

Mid-term In-depth Evaluation of the
**Regional Programme
for
South Eastern Europe**

XCEU60

Republic of Albania, Bosnia and Herzegovina, Republic of
Croatia as partner country, Montenegro, Republic of
Serbia, the former Yugoslav Republic of Macedonia and
Kosovo under UNSCR 1244 (1999)

Independent Evaluation Unit
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All references to Kosovo in the present document should be understood in the context of UN Security Council resolution 1244 (1999).

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This publication has not been formally edited.

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ACRONYMS AND ABBREVIATIONS

CLP	Core Learning Partner
CCP	Container Control Programme
DCAF	Geneva Centre for the Democratic Control of Armed Forces
EU	European Union
HQ	UNODC Headquarters in Vienna
IOM	International Organisation for Migration
JCCU	Joint Container Control Unit
MARRI	Migration, Asylum, Refugees Regional Initiative
MDGs	United Nations' Millennium Development Goals
MoU	Memorandum of Understanding
NGO	Non-governmental organisation
OECD DAC	Organisation for Economic Co-operation and Development – Development Assistance Committee. The OECD DAC Principles For Evaluation of Development Assistance provide the standard criteria for evaluation of development assistance projects and programmes.
OSCE	Organization for Security and Co-operation in Europe
PCC SEE	Secretariat of the Police Co-operation Convention for South Eastern Europe
PSC	Programme Steering Committee
RACVIAC	Centre for Security Cooperation in South Eastern Europe
RP	Regional Programme for South Eastern Europe
SEE	South-East Europe
SELEC	Southeast European Law Enforcement Centre
TADOC	Turkish International Academy against Drugs and Organized Crime
TREATNET	International Network of Drug Dependence Treatment and Rehabilitation Resource Centres
UN	United Nations
UNCAC	United Nations Convention Against Corruption
UNDAF	United Nations Development Action Framework. A programme document between a Government and a UN Country Team.
UNDP	United Nations Development Programme
UNODC	United Nations Office on Drugs and Crime
UNSCR 1244	United Nations Security Council Resolution 1244, 10 June 1999.
UNTOC	United Nations Convention on Transnational Organised Crime
WHO	World Health Organisation

MANAGEMENT RESPONSE

The Management Team of the UNODC Regional Programme for South Eastern Europe (XCEU60) wishes to thank the Evaluation Team and the UNODC Independent Evaluation Unit (IEU) for their efforts in the preparation of the Mid-Term In-Depth Evaluation Report of the Programme, which is particularly useful at the time of the drafting of the new UNODC Regional Programme for the next four-year period (2016 -2019).

The Management Team also wishes to express sincere appreciation to all stakeholders, within UNODC and external ones, for their active contribution in the evaluation process.

The Evaluation Report provides a series of most useful observations and recommendations, which will be taken into consideration and followed-up by the Management Team of the Regional Programme and UNODC at large. The findings of the Evaluation Report will be actively used in the process of conceptualizing the UNODC's work in South Eastern Europe in 2016-2019 and drafting of the new Regional Programme. The Evaluation was undertaken with a view to review the best practices, lessons learnt, recommendations and other findings of the current stage of the Programme as well as to consolidate achievements and further strengthen the implementation of the new Regional Programme.

The Management Team is satisfied with the reflection of the achievements of the Regional Programme and its best practices: cooperation with the global programmes; the work of the Programme Steering Committee; networking and information exchange; research input; and ownership. The Management Team wishes to take this opportunity to express sincere appreciation to the Governments of the countries of the region and partner countries, the members of the Steering Committee, the counterparts in the national authorities, the focal points in and heads of the Permanent Missions of the countries of the region to the UN in Vienna, the colleagues in the international and regional organizations and the UNODC colleagues in thematic and research branches for their continued cooperation and support. The reflected positive outcomes are the results of joint work of the Management Team with these and other counterparts.

The Management Team is content with the formulation of the recommendations of the Evaluation Report. While the recommendations point out areas that require further attention and may have some shortcomings, they also underscore that the work in pointed directions has already been initiated.

The Management Team values that the Evaluation Team has pointed out the important "fact that the Regional Programme is able to contribute to the fulfilment of their [countries of the region] national priorities, strategies and action planning and contributes to the ability of counterparts in the EU-accession processes", as well as that the impact of the Programme "is visible", and that "the national and regional relevance and priority of Regional Programme outcome areas is readily visible in project documentation and is acknowledged by both donors and participants and partner countries". The Management Team is satisfied to note that the Evaluation Team has acknowledged that, as a result of the UNODC work, "improved staff skills and infrastructure", "increased seizures of drugs", "increased cooperation between judicial authorities", "increased awareness, expertise and professional skills" and "well-functioning partnerships" are now in place in the region.

The Management Team also values the Evaluation Report's recognition that the Programme is "effective in reaching its objectives" and that "a comparison between planned and actually delivered activities confirms that with very few exceptions, all activities have been delivered timely and as planned".

In particular, the Management Team takes note that the Regional Programme is viewed as an effective tool to ensure an integrated and comprehensive UNODC response to support the South Eastern European Member States in the implementation of their obligations under the international drug control treaties, the UN Conventions against Transnational Organized Crime, and Against Corruption, as well as international anti-terrorism instruments; and to assist in their EU pre-accession process, as regards chapters 23, 24 and 28 of the *acquis communautaires*.

The Management Team takes note of all Evaluation Report's recommendations and, in accordance with them, will continue to build on the ongoing work and successes and will address them in close cooperation with relevant UNODC units and other counterparts. The recommendations are very useful, forward looking and will be implemented in accordance with the follow-up plan.

Finally, the Management Team appreciates the independence of the assessment. UNODC is looking forward for future active work in the region of South Eastern Europe.

EXECUTIVE SUMMARY

The Regional Programme (RP) for South Eastern Europe (XCEU60) for the period of 2012-2015 focuses on the so-called "Balkan Route", which is one of the major trafficking routes of heroin, and covers activities in the region, comprising the Republic of Albania, Bosnia and Herzegovina, the Republic of Croatia as partner country, Montenegro, the Republic of Serbia, the former Yugoslav Republic of Macedonia and Kosovo under UNSCR 1244 (1999).

The current second RP was preceded by a previous RP with the same geographic coverage for the period 2009-2011, i.e. "Promoting the Rule of Law and Human Security in South Eastern Europe, 2009-2011". The RP's aim was to support the strategic approach of UNODC in strengthening regional co-operation in South Eastern Europe in combating serious organized crime and illicit trafficking, addressing regional needs in line with the three Sub-programmes and providing for technical assistance.

The first RP was brought to conclusion earlier than planned, in line with a decision taken by the Programme Steering Committee (PSC), i.e. the governing body of the RP, in November 2011, as only part of the initially foreseen funding had been raised. The XCEU60 project was the main operational vehicle for the first RP, the interim part in the beginning of 2012 and remained the umbrella for the second RP.

For the second RP for the period of 2012-2015, launched on 23 May 2012, as encouraged by the PSC, a decision was taken to focus stronger on countering illicit drug trafficking along the southern corridor of the Afghan drug trafficking routes, to build synergies with the Regional Programme for Afghanistan and Neighbouring Countries and the Paris Pact Initiative, as well as to operationalize preparatory work in the area of border and container control and drug demand reduction. The objective was to "provide a coherent, integrated and strategic platform for comprehensively addressing the challenge of illicit trafficking along the southern drug corridor originating from Afghanistan through effective inter- and intra-regional co-operation and building the necessary capacity at the regional and country-levels, and related challenges in areas of justice, integrity and health."

Following discussions with the PSC for the second RP, the coordination office of the RP was moved from Sofia to the Regional Section of Europe, West and Central Asia (RSEWCA), at Vienna Headquarters of the United Nations Office on Drugs and Crime (UNODC) to ensure better coordination and to optimize human and financial resources. In the region, UNODC has offices under the RP in the Republic of Albania, Bosnia and Herzegovina, the Republic of Serbia and the Former Yugoslav Republic of Macedonia.

The RP falls under several strategic framework areas of UNODC, including the rule of law; policy and trend analysis; prevention, treatment and reintegration; and alternative development, and is comprised of three sub-programmes.

Sub-Programme 1 foresees comprehensive interventions in law enforcement and drug trafficking areas, which focus on countering the Afghan heroin route going through the Balkans, based on the UNODC expertise in this area, and include specific interventions to promote inter- and intra-regional co-operation in drug control. Events include the Container Control Programme (CCP) launched in Albania, Bosnia and Herzegovina and Montenegro in 2012, with the establishment of border control units, comprehensive training, workshops, missions and consultations. The RP has also worked very closely with the UNODC Paris Pact Initiative, advocating for co-operation among countries in the field of drug trafficking along the Balkan route, as well as

coordinated activities with the Regional Programme for Afghanistan and Neighbouring Countries. In 2012 a report on human trafficking and trafficking in children for sexual exploitation¹ was further published and in 2014 a report on drug trafficking situation in South-Eastern Europe² with a focus on the Balkan route of heroin.

Sub-Programme 2 is aimed at improving justice and integrity in the region and provides targeted assistance to ensure improved operational results within the justice system against organized crime and corruption. A series of studies on the perceptions of corruption have been undertaken, including a detailed and comprehensive picture of the prevalence and impact of corruption on the everyday life of people³ and as experienced by the private and business sector⁴. Concrete activities of enhancement of integrity and justice further include an assessment and consultation mission to law enforcement agencies throughout the region.

Sub-Programme 3 is aimed at health consequences of drug abuse, targets the demand for drugs and provides assistance in prevention and treatment in the field of drug use. RP activities have included capacity-building events and training, as well as drug treatment and prison-based rehabilitation, information sharing, facilitation of international co-operation, including a UNODC assessment of policies for comprehensive prevention and treatment services for drug use and prison settings throughout the region. This has further entailed introducing the Family Strengthening Programme and using the TREATNET training package in the framework of the UNODC-WHO Programme on Drug Dependence Treatment and Care.

The RP has partnerships and/or cooperates with a large number of international, regional, national and non-governmental organizations in the design and/or delivery of the programme throughout the region, e.g. the World Customs Organization (WCO), the World Health Organization (WHO) and the European Union (EU).

Through the sharing of criminal intelligence at inter-and intra-regional levels, it has further included linking with several entities, e.g. the European Police Office (EUROPEPOL), the Southeast European Law Enforcement Centre (SELEC), the Secretariat of the Police Co-operation Convention for South Eastern Europe (PCC), European Monitoring Centre for Drugs and Drug Addiction (EMCDDA), the European Monitoring Centre On Drugs and Addiction, the Turkish International Academy against Drugs and Organized Crime (TADOC), Regional Arms Control Verification and Implementation Assistance Center (RACVIAC), South Eastern Europe Small Arms Control (SEESAC), Central Asian Regional Information and Coordination Centre for Combating Illicit Trafficking of Narcotic Drugs, Psychotropic Substances and their Precursors (CARICC) and various non-governmental organizations. (For more detailed information, see Partnerships and co-operation mechanisms on page 23.)

The total notional budget of the second RP is USD 14,660 million. Through December 2014, the total pledged and collected amount of resources was USD 4,942 million, implying a shortfall of USD 9,717 million. The lack of substantial financial resources, which would allow an expansion of the RP in line with the various calls received from the Member States of the region, is a challenge. As a result, the stated approach of the RP is 'impact-oriented in a strategic niche'. Donors include Belgium, France, Germany, Italy, Romania, the Russian Federation, the Slovak Republic, Switzerland, Turkey, the EU, Hungary, Saudi Arabia and One UN – Albania.

Evaluation methodology

The mid-term In-depth Evaluation was conducted by an evaluation team consisting of two external independent evaluators with the support by a staff member of the Independent Evaluation Unit (IEU), UNODC. The evaluation took place between September 2014 and February 2015, with a mission to UNODC

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- 2012 Child trafficking for sexual exploitation
 - 2014 The illicit drug trade through South-Eastern Europe
 - 2010 Corruption in the eastern Balkans: Bribery as experienced by the population
 - 2013 Business, corruption and crime in the western Balkans: The impact of bribery and other crime on private enterprise

headquarters, Vienna, from 9-12 December 2014, and a field mission to the region from 20 January to 4 February 2015. The scope of the evaluation included the period from 23 May 2012 to 4 February 2015 (the end of the evaluation field mission).

The objectives of the evaluation were to assess the progress of the RP in the South Eastern Europe region and the efficiency of the utilization of resources; to measure ownership, result-based orientation, efficiency and quality of the RP's services; to contribute to organizational learning by identifying the strengths and weaknesses of the RP; to identify and describe lessons learned and best practices; to suggest areas of improvement for the second RP and for the development of a new RP for the period 2016-2019, in accordance with the decision of the PSC meeting on 9 December 2014.

The evaluators used a mixed methods approach, providing for a triangulation of findings, consisting of a desk review; semi-structured face-to-face and Skype/phone interviews with 107 stakeholders; a mission to UNODC headquarters, Vienna; field missions; (Republic of Albania; Bosnia and Herzegovina, Republic of Croatia, Montenegro; Republic of Serbia and the Former Yugoslav Republic of Macedonia) and observation, including attendance at one PSC meeting. An on-line questionnaire was further developed and sent to the stakeholders included in the TOR prior to the field mission for the collection of quantitative data.

Selected evaluation findings

Design

The RP has a different form and construct than other UNODC Regional Programmes, being more of a political umbrella and a framework that gives strategic structure to potential activities in the region for the purposes of fund-raising but it is not a coherent and pre-planned programme with fixed content.

The RP's design and on-going priorities are clearly defined at the 'higher level' of RP design, with three sub-programs supporting each other with a clearly defined set of outcomes within each sub-programme. The structure of the programme at this higher level is clear and coherent within the framework of UNODC's mandate, with a correlation between the RP and other UNODC Global Programmes existing in the region, in particular the Container Control Programme (CCP), the Paris Pact Initiative, the UNODC-WHO Programme on Drug Dependence Treatment and Care and the Family Strengthening Programme. The RP further supports the implementation of the United Nations (UN) conventions in the region, applies the UNODC Inter-Regional Drug Control Approach and is actively working in the development of United Nations Development Action Frameworks (UNDAFs).

The evaluation team encountered support for the design, the priorities and activities of the RP of the programme by counterparts. This support is based on the fact that the RP is able to contribute to the fulfilment of their national priorities, strategies and action planning and contributes to the ability of counterparts in the EU-accession processes.

Effectiveness

The evaluation shows that the RP has been effective in reaching its objectives and a comparison between planned and actually delivered activities confirms that with very few exceptions, all activities have been delivered timely and as planned. Activities have been undertaken on both regional and country levels. Regional activities have been conducted mainly in the areas of enforcement co-operation, intelligence sharing, research, advocacy, as well as in areas that require joint standards and harmonization of practices, such as forensic support, enforcement co-operation and legal/judicial co-operation. Country-level activities have been conducted mainly in the field of capacity building (both physical infrastructure and human resources).

The framework construct has however caused some confusion in reporting, where achievements and inputs under the RP versus individual Global Programmes have not been clearly separated and indicated. In this respect there has been considerable improvement in more recent reporting, even though the log frame may benefit from some revision to include SMART indicators, thereby facilitating reporting and the measuring of results under the RP versus individual Global Programmes

The issue of programme reporting was raised by the evaluation team at the inception phase. It is understood that this has been a 'structural problem' within UNODC, but from January 2015 all Global, Regional and Country Programmes will require an annual progress report, by using an agreed format that will be maintained at a strategic level. The evaluation team received the RP's 2014 Annual Progress Report in this new format. This approach is a significant improvement as the new format is structured logically against the RP's sub-programmes and outcome statements, and each outcome area has a summarised discussion on activities/outputs.

Impact

The impact of the RP is visible in a number of EU-accession inspired action-plans, programmes and guidelines in the region; improved staff skills and infrastructure for border police and customs facilities; resulting in increased seizures of drugs; increased co-operation between judicial authorities; as well as increased awareness, expertise and professional skills in drug-treatment and prevention. The RP further provides examples of the creation of new and well-functioning partnerships, both locally and regionally, and survey respondents expressed a high level of satisfaction on the effectiveness of the RP in building new partnerships and in reinforcing existing ones.

Relevance

The national and regional relevance and priority of RP outcome areas is readily visible in project documentation and is acknowledged by both donors and counterparts. Corruption surveys undertaken by UNODC have clarified the depth of this issue and have contributed in drafting countermeasures for this problem. Assistance given in human trafficking issues was also seen as highly relevant at both national and regional levels. The RP contributes to the fulfilment of national priorities, strategies and action planning, and the priorities in line with the EU-accession processes in the Balkans. While counterparts are consistent in their support for the RP's national and regional relevance to policy and the EU-accession, some inconsistency of funding, project activities and staffing under the RP may however detract from their commitment. UNODC has a comparative advantage within its mandate and strategic priorities. A greater focus however appears to be required on transforming the inherent comparative advantage of UNODC's mandate and strategic priorities by possibly further integrating or relating it to activities of other UN-initiatives in the region directly relevant to RP priorities.

Efficiency

The PSC is efficient in its oversight and guiding of the RP. Moving the regional office from the field to RSEWCA at UNODC headquarters in Vienna has proven to be efficient and appropriate. Programme coordination and management from the Vienna office has worked well, and communication from and coordination with the Regional Section is regular, consistent and efficient. There is however some room for improvement to clarify the structure of the RP and the specific role and function of field staff within the RP, as opposed to their role in relation to other projects and programmes.

While the RP has been successful in networking, there is still work to do in protecting the RP's position in the 'market' within its own mandate and focus areas. This is most noticeable in relation to a) the role of other international organisations, such as the United Nations Development Programme (UNDP) and the Organization for Security and Co-operation in Europe (OSCE) in core UNODC/RP thematic areas across the

region and b) the non-association of specific UNDP activities in these focus areas with the RP, e.g. in anti-corruption initiatives.

Selected lessons learned

Counterparts strongly express the importance of transparency of investments in relation to activities, funding and staffing in the region under the RP. While consistent support was demonstrated across the region for the RP, there is a clear view that resources or staffing under the RP have not been equally distributed in the region.

The framework concept has proved to be flexible, useful in fundraising and being responsive to donor priorities. There are related benefits in terms of networking and coordination as the framework approach allows the RP to respond to and collaborate with existing initiatives under the Global Programmes established in the region.

The policy and developmental agendas of all counterparts are strongly aligned to the requirements they face in the EU-accession processes. Where these priorities align with RP focus areas and intended outcomes, the correlation provides impetus to counterpart engagement in the RP.

Selected best practice

A particular strength of the RP is in the quality of collaboration between and co-operation with Global Programmes. The successful implementation and adaption of the CCP, the Family Strengthening Programme, work under the UNODC-WHO Programme on Drug Dependence Treatment and Care, the Paris Pact Initiative and the evidence-based nature of policy and procedure formulation resonate strongly with counterparts.

The PSC maintains a sophisticated knowledge of the RP's design and activities, and PSC members use the results framework in their explanations of RP relevance to national and regional priorities and in discussing RP effectiveness. The PSC is knowledgeable, involved and motivated, and the work of the RP management with the PSC contributes to the effectiveness of the RP.

Ownership by counterparts of RP directions and RP priorities is a notable strength of the RP. Counterparts express their support of the RP because the RP contributes to the fulfilment of their national priorities and national programmes and further assists them in the EU-accession preparations.

The RP provides for a good example of the creation of new and well-functioning partnerships with a large number of international, regional, national and non-governmental organizations (NGOs) in the design and/or delivery of the programme throughout the region, especially in the field of border control where police and customs officials are cooperating under the Container Control Programme. Networking with NGOs in the field of social prevention, e.g. healthy life skills programme and anti-corruption work, such as in the Republic of Albania, has further proven to be successful.

Key recommendations

The RP is collaborating successfully with UNODC Global Programmes existing in the region, triggering a demand for further UNODC activities throughout the region. Successful examples include establishing new border control units under the Container Control Programme; implementing the Family Strengthening Programme in schools for targeted children, teachers and parents; drug treatment and prison-based rehabilitation under the UNODC-WHO Programme on Drug Dependence Treatment and Care; and enhanced co-operation in the field of drug trafficking along the Balkan route under the Paris Pact Initiative. It is recommended to build on the success by the RP by further increasing activities to enhance knowledge, co-operation and coordination throughout the region under the Global Programmes reporting to the RP, namely

the Family Strengthening Programme; the UNODC-WHO Programme on Drug Dependence Treatment and Care; the Container Control Programme; and the Paris Pact Initiative. (UNODC/RSEWCA)

The framework concept has proved to be flexible, useful in fundraising and responsive to donor priorities with benefits in networking and coordination with existing initiatives in the region under the Global Programmes. The downside, however, is that the framework construct has caused some confusion in reporting, where achievements under the RP versus individual Global Programmes have not been clearly separated and indicated. In this respect there has been considerable improvement in more recent reporting. It is recommended to further strengthen the relationship between planned results and actual activities by revising the log frame to include SMART indicators, thereby facilitating i.a. reporting and the measuring of results under the RP versus individual Global Programmes. (UNODC/RSEWCA)

There are some UN initiatives in the region directly related to the mandated and thematic areas of UNODC and the RP that are not yet fully considered under the RP. It is recommended to convert the comparative advantage of UNODC by possibly further integrating or relating it to activities of other UN initiatives in the region directly relevant to RP priorities (a 'One UN'). (UNODC/RSEWCA)

The first RP demonstrated the risks of building a programme on too narrow a donor base with only part of the initially foreseen funding, being brought to conclusion earlier than planned. It is recommended to secure sustainable and broad enough funding basis for the future RP through the development of a strong fundraising strategy, containing a communication plan with Member States. (UNODC/RSEWCA)

Ownership by counterparts of RP directions and RP priorities is a notable strength of the RP. Counterparts express their support of the RP because the RP contributes to the fulfilment of their national priorities and national programmes and further assists them with the EU-accession preparations. It is recommended to continue aligning RP outcomes and activities with national priorities, strategies and action planning of the counterparts throughout the region in line with the EU-accession processes. (UNODC/RSEWCA)

Migrants coming from Africa, the Middle-East and the Far-East through Greece, Romania and Bulgaria into the Balkans as a bridge to Western Europe, easily fall into the hands of well-established criminal networks involved in human trafficking. It is recommended to enhance the valuable work in the area of human trafficking through support to initiatives that assist governments with legislative, policy and procedural responses, as well as legal services to victims of human trafficking at national and regional levels. (UNODC/RSEWCA)

Drug markets and drug traffickers in South-Eastern Europe are globally connected to heroin producers in Afghanistan. Co-operation under the RP to respond to these threats is established with some of the regional organizations, e.g. the Southeast European Law Enforcement Centre (SELEC). It is recommended to further strengthen co-operation in the field of drug trafficking to cover the entire length of the Balkan route by possibly engaging with additional relevant regional organizations to establish new partnerships in and outside the region for more impact. (UNODC/RSEWCA)

Research conducted in the region in some of the thematic areas of the RP, e.g. corruption and drug routes, has proven to be valuable for the mapping of crime problems and targets for crime-prevention action. It is recommended to increase research and the development of statistics and monitoring systems to provide for new and updated information in all the mandated and thematic areas of the RP throughout the region, e.g. drug routes, trafficking in human beings (especially children), organized crime, money-laundering, corruption and drug-treatment. (UNODC/RSEWCA together with UNODC/Statistics and Surveys Section and national statistical offices)

While the positioning of the regional office in the Regional Section for Europe, West and Central Asia in Vienna is effective and appropriate, there is some room for improvement to clarify the structure of the RP and the specific role and function of field staff. It is recommended to provide a more balanced approach in the

region of expenditure of funds, project activities, the placement of field staff, the specific project focus of designated staff, as well as clarity of the roles of field staff in relation to the RP and counterparts in the region. (UNODC/RSEWCA)

While the RP has been successful in networking, there is still work to do in protecting the RP's position in the 'market' within its own mandate and focus areas. It is recommended to enhance visibility of the RP and its activities in all related events by promoting and strengthening the role and position of the mandate and thematic areas of the RP through high-level advocacy work and co-operation with relevant agencies operating across the region. (UNODC/RSEWCA)

Focus has changed in RP thinking and planning in recent periods, where the RP team is working to ensure that gender quality and human rights perspectives become more prevalent in the activities under the RP. Examples include anti-corruption work in the Republic of Albania, as well as a Regional Workshop on Promoting the International Standards on the Treatment of Women Prisoners. It is recommended to further expand integration of gender equality and human rights perspectives through continuous mainstreaming of these dimensions into all aspects of programme design and implementation. (UNODC/RSEWCA)

Turkey is a stakeholder with growing importance in Euro-Asian relations and a key actor in addressing issues related to drug trafficking and organised crime on the 'Balkan route' because of its geographical position. It is recommended to expand co-operation with Turkey by developing future strategies and priorities within the framework of the RP's design together with the counterparts under the RP and correlate these with Turkey. (UNODC/RSEWCA)

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings ⁵	Evidence (sources that substantiate findings)	Recommendations ⁶
Key recommendations		
<p>1. Global Programme collaboration</p> <p>The RP is collaborating successfully with UNODC Global Programmes existing in the region, triggering a demand for further UNODC activities throughout the region. Successful examples include establishing new border control units under the Container Control Programme; implementing the Family Strengthening Programme in schools for targeted children, teachers and parents; drug treatment and prison-based rehabilitation under the UNODC-WHO Programme on Drug Dependence Treatment and Care; and enhanced co-operation in the field of drug trafficking along the Balkan route under the Paris Pact Initiative.</p>	<p>Desk review, interviews, survey responses</p>	<p>1. Build on the success by the RP by further increasing activities to enhance knowledge, co-operation and coordination throughout the region under the Global Programmes reporting to the RP, namely the Family Strengthening Programme; the UNODC-WHO Programme on Drug Dependence Treatment and Care; the Container Control Programme; and the Paris Pact Initiative. (UNODC/RSEWCA)</p>

⁵ A finding uses evidence from data collection to allow for a factual statement.

⁶ Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

2. The RP's strategic design framework The framework concept has proved to be flexible, useful in fundraising and responsive to donor priorities with benefits in networking and coordination with existing initiatives in the region under the Global Programmes. The downside, however, is that the framework construct has caused some confusion in reporting, where achievements under the RP versus individual Global Programmes have not been clearly separated and indicated. In this respect there has been considerable improvement in more recent reporting.	Desk review, interviews, survey responses	2. Further strengthen the relationship between planned results and actual activities by revising the log frame to include SMART indicators, thereby facilitating i.a. reporting and the measuring of results under the RP versus individual Global Programmes. (UNODC/RSEWCA)
3. Integration of UN initiatives There are some UN initiatives in the region directly related to the mandated and thematic areas of UNODC and the RP that are not yet fully considered under the RP.	Desk review, interviews, survey responses	3. Convert the comparative advantage of UNODC by possibly further integrating and relating it to activities of other UN initiatives in the region directly relevant to RP priorities (a 'One UN'). (UNODC/RSEWCA)
4. Secure and sustainable funding The first RP demonstrated the risks of building a programme on too narrow a donor base with only part of the initially foreseen funding raised, being brought to conclusion earlier than planned.	Desk review, interviews, survey responses	4. Secure sustainable and broad enough funding basis for the future RP through the development of a strong fundraising strategy, containing a communication plan with Member States. (UNODC/RSEWCA)
5. Ownership by counterparts Ownership by counterparts of RP directions and RP priorities is a notable strength of the RP. Counterparts express their support of the RP because the RP contributes to the fulfilment of their national priorities and national programmes and further assists them with the EU-accession preparations.	Desk review, interviews, survey responses	5. Continue aligning RP outcomes and activities with national priorities, strategies and action planning of the counterparts throughout the region in line with the EU-accession processes. (UNODC/RSEWCA)
6. Human trafficking Migrants coming from Africa, the Middle-East and the Far-East through Greece, Romania and Bulgaria into the Balkans as a	Desk review, interviews, survey responses	6. Enhance the valuable work in the area of human trafficking through support to initiatives that assist governments with legislative, policy and procedural responses, as well as legal services to victims of human

bridge to Western Europe, easily fall into the hands of well-established criminal networks involved in human trafficking.		trafficking at national and regional levels. (UNODC/RSEWCA)
7. Drug trafficking Drug markets and drug traffickers in South-Eastern Europe are globally connected to heroin producers in Afghanistan. Co-operation under the RP to respond to these threats is established with some of the regional organizations, e.g. the Southeast European Law Enforcement Centre (SELEC).	Desk review, interviews, survey responses	7. Further strengthen co-operation in the field of drug trafficking to cover the entire length of the Balkan route by possibly engaging with additional relevant regional organizations to establish new partnerships in and outside the region for more impact. (UNODC/RSEWCA)
8. Research and statistics Research conducted in the region in some of the thematic areas of the RP, namely corruption and drug routes, has proven to be valuable for the mapping of crime problems and targets for crime-prevention action.	Desk review, interviews, survey responses	8. Increase research and the development of statistics and monitoring systems to provide for new and updated information in all the mandated and thematic areas of the RP throughout the region, e.g. drug routes, trafficking in human beings (especially children), organized crime, money-laundering, corruption and drug-treatment. (UNODC/RSEWCA together with UNODC/Statistics and Surveys Section and national statistical offices).
9. Structure of the RP and the role of RP field staff While the positioning of the regional office in the Regional Section for Europe, West and Central Asia in Vienna is effective and appropriate, there is some room for improvement to clarify the structure of the RP and the specific role and function of field staff.	Desk review, interviews, survey responses	9. Provide a more balanced approach in the region of expenditure of funds, project activities, the placement of field staff, the specific project focus of designated staff, as well as clarity of the roles of field staff in relation to the RP and counterparts in the region. (UNODC/RSEWCA)
10. Visibility and protection of the RP's 'market' While the RP has been successful in networking, there is still work to do in protecting the RP's position in the 'market' within its own mandate and focus areas.	Interviews, survey responses	10. Enhance visibility of the RP and its activities in all related events by promoting and strengthening the role and position of the mandated and thematic areas of the RP through high-level advocacy work and co-operation with relevant agencies operating across the region. (UNODC/RSEWCA)
11. Gender equality and human rights perspectives	Desk review, interviews, survey responses	11. Further expand integration of gender equality and human rights

<p>Focus has changed in RP thinking and planning in recent periods, where the RP team is working to ensure that gender quality and human rights perspectives become more prevalent in the activities under the RP. Examples include anti-corruption work in the Republic of Albania, as well as a Regional Workshop on Promoting the International Standards on the Treatment of Women Prisoners.</p>		<p>perspectives through continuous mainstreaming of these dimensions into all aspects of programme design and implementation. (UNODC/RSEWCA)</p>
<p>12. Co-operation with Turkey Turkey is a stakeholder with growing importance in Euro-Asian relations and a key actor in addressing issues related to drug trafficking and organised crime on the 'Balkan route' because of its geographical position.</p>	<p>Desk review, interviews</p>	<p>12. Expand co-operation with Turkey by developing future strategies and priorities within the framework of the RP's design together with the counterparts under the RP and correlate these with Turkey. (UNODC/RSEWCA)</p>

I. INTRODUCTION

Background and context

The Regional Programme (RP) for South Eastern Europe (XCEU60) for the period of 2012-2015 focuses on the so-called "Balkan Route", one of the major trafficking routes of heroin from West Asia into Europe and covers activities in the region, comprising the Republic of Albania, Bosnia and Herzegovina, the Republic of Croatia as partner country, Montenegro, the Republic of Serbia, the Former Yugoslav Republic of Macedonia and Kosovo under UNSCR 1244 (1999).



