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2011-2015**

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This evaluation report was prepared by an evaluation team consisting of Emmanuelle Diehl Team Leader, ElcaStigter- Justice Sector Evaluator, Anna Leena Lohiniva- Health and Drug Sector Evaluator, Emanuel Lohninger, IEU. The Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects. Please find the respective tools on the IEU web site: <http://www.unodc.org/unodc/en/evaluation/evaluation.html>

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

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

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Abbreviations	Full name
AHTCU	Anti Human Trafficking Coordination Unit
AML	Anti-Money Laundering
CCP	Container Control Programme
CLP	Core Learning Partners
CSO	Civil Society Organization
EH	Evaluation Handbook
EU	European Union
FATF	Financial Task Force
FCR	Full Cost Recovery
GCC	Gulf Council Country
HQ	Headquarters
IEU	Independent Evaluation Unit
ILO	International Labor Organization
INL	Bureau of International Narcotics and Law Enforcement Affairs
IOM	International Organization for Migration
IPA	Integrated Program Approach
LAS	League of Arab States
MENA	Middle East and North Africa
MoFA	Ministry of Foreign Affairs
MoH	Ministry of Health
MoI	Ministry of Interior
MoJ	Ministry of Justice
MS	Member States
NPO	National Program Officer
OST	Opioid Substitution Therapy
PCAU	Program Coordination and Analysis Unit
PO	Programme or Project Office
PRC	Programme Review Committee
ROMENA	Regional Office of Middle East and North Africa
RP	Regional Programme
SC	Steering and Follow Up Committee
SMART	Strategic, Measurable, Achievable, Relevant and Time-bound
SP	Sub Programme
StAr	Stolen Asset Recovery Initiative
SupP	Support Program
TL	Team Leader
TOCSA	Transnational Organized Crime Situational Assessment
TOCTA	Transnational Organized Crime Threat Assessment
TPB	Terrorism Prevention Bureau
UAE	United Arab Emirates
UNAIDS	Joint United Nations Programme on HIV/AIDS

UNAIDS	United Nations for AIDS
UNCAC	UN Convention Against Corruption
UNCT	UN Country Team
UNDAF	United Nations Development Assistance Framework
UNDPKO	United Nations department for Peacekeeping Operations
UNDSS	UN Division for Safety and Security
UNHCR	United Nations High Commissioner for Refugees
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office of Projects Services

MANAGEMENT RESPONSE

The UNODC Regional Office for the Middle East and North Africa (ROMENA) and the Regional Desk for Africa and the Middle East would like to express their appreciation to the Evaluation Team for the present report on the 2010-2015 Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States. Under the leadership of Ms Emmanuelle Diehl, Lead Evaluator, the Evaluation Team, composed of Ms Elca Stigter, evaluator for justice programmes, and Ms Anna-Leena Lohiniva, evaluator for health programmes, was able to produce a comprehensive analysis of the successes and challenges that UNODC met over the past five years in a region that was marked by historic political, societal, economic and security upheaval and transition.

Both ROMENA and the Regional Desk would also like to acknowledge the support received from all UNODC colleagues, be they based in the Middle East and North Africa region or at Headquarters in Vienna. Particularly, we would like to thank the Independent Evaluation Unit (IEU), notably Ms. Katharina Kayser, Chief IEU, Mr. Adan Ruiz Villalba, Evaluation Officer, and Mr. Emanuel Lohninger, Team Assistant, for the support provided during the evaluation process, their advice, and guidance.

ROMENA, the Regional Desk, and UNODC at large, are also very grateful to the League of Arab States for its continuous partnership and engagement in the implementation of the Regional Programme and its commitment to advance a world free from drugs, crime, corruption and terrorism.

UNODC management accepts the recommendations formulated by the Evaluation Team in this report, with the following clarifications and comments, and ensured that they have been duly reflected in the Follow-up plan to the evaluation.

Of particular importance is recommendation 1 linked to the nature of Regional Programmes. It is fully agreed that those Programmes should be flexible but also as targeted as possible and thus prioritize the mandate areas under which UNODC would act in the MENA region. We also believe that Regional Programmes, in addition to reflecting the priorities of the countries concerned, should also be considered as vectors for change and in this regard should, to the maximum possible extent, advance policy areas and interventions that are promoted at the global level by the United Nations in general, and UNODC in particular.

On recommendation 3, ROMENA is 99% dependent on voluntary contributions. This requires a robust and coordinated fund-raising policy involving both ROMENA and Headquarters. Such policy will be developed for the next Regional Programme, with particular emphasis on a balanced approach between supply and demand reduction interventions and between prevention and enforcement. One of the key objectives of this policy will be to advocate for soft earmarking of funding in order to allow UNODC to be more flexible and responsive to unforeseen developments and to urgent requests for support. It will also aim at establishing Programme Offices in as many MENA countries as possible to bring our interventions closer to the national authorities and citizens benefiting from them.

On recommendation 4, looking back to the year 2010 when the Regional Programme was developed, the MENA region was a very different setting that it now is. In addition, over the past five years, UNODC has further improved its management tools, e.g. with a corporate risk matrix and policies on mainstreaming human rights and gender equality, and its programmatic approach, e.g. with standard indicators for programmes. In 2010, the Regional Programme for the Arab States could not benefit from those improvements. However, the upcoming Programme for the period 2016-2021 will include those elements and policies, and therefore answer the recommendation made in this report.

On recommendation 5, it is appreciated that the Evaluation Team took into consideration the specific environment where UNODC operates, a region with substantially higher security risks compared to other parts of the world. In this regard, UNODC activities in this region, similar to operations of other UN Agency, Fund or Programme, are subject to the evaluation of the security situation by the Designated Official, who acts in consultation with the Security Management Team including the UN Department for Safety and Security. A UN security management framework is therefore already in place and takes decisions on when and where operations should be restricted or stopped, or when evacuations or relocations should take place. These provisions do not necessarily need to be repeated in Regional Programme documents. In addition, risk matrices in the Regional Programme and project documents provide a list of mitigating measures at the disposal of UNODC should the security situation impact on operations.

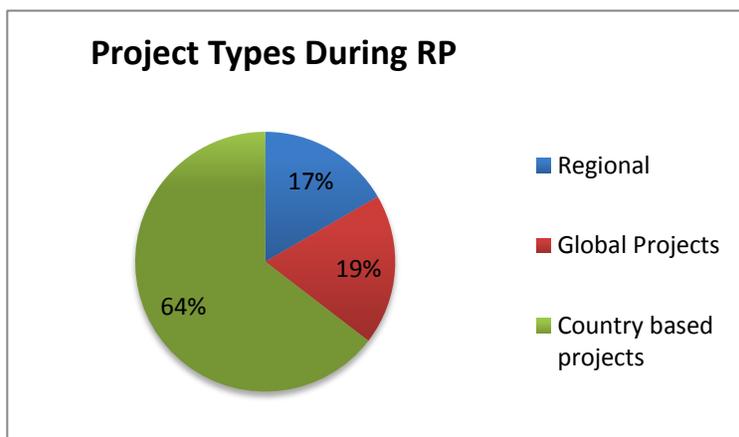
On recommendation 7, we would like to emphasize that the principles of national ownership, mutual responsibility and strategic partnership are being proffered by ROMENA. For instance, a key strategic partnership is already in place with the League of Arab States, and the Steering Committee of the Regional Programme and regular contacts with governments in the MENA region have led to the development of common priorities. It should also be noted that project development in the region always takes place through extensive consultations with the national authorities concerned before any initiative is implemented; and those initiatives or projects are signed by the governments concerned. Mutual responsibility is always stressed in the background of UNODC interventions in the region, and those interventions are often justified as the application of the principle of shared responsibility in the fight against transnational threats. Also under recommendation 7, mentoring is a capacity-building method that ROMENA is particularly keen to put in place in the region as a means to build on the knowledge, skills and experience transferred or exchanged during capacity-building events, such as training sessions. It is, however, a method that is subject to prior approval by the Arab States concerned, on a case-by-case basis.

EXECUTIVE SUMMARY

Background and context

The Regional Programme (RP) on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States (2011-2015) is a joint endeavour between 18 Arab States¹, the League of Arab States (LAS) and the United Nations Office on Drugs and Crime (UNODC) with the overall objective of responding to traditional and emerging threats in the MENA region by strengthening the rule of law. Its main purpose is to address a number of challenges posed by illicit trafficking, organized crime, terrorism, corruption, drug use and HIV/AIDS by working with national governments to strengthen drug control, crime prevention and criminal justice systems. These priorities were agreed upon after a consultation process carried out with LAS Member States (MS), who approved the RP's log-frame, the Political Declaration of Cairo and the ToR of the Steering and Follow Up Committee during the Regional Expert Meeting that took place in Cairo on 27-29 of April 2010.

The RP started in January 2011 and will be on-going until December 2015. The RP had originally budgeted for a tentative budget of USD \$100 million. The RP raised a total amount of USD\$76,926,866 and has received funds from multiple donors. The UNODC Regional Office for the Middle East and North Africa (ROMENA) has managed the RP, under the direct oversight of the UNODC Regional Representative, and with support from IPB/DO. In addition to project implementation, ROMENA's main role, in terms of the RP, has been to engage with local counterparts to obtain MS political 'buy in'; to oversee all administrative and financial obligations; resource and support programme, project and sub-regional offices; raise visibility of the RP and of the UNODC amongst local counterparts, donors and recipients as well as coordinate with UNODC HQ for fundraising needs.



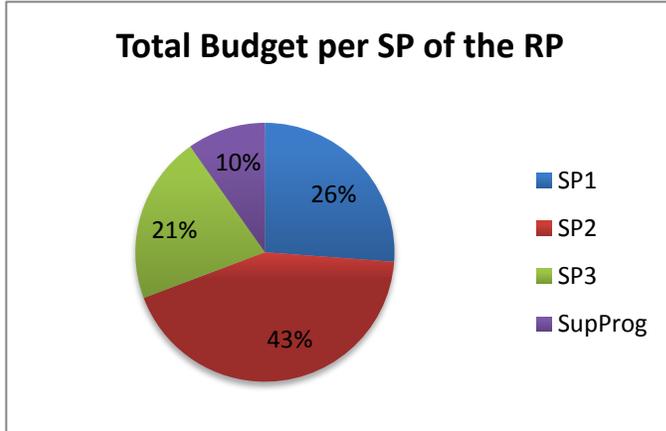
Source: evaluation team based on ToR

MS' attention on core issues tackled by the RP such as: corruption and integrity issues, human trafficking, drug abuse, transnational crimes (drug-weapons-human trafficking), border control and criminal justice reforms.

Although the RP was designed in 2010, its objectives and sub programme themes remained relevant to MS in the aftermath of the Arab Spring Revolutions. These events changed the geopolitical and security framework of many countries across the region, which raised

¹The Regional Programme covers 18 countries in the Middle East and North Africa region: Algeria, Bahrain, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Morocco, Oman, Palestine, Qatar, Saudi Arabia, Sudan, Syria, Tunisia, United Arab Emirates and Yemen.

Following these events, MS requested UNODC to focus the RP on building strong criminal justice sectors as building blocks for establishing strong national institutions and bolstering regional security. This shift was reflected in the RP’s logical framework in 2011 and the RP’s



Source: evaluation team based on ToR and Annual Progress Report 2012, 2013

projects division. Amongst the 48 reported projects under the RP, 31 were country focused while 8 were regional and 9 were global² with segments in the MENA region. Moreover, amongst these 31 country-focused projects, 23 were reported under sub programme 2 that focused on criminal justice reform and corruption. The chart ‘Total Budget³ per SP of the RP’ shows also that 43 % of funds were channelled to SP2, which mirrors the country-focused-approach as well as donors’ priorities on promoting integrity and justice reforms at the national level.

Evaluation methodology

The evaluation of the RP was carried out during several months and involved a combination of desk research and interviews with Core Learning Partners amongst UNODC staff, donors, MS, civil society organizations, partner organisations, external consultants and recipients. Due to time and budgetary constraints, the evaluation team could not visit all countries covered by the RP but managed to visit 5 of them (Egypt, Tunisia, Lebanon, the United Arab Emirates and the State of Palestine), as well as Austria (UNODC HQ), where interviews and observational research were carried out. Additional phone/skype calls were made with other CLPs to complete the pool of relevant stakeholders. This qualitative research enabled the evaluation team to in/validate initial hypotheses developed during the initial desk review of the RP documents. The literature review was extensive and included the review of over 100 documents from evaluations of projects to other UN agencies’ regional programmes’ log frames for comparative purposes. This methodology enabled the evaluation team to triangulate key findings and issue a series of recommendations for the development of the next RP 2016-2020.

Main findings, conclusions and recommendations

The evaluation findings revealed that UNODC’s comparative advantage in the region lies in its technical support and expertise. While its relatively small size compared to other UN agencies has also been described as being an asset, it also creates pressures on financial and human resources. Hence, one of UNODC’s best practices is to seek partnership with local counterparts to strengthen local ownership; for joint programming; cost-sharing; undertake projects’ needs assessments and for sustainability purposes. One of the pivotal partnerships fostered through this RP has been with the League of Arab States (LAS). It played a critical role in galvanizing MS’

² Global projects are officially referred to as global programmes, when in practice they are often referred to as projects and have many different shapes.

³ This total budget represents the amount of funds pledged for the RP 2011-2015

political ‘buy in’ and in fostering the appropriation of the RP’s objectives. Some mechanisms have been developed under this RP to build ownership of MS and mutual responsibility in achieving the RP’s results. The Steering and Follow Up Committee (SC) is one mechanism that has been hosted and co-organized by LAS each year since the RP’s inception. Annual meetings took place since 2011, gathering MS to review the RP’s achievements, challenges, and priorities as well as to issue a list of recommendations. While the SC managed to keep MS interested in the RP’s objectives, its structure and engagement procedures should be reconsidered for the next RP in order to foster greater mutual responsibility for achieving results.

With regards to its design, the RP’s objectives were aligned with other regional initiatives such as the Arab Initiative to Combat Human Trafficking launched in 2010⁴; with the UNAIDS regional programmes and projects to support people who inject drugs in prisons as well as with the World Bank Stolen Asset Recovery Initiative (StAR). The RP also fulfils some of the UNODC Integrated Program Approach (IPA) requirements⁵ and is in line with some of the IPA core principles⁶. The current log-frame is designed with three sub-thematic programs with very large outcomes and indicators that are not always sufficiently specific or measurable. The vague wording (‘enhanced’, ‘raised’, ‘supported’, ‘strengthened’, ‘improved’) of this log-frame made it sufficiently flexible to adjust to the swiftly changing environment; while on the other hand, it prevented independent evaluators to properly assess and measure the RP’s impact and effectiveness. The design of the next RP should include ‘SMART⁷’ outcomes and indicators that are also mutually exclusive for ease of reporting and monitoring progress.

A series of challenges had an impact on the RP’s design, on its implementation and assessment. These reported challenges were the following: the lack of baseline information and qualitative data; security threats and political instability; constant changes amongst counterparts; financial and human resourcing of projects and UNODC security requirements, limiting UNODC staff from visiting certain countries. Nonetheless, some interim results could be observed across the three sub-programmes such as the adoption of pieces of legislation and national strategies in MS in the areas such as preventing/fighting corruption, Opium Substitution Therapy, harm reduction therapy, human trafficking and terrorism. Some outcomes across the RP have been achieved but it has however been difficult to measure the level of accomplishment of each sub-programme as a whole, as it requires a set of complex indicators and targets, frequent monitoring from UNODC (ROMENA and PO) and full cooperation of MS to share data. The evaluation revealed that the lack of clarity of the log-frame raised concerns about its evaluability and whether the results achieved by country level projects could be considered as being results of the entire RP. Overall, the outcomes have contributed to the RP objective; however there is a great variety of projects, countries and combined to the absence of baseline data, it is not possible to assess properly to what extent progress has been made to achieve minimum norms and standards across the different sub-programmes as well as gauge the level of knowledge acquisition and transfer amongst recipient institutions. Indeed, according to the evaluation findings, UNODC has implemented many activities that entail legislative and judicial procedural reforms and change in behaviour⁸,

⁴ This initiative is funded by the Qatar Foundation to Combat Human Trafficking and was retrofitted under the RP as project XAMX59. Project XMEX19 is also considered to be complementing XAMX59. This project was approved through a MoU with the Qatar Foundation to Fight Human Trafficking in 2011.

