatment customized and introduced</li> <li>• Number of Drug Demand Reduction staff trained and the level of knowledge on novel measures in stimulant use prevention and treatment enhanced</li> </ul>	<ul style="list-style-type: none"> <li>• Stimulants (ATS &amp; Cocaine) treatment guidelines developed and customized for drug clinics</li> <li>• Proportion of gender-sensitive guidelines</li> <li>• ATS prevention materials customized for youth</li> <li>• Level of knowledge increased in treatment centres' staff (based on pre / post testing of staff during trainings or workshops)</li> <li>• Number of facilities granted to stimulant's treatment and rehabilitation</li> <li>• Proportion of women in need accessing services increased</li> </ul>	
<p>Output 3.2: Expansion of quality treatment facilities accessible for vulnerable groups supported</p>	<ul style="list-style-type: none"> <li>• Documents and manuals on quality treatment for vulnerable groups customized and introduced</li> <li>• Number of practitioners trained and the level of their knowledge on quality treatment for vulnerable groups enhanced</li> </ul>	<ul style="list-style-type: none"> <li>• Level of knowledge enhanced among trained treatment service provider to child and adolescent (based on pre / post testing of trainees)</li> <li>• Number of services granted to provide drug treatment and rehabilitation for children and adolescent</li> <li>• Favourable drug treatment process and outcome evaluations</li> <li>• Proportion of women in need accessing services increased</li> <li>• Proportion of hard core drug users utilising services increased</li> </ul>	
<p>Output 3.3: Develop mass media campaign framework and related technical skills supported</p>	<ul style="list-style-type: none"> <li>• Documents and manuals on awareness raising customized and introduced.</li> <li>• Number of individuals trained and the level of their knowledge on awareness raising methods enhanced</li> </ul>	<ul style="list-style-type: none"> <li>• A Situation analysis carried out</li> <li>• One audience/communication analysis carried out</li> <li>• One communication plan developed with DCHQ and relevant stakeholders</li> <li>• Package on effective</li> </ul>	

		<p>drug related communication measures updated</p> <ul style="list-style-type: none"> <li>• A guideline on effective communication strategies translated into Farsi</li> <li>• A package prepared on decreasing the stigma and discrimination for mass media experts</li> <li>• Two trainings on stigma and discrimination took place (including pre and post test assessments)</li> <li>• No. of women/men involved in developing strategies/ guidelines/ training packages Evaluation carried out on developed communication programmes</li> </ul>	
<p>Output 3.4: Integration of drug use prevention and treatment programmes at urban and rural levels into the primary health care system supported</p>	<ul style="list-style-type: none"> <li>• Documents and guides on Drug Demand Reduction developed for Primary Health Care providers customized for rural areas and introduced</li> <li>• Number of advocacy meetings/missions on the integration of Drug Demand Reduction into the Primary Health Care system held</li> </ul>	<ul style="list-style-type: none"> <li>• Guidelines and drug prevention and treatment packages developed for Primary Health Care providers for rural area</li> <li>• No. of women/men involved in developing standards/ guidelines/ training packages</li> <li>• Proportion of standards/ guidelines/ training packages taking into consideration of specific needs of men and women</li> <li>• level of knowledge enhanced in trained staff (based on pre / post testing during trainings)</li> <li>• Number of services, which have integrated drug prevention and treatment services into the PHC</li> <li>• Proportion of women and children utilising services</li> <li>• Number of study missions and field visits conducted</li> <li>• Number of referrals from PHC health educators for treatment</li> </ul>	