Figure 1. Map of South Eastern Europe. Source: Constructed from d-maps. http://d-maps.com/carte.php?num_car=2071&lang=en

The current 2nd RP was preceded by a previous RP with the same geographic coverage for the period 2009-2011, i.e. "Promoting the Rule of Law and Human Security in South Eastern Europe, 2009-2011". The RP's aim was to support the strategic approach of UNODC in strengthening regional co-operation in South Eastern Europe in combating serious organized crime and illicit trafficking,

addressing regional needs in line with the three Sub-programmes and providing for technical assistance.

The first RP was brought to conclusion earlier than planned, in line with a decision taken by the Programme Steering Committee (PSC), i.e. the governing body of the RP, in November 2011, as only part of the initially foreseen funding had been raised. The XCEU60 project was the main operational vehicle for the first RP, the interim part in the beginning of 2012 and remained the umbrella for the second RP.

For the second RP for the period of 2012-2015, launched on 23 May 2012, as encouraged by the PSC, a decision was taken to focus stronger on countering illicit drug trafficking along the southern corridor of the Afghan drug trafficking routes, to build synergies with the Regional Programme for Afghanistan and Neighbouring Countries and the Paris Pact Initiative, as well as to operationalize preparatory work in the area of border and container control and drug demand reduction. The objective was to “provide a coherent, integrated and strategic platform for comprehensively addressing the challenge of illicit trafficking along the southern drug corridor originating from Afghanistan through effective inter- and intra-regional co-operation and building the necessary capacity at the regional and country-levels, and related challenges in areas of justice, integrity and health.”

Following discussions within the PSC for the second RP, the coordination office of the RP was moved from Sofia to the Regional Section of Europe, West and Central Asia (RSEWCA) at Vienna Headquarters of the United Nations Office on Drugs and Crime (UNODC) to ensure better coordination and to optimize human and financial resources. In the region, UNODC has offices under the RP in the Republic of Albania, Bosnia and Herzegovina, the Republic of Serbia and the Former Yugoslav Republic of Macedonia.

The RP falls under several strategic framework areas of UNODC, including the rule of law; policy and trend analysis; prevention, treatment and reintegration; and alternative development, and is comprised of three sub-programmes.

Sub-Programme 1: Illicit drug trafficking and organized crime

Sub-Programme 1 foresees comprehensive interventions in law enforcement and drug trafficking areas, which focus on countering the Afghan heroin route going through the Balkans, based on the UNODC expertise in this area. Outcome 1.1: Border control strengthened with at least six locations with improved border and freight controls and access to reliable data, leading to increased interdiction and arrest reports. Outcome 1.2: Countries use compatible methods for inter- and intra-regional information/intelligence exchange and participate in regional co-operation; enhanced forensic services to improve profiling and increase joint operations. Outcome 1.3: Anti-money laundering co-operation in and beyond the region leads to detecting, seizing and confiscating illicit proceeds and related convictions. Outcome 1.4: Member States effectively combat trafficking in persons and smuggling of migrants.

This sub-programme's objective is to contribute to enhanced technical capacity and co-operation of relevant national entities and authorities to combat organized crime and illicit trafficking within their territory, and to increase regional and international co-operation in those areas. Envisaged activities involve law enforcement training and capacity building support to strengthen border control criminal intelligence, financial investigations and asset recovery, support to information collection, analysis and exchange, improvement of forensic science services, and regional co-operation between enforcement, judiciary and relevant entities.

Important agreements supporting the programme include the Memorandum of Understanding aimed at furthering joint co-operation in countering illicit trafficking, crime and money laundering, signed by UNODC and the Southeast Europe Law Enforcement Centre (SELEC) in 2013. The purpose of the MoU is to facilitate collaboration between UNODC and SELEC and to strengthen their ability to carry out their respective missions, minimize duplicative efforts and promote the optimal use of resources for the benefit of their common Member States.

Key capacity building events include the Container Control Programme (CCP) launched in Albania, Bosnia and Herzegovina and Montenegro in 2012. The programme included the establishment of border control units in these countries, comprehensive training, workshops, missions and consultations. The programme also worked very closely with the UNODC Paris Pact Initiative and Paris Pact research and liaison officers, using these events to promote the results of work in the region.

There were several activities related to information exchange and the production and dissemination of new data. The 2012 UNODC Regional Report "Child Trafficking for Sexual Exploitation" assesses capacities of the law enforcement agencies in the region to counter human trafficking and trafficking in children for sexual exploitation. It also provides practical recommendations to enhance combat against child trafficking and overcome identified gaps. The UNODC report "The Illicit Drug Trade through South-Eastern Europe" was launched in March 2014 with wide publicity. The report presents an accurate snapshot of the drug trafficking situation in South-Eastern Europe with a focus on the Balkan route of heroin and its patterns and trends. It gives valuable help for policymakers and law enforcement analysts in their work in evaluating drug trafficking situation and making informed decisions regarding responses.

The report provides for evidence that the Balkan route is not losing its central position as one of the world's main drug routes. Turkey seized 13.3 tons of heroin in 2012 which was one of the highest seizure totals worldwide. However, South-Eastern Europe's collective heroin seizures have been falling, to a 10-year low of less than 1 ton in 2012. Large single seizures of heroin upstream, and in destination markets, suggest that while large shipments are moving through South-Eastern Europe, there appears to be less actionable information that is generated in the region itself. This is an area of vulnerability in the context of disappearing internal borders resulting from European Union (EU) accession and accelerating regional integration.

More research is needed to establish whether the reduction in border crossings resulting from the accession of South-Eastern European States to the EU has an effect on patterns of heroin trafficking through the region. More, and more precise, information is further needed in order to be able respond to the moves of traffickers. Aggregated national seizure figures are not sufficient to inform on the nature of drug trafficking and further research is therefore essential for data quality, data sharing and the secretive nature of the subject itself, as well as data on drug prices and purity. Statistics which is not regularly updated may lead to contradictory or incorrect assessments of the drug situation. Improved exploitation of forensic information in South-Eastern Europe would also support investigation and analysis and help enhance how heroin trafficking connections are traced.

The report gives credit for the bilateral and regional co-operation under the RP, but stresses the need to expand these networks. It points out that with links to Afghan and South American drug production, as well as to the lucrative markets for those drugs in Europe, South-Eastern Europe is not isolated. Nationals from South-Eastern Europe have established close connections, not only to heroin producers in Afghanistan, but also with cocaine producers in South America, and are active in direct trafficking to Western and Central European ports. The report indicates the importance of expanding communication and collaboration.

At the regional level, there is increasing cooperating through the Southeast European Law Enforcement Centre (SELEC). The report concludes that this co-operation would benefit from being extended along the entire length of the Balkan route, in line with the UNODC Paris Pact Initiative, which advocates shared responsibility on the part of all countries affected by Afghan opiates, and that SELEC, other regional bodies such as the Central Asian Regional Information and Coordination Centre (CARICC) and the Gulf Criminal Intelligence Centre (GCIC) should be interconnected.

There has been increased co-operation in this field, including information exchange, sharing of best practices, as well as production of useful baseline data. To what extent this has developed practical results in terms of more effective border control, increased arrest rates, convictions and victim protection, is much less secure. For the moment the data available is unable to produce numeric indicators, for example, in terms of drug seizures and adjudication, not to mention changes in the levels of organized crime and human trafficking.

Sub-Programme 2: Enhancement of integrity and justice

Sub-Programme 2 is aimed at improving justice and integrity in the region. Outcome 2.1: Member States improve their compliance with UNCAC and strengthen their anti-corruption regimes in the enforcement/justice sectors. Outcome 2.2: Member States improve implementation of UN Conventions and international standards and norms in criminal justice matters and mutual legal co-operation. Outcome 2.3: The capacity of selected enforcement and justice institutions is enhanced in the counter-terrorism area. Outcome 2.4: Member States apply standards and norms on crime prevention and criminal justice that support victims, witnesses and marginalized groups.

The importance of control of corruption is seen in the Word Bank global corruption indicators. As shown below (Figure 2), countries/territory in the region score very low in comparison to high income countries (OECD). There has been clear improvement since 2003, but the ratings are still low from a Western European perspective.

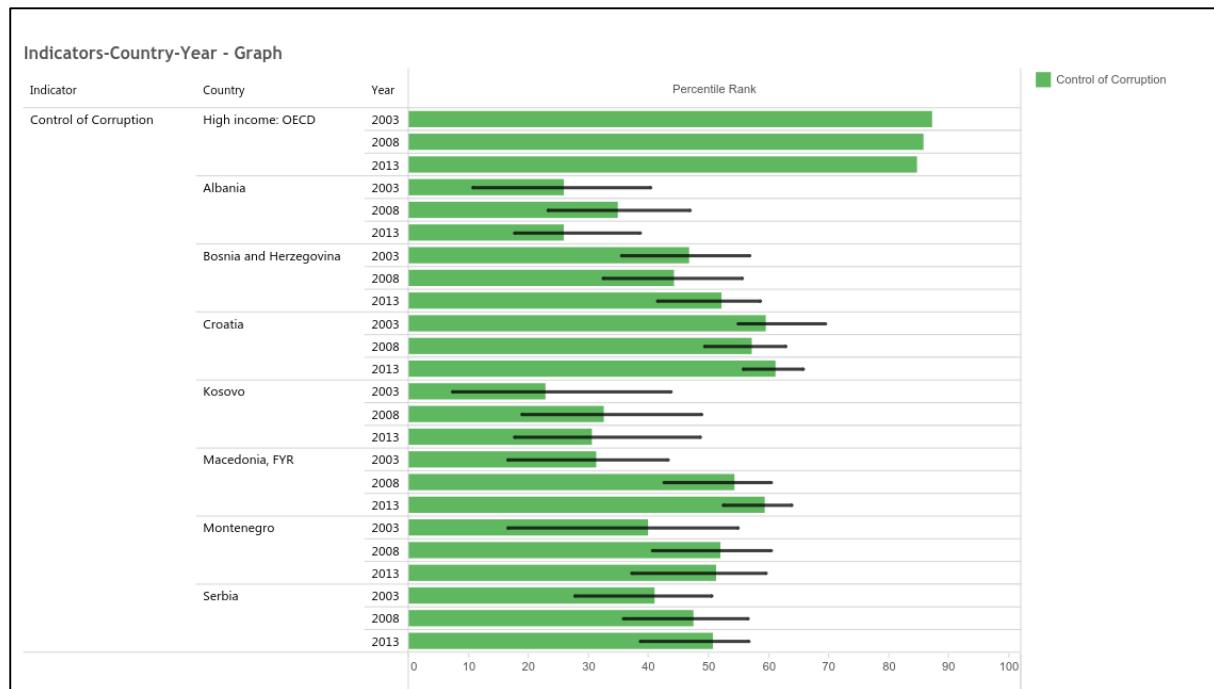


Figure 2. Control of corruption in Western Balkans 2003-2013. Source: World Bank Good indicators of Good Governance. <http://info.worldbank.org/governance/wgi/>

The objective of this sub-programme is to further integrate national capacities by strengthening the criminal justice system and anti-corruption capacities for improved conviction rates and access to justice at country levels, and for effective regional co-operation in this area. Without functioning justice systems, notably prosecutor's offices and judges/courts, successful enforcement operations will not see adequate conclusions. Corruption problems in law enforcement agencies, prosecutorial offices and the court system may also prevent that illicit drug trafficking and other forms of serious organized crime are dealt with by the law.

There is a considerable amount of baseline information that has been gathered by UNODC in the delivery of Sub-Programme 2. This includes two sets of studies on corruption. The first set of studies, initiated in 2010, measured household experiences and perceptions of corruption⁷. In 2013, UNODC launched a similar series of research reports on corruption affecting the business sector⁸. Both sets of studies also include regional and seven national reports. The studies were prepared by the UNODC Research and Trend Analysis Branch. These reports give a detailed and comprehensive picture of the prevalence and impact of corruption on the everyday life of people and as experienced by the private sector

Activities and means for enhancing the integrity of justice have consisted of information sharing, awareness raising, consultation, and training. While much of the RP's work is built on a previous UNODC initiative (the project XEET 93 on Assessment of corruption and crime in the Western Balkans), the RP's outputs include an Inter-Agency Agreement in Support to the Anti-Corruption Efforts in Kosovo under UNSCR 1244 (1999) on 31 January 2014 which outlines joint UNODC and UNDP implementation of a project 'Support to the Anti-Corruption Efforts in Kosovo'. Concrete activities to the end of enhancement of Integrity and Justice include an assessment and consultation mission to law enforcement agencies in the Republic of Albania, Bosnia and Herzegovina, Montenegro, the Republic of Serbia, the Former Yugoslav Republic of Macedonia, and Kosovo under UNSCR 1244 (1999). During the visit over 35 law enforcement agencies were contacted and interviews were conducted with more than 65 officials. The mission also elaborated a detailed plan of work for 2013 and beyond.

Sub-Programme 3: Prevention, treatment and care

Sub-Programme 3 is aimed at health consequences of drug abuse. Outcome 3.1: Increased coverage of evidence-based services related to drug use in the community. Outcome 3.2: Relevant authorities act to provide drug dependence treatment in prisons and contain HIV/ TB/Hepatitis C in prison settings.

The objective of Sub-Programme 3 is to contribute to reducing drug-demand and improved access for drug users, HIV/AIDS patients and risks groups in UNODC mandated areas (human trafficking and crime victims, prison population) to prevention, treatment and care services, so as to counteract a further expansion of local markets and resulting drug crime problems.

Assistance already delivered through on-going UNODC Programmes on Drug Demand Reduction in Albania and Serbia (UNODC-WHO Programme on Drug Dependence Treatment and Care, GLOK32, Family skills prevention programme (GLOK01) were expanded and the availability, coverage and quality of HIV services for drug users and prisoners improved. RP activities consist of capacity-building events and training, as well as drug treatment and prison-based rehabilitation, information sharing, and facilitation of international co-operation. International co-operation includes a UNODC assessment of policies for comprehensive HIV prevention and treatment services for drug users and

- 2010 Corruption in the eastern Balkans: Bribery as experienced by the population
- 2013 Business, corruption and crime in the western Balkans: The impact of bribery and other crime on private enterprise

prison settings in the Republic of Albania, the Republic of Serbia and the Former Yugoslav Republic of Macedonia, and the establishment of National Technical Working Groups. UNODC undertook an assessment of drug dependence treatment and the care system in Bosnia and Herzegovina and the Republic of Albania, with a specific focus on Methadone Maintenance Therapy. In 2012 UNODC and WHO convened an expert working group in the National Drugs Information Centre, with a short term plan to gather information of drug-related deaths in Serbia in the framework of the UNODC-WHO Programme on Drug Dependence Treatment and Care.

Two forms of training have been a focus: The Family Strengthening Programme was organised in schools for targeted children, teachers and parents. Training to enhance treatment was provided using the TREATNET training package in the framework of the UNODC-WHO Programme on Drug Dependence Treatment and Care and the regional programme, for a large number of professionals throughout the region. The TREATNET Training Package was developed by an international consortium of clinical experts, researchers, and trainers from international Capacity Building Consortium, led by the University of California Los Angeles / Integrated Substance Abuse Program (UCLA/ISAP). It is a central component to the effort by the UNODC TREATNET initiative to increase the level of knowledge and skills on substance abuse around the world. Specific quality standards for drug dependence treatment and care services based on the UNODC/WHO Principles of Drug Dependence Treatment and Care have been developed. In addition, specific "cultural adaptation teams" were appointed and several training missions, workshops and study visits were arranged.

The major change since the start of the programme has been the opening of a border control unit in Montenegro in 2014, the establishment of a focal point in Bosnia and Herzegovina in 2014 and the opening of an inland border control unit in Bosnia and Herzegovina in 2014.

Regional programme financing

Cumulative funding of RP (XCEU60) from May 2012 to December 15 2014 and the total notional budget is displayed in figure 3. The total notional budget of RP (XCEU60) is USD 14,660 million. Through December 2014 the pledged and collected amount was USD 4,942 million, implying a shortfall of USD 9,717 million.

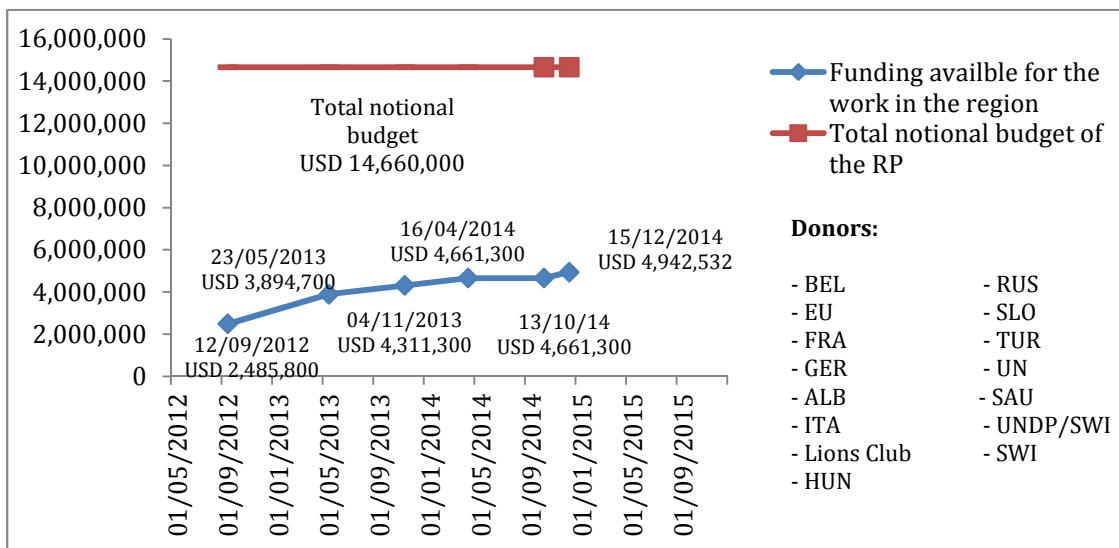


Figure 3. Cumulative funding of RP May 2012- December 2014 and total notional budget. Source: Program document "Total resources mobilized to support UNODC's work in SEE (May 2012 – December 2014)".

Figure 4 shows the cumulative funding of different sub-programmes for the same time period.

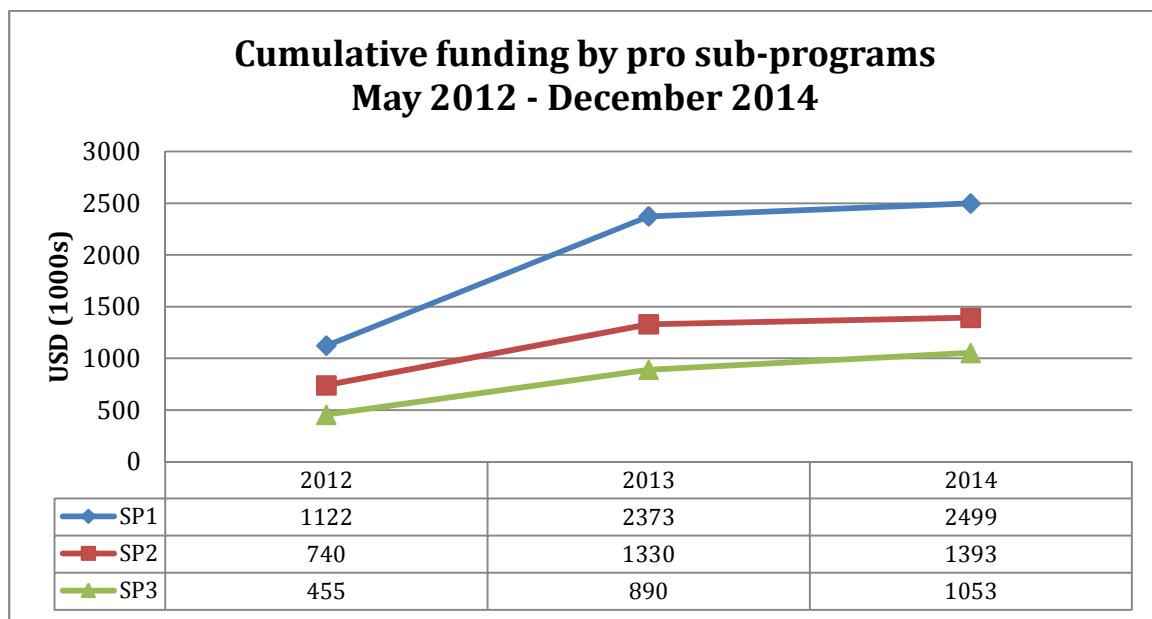


Figure 4. Cumulative funding by sub-programs May 2012- December 2014. Source: Compiled from Program document “Total resources mobilized to support UNODC’s work in SEE (May 2012 – December 2014)”.

By mid-December 2014 Sub-Programme 1 covered about half (USD 2,499,000) of the total received funding, Sub-Programme 2 comes second (USD 1,393,000) and Sub-Programme 3 with USD 1,053,000).⁹

Evaluation purpose and scope

Evaluation is part of the project cycle and is planned for at the design stage for all UNODC projects and programmes. Findings of evaluation reports are a vital input into the decision-making and planning processes. Evaluation enables continuous improvement and learning through implementation of recommendations, understanding and incorporation of lessons learned from past evaluations into new strategies, programmes and projects.

The mid-term In-depth Evaluation of the RP was intended to suggest improvements for the second RP and for the development of a new RP for the period 2016-2019 in accordance with the decision of the PSC meeting on 9 December 2014. Deriving from this overall purpose, the specific objectives of this evaluation, as defined in the TOR, were to assess progress of the RP in the region of South Eastern Europe (SEE) and the efficiency of the utilization of resources; measure ownership, result-based orientation, efficiency and quality of UNODC services; contribute to organizational learning by identifying the strengths and weaknesses of the RP; identify and describe lessons learned and best practices; and suggest areas of improvement for decision-making for the 2nd RP and the development of a new RP for the period 2016-2019, as well as the UNODC strategic orientation in the region for the future.¹⁰

⁹ Data collected from project document “Total resources mobilized to support UNODC’s work in SEE (May 2012 – December 2014)” assuming that contributions with no mention of the year are for 2014. Joint contributions for all programs are divided equally between sub-programmes.

¹⁰ Ibid.

Also defined in the Evaluation Terms of Reference (TOR) is the ‘assumed accomplishment’ of the evaluation, which is an assessment of the design of the RP (especially from the points of view of the ownership of the RP by the counterparts in the region, its results orientation and its integration into other UNODC work and strategies); relevance of the RP (especially its policy alignment with UNODC strategic tools and national strategies and policies, its comparative advantage in the region and its usefulness for the region); efficiency of the RP (especially its integration, cost-efficiency and the applied to the RP programme management); effectiveness of the RP (especially achievement of results by the RP, its integration, its governance structure, comparative advantage and future planning); impact of the RP (especially policy level impact); sustainability of the RP (especially its ownership and future planning); partnerships and co-operation mechanisms built under the RP (especially their development and sustainability); application of human rights and gender considerations to the RP; and lessons learned from the RP implementation.”

The main users of the evaluation are the Governments of the region (represented first and foremost by the PSC Members and the Permanent Missions in Vienna); Governments of the donor countries (represented by the Permanent Missions in Vienna); relevant international and regional organizations (including the EU, Organization for Security and Co-operation in Europe (OSCE), SELEC, RACVIAC, Secretariat of the Police Co-operation Convention for South Eastern Europe (PCC SEE) and Geneva Centre for the Democratic Control of Armed Forces (DCAF)); UNDP; Non-governmental organizations working with UNODC in the Republic of Albania (“Aksion Plus”), Bosnia and Herzegovina (“Viktorija”), Montenegro (“Crnogorska Asocijacija za Borbu Protiv Side – CAZAS”), the former Yugoslav Republic of Macedonia (“Healthy Options Project Skopje”) and the Republic of Serbia (“CRLE”, “Dobri ljudi” and “Priyateli dece”); as well as UNODC management and staff.

The mid-term In-depth Evaluation was conducted by an evaluation team consisting of two external independent evaluators with the support by a staff member of the Independent Evaluation Unit, UNODC. The evaluation took place between September 2014 and February 2015, with a mission to UNODC headquarters HQ, Vienna, from 9-12 December 2014 and a field mission from 20 January to 4 February 2015.

The scope of the evaluation included the period from 23 May 2012 to 4 February 2015 (the end of the evaluation field mission). The evaluation covered the following countries and territory in South Eastern Europe, i.e. the Republic of Albania, Bosnia and Herzegovina, the Republic Croatia as a partner country, Montenegro, the Republic of Serbia, the former Yugoslav Republic of Macedonia, and Kosovo under the UNSCR 1244 (1999). No field visit was undertaken in Kosovo.

Along with the main project to be evaluated, XCEU60, which is the holder of the UNODC RP, there is large number of national, regional and global projects and programmes that co-operate with the RP. Coordination of activities to ensure non-duplication, communication and interaction with these was further to be a part of the evaluation, as well as the role of the PSC. The level of interaction with other relevant international and regional organizations was further analysed and assessed.

Evaluation findings and recommendations of the respective project evaluations undertaken for some of these projects comprised part of the desk review material for this evaluation. The UNODC national, regional and global projects and programmes that co-operate with the RP are:

GLOG80 “Container Control Programme”; GLOV20 “Afghan Opiate Trade Project”; GLOY09 “Paris Pact Initiative Phase IV - A partnership to combat illicit traffic in opiates originating in Afghanistan”; GLOT59 “Global Programme against Trafficking”; GLOX69 “Joint Action towards a Global Regime against Corruption”; GLOK01 “Prevention of drug use, HIV/AIDS and crime among young people

- Evaluation Terms of Reference

through family skills training programmes in low- and middle-income countries"; GLOK32 "UNODC-WHO Programme on Drug Dependence Treatment and Care"; RERV07, RERV08, RERV09, RERV10 "Regional Programme for Afghanistan and Neighbouring Countries"; SRBZ25 "Support to anti-corruption efforts in Kosovo"; XEET93 "Assessment of corruption and crime in the Western Balkans" (completed); XEET53 "Development of monitoring instruments for judicial and law enforcement institutions in the Western Balkans" (completed); ALBG70 "Strengthening border control capacities in Albania" (completed). GLOT32 "Global Programme for Strengthening the Capacities of Member States to Prevent and Combat Organized and Serious Crimes"; as well as GLOK31 "Paris Pact Phase III".

Evaluation methodology

Evaluation questions

The evaluation was approached through the OECD Development Assistance Committee (DAC) criteria, i.e. relevance, effectiveness, efficiency, sustainability and impact. The Terms of Reference called for some specific enquiry in relation to programme design, partnership and co-operation, gender and human rights, as well as on lessons learned and best practice. With the exception of the cross-cutting areas of gender and human rights, these questions were addressed within the specific DAC criteria. Specifically, TOR defined three design questions on ownership; results orientation; and integration. Ownership was addressed within *both* the relevance and the sustainability criteria. Results orientation (i.e. not results achievement, which is effectiveness) and integration were addressed within efficiency, as they are related to design quality, use of the log frame and programme management. Partnerships, co-operation, lessons learned and best practice were addressed under separate headings. Indications for future directions were also addressed under a separate heading, as well as in the section on recommendations. Specific enquiry was also made within the cross-cutting areas of gender equality and the project's focus on/incorporation of human rights perspectives, treated under separate headings in the evaluation report.

The evaluation questions in full are found in Annex II.

Data collection instruments

Overview

Data collection instruments included desk review material, questionnaires, face-to-face interviews, interviews via Skype or phone, mission to Vienna (10-12 December 2014), field missions (19 January – 4 February 2015) and observation, including attendance at one of the PSC meetings on 9 December 2014.

Survey (questionnaires)

An on-line questionnaire was developed and sent, with a few exceptions, to all Core Learning Partners (CLPs), i.e. main stakeholders, prior to the field mission to ensure collection of quantitative data. The exact content of the questionnaire was finalised prior to the field mission, and questionnaires were completed on the web site early in February. A total of 73 people out of 153 responded to the questionnaire, which makes an overall respondent rate of 47,7%. The questionnaire is attached as Annex II.

Interviews

Face-to-face interviews were undertaken with 12 UNODC staff and 12 donors and Permanent Missions during the mission to HQ in Vienna (10-12 December 2014). When necessary the team split in order to manage as many face-to-face interviews as possible, but the largest proportion was undertaken jointly by all three members of the team. After the mission to Vienna, 14 interviews by phone or Skype were undertaken with current and former UNODC staff, donors, regional organizations, as well as counterparts in Kosovo.

A field mission took place from 20 January-4 February 2015, and included visits in the order of to Belgrade, Republic of Serbia; Podgorica, Montenegro; Tirana, Republic of Albania; Skopje, the Former Yugoslav Republic of Macedonia; Sarajevo, Bosnia and Herzegovina and Zagreb in the Republic of Croatia, to provide input for the triangulation of data for the evaluation findings and recommendations.

During the field mission, a total of structured 39 interviews with 69 interviewees were held, in line with previously developed interview guides, where the evaluation team members addressed questions related to the evaluation criteria. While most interviews were with individuals, or with two or three participants, one group interview was with 5 and one with 13 participants. All interviews were held in English, but in a few instances interpretation was used. There were 3 individual interviews with UNODC field staff members in Tirana, Skopje, and Sarajevo, whereas in Belgrade there was a joint interview with the 5 UNODC field staff.

39 interviews in total were held with various external stakeholders in the field, including 7 PSC Members. In Belgrade, there were 10 interviews with 19 interviewees; in Podgorica, 5 interviews with 17 interviewees; in Tirana, 6 interviews with 10 interviewees; in Skopje, 8 interviews with 10 interviewees; in Sarajevo, 7 interviews with 7 interviewees; and in Zagreb one joint interview with 6 interviewees.