⁵ The IPA was designed at a later stage than this RP in 2012, which has to be considered in the evaluation of its design.

⁶ The RP fits the IPA’s core principles on consultative process, national ownership and engagement with partners

⁷SMART: Strategic, Measurable, Achievable (or Assignable), Realistic and Timebound

⁸ Behavioral change in the context of the RP is about how drug users, victims of trafficking and smuggled migrants are treated by the judiciary, the police, penitentiary system and rehabilitation centers for instance.

which require longer timeframes (longer than the duration of the RP) to more effectively gauge their impact on policy reforms and societal changes. Finally, implementation, as aforementioned, was often hindered by security problems and political volatility.

ROMENA put forward a series of mechanisms to mitigate and minimize these challenges' negative impact on the RP's activities: a) ROMENA and Programme, Project Offices (PO) invested time in keeping a close engagement with local counterparts; b) UNODC offices (ROMENA and PO) tried to respond to MS' requests and priorities; c) UNODC resourced local National Project Officers (NPOs) and established country offices when possible; d) a Program Coordination and Analysis Unit (PCAU) was created in 2011 to support the management of the RP and proffer more effective support from ROMENA to PO; e) a Support Programme was established in 2011 that included a soft earmarked fund from Norway (XAMV12), which helped to pilot initiatives and develop proposals during the RP and f) UNODC partnered with local CSOs, amongst other counterparts, for a multi-stakeholder approach and local ownership.

Another concern about the geographic scope and the integration of all projects managed by ROMENA under the RP was raised during the evaluation. The RP covers 18 countries amongst the 22 MS of the LAS⁹. Moreover, UNODC, in agreement with the MS, proposed to pay additional attention to two countries - The State of Palestine and to Yemen- due to their critical situation¹⁰. Although the priority given to these two countries during the pre-inception phase of the RP was and remained justified, the evaluation assessed whether this focus remained justifiable or not for the next RP. Why the State of Palestine and Yemen vs Libya and Iraq for instance? The CLP remained supportive of these two countries but the evaluation showed that only two projects were implemented in Palestine and only one in Yemen. UNODC faced numerous challenges in developing activities and raising funds for these two countries. Nonetheless, continuous efforts to maintain engaged with local counterparts in Yemen and the State of Palestine have been exerted. Should the next RP focus on two countries, a clear communication and fund raising strategy needs to manage expectations and engage the donor community on these countries' specific requirements and destabilizing effects on the region.

Moreover, projects in South Sudan were reported under this RP as they were under ROMENA's managerial oversight. However, ROMENA indicated that South Sudan, that became independent in 2011, is not technically a participating country under the RP. Explicit geographic scope delineation for the next RP should be crafted. They will help the UNODC offices to share lessons learned and best practices to replicate similar activities and maximize the RP impact¹¹.

UNODC HQ's institutional financial stability is reliant on external donors at 90% with an average of 10%¹² of regular budget. ROMENA is at 90.9 % funded on voluntary

⁹ According to interviews, 18 countries were chosen as they fall under ROMENA's geographic areas. Djibouti, the

Comoros Islands, Somalia and Mauritania are under other UNODC's regional offices coverage (East Africa and West Africa)

¹⁰The declaration of Cairo document, December 2010

¹¹ However, it is important to underpin that the next RP will benefit from the new guidelines, definitions, approval and reporting processes that have been developed for RPs and CPs between 2011 and 2013. Similarly, new UNODC guidelines for inter-regional drug control cooperation were developed that promote practical linkages and synergies between various RPs and CPs, or between RPs and global programmes. So the next RP will highlight which RP activities are done together with other UNODC programmes

¹² This percentage varies between 10% and 15% for UNODC's regular budget. It is decided biannually and is agreed upon by the Assembly General that allocates the budget to each UN agency.

<http://www.unodc.org/unodc/donors/index.html?ref=menutop>

contributions. As a result, it is difficult for UNODC offices (HQ, PO, Regional) to integrate long-term sustainable strategies within their projects and regional programming. Moreover, the volatile environment in the MENA region did not help integrate such long-term planning, especially at a regional level. The evaluation findings also underpinned that donors are more inclined to fund recipient countries directly rather than UN agencies or other multilateral organizations. Combined to the introduction of Full Cost Recovery in UNODC's budgets, the fund raising process for the RP had become more challenging and handled at the office level separately (ROMENA, PO, and HQ).

Hence, a coordinated fund raising strategy amongst UNODC offices (ROMENA, HQ and PO) should be drafted to maximize offices' networks, outreach capabilities and local expertise. This coordinated fund raising strategy should include a detailed donors mapping for more strategic programmatic design of the next RP, aligned with LAS MS and donors' thematic and geographic priorities. The mapping should also include LAS MS to have clarity on their available institutional capacity and political will, which will also determine projects' sustainability. One of the key findings of the evaluation highlighted MS' interest and political intent to continue engaging with the UNODC for a second RP 2016-2020.

With respect to human rights and gender mainstreaming, UNODC's respective guidelines are not systematically mentioned in project documents under the RP. The evaluation showed discrepancies in the reporting and integration of gender and human rights mainstreaming guidelines¹³ across project documents and only one reference was made to gender, human rights or the inclusion of sex-disaggregated indicators in the log-frame of the RP¹⁴. But according to CLPs, UNODC offices applied a culturally sensitive and context based approach to introduce human rights and gender during activities. Some projects such as violence against women¹⁵; support to women in prison settings, prison reforms, capacity building on protection and assistance of TiP victims and HIV related projects in prison settings, are rooted into human rights and gender mainstreaming frameworks. However, due to the cultural context and the low ratio of male/female amongst projects recipients, the risk is that gender mainstreaming is only considered in the context of getting an equal number of male and female participants to training activities, whereas more efforts must also be undertaken to counter persisting stereotypes and misunderstandings about gender mainstreaming (e.g. women-only activities) and to ensure integration of international best practices by national institutions. It has to be 'owned' by local counterparts for long-term change. Further consideration must also be given to the removal of obstacles to secure equal access of men and women to UNODC activities.

Finally, one of the RP objectives has been to raise MS capabilities on many different topics across the three sub programmes. Many one-off training activities took place across the region. Although they raise awareness about a specific topic, they do not guarantee the needed knowledge transfer from trainees to their institutions for normative and procedural changes to take place. Hence, a mentoring process should be included as part of workshops and technical support offered by UNODC offices. This process will help build enduring institutional memory amongst MS counterparts and fulfil the RP's overarching objective in strengthening the rule of law in the region.

¹³The Gender Mainstreaming Guidelines of the UNODC date to 2012 and the Human Rights Guidance Note to 2011.

¹⁴Outcome 5 of SP3 'Number of countries where comprehensive, gender-sensitive HIV services for people who use drugs have been established/scaled-up with UNODC assistance (disaggregated by type of service and their population coverage, including by gender)' and 'Number of countries where comprehensive, gender-sensitive HIV services for people living in prisons and other closed settings have been established/scaled up with UNODC assistance (disaggregated by type of service and their population coverage, including by gender).

¹⁵This project was designed in 2014 so the project number was not yet mentioned in documents provided to the evaluation team

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings ¹⁶	Evidence (sources that substantiate findings)	Recommendations ¹⁷
Key recommendations		
<p>Strategic vs Programmatic - According to the evaluation findings, the current RP structure has been seen as a strategic umbrella and a political document rather than a programmatic tool. The initial RP logframe slightly changed to adapt to the changing environment in the region. MS and UNODC agreed on prioritizing two countries (the State of Palestine and Yemen). Despite the lack of funding, UNODC continued to engage with local counterparts to develop proposals and implement activities. However, the evaluation findings underpinned how such focus raised expectations amongst these two countries' recipients</p>	<p>Interviews amongst UNODC staff, donors, recipient governments, RP annual progress reports, SC presentations 2014</p>	<p>UNODC ROMENA and HQ should gauge the pros and cons of the objectives and its best implementing structure: whether the objectives are best reflected in a strategic document that works as an umbrella/guideline or a programmatic approach with detailed outcomes and indicators. Furthermore, UNODC ROMENA and PO should proffer the same level of flexibility during the next RP. Finally, the prioritization of countries should be carefully gauged in the next RP.</p>
<p>LAS partnership The partnership with LAS has been critical to obtain MS political 'buy in', raise legitimacy and open doors to governmental counterparts.</p>	<p>Interviews, RP Annual progress reports, ECO SOC Resolutions E/CN/7/2009 & E/CN/15/2010, Steering and Follow Up Committee recommendations.</p>	<p>UNODC ROMENA office should pursue its partnership with LAS for the next RP as it has proven to be successful. Its implementing role should focus on raising further awareness about the RP's objectives amongst MS.</p>
<p>Funding- The UNODC is at</p>	<p>Interviews; UNODC ProFi</p>	<p>UNODC offices (HQ, ROMENA,</p>

¹⁶ A finding uses evidence from data collection to allow for a factual statement.

¹⁷ 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.

<p>90% dependent on external funding. Hence, funding opportunities are more opportunistic rather than strategic and integrated amongst UNODC offices. The soft earmarking received during this RP enabled the UNODC to be more strategic and more focused on MS needs.</p>	<p>pledges reports; Annual progress reports; projects budgets; UNODC Fund Raising Strategy; comparative charts</p>	<p>PO) should design an integrated fund raising strategy¹⁸ that also includes a clear communication plan. Moreover soft earmarking funding should further be advocated amongst donors through targeted newsletters about achieved results thank to this type of funding.</p>
<p>RP structure and design The evaluation underpinned that the log-frame of the RP has room for improvements. Outcomes and indicators were not SMART¹⁹ and vague. Furthermore, a lack of baseline and quantitative data (incl. gender disaggregated data) as well as of situational and threat analyses, made it difficult to assess the RP's impact and effectiveness as well as hindered evidenced based programing. The evaluation also highlighted that UNODC Offices (ROMENA, HQ, PO) offered a large array of activities (from capacity building of CSOs to legislative support to governmental counterparts).</p>	<p>RP annual progress reports, Evaluation findings summary of projects evaluation; other RPs (West Africa, South East Asia and Afghanistan neighbouring countries); interviews</p>	<p>ROMENA and HQ Regional Section, in consultation with SPIA Section should draft indicators and outcomes that are SMART, mutually exclusive and linked to targets/milestones. Moreover, UNODC ROMENA and HQ should continue its efforts to gather available baseline data for effective programing and measuring. In addition, ROMENA, in close consultation with MS of the region and LAS, should identify key thematic areas relevant to MS and the region and focus on legislative support and policy change (such as harm reduction, second cycle of the review process of UNCAC) rather than offer its full array of services and expertise. Finally, ROMENA & HQ should include a Support Program in the next RP for project development and funding raising efforts across SPs.</p>
<p>Operating in conflict & transnational settings Country offices closure (South Sudan), staff relocation and delays in activities put a lot of strain on ROMENA, PO and HQ who showed resilience and flexibility.</p>	<p>Interviews; RP annual progress report; projects evaluation reports; UNODC fund raising strategy; IPA document; IPA evaluation report.</p>	<p>UNODC (HQ and ROMENA) should have a conflict sensitive strategy incorporated into their RP logframe and project document on how to operate in conflict and transitional settings for staff and PO.</p>
<p>The PCAU- While the PCAU has not</p>	<p>Interviews from UNODC ROMENA, PO and HQ,</p>	<p>The PCAU should be used as a tool to raise the RP 'regionality'</p>

¹⁸The current UNODC Fund Raising Strategy does not provide a clear approach for the UNODC Regional offices and HQ to design an integrated strategy for fundraising. This current strategy is a situational analysis of the current status of donors funding worldwide and the comparative advantage of the UNODC. It is a very good start to build upon to design a strategic integrated fundraising strategy for ROMENA and HQ's fundraising effort.

¹⁹Strategic, Measurable, Achievable and Time-bound

reached its full maturity and its capacity since its creation in 2011, it helped centralize in ROMENA the management of the RP.	Donors, annual progress reports 2012, 2013	as ROMENA being the nexus of all activities of the RP. UNODC ROMENA should re-integrate the role of the PCAU and integrate it within the next RP's managerial core structure.
Sustainability The evaluation findings highlighted that there is room for improving the sustainability and exit strategy within projects and RP programming.	Interviews; summary of projects evaluations internal document; projects evaluations; West Africa RP; Afghanistan neighbouring countries RP; RP annual progress reports; SC's annual recommendations;	UNODC offices (ROMENA, and HQ) should proffer in the next RP MS' national ownership, mutual responsibility and strategic partnership. It is critical to build institutional memory through including mentoring into capacity building activities.
Important recommendations		
Reporting and scope Reporting projects achievements under the RP's log-frame has been slow and annual reports were not finalized. In addition, the RP reported projects that fall out of the LAS geographic scope.	Interviews; UNODC annual reporting policy guideline; RP annual progress reports 2012, 2013; projects revision documents; project evaluation reports.	UNODC HQ should simplify reporting templates to ease the reporting process. Moreover, guidelines for which countries and what type of activities falls under the RP should be drafted to ease reporting and monitoring processes.
Steering Committee The Steering and Follow Up committee has been purposeful but its structure and its attendance could be improved.	The Steering and Follow Up Committees' annual summary and recommendations lists; The Steering and Follow Up Committees' attendance lists; interviews	The UNODC ROMENA office should consider structural variations for the upcoming RP to foster greater mutual responsibility and accountability amongst MS and UNODC (e.g. through creating Thematic Task Forces).
Fostering partnerships & anchoring UNODC in MS UNODC country offices helped anchor the UNODC in these countries facilitating the interaction with key counterparts, the implementation of activities, fund raising efforts and fostering partnerships.	Interviews; projects evaluations reports; summary of evaluations; annual progress reports 2012, 2013	UNODC ROMENA and HQ should continue the efforts to establish country offices, as for instance in Morocco, in the next RP to help vet CSOs and partner organizations, engage closely with local counterparts, be visible and be informed of local changes and dynamics.
Human Rights & Gender - these principles are not always properly asserted and integrated within project programming in the RP projects documents.	Projects documents and interviews	The UNODC offices (ROMENA, HQ and PO) should try to integrate gender analysis and gender expertise during consultations and the design of projects and of the next RP. Moreover, the RP can be an effective tool to mainstream HR and gender further amongst MS.

I. INTRODUCTION

Background and Context

This is the independent final in-depth evaluation of the UNODC Regional Programme (RP) on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States (2011-2015). This RP's main purpose is to address a number of challenges posed by illicit trafficking, organized crime, terrorism, corruption, drug use and HIV/AIDS by working with national governments to strengthen drug control, crime prevention and criminal justice systems.

Consultations for the RP started in 2009 between UNODC Offices (ROMENA and HQ), the Member States of the League of Arab States and the Integrated Programming Branch at UNODC Headquarters (HQ). The development of the Regional Programme emanated from a new strategic and programmatic approach ("Integrated Programme Approach"²⁰) by UNODC at the corporate level following the adoption of the Mid-Term Strategy for 2008-2011. The RP for the Arab States is one of ten²¹ UNODC RPs that was designed to have a more integrated programmatic approach. As every change process or new strategy, it takes trial and errors for any organization to adapt and fine-tune its needs and implementing capacities, both financial and human. Moreover, the RP was designed in 2010, in a complex but different setting than at its inception in 2011.