<b>Sub-programme 3: Crime, Justice, and Corruption</b>			
<b>Objectives/Outcomes/Outputs (2010 – unchanged)</b>	<b>Indicators (2012 revised logframe)</b>	<b>Dropped/Revised indicators (2011 logframe)</b>	<b>Dropped/Revised indicators (2010 Programme Document)</b>
<u>Objective:</u> Improved institutional frameworks on crime, justice and corruption.	n/a	n/a	<ul style="list-style-type: none"> <li>Combined assessment of all outcome indicators</li> </ul>
<u>Outcome 1:</u> National authorities introduce legislative and institutional regulatory frameworks under UNTOC Convention, including through regional and international cooperation <sup>37</sup>	<ul style="list-style-type: none"> <li>National authorities introduce institutional regulatory frameworks with a view to preparing grounds for eventual ratification of UNTOC Convention</li> <li>Iranian Judiciary and Parliament take measures to review and if needed revise criminal legislation in line with UNTOC and taking into account universally recognized international standards and norms in crime prevention and criminal justice</li> </ul>	<ul style="list-style-type: none"> <li>UNTOC Convention ratification procedure starts</li> <li>Iranian authorities start the revision process of criminal and procedural criminal legislation and institutional regulation according to UN and international standard on crime, justice and HR</li> <li>A plan of action is drafted and adopted by competent domestic bodies</li> </ul>	<ul style="list-style-type: none"> <li>UNTOC Convention ratification procedure and full implementation</li> </ul>
<u>Output 1.1:</u> Legislative and regulatory capacity building under UNTOC introduced and promoted	<ul style="list-style-type: none"> <li>Number of Judiciary and law enforcement officials trained and the level of their knowledge on the ratification and implementation of UNTOC Convention and its legal tools enhanced</li> </ul>	<ul style="list-style-type: none"> <li>No change</li> </ul>	
<u>Output 1.2:</u> Legislative and Institutional capacity building in tackling Money Laundering and Terrorism Financing.	<ul style="list-style-type: none"> <li>Number of national officials and financial entities trained and the level of their knowledge on AML/CFT, Suspicious Financial Transaction reporting and analysis and international cooperation mechanisms enhanced</li> <li>Number of government officials participating in</li> </ul>	<ul style="list-style-type: none"> <li>National plan of action reviewed and presented to national decision makers and int. counterparts</li> <li>Number of national officials and financial entities trained on AML/CFT, Suspicious Financial Transaction reporting and analysis, international cooperation mechanisms</li> </ul>	

<sup>37</sup> Revised in 2011 into ‘National authorities introduce legislative and institutional regulatory frameworks with a view to preparing legal/legislative grounds for eventual ratification of UNTOC Convention, including through regional and international cooperation’

<b>Sub-programme 3: Crime, Justice, and Corruption</b>			
<b>Objectives/Outcomes/Outputs (2010 –unchanged)</b>	<b>Indicators (2012 revised logframe)</b>	<b>Dropped/Revised indicators (2011 logframe)</b>	<b>Dropped/Revised indicators (2010 Programme Document)</b>
	<ul style="list-style-type: none"> <li>international conferences/workshops and regional initiatives</li> <li>Number of trainings delivered at domestic and international level by the CBT training centre in Tehran</li> <li>Phase 2 of “FIU to FIU programme” launched</li> </ul>	<ul style="list-style-type: none"> <li>Number of government officials participating in international conferences/workshops</li> <li>Number and type of provided equipment to Iranian AML training facilities</li> <li>CBT training centre in Tehran established</li> <li>Phase 2 of “FIU to FIU programme” launched</li> <li>South-South and North South Cooperation</li> </ul>	
Output 1.3: Legislative and Institutional capacity building on Mutual Legal Assistance at national level, extending cooperation at regional and sub-regional level (Afghanistan, Pakistan, Iran)	<ul style="list-style-type: none"> <li>Domestic criminal legislation on mutual legal assistance, extradition and judicial cooperation revised</li> <li>Number of Judiciary and other national officials trained and the level of their knowledge on MLA and Judicial cooperation enhanced</li> <li>UNODC MLA Software is customized in Farsi, introduced and fully operational</li> <li>Iranian authorities participate in regional workshops /seminars on MLA</li> </ul>	<ul style="list-style-type: none"> <li>Number of trained Judiciary and other national officials on MLA and Judicial cooperation</li> <li>MLA Focal Points/Central Authority promote internal coordination and external cooperation in tackling transnational organized crime</li> <li>UNODC MLA Software is introduced and fully operational within judiciary and other bodies</li> <li>South-South and North South Cooperation</li> </ul>	
<u>Outcome 2:</u> National anti-corruption bodies implement effective measures to counter corruption under UNCAC Convention	<ul style="list-style-type: none"> <li>Iranian Judiciary and Parliament take measures to review and if needed revise legislation implementing the UNCAC</li> <li>Iranian authorities implement a national plan of action against corruption</li> </ul>	<ul style="list-style-type: none"> <li>UNCAC Convention implementation procedure starts by competent domestic bodies</li> <li>A self assessment on corruption is carried out with the identification of strengths/weaknesses</li> <li>A plan of action is drafted and adopted by competent domestic bodies according to self assessment’s results</li> </ul>	<ul style="list-style-type: none"> <li>UNCAC Convention full implementation</li> <li>A self assessment on corruption is carried out with the identification of strength/weakness</li> </ul>
Output 2.1:	<ul style="list-style-type: none"> <li>National plan of</li> </ul>	<ul style="list-style-type: none"> <li>Number of officials</li> </ul>	