Data sources

The main data sources consisted of programme documentation and CLPs were reached either by questionnaires or interviews. For some regional organizations, counterparts, former representatives from Permanent Missions, former PSC Members and NGOs, only questionnaires were used, due to limited possibility of addressing all through direct interviews (face-to-face or per phone/Skype).

- (a) Documents. All secondary documentation was initially assessed by the evaluation team, and was accessed again during the later stages of analysis and reporting. Additional documents were further requested throughout the evaluation process.
- (b) The CLPs constituted of a large number of partners and actors, with very different roles in the RP. This was taken into account in the formulation of both questionnaires and interview guides.
- (c) UNODC staff;
 - (i) *Relevant* headquarters staff;
 - (ii) *Relevant* field staff;
- (d) Counterparts in the capitals of the region;
- (e) Members of the PSC;
- (f) Relevant representatives of Permanent Missions to Vienna;
- (g) Relevant representatives of regional organisations;

- (h) Relevant representatives of non-governmental organisations.

Triangulation

Methodological triangulation was used to answer the evaluation questions comprised in the TOR and further refined by the evaluation team in its Inception Report. Different sets of findings were identified, analysed and verified through triangulation between the initial desk review, headquarter interviews, questionnaire, field mission interviews and direct observations. Further analysis established conclusions, leading to the formulation of clear, actionable recommendations.

Limitations to the evaluation

Extracting detailed and critical information on the status of RP activities and results was hampered due to weaknesses in RP reporting. As is discussed in detail in the Effectiveness section, this problem was somewhat resolved through the annual report for 2014. However, reports earlier than this are not sufficiently detailed, nor well-enough structured to provide assistance in analysis. In order to mitigate the effects of this weakness, the evaluation team focused in the field mission on questions in the effectiveness criteria, and drew out statements, data and examples complete the picture of activities, and result effectiveness.

Face-to-face interviews were not undertaken in Kosovo. While the field methodology was designed to address this through phone interviews and the questionnaire, actual interviews with partners and staff in Kosovo were limited, as some intended interviewees could not be reached per phone and phone interviews were sometimes terminated due to interruptions in the service in Kosovo.

No detailed assessment of cost-efficiency was undertaken. The evaluation gathered relevant information of aspects of cost-efficiency through interviews, reports and the questionnaire, but did not undertake any detailed analysis. The report addresses the required questions on cost-efficiency in this context.

II. EVALUATION FINDINGS

Design

The mid-term evaluation was to evaluate the RP for 2012-2015, which is the second RP established in 2009, in line with the strategic priorities covered by the UNODC Mid-Term Strategies (2012-2015). Under the first RP 2009-2011 only part of the initially foreseen funding was raised and it was brought to conclusion earlier than planned with the consent of the PSC, which is the governing body of the RP. However, the PSC found that a RP would be essential for the region and advised on improvements. Consultations ultimately lead to the RP moving forward, with encouragement from the respective counterparts, and with a clearly stated intent for greater transparency and greater coordination. Two important lessons can be learned from this history: programmes should not be founded on a single-donor-basis, and communication is essential.

The RP 2012-2015 works in three main fields. It includes specific interventions to promote inter- and intra-regional co-operation in drug control. This is covered by the first sub-program on illicit trafficking. The second sub-program provides targeted assistance to ensure improved operational results within the justice system against organized crime and corruption. The third sub-program targets the demand for drugs and provides assistance in treatment and prevention – services in the field of substance abuse and HIV.

These three blocks and the anticipated outcomes are mutually reinforcing, as was envisaged in the Programme Document. Regional and interregional law enforcement and crime-prevention components (Sub-Programme 1) are combined with improvements in the criminal justice area (Sub-Programme 2) accompanied by a conducive drug demand reduction environment (Sub-Programme 3) since, otherwise, law enforcement responses and their impact would remain limited. This general design is well thought out. Assumptions of the self-reinforcing internal relations between the three main blocks and their outcomes are further all well founded.

Programme linkages

The RP fits within the framework of the UNODC mandate and strategic approaches. It covers all six substantive strategic framework areas of UNODC for the years 2014-2015. Key linkages with other UNODC strategic framework and Regional and Global Programmes in the SEE are visualized in the graph below.

RP SEE and Integrated Programming Approach

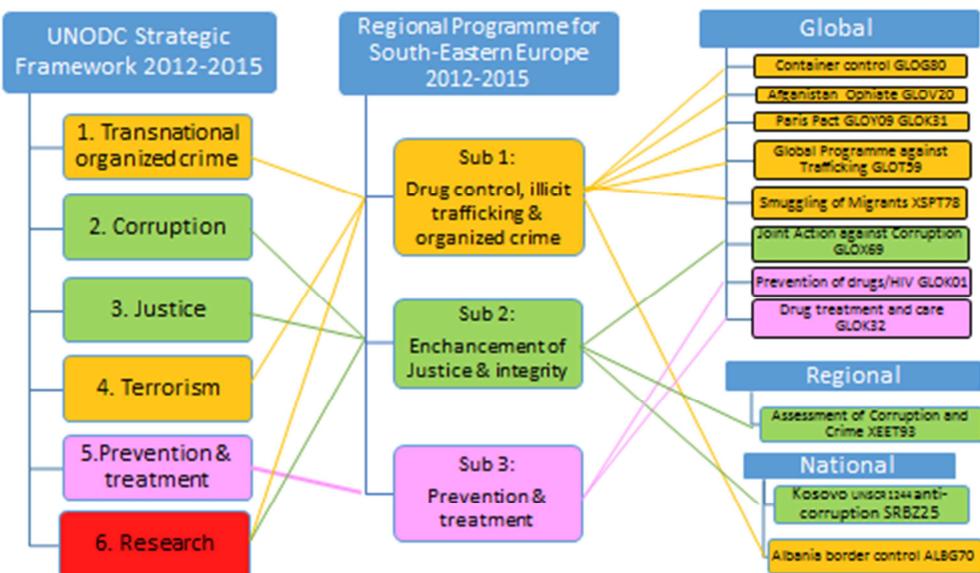


Figure 5. Key RP-linkages with UNODC's strategic framework and Regional and Global Programmes

There is a clear relationship between the RP's log frame and the mandate and strategic approaches of UNODC. Other specific initiatives of UNODC, particularly the range of Global and Regional Programmes, have links that are clearly defined within the Project Document and in the log frame. The CCP has a global reach and aims to fortify the structures and processes which allow for the application of sustainable laws for States and selected ports. The programme maintains strategic alliances with various security entities within States with operational ports. These entities include Customs, the Police, Maritime Institutions and the private sector. It is also designed to strengthen and promote alliances between the customs, trade and enforcement communities in an effort to prevent the abuse of legitimate commercial trade for illicit activities while simultaneously making an effort to eradicate the inter-institutional mistrust and corruption that can hamper effective execution of the programme. Coordination and the number of operational ports combine to form the key to the global success of the CCP and in total there are twenty countries with operational Joint Port Control Units. The Paris Pact Initiative provides a platform for linking the RP's efforts on drug control with the global efforts to address the Afghanistan drug problem. The UNODC-WHO Programme on Drug Dependence Treatment and Care aims at improving the accessibility to evidence-based treatment services worldwide, especially in middle-income countries such as in South Eastern Europe. The UNODC family skills prevention programme aims to promote the healthy development of children and youth with long-lasting results in the form of well-adjusted adults.

The work of Global Programmes comprises the bulk of the activities and outputs of the RP, and in this sense there is not just 'integration' but alignment, co-operation and coordination. The alignment and coordination/co-operation is understood and supported both ways (RP to Global Programme and Global Programme to RP), but appears better understood and supported at UNODC HQ in Vienna, when compared to the understanding of UNODC's staff in the region.

The RP is further aligned to the existing UNDAFs in the region and the RP is working strongly with UN Country Offices in the region in the development of the new UNDAF in each country with a focus on ensuring the RP priorities fit within each agreed UNDAF. The RP has engaged an external resource to ensure linkages between UNDAFs and the RP in the coming period, and there is specific

feedback from UN Country Offices that RP priorities and UNODC mandates will comprise parts of UNDAFs.

The current MDGs and the RP's design are not aligned. The MDGs have no focus on drugs or crime strategies. MDG 6 on HIV/AIDS and malaria does link to some extent the work under Sub-Programme 3 on prevention, treatment and care, but that connection is neither direct nor strong.

The framework construct

The Evaluation TOR refer to the "Regional Programme." The project document refers to the "Regional Programme Framework." The latter expression seems more adequate. During the evaluation process, it became clear that the RP is more of a framework, a fund-raising construct and a network for co-operation. It gives a strategic structure to potential activities and fund raising in the region.

This has a number of implications.

Firstly, it appears as if the RP's results framework does not necessarily describe all activities of the RP. RP activities can all be found within the designed activity structure of the RP, but all areas of defined activities/priorities are not necessarily recipients of funding or inputs. This may not be a problem as such, but it may cause problems in assessing effectiveness and achievements as it is assumed that all inputs and activities in a results framework actually receive funding and contribute to higher-level programme outcomes. This is however not necessarily the case with the RP.

Secondly, from this "framework structure" follows that the RP is not funded as a pre-planned coherent programme. Rather, the activities of the RP are determined to a large extent by the priorities of donor nations, although consulted upon and approved by the PSC. These priorities seem to have occupied an overriding role in the direction of RP activities.

The RP has a different form and construct than other UNODC Regional Programmes, being more of a political umbrella and a framework that gives strategic structure to potential activities in the region for the purposes of fund-raising but it is not a coherent and pre-planned programme with fixed content. The advantage of the framework concept is flexibility: the RP has been able to evolve fairly freely to the directions where there is funding available. The downside, however, is that the framework construct has caused some confusion in reporting, where achievements and inputs under the RP versus individual Global Programmes have not been clearly separated and indicated. In this respect there has been considerable improvement in more recent reporting. A comparison with planned and delivered activities further confirms that with few exceptions, all activities have been delivered effectively and in a timely fashion.

Relevance

The national and regional relevance and priority of RP outcome areas is readily visible in project documentation, and is acknowledged by both donor counterparts. According to the project document, 'UNODC estimates that about 60 tons of heroin with a market value of some US\$ 13 billion was smuggled through SEE to West and Central Europe in 2009. Human trafficking remains a challenge. From 2005 to 2006, 32 per cent of human trafficking victims detected in West and

Central Europe came from the Balkans. Although the region is mainly a source of victims destined for other European countries, SEE also remains a transit zone and a destination.¹²

In relation to corruption, the surveys undertaken by UNODC on corruption in the region are understood to have clarified the depth of this issue in the region, assisting in developing the impetus needed to address the problem.

Assistance concerning human trafficking is also important to counterparts, and the specific contributions to capacity building, national strategies and policy and international co-operation/coordination in relation to human trafficking are seen as relevant at both national and regional levels.

The design of the programme is endorsed by counterparts. Throughout the field mission the evaluation team encountered support for the priorities and activities of the RP, indications of the relevance of RP priorities/sub-programmes and the priorities and strategies of counterparts. There is a ready acknowledgement of issues and of future directions related to trafficking in human beings and in illicit drugs including the prevention and treatment of drug use disorders, and of the importance of the Balkans to intercepting and curtailing this trafficking. There is also a clear acknowledgement of the issue of corruption, although the gathering and disseminating of detailed data remains a problem. The importance of the focus areas of the RP is also readily apparent in the priorities of the EU in the Balkans, including within the accession frameworks of each candidate and pre-candidate country, and the primacy of addressing EU requirements as expressed by each counterpart country. This is most visible in the current priorities placed on Chapters 23 and 24 of the EU's accession framework.¹³

What is consistently referenced by national counterparts and donors when discussing the relevance of the RP, is the correlation with counterparts' national priority for EU accession and the clear correlation between UNODC's mandate, priority focus areas and the EU's stated agenda and priorities in the region. The survey's results confirm this feedback from the field, with 60% of respondents seeing the activities either as "highly beneficial" or "beneficial" from the point of view of EU-accession process (while 1/5 had no opinion on the issue, see Q12).¹⁴

During field work, consistent reference is made by the EU, by counterparts and by donors to the priorities of anti-corruption, the fight against organised crime (including the focus on trafficking in human beings, drugs and weapons), border control and police and customs co-operation (regional).

◦ Project Document.

◦ 'The elements compiled under chapter 23 are closely linked to the political criteria, which need to be met for overall negotiations to begin. They include four main headings - judiciary, fight against corruption, fundamental rights and EU citizens' rights. Due to the limited amount of "hard acquis" in many of these areas, the requirements to be met are mainly to be found in general principles and European standards. This sometimes makes it difficult to determine exactly what the target to be reached is and how to measure progress. Chapter 24 covers the fight against all types of organised crime (including drug and arms trafficking, trafficking in human beings etc.) and terrorism, the Schengen rules, border control and visas, as well as migration, asylum, judicial co-operation in criminal and civil matters and police and customs co-operation. Especially the area of fighting organised crime and terrorism again raises the question of how to measure progress.' *The 100% Union: The rise of Chapters 23 and 24*. Wolfgang Nozer, 2012

◦ Throughout the survey the share of respondents choosing the option "Don't know" has remained high, sometimes exceeding 50 %. Most probable explanation is that not all questions were relevant for all respondents. The respondents represented quite different groups of people and interest-groups, some in UNODC headquarters in Vienna and some working in the field in UNODC, some representing donors and some NGOs. Some questions were addressed separately to different groups, but it would have been impractical to differentiate the whole questionnaire according to all different respondent groups. Another explanation is simple that respondents are honest in their answers. Many of the questions deal with difficult issues of which it is not so easy have a considered opinion of. However, the presence of high "don't know" answers has been taken into account in the report by including also this group in all tables and graphs.

As will be seen throughout this report, the correlation between EU (and therefore national) priorities and UNODC mandates and initiatives is strong.

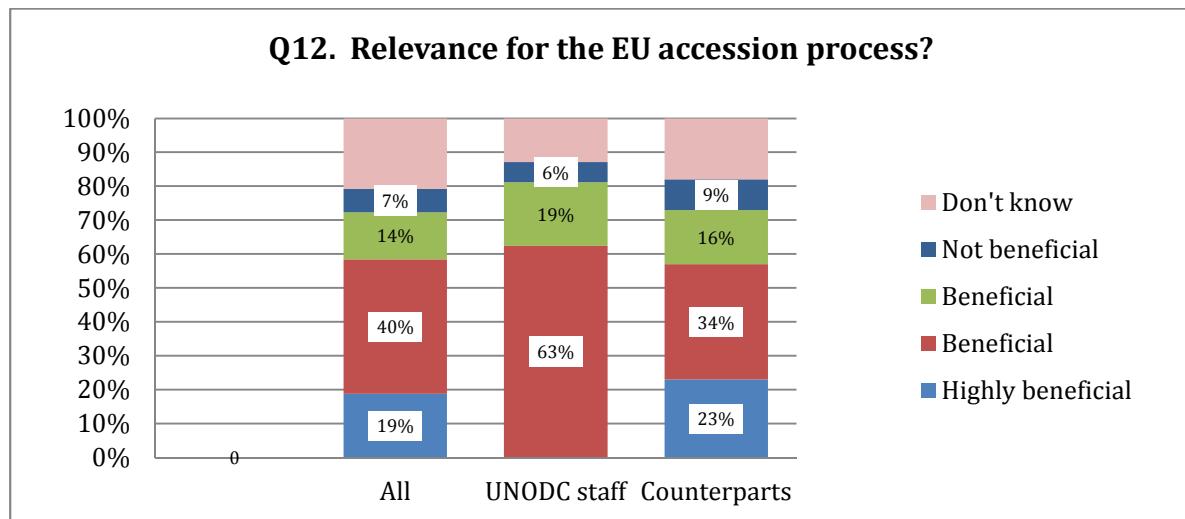


Figure 6. Q12. Relevance for the EU accession process: How beneficial have the activities and results of the RP been from the point of view of EU accession processes? Source: Survey RP SEE 2012-2015.

This was further confirmed in the results of the survey. The majority of the respondents regard project objectives either as “fully” or “very” relevant, while 1/3 had no opinion on the issue (see table on Q1). “Reducing drug use via education and information” and “Increasing border and freight control to prevent drug- and illegal trafficking” were ranked on top in the relevance-scale, however differences between the groups remains fairly small.

Table 1. Relevance of project objectives

Q1. Relevance of project objectives: Please specify how relevant and important the different themes and objectives of the RP have been for your country or for the region	Fully	Very	Relevant	To some degree	Not relevant	Don't know
SUB 1 – Illicit trafficking						
Increasing border and freight control to prevent drug- and illegal trafficking	30 %	21 %	15 %	1 %	3 %	30 %
Increasing effectiveness in police work and prosecution	12 %	32 %	12 %	4 %	4 %	36 %
Preventing money-laundering	14 %	21 %	15 %	1 %	8 %	41 %
SUB 2 – Justice & Integrity						
Enhancing judicial integrity	14 %	25 %	15 %	7 %	3 %	37 %
Protecting the victims of human trafficking	15 %	25 %	15 %	3 %	8 %	34 %

Strengthening anti-corruption regimes/policies	19 %	18 %	21 %	3 %	1 %	38 %
SUB 3 – Prevention & Treatment						
Providing drug treatment for those in need	26 %	21 %	14 %	3 %	10 %	27 %
Reducing drug use via education and information	37 %	15 %	15 %	5 %	4 %	23 %
MEAN	21 %	22 %	15 %	3 %	5 %	33 %

Source: Survey RP SEE 2012-2015

While field enquiry demonstrated consistent support across the region for the RP, the general level of support is less strong with regards to financial support across the region. There is a clearly expressed view that resources for a regional programme have not been equally distributed in the region. It was also emphasized that the RP should have stronger staffing in each country.

Counterparts also acknowledged the relevance of RP priorities and activities, although it was also pointed out that these priorities have been partly determined without specific inputs from counterparts, and that to a certain extent programmes/activities are offered to counterparts, rather than being developed with counterparts.

Some specific reference was also made to UNODC's and UNDP's mandates and competition in some areas for the limited donor resources available in 'the market'. One question raised by counterparts during field work was, given UNODC's mandate and its "comparative advantage" in relation to corruption should not UNODC be playing a significant role in this area compared to UNDP?

The RP documents take it for granted that UNODC has a comparative advantage within its mandate and strategic priorities: 'UNODC is positioned to facilitate inter-regional drug control co-operation, supporting *inter alia* countering the new trends of illegal activities. UNODC's position has extra added value in this context in view of its solid presence in Central and West Asia through its Regional Programme for Afghanistan and Neighbouring Countries and other mechanisms in the region.' Having said this, a greater focus appears to be required on transforming the inherent comparative advantage of UNODC's mandate and strategic priorities by possibly integrating or relating these to activities of other UN initiatives in the region relevant to RP priorities. The question of an anti-corruption focus raised above is one example. There is a consistent view expressed in the field that this link between the existent comparative advantage and its application would benefit from strengthening at the project level. For example, while UNODC is the 'custodian of UNCAC', other UN agencies have initiatives focused on corruption that do not involve UNODC, nor are these initiatives considered a part of the RP.

Once interviewees and survey-respondents were asked whether UNODC has a "comparative advantage" in the field, views diverged concerning the nature of this this advantage. In general, the work of UNODC was appreciated for being politically neutral as compared to the EU. The expertise represented in UNODC was appreciated. UNODC was seen as a partner with a global perspective and expertise in the field of crime, drugs and justice issues. UNODC has a very clear mandate that does not overlap with the EU, WHO or any other international or local actor. Normative aspects were further pointed out (UNODC as the guardian of various international conventions), as well as its knowledge-based approach (UNODC as an actor that motivates partners to implement evidence-based programs). UNODC was also acknowledged for its promotion of co-operation, its flexibility and its goal orientation, with proven results. Survey respondents generally felt that the RP has been able to increase and strengthen the role of UNODC as a regional actor in SEE (see Q9).

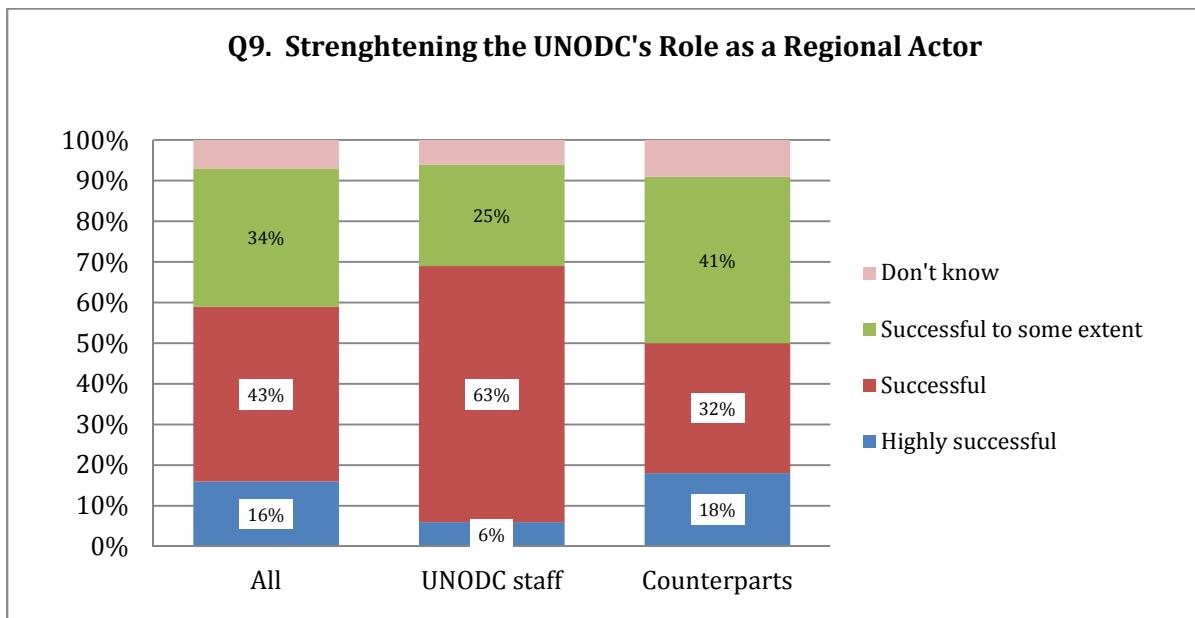


Figure 7. Q9. UNODC's role as regional actor: How successful has the RP been in increasing and strengthening the role of UNODC as a regional actor in South Eastern Europe? Source: Survey RP SEE 2012-2015

Efficiency

Design efficiency

The basic structure of the RP, with three sub-programs supporting each other, and with a clearly defined set of outcomes within each sub-programme is good. The structure of the programme, at this higher level, as presented in the results framework (log frame), is clear and coherent, and covers the essential three sets of elements needed in order to promote the rule of law and human security.

The RP's design and on-going priorities are clearly defined. This clarity begins with the project document, and continues through documents such as the PSC Document *Priorities for 2014: areas of intervention and partnership in the region - Defining efforts in an integrated and strategic manner to provide cost-effective and efficient action; Implementation Plan Summary June 2012* and *UNODC Priorities - Initial priorities for 2013*. RP conceptualisation and prioritisation appears, from secondary sources, to be a strong area of the RP. However, this strong area does not appear in documents such as revisions and progress reporting. As a result of project revisions, the log frame has undergone substantial changes. The way these changes are documented and followed causes some confusion.

The log frame has a clear function with senior management of the RP, in how the RP is defined, described, discussed and reported, particularly in terms of the sub-programmes and the intended outcomes. The programme structure is used in PSC meetings as the framework for discussions and decisions, and is understood as well by PSC members, who use the results framework in their explanations of RP relevance to national and regional priorities and in discussing RP effectiveness (programme/ initiative delivery). The log frame is not so well known nor clearly used at other levels of the RP – notably by UNODC staff in the region. This is not surprising, given that RP staff in the region is, as a rule, engaged by a specific project or programme, e.g. CCP, Paris Pact, Family Strengthening Programme, UNODC-WHO Programme on Drug Dependence Treatment and Care, and are focused on that project or programme rather than the RP. However, most regional staff does not fully understand the logical/results structure of the RP, nor the specific place of their project or

programme within the RP, and one was not fully aware of being part of the RP. The log frame has improved but may benefit from some revision to include SMART indicators, thereby facilitating reporting and the measuring of results under the RP versus individual Global Programmes

Project management and coordination

The evaluation team witnessed the PSC in operation, and spoke will all PSC members in the region. The PSC is effective, (knowledgeable, involved, motivated) in its oversight and in guiding the RP. PSC members understand the strategic and practical histories, needs and directions in the region, and communicate these as appropriate. They maintain a country focus, but always within a regional context and commitment. Their detailed knowledge is useful to the thinking and planning for the RP, and they demonstrate a strong commitment to the aims and activities of UNODC.

Over half of survey respondents considered that the PSC either “highly effective” or “effective” in overseeing and guiding the RP (see Q2). On this point, UNODC staff members seemed to hold more critical views, with 38% on the opinion that the work of the PSC had been only “efficient to some extent”, while 1/3 of counterparts had no opinion on the issue. A total 70-80% of respondents gave the same rating for the coordination work of Programme Management at UNODC HQ, i.e. with much smaller difference between different respondent groups (see Q3).

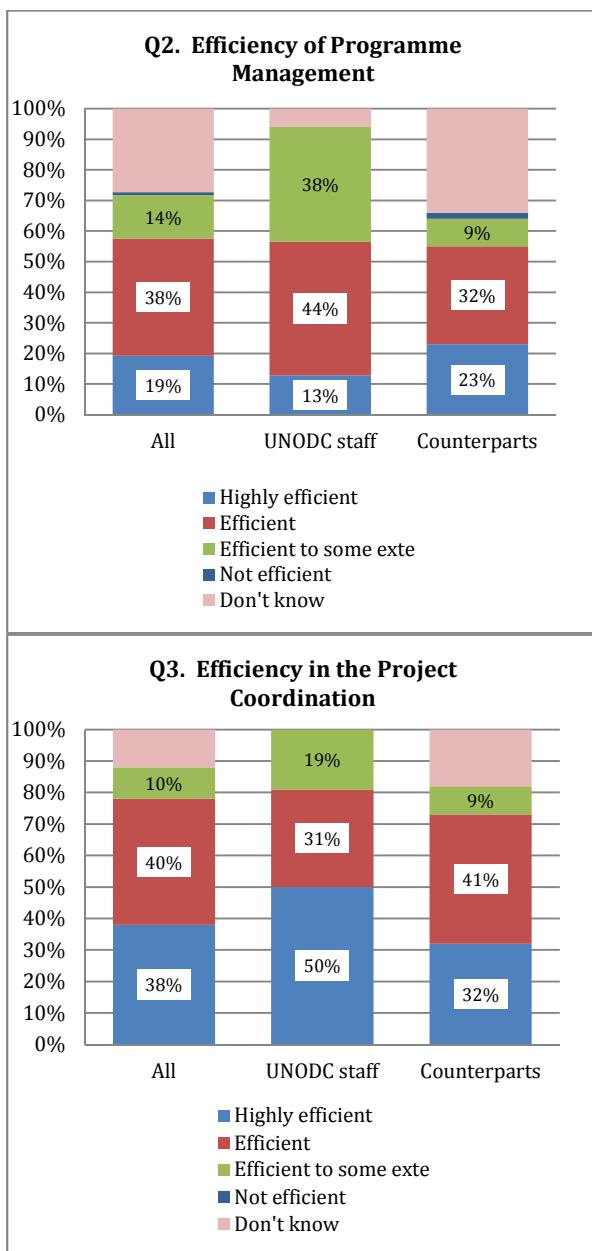


Figure 8. Q2. Efficiency of programme management: How efficient has the Programme Steering Committee been in overseeing and guiding the RP? (left) Q3. Efficiency in the project coordination: How efficient has Programme Management at UNODC HQ been in coordinating the work of the RP? (right) Source: Survey RP SEE 2012-2015

In field work discussions, PSC members, as well as donors, indicate strongly that communication from and coordination with the *RP's Regional Section for Europe, West and Central Asia at HQ Vienna* is regular, consistent and effective. As well, over half of survey respondents expressed a high level of satisfaction with the support provided by UNODC HQ and financial and human resources management (excellent or very good, see Q4).

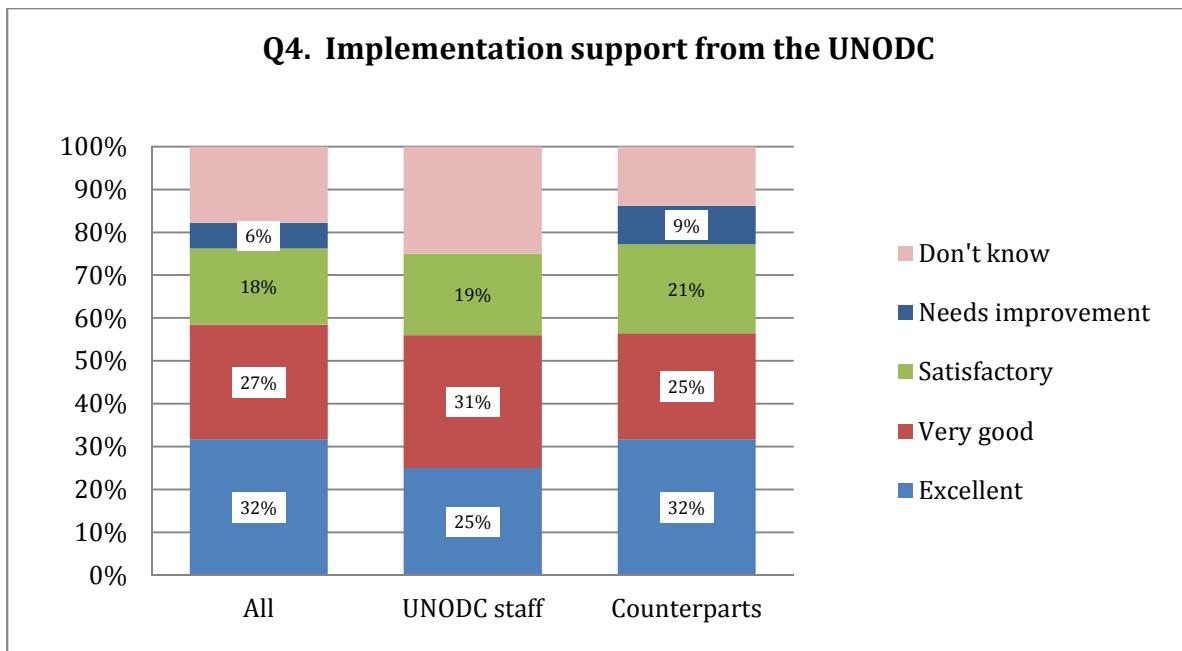


Figure 9. Q4. Implementation support from the UNODC: What is your overall level of satisfaction with the support provided by UNODC HQ and financial and human resources management for the RP operations in your country? Source: Survey RP SEE 2012-2015

However, indications from field work are that coordination and communication with UN Country Offices does not appear to be as effective. Detailed knowledge about the intent and activities of the RP, as opposed to RP projects such as the CCP or the Family Strengthening Programme, UNODC-WHO Programme on Drug Dependence Treatment and Care, is weak. There is a lack of sufficient knowledge about and coordination with RP field staff, regarding the RP, where a more detailed and consistent focus on communication and strategy would not only improve visibility of effort but also have the potential for contributing to funding possibilities.