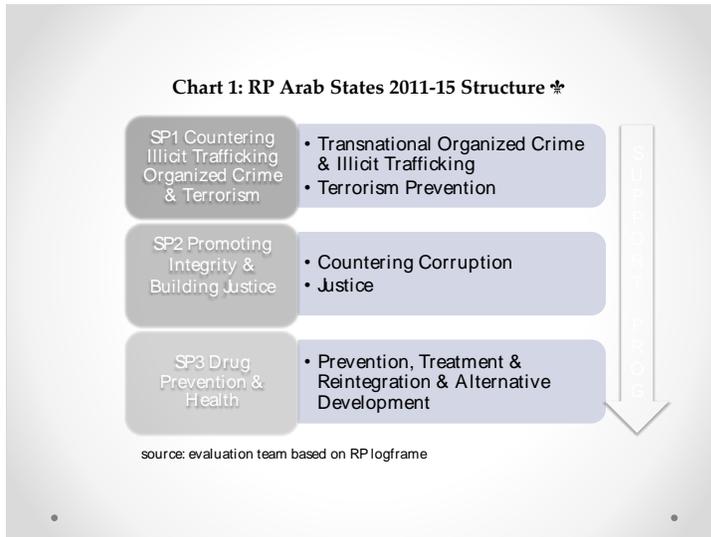
The Middle East and North Africa region is composed of three sub-regions (Maghreb, Mashreq, Gulf Countries) with varied levels of infrastructure, governmental and economic development; different types of threats and needs as well as differences in cultural and historical affiliations. Across these three sub-regions are displayed considerable disparities amongst national capacities, capabilities and treaty adherence relevant to UNODC's mandates and operations. Although some countries have ratified international conventions, adhering to these latter's legal obligations requires in-depth understanding of complex legal mechanisms, political will and capacity to enact them coherently. Moreover, some countries in the region underwent political turmoil that delayed legal reforms or stopped the adoption and integration of international conventions to strengthen their governmental institutions. While the needs for greater integration, regional cooperation and transparency, in terms of level of funding and status of projects, have been acknowledged by MS, national priorities and particularities remain high on MS' agendas and were pushed forward during the Steering and Follow Up Committees in 2012²². MS pressed for national focused reforms as building blocks for security and stability in the region.

²⁰IPA Strategic Document- UNODC

²¹Regional Programmes (source: "UNODC Thematic, Regional, Country and Global Programmes 2014"): East Asia and Pacific (2009-2014); Eastern Africa (2009-2015); Central America/Caribbean (draft RP; 2009-2012); South Eastern Europe (2009-2011; 2011-2015); West Africa (2010-2015); Arab States (2011- 2015); Afghanistan and Neighbouring Countries (2011-2015); Asia (2014-2017); South Asia (2013-2015); Southern Africa (2013-2016)

²²Steering and Follow Up Committee May 2012 recommendations and Annual Progress Report Jan 2011-Apr 2012

Regional Programme Description



The objective of the Regional Programme on drug control, crime prevention and criminal justice reform in the Arab States (2011-15) is to support the efforts of Members States in the region to respond to traditional, evolving and emerging transnational crimes, with a focus on achieving clear outcomes with tangible impact²³. The UNODC focussed on the following priorities in order to achieve the RP objective: 1) to strengthen regional responses and respond to national needs; 2) instil national ownership; 3)

leverage UNODC's comparative advantages; 4) foster regional cooperation; 5) develop partnerships and 6) rely on donor coordination.

The RP is a joint endeavour between the League of Arab States (LAS) and UNODC to respond to evolving threats by strengthening the rule of law in 18 countries. The 22 countries included in the LAS were not all covered by the RP. The selection of the 18 countries²⁴ was based on the overlap of countries covered by ROMENA and LAS MS, leaving Mauritania, Djibouti, Comoros Islands and Somalia. These 18 countries fall under ROMENA's geographic responsibility while the other four countries are under UNODC's East and West Africa Regional offices. Syria used to be covered by the RP but LAS suspended it from its MS membership status due to the on-going situation. Chart 1 'RP Arab States 2011-2015' was designed by the evaluation team to reflect more precisely the RP's structure as it was implemented after the inclusion of the support programme (that includes project XAMV12 and other projects that enabled the creation of projects offices amongst other things). The log-frame reported in the initial RP document did not include the support programme.

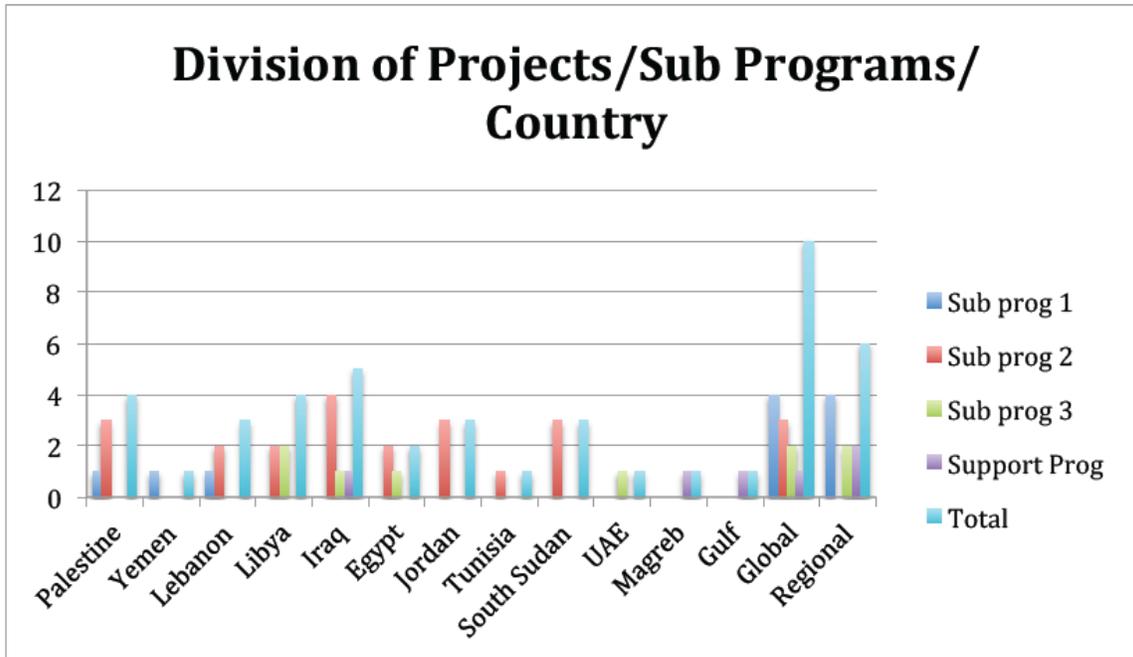
The RP consists of three Sub-Programmes, 1) Countering illicit trafficking, organized crime and terrorism; 2) Promoting integrity and building justice; 3) Drug prevention and health. Under those Sub-Programmes, 20 projects have been completed since the RP's inception in 2011, and 28 projects are currently on going (including 9 global projects/programmes). Amongst these 48 projects, 25 started before the inception of the RP (as far as 2002). Sub Programmes 1 and 2 are divided into two sub-divisions with a total of 6 outcomes each and Sub Programme 3 has a total of 5 outcomes. Some modifications to the original log-frame of the RP took place in 2011, following the political turmoil and changes in donors' and recipient countries' priorities. Sub programme 1 had a sixth outcome on 'strengthening national and regional capacities to combat cyber crime', which was taken out from the log-frame for this RP. Additionally a transversal support programme composed of several projects (XAMV12²⁵, GLOU46 regional segment, GLOU46 Iraq segment, AREU51²⁶, LBYU71²⁷

²³RP document

²⁴The RP covers 18 countries in the Middle East and North Africa: Algeria, Bahrain, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Morocco, Oman, Palestine, Qatar, Saudi Arabia, Sudan, Syria, Tunisia, the UAE and Yemen

²⁵ XAMV12 'Support Programme for Regional Programme', GLOU46 'Support for the Integrated Programming Unit to Promote Multi-disciplinary and cross-sectorial technical cooperation

and GLOU34²⁸ segment) was created in 2011 to support projects development across the three sub-programmes. This support programme represents USD \$7,513,240 million of pledged funds for the period of 2011 to 2015²⁹. Out of the 6 projects, only two started after 2011 (XAMV12 and GLOU46 Iraq segment), the other four were retrofitted but 5 of them were still on going until the evaluated period of January 2015.



Source: evaluation team based on projects division as reported in Annual Progress Reports 2013³⁰.

Out of the 48 projects under the RP, 12 projects were separately evaluated (6 Global projects, and 6 regional and country level) throughout the duration of the RP. As shown in the chart above ‘Division of Projects/SP/Country’, country level projects were implemented in 11 countries across the region. Amongst the three sub programmes, SP1³¹ is the least covered at the country level as its themes call for more regional activities. SP3 had country level activities in three countries and others undertaken by global and regional projects. Global and regional projects had activities across the region including Algeria, Sudan, Morocco, Bahrain, Oman, Qatar, Kuwait, Saudi Arabia and the United Arab Emirates. The Regional Programme received pledges of USD \$76,926,86632 for a period of five years (2011-2015) from multiple donors³³, as reported in the ToR of this evaluation. However these pledges cover projects that

²⁶ AREU51 ‘Establishment of UNODC Sub-regional Office for the Gulf Cooperation Council Countries (GCC)

²⁷ LBYU71 ‘Establishment of UNODC Sub-regional Office for the Maghreb countries’

²⁸ GLOU34 ‘Trends M.A.P Support (Trends Monitoring and Analysis Programme Support)’

²⁹ According to ToR list of completed and ongoing project lists and pledge funding.

³⁰The division of projects reflected in this chart goes back to 2002. It includes projects that were retrofitted under the RP. Maghreb represents the creation of the office in Libya, which was supposed to cover the Maghreb region including Tunisia, but a Programme office was created in 2013 in Tunisia while Libya was temporarily put on hold. Gulf entails the project that was funded to create the sub-regional office, which also covers the GCC countries while projects that are dedicated to activities in the UAE only are referred as UAE.

³¹On this Chart, the Forensic Project (PSEX02) is represented as under SP1 when the evaluation team concluded that it should have been under SP2 due to its nature and its focus.

³²According to ToR-in-depth evaluation of the RP

³³Australia, Canada, Denmark, Drosos Foundation, European Union, France, Germany, Greece, Italy, Libya, Norway, Qatar Foundation, Romania, Republic of Korea, Sweden, Switzerland, the Netherlands, UAE, UNDP and the United States of America.

were retrofitted under the RP and that go back to 2002. The pledged money received from 2011 to 2015 amounts to USD\$48 million. The United States of America, Canada, and the European Union have committed about 60% of the total amount of funds pledged³⁴. The planned budget for 2011 to 2013 was of USD\$33,500,000 while USD\$29,468,416 were actually spent for project delivery. So an actual 88% of the pledged funding was spent from January 2011 to December 2013³⁵.

Evaluation Objectives and Scope

Four years into the implementation of the RP, UNODC Regional Office for Middle East and North Africa (ROMENA) has contracted a team of three independent consultants to carry out a final independent in-depth evaluation of the Regional Programme (RP) on ‘Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States’ under the guidance of UNODC’s Independent Evaluation Unit (IEU).

The final in-depth evaluation assessed the period from January 2011 to February 2015. The evaluation’s scope was to a) consider how projects³⁶ that have been implemented within the framework of the RP; b) how LAS MS contributed or not to achieving the RP’s objectives; c) weigh the RP’s support to UNODC Strategic Framework priorities; d) assess how the RP helped obtain donors’ support; e) gauge how the RP facilitated and maintained strategic cooperation with key counterparts; f) underpin RP’s role in fostering efficient working arrangements between UNODC HQ and UNODC offices in the Middle East and North Africa region; g) highlight how the RP contributed to UNODC thematic programs; h) assess progress made following the Steering and Follow Up Committee Meetings’ recommendations (2012-2013); i) highlight whether the RP was relevant and adaptable to the volatile and changing environment; j) finally measure how Project XAMV12 has supported the development and implementation of activities under the RP .

The evaluation team coordinated with the Core Learning Partners (CLP)³⁷, who guided and facilitated the review and engagement process in key geographic areas for interviews and field missions for effective data collection and triangulation.

The final in-depth evaluation’s overall objectives were a) to determine the extent to which planned objectives and outcomes were produced; b) to identify lessons learned and best practices; c) to inform the development of a new RP (2016-2020).

The findings of the evaluation will be used by UNODC HQ, UNODC ROMENA, key partners and donors to draft Phase II of the RP (2016-2020) and assess how to best leverage UNODC’s comparative advantage in the MENA region.

³⁴In order according to the size of pledges received.

³⁵Only planned amounts for 2014 and 2015 were available in the documents. So the evaluation team did not have visibility on the level of expenditures for 2014 and 2015 are yet to come by December 2015.

³⁶The RP is comprised of 20 completed projects and 28 ongoing ones since 2011.

³⁷The CLP include UNODC senior management (ROMENA & HQ), UNODC project field staff, the League of Arab States (LAS) counterparts, LAS Member States, partner organizations (UN & NGOs) and donors

Evaluation Methodology

Phased methodology

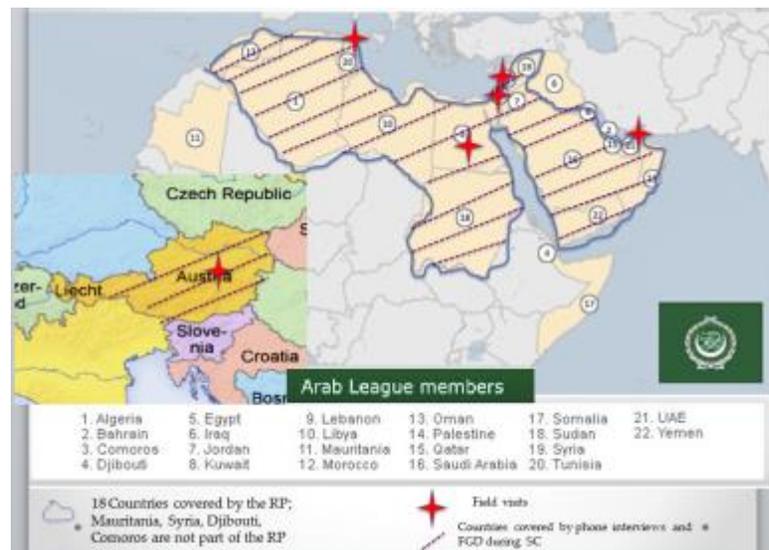
A phased approach was proposed to perform this final independent evaluation of the Regional Programme of the Arab States (2011-2015). This phased approach allowed the evaluation team to triangulate and in/validate initial hypotheses through different data collection instruments.

a) Client Alignment and Desk Review

Selected project documents (see Annex III) were reviewed and preliminary discussions were held with the IEU team and members of the UNODC ROMENA office and Member States of the LAS in Cairo to agree on the overall evaluation approach, expectations around deliverables and everyone's roles. These clarifications and initial desk review of documents resulted in the finalization of an inception report, covering preliminary hypotheses, identifying areas requiring further information and outlining the methodology for the evaluation including the field missions. The desk review covered an extensive selection of documents mentioned in the ToR, which was complemented by additional documents, after discussion and agreement with the IEU team.

b) Field research

A series of field missions took place throughout the evaluation period, including visits to UNODC HQ, UNODC ROMENA in Cairo, attendance of the annual Steering and Follow Up Committee (December 15-17 2014) and in four additional countries (the UAE, Tunisia, Palestine and Lebanon). The visit to the State of Palestine was requested by Palestinian counterparts and was welcomed as a means to clarify some of the preliminary findings. These countries were pre-selected based on geographic diversity (Maghreb, Mashreq and GCC); location of UNODC Regional, sub-regional and project offices in countries; security parameters, level of activities carried out in country; gaps in the desk review and availability of stakeholders.



A set of instruments for the data collection was used:

(i)- Face to face and phone/skype interviews with identified stakeholders (see annex) were carried based on open-ended and semi-structured interview guides with 130 stakeholders.

(ii)- Focus Group Discussions (FGDs): Some focus group discussions took place during the Steering and Follow up Committee in Cairo (December 2014) with different representatives from Member States' Ministry of Health, Interior, Justice and Foreign Affairs. These group discussions were held without any preliminary sampling selection process and with no prior visibility on who

were to attend. The spontaneity of the process helped generate some candid and honest discussions amongst participants. The discussions helped the evaluation team gather information on some DAC criteria (relevance, effectiveness, cooperation and partnership).