<b>Sub-programme 3: Crime, Justice, and Corruption</b>			
<b>Objectives/Outcomes/ Outputs (2010 –unchanged)</b>	<b>Indicators (2012 revised logframe)</b>	<b>Dropped/Revised indicators (2011 logframe)</b>	<b>Dropped/Revised indicators (2010 Programme Document)</b>
Capacity building on legislation and establishment of an anti-corruption body through implementation of UN Convention against Corruption	<ul style="list-style-type: none"> <li>action against corruption developed</li> <li>Number of officials trained and the level of their knowledge on UNCAC enhanced</li> </ul>	<ul style="list-style-type: none"> <li>trained and participating in seminars/workshops</li> </ul>	
Output 2.2: Implementation of national campaign to promote transparency and accountability in anti-corruption regime	<ul style="list-style-type: none"> <li>National Public Awareness Campaign developed.</li> <li>Number of public awareness activities conducted</li> </ul>	<ul style="list-style-type: none"> <li>South-South and North South Cooperation</li> </ul>	
Output 2.3: Institutional capacity in prevention, detection, and control of corruption improved	<ul style="list-style-type: none"> <li>Number of officials trained and the level of their knowledge on prevention, detection, and control of corruption enhanced</li> <li>Asset Recovery procedures/mechanism developed</li> </ul>	<ul style="list-style-type: none"> <li>Number of officials trained and participated in seminar/ workshop</li> <li>Strategy on Assets Recovery procedures/mechanism developed</li> <li>South-South and North South Cooperation</li> </ul>	
<u>Outcome 3:</u> National authorities take action to counter trafficking in cultural properties, art and antiquities in accordance with international standards	<ul style="list-style-type: none"> <li>Iran Cultural Heritage, Handicrafts and Tourism Organization (ICHHTO) as well as Judiciary and Parliament take action to review and if needed revise national legislation and institutional framework for trafficking in cultural properties, art and antiquities</li> <li>The Task Force on Cultural Property adopt an action plan against the trafficking in cultural properties, art and antiquities</li> </ul>	<ul style="list-style-type: none"> <li>Under UNTOC Convention and other UN Convention Iranian authorities start the revision of national legislation and institutional framework on this subject</li> <li>A plan of action is drafted and adopted by competent domestic bodies</li> </ul>	<ul style="list-style-type: none"> <li>UNTOC Convention and other international / UN instruments implemented on counter trafficking of artefacts</li> <li>Number of newly introduced measures reducing artefacts trafficking</li> </ul>
Output 3.1: Legislative assistance for implementation of UNTOC on protection of cultural heritage, art and antiquities <sup>38</sup>	<ul style="list-style-type: none"> <li>A task force of national experts established and meets regularly to assess and identify domestic strengths and weaknesses and legal /institutional</li> </ul>	<ul style="list-style-type: none"> <li>A threat assessment is carried out to identify strength and weakness as well as institutions and international contacts to be involved in the reforming process</li> </ul>	

<sup>38</sup> Revised in 2011 into ‘Providing technical legislative assistance on protection of cultural heritage, art and antiquities based on relevant international instruments and UN Standards, in particular UNTOC’