Staffing and management

While a wide variety of views was expressed in the field about the offices, staffing and management arrangements of the RP, there is a consistency of view and analysis across interviewees and the evaluation team on a number of matters.

Positioning of the regional office in the Regional Section for Europe, West and Central Asia at HQ in Vienna was regarded as effective and appropriate. There is however a need for the role of the Belgrade office to be clarified with counterparts, ensuring that partners are clear that while it performs a regional administrative function, it has no role as the RP's 'regional office'. There is further room for improvement to clarify the specific role and function of field staff within the RP, as opposed to their role on a specific project in relation to the RP and counterparts in the region. In some UN Country Offices this lack of clarity extends to senior management. The current set-up of Terms of Reference is further rather unclear for some of the field staff working within the RP.

The main concern in the region is with the (un)balanced approach to funding and field staffing for the RP. The justification for this imbalance is neither clear to counterparts, nor to the evaluation team. From the perspective of a regional programme operating in a defined set of countries and a territory, it may be of benefit that designated field staffing be further involved in developing and implementing the RP in each country, and that relativities in funding expenditure be more visible.

Reporting

Semi-annual and annual progress reports are fairly detailed, but the usefulness of these reports is impaired by the structure of the log frame and the related difficulty of locating a reported event within the correct part of the log frame. Further, the semi-annual and annual reports are confusing in terms of the information that is presented in them. While one could assume that annual reports also cover the information presented in a semi-annual report, this is not always the case. In earlier reporting on the RP, reports also lacked an overall structure related to the programme document and log frame, and did not report on the programme's outcomes, outputs and activities in total. Indeed, in only very few places in any report was there information that was clearly related to a specific RP design component and in no report were all aspects of the RP's logical framework discussed and analysed. There was no information on:

- (a) What had been done by the RP;
- (b) What had been achieved by the RP;
- (c) How these activities and results related to the defined structure found in the project document.

The issue of programme reporting was raised with UNODC by the evaluation team at the inception phase. It is understood that this has been a 'structural problem' within UNODC, but from January 2015 all Global, Regional and Country Programmes will require an annual progress report, by using an agreed format that will be maintained at a strategic level and will therefore not include detailed activity reporting. The evaluation team received the RP's 2014 Annual Progress Report in this new format. This approach is a significant improvement as the new format is structured logically against the RP's sub-programmes and outcome statements, and each outcome area has summarised discussion on activities/ outputs. The RP is able to be understood clearly from this report, and the report contributes directly to the discussion on effectiveness below.

Cost-efficiency

Insofar as can be assessed through the processes of the evaluation, the RP demonstrates both a commitment to effective use of resources and effectiveness in delivering on this commitment. A number of factors are of importance to this discussion. The location of the regional office in the Regional Section at HQ Vienna allows for greater synergies and coordination/ collaboration with Global and Regional programmes, under the same roof. Locating a number of regional, administrative functions in the Belgrade office is another factor indicative of a focus on efficient use of resources. The RP is implemented by two staff in Vienna, five field staff in the Republic of Serbia and one field staff under the RP, partly cost-shared either from the CCP, the Paris Pact Initiative or funded by various other projects or programmes in the respective field offices in the Republic of Albania, Bosnia and Herzegovina, the Republic of Serbia and the Former Yugoslav Republic of Macedonia.

The evaluation views these approaches as demonstrating a focus on efficient use of resources. It is not seen however as either an efficient mode of delivery beyond questions of resource use, nor an effective delivery approach in general. As will be seen in more detail below, it is the view of the evaluation that a range of administrative and staffing factors impact negatively on overall RP effectiveness. These factors include unclear Terms of Reference for RP field staff in the respective country offices, an imbalance in project activities and some communication issues between the RP and both counterparts and UN Country Offices.

It is not the view of the evaluation that an integrated approach of the RP has any impact, positive or negative, on cost-efficiency. There is no assessable correlation between the RP's cost structure,

administrative processes and an integrated approach. There are aspects of an integrated approach that are relevant to and impact on RP effectiveness, but not on cost-efficiency.

Funding

Some concerns were expressed in the field with regards the RP's funding approach. PSC members, donors and other counterparts demonstrate an awareness of the funding restraints, and particularly that bilateral donors focus on their own priorities and programmes, with their own implementing agencies and experts, but remain of the view that the funding approach is risky, being aware of the fact that when a programme is developed and initiated without a donor there is a level of risk.

Satisfaction in the funding resources varied between different respondent groups. Somewhat surprisingly, the respondents showed a higher level of satisfaction on this issue (Q6. "Do you consider the RP's financial resources to be adequate to deliver the programme?"). Almost half of UNODC staff respondents considered funding to be inadequate, while the corresponding share among counterparts remained close to zero. This difference, on the other hand, may be explainable by the fact that different groups may view the issue from a different perspective. For the UNODC it is natural to look at the overall situation and consider what else could and should be done. Counterparts, however, may view the issue from the point of view whether funds have been adequate for carrying out the specific activities and programmes at hand.

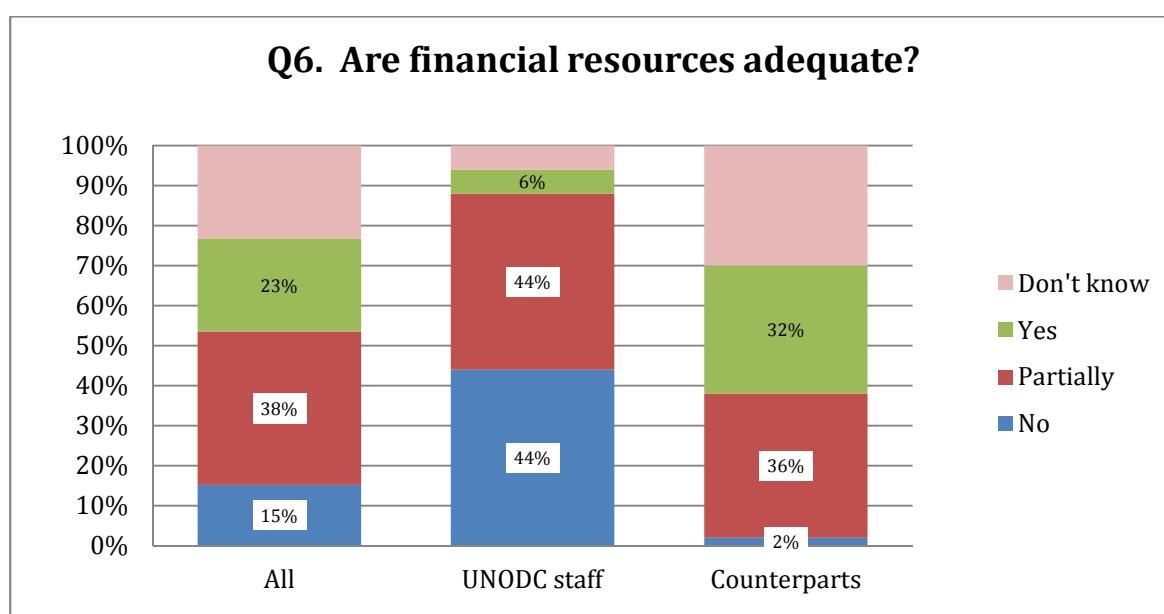


Figure 10. Q6. Do you consider the RP's financial resources to be adequate to deliver the programme? Source: Survey RP SEE 2012-2015

Partnerships and co-operation mechanisms

The RP has partnerships and/ or cooperates with the following organisations in the design and/ or delivery of the programme: Global (WCO, WHO, UNDP, EU); Regional (OSCE, SELEC, RACVIAC, SEESAC, PCC, European Monitoring Centre for Drugs and Drug Addiction); National (TADOC); NGOs (SELDI, Aksion Plus, Stop AIDS, Viktorija, Crnogorska Asocijacija za Borbu Protiv Side – CAZAS, CRLE, Dobri ljudi, Prijatelji dece, HOPS – Healthy Options Project Skopje, Veza, Lions Clubs International).

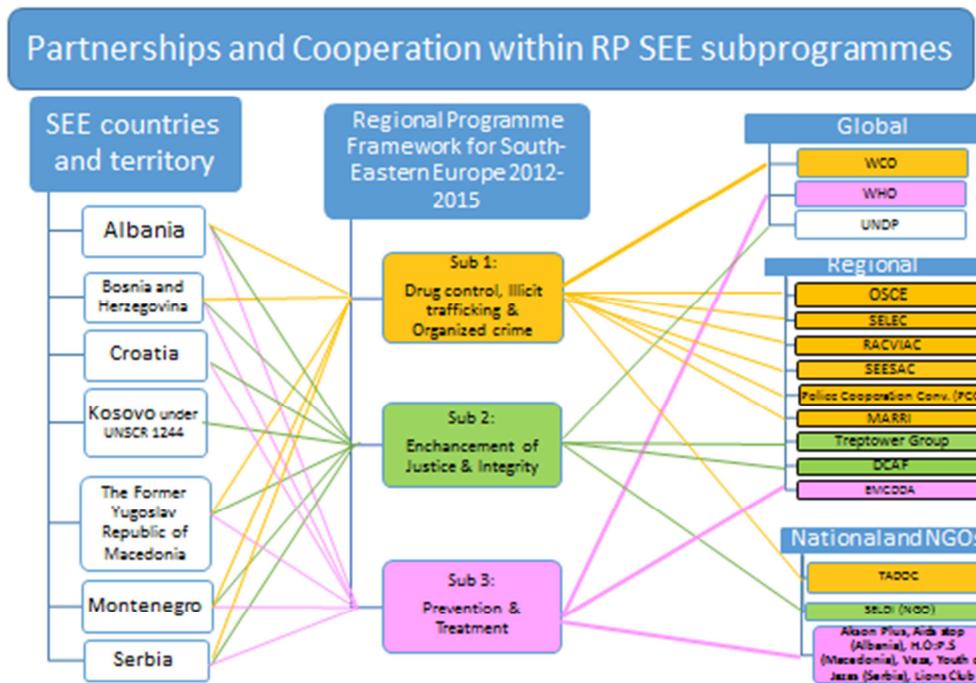


Figure 11. Partnerships and co-operation with the RP subprograms

Some aspects of the RPs partnership and co-operation mechanisms have been discussed above, at both Relevance and Efficiency. Specific among these are aspects of the design process for the RP and the functioning of the PSC. This later is a strong example of an effective partnership mechanism, where communication functions effectively and the RP demonstrates governance by counterparts in collaboration with the RP team. This is a consistent theme in discussions with national counterparts, and with donors. The view is that RP field staff are professional, cooperative, ready to help, and have the skills and knowledge necessary to put counterparts into touch with the relevant activities and initiatives that can assist in delivering effective outcomes.

The RP provides examples of the creation of new and well-functioning partnerships at the local level, especially in the field of border control where police and customs officials are cooperating under the CCP (good practice). Networking with NGOs in the field of social prevention, e.g. healthy life skills programme and anti-corruption work such as in the Republic of Albania has proven to be a success. The RP's involvement with civil society organisations has focused on national counterparts and regional organisations. It is also clear that it is a focus of the programme management team to keep regional organisations informed and involved, to keep all partners involved in work on organised crime and the rule of law, informing them about the work and outcomes of the RP. This partnership focus is defined in the RP's work plan for 2014 and 2015, where key aspects of the RP's partnership strategy are noted and defined. These key aspects include enhancing integration, enhancing inter-regional coordination, greater coherence in UN activities and development of synergies and avoidance of duplication. In the context of integration and earlier comments on coherence within the 'UN family', these points of focus are seen as critical to the effective delivery of RP outcomes.

Survey respondents expressed a high level of satisfaction on the effectiveness of the RP in building new partnerships and in reinforcing existing ones. 75% all respondents considered the RP's work in this respect as either "highly effective or "effective".

Table 2. Building and reinforcing partnerships

Q8. Building and reinforcing partnerships: How effective has the RP been in building new partnerships and in reinforcing existing ones?	Highly effective	Effective	Effective to some extent	Not effective	Don't know	Total	N
All	23 %	52 %	12 %	1 %	11 %	100 %	73
1 UNODC staff	13 %	56 %	19 %		13 %	100 %	16
2Counterparts	32 %	41 %	11 %	2 %	14 %	100 %	44

Source: Survey RP SEE 2012-2015

There is also support, from donors and counterparts, national and regional concerning the RP's collaboration with other groups and initiatives and this collaboration is appreciated, with specific reference made to both newsletters and the PSC as important tools in collaboration and communication. In general, all involved parties consider that the sharing of information has been both successful and adequate. Over 85% of respondents thought that there had been enough information available (Q10a). The shared information was considered to be "adequate" in about 50% of responses, or "highly adequate" in 14% to 28% of responses, depending on the source of information. Information coming from UNODC received the highest rankings (see Q10b).

Table 3. The extent of information and communication between the partners and UNODC

10a. The extent of information and communication between the partners and UNODC. Has there been enough information sharing between UNODC national, regional and international partners?	Not enough	Enough
a) Information and communication from UNODC to the partners	12 %	88 %
b) Information and communication from the partners to UNODC.	14 %	86 %
c) Internal communications and information sharing between national partners and stakeholders (incl. government).	16 %	84 %

Source: Survey RP SEE 2012-2015

Table 4. The quality and adequacy of information and communication

10b. The quality and adequacy of information and communication. Has the shared information been adequate and relevant?	Highly adequate	Adequate	Adequate to some extent	Not adequate	Don't know
a) Information and communication from UNODC to the partners	28 %	45 %	6 %	4 %	18 %
b) Information and communication from the partners to UNODC.	14 %	51 %	7 %	3 %	26 %

c) Internal communications and information sharing between national partners and stakeholders (incl. government).	21 %	41 %	14 %	3 %	22 %
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Source: Survey RP SEE 2012-2015

However, the views of national counterparts on communication, collaboration and partnership expressed during field work are not solely positive. A particularly difficult aspect of the partnership relationship is the expressed disappointment with the imbalance of funding and staffing across the region. For counterparts this is a question of partnership and collaboration. Counterparts are completely consistent in their support for the RP's strategic intent and national and regional relevance to policy, and in the context of EU accession, but there is a clearly stated view that the inconsistency of funding and staffing detracts from their commitment.

While the RP has been successful in networking, there is still work to do in protecting the RP's position in the 'market' within its own mandate and focus areas and a greater emphasis is needed, particularly in regional workshops (both organised by UNODC and by others), on promoting the role and importance of the RP and UNODC.

Effectiveness

Activities have been undertaken on both regional and country levels. Regional activities have been conducted mainly in the areas of enforcement co-operation, intelligence sharing, research, advocacy, as well as in areas that require joint standards and harmonization of practices, such as forensic support, enforcement co-operation and legal/ judicial co-operation. Country-level activities have been conducted mainly in the field of capacity building (both physical infrastructure and human resources). Annex II summarises the activities from a country and territory level perspective within different sub-programs.

A comparison between planned and actually delivered activities confirms that with very few exceptions, all activities have been delivered timely and as planned. The following addresses activities and outcomes in more detail.

Sub-Programme 1: Illicit drug trafficking and organized crime

This sub-programme's objective is to contribute to enhanced technical capacity and co-operation of relevant national entities and authorities to combat organized crime and illicit trafficking within their territory, and to increase regional and international co-operation in those areas. Envisaged activities involve law enforcement training and capacity building support to strengthen border control criminal intelligence, financial investigations and asset recovery, support to information collection, analysis and exchange, improvement of forensic science services, and regional co-operation between enforcement, judiciary and relevant entities.

Outcome 1.1: Border control strengthened with at least six locations with improved border and freight controls and access to reliable data, leading to increased interdiction and arrest reports.

This outcome, and indeed a significant proportion of activities and outcomes in this sub-programme, is focused on the CCP. While the outcome of 'at least six locations' is not yet achieved, the RP is

working in the ports of Durres, Republic of Albania, with the Joint Container Control Unit – JCCU and Bar, Montenegro, and with the relatively newly added land port at Bijaca, in Bosnia and Herzegovina (see figure).

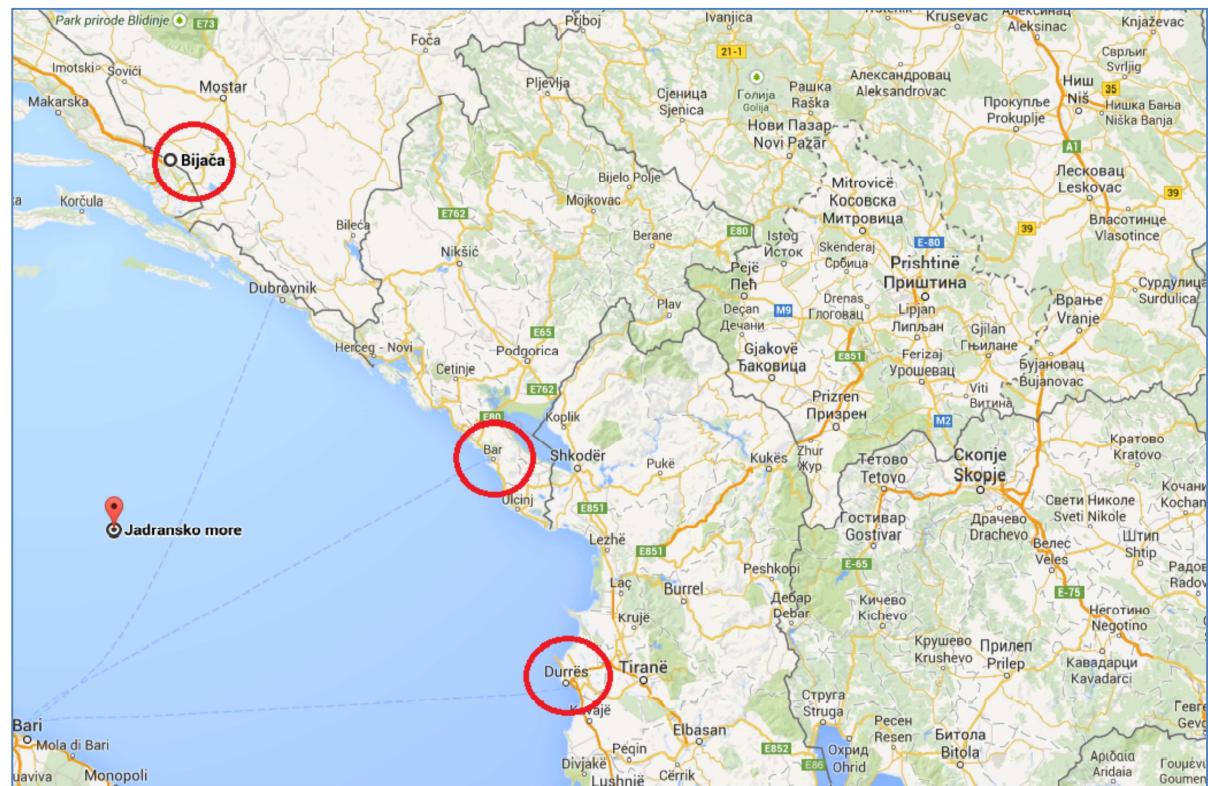


Figure 12. Map of sea and dry-ports participating in the CCP

The focus of activities in this outcome area is capacity building, based around training programmes, study tours and mentorship missions, as well as equipment provided through the RP. In terms of outputs, the RP's 2014 Annual Report states that the 'volume of drugs seized in the Republic of Albania has increased due to the results of work of the Joint Container Control Unit (JCCU), amounting to 332 kg of marijuana in one round of seizure and further 2,365kg of marijuana in the second raid coordinated by the JCCU in the Republic of Albania.' The report also says that in 2014, Montenegro police seized a record 250 kg of cocaine at the port of Bar.

In the questionnaires, respondents were asked to provide their assessment on the question "how effective has the RP been in reaching its objectives in establishing barriers for drug and illegal trafficking, and in providing training for freight and container control (increasing effectiveness of police-work" (Q7). Those who expressed their views regarded the activities either highly effective or effective.

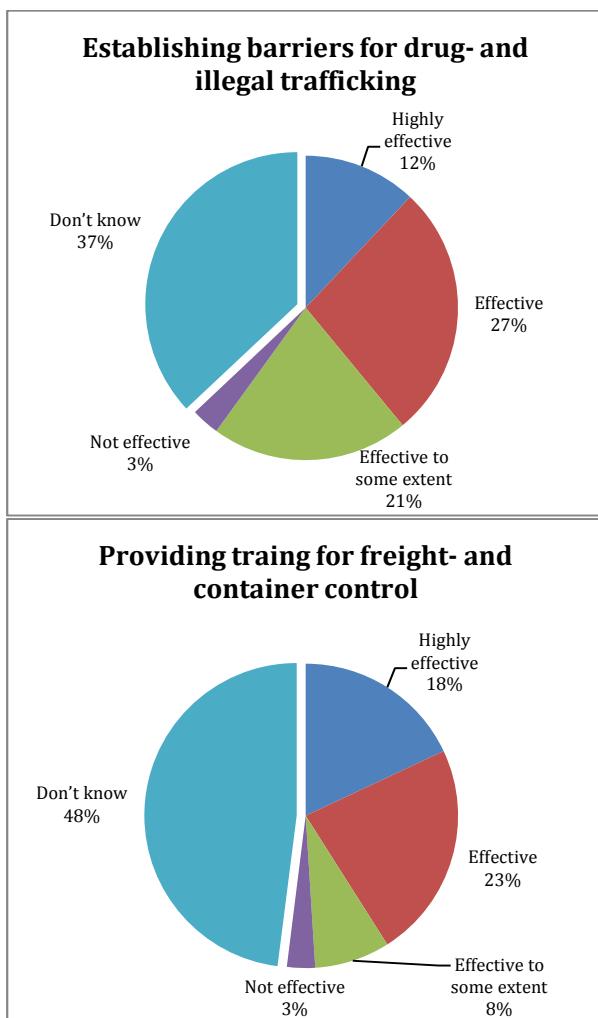


Figure 13. Q7. Effectiveness in reaching programme objectives: How effective has the RP been in reaching its objectives in the following fields? Source: Survey RP SEE 2012-2015

Outcome 1.2: Countries use compatible methods for inter- and intra-regional information/ intelligence exchange and participate in regional co-operation; enhanced forensic services to improve profiling and increase joint operations.

Close collaboration is critical to, and is being demonstrated in this outcome area, with regional and international entities focusing on inter-regional and intra-regional information/ intelligence exchange. RP activities include participation in UNODC's *Inter-Regional Drug Control Approach* and a strong focus on participation in the Paris Pact Initiative, including Paris Pact-specific staff in Belgrade and Skopje. The RP contributes to information exchange through UNODC's *Report on Drug Trafficking through South Eastern Europe*, which provides a solid grounding for law enforcement agencies and policy-makers in the region. The RP has provided support to counterparts in the development of national drug abuse strategies.

Outcome 1.3: Anti-money laundering co-operation in and beyond the region leads to detecting, seizing and confiscating illicit proceeds and related convictions.

While there are no indications that anti-money laundering co-operation is leading to the detection or seizure of illicit proceeds, the RP has provided some support in improving knowledge and in developing the capacity of relevant national authorities through support for the preparation, analysis and publication of relevant studies and through the provision of training. Training programmes also provide useful opportunities for the strengthening of co-operation at the regional level. The *Global Programme against Money Laundering* provides some on-going research on business modelling of the Balkan heroin route to the RP which will allow a focus on vulnerabilities.

In the questionnaires, respondents were asked to provide their assessment on the question “how effective has the RP been in reaching its objectives in increasing effectiveness in police work and in reducing prospects for money-laundering?” (Q7). As it turned out, a majority of the respondents had no opinion on the control of money laundering. Answers given were also fairly sceptical, compared to the answers given to other questions.

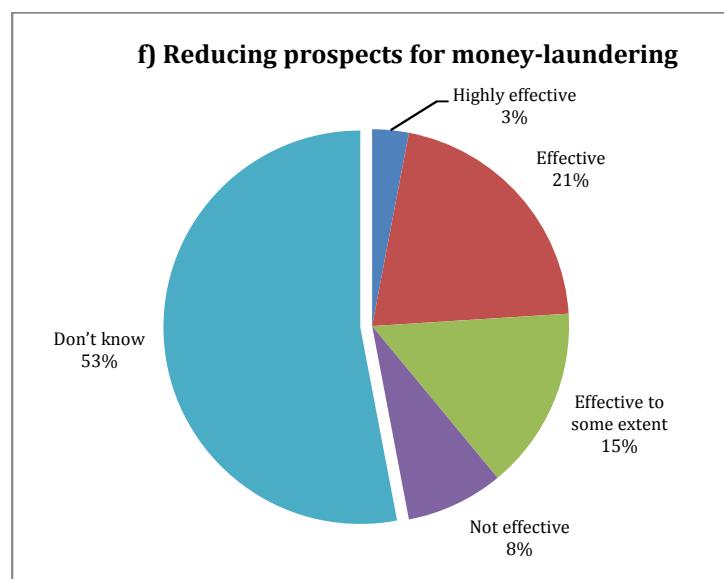
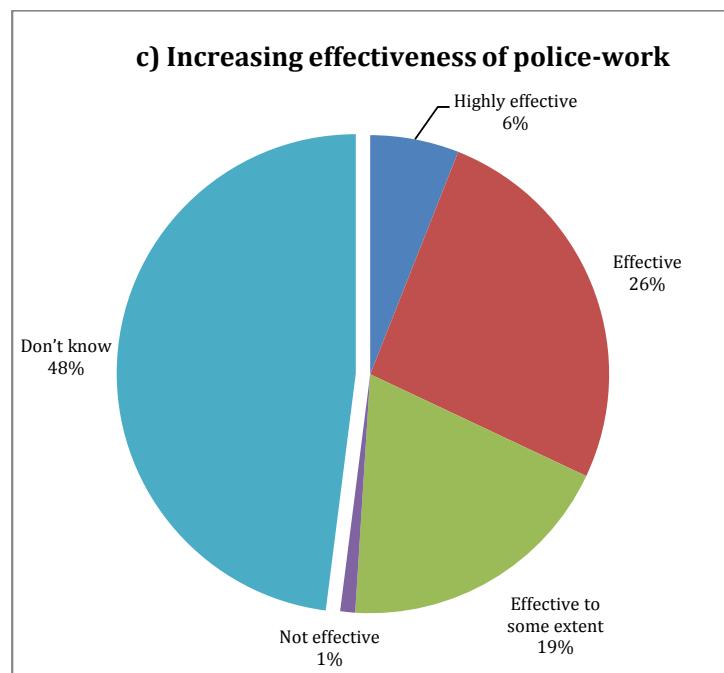


Figure 14. Q7. Effectiveness in reaching programme objectives: How effective has the RP been in reaching its objectives in the following fields? Source: Survey RP SEE 2012-2015

Outcome 1.4: Member States effectively combat trafficking in persons and smuggling of migrants.

A wide range of activities and outcomes are visible in this outcome area, not least the stated priority with relevant national authorities. RP activities include workshops on human trafficking and on criminal justice responses to trafficking, participation in a joint initiative on regional co-operation in human trafficking with OSCE and International Organisation for Migration (IOM), assistance to national authorities in the development of strategies and help lines and specific work on public awareness. These activities and initiatives are contributing to the building of a base for effectively combatting human trafficking in the region, but much work remains to be done before it can be said that an effective legislative, policy, strategy, action plan and implementation framework and approach exists across the region. Further, a new project enhancing national and regional criminal justice response to trafficking in children in the Western Balkans is under development, but has not yet contributed to outcomes.

Further activities in this field include the establishment of the help line for victims of human trafficking in Albania in 2014. During 2014 there were in all 575 calls and 204 were received through this line.

Responses to the question “how effective has the RP been in reaching its objectives in protecting victims of human trafficking” follow the pattern above. Almost half of the respondents had no opinion on the matter, while 40% of all respondents regarded the activities taken as highly effective or effective.

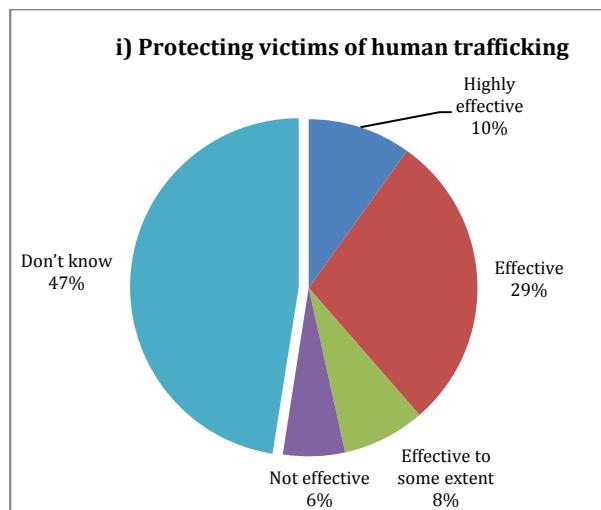


Figure 15. Q7. Effectiveness in reaching programme objectives: How effective has the RP been in reaching its objectives in the following fields? Protecting victims of human trafficking. Source: Survey RP SEE 2012-2015

Sub-Programme 2: Enhancement of integrity and justice.

The objective of this sub-programme is to further integrate national capacities by strengthening the criminal justice system and anti-corruption capacities. The intention is for improved conviction rates and access to justice at country levels, and for effective regional co-operation in this area. Without functioning justice systems, notably prosecutor's offices and judges/ courts, successful enforcement operations will not see adequate conclusions. Corruption problems in law enforcement agencies, prosecutorial offices and the court system may also prevent illicit drug trafficking and other forms of serious organized crime being dealt with by the law.

Outcome 2.1: Member States improve their compliance with UNCAC and strengthen their anti-corruption regimes in the enforcement/ justice sectors.

One focus of the RP is assisting counterparts to align their policies and mechanisms to the UNCAC. This assistance has included support to some counterparts in their UNCAC Review Mechanism and support to some specific anti-corruption initiatives in the region, including the provision of training to individuals and government representatives addressing anti-corruption knowledge and practice. Support was provided to Bosnia and Herzegovina, assisting them in establishing a baseline for understanding and addressing corruption levels. As noted earlier in the report, there are a number of initiatives of UN agencies on corruption in the region. The RP and these initiatives would both benefit from greater co-operation/ coordination with these initiatives, as would the appearance and reality of coherence within the UN in the region.