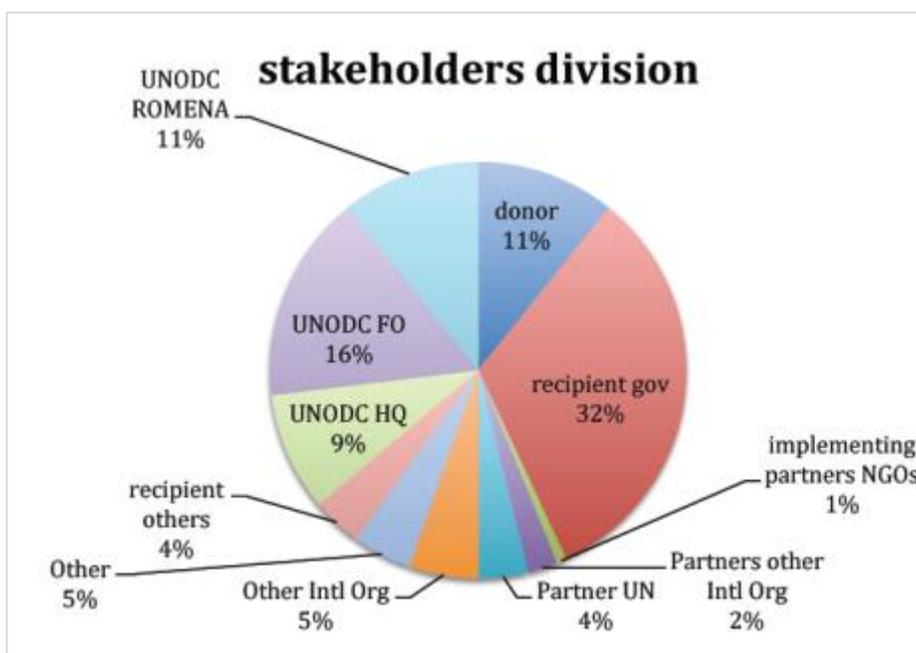
(iii)- Situational analysis on the general political environment of the MENA region was also included in order to provide external context on the political, economic and social situation in the Member States of the Arab League from 2011 to December 2014. This situational context allowed drawing connections between some shortcomings and lessons learned; this analysis also enabled the evaluation team to better gauge the level of achievements against the RP results frameworks.

c) Analysis and write-up

Data analysis/report-writing was carried out after completion of the field missions and preliminary analytical conclusions were checked with the IEU and the UNODC ROMENA focal point in Cairo to ensure accuracy and nuance. An initial draft of the evaluation report was presented for comments and discussion with IEU. As soon as IEU cleared the draft report, it was shared with UNODC ROMENA and HQ for comments. In the next stage, IEU shared the report with CLPs for comments and finalisation of the report by the evaluation team.

Sampling strategy

The selection of the interviewees was based on a purposive sampling methodology to meet the objectives of the evaluation. The evaluation team selected stakeholders that are Project Managers, Recipients and Partners to obtain different perspectives on the RP. A limited degree of snowball sampling occurred, when stakeholders referred the evaluators to others. A total of 130 interviews were carried out throughout the evaluation and covering a large range of stakeholders (refer to the graph below).



Source: Evaluation team, based on RP documents/desk review

The categorization of the stakeholders interviewed followed the below division:

Project Managers: those who are directly involved in designing and implementing the RP including UNDOC HQ management and thematic experts as well as UNODC Field Staff (regional, sub-regional and country offices). Interview topics included design, sustainability, partnership and cooperation, management issues (efficiency, effectiveness, challenges and lessons learned) and future strategic directions.

Project recipients: Member States the RP aimed to reach and who have been recipients of RP activities to date. These primary recipients included: prosecutors, judges, police officers, prison staff, border control experts, legal experts, LAS' Department of Legal Affairs of the LAS, and forensic experts. Interview topics included relevance, cooperation and partnership, impact, sustainability and ownership as well as future prospects. Interviews were carried out with focal points in Yemen, Morocco, Algeria, Palestine, Oman, Qatar, Sudan, Saudi Arabia, Tunisia, Egypt, Lebanon, the UAE, Jordan, Iraq, Qatar, Libya and Bahrain.

Project Partners: those who have knowledge of the RP and provide support (financial or technical) but who are not directly involved in its direct implementation. This included donors³⁸ and partner organizations³⁹. The focus of interviews was on relevance, impact, effectiveness, impact, sustainability, lessons learned and best practices for replicability.

Limitations

Time constraints Due to time constraint, the full team of evaluators has not been selected from the beginning. Only the Team Leader (TL) had been contracted from the start of the evaluation. In sight of the Steering and Follow Up Committee, the TL had been afforded little time to carry a preliminary desk review before the TL's first field mission to Vienna (December 7-12 2014). To mitigate, the TL coordinated closely with the IEU team for input and closer feedback on methodology, data collection instruments and data collection. In addition, a member of the IEU team seconded the TL during some field missions⁴⁰, to avoid bias, provide nuance and data input. This shortcoming in contracting the full evaluation team before the first field mission did not provide sufficient time for the TL to carry all the needed preliminary desk review and research. Two other evaluators were recruited by the end of January, and beginning of February 2015. They focused on sub-programme 2 and 3 to complement the research gaps that could not filled during the inception phase due to lack of time. These two evaluators carried a field research in the State of Palestine in March 2015 while the Team Leader carried field research in Tunisia, the UAE, Lebanon and Egypt. In order to mitigate time, the TL thoroughly briefed them on preliminary findings and prepared a work plan with specific deliverables. Another team debrief, including the IEU team member, took place in Cairo (March 15th 2015), which allowed team members to share and discuss more conclusive findings, shortcomings, lessons learned and best practices. The TL was responsible for the final analysis but integrated the team's feedback for the final report.

Financial constraints Although the RP in the Arab States (2011-2015) is implementing a total of 48 projects across the Arab States, amongst which 28 are still on going, the evaluation team could not visit all countries. The field missions selection followed a set of criteria: gaps in the desk review, UNODC country offices and sub-regional offices; availability of stakeholders; amounts of projects in country; level of activities implemented under the RP framework; and security clearance. All countries were nonetheless covered through phone interviews or in person interviews in Vienna and Cairo during the SC meeting in December 2014.

³⁸Qatar Foundation, Australia, Canada, Denmark, Drosos Foundation, EU, France, Germany, Greece, Italy, Libya, Norway, Romania, Republic of Korea, Sweden, Switzerland the Netherlands, UAE, UNDP, USA

³⁹UNDP, UNDP, WCO, IOM, UNICEF, UN Women, UNAIDS, WHO, UNFPA, Kofi Annan Foundation

⁴⁰ SC in Cairo in December 2014 and Abu Dhabi's country visit in January 2015

No prior baseline information As highlighted in this report, it was difficult for the evaluation team to gauge the intended and unintended positive and negative long-term impact/benefits of the RP, as no baseline information was available (and no targets were set). Nonetheless, the evaluation team attempted to capture some degrees of impact and effectiveness through interviews with stakeholders. The first outcome under each sub-programme of the RP is about data collection and analysis from each country. Further considerations, context and subject matter needed to be considered in order to gauge, to some extent, the RP's effectiveness and impact.

The above limitations may have led to some extent, to a certain degree of bias or some information gaps. The close review and cooperation amongst the team members and the IEU, combined with the triangulation of the data have helped minimize this bias to a large degree. Whenever conclusions were not sufficiently substantiated, it was mentioned in the report.

II. EVALUATION FINDINGS

Design

Initial process

The RP for the Arab States followed a UNODC internal shift in programmatic strategy that focused on regional programs worldwide. The draft of this RP took into consideration lessons learned from the South East Asia and Pacific RP but also referred to the Integrated Program Approach (IPA) requirements⁴¹ and was in line with some of the IPA core principles⁴² and its seven core thematic themes⁴³. UNODC's Strategic Framework⁴⁴ stresses upon the fact that each RP is unique that allows a customized response to regional and national challenges to be formulated.

The Regional Programme was designed through a consultative process and endorsed by participating States at the Regional Expert Meeting that took place in Cairo from April 27 to 29 2010. The RP was adopted by the relevant Councils of the League of Arab States and launched by the Secretary General of the League of Arab States and the Executive Director of UNODC on December 8 2010⁴⁵. As seen in the table below, the Cairo declaration is aligned with UNODC Strategic Framework objectives for regional programmes that do not prescribe from focusing on national priorities. These objectives were reflected in the design of the RP.

The UNODC Strategic Framework	The Cairo Declaration December 2010
<p><i>Regional program should help establish a strategic, mutually reinforcing partnership at two levels: regional and national' [...] 'use national activities as a building block in the development of Regional Programmes, and likewise, Regional Programmes are expected to translate into a dynamic set of integrated technical assistance activities in specific countries'</i>⁴⁶.</p>	<p><i>Convinced that the various priority areas of the RP, namely countering trafficking, organized crime and terrorism; promoting justice and integrity, and improving health and human development complement each other, thus constituting a strategic framework for action at the national and regional levels;</i></p>

⁴¹ The IPA was designed at a later stage than this RP in 2012, which has to be considered in the evaluation of its design.

⁴² The RP fits the IPA's core principles on consultative process, national ownership and engagement with partners

⁴³ 1- organized Crime and Illicit Trafficking; 2-Anti-Corruption; 3-Terrorism Prevention; 4- Crime Prevention and Criminal Justice; 5- Health and Livelihoods; 6; Research and Trends Analysis; 7-Forensic and Scientific

⁴⁴UNODC Strategic Framework paper

⁴⁵ UNODC, 2014: 2 – update 2013

⁴⁶Strategic Framework Document p.1

Alignment with regional and national priorities

According to interviews and RP's documents, UNODC's Transnational Organized Crime Threat Assessment (TOCTA) and Transnational Organized Crime Situational Assessment (TOCSA) help strengthen the design of Regional and Country Programmes⁴⁷. However, the team responsible for developing the reports at Headquarters would require further resources, both financially and human, to be able to follow-up with the level of requests from all MS; as a result, updating TOCTAs and TOCSAs on a regular basis remains a costly and time-consuming endeavour. With regards to this RP, financial, human capabilities and time constraints limited the amount of consultations and needs assessments carried out with individual MS in the region. It is important to highlight that both MS and UNODC have reiterated, at numerous occasions⁴⁸, their interest and need to collect data and carry threat assessments for more visibility on the current state of affairs in the MENA region. A TOCTA, a TOCSA and further data collection are also critical for evidence based programming, proper risks assessments, mitigation planning and for measuring effectiveness and impact of UNODC's projects in the region.

Although, strengthening data collection methodology and encouraging data sharing amongst MS has been one of UNODC's Strategic Framework thematic priorities and one of this RP's objective⁴⁹, data collection remains a sensitive and difficult process in the MENA region. Conversely, it is critical for future RPs and project development to continue strengthening MS capabilities to collect, use and share data with the UNODC for effective programing (see recommendation).

Thus to remedy this problem, UNODC ROMENA, HQ and Project offices follow a set of best practices taken from previous experience such as:

- a) To engage closely with other international organizations, such as UNAIDS, the World Bank and UNDPKO⁵⁰ in order to align the RP's thematic areas with theirs; benefit from their available data; and carry out joint needs assessment missions when possible, but also to ensure strategic, programmatic coordination and complementarities.
- b) To contribute actively to the UN Country Team⁵¹ and to the preparation of the UNDAF⁵². As such, UNODC can ensure that the Regional Programme's focus areas are reflected and integrated in the objectives and expected outcomes of the UNDAF within the UN cooperation framework.
- c) To design projects by either responding to MS' requests or based on previous initiatives, already in place in the region.
- d) To maintain close engagement with MS key counterparts in the ministries of justice, health and interior.

⁴⁷According to interviews, RP for South East Asia and TOCTA for South East Asia.

⁴⁸Steering and Follow Up Committees recommendations 2012, 2013, 2014.

⁴⁹ Outcome 1 under each sub program is about building MS capacity to collect and use data

⁵⁰See partners map later on the report

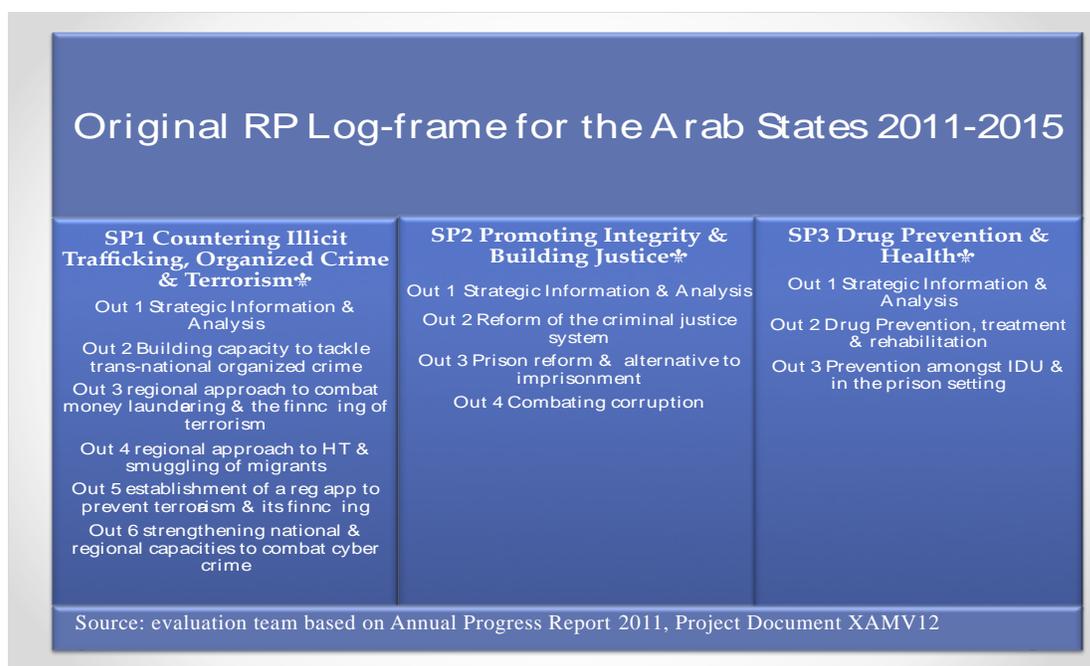
⁵¹ ROMENA participates in the UNCT in all the countries in which we are implementing a programme and in which we have personnel present: Egypt, Iraq, Jordan, Lebanon Morocco, Palestine, South Sudan, Tunisia, UAE and Yemen.

⁵²ROMENA contributed to the preparation of the UNDAF in Egypt, Tunisia, Palestine and Iraq in the areas of governance and health, and co-chaired Democratic Governance Group in Egypt,

This practice enables UNODC to tailor their response to MS needs. As mentioned in the Declaration of Cairo in 2010, the MS ‘*commended the UNODC’s fifteen years partnership with the National Governments of the Middle East and North Africa to counter the threats posed by drugs, transnational organized crime, terrorism and corruption*’.

Finally, this RP’s general themes were also aligned with other regional initiatives such as the Arab Initiative to Combat Human Trafficking launched in 2010 and funded by the Qatar Foundation to Combat Human Trafficking; with UNAIDS regional programs and projects to address people who inject drugs in prisons as well as with the World Bank (StAR) Stolen Asset Recovery Initiative⁵³. Each sub programme is aligned to some degree with another international organization’s program or projects in the region. The RP is also aligned with UNODC global strategies and UN conventions and related protocols on the themes covered under the RP (corruption, money laundering, terrorism, transnational organized crime/human trafficking, and human rights). And more, projects under the RP are aligned with MS’ national priorities as they often submit the formal request to get UNODC’s technical assistance or support and then approve every project document before implementation. According to interviews with UNODC staff, when UNODC initiates a project, MS need to review and sign the MoU for implementation requirements as for instance, MS would disapprove should a project not be aligned with its own internal needs. This mechanism enables MS to be fully aware of UNODC’s operations in their country, instil ownership and align UNODC’s programing with national priorities.

The logframe’s structure



⁵³StAR is a joint program of The World Bank Group and the United Nations Office on Drugs and Crime – is a key partner in the Asset Recovery Action Plan and provides support to the Arab Forum. StAR is also actively engaged in assisting Arab countries in transition, in developing strategies, improving interagency coordination, engaging in international cooperation and in facilitating their efforts to recover stolen assets.