<b>Sub-programme 3: Crime, Justice, and Corruption</b>			
<b>Objectives/Outcomes/Outputs (2010 –unchanged)</b>	<b>Indicators (2012 revised logframe)</b>	<b>Dropped/Revised indicators (2011 logframe)</b>	<b>Dropped/Revised indicators (2010 Programme Document)</b>
	<p>framework on cultural property</p> <ul style="list-style-type: none"> <li>• Number of study missions abroad organized</li> <li>• Number of officials trained and the level of their knowledge on cultural property regulations enhanced</li> <li>• UNODC and UNESCO collaborate in the delivery of the programme on cultural property</li> </ul>	<ul style="list-style-type: none"> <li>• Number of study missions</li> <li>• South-South and North-South Cooperation</li> </ul>	
<p>Output 3.2: Awareness raising, institution building, and coordination between Ministry of Justice, Judiciary, Law enforcement, Cultural and Heritage Organization, Financial Intelligence Unit, and academia.</p>	<ul style="list-style-type: none"> <li>• Number of public awareness activities conducted nationwide</li> <li>• Number of advocacy meetings held on the cultural awareness campaign</li> </ul>	<ul style="list-style-type: none"> <li>• Number of public awareness activities conducted</li> <li>• Number of workshops/seminar involving public officials, academia and private institutions dealing with art and antiquities</li> <li>• South-South and North-South Cooperation</li> </ul>	
<p>Output 3.3: Improve mutual legal assistance focal point/central authorities (capacity in recovery of stolen and smuggled cultural artefacts)</p>	<ul style="list-style-type: none"> <li>• The National MLA focal point is trained to deal with MLA requests on cultural property and to interact with other domestic bodies (i.e. CEO, FIU, Customs, Police)</li> <li>• Culture to culture programme launched to improve international cooperation</li> </ul>	<ul style="list-style-type: none"> <li>• The National MLA focal point of the Judiciary is trained to deal with this subject and interact with other domestic bodies (i.e. CEO, FIU, Customs, Police)</li> <li>• Strengthening international cooperation to fight organized crime and money laundering on this subject</li> <li>• South-South and North-South Cooperation</li> </ul>	

## ANNEX III. EVALUATION TOOLS – INTERVIEW GUIDE

<b>Evaluation topic</b>	<b>Key Question</b>	<b>Follow up questions</b> <i>(if relevant)</i>
<b>Effectiveness</b> <i>(all)</i>	In your view, what are the objectives of the Programme? To what extent have the objectives been reached? Evidence for that?	SP 1: What has been done under the Triangular Initiative? Achievements and challenges?
		SP 3: What are the challenges for ratification of UNTOC?
<b>Design</b> <i>(all)</i>	What would you revise in the CP design, based on 2 years experience?	How was the Logical Framework developed? Was it clear that counterparts would not provide the data to measure progress?
		As an ‘Integrated Programme’ does the CP integrate drugs and crime issues? Does the CP integrate national and regional UNODC strategies?
		All SPs: were sub programmes flexible to adjust to changing situations?
		SP2: are certain packages related to each other, to previous CPs and to future plans?
<b>Relevance</b> <i>(if relevant)</i>	In your view, does the CP respond to real needs of Iran? Which needs?	How does the CP respond to fighting illicit drugs and crime?
		How was the needs assessment done for this project? Has the CP been formulated based on participatory approach?
		Other than the government, which other stakeholders’ needs were assessed, how? E.g. primary beneficiaries, civil society organisations?
<b>Efficiency</b> <i>(if relevant)</i>	In your view, is the CP cost effective? Is the programme implemented efficiently?	Is the ‘programme approach’ working better (more efficiently) than a ‘project approach’?
		Are UNODC processes helping or hindering efficiency?
<b>Sustainability</b> <i>(if relevant)</i>	Which programme activities are most/least sustainable?	Is the programme financially sustainable, in the context of sanctions against Iran, and donor concerns about human rights?
<b>Partnerships</b> <i>(if relevant)</i>		How has the partnership with GOI developed? Is the counterpart willing and able to absorb assistance provided by UNODC? What are steps taken by UNODC to overcome political and cultural sensitivities? Has the CP strengthened partnerships between Iran and its neighbours?