As regards to the results achieved, the region formally implement and follow the UN conventions and the related standards. But to examine in detail, how well these standards are followed, one would have needed to be engaged in an analyses that goes beyond the scope of this evaluation. Some of these limitations might have been overcome with the help of the available corruption- and good-governance indicators, to the extent their information covers the years under examination.

Questionnaire respondents provided their assessment of the question “how effective has the RP been in reaching providing preconditions for effective work against corruption and in enhancing prosecution and the processing of criminal cases?” (Q7).

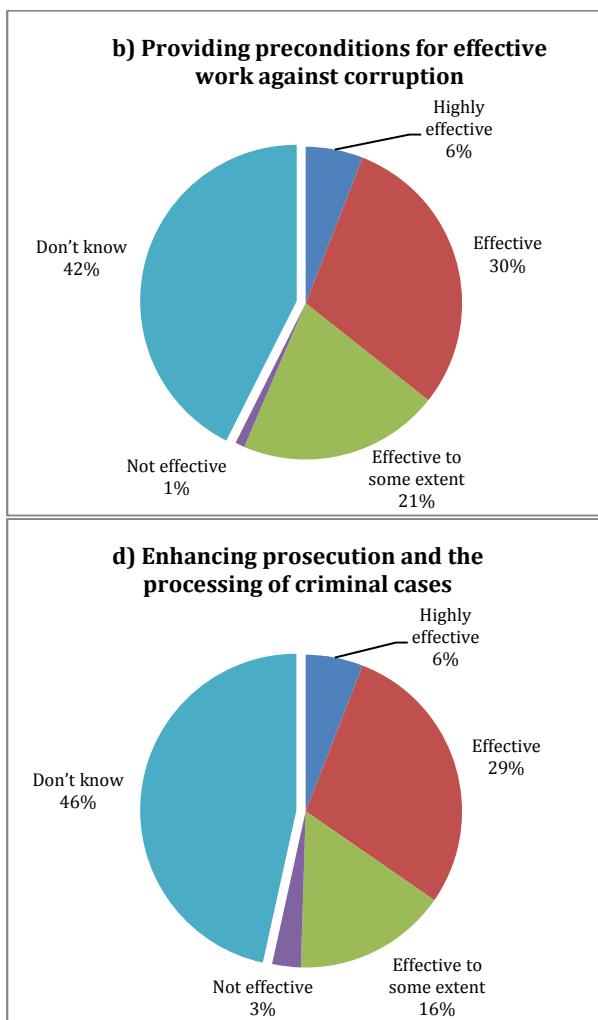


Figure 16. Q7. Effectiveness in reaching programme objectives: How effective has the RP been in reaching its objectives in the following fields? Source: Survey RP SEE 2012-2015

Outcome 2.2: Member States improve implementation of UN Conventions and international standards and norms in criminal justice matters and mutual legal co-operation.

The RP has undertaken an assessment on regime activities in institutions of the execution of criminal sentences in Albania, including consideration of prisoners within a social inclusion framework, represented national priorities of the Albania prison system and reform processes, used Albanian law as well as international standards and norms and focused on the rehabilitation of prisoners and reintegration (see below).

Outcome 2.3: The capacity of selected enforcement and justice institutions is enhanced in the counter-terrorism area.

The range of activities (and outputs/ outcomes) in this outcome area is not significant.

Outcome 2.4: Member States apply standards and norms on crime prevention and criminal justice that support victims, witnesses and marginalized groups.

The RP is contributing to this outcome particularly in the Republic of Albania, where important work is being done with regards prison-based rehabilitation and reintegration into society, including work on building an evidence base and on the building of specific capacities within the prison administration. Detailed planning for prison-based rehabilitation programmes has been done, including training of prison officers. While it cannot be said that counterparts are applying standards and norms on crime prevention and criminal justice as a result of the RP, this work, and other, related activities such as the regional workshop on treatment of women prisoners provide a framework and venue for sharing of normative frameworks that can be of significance to counterparts as they build their legislation, policies and strategies.

Sub-Programme 3: Prevention, treatment and care

The objective of Sub-Programme 3 is to contribute to reducing drug-demand and improved access for drug users, HIV/ AIDS patients and risks groups; to contribute to prevention, treatment and care services, so as to counteract a further expansion of local markets and resulting drug crime problems. Program document defines two outcomes for Sub-Programme 3.

Outcome 3.1: Increased coverage of evidence-based services related to drug use in the community.

The RP has a significant programme in the area of outcome 3.2, together with the UNODC-WHO Programme on Drug Dependence Treatment and Care (GLOK32). The Family Strengthening Programme started in the Republic of Serbia and is now being expanded across the region. It is strongly supported by all counterparts, regardless of participation by the respective country or not. The programme involves students, their families, their schools and teachers, and builds awareness and skills in practical approaches to the prevention of drug dependence. The RP is continuing to extend its network of trained professionals and government counterparts through a targeted training programme, with, for example, the Macedonian Department of Education planning on expanding the Family Strengthening Programme to all regions in the country over the next year, using their own facilitators who were trained through the RP. Beyond the Family Strengthening Programme, the RP provides support to counterparts in organising and facilitating conferences and training programmes on policy, treatment standards, treatment and care and has prepared a manual and guidelines for social workers working with drug users and assisted counterparts in preparation of national strategies on prevention of drug abuse.

The number of children, parents and professionals receiving training through the project totals several hundred people. According to information received during fieldwork, pre- and post-evaluation show statistically significant improvements in the protective factors of children and families. These results have been published in scientific journals.

Outcome 3.2: Relevant authorities act to provide drug dependence treatment in prisons and contain HIV/ TB/Hepatitis C in prison settings.

The actual work of the RP is not focused on or constrained to work in prisons, although there are some activities in this area, especially in the Republic of Albania in the form establishment of Drug Dependence Treatment Centre 2012 and Methadone Maintenance Therapy in prisons in the Republic of Albania, the establishment of toxicology-clinic and rehabilitation program (vocational training) in prisons in the former Yugoslav Republic of Macedonia, and the assessment of drug dependence treatment quality standards in the Republic of Serbia. There is ongoing training and work with problematic drug users around TREATNET programmes provided through UNODC's Prevention, Treatment and Rehabilitation Section in Vienna. Further, a grant programme is supporting NGOs in

Serbia working with drug users and the manual/ guidelines described above contribute to work with drug dependence.

Some 50 facilitators and trainers have been trained who are able to provide further trainings within UNODC courses. While these figures as such are promising, more concrete data would have been needed to measure the effectiveness of the programme. For example, no data has been presented of the “percentage of drug users having access to relevant services” (as requested by the indicators). Also data of the number of inmates attending or provided by substance rehabilitation programme in prisons would be warranted.

Measuring the effectiveness of Sub-Programme 3 has implied difficulties due to the nature of activities and indicators. However, participant feedback from the trainings and programs as reported in separate follow up questionnaires after training sessions and interviews during the evaluation has been quite positive. This was confirmed also in the survey responses (Q7).

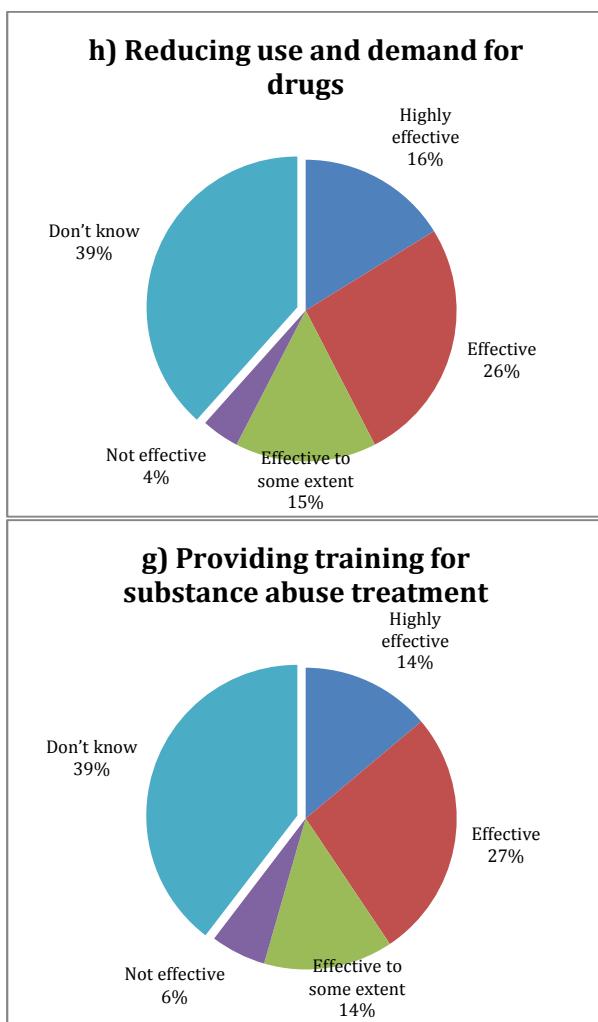


Figure 17. Q7. Effectiveness in reaching programme objectives: How effective has the RP been in reaching its objectives in the following fields? Source: Survey RP SEE 2012-2015

Sustainability

'Ownership', by counterparts is a notable strength of the RP. Some of the key factors of this ownership have been discussed previously in the Relevance section, i.e. such as RP activities in improving national programmes, regional co-operation and the capacity of national counterparts in specific areas, and will not be addressed again here. The following takes up the general issue of sustainability of support and its relation to EU accession process.

The RP is widely supported by the counterparts. This support is based on the fact that the RP is able to contribute to the fulfilment of their national priorities, strategies and action planning and contributes to the ability of counterparts in EU accession preparations. The RP assists counterparts with specific details of their EU accession preparations when particularly relevant to the RP's intended outcomes.

Counterparts are supportive, and have ownership of RP activities, outputs and outcomes because of the synergy that exists with their own activities, outputs and outcomes. Where this synergy can be maintained, and improved, and where there continues to be a strong correlation between RP strategies, outcomes and activities and those of counterparts, on their European path, there remains a very strong likelihood of counterpart support, counterpart participation and counterpart ownership. Further, there remains the likelihood that where UNODC provides continued support to counterparts during accession processes, these same counterparts will follow up with requests for assistance and support from UNODC as they become members of the EU, creating demand for UNODC services in the longer term.

There remains two qualifiers to this support and ownership: (1) the expressed concerns of counterparts with regards the imbalance of funding distribution and staffing within the RP's offices and activities, and (2) the difficult financial situation of the counterparts which brings serious difficulties finding necessary funding from national budgets to enter into and/or maintain RP-type initiatives without donor assistance.

The EU accession focus and priority is, however, a double-edged sword. EU priorities and processes drive counterparts, and each is forthcoming in expressing the importance for them of the effectiveness of their response to EU priorities, programmes and requirements. The EU assists counterparts with funding and technical assistance, as well as in addressing these priorities. But, as a result, the EU has become so important to counterparts that initiatives outside an EU framework do not have a high priority or priority at all. Donor countries are not prioritising counterparts for funding because of the EU presence, and some EU member states see their contributions to the EU, which are in turn spent in accession countries, as fulfilling their responsibilities to those countries. This lessens not just the flow of assistance, but narrows the range of programmes that are supported, e.g., there is much more donor emphasis on supply reduction for illicit drugs, and much less on prevention and treatment for drug users. However, as seen at Q1 above, respondents placed issues related to drug-treatment and demand on the top of the scale.

Survey respondents were asked to give their assessment on the sustainability of some of the core results and achievements under each sub-program (Q14 How sustainable are the results and achievements of the RP?). About half of the respondents chose the option "don't know", except when it comes to the sustainability of "the spirit of regional co-operation", where two out of three gave the rankings highly (25%) or fairly (40%) sustainable. Financial commitment received the lowest rankings (4% highly and 15% fairly). As a group, beliefs in sustainable policy changes remain low compared to training and co-operation.

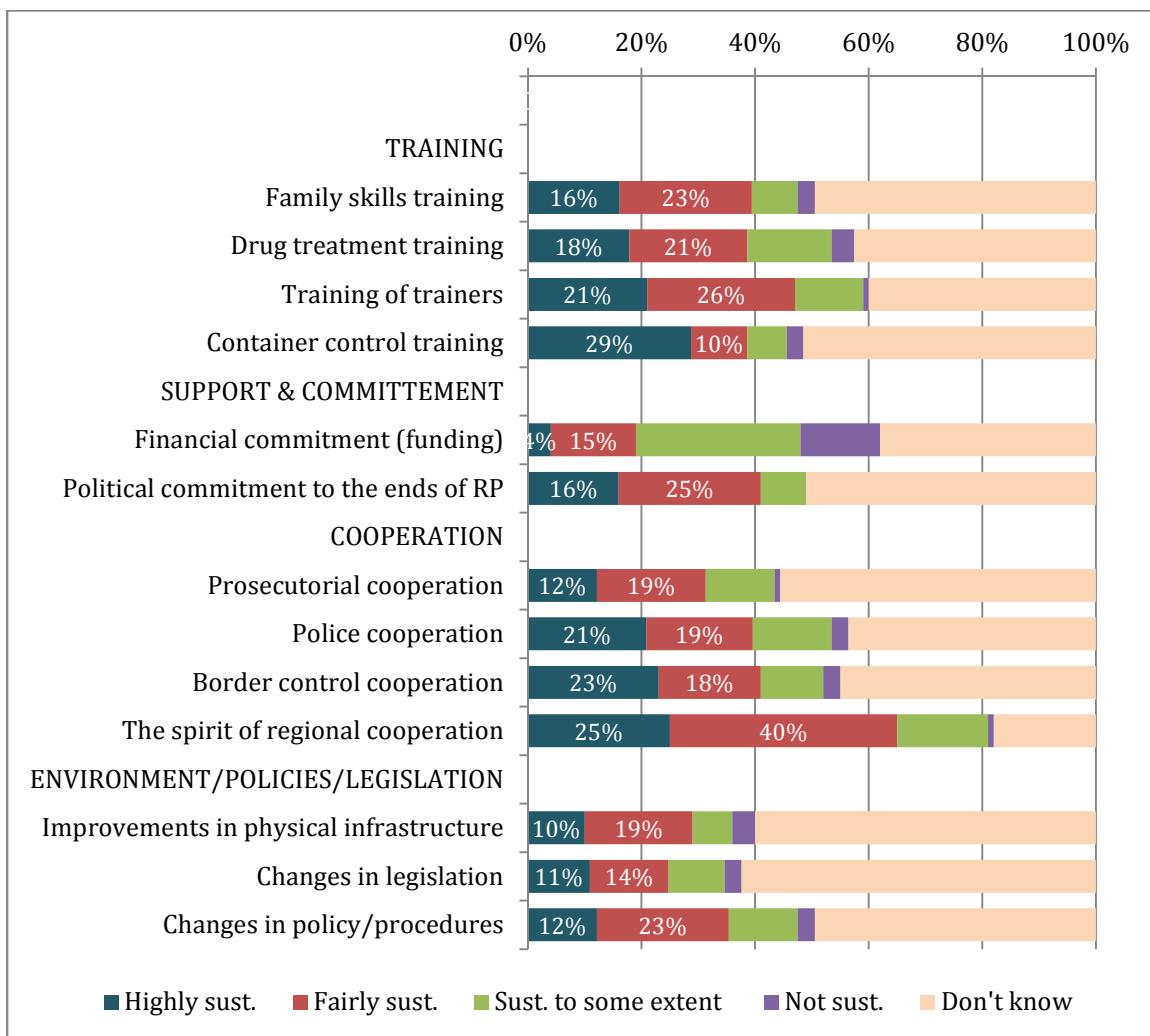


Figure 18. Q14. Sustainability: How sustainable are the results and achievements of the RP?

Source: Survey RP SEE 2012-2015

In practice, sustainability of achievements is in many cases dependent on funding. There are however clear signs of true ownership and serious plans to carry activities further on a national basis. This is particularly visible for example in the Family Skills Training programme in the Former Yugoslav Republic of Macedonia, where the training provided is to be delivered nationally. The TREATNET training package on evidence-based drug dependence treatment has been integrated in ongoing education schemes in Albania and Serbia.

Impact

As is discussed in detail throughout this report, the key aspects of the work of the RP and its actual and potential longer term impact is in relation to the legislative, strategy, policy and action planning frameworks and activities of counterparts, particularly, but not limited to, EU accession. As this is a mid-term evaluation, and the RP will be implemented for a number of additional years, the impact of programme activities will need to be evaluated once again at a later point on time. It is relevant and useful in this context to provide a summary list of some outputs related to national action-plans and strategies in these areas that have been supported by the RP:

-
- (a) Albania - National strategy against human trafficking, assistance in UNCAC review process and assistance in drafting the 1st National Anti-Corruption Strategy of Albania.
 - (b) Bosnia and Herzegovina - Support in the development of new National Strategy on Prevention and Supervision of the Abuse of Narcotic Drugs and the National Plan for the Combating the Narcotic Drugs.
 - (c) The Former Yugoslav Republic of Macedonia – The Government of the Republic of Macedonia adopted the second National Drug Strategy 2015-2020 and Action Plan 2015-2017, prepared by the Sector for Controlled Substances, Ministry of Health and proposed to the MKD Government by Inter Ministerial Commission for fights against Drugs.
 - (d) Montenegro - Assistance in drafting the 2013-2014 action plan for the national Strategy for Prevention and Suppression of Terrorism 2012-2013, assistance in drafting new National Drug Strategy and assistance in UNCAC review process.
 - (e) Serbia - Assistance in UNCAC review process, assistance in development of National Drug Strategy.

Results and impact of the work under the CCP in Sub-Programme 1 represent more concrete and tangible changes in the form of improved infrastructure of border police and customs facilities in the Republic of Albania and staff skills resulting in increased seizures of drug quantities in this port.

Training programmes, workshops, study visits and research have contributed to human capacity building in the form of increased awareness, expertise and professional skills across all sub-programs. Corruption studies have made a substantial contribution in lifting the general level of knowledge and understanding of the extent and nature of this problem among the public and policy makers.

Activities under Sub-Programme 3 have resulted in improved protective skills among parents and children, as well as in the creation of an infrastructure capable of delivering evidence-based family skills training programmes and training further facilitators. Furthermore, activities under subprogramme 3 have contributed to improve the capacity of staff delivering drug dependence treatment and care services, to the development of the first specialized drug treatment service in the public sector in Albania and to expanding treatment services towards recovery support in Serbia . In addition, important policy developments such as the review of the national drug strategy in Albania and the development of an interministerial committee on drugs in Serbia have been supported. The Helpline established in the Republic of Albania has provided concrete help for victims of human trafficking and media campaigns have brought advice for asylum seekers. There are also signs indicating that the RP has been able to promote and increase co-operation between judicial authorities, i.e. police and prosecution, in the region, not only in organized crime but also in other type of cases. Results can be seen in more effective processing of cases, even though it is difficult to provide statistical evidence on changes in this respect.

For some counterparts the RP has contributed to improvements in national programmes and regional co-operation, adding value in both the *design and implementation* of activities. The involvement of counterparts in development of RP frameworks was noted, with specific reference to development of training approaches as opposed to 'just offering training programmes'. The sense is that UNODC developed a framework for the programme and then involved counterparts in refining the framework. As a result, counterparts can see improvements in their ability to fight crime, as well as their capacities in drug intervention, trafficking and work with drug users. They see increased capacity in these areas within national authorities. Further, national authorities have been assisted in developing action plans that specifically contribute to a more effective outcome and better implementation of legislation and strategies.

Survey responses confirm these findings. 90% of respondents feel that RP has been able to enhance professional skills and expertise among actors in the field and 70% see that RP has had influence in the drafting of national strategies and action-plans (QII).

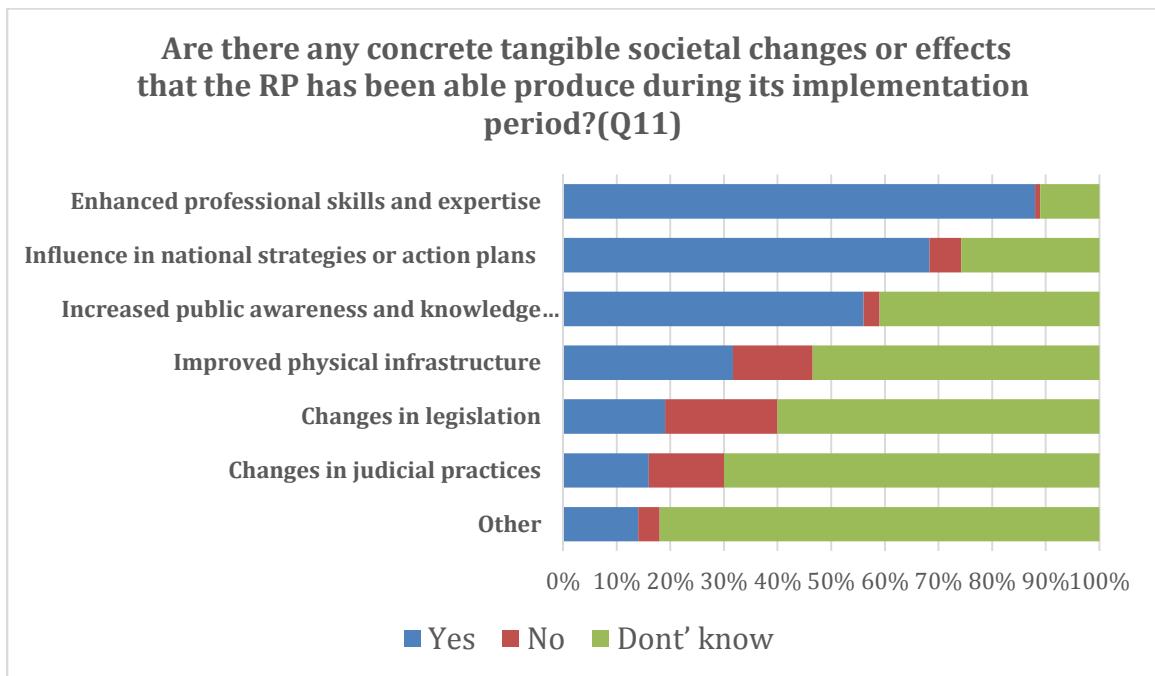


Figure 19. Q11. Impact: Are there any concrete tangible societal changes or effects that the RP has been able to produce during its implementation period? Source: Survey RP SEE 2012-2015

Cross-cutting areas: Gender equality and human rights perspectives.

UNODC policies on the mainstreaming of human rights and gender were issued respectively 2012 and 2013. In 2011, the UN Secretary-General endorsed the 'Human Rights Due Diligence Policy for UN support to Non-UN Security Forces', in 2012 UNODC issued the Position Paper 'UNODC and the Promotion and Protection of Human Rights', while in 2013 the guidance note 'Gender Mainstreaming in the Work of UNODC' was approved. Furthermore, UNODC has developed a Project Document Template which provides guidance on addressing human rights and gender issues in programme /project design and programme/ project activities.

Having said this, neither human rights nor gender were expressly considered, nor mentioned in the RP prior to 2014. There is no reference to either, specifically, in project documentation. Further, gender and human rights were not a focus in the thinking, planning and discussions of the RP team, management and PSC. As issues of importance, and issues to be addressed across all RP thinking, planning and actions, they were not in the 'screen' of the RP. The issue was discussed with RP management, who were open and reflective on the absence of a focus in the RP's earlier days and documentation. Discussions were also held with counterparts, for some of whom the issues are of relative unimportance and for others who see, particularly, a gender-focus in RP initiatives as critical.

Focus has changed in RP thinking and planning in recent periods, addressing stated UNODC priorities to ensure that gender equality and human rights perspectives become more prevalent in the activities under the RP. The RP is responding in its design and activities to these priorities, addressing stated UNODC priorities as well as the expressed emphasis of PSC members. It is also providing leadership in working to ensure a cross-cutting focus in these areas becomes more prevalent in the thinking of partners and counterparts across the region.

As stated in the 2014 Progress Report, “In the reporting period, the RP team advanced the gender mainstreaming through the Programme, by incorporating it in the approach to implementation of activities. The anti-corruption work in the Republic of Albania has a strong gender focus and includes empowerment of women, especially corruption whistle-blowers by bringing together civil society and the government. The RP organised a Regional Workshop on Promoting the International Standards on the Treatment of Women Prisoners in South Eastern Europe in December 2014”.

It is recommended to further expand integration of gender equality and human rights perspectives through continuous mainstreaming these dimensions into all aspects of programme design and implementation. This may be done through organizing training on gender- and human right issues for members of the judiciary, prosecutors and law enforcement agencies and bar associations in the region. Further, to organize trainings for penitentiary institutions on the special needs of women in prison with a view to implementing the UN Rules on the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (the Bangkok Rules).

The Human Rights based approach is integrated in the work in the region, *inter alia*, through the work on prison reform in the Republic of Albania. The rights of prisoners and measures for their reintegration in society are assessed and presented in the respective UNODC report. The RP’s pillar on drug use prevention and treatment echoes the UNODC guidance note on the promotion and protection of Human Rights through the promotion of access to treatment for those in need. The Human Rights sector will further be developed in the RP. (Annual Programme Progress Report 2014).

III. CONCLUSIONS

Design

The first RP began in 2009, but was brought to conclusion earlier than planned, with the consent of the PSC, due to a lack of funding. After continuation in 2012 there were several project revisions. During these revisions, the log frame underwent changes that were not reported in a clear manner. Indicators included in the original log frame were unclear and hard to verify. RP reporting has improved, demonstrating management capacity to revise and improve the RP as required. The log frame may benefit from some further revision to include SMART indicators, thereby facilitating reporting and the measuring of results under the RP versus individual Global Programmes

The RP's design and on-going priorities are clearly defined. The 'higher level' structure of the RP, with three sub-programs supporting each other, and with a clearly defined set of outcomes within each sub-programme, is good. The structure of the programme at this higher level, as presented in the results framework, is clear and coherent, and covers the essential three sets of elements needed in order to promote the rule of law and human security.

The RP's design is within a framework of UNODC mandate with a correlation between the RP and other, existing UNODC programmes, both Global and Regional. The RP is both aligned to the existing UNDAFs in the region and the RP is working strongly with UN Country Offices in the region in development of the new UNDAF with a focus on ensuring the RP priorities fit within each agreed UNDAF.

Relevance

The national and regional relevance and priority of RP outcome areas is readily visible in project documentation, and is acknowledged by both donor and counterparts. The RP contributes to the fulfilment of national priorities, strategies and action planning, and there is a ready acknowledgement of issues related to trafficking in human beings, illicit drugs, i.e. prevention, treatment and care of drug users, corruption and the priorities of the EU in the Balkans, most visible in the current priorities placed on Chapters 23 and 24 of the EU's accession framework. This support and ownership is likely to continue at least as long as RP strategies, outcomes and activities align with priorities set by EU-accession process.

While counterparts are completely consistent in their support for the RP's strategic intent and national and regional relevance to policy and in the context of EU accession, there is a clearly stated view that the inconsistency of funding and staffing detracts from their commitment.

Effectiveness

The 'regional programme' is a framework that gives strategic structure to potential activities in the region, and for the purposes of fund-raising. It is not a coherent and pre-planned programme with

fixed content. The activities of the RP are determined to a large extent by the priorities of donor nations. The advantage of a framework concept is flexibility: the RP has been able to evolve relatively freely in the directions where there is funding available. The framework concept has proved to be flexible, useful in fundraising and responsive to donor priorities with benefits in networking and coordination with existing initiatives in the region under the Global Programmes. The downside, however, is that the framework construct has caused some confusion in reporting, where achievements and inputs under the RP versus individual Global Programmes have not been clearly separated and indicated. In this respect there has been considerable improvement in more recent reporting and a comparison with planned and delivered activities further confirms that with few exceptions all activities have been delivered effectively and in a timely fashion.

Impact

The impact of the RP is visible in a number of EU-accession inspired action-plans, programmes and guidelines in the region; improved infrastructure for border police and customs facilities; improved staff skills resulting in increased seizures of drugs; increased co-operation between judicial authorities; as well as increased awareness, expertise and professional skills in drug-treatment and prevention.

Efficiency

The PSC is efficient, knowledgeable, involved and motivated in its oversight and guiding of the RP. PSC members understand the strategic and practical histories, needs and directions in the region, and communicate these as appropriate. They maintain a country focus, but always within a regional context and commitment. Their detailed knowledge is useful to the thinking and planning for the RP, and they demonstrate a strong commitment to the aims and activities of UNODC.

UNODC has a comparative advantage within its mandate and strategic priorities. UNODC is positioned to facilitate inter-regional drug control co-operation, supporting the countering the new trends of illegal activities. A greater focus however appears to be required on transforming the inherent comparative advantage of UNODC's mandate and strategic priorities by possibly further integrating or relating these to activities of other UN initiatives in the region directly relevant to RP activities.

Positioning of the regional office at the Regional Section for Europe, West and Central Asia at UNODC headquarters in Vienna is efficient and appropriate. The RP is well-managed from there, without specific needs for senior management to be present 'in the region'.

Programme coordination and management from the Vienna office has worked well, and communication from and coordination with the regional office is regular, consistent and efficient. However, the coordination and communication with UN Country Offices appears to be less efficient.

There is a need for the role of the Belgrade office to be clarified with counterparts, ensuring that partners are clear that while it performs a regional administrative function, it has no role as the RP's 'regional office'. There is further room for improvement to clarify the specific role and function of field staff members within the RP, as opposed to their role on a specific project in relation to the RP and counterparts in the region. The current set-up of Terms of Reference for some field staff is further rather unclear, which may not contribute to their understanding of and commitment to their role within the RP, as opposed to their generally clearer understanding of their project roles.

The extent of activities and effectiveness in program delivery is evidently dependent on local staffing and resources. Countries with a designated, appointed RP contact person do more, and better, than those with limited resources or resources focused in other directions.

While the RP has been successful in networking, there is still work to do in protecting the RP's position in the 'market' within its own mandate and focus areas. This is most noticeable in relation to a) the role of other international organisations, such as UNDP and OSCE in core UNODC/RP thematic areas across the region and b) the non-association of specific UNDP activities in these focus areas with the RP.

IV. LESSONS LEARNED

There are a number of lessons in the design and implementation of the RP, in its first form as well as in the current programme. Each is described below.