The initial logframe of the RP was designed with three sub-thematic programmes with very large outcomes as seen in the chart ‘Original RP Logframe’

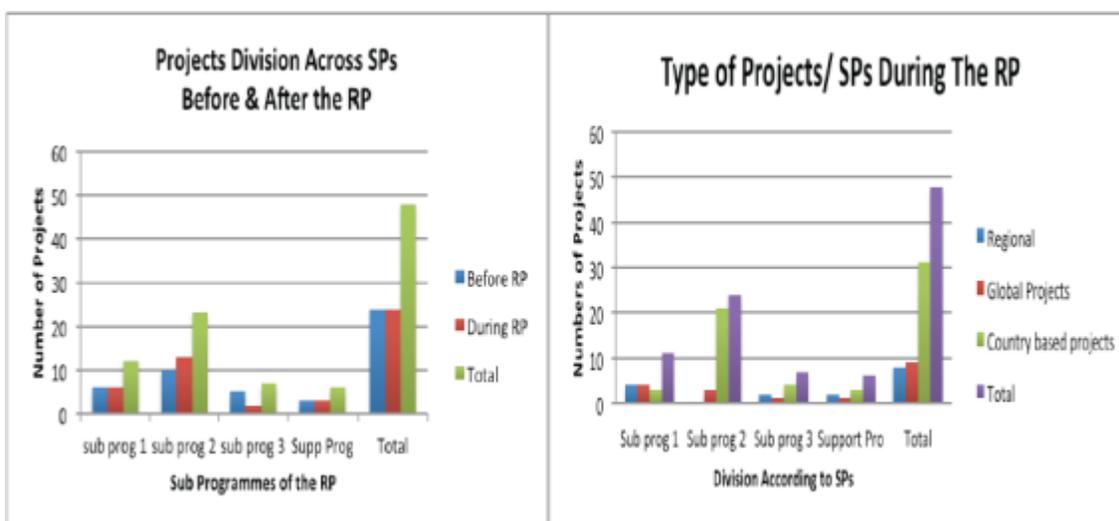
Following the Arab Spring Revolutions (January 2011), the RP was slightly amended to adapt to new regional and national priorities as well as to integrate new opportunities such as asset recovery initiatives. Sub programmes were divided into sub-sections; some outcomes were refined, taken out and new ones added. The RP’s new structure is shown on chart 1 in the introduction and was divided as follows:

- SP 1: a) transnational organized crime & illicit trafficking b) terrorism prevention
- SP 2: a) countering corruption b) justice
- SP 3: a) prevention, treatment & reintegration & alternative development.

During the first Steering and Follow up Committee (2012), MS requested UNODC to focus on country level needs and to continue their efforts to foster regional cooperation when possible. Hence, a greater focus on justice system reforms and integrity as building blocks for security, human rights and peace⁵⁴ was stressed upon during the RP. One outcome under SP 1 was dropped in 2011-2012 revision of the RP- ‘strengthening national and regional capacities to combat cyber-crime⁵⁵’. Outcome 4 ‘Countries in the Arab region utilize strengthened capacities to recover stolen assets’ was added under SP2 in the revised version of the RP. This outcome was added in the RP in the aftermath of the Arab Spring revolutions, when some countries wanted to build their capabilities to recover stolen assets. However, in practice, it did not take precedence over other outcomes or other projects priorities.

Two outcomes were added to SP3 in the revised logframe, which created more detailed outcomes but the main focus remained the same: strategic information and analysis; drug prevention, treatment and rehabilitation; HIV prevention amongst IDU and in prison setting. Finally, a Support Programme⁵⁶ (SupP) was added to the RP in 2011 (XAMV12 was one of the projects under SupP).

This SupP’s main objective is to offer flexibility, time, and leeway for ROMENA to pilot



Source: evaluation team- ToR

⁵⁴ Updated RP document- January 11/ April 2012 p.2

⁵⁵ Update annual report Jan 2011-April 2012 p.3

⁵⁶ Annual Progress Reports January 1 2012 to December 2013.

new initiatives, open up Programme or Project Offices and carry needed studies between project development and funding cycles. Three projects were retrofitted under this support function and three additional projects were developed. This SupP is a pivotal element of the RP and should be integrated in the design of the next RP.

The chart ‘Type of Projects/SPs During the RP’ reflects the amounts of projects per SP and divided amongst regional, country and global projects. Amongst the 48 projects reported under the RP, 31 were country focused, 9 global and 8 regional projects. The chart above ‘Type of Projects/SPs During the RP’ shows that 23 projects were under SP2, 11 under SP1 and 8 under SP3 and 6 under the Support Program. It is clear that a country-focused approach was adopted during the RP. As aforementioned, this strategy is not contradictory to the RP’s overall objectives, but driven by MS domestic priorities, donors’ earmarked funding on specific countries and thematic areas. Based on the above chart ‘Projects Per SP Before & After Inception of RP’, the amount of projects under SP2 was already higher than any other SP before the RP’s inception in 2011. Correlated with interviews, it can be concluded that UNODC leveraged its expertise and experience in the region on the SP2 themes while responding to MS’s demands to focus on justice reform and integrity.

Finally, it is important to stress that all projects that were under ROMENA’s mandate had to be retrofitted under the RP for administrative and managerial purposes. This obligation led to some confusion as further developed in the following sections. Hence, guidelines on administrative reporting obligations and on ROMENA’s geographic scope should be clarified for the next RP (recommendation).

Sub Programmes

Sub Programme 1: Countering Illicit Trafficking, Organized Crime and Terrorism

This SP is composed of two sub-divisions and 6 outcomes in total. These outcomes were based on previous projects (XAMT14, GLOS83, YEMX24, PSEX21) and based on the new geopolitical context in 2011, which became more opened to topics such as asset recovery and border control.

Table 1. Outcomes of SP1

Outcomes SP1
Outcome 1: Countries in the region produce, develop and utilise quality data and analysis on threats in drugs, crime and illicit trafficking
Outcome 2: Cooperation and coordination amongst countries of the Arab Region to reduce human trafficking, its impact on victims and the smuggling of migrants
Outcome 3: Countries in the region take action against trafficking of illicit drugs and firearms
Outcome 4: Countries in the Arab region more effectively combat money laundering with a special focus on cross-border cooperation
Outcome 5: Countries in the Arab region use enhanced forensic and scientific services in support to the legal process
Outcome 6: Countries in the Arab region ratify and implement the international legal instruments to prevent and combat terrorism
Source: evaluation team from the RP log frame and from the ToR Pledged funding. Nota Bene: 1 project XMET31 is not accounted for in this pledged funding display as it should not be under SP1. Similarly project GLOV20 has been accounted here although it is reported under SP3 in the ToR pledged funding. See explanations in the report.

As shown in the Table above, the language of the outcomes under SP1 is unclear and vague. These outcomes cover several projects, whether retrofitted or developed during the RP. Outcome 3 also fits to some projects on corruption under SP2 and its justification for being under SP1 is not clear. The language of the outcomes under SP1 needs to be more precise and more mutually exclusive between SPs for clarity and for measuring needs.

The indicators under SP1 have been difficult to report to, as UNODC offices (ROMENA, PO and HQ) could not collect the needed data. The indicators⁵⁷ refer to very sensitive information and do not properly reflect the level of efforts undertaken by UNODC under SP1 in capacity building, legislative drafting support and in research.

Table 2: SP1 division of projects and pledge funding

Number of Projects & Types 11 projects under SP1	Total Pledge Funding for SP1 USD\$ 20,135,394
Human Trafficking: 5 total projects: 1 global projects, 3 regional & 1 country level projects (Lebanon, regional activities across all countries in the region)	USD\$ 8,169,266
2 Global Projects on trafficking of drugs, firearms and illicit trafficking of any product for illicit purposes (planned activities Algeria, Egypt, Iraq, Jordan, Morocco, Oman, Yemen and Lebanon)	USD \$252,100
Asset Recovery: no individual project	USD\$ 0
Forensic: 1 country project on Forensic in Palestine	USD\$ 9,510,900
Terrorism: 2 global projects with activities all over the region and with one specific segment on Yemen Source: Evaluation team based on ToR documents Nota Bene: these classification of projects and budgets include projects that were retrofitted under the RP in 2011	USD\$ 2,338,110

Indicators under outcome 6 are nevertheless measurable and relevant to projects implemented on terrorism. However, a baseline on countries that had ratified and acceded international legal instruments to prevent and combat terrorism prior UNODC's technical assistance could be easily built for internal and external benchmarking in the future.

Table 2 shows the division of budgets and types of projects according to themes under SP1. SP1 accounts for 11 projects: 6 started before the RP. 4 projects are global vs 4 regional vs 2 (Lebanon and the State of

Palestine). The project reported in Yemen (YEM24) is a segment managed by ROMENA but the full project covers Somalia, Djibouti and Kenya- hence the East Africa Regional Office is also implementing activities in cooperation with the Terrorism Prevention Branch (TPB) at HQ. So it is actually a global project designed and managed by TPB in Vienna but ROMENA received USD\$271,171 from the total pledged funds of USD\$3,154,857 for that project in order to implement activities in the MENA region. Regional projects under this RP have implemented activities across the region through capacity building workshops and technical assistance. This illustrates the managerial complexity of this RP.

The total pledged funds for SP1 are of USD\$20,135,394 for a period going from 2008 to 2015⁵⁸; SP1's budget represents 26% of the total pledged funds of the RP⁵⁹. According to

⁵⁷Indicators of SP1: number of instances of countries investigating cases of money laundering; reported cross-border cooperation on combating trafficking of illicit drugs and firearms; proportion of identified victims of human trafficking [...] receiving comprehensive support services; percentage of respondents who indicate that enhanced knowledge is used in policy and operational response etc....).

⁵⁸According to Annual Progress Reports – January 2012 to December 2013 and the ToR for the evaluation.

According to interviews, it was highlighted that project XAMX59 has been extended until 2016.

⁵⁹According to the pledged funding amounts provided in the ToR for the evaluation; and the Annual Progress Reports

the table above, HT and Forensic received the most funds during the RP. However, while the total of raised funds for the RP is reported evenly across all documents, the reporting of projects' dates and location are not always accurate. Project XAMX59⁶⁰ is reported in all UNODC annual reports (including 2011) to start in 2012 until 2015, while in its project document it starts in 2010. The Arab Initiative for Combatting Human Trafficking (XAMX59) was adopted at the Doha Foundation Forum in March 2010 but its capacity building component was launched at the Second Doha Forum for Combating Human Trafficking in January 2012. Hence, the insertion in annual progress reports and pledged funds reports as of 2012.

It is unclear why some projects fall under SP1, such as the Forensic Project (PSEX02), which amounts for USD\$9,510,900 and Project XMET31 'Preparatory assistance to increase access to justice and legal aid in the Arab states (2008-2011). Project XMET31's outcomes and indicators do not relate to the RP's indicators and thematic areas of SP1 on international organized crime and terrorism; its objective is to foster cooperation amongst CSOs and MoJ for the creation of legal aid and its budget is recorded at USD\$ -1,682 in the chart of the RP's pledged funds for 2011-2015⁶¹ in the ToR (see annex 1). Finally, the Forensic Project helps fight organized crime and could cross over the three sub programmes but it would make more sense if it were under SP2 (criminal justice). So it is unclear how much money was raised for SP1 before and after the inception of the RP.

Sub Programme 2 – Promoting integrity and building Justice

Table 3: Outcomes of SP2

Outcomes SP2
Corruption
Outcome 1: Countries in the region produce, develop and utilize quality data and analysis on corruption
Outcome 2: Countries in the Arab region ratify or accede to the UN Convention against Corruption
Outcome 3: Countries in the region identify and take action to prevent, investigate and adjudicate corruption
Outcome 4: Countries in the Arab region utilize strengthened capacities to recover stolen assets
Justice
Outcome 5: countries in the Arab region take steps to reform the criminal justice system in accordance with UN standards and norms in crime prevention and criminal justice and recognized good practices
Outcome 6: Individuals in prison settings are treated in accordance with UN standards and norms in crime prevention and criminal justice and recognized good practices
Source: evaluation team from the RP log frame and from the ToR budget. Nota Bene: these outcomes do not allow to differentiate which projects fell under which

As shown in the Table 3, SP 2 is split into two sub-divisions and 6 outcomes. While no clear information can be derived from the RP on how these six outcomes and related

2012 and 2013

⁶⁰The Arab Initiative to Combat Human Trafficking in the MENA region.

⁶¹ Internal financial and administrative procedures to UNODC requires that all projects under ROMENA's administrative oversight be retrofitted under the RP, along with their budget balance at the time of the reporting effort. The negative balance is the amount that was recorded in 2011 for project XMET31

indicators were drafted, one can assume that they were taken from projects taking place in 2010, which were then retrofitted under the RP.

SP 2 of the RP is only to some degree results-oriented. The outcomes under SP2 are not equal in scope and not mutually exclusive as several projects (LBNT94, JORZ09) can fit under several outcomes and several sub divisions across different sub programmes⁶². According to the RP strategic document, it was highlighted that there is an overlap between the different SPs and that UNODC team would try to exploit such opportunities⁶³. Such projects exemplify such overlap. However, the design of this RP does not support such overlap as it attempted to be programmatic rather than strategic with a set of outcomes and indicators. Indeed, the indicators are also very general, not always measureable within the timeframe of the RP⁶⁴ and not attainable⁶⁵. Moreover, neither baseline information nor targets have been given for each indicator. Indicators have also different profiles: some are clearly project-related⁶⁶ while others refer to number of ‘countries’ in which particular activities have taken place, such as in the field of juvenile justice. This problem was already mentioned in the Annual Progress Report 2013⁶⁷. Finally, there is little overlap of new projects’ indicators⁶⁸ with those of the RP, especially on corruption, where the initial focus is on legislative and policy reform and support rather than on implementation. Indicators, and outcomes should therefore be reconsidered for the next RP.

As shown in Table 4, SP2 is composed of 23 projects, amongst which 10 started before the RP. 21 projects are country focused while 3 are part of Global Projects and were distributed across the region from North Africa to the Mashreq. No regional projects were undertaken under SP2. Considering the themes (corruption and justice reforms) tackled by SP2, it only makes sense that projects were focused on country level reforms rather than regional cooperation. Global projects also had activities in countries not mentioned in the chart above, such as Morocco. No specific project on asset recovery was developed as it was integrated and proffered through different UNCAC related projects. According to the SC’s review of 2014, the UNODC’s legislative assistance has fostered international cooperation in Anti Money Laundering (AML) matters, and encouraged Arab countries to join the Financial Task Force in the region (MENA FATF) and Egmont Group⁶⁹. Moreover, the

⁶²For instance, projects on prison reforms in Lebanon LBNT94 -referred to outcome 2 while also tackling issues under outcome 1 of SP2 on juvenile justice. Project in Jordan JORZ09 is reported under SP2 but refers to fitting under SP1 Sub-programme 1:Countering transnational organized crime and illicit trafficking, including drug trafficking (b) Member States are equipped to take effective action against transnational organized crime, including: drug trafficking; money laundering; trafficking in persons; smuggling of migrants; illicit manufacturing and trafficking of firearms; and emerging policy issues as mentioned in General Assembly resolution; and under SP4 Sub-Programme 4: Justice Enhanced capacity of Member States to develop and maintain fair, humane and accountable domestic criminal justice systems in accordance with the United Nations standards and norms in crime prevention and criminal justice and other relevant international instruments. 64/179

⁶³RP official document p.11.

⁶⁴For instance, the adoption of pieces of legislations can take time and involve many different stakeholders so it is difficult to attribute the results to the UNODC’s efforts only

⁶⁵Some data required to assess results is not in the public domain, due to its sensitive nature such as instances of mutual legal assistance requests or of asset recovery.

⁶⁶Number of prisons with staff applying improved knowledge/skills and number of prisoners trained for instance

⁶⁷Although the current indicators would serve as a good tool to measure changes and achievement towards the Programme outcomes, they will require information that only in very few instances will be available either through sharing of information by the countries or through research’, Annual Progress Report January 2012-December 2014 p.14

⁶⁸Project started after 2011 are referred as ‘new’ in this evaluation

⁶⁹UNODC SC 2014 Internal impact assessment document.

added expertise of a regional advisor on corruption to ROMENA during the RP shows renewed interests amongst MS to tackle this matter.

Table 4: SP2 division of projects and budget

Number of Projects & Types: 23	Total Budget SP2 USD \$33,140,688
6 Corruption projects: 3 global and 3 country level (Libya, Iraq, Egypt)	USD \$ 10,843,744
1 country focused project on Asset recovery	USD \$ 376,009
7 Justice reform, incl. juvenile projects: all country focused	USD\$ 5,804,524
9 Country projects on penitentiary reform	USD\$ 15,962,242
Nota Bene: these include projects that were retrofitted under the RP in 2011.	