## ANNEX IV. DESK REVIEW LIST

### Reports

1. DCHQ (2007), "Rapid Situation Assessment of Drug Abuse in Iran" (Farsi).
2. DCHQ (2010), "Comprehensive Document of Primary Addiction Prevention" (Farsi).
3. DCHQ (2012), "Year Book of the Drug Control Headquarters" (Farsi Version).
4. DCHQ (2013), "Drug Control in the IR of Iran - 2012".
5. Global SMART Programme (2011), "Patterns and Trends of Amphetamine-Type Stimulants and Other drugs: Asia and the Pacific"
6. Goos C, et al (2010), "External Independent Project Evaluation - IRN/I55 Nationwide Drug Prevention Measures in Iran & IRN/I57 Advocacy and Regional Cooperation in Drug Demand Reduction".
7. Harm reduction International (2012), "Partners in Crime: International Funding for Drug Control and Gross Violations of Human Rights"
8. INCB (2013), "The Report of the International Narcotics Control Board for 2012"
9. MoHME (2012) "IR of Iran AIDS Progress Report on monitoring the UNGASS"
10. UNODC (2010), "Cluster Evaluation of the UNODC Iran Drug Supply Reduction Projects in Iran (IRN/I50 and IRN/I53)"
11. UNODC (2010), "Drug control, crime prevention and criminal justice: A Human Rights perspective - Note by the Executive Director"
12. UNODC (2010), "Terminal Independent Evaluation Report for Integrated Border Control in Iran (IRN/I50)"
13. UNODC (2010), "Terminal Independent Evaluation Report for Promotion of Regional and International Cooperation in Drug Control for Iran - IRN/I53"
14. UNODC (2011) "The Need for Gender Responsive Programmes".
15. UNODC (2011), "10/11 UNAIDS UBW - UNODC Broad Activity Achievement Report". UNODC (2011), "Guidance Note for UNODC Staff - Promotion and Protection of Human Rights"
16. UNODC (2011), "Sub-programme Description and Work-Plan".
17. UNODC (2011), "The Drug Situation Report on Drugs in Central Asia"
18. UNODC (2012), "Couple BSS Final Report" (Farsi Version).
19. UNODC (2012), "Programme Performance Review for UNODC Technical Cooperation on Drugs and Crime in the Islamic Republic of Iran".
20. UNODC (2012), "Report: Training of Trainers in the Case of Drug Use Prevention among Drug Users' Spouses", September, 26-29, 2011, Tehran, IPHRD"
21. UNODC (2012), "Report: Workshop on Training of Trainers in the Case of Drug Use Prevention among Drug Users' Spouses, May, 8-11, 2012, Mashhad".
22. UNODC (2012), "World Drug Report 2012".
23. UNODC (2013) "Regional Programme Annual Progress Report, January – December 2013 Issue No. 2"
24. UNODC Iran (2011), "CP 2011-2014 - Final Draft with signature 22 March 2011".
25. UNODC Iran (2011), "Promotion of HIV/AIDS Prevention and Care Programmes for Female Injecting Drug Users in I.R. of Iran".
26. UNODC Regional Programme (2011), "Regional Programme for Promoting Counter Narcotic Efforts in Afghanistan and Neighbouring Countries 2011-2014"
27. UNODC Regional Programme (2012) 'Implementation Strategy (internal document)
28. WHO (2004), "Best practice in HIV/AIDS, Prevention and Care for Injecting Drug Abusers: The Triangular Clinic in Kermanshah, Islamic Republic of Iran".