Programme budgets

The RP demonstrates both the positive and risky aspects of building a programme that is heavily dependent in funding and implementation on the needs and priorities of funding agents/donors. On the positive side, where donor priorities and the UNODC mandate/RP design coincide, there is always scope for access to funding. This correlation is apparent in a number of areas of the RP, including particularly where RP and donor and partner country priorities match with relation to drug trafficking and international crime. Unfortunately, there is not such a strong correlation across the whole of the design framework of the RP, as is witnessed in a) the unevenness of application of activities and b) the lack of initiatives in a number of outcome and activity areas of the RP's design framework. In order to deliver effective outcomes against its whole design the RP needs a balanced approach to staffing and a funding model that supports the whole of RP design priorities. Based on information provided to the evaluation team, the Regional Section is actively working on a new fund-raising approach for the last part of the current as well as the new RP for the period 2016-2019. Still, by the end of 2014 the acquired funding available for the programme covered one third of the total notional budget of the RP.

The evaluation team shares the concerns expressed in the field with regards basing RP activities on too narrow a donor basis. Where donor priorities and the UNODC mandate/RP design coincide, there is scope for access to funding. The current imbalance of funding, effort and activity create a risk of 'losing' partner country commitments due to this unevenness of effort and outcome.

The framework concept

Constructing and implementing the RP within a framework concept has provided UNODC, and specifically the RP team, with flexibility in approach and activity. The framework concept is a useful tool for fund-raising, particularly from the perspective of responsiveness to donor priorities. There are related benefits in terms of networking and/or coordination, as the framework approach allows the RP to respond to existing initiatives that are being delivered by sister organisations or other UNODC programmes and to bring these initiatives into South-Eastern Europe where appropriate. Both the existing programme and the RP can benefit from these linkages, programmatically, as well as in the potential for access to donor funds.

Communication and collaboration

There is a related lesson in the areas of communication and collaboration. Counterparts have strong views on the workings of effective partnership, with an expressed view as to the importance of equality in relation to activities, funding and staffing in the region under the RP, requiring transparent criteria for investments. Currently, counterparts are supportive and understanding, but

at the same time express the view that this approach is not in the best interests of the RP nor the region. Going forward, the imbalance of effort and activity and the risk of 'losing' partner country commitments due to this unevenness of effort and outcome will need to be addressed if counterpart support and involvement is to be ensured, and is to grow.

The region

This region is in many ways unique. While a geographic entity, the 'Balkans' is also a historical/political reality formed over centuries but more recently in the consciousness of Europe as a result of war. As divided as the region is, so is it united, a view which is very apparent in the comments of stakeholders across the region. And, while the historical/ political reality is most present in most minds, the geographical reality, i.e. the 'bridge' between 'East' and 'West' is, in the context of drugs, human and other trafficking and organised crime, a strong influence on both the political and administrative structures of all countries in the region. The lesson here is that the key to regional programming is in recognising its uniqueness, a uniqueness which incorporates *both* division and unity as underlying realities. The second related lesson is the concept of the 'bridge', between East and West, and conceiving interventions in the context of this bridge.

Turkey

Separate, but closely related, to the concept of the bridge is the importance and role of Turkey. Turkey is not just a stakeholder with growing importance in Euro-Asian relations. Turkey is an actor with a very strong historical role, potential for influence in political/ religious discussions and, a key actor in addressing issues related to drug trafficking and organised crime on the 'Balkan route', because of its historical and geographical position. Working with Turkey in future initiatives will be of particular significance to the RP, and to the region more generally.

Alignment with EU accession priorities

As with many aspects of the design and implementation of the RP, alignment with EU accession priorities is a double-edged sword. The policy and developmental agendas of all counterparts to the RP are strongly aligned to the requirements they face for EU accession. And, for each counterpart, EU accession is the key priority. As is discussed throughout this report, where this priority aligns with RP focus areas and intended outcomes, the correlation provides impetus to counterpart engagement in the RP. This alignment is extensive, and significant. However, the focus given to EU accession also draws focus away from RP initiatives in the sense that even where there is close alignment, EU-funded and delivered initiatives have priority in counterpart thinking and action. Further, the presence of the EU, with its large staffing and budget detracts from the RP's ability to attract donor funding.

V. BEST PRACTICE

The evaluation has highlighted five areas in which the RP is demonstrating good and best practice. Each is discussed below.

Collaboration between the RP and Global Programmes

A particular strength of the RP, and a place where it models best practice, is in the quality of collaboration between and co-operation with Global Programmes. The effects and impact of this collaboration is described throughout this report, and to a certain extent defines the RP. A number of areas of collaboration/coordination are notable. The successful implementation and adaption of the Family Strengthening Programme (GLOK01), particularly its impact on school-based prevention programmes is a particular success of the RP. Indeed, each and every counterpart is either delighted to be participating in the programme or wants to be included, and there are clear indications of sustainable uptake and expansion of the programmes. Secondly, the focus of Global Programmes on evidence-based and quality in implementation in health initiatives is impacting strongly within relevant counterpart initiatives and ministries, e.g. the UNODC-WHO Programme on Drug Dependence Treatment and Care (GLOK32). Finally, specific mention is made of the CCP, and particularly of the strength of regional co-operation and communication among police and customs officials. The CCP itself (GLOG80), together with this collaborative aspect, are strong examples of best practice in border control.

Organisation and work of the Programme Steering Committee

The PSC maintains a sophisticated knowledge of the RP's design and activities, and in particular, the RP's design is well understood by PSC members, who use the results framework in their explanations of RP relevance to national and regional priorities and in discussing RP effectiveness (programme/initiative delivery). The PSC is knowledgeable, involved and motivated in its oversight and guiding of the RP. While PSC members maintain a country focus, they understand the strategic and practical histories, needs and directions in the region, and communicate these as appropriate. Their detailed knowledge is useful to the thinking and planning for the RP, and they demonstrate a strong commitment to the aims and activities of UNODC.

The work of RP management with the PSC contributes to the effectiveness of the approach and work of the PSC itself. There are three factors that distinguish this work. One: RP management is highly proactive in developing their relationship with the PSC, and in modelling their relationship with the PSC as one of collegiality and respect. Two: RP management places a particular focus on the quality and regularity of communication with the PSC. Three: counterparts (PSC members) have a real sense that their role in the RP is substantive.

Networking and information exchange

A wide range of networking and exchange good practice is being demonstrated within the RP. Of particular note is the establishment of personal/professional connections and encouragement for the development of synergies within these connections.

Global Programmes provide the best examples of this practice – both educators and border police/customs officials comment extensively on the importance to them of these relationships. For educators, the established professional relationships contribute to more effective and wider implementation of the Family Strengthening Programme, and its impact in schools. Teachers and administrators share programme, technical and administrative ideas and approaches that improve design, participation, delivery and impact. While border officials also benefit through the sharing of approaches and methodologies, they also benefit more directly in their work when specific and detailed information is shared with or by their colleagues that facilitates arrests, or interdiction of illicit goods. All these groups express an appreciation of the sense of a team that is developed across borders through these theoretical and practical exchanges.

Within the RP itself, the publication of the Newsletter in the UNODC website further provides a good example of effective information dissemination.

Research input

The work of the RP has been backed-up and supported by research work in co-operation with the UNODC research team. In the course of this work, national and statistical mechanisms have been brought closer to international and EU standards. There have been extensive measurements of the level of experienced corruption and bribery in the Western Balkans, among the population, as well within the business sector. Subsequently, research activities expanded to drug routes, illicit trafficking of children and money laundering. This research input has been crucial for the mapping of crime problems and targets for crime-prevention action in the region. It has proven to be powerful in increasing general awareness of the importance and extent of the corruption problem among the public and policy makers. It has also given important support for counterparts in the development of their national strategic documents and related action plans.

Ownership

'Ownership', by counterparts of RP directions, RP priorities and the specifics of the PSC and its influence on direction is a notable strength of the RP. Counterparts express their support of the RP, and its outcomes and activities, not because the RP makes sense to them in isolation, but because the RP is able to contribute to the fulfilment of their national priorities, strategies and action planning; it contributes to the ability of counterparts in their EU accession preparations, and particularly the required focus on Chapters 23 and 24; it assists them with specific details of their EU accession preparations where those preparations are particularly relevant to the RP's intended outcomes. In other words, counterparts are supportive, and have ownership of RP activities, outputs and outcomes because of the synergy that exists with their own activities, outputs and outcomes. Encouragement of national counterpart participation in aspects of RP and project design has contributed to the sense and benefits of counterpart ownership of the RP.

RP activities improve national programmes, whether the RP responds to national initiatives or counterparts participate in regional projects. The involvement of the RP in national activities, particularly where this also involves neighbouring counterpart agencies, adds value to the design and delivery of national programmes. Through these processes: the specific RP activities, the synergy

across the region, the relationship within regional and EU priorities and the development of specific collaborative approaches – improve the capacity of national counterparts in specific areas.

VII. RECOMMENDATIONS

Global Programme collaboration

The RP is collaborating successfully with UNODC Global Programmes existing in the region, triggering a demand for further UNODC activities throughout the region. Successful examples include establishing new border control units under the Container Control Programme; implementing the Family Strengthening Programme in schools for targeted children, teachers and parents; drug treatment and prison-based rehabilitation under the UNODC-WHO Programme on Drug Dependence Treatment and Care; and enhanced co-operation in the field of drug trafficking along the Balkan route under the Paris Pact Initiative. It is recommended to build on the success by the RP by further increasing activities to enhance knowledge, co-operation and coordination throughout the region under the Global Programmes reporting to the RP, namely the Family Strengthening Programme; the UNODC-WHO Programme on Drug Dependence Treatment and Care; the Container Control Programme; and the Paris Pact Initiative. (UNODC/RSEWCA)

The RP's strategic design framework

The framework concept has proved to be flexible, useful in fundraising and responsive to donor priorities with benefits in networking and coordination with existing initiatives in the region under the Global Programmes. The downside, however, is that the framework construct has caused some confusion in reporting, where achievements under the RP versus individual Global Programmes have not been clearly separated and indicated. In this respect there has been considerable improvement in more recent reporting. It is recommended to further strengthen the relationship between planned results and actual activities by revising the log frame to include SMART indicators, thereby facilitating i.a. reporting and the measuring of results under the RP versus individual Global Programmes. (UNODC/RSEWCA)

Integration of UN initiatives

There are some UN initiatives in the region directly related to the mandated and thematic areas of UNODC and the RP that are not yet fully considered under the RP. It is recommended to convert the comparative advantage of UNODC by possibly further integrating or relating it to activities of other UN initiatives in the region directly relevant to RP priorities (a 'One UN'). (UNODC/RSEWCA)

As UNODC is a relatively small player in the international community and development arena, impact could be brought through meaningful and sustainable partnerships with other UN agencies that may have more resources and capacities. As is discussed in the report (effectiveness section on strengthening anti-corruption regimes) a key example of integration is a range of UNDP anti-corruption initiatives in the Former Yugoslav Republic of Macedonia, where UNDP has a programme with the State Anti-corruption Commission, and Bosnia and Herzegovina where UNDP assisted the EU working group in the development of the Bosnian Anti-Corruption Strategy.

Secure and sustainable funding

The first RP demonstrated the risks of building a programme on too narrow a donor base with only part of the initially foreseen funding raised, being brought to conclusion earlier than planned. It is recommended to secure sustainable and broad enough funding basis for the future RP through the development of a strong fundraising strategy, containing a communication plan with Member States. (UNODC/RSEWCA)

The evaluation team has been informed that the Regional Section is already actively working on a new fund-raising approach for the last part of the current, as well as the new RP for the period 2016-2019.

Ownership by counterparts

Ownership by counterparts of RP directions and RP priorities is a notable strength of the RP. Counterparts express their support of the RP because the RP contributes to the fulfilment of their national priorities and national programmes and further assists them with the EU-accession preparations. It is recommended to continue aligning RP outcomes and activities with national priorities, strategies and action planning of the counterparts throughout the region in line with the EU-accession processes. (UNODC/RSEWCA)

Human trafficking

Migrants coming from Africa, the Middle-East and the Far-East through Greece, Romania and Bulgaria into the Balkans as a bridge to Western Europe, easily fall into the hands of well-established criminal networks involved in human trafficking. It is recommended to enhance the valuable work in the area of human trafficking through support to initiatives that assist governments with legislative, policy and procedural responses, as well as legal services to victims of human trafficking at national and regional levels. (UNODC/RSEWCA)

Drug trafficking

Drug markets and drug traffickers in South-Eastern Europe are globally connected to heroin producers in Afghanistan. Co-operation under the RP to respond to these threats is established with some of the regional organizations, e.g. the Southeast European Law Enforcement Centre (SELEC). It is recommended to further strengthen co-operation in the field of drug trafficking to cover the entire length of the Balkan route, in line with the UNODC Paris Pact Initiative which advocates shared responsibility on the part of all countries affected by Afghan opiates, by possibly engaging with additional relevant regional organizations to establish new partnerships in and outside the region for more impact, such as the Central Asian Regional Information and Coordination Centre (CARICC) and the Gulf Criminal Intelligence Centre (GCIC). (UNODC/RSEWCA)

Research and statistics

Research conducted in the region in some of the thematic areas of the RP, e.g. corruption and drug routes, has proven to be valuable for the mapping of crime problems and targets for crime-prevention action. It is recommended to increase research and the development of statistics and monitoring systems to provide new and updated information in all the mandated and thematic areas of the RP throughout the region, e.g. drug routes, trafficking in human beings (especially children), organized crime, money-laundering, corruption and drug-treatment. (UNODC/RSEWCA together with UNODC/Statistics and Surveys Section and national statistical offices)

Structure of the RP and the role of RP field staff

While the positioning of the regional office in the Regional Section for Europe, West and Central Asia in Vienna is effective and appropriate, there is some room for improvement to clarify the structure of the RP and the specific role and function of field staff, with one field staff member in Macedonia funded from the Paris Pact Initiative; one field staff member in Bosnia and Herzegovina funded from the CCP; one field staff member in Albania funded from various projects and programmes; and no staffing in Montenegro.

It is recommended to provide a more balanced approach in the region of the expenditure of funds, project activities, the placement of field staff, the specific project focus of designated staff, as well as clarity of the roles of field staff in relation to the RP and counterparts in the region. (UNODC/RSEWCA)

Visibility and protection of the RP's market

While the RP has been successful in networking, there is still work to do in protecting the RP's position in the 'market' within its own mandate and focus areas. It is recommended to enhance visibility of the RP and its activities in all related events by promoting and strengthening the role and position of the mandated and thematic areas of the RP through high-level advocacy work and co-operation with relevant agencies operating across the region, including awareness-raising of the role of UNODC and its acknowledged strength in providing for a global perspective, knowledge and expertise in the field of crime, drugs and justice issues. (UNODC/RSEWCA)

Gender equality and human rights perspectives

Focus has changed in RP thinking and planning in recent periods, where the RP team is working to ensure that gender quality and human rights perspectives become more prevalent in the activities under the RP. Examples include anti-corruption work in the Republic of Albania, as well as a Regional Workshop on Promoting the International Standards on the Treatment of Women Prisoners. It is recommended to further expand integration of gender equality and human rights perspectives through continuous mainstreaming of these dimensions into all aspects of programme design and implementation. (UNODC/RSEWCA)

Co-operation with Turkey

Turkey is a stakeholder with growing importance in Euro-Asian relations and a key actor in addressing issues related to drug trafficking and organised crime on the 'Balkan route' because of its geographical position. It is recommended to expand co-operation with Turkey by developing future strategies and priorities within the framework of the RP's design together with the counterparts under the RP and correlate these with Turkey. (UNODC/RSEWCA)

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

Project number:	XCEU60
Project title:	UNODC Regional Programme for South Eastern Europe
Duration:	23 May 2012 – 31 December 2015 (duration of the current Regional Programme)
Location:	South Eastern Europe (Albania, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Montenegro, Serbia, Kosovo under the UNSCR 1244 (1999), as well as Croatia as partner country)
Linkages to Country Programme:	n/a
Linkages to Regional Programme:	Regional Programme for South Eastern Europe Regional Programme for Afghanistan and neighbouring countries
Linkages to Thematic Programme:	Co-operation and cross-contributing with thematic programmes in the areas of countering illicit trafficking and organized crime, anti-corruption, justice and health areas
Executing Agency:	UNODC
Partner Organizations:	European Union (EU), United Nations Development Programme (UNDP), Organization for Security and Co-operation in Europe (OSCE), Southeast European Law Enforcement Centre (SELEC), Centre for Security Co-

	operation in South Eastern Europe (RACVIAC), Secretariat of the Police Co-operation Convention for South Eastern Europe (PCC SEE), the Geneva Centre for the Democratic Control of Armed Forces (DCAF)
Total Approved Budget:	USD 4,942 million
Donors:	Belgium, France, Germany, Italy, Romania, Russian Federation, Slovak Republic, Switzerland, Turkey, EU, One UN – Albania
Project Manager/Coordinator:	Ekaterina Kolykhalova, Programme Officer, RSEWCA/DO
Type of evaluation (mid-term or final):	Mid-term In-depth Evaluation
Time period covered by the evaluation:	2012 – until the end of field mission in January 2015.
Geographical coverage of the evaluation:	South Eastern Europe (Albania, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Montenegro, Serbia, Kosovo under the UNSCR 1244 (1999), as well as Croatia as partner country)
Core Learning Partners ¹⁵ (entities):	<ul style="list-style-type: none"> • Governments of the region (represented first and foremost by the Steering Committee Members and the Permanent Missions in Vienna); • Governments of the donor countries (represented by the Permanent Missions in Vienna); • relevant international and regional organizations (including the EU, OSCE, SELEC, RACVIAC, PCC SEE and DCAF); • UNDP; • Non-governmental organizations working with UNODC in Albania (“Aksion Plus”), Bosnia and Herzegovina (“Viktorija”), Montenegro (“Crnogorska Asocijacija za Borbu Protiv Side – CAZAS”), the former Yugoslav Republic of Macedonia (“Healthy Options Project Skopje”) and Serbia (“CRLE”, “Dobri ljudi” and “Prijatelji dece”); • UNODC management and staff.

¹⁵ The Core Learning Partnership (CLP) are the key stakeholders of the subject evaluated (project, programme, policy etc.) who have an interest in the evaluation. The CLP works closely with the Evaluation Manager to guide the evaluation process.

Project overview and historical context in which the project is implemented

The Regional Programme for South Eastern Europe for the period of 2012-2015 (RP) focuses on the so-called "Balkan Route" region, the major route for the illicit trafficking of heroin from West Asia into Europe. The RP was endorsed by the participating countries and launched on 23 May 2012 by the UNODC Executive Director Mr. Yury Fedotov.

The RP has three sub-programmes. Its Sub-Programme 1 foresees comprehensive interventions in law enforcement and drug trafficking areas, which focus on countering the Afghan heroin route going through the Balkans, based on the UNODC expertise in this area. RP's Sub-Programme 2 is aimed at improving justice and integrity in the region, while Sub-Programme 3 is aimed at health consequences of drug abuse.

The Programme is a key document and the overall umbrella for the UNODC work in the region of South Eastern Europe. The identification of working priorities as well as the day-to-day work of the RP is coordinated with its governing body – the Programme Steering Committee (PSC). The Committee meets twice a year and is involved in and informed of the work under the RP on a regular basis.

The current Programme was preceded by the previous UNODC Regional Programme with the same geographic coverage for the period 2009-2012. Under that Programme, UNODC has managed to raise only part of the initially foreseen funding and had to be brought to a completion earlier than planned with the consent of the PSC. The PSC decided that a Regional Programme from UNODC would be useful for the region and advised on the improvements that might have been expedient at that time. The new RP – for the period 2012-2015 – has taken these recommendations into account and the overall satisfaction with the new RP is much higher than with the previous one.

The coordination of the current RP has been moved to the UNODC regional desk in Vienna HQ for the sake of ensuring better coordination than was the case in the previous RP, as well as to optimize human and financial resources. This approach proved to be effective and innovative. In the region, UNODC has offices in Albania, Bosnia and Herzegovina, the Former Yugoslav Republic of Macedonia and Serbia which all support the implementation of the RP.

The RP is a unique UNODC tool that operates in a truly integrated manner and is a corporate tool.

Logical Framework of the RP

<i>Sub-Programme 1: Illicit Drug Trafficking and Organized Crime</i>		
<i>Outcomes</i>	<i>Indicators</i>	<i>Means of Verification</i>
<i>Outcome 1.1: Border control strengthened with at least six locations with improved border and freight controls and access to reliable data, leading to increased interdiction and arrest reports</i>	(i) Volume of drugs seized (ii) Number of cases brought to prosecution (iii) Number of joint operations	<ul style="list-style-type: none"> • UNODC ARQ • National statistics presented in periodic reports of Member States to UNODC • PSC Reports and Paris Pact Data

<i>Outcome 1.2:</i> Countries use compatible methods for inter- and intra-regional information/intelligence exchange and participate in regional co-operation; enhanced forensic services to improve profiling and increase joint operations	(i) Unified intelligence methods applied in the region (ii) Number of joint operations (iii) Number of institutions in receipt of UNODC assistance reporting use of enhanced scientific and forensic capacity in the legal system	<ul style="list-style-type: none"> • Annual and Semi-Annual Reports of sub-programmes and projects • PSC Reports • UNODC biennial questionnaire on forensics
<i>Outcome 1.3:</i> Anti-money laundering co-operation in and beyond the region leads to detecting, seizing and confiscating illicit proceeds and related convictions	(i) Number of operations and adjudications increased (ii) Number of cases of detecting, seizing and confiscating illicit proceeds	<ul style="list-style-type: none"> • Annual and Semi-Annual Reports of sub-programmes and projects • PSC Reports • Member States reports to UNODC and FATF
<i>Outcome 1.4:</i> Member States effectively combat trafficking in persons and smuggling of migrants	(i) Reduced percentage of human trafficking victims in Europe that stem from the region (ii) Number of joint operations	<ul style="list-style-type: none"> • National data contained in periodic reports of member states to UNODC • Europol statistics • Annual and Semi-Annual reports of sub-programmes and projects
<i>Sub-Programme 2: Enhancement of integrity and Justice</i>		
<i>Outcome 2.1:</i> Member States improve their compliance with UNCAC and strengthen their anti-corruption regimes in the enforcement/justice sectors	(i) Number of assisted countries revising domestic legislation to incorporate UNCAC provisions (ii) National legislation implemented in line with UNCAC	<ul style="list-style-type: none"> • Member States reporting to UNODC on UNCAC – Peer Review Reports • Annual and Semi-Annual Reports of sub-programmes and projects
<i>Outcome 2.2:</i> Member States improve implementation of UN Conventions and international standards and norms in criminal justice matters and mutual legal cooperation	(i) Number of Member States actively implementing the UN Conventions and international standards/norms in criminal justice matters (ii) Increased use of MLA instruments	<ul style="list-style-type: none"> • National statistics obtained through periodic reporting obligations • Annual and Semi-Annual Reports of sub-programmes and projects • PSC Reports
<i>Outcome 2.3:</i> The capacity of selected enforcement and justice institutions is enhanced in the counter-terrorism area	(i) Ratification of relevant international agreements (ii) Number of officials trained on the universal instruments	<ul style="list-style-type: none"> • National statistics obtained through periodic reporting obligations • Annual and Semi-Annual

	and on international co-operation in counter-terrorism and related matters	<ul style="list-style-type: none"> Reports of sub-programmes and projects • PSC Reports
<i>Outcome 2.4:</i> Member States apply standards and norms on crime prevention and criminal justice that support victims, witnesses and marginalized groups	(i) National crime prevention plans enhanced or adopted (ii) Number of new technical assistance initiatives in the areas of criminal justice reform related to juvenile justice, victim and witness protection and prison management	<ul style="list-style-type: none"> • National statistics obtained through periodic reporting obligations • Annual and Semi-Annual Reports of sub-programmes and projects • PSC Reports
<i>Sub-Programme 3: Prevention, Treatment and Care</i>		
<i>Outcome 3.1: Increased coverage of evidence-based services related to drug use in the community</i>	(i) Increased number of family skills training and of services for the treatment and care of drug dependence (ii) Percentage of drug users having access to relevant services	<ul style="list-style-type: none"> • Statistics of treatment and training institutions • PSC reports and reports to donors • UNODC global reports
<i>Outcome 3.2: Relevant authorities act to provide drug dependence treatment in prisons and contain HIV/ TB/Hepatitis C in prison settings</i>	(i) Policy guidance and tools addressing the needs and vulnerability of populations living in prisons and other closed settings have been adapted and implemented (ii) Evidence informs public health approaches to HIV/TB/Hepatitis C prevention, treatment and care services, including drug dependence treatment for people living in prisons and other closed settings	<ul style="list-style-type: none"> • Statistics of treatment and training institutions • PSC reports and reports to donors • UNODC global reports

Justification of the project and main experiences / challenges during implementation

The RP has been requested by the countries of the region and supported by them. Also annual plans of work are endorsed by the PSC and so far great level of satisfaction has been in place with regard to their delivery.

The RP team makes every effort that the Programme is complementing the efforts of the region in areas of importance for them, especially in the context of the EU accession. The

representatives from the region and from the EU have confirmed on multiple occasions that the RP is useful in this sense and complementary to other work done.

The RP also supports the implementation of the UN conventions in the countries of the region and the fulfilment of the respective obligations.

Generally, in the implementation of the RP, UNODC experiences excellent co-operation from the countries of the region, the UN family and external regional and international counterparts.

It is noted that, with the national authorities, it is of utmost importance to keep them informed of the planned, ongoing and accomplished actions in their countries, consult with them and make sure that they are in agreement with what is foreseen. With good communication and proper visibility, all other matters can be resolved should they appear.

UNODC is actively working with the UN family, especially in the course of 2014 (and 2015) in the context of the development of UNDAFs in the region. Good co-operation with the local UN Country Teams and Resident Coordinators supports the representation of UNODC on the ground, especially given that the presence is rather limited.

The added value of UNODC in the region is further strengthened through the application of the UNODC Inter-Regional Drug Control Approach (IRDC).

Co-operation with the regional organization proves to be somewhat complicated due to their multitude, yet UNODC has managed to identify a few with whom a constructive dialogue is in place.

The lack of substantial financial resources which would allow an expansion of the RP in line with the various calls received from the Member States of the region is a challenge. This led to UNODC devising the RP to be impact oriented in the strategic niche of opportunities.

Other challenges (limited RP countries' support and responsiveness; limited coordination among partners; shifting drug and crime control priorities; political changes in RP region; security issues) are monitored in accordance with the respective chapter of the RP.

Project documents and revisions of the original project document

The RP document was approved on 23 May 2012 and has been amended once in 2012 to streamline the reporting chapter.

The core project for the RP is XCEU60. It has seen three revisions from May 2013 to date (10 July 2012, 11 December 2012 and 3 July 2014):

Project revision of 10/07/2012

Reason: On 23 May 2012, UNODC launched a new Regional Programme for South Eastern Europe (2012-2015). The project revision reflected the vision of the new Regional Programme, in particular the **sharp focus on countering illicit drug trafficking along the southern corridor of Afghan drugs**. With this in mind, the project revision aims at **broadening activities under the Sub-Programme 1 “Illicit Drug Trafficking and Organized Crime”** and building inter- and intra-regional partnerships, including with actors in West and Central Asia. It **also foresees building up synergies with the Regional Programme for Afghanistan and Neighbouring Countries**, as well as with the Paris Pact, as well as operationalization of the preparatory work in

the area of border and container control. Furthermore, the project revision was **building upon the results of previous UNODC work in the region, in particular in the drug demand reduction area**. It also covers the resource and management structure of the UNODC operations in the region which now reflects the provisions as per the new Regional Programme. The project revision also incorporated new funding received.

Summary of achievements: UNODC has operated the Integrated Regional Programme for South Eastern Europe 2009 -2011. Endorsed during a high level meeting in Belgrade in March 2009, and operational since the second half of the same year, this Regional Programme covered the region as indicated on the cover page. As of the end of 2011, the Programme has delivered a set of inter-related global, regional and country level activities in the areas of criminal justice development, human trafficking, anti-corruption, and drug abuse HIV/AIDS prevention, treatment and care in a total volume of about USD 8 million. These interventions did achieve visible direct results and improvements within the respective sectors and countries of operation. Some of the operations continued after the closure of the Regional Programme in accordance with the decision of its Steering Committee in November 2011, and some are still ongoing. The XCEU60 project was the main operational vehicle for the first Regional Programme, the interim part in the beginning of 2012 and remains to be the umbrella for the new Regional Programme. The project provided a variety of assessments, needs identification and technical assistance in the areas of law enforcement, criminal intelligence, border control, container control, forensic services, anti-corruption, anti-human trafficking, legal development, mutual assistance, research and studies for baseline data creation, drug use prevention, HIV/AIDS care, as well as overall programme management and implementation. A detailed description of the key outcomes of all this work is available in Annex IV of the new Regional Programme and in the Programme achievement report and performance review for the period 2009-2011 and individual project reports available in UNODC's records. The current revision builds upon the results achieved so far and demonstrates consistency and continuity of successful aspects of the previous work, as well as taking into account lessons learnt.

Project revision of 11/12/2012

Reason: The project revision aimed at broadening activities under the three sub-programmes of the Regional Programme upon request of member states in the South East Europe. In particular, the project revision was **aimed at conducting a study of drug trafficking routes in the region, supporting countries in the implementation of the UNTOC Convention, assisting one of the countries with drafting national instrument in the counter-narcotics area, and conducting a new activity in the area of treatment of drug abuse**. The project revision was building upon the results of previous UNODC work in the region in human trafficking and judicial co-operation in criminal matters.

Summary of achievements: The project revision benefited from naming only some of them, including the assessment of the criminal intelligence capacities of the law enforcement agencies in the region to counter illicit trafficking; the consultations with the countries of the Regional Programme that led to the identification of the need for a more thorough assessment of the drug trafficking routes through the region; the start of the Container Control Programme in the region which is aimed at countering the trafficking in drugs through the region; the consultations with the governments of the region which led to the identification of the need to strengthen international co-operation on a range of issues including confiscation, in line with the United Nations Convention against Transnational Organized Crime and other and international instruments; as well as the ongoing work in the countries of the region in the area of treatment of drug abuse.

Project revision of 03/07/2013

Reason: The project revision was aimed at including new activities including **new regional training initiatives** involving the Turkish International Academy against Drugs and Organized Crime (TADOC), new activities in the area of justice in Albania and new activities in the area of prevention and treatment of drug abuse regionally and in Bosnia and Herzegovina.

Summary of achievements: While by the time of the preparation of the project revision achievements were multiple, of particular importance were those in the areas of container control in Albania, prevention and treatment of drug abuse across the countries of the region, building partnerships with regional organizations and raising the awareness about the work of UNODC in South Eastern Europe and others.