Some projects also took place in South Sudan, which gained independence in July 2011 and is not a MS of LAS. Some projects (SDNBX06 phases I/II and III) were initiated before the inception of the RP; for continuity, sustainability and time saving reasons they remained under ROMENA's supervision until their closure. Another project (SSDX98) was initiated in South Sudan in 2013 and ended in 2014 due to security reasons. South Sudan remained under ROMENA's oversight until then, as ROMENA had contractual obligations. However, although the inclusion of these three

projects under the RP for the Arab States were justified, future projects in South Sudan should no longer be reported under the next RP to ensure coherence with LAS regional coverage (recommendation).

The total budget of the SP2, as reported in the Annual reports and the Evaluation ToR, is of USD\$ 33,136,564, amongst which USD\$20,072,727 were raised after the inception of the RP in 2011. The rest of the amount of USD \$13,063,837 corresponds to projects that were retrofitted under the RP during the drafting process. SP2 represents 43,07% of the total budget of the RP.

Sub Programme 3

Table 5: Outcomes of SP3

Outcomes SP3
Prevention, Treatment & Reintegration & Alternative Development
Outcome 1: Countries in the Arab region produce, develop and utilize quality data and analysis on the impact of drugs, crime, illicit trafficking, its related health consequences as well as the available resource and response infrastructure
Outcome 2: Countries in the Arab region with laws and/or regulations and/or policies in place that are ethical and based on scientific evidence, and support a comprehensive health response to drug demand and to the health and social consequences of drug use
Outcome 3: Countries in the Arab region establish/scale-up evidence based drug prevention programmes
Outcome 4: Countries in the Arab Region establish/scale up evidence based drug dependence treatment services amongst people who use drugs
Outcome 5: Countries in the Arab region establish/scale-up comprehensive HIV services amongst people who use drugs and people living in prisons and other closed settings including tailored programmes targeting women
Source: evaluation team from the RP log frame and from the ToR budget. Nota Bene: these outcomes do not allow to differentiate which projects fell under which

SP3 is not split into sub-divisions. SP3 has 5 outcomes that are large, vague and process oriented. Although it is essential to gather data on drug demand, drug routes and HIV/AIDS for evidenced based programming, the wording of the outcome 1 is convoluted. It is written as follows: countries should be able to 1: 'produce'; 2: 'develop'; 3: 'utilize quality data' on a: 'the impact of drugs', b: 'crime'; c: 'illicit trafficking'; d: 'its related health

consequences and resource response infrastructure'. The indicators for this outcome refers to the number of countries that can produce quality data and statistics on items 'a to d'. If the objective is to build country level capacities, the indicators should be more precise as to who the recipients of training workshops are: i.e. border control officials, customs officials, prison guards or health professionals? If the objective is for the UNODC to gather data on these issues, the indicator(s) need to reflect that objective and be more issue specific. The UNODC should prioritize what kind of information is collectable and start building MS capabilities on that specific crime (as initiated with the Anti-Human Trafficking Coordination Unit (AHTCU) within LAS). Such focus can help build long-term good practices and incentivize countries to work on their data collection efforts on different fronts.

On the other hand, according to the evaluation findings, UNODC has actively contributed to research efforts in the region, through country rapid situation assessments, joint reviews of population size estimations of countries in the region, to the World Drug Report (2013 edition), to students 'drug use study' and many other type of efforts to gage the level of drug usage, the users and legislations in place. Hence UNODC has supported research efforts carried out by other organizations or MS. However, these efforts were not about building MS capabilities but rather building baseline information and databases.

Moreover, projects under SP3 were based on lessons learned from the regional project XNAJ58 (2007-2014) that held consultations with regional partners in 2008 to identify priorities. Based on those consultations the work plan was modified to include Opioid Substitution Therapy (OST) and prison work. SP3 is well aligned with existing programmes and UNODC global strategies. UNODC is aligned with UNAIDS global programme to address people who inject drugs in prisons and UNAIDS 2011-2015 Joint United Nations Programme on HIV/AIDS strategy "Getting to zero" which was released to promote zero new infections, zero AIDS-related deaths and zero stigma and discrimination.

Table 6: SP3 division of projects and budget

Number of Projects & Types: 7	Total Budget SP3 USD \$16,129,98
3 Drug Demand reduction	USD \$ 8,764,000
3 HIV/AIDS projects	USD \$ 5,701,991
1 Harm reduction	USD\$ 1,551,005
Nota Bene: these include projects that were retrofitted under the RP in 2011.	

SP3 is composed of 7 projects or 8 according to the latest Annual Progress 2014 report where the Afghan Opiate Trade Project (GLOV20) is included under SP3. Only 7 projects are included in Table 6 as GLOV20 was originally included under SP1 until 2013 Annual Progress Report. This is a global project with a small segment managed by ROMENA; this segment is justified as the Opiate routes also go through the MENA region. Its inclusion under SP3 is unclear as it focuses on trafficking routes of opiates and not on health. Moreover, 5 projects started

before the inception of the RP and 3 during. Projects focused on a few countries in the region, based on MS's requests (Libya, Egypt, UAE, Iraq). Other regional activities took place in Morocco, Lebanon and Palestine.

In the aftermath of the Arab Spring, countries and donors priorities were not on SP3 themes but rather on SP1 and SP2. In some countries, like Egypt, UNODC's prison project was interrupted and funds were withdrawn. In others, like Libya, UNODC succeeded in maintaining a presence and continued implementing some activities, even though some were delayed or slowed down due to security threats and political changes.

The SP3 total budget is of USD\$16,129,98 as reported in the annual reports 2013 and the Evaluation ToR. USD\$ 7,365,986 were raised before the inception of the RP across 5 projects, while USD\$ 8,764,000 were collected over 3 projects. One amongst these 3 projects amounts to USD\$7,943,900 (90% of funds raised after the inception of the RP) in the UAE. Activities in the region were funded under two global programmes: GLOK01 (regional training on the International Standards on Drug Use Prevention hosted in the UAE in June 2014) and GLOK32 (regional training based on the TreatNET training package hosted in Jordan in February 2013 and the UAE in October 2013). The SP3 budget represents 20,9% of the total RP budget. Considering donors and countries' priorities after 2011, it is an achievement that UNODC managed to raise funds for SP3 activities in targeted countries and maintained interests amongst other MS⁷⁰.

Support Programme (SupP)

The support Programme was not originally in the design of the RP but it is mentioned as part of the RP in Annual Progress Report 2013 and in the Evaluation ToR. Activities are not reported however in the Annual Progress Reports (2011-12-13) as SupP but have been reported under different SPs. All activities that were carried out in the Gulf countries under the framework of AREU51 (which was later on added to the Support Programme) were reported respectively under the relevant 3 sub-programmes. This support programme is composed of 6 projects, amongst which 3 started prior and 2 after the inception of the RP. These projects' objectives are to support the development of projects offices or project proposals across the sub-programmes. Projects under SupP supported the creation of project in Iraq, Libya, Tunisia and a sub-regional offices in the UAE. The SupP's total budget is of USD\$7,520,198, which represents 9,77% of the RP's total budget. Some of these projects received soft-earmarked funding (XAMV12), which offered great flexibility to UNODC to respond to countries' needs and develop proposals accordingly. The SupP should be reintegrated within the next RP and soft-earmarking should continue to be promoted amongst donors as a best practice and most efficient way to respond to MS priorities (recommendation).

Relevance

As aforementioned, the RP was designed in 2010 before the Arab Spring Revolutions of 2011, which changed the geopolitical dynamics of the region and some countries' political leadership. These changes raised questions as to the RP's relevance to MS' and donors' priorities in the region as well as to UNODC's comparative advantage and the RP's programmatic value. This chapter will also consider LAS as key counterpart, the relevance of each SP for the region and whether it has been relevant to focus in particular on two countries –Yemen and Palestine.

Sub Programmes' Relevance

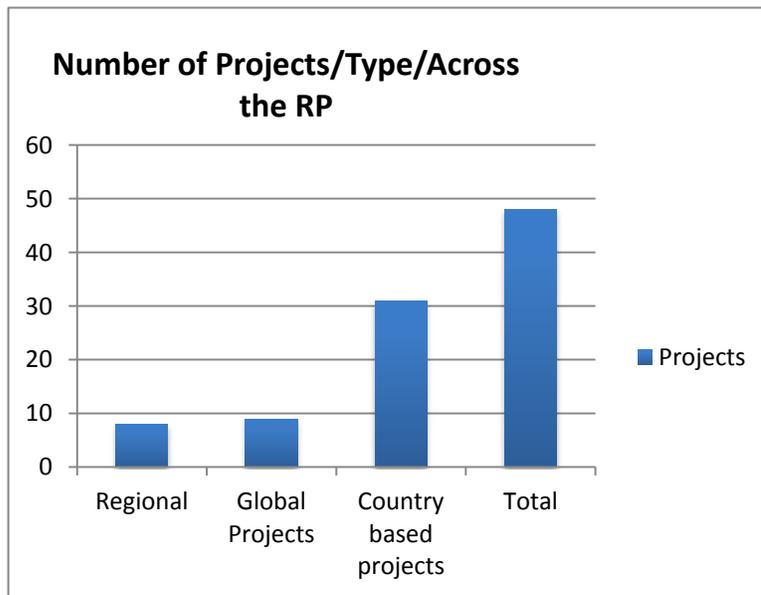
The three sub-programmes were agreed upon after consultation with MS of LAS and responded to the state of affairs in the region with respect to organized crime, criminal justice, the state of prisons and the increasing usage of drugs. The political unrest and violence in 2011 impeded the implementation of a number of planned project activities at

⁷⁰Steering and Follow Up Committee 2012,2013 and 2014 recommendations that MS still showed interest in the themes tackled by SP3

the regional and country level, while at the same time provided an opportunity for UNODC to expand its programme development in these thematic areas. Hence the themes covered by the RP are undeniably relevant and strategic for the region. However, the level of relevance differs from one SP to the other. SP1 themes on organized crime and terrorism respond to MS needs and regional dynamics. SP1 also had a strong regional focus compared to the other two SPs that were country focused. Indeed, SP2 for instance was mainly concentrated on national projects, which raised the question about the added value of the RP amongst CLPs.

And more, SP3 cannot be considered totally aligned with the needs of MS as harm reduction and OST are not on the agenda of countries in the MENA region. UNODC has advocated with its partners for the relevance of the RP. From a public health perspective the RP is relevant as aligned with existing projects and other agencies' programmes in place in the region; UNODC is also the only agency that has access to prison, which is perceived as one of UNODC's key comparative advantages. Finally, the evaluation team concluded that generally speaking the RP's sub programmes were relevant to the needs of the region and to those of MS. Nuances across the three SPs have been highlighted above; but they do not undermine the relevance of SPs' themes for the region. As aforementioned, the evaluation highlighted a large array of activities, projects thematics, and numerous set of indicators that were difficult to refer to for effective measurement due to the large amount of different projects and areas of focus. Moreover, some activities such as the training of CSOs' to strengthen their organizational structure might not be of UNODC's direct mandate. In correlation with its need to strengthen its image, clarify its mandate to MS and donors, UNODC ROMENA and HQ should identify key thematic areas relevant to MS and the region and focus on legislative support and policy change (such as harm reduction) rather than offer its full array of services and expertise for the next RP (recommendation).

The League of Arab States (LAS)



Source: evaluation team based on ToR

The analysis of interviews show that LAS has played a critical role in obtaining MS's political 'buy in' as well as getting them to agree on a set of priorities for the region. LAS hosted the consultation session that took place during the drafting process as well as the Steering and Follow Up Committees of 2012, 2013 and 2014. The cooperation with LAS enabled UNODC to have access to some ministries and units, such as the anti-narcotic departments, more easily. Moreover, this partnership helped create the Anti-Human

Trafficking Coordination Unit (AHTCU) within LAS for data collection on human trafficking across the region and the elaboration of the first Arab Report on Human

Trafficking as well as sharing of best practices on anti-TiP efforts, reporting on the regional strategy and promoting capacity building (to come out in 2015). Although this unit has been slow in collecting data amongst MS, its creation represents a starting point in building mutual responsibility on data collection amongst MS and the UNODC.

All CLPs concluded that LAS has been critical for galvanizing MS' political support and continuous engagement throughout the RP duration. Hence all CLPs concluded that UNODC should continue its partnership with LAS for the next RP (recommendation).

Regional vs national approach

According to the evaluation findings and as shown in the chart 'Number of Projects/Type/Across the RP', 31 national projects were funded vs 8 regional projects (some projects reported under the RP date back to 2002). 9 global projects were also included under the RP, whose segments⁷¹ on MENA were managed by ROMENA. Projects and RP's updated documents highlight the RP's objective as '*to strengthen national capabilities as building blocks for regional stability*⁷²'. Most interviewees amongst focal points in ministries in each country were hardly aware of the RP's overarching objective and structure; they often confused it as a-LAS-led initiative rather than a UNODC programme. Moreover, interviewees have underlined the particularities of each country and the political and legal diversity amongst countries in the region, requiring different technical assistance with a national approach rather than a regional one. In addition, while regional workshops for experience sharing were appreciated, it certainly was not a high priority for UNODC's focal points across the region.

On the other hand, a large number of interviews with UNODC Staff and recipients emphasized that UNODC's activities in the region are seen as critical as they offer sense of 'regionality' and as encouraging cooperation amongst UNODC offices (ROMENA, PO and HQ) to work towards the same goals. Projects/programme offices were created to support the implementation of projects under the RP in Libya, Iraq and Tunisia. These offices anchored the UNODC in these countries facilitating the interaction with key counterparts, the implementation of activities and fund raising efforts. Activities in Libya and Iraq offices were slowed down due to international staff's evacuation but continuous engagement with counterparts allowed for activities to take place despite the political instability (recommendation).

Funds division

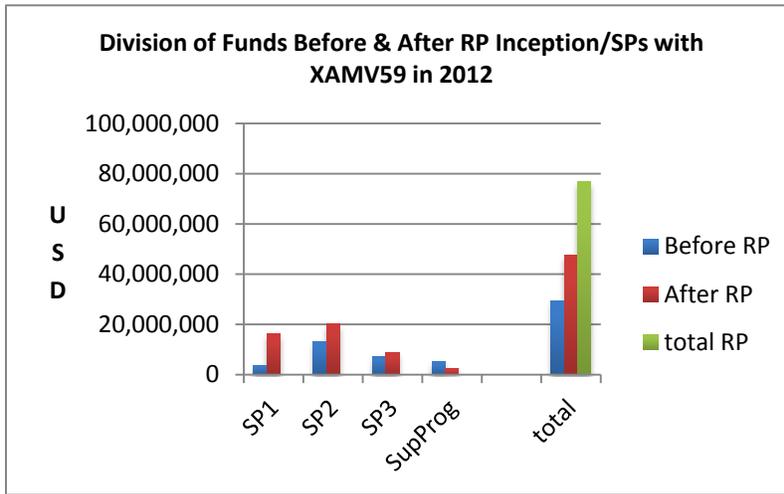
The evaluation findings revealed that donors' priorities are more country than regionally focused and only a few would be willing to fund regional programmes per se, only if they were programmatic, focused and measurable. Indeed, most donors fund projects at the country level through their bilateral representations and based on priorities for these specific countries (INL⁷³, EU for instance). Furthermore, there is a discrepancy between field donors and HQ counterparts; the former are more aware of the RP than field donors who focused more on country projects they funded. Further targeted communication efforts should be made during the next RP. For instance, trimestral newsletters to donors (brief

⁷¹A segment is division of a global program that applies to a regional geographic scope and that falls under the regional office's managerial supervision

⁷²RP Annual Progress Report and Revised document 2012, 2013

⁷³Bureau of International Narcotics and Law Enforcement Affairs, European Union

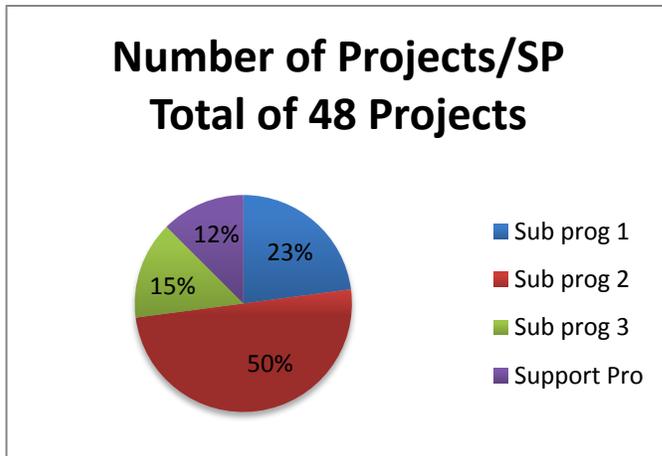
overview of projects activities and achievements) can help raise donors’ awareness of and interests in UNODC RP activities (recommendation).