**Country Programme reports:**

1. APPRs and SAPPRs for 2011 and 2012
2. COIRA (2011), “Annual Internal Oversight Report”.
3. COIRA (2011), “Drug Situation Analysis Report Islamic Republic of Iran”
4. COIRA (2011), “Programme Performance Review”.
5. COIRA (2012), “Annual Internal Oversight Report”.
6. COIRA (2012), “Draft Annual Internal Oversight Report”.
7. COIRA (2013), “Draft 1 of COIRA PPR IOM Report”.
8. Minutes of Steering Committee Meeting of Sub-programmes
9. Minutes of Technical Meeting Sub-programme

# ANNEX V. RESPONSE OF THE ISLAMIC REPUBLIC OF IRAN

Unofficial translation

**In The Name of God**

**Comments of the Islamic Republic of Iran on  
Draft Report of Independent Mid-Term Evaluation of  
Technical Cooperation on Drugs and Crime in the Islamic Republic of Iran  
(2011- 2014)**

Combating drugs and crime has been and remains a top strategic priority for the Islamic Republic of Iran and therefore, the State has been keen to mobilize every feasible resource, domestically or internationally, to maximize the effectiveness of its fight against drugs and crime. On this basis, Islamic Republic of Iran attaches high importance to its cooperation with the United Nations Office on Drugs and Crime and regards such cooperation to be beneficiary to the whole international community since the country is geographically located at the forefront of one of the main battlegrounds of international fight against drug trafficking. Islamic Republic of Iran is also surrounded by an unfriendly environment highly vulnerable to all forms of criminality due to long-time conflicts initiated or exacerbated by outside interferences.

That said, Iran- UNODC cooperation against drugs and crime is of significant importance, and as such Islamic Republic of Iran has been enthusiastic to make such cooperation as effective, efficient and result- oriented as possible. That's also one reason why we have warned against any third party's move to derail such technical cooperation including through conditionalizing the provision of technical assistance or by raising issues which hardly falls either within the mandate of UNODC or the framework of the Country Program.

The Islamic Republic of Iran would like to express appreciation to the Independent Evaluation Unit and the evaluation team for taking the imperative of UNODC country program's effectiveness seriously. However, we have misgivings about certain provisions of the draft report which have made parts of the draft unbalanced and susceptible to misleading its targeted audiences. We regret that some key general comments voiced by the representatives of the Islamic Republic of Iran during the debriefing meeting referred to in page 5 of the draft report, are not reflected therein. The Islamic Republic of Iran stresses the

need for revising some parts of the draft report and is only able to endorse those parts of the report which are based on existing facts and credible data and free from biased subjectivities and/or exaggerations.

Some of the comments and views in 2 sections a. drugs b. crime are as following:

**A. Drugs**

1. Page 5, paragraph 4 and page 2 bis, paragraph 2 have indicated merely to technical assistance delivery without providing of any specified figure/statistic which is not acceptable. Beside, the said paragraph is referring to provide Ministry of Foreign Affairs with technical assistance which is questionable. In addition, due to the fact that Drug Control Headquarters (DCHQ), consisting of 35 different ministries and organizations, is introduced to UNODC as the national competent authority, separate reference to different ministries and organizations is not appropriate.
2. Lack of effective international cooperation and inadequate contribution to implement the principle of "common and shared responsibility", as well as unjust sanctions imposed by some western countries are the main impediment for fully implementation of the program. It should, however, be noted that the Islamic Republic of Iran has wide cooperation as well as agreements with many countries in the region and beyond to combat narcotic drugs. Therefore using ambiguous phrases such as " despite the current international political environment" at the end of page 6 paragraph 3, "political uncertainty surrounding Iran" in page 7 paragraph 6, " strained relations with the international community" at the end of page 7 bis paragraph 3, " very challenging international relations" in page 17 paragraph 1, and " in a context of challenging international political dynamics" in paragraph 18 paragraph 1, are not acceptable.
3. In page 22, paragraph 3, the ambiguous phrase "international environment" has been reiterated and moreover the internal environment of the country has been negatively evaluated. This is not expected from an independent international evaluator who has a competence limited to the country program.
4. In page 6, paragraph 4, it has been explained that Container Control Program and the forensic laboratory support have been halted due to the lack of the counterpart interest and cooperation. This judgment about the counterpart is not fair and it is recommended that the current situation could be considered jointly by UNODC and the national counterpart.
5. DCHQ was established to coordinate fight against illicit drugs in the country and is composed of relevant ministries and organizations and as such, represents them in policy process and implementation of plans. Therefore, the direct presence of these agencies in design of the program and the steering committees as have been

mentioned in page 6, paragraph 5; page 7, paragraph 4; page 8, paragraph 6; page 9, item 3; page 11, item 3; page 24, paragraph 2 is not justified.