Project revision of 17/06/2014

The project revision was **aimed at including new activities into the RP**, including provision of trainings and introduction of sustainable new curricular into syllabus of law enforcement training institutions of the region of South Eastern Europe through the co-operation of UNODC with TADOC; provision of support to women reporting cases of corruption in Albania; participation in social inclusion programmes in the fields of prison based rehabilitation as well as social work in drug treatment and care in Albania; provision of support to the national authorities in Albania in updating the technical specifications of the help line in support of the victims and potential victims of trafficking followed by a public awareness campaign; organization of new meetings of the Programme Steering Committee of the Regional Programme for South Eastern Europe and continuation of coordination activities under the Programme's umbrella.

Summary of achievements: At this point, project achievements are multiple and are depicted in details under the project progress reports that are available through the relevant UNODC systems.

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

The RP falls under several Strategy Themes of UNODC, including Rule of Law, Policy and Trend Analysis, Prevention, treatment and reintegration, and alternative development.

In particular, the following Strategy results can be identified for the RP:

1.3.3. Improved **capacity of national criminal justice systems** to use and apply relevant United Nations standards and norms in crime prevention and criminal justice

2.1.2. Enhanced **capacity of Member States and the international community to formulate strategic responses to address emerging trends in drugs and crime**

3.5.1. Increased **Member States' capacity to provide treatment and support services to drug-dependent persons.**

For the log frame see project overview and historical context on page 4.

I. DISBURSEMENT HISTORY

Core project

Project No.	Project Description	Total Overall Budget (Sept. 2014)	Available funding (Sept. 2014)	Shortfall (Sept. 2014)
XCEU60	Regional Programme for South Eastern Europe (2 nd RP, duration 2012 - 2015)	2,864,672	1,823,018	\$1,041,655
		\$2,864,672	\$1,823,018	\$1,041,655

Segments of global projects

Project No.	Project Description	Total Overall Budget (Sept. 2014)	Available funding (Sept. 2014)	Shortfall (Sept. 2014)
GLOK01	Prevention of drug use, HIV/AIDS and crime among young people through family skills training programmes in low- and middle-income countries	631,701	370,176	-90,424
GLOK32	UNODC-WHO Programme on Drug Dependence, Treatment and Care	575,079	612,990	\$37,912
GLOY09	Paris Pact Initiative Phase IV - A partnership to combat illicit traffic in opiates originating in Afghanistan	131,294	120,708	-10,586
GLOG80	Container Control Programme	406,371	577,400	\$171,030
XSPT78	Smuggling of Migrants: Establishment of a Coordination and Analysis Unit	88,098	71,998	-16,100

	(CAU) for East Asia and the Pacific			
GLOX76	Global Programme on Cybercrime	15,600	15,600	\$0
GLOT59	Global Programme against Trafficking (GPAT)	66,900	66,900	\$0
GLOT58	Towards an effective Global Regime against Corruption	11,500	11,500	\$0
SRBZ25	Support to anti-corruption efforts in Kosovo	449,226	449,226	\$0
		\$2,375,769	\$2,296,498	\$91,832

I. PURPOSE OF THE EVALUATION

Reasons behind the evaluation taking place

Evaluation is part of the project cycle and is planned for at the design stage for all UNODC projects and programmes. Findings of evaluation reports are a precious input into the decision-making and planning processes. Evaluation enables **continuous improvement and learning** through implementation of recommendations, understanding and incorporation of lessons learned from past evaluations into new strategies, programmes and projects. The current evaluation of the RP is the first and mid-term one. It intends to further improve the performance for the remainder of the RP implementation.

Deriving from this overall purpose, the specific objectives of this evaluation are to:

- contribute to accountability by assessing the achievements of UNODC in the region of South Eastern Europe and the efficiency of the utilization of resources;
- measure ownership, result-based orientation, efficiency and quality of UNODC services;
- contribute to organizational learning by identifying the strengths and weaknesses of regional programming;
- identify and describe best practices and innovations; and
- contribute to decision-making in relation to the RP remaining cycle of implementation and beyond it, as well as the UNODC strategic orientation in the region for the future.

Assumed accomplishment of the evaluation

This mid-term evaluation is performed shortly before the end of the RP 2012-2015 and aims to determine the extent to which planned and unplanned objectives and outcomes were achieved, to identify the factors of success or failure, to assess the sustainability of the benefits generated, and to draw conclusions that will inform future UNODC programming for the region, policy making and overall organizational learning.

In particular, the following aspects will be evaluated:

- Design of the RP (especially from the points of view of the ownership of the RP by the countries of the region, its results orientation and its integration into other UNODC work and strategies);
- Relevance of the RP (especially its policy alignment with UNODC strategic tools and national strategies and policies, its comparative advantage in the region and its usefulness for the countries of the region);
- Efficiency of the RP (especially its integration, cost-efficiency and the applied to the RP programme management);
- Effectiveness of the RP (especially achievement of results by the RP, its integration, its governance structure, comparative advantage and future planning);
- Impact of the RP (especially policy level impact, sustainability and contribution of the RP to the MDGs);
- Sustainability of the RP (especially its ownership and future planning);
- Partnerships and co-operation mechanisms built under the RP (especially their development and sustainability);
- Application of human rights and gender considerations to the RP; as well as
- Lessons learnt from the RP implementation.

The main evaluation users

The main users of the evaluation are:

- Governments of the region (represented first and foremost by the Steering Committee Members and the Permanent Missions in Vienna);
- Governments of the donor countries (represented by the Permanent Missions in Vienna);
- relevant international and regional organizations (including the EU, OSCE, SELEC, RACVIAC, PCC SEE and DCAF);
- UNDP;
- Non-governmental organizations working with UNODC in Albania (“Aksion Plus”), Bosnia and Herzegovina (“Viktorija”), Montenegro (“Crnogorska Asocijacija za Borbu Protiv Side – CAZAS”), the former Yugoslav Republic of Macedonia (“Healthy Options Project Skopje”) and Serbia (“CRLE”, “Dobri ljudi” and “Prijatelji dece”);
- UNODC management and staff.

II. SCOPE OF THE EVALUATION

The unit of analysis to be covered by the evaluation

The main project to be evaluated is XCEU60 which is the holder of the UNODC RP.

Other UNODC national, regional and global projects and programmes that cooperate with the RP are:

- GLOG80 “Container Control Programme”;
- GLOV20 “Afghan Opiate Trade Project”;
- GLOY09 “Paris Pact Initiative Phase IV - A partnership to combat illicit traffic in opiates originating in Afghanistan”;
- GLOT59 “Global Programme against Trafficking”;
- GLOX69 “Joint Action towards a Global Regime against Corruption”
- GLOK01 “Prevention of drug use, HIV/AIDS and crime among young people through family skills training programmes in low- and middle-income countries”;
- GLOK32 “UNODC-WHO Programme on Drug Dependence Treatment and Care”;
- RERV07, RERV08, RERV09, RERV10 “Regional Programme for Afghanistan and Neighbouring Countries”;
- SRBZ25 “Support to anti-corruption efforts in Kosovo”;
- XEET93 “Assessment of corruption and crime in the Western Balkans” (completed);
- XEET53 “Development of monitoring instruments for judicial and law enforcement institutions in the Western Balkans” (completed);
- ALBG70 “Strengthening border control capacities in Albania” (completed).

Under the current evaluation, co-operation, coordination of activities to ensure non-duplication, communication and interaction of these projects with the RP is to be evaluated. These functions of the RP are key and it will be useful to evaluate how the work with global and national projects was organized.

Evaluation findings and recommendations of the respective project evaluations undertaken for some of these projects are to be used as part of the desk review material (please see Annex II).

The time period to be covered by the evaluation

The period to be covered by the evaluation is **23 May 2012 – end of the field mission in January 2015**.

The geographical coverage of the evaluation

South Eastern Europe (Albania, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Montenegro, Serbia, Kosovo under the UNSCR 1244 (1999), as well as Croatia as partner country)

III. EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS

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

<i>Design</i>
Ownership. To what extent was the RP designed through consultative processes? To what extent

was the decision to develop the RP based on clearly identified needs of government counterparts and priorities in UNODC mandate areas, and if so, what were they? How were counterparts identified and involved in identifying needs and priorities?
Results orientation. To what extent was the design of the RP results-oriented and evaluable? To what extent is the log-frame of the RP a useful programme management tool and what are its linkages to the log-frames of the parallel global programmes and projects?
Integration. To what extent was the design of the RP in line with the integrated programming approach? To what extent was the RP design aligned with existing global programmes and projects in the region?
<i>Relevance</i>
Policy alignment. To what extent is the RP aligned with UNODC strategic tools (e.g. Strategic Framework, Medium Term Strategy and Thematic Programmes)? To what extent is the RP aligned with existing national policies and strategies of the countries of the region of South Eastern Europe? To what extent is the RP in line with regional priorities?
Comparative advantage. What is the RP comparative advantage? To what extent does the RP maximize the UNODC comparative advantage in the region?
Continued relevance. To what extent was the RP assessed as relevant and useful by the national counterparts in the countries of South Eastern Europe?
<i>Efficiency</i>
Integration. To what extent does the integrated programming approach enhanced cost-efficiency of the RP? To what extent is there co-operation with other existing UNODC programmes, in particular global programmes and the Paris Pact Initiative?
Cost-efficiency. What measures have been taken during the planning and implementation of the RP to ensure that resources are efficiently used?
Programme management. To what extent and in what ways has the organizational structure of UNODC, UNODC's HQ based management, including UNODC's financial and human resources management, been supporting RP's operations? Are there any good practices or lessons learnt regarding efficiency? To what extent result oriented monitoring and oversight mechanisms have been in place to correct deviations and enhance efficiency?
<i>Effectiveness</i>
Results achievement. What progress has been made to the achievement of the RP outcomes and outputs based on evidence?
Integration. To what extent has the RP supported the UNODC global programmes and vice versa? Has this resulted in better achievements and more efficient way of their delivery?
Governance. How effective is the RP governance system in building and strengthening partnerships? How effective is the Steering Committee of the RP?
Comparative advantage. What is the added value of the RP in the region?
Future planning. What are the challenges and opportunities for the RP interventions in the future?

<i>Impact</i>
Policy. To what extent does the RP support policy change for the EU accession of the member states of the region?
Sustainability. To what extent does the RP contribute to long-term impact for its beneficiaries, target groups, communities and institutions involved in its delivery?
Contextualizing. To what extent does the RP contribute to the UNDAF processes in the region of South Eastern Europe?
<i>Sustainability</i>
Ownership. How has the ownership of key stakeholders in the region of South Eastern Europe been sought and institutionalized?
Future planning. Are national, regional and international counterparts committed to continue working towards the RP objectives till the end of the current Programme and beyond?
<i>Partnerships and co-operation</i>
Development and sustainability. How, and to what extent, was the RP conducive to the development of existing and new partnerships at the bilateral, regional and international level?
Civil society. What role does the RP play working with civil society organizations and building partnerships with them?
<i>Human rights and gender</i>
Human rights. To what extent have human rights principles been integrated into the delivery of technical assistance under the RP? Which groups benefited and which groups contributed to the implementation of the RP?
Gender. To what extent has UNODC tried to integrate a gender component into the RP?
<i>Lessons learned/ Best practice</i>
To what extent have interventions under the RP been innovative? What has been the added value developed under the RP?
To what extend has the governing structure and the implementation modality of the RP has proven to be effective?
To what extent have communication mechanisms of the RP been effective in establishing and maintaining contacts with the national, regional and international counterparts?
To what extent has the co-operation and coordination with UNODC global projects and thematic programmes has contributed to the effective implementation of the RP?

IV. EVALUATION METHODOLOGY

The methods used to collect and analyse data

This evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TORs and the availability of resources and the priorities of stakeholders. In all cases, consultants are expected to analyse all relevant information sources, such as reports, programme documents, internal review reports, programme files, and any other documents that may provide further evidence for triangulation on which their conclusions will be

based. Consultants are also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation. **While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties identified at page 12 above as main evaluation users.**

The evaluation uses a **participatory approach through the active participation of the evaluation stakeholders, in particular the Core Learning Partners (CLP), in the evaluation process**. These should share responsibilities for the evaluation planning, implementation and reporting, this means involving stakeholders in reviewing the TOR and the evaluation questions, collecting the data and reviewing the draft evaluation report.

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

The evaluators will present a summarized methodology (evaluation matrix) in an **Inception Report** which will specify the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards.

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

The credibility and analysis of data are key to the evaluation. Rival theories and competing explanations must be tested once plausible patterns emerge from triangulating data stemming from primary and secondary research.

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

The main elements of method will include:

- Preliminary desk review of all relevant project documentation, (Annex II), as provided by the Project Manager;
- Preparation and submission of an **Inception report** (containing preliminary findings of the desk review, refined evaluation questions, data collection instruments, sampling strategy, limitations to the evaluation, and timetable) to IEU and the Project Manager for review and clearance by IEU before any field mission may take place;

- An initial set of **meetings and interviews** with IEU, the Project Manager and other UNODC staff as well as stakeholders at UNODC Headquarters in Vienna, followed by an informal briefing on preliminary findings;
- **Interviews (face-to-face or by telephone), with key project stakeholders and beneficiaries, both individually and (as appropriate) in small groups**, as well as using surveys, questionnaires or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation; including field missions to Albania, Bosnia & Herzegovina, Montenegro, Republic of Serbia, the former Yugoslav Republic of Macedonia, Republic of Croatia;
- **Analysis** of all available information;
- Preparation of the **draft evaluation report** (based on Guidelines for Evaluation Report and Template Report to be found on the IEU website <http://www.unodc.org/unodc/en/evaluation/index.html>). The evaluators submit the draft report to IEU and the Project Manager for review of factual errors or omissions and the evaluators incorporate the necessary changes and for IEU clearance.
- Preparation of the final evaluation report. The evaluators incorporate all the necessary and requested changes and finalizes the evaluation report; following feedback from IEU, the Project Manager and stakeholders for IEU clearance. It further includes an Evaluation Brief and a PowerPoint presentation on final evaluation findings and recommendations;
- Presentation of final evaluation report with its findings and recommendations to the target audience, stakeholders etc. at a meeting at UNODC Headquarters.
- In conducting the evaluation, the UNODC and the **UNEG Evaluation Norms and Standards** are to be taken into account. All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IEU website: <http://www.unodc.org/unodc/en/evaluation/index.html>

The sources of data

The evaluation will have to utilize a mixture of primary and secondary sources of data. The primary sources for the desk review may include, among others, interviews with key stakeholders (face-to-face or by telephone), the use of surveys and questionnaires, field missions for case studies, focus group interviews, observation and other participatory techniques. Secondary data sources will include the project documents and their revisions, progress and monitoring reports and all other relevant documents.

Desk Review

The evaluators will perform a desk review of existing documentation (please see the preliminary list of documents to be consulted in Annex II). This list is however not to be regarded as exhaustive, but additional documentation may be requested by the evaluators if deemed needed.

Secondary sources for the desk review will include, among others:

- Regional Programme

- Project Document
- Political Declaration
- Project Revisions and Budgets
- TOR
- Workplans
- Workplan of the regional desk
- Project Progress Reports
- Minutes of the PRC
- Minutes of the ExCom
- Minutes of the FinGov
- Minutes of meetings with the participation of the UNODC Executive Director
- Interoffice memorandum on the corporate approach to the RP
- Note to the UNODC Executive Director
- Programme portfolio for Europe, West and Central Asia
- Newsletters
- Webpage printout
- Presentations
- Documents from the Steering Committee
- Mission reports
- Retreat report
- MOUs
- Documents on the IRDC
- Report on drug trafficking through South Eastern Europe
- Corruption reports for South Eastern Europe
- Concept of the Balkan report on illicit financial flows
- Evaluation reports
- Joint Action Plan with the OSCE
- EU Progress Reports

Primary Research Methods

Primary sources of data include, among others:

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

Phone interviews / face to face consultations

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

- Governments of the region (represented first and foremost by the Steering Committee Members and the Permanent Missions in Vienna);
- Governments of the donor countries (represented by the Permanent Missions in Vienna);
- relevant international and regional organizations (including the EU, OSCE, SELEC, RACVIAC, PCC SEE and DCAF);
- UNDP;

- Non-governmental organizations working with UNODC in Albania (“Aksion Plus”), Bosnia and Herzegovina (“Viktorija”), Montenegro (“Crnogorska Asocijacija za Borbu Protiv Side – CAZAS”), the former Yugoslav Republic of Macedonia (“Healthy Options Project Skopje”) and Serbia (“CRLE”, “Dobri ljudi” and “Prijateli dece”);
- UNODC management and staff.

Questionnaire

If feasible, a questionnaire (on-line) will be developed and used in order to help collect the views of some stakeholders located in places away from Vienna and capitals in the region that will be visited by the evaluation team who it might not be possible to directly interview/consult through face-to-face meetings.

V. TIMEFRAME AND DELIVERABLES

Time frame for the evaluation

The evaluation will commence in November 2014 and be completed by April 2015.

Time frame for the field mission

The timeframe for the field missions (to Albania, Bosnia and Herzegovina, Montenegro, Republic of Serbia, The Former Yugoslav Republic of Macedonia, as well as the partner country – Republic of Croatia) should follow the frame presented in the table below.

Expected deliverables and time frame

The evaluators will be responsible for the following deliverables, as specified below:

- Inception Report (containing preliminary findings of the desk review, refined evaluation questions, data collection instruments, sampling strategy, limitations to the evaluation, and timetable, as well as a questionnaire), to be **drafted and submitted to IEU and the Project Manager for review and comments by 21 November 2014**. Further, incorporating all comments by the IEU and the Project Manager. IEU clears the Inception Report before the mission to UNODC HQ in Vienna can take place;
- Briefing of preliminary evaluation findings during the mission to UNODC HQ in Vienna on **9-12 December 2014**;
- Draft Evaluation Report to be drafted and submitted to IEU for review and comments by **15 February 2015**. Further, incorporating all comments received and submit for clearance by IEU. Once the draft evaluation report is cleared by IEU and reviewed by the project managers and comment have been incorporated, it will be sent by IEU to stakeholders for their review and comments;

- Final Evaluation Report, incorporating all comments by the stakeholders, to be submitted to IEU for comments and clearance by 24 March 2015; together with an Evaluation Brief and a PowerPoint presentation on final evaluation findings and recommendations;
- Presentation of the final evaluation findings and recommendations to the target audience, stakeholders etc. at UNODC Headquarters in Vienna on 20 April 2015 (TBC).

Desk review and inception report (evaluators)	10-21 Nov	Home based	Inception report Evaluation tools List of adapted questions Questionnaire
Review and comment on Inception report (IEU)	24-25 Nov		
Incorporate comments and finalize inception report (evaluators)	26-27 Nov	Home based	Inception report I.I.
Clearance of inception report (IEU) (possible second round of incorporation of comments)	28 Nov-5 Dec		
Mission to UNODC HQ with briefing and interviews (evaluators)	9/10-12 Dec Steering Committee Meeting 9 Dec + briefing by IEU	UNODC HQ Vienna	Interviews Debriefing Exit briefing on preliminary findings
Field Missions with interviews (evaluators + IEU staff member)	18 Jan – 1 Feb 2015	Belgrade, Serbia (0,5 day staff briefing + 0,5 day individual staff briefing + 1 full day interviews with stakeholders) Podgorica, Montenegro (1 full day interviews with stakeholders) Tirana, Albania (0,5 day staff briefing + 1 full day interviews with stakeholders) Skopje,	Interviews questionnaires or any other relevant quantitative and/or qualitative tools as a means to collect relevant data

		Macedonia (0.5 day staff briefing + 1 full day interviews with stakeholders) Sarajevo, Bosnia & Herzegovina (0.5 day staff briefing + 1 full day interviews with stakeholders) Zagreb, Croatia (1 full day interviews with stakeholders)	
Draft evaluation report, Evaluation Brief and presentation (evaluators)	2-15 Feb	Home based	Draft Evaluation Report, Draft Evaluation Brief and Draft PowerPoint Presentation
Review and comment on the draft evaluation report (IEU)	16-18 Feb		
Incorporate coordinated comments (evaluators)	19-20 Feb	Home based	Evaluation Report Draft 1.1
Review by IEU	23-24 Feb		
Incorporate coordinated comments (evaluators)	25-26 Feb	Home based	Evaluation Report Draft 1.2
Review and clearance by IEU	27 Feb-2 March		
Review and comments on the draft evaluation report (Project Manager)	3-6 March		
Incorporate project managers' comments (evaluators)	9-10 March	Home based	Evaluation Report Draft 1.3
Review by IEU	11-12 March		
Submission to stakeholders for review (IEU)	13-20 March		
Incorporate stakeholders' comments as well as finalize Evaluation Brief and presentation (evaluators)	23-24 March	Home based	Final Evaluation Report Final Evaluation Brief Final PowerPoint Presentation
Clearance of final evaluation	25-26 March	Home based	

report, Evaluation Brief and PowerPoint presentation (IEU), (including possible second round of incorporation of requested changes (evaluators)			
Management Response (Project Manager)	27 March – 10 April		Management Response (developed in conjunction with managers of global programmes)
Finalization of report (IEU)	13-15 April		
Presentation of the final report (lead evaluator)	20 April	UNODC/HQ	Presentations of final evaluation findings and recommendations and other dissemination materials
Publish evaluation report on website (IEU)			
Dissemination of evaluation report (Project Manager)			Dissemination of evaluation report
Follow-up plan on evaluation recommendations (Project Manager)			Follow-up plan on evaluation recommendations

VI. EVALUATION TEAM COMPOSITION

Number of evaluators

This evaluation envisages two independent external evaluators, with one acting as the lead evaluator and one as independent consultant (expert) who will perform their duties under the management of one IEU staff assigned to this specific evaluation.

The evaluators are contracted by UNODC. The qualifications and responsibilities for the evaluators are specified in the respective Terms of reference of evaluator (Annex I).

The evaluators will not act as representatives of any party and must remain independent and impartial.

The role of the international evaluation consultant (lead evaluator)

- Lead and coordinate the evaluation process and the oversee the tasks of the expert;
- Undertake the desk review of all relevant project documentation, (Annex II), and on this basis oversee the finalization of the evaluation methodology, in compliance with the UNODC and UNEG evaluation norms and standards;

- Produce an Inception Report based on the UNODC Evaluation guidelines, as well as a Questionnaire;
- Implement quantitative tools and analyse data; triangulate data and test rival explanations;
- Undertake mission to UNODC HQ in Vienna and field mission to Albania, Bosnia & Herzegovina, Montenegro, Republic of Serbia, The Former Yugoslav Republic of Macedonia, Republic of Croatia and provide appropriate briefings;
- Provide timely coordinated inputs throughout the process to help to ensure that all aspects of the Terms of Reference are fulfilled;
- Draft the evaluation report, to be circulated for comments and factual validation to IEU and the Project Manager. Once the draft evaluation has been cleared by IEU, it is further sent to stakeholders for their review and comments;
- Incorporate comments received from the Project Manager, IEU and evaluation stakeholders, in particular comments as regards factual verification;
- Finalize the final evaluation report on the basis of comments received, as well as the Evaluation Briefs and PowerPoint presentation on final evaluation findings and recommendations;
- Present the final evaluation report and its evaluation findings and recommendations.

All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IEU website: to be found on the IEU website, <http://www.unodc.org/unodc/en/evaluation/index.html>)

More details will be provided in the job description in Annex I.

The role of the international evaluation consultant (expert)

Assist the Lead Evaluator in all stages of the evaluation process, as per the respective TOR; participate in the drafting of the inception report based on the UNODC Evaluation guidelines, as well as a Questionnaire; participate in mission to UNODC HQ in Vienna and field mission to Albania, Bosnia & Herzegovina, Montenegro, Republic of Serbia, The Former Yugoslav Republic of Macedonia, Republic of Croatia; provide methodological evaluation quality assurance throughout the evaluation process; participate in the drafting of the draft and final evaluation report, Evaluation Brief and PowerPoint presentation; assist with incorporating comments received from IEU, the Project Manager and evaluation stakeholders; apply methodological tools; support the IEU staff member and provide timely coordinated inputs throughout the process to help to ensure that all aspects of the Terms of Reference are fulfilled.

More details will be provided in the respective Terms of reference for evaluator in Annex I.

Conflict of interest

The evaluators shall not act as a representative of any party and must remain independent and impartial. The evaluators must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the project under evaluation.

Reference to job description detailing qualifications and responsibilities

The independent international evaluator (lead evaluator) should have the following technical qualifications:

- Advanced university degree in international development, law, public administration, public health, social science, or in a related field, and preferably formal training/education on evaluation methodologies and principles;
- A minimum of 5 years of professional technical experience in the field of evaluation, including a track record of conducting various types of evaluation, preferably with experience in conducting one of several contributions to the accomplishment of evaluations for the United Nations, involving high complexity and impact is desired;
- A minimum of 5 years of progressive expertise in the subject of evaluation such as law enforcement, criminal justice, countering illicit trafficking and organized crime, drug trafficking, anti-corruption, justice and health areas or other related areas preferred;
- Extensive knowledge of, and experience in applying, qualitative and quantitative evaluation methods and experience in gender sensitive evaluation methodologies and analysis, and understanding of human rights and ethical issues related to evaluation;
- Working experience in the region specific to the project;
- Expertise and knowledge of the UN System, and preferably of UNODC;
- Excellent communication and evaluation report drafting skills in English;
- Fluency in oral and written English is required; the ability to communicate in another UN language is a strong asset.

The independent international evaluator (expert) should have the following technical qualifications:

- Advanced university degree in international development, law, public administration, public health, social science, or other level university degree in a related field (preferred, but other relevant educational background may be accepted in lieu of);
- A minimum of 3 years of professional technical experience in the field of evaluation and evaluation methodologies and techniques, including a track record of involvement in various types of evaluation, preferably with experience to the accomplishment of evaluations for the United Nations, involving high complexity and impact (preferred, but other relevant expertise may be accepted in lieu of);
- A minimum of 3 years of progressive expertise in the subject of the evaluation such as law enforcement, criminal justice, countering illicit trafficking and organized crime, drug trafficking, anti-corruption, justice and health areas or other related areas preferred;
- Understanding of human rights and ethical issues related to evaluation;
- Working experience in the region specific to the project;
- Expertise and knowledge of the UN System, and preferably of UNODC;
- Excellent communication and drafting skills in English;

Fluency in oral and written English is required; the ability to communicate in another UN language is a strong asset.

The role of IEU staff

IEU staff will have the overall responsibility for the quality and timely delivery of all activities and reports, and for liaising with the UNODC units and member states.

More specifically, IEU staff will be responsible for the following tasks:

- Discuss the work plan with the evaluator and expert and guide the evaluation process to ensure that all aspects of the Terms of Reference are fulfilled;
- Provide support to the presentation of the preliminary findings at UNODC Headquarters;
- Accompany the evaluation team on field mission (if applicable);
- Ensure that the evaluation will be conducted in a timely, high quality manner, in line with the related UN Guidelines, Norms and Standards as specified under the item 6 (Evaluation Methodology)

In particular, the IEU staff together with the IEU team will guide the process of this evaluation, endorse and clear the TOR, approve the selection of the proposed evaluator and liaise closely with the evaluators throughout the entire evaluation process. IEU may provide substantive comments to be incorporated by the evaluators and approves the evaluation methodology (Inception Report) and provides methodological support throughout the evaluation; IEU may provide substantive comments to be incorporated by the evaluators and clears the Inception Report, draft report, the final report, the Evaluation Brief and PowerPoint presentation. IEU further supports the process of issuing a management response, and posts the final evaluation report on the evaluation website.

VII. MANAGEMENT OF EVALUATION PROCESS

Roles and responsibilities of the Project Manager

The UNODC Project Manager is responsible for:

- drafting and finalizing the ToR;
- selecting Core Learning Partners and informing them of their role;
- supporting IEU to liaise with the Core Learning Partners for the review of the draft TOR;
- the provision of desk review materials;
- the coordination of the compilation of the relevant background documents;
- recruiting the evaluator (in line with consultation with IEU);
- reviewing the evaluation methodology in the inception report and providing comments (if any);
- the coordination of the schedule of interviews and briefings to take place with UNODC staff, donors, stakeholders, beneficiaries etc. at HQ and in the field;
- travel arrangements and logistics;
- supporting IEU to liaise with the Core Learning Partners for the review of the draft evaluation report;
- reviewing the draft preliminary and final reports, providing comments on factual errors (if any);
- the coordination of a Management Response to the final evaluation report; and
- disseminating the final evaluation report to the relevant stakeholders;
- developing a follow-up plan for the evaluation recommendations in a corporate manner.

Roles and responsibilities of the evaluation stakeholders

Members of the Core Learning Partnership (CLP) are selected by the project managers. Members of the CLP are selected from the key stakeholder groups, including main users of the evaluation identified on page 12 above.

The CLPs will work closely with the Project Manager, the evaluator and IEU to guide the evaluation process and it may be tasked with facilitating the dissemination and application of the results, and other follow-up action. Specifically they will also have the following functions:

- provide input to the evaluation Terms of Reference;
- review the draft evaluation report and provide comments;
- facilitate the participation of those involved in the evaluation design;
- facilitate the evaluator's access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information gathering methods;
- disseminate the results of the evaluation.

This group may also include key informants that are individuals selected on the basis of criteria such as knowledge, compatibility, age, experience, which provide information about specific aspects of evaluation.

Roles and responsibilities of the Independent Evaluation Unit

The Independent Evaluation Unit (IEU) provides norms, tools and templates for the different stages of the evaluation process. IEU also advises on evaluation matters and is involved in the process described in the Roles and Responsibilities table for In-depth Evaluations (to be found on the IEU website, <http://www.unodc.org/unodc/en/evaluation/index.html>). IEU clears the final Terms of Reference, the inception report, the draft evaluation report and the final evaluation report. IEU supports the process of issuing a management response, and posts the final evaluation report on the evaluation website.

Logistical support responsibilities

The UNODC Project Manager will be in charge of providing logistical support to the evaluation, including arranging with interview schedules, tickets, payment of DSA and terminals, visas etc., in relation to the travel to the mission at UNODC HQ in Vienna and for the field missions of the evaluation team, including the staff member of the Independent Evaluation Unit.