Source: evaluation team- ToR Budget division

According to the chart ‘Division of Funds Before and After RP Inception’, almost double the amount of funds was raised during the RP (2011-2015) versus the amount raised before its inception. The pledged funds’ division increased across the different sub-programmes and especially on SP2. The SupP after 2011 was mainly composed of XAMV12 and a segment of a global programme (GLOU46) for cross-

sectorial technical cooperation in Iraq. It supported the creation of the country office in Iraq. The large amount of funds raised before the RP inception and that was included in the SupP was for the creation of the Sub regional office in Abu Dhabi (USD\$ 4,078,686 project AREU51).



Source: evaluation team- ToR

Funds were raised because of projects’ continuous relevance to donors’ priorities in specific countries. The chart ‘Number of Projects/SP Total of 48 Projects’ clearly shows that SP2, focusing on national projects, received more attention than the other two SPs. SP3 received fewer funds, as drugs

demand reduction and HIV were not high on donors and countries’ priorities. Combined with donors’ interviews, the RP did not support any additional fund raising effort on SP3. However, this observation is not a reflection of the UNODC’s in/ability to raise funds as the amounts raised during the RP duration increased from 2011 to 2014, which will be further considered in the following section ‘efficiency’. The funds were just more focused on SP1 and SP2.

UNODC Comparative Advantage

UNODC has been operating in the region since 1997⁷⁴ with the aim of strengthening the rule of law, fighting drugs, organized crime and illicit trafficking, including in persons,

⁷⁴ UNODC has been operating in the MENA region in 1997 with a mandate to address drug demand reduction and

drugs and firearms, corruption, and terrorism. Its work is grounded in the three international drug conventions, the UN Convention against Corruption, the UN Convention against Transnational Organized Crime and its three supplementing protocols, the universal instruments against terrorism, the UN Minimum Standard Rules on the Treatment of Prisoners and the UN Standards and Norms in Crime Prevention and Criminal Justice. According to the evaluation findings, UNODC's comparative advantage lies in promoting strategic initiatives, facilitating cooperation and dialogue, access to information about regional/global issues and trends, technical assistance in the areas of organized crime, anti-corruption, crime prevention, criminal justice reform, law enforcement, drug demand reduction, HIV, etc... and in advocating for and supporting the implementation of the various UN Conventions, standards and norms⁷⁵.

Based on the analysis of interviews with UNODC staff and recipients, the RP's themes are even more relevant after the Arab Spring Revolutions as themes of corruption, justice reform, organized crime, terrorism and asset recovery became furthermore apparent. For MS, UNODC's technical legal expertise and ability to access prisons represent its key added value. UNODC has been referred to as a boutique agency with specific technical expertise that differentiates it from other UN agencies. UNODC as a small and expert based agency should focus on key topics that are relevant to the region rather than offer its full array of services included in its mandate (recommendation). This focus should help strengthen its positioning amongst other agencies and counterparts as well as help raise funds by being more strategic rather than donor driven. Moreover, UNODC's partnership with the LAS is perceived as strategic to advance policy change.

However, the evaluation findings highlighted the lack of knowledge of the RP's objectives and structure amongst recipients and implementing counterparts such as CSOs and governmental entities. As a result, it is difficult to conclude that the RP helped raise UNODC's comparative advantage in the region.

Palestine and Yemen

LAS MS requested that '*national capacity building programmes and regional cooperation are given to the Arab States most in need*⁷⁶' such as the Palestinian Authority and Yemen. Both countries received UNODC technical support across the RP's thematic areas and a National Programmes for Palestine and Yemen were drafted during the RP. The analysis of interviews showed that the RP inspired the design of the National Programme and strengthened the partnership between the MoI, the MoJ and the MoH. This evaluation covers the period of January 2011 to January 2014. However, according to interviews, the Palestinian Prime Minister launched the National Program on 10 June 2014. This is a major achievement as for the first time different ministries in Palestine are working as one team, through unified themes, approaches and objectives to tackle the issues covered by the National Programme. However, the link between the RP and the National Programmes holds the potential for more support from the region. However, it is important to underline several differences between Palestine and Yemeni national context, which has been very volatile and hence has not attracted sufficient funding to take National Programme and other activities under the RP. Moreover, a combination of complex factors, from lengthy negotiations with donors and governmental counterparts, discouraged donors to disburse additional funding (during the period covered by this evaluation), lack of UNODC's human resources to the volatility of the political situation in these two countries explain the delay

harm reduction until 2002 when its mandate expanded to other thematic areas of organized crime, justice reform, terrorism and corruption.

⁷⁵The RP original document p.5

⁷⁶The RP original document p.5

in implementing activities. The relevance of selecting these two countries for additional support could not be properly assessed during this evaluation but further emphasis on UNODC's effectiveness to comply to its engagement with the LAS has been done under section 'effectiveness'. However, UNODC and MS should carefully consider whether prioritizing on two countries is strategic or not for the next RP (recommendation).

Efficiency

The UNODC Evaluation Handbook (EH) defines efficiency as “*a measure of how well resources/inputs (funds, expertise, time etc..) are converted into outputs*”²⁸. A series of additional questions complemented this definition for the purpose of this evaluation in order to assess the efficiency of the RP and its mechanisms for implementation, fund raising, reporting and communication. This following section will also shed light on budget disbursement, fund raising efforts and limitations, reporting mechanisms and internal structure, personnel, full cost recovery, PCAU and best practices.

Budget Disbursement

Chart 1-Pledged funding including funds that were retrofitted under the RP from projects going back to 2002		
Pledged funding (2011-2015)	Expenditure (Jan 2011-June 2014)	Expenditure in % (Jan 2011-June 2014)
USD\$76,926,866	USD\$39,397,634	51%
Source: ToR for this Evaluation		
Chart 2- Actual level of funds pledged as of 2011.		
Actual Pledged Funding for 2011-2015	Expenditure (Jan 2011-June 2014)	Expenditure in % (Jan 2011-June 2014)
USD\$47,838,531	USD\$39,397,634	82%
Source: Evaluation team based on ProFi budgets		

The RP's overall budget from 2011 to 2015 represents USD\$76.9 million but USD\$48 million were raised as of 2011. According to the reported expenditure as shown in chart 1 from January 2011 to June 2014, only 51% of the total pledged funds have been spent. This chart

needs to be compared with the one below (chart 2) that reflects the amount of funds raised as of 2011 of approximately USD\$48 million. Hence the expenditure percentage from June 2011 to June 2014 is of 82% for the reporting period of the RP. 51% could lead to misinterpretation of the level of available funds that UNODC possesses until the end of 2015 and raise unrealistic expectations amongst MS. While in reality, up until June 2014, 82% of the funding had been spent.

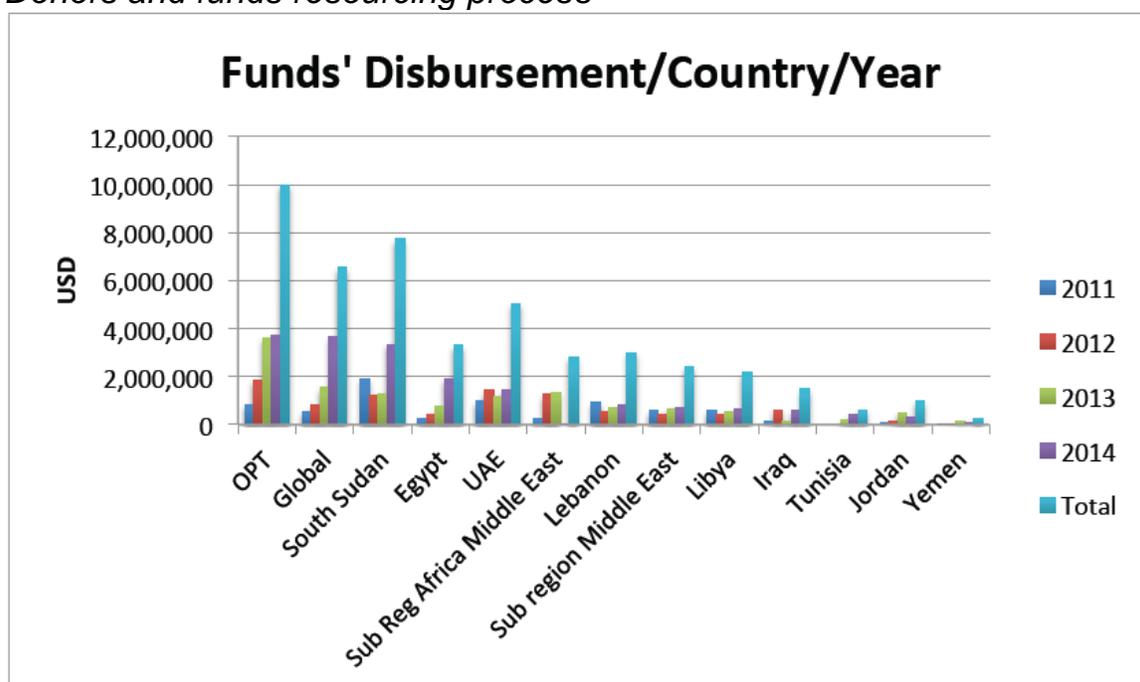
According to the RP budget's breakdown and the summary of on-going projects in 2013, an increase of projects implementation took place in 2013 as reflected in the increased disbursement in that year of \$12,6 million compared to \$9,2 million in 2012 and \$7 million in 2011⁷⁷. This reflects multifactorial elements coming together to ease project implementation such as: restored stability in some countries; the start of reforms in

⁷⁷Annual Report RP 2013

neighbouring countries inspiring others to follow suit; the establishment of project/programme offices in Tunisia for instance; larger fund commitment from donors to the MENA region and the recruitment of technical staff in ROMENA through global programme and regional projects.

Moreover, this RP did not receive any direct funding, only projects did. According to UNODC's financial management mechanisms, funds are allocated and reported according to project numbers. Hence, this first generation RP could only raise money if sub-programmes were designed as projects and given a project number as seen with other regional programmes (e.g. Regional Programme for Afghanistan and Neighbouring Countries; RP Southeast Asia).

Donors and funds resourcing process



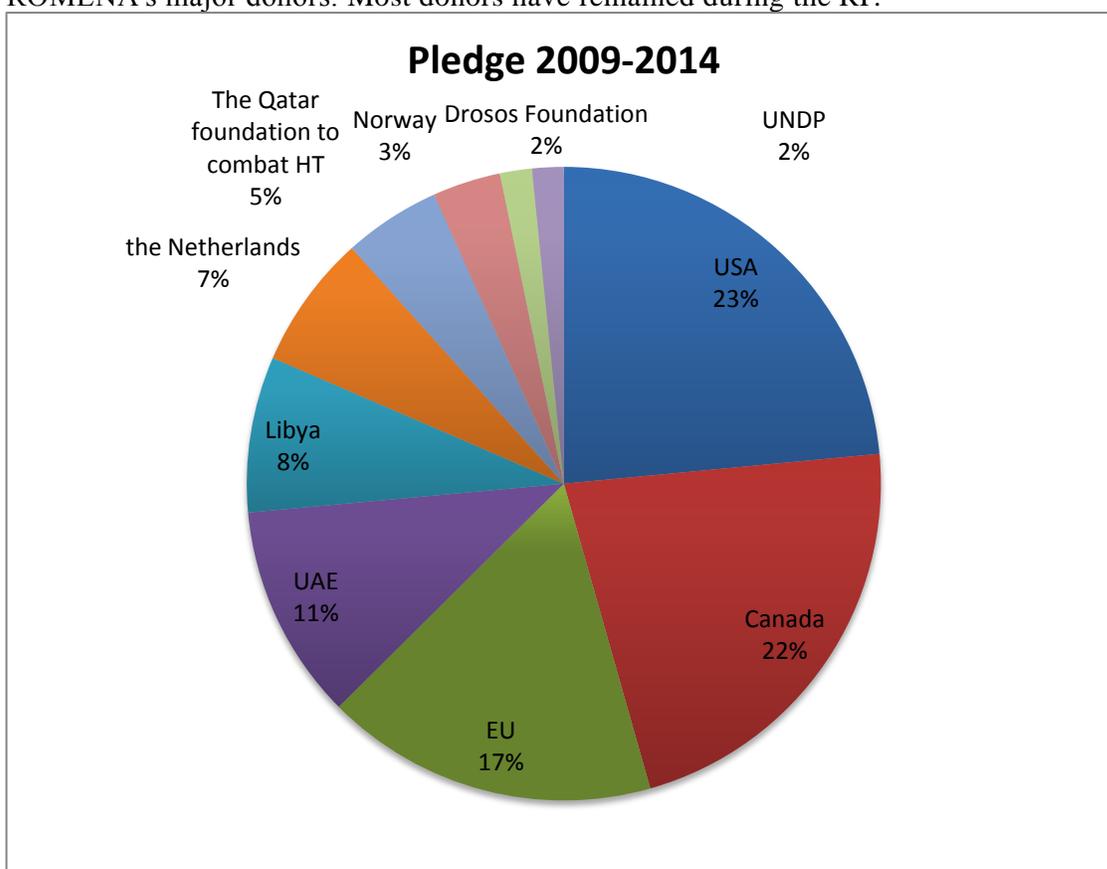
Source: UNODC financial reports 2009-2014.

As shown in the chart 'Funds' Disbursement/Country/Year', the level of funding has increased across the region from 2011 to 2014. According to the chart, Jordan and Yemen saw their level of funding reduced. This reduction is explained by the degradation of security in Yemen where implementing activities have become difficult for all international agencies, reducing donors' interests in disbursing additional funds. However, it is important to highlight that projects in Jordan finished in 2013 (GLOT36 and JORT36) and another project that started in 2014 (JORZ09)⁷⁸ had not been yet been reported in the UNODC's financial and reporting system (Profi). Hence, if the additional fund for Jordan (JORZ09) is accounted for, the level of funding from 2011 to 2014 also increases. Moreover, several activities planned under other projects (Iraq, Yemen, XMEX19, XAMX59) took place in Jordan and in Egypt, considered as a safe zone for delivering workshops and hosting

⁷⁸ Strengthening the Working Methodologies of the Public Security Directorate (PSD) in Jordan. This project is for USD\$ 2,747,253 from 2014-2015.

conferences. On the other hand, countries like South Sudan (although it is not under the RP geographic scope) and the State of Palestine have received large amounts of funding (USD\$7.7 million and USD\$10 million respectively). These amounts represent, amongst other things, the construction of a drug treatment facility and a forensic lab in the State of Palestine as well as prison reforms in South Sudan. Clearer guidelines on what falls under the RP geographic scope and mandate should be drafted for the next RP (recommendation).

The chart '2009-2014 Pledge' shows the contribution to UNODC ROMENA since 2009. As projects under the RP go back to 2002, this distribution is still relevant to visualize who are ROMENA's major donors. Most donors have remained during the RP.



Source: UNODC ProFi documents.

Although there has been an increase from 2011 to 2013 (as mentioned above) in awarded funds to UNODC, the pool of donors remained the same: USA-Canada-EU-the Netherlands-Norway- the Qatar Foundation to Combat HT and UNDP -as external donors; Libya and the UAE, have been funding projects to take place in their own country. However, the creation of the UAE office⁷⁹ is also to support Gulf Countries, which it has done through many activities. Most of these donors have earmarked funding, with the exception of Norway, who funded one project (XAMV12) under the support program with soft-earmarked funding.⁸⁰

⁷⁹ Project AREU51- for the creation of the Gulf Country office in Abu Dhabi.

⁸⁰ This soft-earmarked funded project will be further assessed later on in this report.