6. DCHQ is being informed of the public and primary beneficiaries' needs and is doing periodical assessments by its specialized departments and member agencies which UNODC office in Tehran is well aware of that. Therefore, in contrast with what have been mentioned in page 6 paragraph 5, page 8 paragraph 3 and page 22 paragraph 2, while DCHQ acting as a national competent authority, the direct presence of the above mentioned groups in the process of program design is not required.
7. In page 8, paragraph 2&8, it has been mentioned that major donors have recently withdrawn their commitment, due to concerns about human rights violations and increasing number of capital punishment for drug traffickers. These have been a basis to indicate some recommendations in page 9 item 1 and page 11 item 1 with regard to the human rights subject which are questionable. Besides, the reference made in page 7 paragraph 5 about the supportive role of the donors to fund the required resources of the country program is in contradiction with donors withdrawal of their commitment mentioned above.
8. Since the design of the country program for the period of 2011-2014 is in line with its predecessors called Norouz 1 and Norouz 2, and is based on their monitoring and evaluation, the reference made by the report in page 8 paragraph 5, page 11 item 5 and page 17 paragraph 1 about the lack of M&E mechanisms in DCHQ is not true.
9. It is necessary to have a technical approach towards each of 3 subprograms. Thus, the recommendation made in page 9 item 3 and page 11 item 3 about merging the 3 subprogram steering committees would not be effective and efficient.
10. The activities and endeavors made by DCHQ are embedded in the country's whole strategy to combat narcotic drugs. As the strategy and policy level belongs to the state, the cases made in page 9 item 9, page 11 item 2, page 12 item 8, page 17 paragraph 4 and page 22 paragraph 5 about UNODC involvement in this level is not acceptable, and the reference made in page 21 paragraph 3 about lack of evidence of national drug control strategy is surprising.
11. One of the main points of the whole evaluation is to correctly address the program "ownership". In page 4 bis paragraph 1.3, the ownership of this program is mistakenly attributed to UNODC, while ownership of the host country is a recognized principle in the international technical cooperation field.

## **B. Crime**

1. Steering committees of the sub program 3 have been held regularly in the past two years with the presence of almost all relevant stakeholders mentioned in pages 45 and 46. In this context, a general finding of the report (pages 7, 9, 29, 34, 35, 36, and ...) that the Ministry of Foreign Affairs does not allow for participation of other stakeholders in the steering committees seems to be inconsistent with the realities, and the subsequent recommendation based on this finding needs to be revisited.
2. The draft report praises UNODC office's active engagement with different stakeholders and governmental agencies (pages 8, 16, 24, and ...). The fact is, however, that some of these interactions have caused complications, duplications, and even misunderstandings that in bilateral cooperation do not seem to be constructive.
3. It goes without saying that in any kind of bilateral cooperation especially in technical cooperation that the principle of national ownership of the programs prevails, national laws and regulations shall be fully respected.
4. In page 29, paragraph 3, the delay in approval of the 2012 work plan is attributed to 'coordination problems within national counterparts' and that 'as late as March 2012' MFA requested the rewording of specific parts of the Project Document in order to 'have a more suitable synchronization with Farsi'. Both assertions are hardly confirming with the facts. The main reason for revising the Project Document was to adjust the text to the fact that the Islamic Republic of Iran was not a party to the United Nations Convention against Transnational Organized Crime and as such it could not undertake the obligation to carry out the stipulations contained therein. It is true, though, that the UNODC Office in Tehran finally yielded to the call of the MFA 'as late as March 2012'.

The Islamic Republic of Iran stands ready for discussion and interaction with the evaluation team regarding these initial comments that might be further complemented. It further reiterates on its principle approach to develop bilateral and multilateral cooperation especially through UNODC for tackling the heinous phenomena of drugs and crime.