VIII. PAYMENT MODALITIES

The evaluators will be issued a consultancy contract and paid in accordance with UNODC rules and regulations. The contract is a legally binding document in which the consultant agrees to complete the deliverables by the set deadlines. Payment is correlated to deliverables and three instalments are typically foreseen (25%, 25%, and 50% of total fees):

- The first payment (25 per cent of the consultancy fee) upon receipt and clearance by IEU of the Inception Report, including Questionnaire;
- The second payment (25 per cent of the consultancy fee) upon receipt and clearance by IEU

of the Draft Evaluation Report;

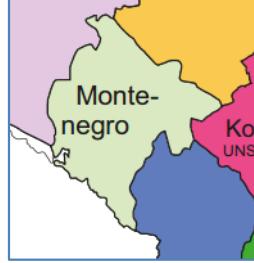
- The third payment (50 percent of the consultancy fee) only after successful completion of all respective tasks, receipt of the Final Report and clearance by IEU, including an Evaluation Brief and a PowerPoint Presentation of final evaluation findings and recommendations;

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

ANNEX II. RP ACTIVITIES IN THE REGION

<p>Republic of Albania</p> <p>Focal point: since 1.4.2005</p> <p>Office in UN-premises</p> <p>Funded by XCEU60, GLOG80, GLOK01, GLOK32, ALBG70</p>		
Sub-Programme 1	Sub-Programme 2	Sub-Programme 3
Activities under CCP including the Durres Unit established in 2013, training and study visits and workshops. Activities against human trafficking including the drafting of National Strategy Against Human Trafficking in 2014, establishment of help line for victims of human trafficking in 2014, public awareness campaigns for asylum seekers 2014 and a workshop on trafficking in children 2014.	Assistance in UNCAC review process and in drafting of National Anti-corruption Strategy, anti-corruption programme 2014, whistle-blowers 2014, workshop and regional seminar on corruption 2014. Planning of prison based rehabilitation programmes and training of prison officers. Participation in corruption surveys 2011 and 2013.	Strengthening Families Program and training of professionals in the health and justice sector (TREATNET training on evidence-based drug dependence treatment in the framework of the UNODC-WHO Programme on Drug Dependence Treatment and Care). Establishment of Drug Dependence Treatment Centre (2012).

Bosnia and Herzegovina	<p>Focal point: Office established 14.3.2014 (one person)</p> <p>Office free of charge in government premises.</p> <p>Funded by GLOG80 (Container Control Programme)</p>	
Sub-Programme 1	Sub-Programme 2	Sub-Programme 3
<p>Training activities under the CCP (MoU July/2014) Training and Bijaca Unit established. Transnational crime congress and Workshop on Trafficking of Children. Legislation activities in money laundering and terrorism.</p>		<p>UNCAC-review in progress and National Corruption Strategy in preparation. Sarajevo Anti-corruption Conference 2013.</p> <p>Participation in corruption surveys 2011 and 2013.</p>
		<p>Assessment of drug dependence and treatment systems 2012 and Strengthening Families Program 2014. Support in the development of the new National Strategy On Prevention And Supervision Of The Abuse Of Narcotic Drugs and the National Plan For The Combating The Narcotic Drugs.</p>
Republic of Croatia		
<p>Observer status</p> <p>Focal point: Desk officer at Vienna HQ</p>	<p>Participation in seminars and workshops.</p> <p>Participation in corruption</p>	
Sub-Programme 1	Sub-Programme 2	Sub-Programme 3
	<p>Participation in seminars and workshops.</p>	<p>Received a study tour from the other countries of the region and shared best practices in the field of drug demand reduction.</p>

	surveys 2011 and 2013.	
Montenegro	<p>Focal point: Desk officer at Vienna HQ</p> 	
Sub-Programme 1	Sub-Programme 2	Sub-Programme 3
Activities under the CCP including the establishment of a Unit in Bar and training for customs officers. Assistance in drafting the 2013-2014 Action Plan For The National Strategy For Prevention And Suppression Of Terrorism. Multi-disciplinary training workshop in trafficking in persons 2013.	<p>Assistance provided in UNCAC review process.</p> <p>National Workshop Against Terrorism Financing (2013) and support to the development of the National Action Plan against Terrorism.</p> <p>Capacity Building Workshops For Criminal Justice Practitioners On Trafficking In Persons 2013 and 2014.</p> <p>Participation in corruption surveys 2011 and 2013.</p>	Assistance provided in drafting new National Drug Strategy 2012. Strengthening Families Programme and TREATNET-training since 2012.
Republic of Serbia		
<p>Two focal points from 1.6.2010 and 1.9.2009.</p> <p>Programme office (6 persons) is located in a private building.</p> <p>Funded by XCEU60, GLOK01, GLOK32, and Paris Pact Initiative (GLOK31 (Phase III) and GLOY09 (Phase IV).</p>		
Sub-Programme 1	Sub-Programme 2	Sub-Programme 3
Training of prosecutors and	Assistance in UNCAC review	Wide activities on drug Use

<p>Workshops On Strengthening International Co-operation In Criminal Matters, specific workshops on enhancing national and regional criminal justice response to trafficking in children, training of prosecutors 2012-2014.</p>	<p>process. Participation in corruption surveys 2011 and 2013.</p>	<p>prevention, Strengthening Families Programme, Regional Seminar On Drug-Prevention Strategy 2014.</p> <p>Wide activities on Drug dependence treatment in the framework of the UNODC-WHO Programme on Drug Dependence Treatment and Care, an assessment of drug dependence treatment quality standards. National and regional training of Treatnet trainers on evidence-based drug dependence treatment. Integration of Treatnet training materials into national curricula. Support for a community-based drug dependence treatment service and to civil society organizations for recovery support.</p> <p>Provision of support in the development of the National Anti-Drug Strategy.</p>
<p>The Former Yugoslav Republic of Macedonia</p> <p>Focal point: Contact person since 15.10.2010</p> <p>Office in UN premises.</p> <p>Funded by Paris Pact Initiative (GLOK3I (Phase III) and GLOY09 (Phase IV).</p>		
Sub-Programme 1	Sub-Programme 2	Sub-Programme 3
<p>Training and study visits under the CCP. National Strategy Against Human Trafficking prepared and regional training on Countering Illicit Cross-Border Transportation Of Currency And Bearer Negotiable Instruments – Cash Couriers 2014.</p>	<p>Assistance in UNCAC review process. RACVIAC Regional Conference Trends And Challenges In Implementing Anti-Corruption Strategies 2014.</p> <p>Participation in corruption surveys 2011 and 2013.</p>	<p>Under Strengthening Families Programme the establishment of cultural adaptation teams. Training organized from 2012 and expanding nationwide in 2015. With support of the European Commission, MKD Center for monitoring of drugs and drug addiction (NFP for co-operation with EMCDDA) was established from 2007, within the Sector for Controlled Substances, Ministry of Health. The Government of the Republic of Macedonia adopted the second National Drug Strategy</p>

		2015-2020 and Action Plan 2015-2017, prepared by Sector for Controlled substances, Ministry of Health and proposed to the MKD Government by Inter Ministerial Commission for fights against Drugs. Study on problematic drug users under way 2015 in the framework of the UNODC-WHO Programme on Drug Dependence Treatment and Care. Program on rehabilitation (vocational training) provided in prisons.
Kosovo under UNSCR 1244 (1999) Focal point: Desk officer at Vienna HQ		
Sub-Programme 1	Sub-Programme 2	Sub-Programme 3
	Inter-Agency Agreement signed (UNODC, UNDP) in Support Of Anti-Corruption Efforts In Kosovo. Participation in corruption surveys 2011 and 2013.	

ANNEX III. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

Evaluation questions

The evaluation was being approached through the DAC criteria: relevance, effectiveness, efficiency, sustainability and impact. The Terms of Reference called for some specific enquiry in relation to programme design, partnership and co-operation, gender and human rights, as well as on lessons learned and best practice. With the exception of the cross-cutting areas of gender and human rights, these questions were addressed within the specific DAC criteria. Specifically:

- (a) The Terms of Reference defined three design questions: ownership; results orientation; integration. Ownership was addressed within *both* the Relevance and the Sustainability criteria. Results orientation (i.e. not results achievement, which is Effectiveness) and Integration were addressed within efficiency, as they are related to design quality, use of the log frame and programme management.
- (b) Partnerships, co-operation, lessons learned and best practice were addressed under separate headings. Indications for future directions were also addressed under a separate heading, as well as in the section on recommendations.
- (c) Specific enquiry was also made within the cross-cutting areas of gender equality and the project's focus on/ incorporation of human rights perspectives. These too were treated under separate headings in the evaluation report.

Interview guide

Interviewee name	
Organisation	
Level of engagement with the Project.	
Date of interview	
Key areas to probe with the interviewee (completed before the interview)	
Key takeaways (completed after the interview)	

Please describe your role in the project	
---	--

Please provide your general feedback about the project?	
--	--

Relevance	
Design Relevance To Ownership	
What RP design consultative, with counterparts? Examples.	
How were government counterparts identified and involved in identifying needs and priorities?	
To what extent was the decision to develop the RP based on clearly identified needs of government counterparts?	
To what extent is the RP aligned with existing national policies and strategies of the countries of the region of South Eastern Europe? Is this alignment still apparent?	
To what extent is the RP in line with regional priorities?	
Design Relevance To UNODC	
To what extent does the RP contribute to UNDAF processes in the region?	
To what extent was the decision to develop the RP based on priorities in UNODC mandate areas? What are these priorities?	
To what extent is the RP aligned with UNODC strategic tools? Address each of Strategic Framework, Medium-Term Strategy and Thematic Programmes.	
Does the RP have a comparative advantage when analysed against similar initiatives? What is this comparative advantage?	
Does UNODC have a comparative advantage in its work in the region? If so, does the RP make use of this comparative advantage? How?	

Effectiveness	
Have planned activities in this outcome area been delivered?	
Have these activities delivered the planned outputs?	
What indicators are there to this effect? (It might be useful to use the indicators defined in the Prodoc.)	

Are these activities and outputs contributing to planned outcomes?	
What specific indicators are there that outputs and outcomes are being achieved?	

Future Directions	
What are the challenges and opportunities for RP interventions in the future?	

Efficiency	
Design	
To what extent does the RP team find the log frame of the RP a useful programme management tool?	
Is the log frame used regularly in planning and in reporting?	
Is the log frame modified as required while maintaining a clear results framework?	
Integration	
To what extent is there co-operation with other existing UNODC programmes, in particular global programmes and the Paris Pact Initiative?	
To what extent was the design of the RP in line with the integrated programming approach?	
To what extent is the RP design aligned with existing global programmes and projects in the region?	
Does the design (and implementation) support UNODC's global programmes?	
Do UNODC's global programmes support the RP?	
Cost-efficiency	
What measures do you use to ensure that resources are efficiently used?	
Does the integrated programming approach enhance cost-efficiency of the RP? How? To what extent?	
Programme Management	

How effective is the Programme Steering Committee in overseeing and guiding the RP?	
How efficient has the move in RP coordination to the UNODC regional desk in Vienna been? How is this contributing to RP outcomes?	
To what extent and in what ways has the organizational structure of UNODC, and UNODC's HQ-based management, including UNODC's financial and human resources management, supported RP operations?	
Do you use results-oriented monitoring? How? Does it help you address needed changes in design or implementation?	
Partnerships and co-operation	
How effective are you in building and strengthening partnerships?	
Have you developed new partnerships? Have you strengthened existing partnerships at the bilateral, regional or international levels? Examples.	
What civil society organizations and building partnerships with them? Does this add to RP outcomes?	
To what extent have communication mechanisms of the RP been effective in establishing and maintaining contacts with the national, regional and international counterparts?	
Sustainability	
Is the RP 'owned' by counterparts? Are counterparts committed to RP activities, outputs and outcomes?	
Are national, regional and international counterparts committed to continue working towards RP objectives? Does this include beyond the current RP?	
To what extent does the RP contribute to long-term directions (programmes/activities/ etc.) for counterparts?	
Is this also true for RP beneficiaries and target groups, and the	

communities in which the RP operates?	
---------------------------------------	--

Impact	
To what extent is the RP contributing to the achievement of the Millennium Development Goals (with particular reference to policy frameworks for national, regional and international counterparts)?	
To what extent is the RP contributing to policy change within national, regional and international counterparts?	
Do these changes support EU accession processes for relevant counterparts? How?	

Cross Cutting Areas	
Human Rights Approach	
To what extent have human rights principles been integrated into the delivery of the RP?	
Which groups have benefited?	
Which groups have specifically contributed to this approach?	
Gender Equality	
To what extent has UNODC integrated a gender equality component into the RP?	
Does the RP demonstrate a gender-balanced design and implementation?	
Is there gender analysis component built into the RPs monitoring systems?	

Lessons learned	
What lessons have been learned by the RP that contribute to both effective and efficient programme delivery?	
Best practice	
To what extent have interventions under the RP been innovative?	
What has been the added value of the RP activities and results?	
Are there specific examples of where the RP has demonstrated best practice in its field?	

Questionnaire

In order to reach wider range of views and experiences, a survey was carried out that drew responses from representatives of all stakeholder groups. The survey questionnaire was developed in accordance with the interview guides, and was finalized after the first interviews had been completed, which provided an opportunity for the final formulation of the questions to benefit from the first interview experiences. The questionnaire was developed to cover all dimensions of the evaluation questions, leaving out only those items that were deemed to be relevant mainly to UNODC leadership and the RP management team, as their views were to be recorded fully during interviews. The questions were planned in a manner that allowed each question to be answered by every respondent, with only minor exceptions (see footnote 6 in the report above). After each question, respondents were also given the opportunity to express their views more widely (open questions).

**Questionnaire for the Mid-term In-depth Evaluation of the
Regional Programme for South Eastern Europe 2012-2015
(“Countering Illicit Trafficking and Organized Crime for Improved Governance, Justice and
Security”).**

The Independent Evaluation Unit of UNODC is in the process of undertaking an in-depth, independent evaluation of the UNODC Regional Programme for South Eastern Europe 2012-2015 (Countering Illicit Trafficking and Organized Crime for Improved Governance, Justice and Security). As a stakeholder of the Regional Programme your views are very important to this evaluation. The independent evaluation team would appreciate your assistance through completion of this short questionnaire. While the evaluation team appreciates that some respondents have already been interviewed, and some will be in the near future, we would be grateful for your responses to this brief questionnaire in order to draw quantitative data.

The survey focuses on the relevance of the programme aims and objectives, efficiency in programme implementation, effectiveness in reaching results, and impact and sustainability of programme results. Questions cover issues related to partnership, coordination, communication and co-operation. The survey offers also an opportunity to present suggestions for improvements for future programme work.

Most questions request an assessment in numeric form. However, you are also asked to detail your answer in words. Please use this opportunity in order to clarify and complement your reasons and views.

Please note that the information provided in the questionnaires will be treated in a confidential manner, and will be aggregated in the final evaluation report to guarantee the confidentiality of respondents.

For any questions, please contact Ms. Charlotte Gunnarsson, Independent Evaluation Unit, UNODC (charlotte.gunnarsson@unodc.org)

Thank you very much for your participation!

Please include your email-address in the box below:

(optional; please note that this information will not be shared with any third party and will be treated confidentially; for verification reasons only)

BACKGROUND QUESTIONS

Q1. What is your role in relation to the UNODC Regional Programme for South Eastern Europe (RP)?

1. UNODC staff
2. Donor
3. Recipient (country/organisation/individual)
4. Partner organisation (United Nations)
5. Partner organisation (NGO/CSO)

6. Partner organisation (others)

Q2. Have you been directly involved in the RP's activities (e.g. workshops, trainings etc.)?

1. Yes
2. No

Q3. Please specify in which activities you have been involved:

Q4. Which sub-programme are you part of or are contributing to? Tick the relevant boxes.

1. Sub-Programme 1 -
2. Sub-Programme 2 -
3. Sub-Programme 3 -

Q5. In which area(s) of the RP have you been directly involved? (Tick the relevant boxes):

1. Ratification of international legal instruments
2. Revision of national counterterrorism legislation
3. National capacity building for application of international conventions and protocols
4. Development of national/regional strategies/action plans
5. Collaboration with UNODC regarding the legal aspects of countering terrorism
6. Workshop participant
7. Training recipient
8. None
9. Other (please specify)

Q6. In which countries do you, or have you, worked in or for:

1. Albania
2. Bosnia & Herzegovina
3. Croatia
4. Former Yugoslav Republic of Macedonia
5. Kosovo - This designation is without prejudice to position on status, and is in line with UN Security Council Resolution 1244/99 and the International Court of Justice Opinion on the Kosovo declaration of independence
6. Montenegro
7. Serbia

MAIN QUESTIONS

1. Relevance of project objectives. Please specify how relevant and important the different themes and objectives of the RP have been for your country or for the region.

	How relevant for your country / region?				Don't know
	Highly relevant	Relevant	Relevant to some extent	Not relevant	
a) Increasing border and freight control to prevent drug-and illegal trafficking					
b) Enhancing judicial integrity					
c) Exposing corruption in public offices					
d) Increasing effectiveness in police work and prosecution					
e) Protecting the victims of human trafficking					

f) Preventing money-laundering					
g) Providing drug-treatment for those in need					
h) Reducing drug use via education and information					

Please provide more detail, including any specific requests for the future. Please specify by referring to letter a-h:_____

2. Efficiency of programme management. How efficient has the Programme Steering Committee been in overseeing and guiding the RP?

1. Highly efficient
2. Efficient
3. Efficient to some extent
4. Not efficient
5. Don't know

Please provide more detail, including any specific requests for the future:_____

3. Efficiency in the project coordination. How efficient has Programme Management at UNODC HQ been in co-ordinating the work of the RP?

1. Highly efficient
2. Efficient
3. Efficient to some extent
4. Not efficient
5. Don't know

Please provide more detail, including any specific requests for the future:_____

4. Implementation support from the UNODC. What is your overall level of satisfaction with the support provided by UNODC HQ and financial and human resources management for the RP operations in your country?

1. Excellent
2. Very good
3. Satisfactory
4. Needs improvement
5. Unsatisfactory
6. Don't know

Please provide more detail, including any specific requests for the future:_____

5. What are the implications of the Full Cost Recovery model at UNODC for the RP?

1. Positive
2. Negative
3. Both
4. Neither
5. Don't know

Please provide more detail, including any specific requests for the future:_____

6. Do you consider the RP's financial resources to be adequate to deliver the programme?

1. Yes

2. No
3. Partially
4. Don't know

Please provide more detail, including any specific requests for the future: _____

7. Effectiveness in reaching programme objectives. How effective has the RP been in reaching its objectives in the following fields?

	Effectiveness in reaching the program objectives?				Don't Know
	Highly effective	Effective	Effective to some extent	Not effective	
a) Establishing barriers for drug- and illegal trafficking					
b) Providing preconditions for effective work against corruption					
c) Increasing effectiveness of police-work					
d) Enhancing prosecution and the processing of criminal cases					
e) Providing training for freight and container control					
f) Reducing prospects for money-laundering					
g) Providing training for substance abuse treatment					
h) Reducing use and demand for drugs					
i) Protecting victims of human trafficking					

Please provide more detail, including any specific requests for the future. Please specify by referring to letter a-i: _____

8. Building and reinforcing partnerships. How effective has the RP been in building new partnerships and in reinforcing existing ones?

1. Highly effective
2. Effective
3. Effective to some extent
4. Not effective
5. Don't know

What new international or national partnership(s) have been developed through the RP?

9. UNODC' role as a regional actor. How successful has the RP been in increasing and strengthening the role of UNODC as a regional actor in South Eastern Europe?

1. Highly successful
2. Successful
3. Successful to some extent
4. Not successful
5. Don't know

Please specify in which fields: _____

10a. The extent of information and communication between the partners and UNODC. Has there been enough information sharing between UNODC national, regional and international partners?

Information and communication sharing between UNODC and the partners	Not enough	Enough
a) Information and communication from UNODC to the partners		

b) Information and communication from the partners to UNODC.		
c) Internal communications and information sharing between national partners and stakeholders (incl. government).		

Please provide more detail, including any specific requests for the future. Please specify by referring to letter a-c: _____

10b. The quality and adequacy of information and communication. Has the shared information been adequate and relevant?

Information and communication sharing between UNODC and partners	Highly adequate	Adequate	Adequate to some extent	Not adequate	Don't know
a) Information and communication from UNODC to the partners					
b) Information and communication from the partners to UNODC.					
c) Internal communications and information sharing between national partners and stakeholders (incl. government).					

Please provide more detail, including any specific requests for the future. Please specify by referring to letter a-c: _____

11. Impact. Are there any concrete tangible societal changes or effects that the RP has been able produce during its implementation period?

	Yes	Don't know
a) Changes in legislation		
b) Changes in judicial practices		
c) Influence in national strategies or action plans		
d) Enhanced professional skills and expertise		
e) Increased public awareness and knowledge base		
f) Improved physical infrastructure		
g) Other		

Please provide more detail, including any specific requests for the future. Please specify by referring to letter a-g: _____

12. Relevance for the EU-accession process. How beneficial have the activities and results of the RP been from the point of view of EU-accession processes?

1. Highly beneficial
2. Beneficial
3. Beneficial to some extent
4. Not beneficial
5. Don't know

Please specify in which fields: _____

13a. Commitment of government. Is your government committed to continue working towards RP objectives?

1. Fully committed
2. Committed to most parts
3. Committed to some extent
4. Very little committed
5. Not all committed
6. Don't know

Please provide more detail: _____

13b. Commitment of counterparts. Are your RP counterparts committed to continue working towards RP objectives?

1. Fully committed
2. Committed to most parts
3. Committed to some extent
4. Very little committed
5. Not all committed
6. Don't know

Please provide more detail: _____

14. Sustainability. How sustainable are the results and achievements of the RP ?

	Highly sustainable	Fairly sustainable	Sustainable to some extent	Not sustainable	Don't know
a) Improvements in physical infrastructure					
b) Container control training					
c) Family skills training					
d) Drug treatment training					
e) Training of trainers					
f) Political commitment to the ends of RP					
g) Financial commitment (funding)					
h) The spirit of regional co-operation					
i) Police co-operation					
j) Prosecutorial co-operation					
k) Border control co-operation					
l) Changes in legislation					
m) Changes in policy/ procedures					
n) Changes in systems and structures					

Please provide more detail, including any specific requests for the future. Please specify by referring to letter a-n: _____

15. Human rights. To what extent have human rights issues and provisions been addressed and taken into account in the activities and outputs of the RP?

1. Fully
2. Mostly

- 3. Partially
- 4. Very limited
- 5. Don't know

Please specify which groups have benefitted: _____

16. Gender equality. To what extent has a gender equality component been addressed and taken into account in the activities and outputs of the RP?

- 1. Fully
- 2. Mostly
- 3. Partially
- 4. Very limited
- 5. Not at all
- 6. Don't know

Please provide more detail, including any specific requests for the future:

17. Workshops/meetings: Please mark those workshops and meetings organized or coordinated by the RP that you have attended and indicate your views about the usefulness and the quality on a scale from 1 (low) to 5 (high).

ADD INFO ABOUT SUB-PROGRAMME

	Participation		Usefulness 1 high – 5 low	Organised... 1 well - 5 poorly
	Yes	No		
Regional Anti-Corruption Conference for South Eastern European Countries in Sarajevo 9-10.12. 2013				
Regional seminar on prevention of corruption-trends and successful practices in Eastern Europe and Central Asia. 26-27 June 2014, Tirana				
Regional workshop on effective protection of victims and witnesses of trafficking in persons (TiP) in criminal proceedings in South Eastern Europe 29-30 April 2014, Sarajevo:				
Regional Workshop on developing the regional curriculum on TiP for criminal justice professionals of South Eastern Europe. 27-29 May 2014, Przno/Budva:				
Regional Seminar "Prevention Strategy and Policy Makers" Promotes Improvement of National Drug Use Prevention Systems. 29 September - 02 October 2014, Belgrade, Serbia				

Suggestions of improvement (specify by number) _____

Workplan for 2014 lists also the following (whether they are included above, is a bit unclear).

- I. RACVIAC meeting on Promoting Sustainable Development and Reduction of Illegal Migration and Human Trafficking (2nd Quarter/2014)

2. RACVIAC workshop on Effective Practice of the Implementation on UNSCR 1540 (4th Quarter June)
3. RACVIAC meeting on Legal Instruments to Build Integrity and Fight Corruption (2nd Quarter)
4. National meetings with prevention teams in Albania, the former Yugoslav Republic of Macedonia, Montenegro and Serbia (3rd Quarter/2014)
5. Regional Prevention Policy Makers Conference for countries on the results of work under the prevention programme "Strengthening Family Programme 10-14" (3rd Quarter/2014)

Newsletters mention also the following national events

1. National workshop on International Legal Framework against Terrorism and its Financing in Montenegro Podgorica, 8-10 October 2013: A National Workshop was
2. Belgrade, 27 November 2013: UNODC held a workshop on Sustained Recovery Management / Drug Dependence Treatment to support the expansion of drug dependence treatment services in Serbia.
3. UNODC and WCO Organize Awareness Workshop on Maritime Private Sector in Tirana and a Mentorship Visit to the Port of Durres, Albania Tirana, 4 March 2014:
4. UNODC and WHO Support the First National Drug Treatment Conference in Albania Tirana, 21 March 2014:
5. UNODC brings together civil society and government in Albania to support women in reporting corruption. 10 April 2014, Tirana.

18a. Research. Have you encountered any of the listed national and regional research reports dealing with crime and criminal justice in the countries of South Eastern Europe published by the UNODC?

	Yes	No
<p>"Crime and its Impact on the Balkans and affected countries" (2008)</p> <p>"Corruption in the Western Balkans: bribery as experienced by the population" (2011),</p> <p>"Business, Corruption and Crime in the western Balkans: The impact of bribery and other crime on private enterprise" (2013)</p> <p>"The Illicit Drug Trade through South-Eastern Europe" (2014)</p> <p>To be added: (national reports=? something else?)</p>		

18b. Research. Please provide an example of how the information presented in these reports has influenced policy planning, or affected public discussions?

19a. "Added value" of RP. How does the RP "fit in" in relation to the large and increasing number of other international and regional projects and programs in this region? What would be the added value of the RP?

19b. In which areas can the RP serve national and regional interests in the most effective way?

20. The role of UNODC among other actors ("comparative advantage"). How would you characterise the specific role and strength of UNODC in contrast to organisations like the European Union and World Health Organisation?

21. Good practices: Please identify some good/ best practice that has emerged from RP implementation at the national or regional level?

22. Poor practices: Please identify some “worst practice” of the RP.

23. Suggestions for improvements/further comments. Please provide suggestions for ways to improve the work under the RP in the future, starting from 2016.

ANNEX IV. DESK REVIEW LIST

Document Type	Document Name
1. Regional Programme (s)	1.1. Regional Programme for South Eastern Europe (2012-2015) (Countering Illicit Trafficking And Organized Crime For Improved Governance, Justice And Security) 1.2. Regional Programme for South Eastern Europe (2009-2011) (<i>Promoting The Rule Of Law And Human Security In South-East Europe</i>) 1.3. 'Regional Programme Endorsed'. Refers to RP on <i>Rule Of Law And Human Security</i> .
2. Summary of meetings/ decisions.	From the Rule of Law and Hum Sec in SE Europe. RP 2009-2011. Regional Co-operation and TA Component. Based on Country Reports. (Doc Title TA Component Endorsed).
3. Project Revisions and Budgets	3.1. 1 ST (Rev4)) 3.2. 2 nd (Rev5) 3.3. 3rd (Rev6) 3.4. 4 th (Rev7)
4. Political Declaration	Political Declaration of 2009
5. TOR	TOR In-depth Evaluation of RP SEE
6. Work plans	Workplans for the Regional Programme 6.1. Priorities for 2014: areas of intervention and partnership in the region - Defining efforts in an integrated and strategic manner to provide cost-effective and efficient action 6.2. Implementation Plan Summary June 2012 6.3. UNODC Priorities - Initial priorities for 2013 – PSC Document 6.4. IRDC Workplan Update 2014
7. Workplan of the regional desk	Workplan of the UNODC regional desk (2012-2015)
8. Project Progress Reports	Annual and Semi-Annual Project Progress Reports of the project XCEU60 8.1. Semi-annual 2012 8.2. Annual 2012 8.3. Semi-annual 2013 8.4. Annual 2013 8.5. Semi-annual 2014
9. IOM	Inter-office memorandum on Corporate Approach
10. Minutes of the PRC	Minutes of the PRC meetings reviewing the Regional Programme (April 2012 and September 2014)
11. Minutes of the ExCom	Minutes of the ExCom reviewing the Regional Programme (October 2014)
12. Minutes of the FinGov	Minutes of the meeting of the FinGov reviewing the Regional Programme (November 2014)
13. Minutes of meetings with the participation of the NODC Executive Director	Minutes of meetings with the participation of the UNODC Executive Director
14. Minutes of	

the UNOV_UNODC Executives Committee Meeting 13 October 2014	
15. Note to the UNODC Executive Director	Note to the UNODC Executive Director on the “focused” implementation of the RP to maximize impact with limited financial resources
16. Programme portfolio for Europe, West and Central Asia	Programme portfolio for Europe, West and Central Asia
17. Newsletters	Newsletters produced by the Regional Programme
18. Webpage printout	Web-stories posted on the dedicated webpage
19. Presentations	Power point presentations made at the meetings of the Steering Committee
20. Documents from the Steering Committee	TOR of the Steering Committee, Minutes of the Steering Committee meetings
21. Mission reports	Mission reports of UNODC staff to the region of South Eastern Europe
22. Retreat report	Report of the UNODC regional retreat (October 2014)
23. MOUs	MOU between UNODC and SELEC, MOU between UNODC and RACVIAC
24. Documents on the IRDC	The concept of the Inter-Regional Drug Control Approach (IRDC), workplans of IRDC, outcomes of the Istanbul Conference
25. Report on drug trafficking through South Eastern Europe	Report on drug trafficking through South Eastern Europe
26. Corruption reports for South Eastern Europe	Reports on corruption as experienced by population and as experienced by private sector in South Eastern Europe
27. Concept note	Concept of the Balkan report on illicit financial flows
28. Evaluation reports	28.1. GLOG80 “Container Control Programme” 28.2. XEET93 “Assessment of corruption and crime in the Western Balkans” 28.3. ALBG70 “Strengthening border control capacities in Albania” 28.4. GLOK31 (Paris Pact Phase III)
29. Joint Action Plan with the OSCE	Joint Action Plan with the OSCE
30. EU Progress Reports	EU Progress Reports for the region from 2013 and 2014

ANNEX V. LIST OF INTERVIEWEES

Number of persons interviewed	Category
24	UNODC staff Vienna
8	UNODC staff field offices
7	Permanent Missions to the United Nations in Vienna from participating countries
5	Permanent Mission to the United Nations in Vienna from donor countries and organizations
7	Counterparts in the Republic of Albania
8	Counterparts in Bosnia and Herzegovina
6	Counterparts in the Republic of Croatia as a partner country
17	Counterparts in Montenegro
19	Counterparts in the Republic of Serbia
10	Counterparts in the former Yugoslav Republic of Macedonia counterparts
2	Counterparts in Kosovo under UNSCR 1244 (1999)
7	Programme Steering Committee Members