Some country offices were temporarily put on hold (Iraq, Tunisia, Libya) and others closed (South Sudan) due to donors' withdrawal of funds because of security degradation (Iraq, South Sudan). Considering the political volatility of the region, combined with UNODC's engagement in conflict ridden areas like Yemen, Iraq, Libya, South Sudan, not only should the source of funds be diversified but specific terms of engagement and standard operating procedures should be defined for PO staff operating in these kinds of settings. These conflict and transitional settings are complex environments in which linear progression from one set of activities to another is difficult, if not impossible, to achieve. Complex processes in transition settings simply do not progress linearly; such contexts are characterized by unpredictable shocks and weak institutions may be vulnerable to regional economic and political distortions, creating highly unpredictable environments." UNODC often has limited capacity and even less leverage to meet the IPA and other related UNODC goals in these kinds of settings. It is key for UNODC's regional and country offices to have a conflict and post conflict engagement strategy as well as closer connections with UNDPKO, other UN agencies and the broader international community, financial institutions and a large spectrum of national stakeholders. However, UNODC should leverage its position as the UN agency supporting the international community in setting principles, norms, standards, know-how, good practices and tools in specific themes. This positioning can support the fund raising effort if supported by a clear SOP and exit strategy for such environments (recommendation).

Finally, the evaluation findings also stressed upon the need for greater cooperation and cohesion amongst offices for fund raising efforts. Every office, section and department within UNODC relies on project funding for its own sustainability, as only 10% of the UNODC funds are regular budget. As a result, the fund resourcing process is neither coordinated, nor strategically planned amongst Regional Sections at HQ, field and regional offices nor aligned with donors' funding cycles, as evident from the desk review and interviews. The UNODC Fund Raising Strategy provides some indications on donors' cycles but remains a policy paper rather than a real strategy⁸¹. A mapping process of donors' cycles, level of funds disbursed and thematic and geographic priorities should be done in parallel to the drafting of the next RP. This mapping process should be part of a clear strategic approach for the UNODC ROMENA/HQ/PO fund raising effort (recommendation).

Another internal managerial mechanism created during the RP is the Programme Coordination and Analysis Unit (PCAU). The PCAU is managed by ROMENA and its objective is to streamline the RP's implementation and fundraising process. The PCAU's mandate is clear⁸² and should be reconsidered for the next RP. While PCAU was created in 2011, it has not yet reached full maturity. The following considerations should be gauged for the next RP: greater coordination and design input from Programme or Project Offices should be encouraged in order to foster local stakeholders' participation and input in projects' design process as well as enhance fund resourcing efforts by implementing a joint fund raising strategy amongst UNODC offices. The PCAU is not a separate entity from the rest of ROMENA but an integral part of the Regional Representative role to oversee the RP's implementation, challenges and status. ROMENA should promote the PCAU further amongst MS through courtesy visits and closer communication lines. Finally, the PCAU should also help reinforce the 'regionality' of the RP by supporting ROMENA's role as the nexus of all activities being designed and carried out under the RP. UNODC ROMENA

⁸¹ Fundraising Strategy 2012-2015- UNODC

http://www.unodc.org/documents/donors/Fundraising.Strategyv._final_print_version.5_Sep.2012.pdf

⁸²RP Annual Progress Report 2013

should strengthen the role of the PCAU and integrate it within the next RP's managerial core structure (recommendation).

Personnel and recruitment

The evaluation findings revealed, on the one hand, that the level of cooperation amongst HQ, ROMENA and Programme or Project Offices is generally positive and mutually supportive. The relationship between ROMENA and HQ is further explained in the following quote: *'ROMENA has been working closely with the thematic experts at HQ in the development and implementation of technical cooperation activities under the Regional Programme, in particular in the field of combating corruption, prison reform, criminal/juvenile justice, drug demand reduction and human trafficking. This has included delivery of training by HQ technical experts in support of project implementation, support for development of manuals and policy and technical advice. Moreover, HQ thematic experts have been actively supporting development of projects under the Regional Programme. ROMENA also has three regional advisors (terrorism, corruption, HIV/AIDS) posted in Cairo through global programmes, who keep regular contact with their respective sections and utilizes TP tools as applicable to their work'*⁸³. Efforts to cost share amongst UNODC offices have been underpinned as a good practice. For instance regional coordinators in ROMENA are paid through Global Programmes (GLOT69, GIOG32, GLOR35, GLOG80). GLOV20 funds a local researcher in MENA to coordinate with all MS counterparts which has helped build trust and gather data on trafficking routes in the region. It is, however, difficult to attribute this cost sharing practice to the RP itself as it is done through projects' budgets and not through any specific management and financial mechanism of the RP.

One reported impediment to projects' efficiency is the UNODC lengthy recruitment process of both internal staff and external experts. This issue was highlighted in projects' evaluations (SDNX06, XMEX19), annual reports⁸⁴ and interviews. This problem delayed UNODC's stakeholder engagement, activities implementation and strategic planning. And more, the salary scale for consultants, as defined by UNOV⁸⁵, is lower compared to other UN agencies, which deterred some experts to accept offers prepared by ROMENA. UNODC is part of the UN Secretariat that has strict guidelines in terms of recruitment and salary scales for consultants to abide by. These efforts were sought for to minimize costs. It is therefore difficult for UNODC to modulate their recruitment procedures and apply other rates that could be closer to market scales.

Reporting mechanism and internal structure

The RP has a series of reporting requirements that are meant to facilitate exchange of information, project development, implementation and fund raising efforts. The RP requires annual reporting from all UNODC Programme or Project Offices to ROMENA and subsequently to HQ. The RP also requires annual meetings of the Steering and Follow Up Committee to take place as a mechanism whereby MS are informed of the RP's achievements, challenges and priorities. A closer review of the Steering Committee will be done under 'effectiveness'. However, with regards to reporting and monitoring

⁸³RP Annual Progress report 2013 – reporting period January 2012 to December 2013

⁸⁴RP Annual Progress report 2013 – reporting period January 2012 to December 2013

⁸⁵Evaluation findings summary- UNODC internal document

mechanisms, drafts of annual reports were produced by UNODC ROMENA and sent for feedback to UNODC HQ. According to interviews with UNODC Staff, these drafts⁸⁶ have not yet received final approval from UNODC Programme Review Committee (PRC) to issue the final reports⁸⁷. According to interviews, draft reports were never sent to the PRC but oral updates on the RP were provided to the Executive Director. Furthermore, this reporting process became cumbersome and difficult, as indicators and outcomes of the RP and projects were not SMART and mutually exclusive. Although inputs on lessons learned, best practices and mitigation solutions were valued; the level of dissemination amongst UNODC offices, as progress reports were not fully finalized, is questionable and could not be verified further by this evaluation. The annual progress reports templates require very detailed reporting on all activities for each SP, challenges, Human Rights, Lessons Learned, funding and updates in the logframe. However, for ease of reporting and for strategic learning, reporting templates should be simplified and shortened so project managers could easily peruse through to adapt programming, timing, funding, and risks mitigation accordingly. Moreover, if the template is simplified, more concise and more strategic information will be included and thereafter more quickly reviewed. Such annual reports should be used as strategic documents rather than just required reporting. Hence, a few slides on lessons learned, mitigations solutions and challenges should stem from the annual reports and be distributed amongst all offices for knowledge management, and strategic learning (recommendation).

Finally, all reporting obligations to donors were met, but most of them would like more visibility on projects implementations, challenges and achievements throughout the funding cycles through a closer engagement with UNODC offices and more targeted communication strategy.

XAMV12

An operational and support function project- XAMV12 -was developed by the end of 2011 to create a platform and a backbone for a more pre-emptive fund raising and projects development approach of ROMENA. Project XAMV12 initially received USD\$950,000 and received an additional pledge of USD\$1,150,000 in 2013 by the same donor, Norway, for a total pledge of USD\$2,100,000 (from 2011 to 2015). Part of this total pledge was reoriented, in agreement with the Norwegian donor, towards project XMEX19 on Human Trafficking and Smuggling of Migrants. Hence the amount of available funds for XAMV12 is of USD\$1,630,523. XAMV12 is the only soft-earmarked funded project that offered ROMENA flexibility, time to develop and submit funding proposals as well as pilot new initiatives through seed funding. In general, where donors have shown more flexibility, results have been positive⁸⁸. XAMV12 supported the elaboration of 30 concepts notes, amongst which 12 were funded⁸⁹. Amongst the 30 concepts notes, 6 were for regional projects focusing on SP1 and 24 were country focused (Yemen, Tunisia, the State of Palestine, Libya, Lebanon, Jordan, Iraq, Egypt, Algeria and Gulf States⁹⁰). The latter ones covered the three SPs themes from border control, drug prevention, security sector reform,

⁸⁶ The drafts of the annual progress reports 2011,2012,2013 never received final approval but a oral presentation to the UNODC Executive Director was done to offer update on progress. This decision not to send the drafts through PRC was done by IPB. However, it has been highlighted that the 2014 annual report will be reviewed in June 2015 by the PRC.

⁸⁷No written documents proved that finding but several interviews amongst CLPs confirmed it.

⁸⁸ According to UNODC Fund Raising Strategy and interviews

⁸⁹XAMV12 documents and project revision 2011, 2013.

⁹⁰XAMV12 documents and project revision 2011, 2013.

and corruption to forensics. One example is the workshop on ‘violence against women’, on ‘border control in Egypt and in Lebanon’, which became funded projects in 2014-2015. XAMV12 also financed promotional material, needs and situational assessment and the hosting of the Steering and Follow Up Committees⁹¹. While understanding donors’ own accountability requirements, this soft-earmarked funding should be promoted as best practice amongst the donor community as it enables international agencies to both respond to countries’ needs more efficiently and align with donors’ priorities. It also helps strengthen a strategic approach in a region and gives flexibility to adapt to changing circumstances.

Full Cost Recovery - FCR

FRC is now commonly used by many UN organizations to manage their costs better. FCR is not a new concept and is not only applied by UNODC. The UN General Assembly (UNGA) has been requesting the implementation of FCR since 2007 (UNGA Resolution 62/208-2007). The Memoranda of the UN Controller set out the principles of FCR on 8 June 2012⁹². However, UNODC only incorporated FCR principles in the 2014-2015 consolidated budgets with a transitional phase to help bridge projects’ budgets revisions and changes within the organization⁹³.

FCR should be included in new projects’ budget documents as line 58. Based on documents review, many projects’ documents under the RP do not have this line, as this is a new requirement, but projects revisions do. This FCR is described as direct project implementation costs in budget descriptions. According to FCR policy paper⁹⁴, this direct project implementation cost varies from one project to another because costs are applied proportionately to varying size projects based on valid cost drivers. FCR entails the total costs of a project or activity that include direct substantive and operation costs⁹⁵. However, calculating the full costs enables the organization to understand the exact level of funding required. It also provides a clear picture of how a particular project draws on the shared resources of the project/programme offices and ROMENA.

Finally, the evaluation findings revealed that FCR is not properly understood across all CLPs and can therefore pose a challenge to fund-raising efforts. Despite UNODC’s investments in communicating FCR, donors are somewhat confused about the purpose of FCR and find it difficult to justify as according to their view, a larger portion of the funding is not directly targeted to the individual projects operation. However, direct support costs fund necessary activities for proper management and delivery of programmes/projects. According to UNODC Financial Resources Management Service, FRC was introduced to all UN agencies for transparency and clarity of direct costing. Moreover, according to interviews with CLPs, FCR requires longer negotiations with each donor and makes UNODC an expensive partner compared to other international agencies. It is important to highlight that FCR is not applied only by UNODC but by all UN agencies, who each have their own direct project costing requirements, which may differ from UNODC’s ones⁹⁶. So

⁹¹XAMV12 documents and project revision 2011, 2013

⁹²Guidance note for the MS on the implementation of FCR in UNODC

⁹³UNODC FCR explanation paper

⁹⁴UNODC FCR explanation paper

⁹⁵ Direct substantive costs include salaries, equipment, consultants, evaluation, meetings, trainings, project specific facilities while direct support cost entail headquarters direct support services, building management, medical services, communication, and at the field level it entails salaries, travel for support functions, security, equipment, furniture, for instance.

⁹⁶http://www.un.org/esa/coordination/pdf/information_note_2-harmonized_cost_classification.pdf

<http://www.cndblog.org/2014/03/unodc-financial-restructuring.html>

UNODC should include a paragraph on FCR in its communication strategy to clarify what it represents exactly. Further investments for the common understanding of FCR would be needed and standard communication-processes could be enhanced.

Risks and Mitigation

The review of the RP and project documents combined with interviews highlighted the following risks and mitigation solutions. These risks delayed, stalled or cancelled the implementation of some activities and therefore impacted the level of efficiency proffered by ROMENA and other offices.

a)- The political and unstable environment- The impact of the Arab Spring Revolutions was unexpected. UNODC could not have predicted the ripple effect and regime change generated by the revolutions when the RP was signed in December 2010 in Cairo. These revolutions provoked regime and leadership changes in several countries in the region (Egypt, Libya, Tunisia) and had a destabilization effect on several others (Yemen, Iraq, Syria, Morocco and Jordan). The war in Syria had repercussions on neighbouring countries (Jordan and Lebanon) with a large influx of refugees. The Palestinian and Israeli conflict also delayed activities in the State of Palestine Political as instability and civil unrest diverted MS' attention and institutional resources from the RP's objectives. UNODC mitigation solution has been to calibrate the scope and pace of cooperation according to unfolding events as well as to continue producing research and advocacy on the RP (when possible).

b)- UN Security restrictions- the critical situation in Iraq, Libya and Yemen prevented international staff and international experts to carry out activities in country. Nonetheless, UNODC showed its commitment to engage and support Yemen, Libya and Iraq by maintaining constant contact with local counterparts and implemented activities in countries during safer periods especially on drug abuse prevention, terrorism legislation and anti-human trafficking⁹⁷. UNODC also tried to maximize the use of local personnel and MS' institutions.

These two risks could be more easily mitigated if UNODC integrated a conflict setting strategy to streamline procedures, budgeting⁹⁸ and staffing for such settings (refer to recommendation under fundraising). Moreover, conflict and situational analyses should be carried out on a regular basis. A research pillar under the next RP should also be dedicated to such analysis (recommendation) and should be integrated within the upcoming RP design. It should help identify potential risks and design mitigation solutions based on scenario planning. This type of research is complementary to country and regional needs assessments and Transnational Organized Crime Situational Analysis (TOCSA)⁹⁹. These reports assist countries in identifying the most critical priority areas and formulate an action plan as basis for technical assistance¹⁰⁰.

c)- Mobilized donor resources were less than envisaged- raising funds for projects under the RP proved challenging since 2011 as the donor community constantly reviewed the

⁹⁷Project documents XMEX19, LBYT77, GLOT63, IRQV30, LIB136 and Annual Progress Report reporting period of January 2012- December 2013- Submitted March 2014

⁹⁸ Budgeting for conflict sensitive programming entails accounting for extra fees for consultants to operate in conflict settings. Fees in such contexts are different and higher than the current UNODC rate; and full operating costs are different due to increased security measures.

⁹⁹RP Annual Progress Report reporting period of January 2012- December 2013- Submitted March 2014

¹⁰⁰IRQV30 Project document 2013; Steering and Follow Up Committee Recommendations 2013.

political situation in the region before engaging into broader funding agreements. Moreover, donors have reduced their global contributions after the 2008 financial crisis¹⁰¹. Some donors have decided to channel funds to governments of developing countries directly rather than UN agencies. ROMENA partially succeeded in minimizing overheads, actively sought cost sharing and maximized available resources on achievable outcomes. Considering the unstable environment, annual revision of the log-frame (during Steering and Follow Up Committees for instance), to gauge achievable outcomes against budget should be considered. However, although the timeframe of the evaluation only goes until January 2014, funding projections¹⁰² for the end of 2014 were very positive and UNODC income has gone up in 2015. So UNODC offices (ROMENA, HQ, Project/Programme offices) have managed to mobilized donors to extend or fund new projects under the RP. Moreover, according to the evaluation findings, the effective use of some activities especially on capacity building of CSOs, self-assessment support¹⁰³ and awareness campaign materials should be carefully reviewed¹⁰⁴. Most communication materials that were developed to raise awareness of the RP and brand UNODC in the region were not fitted to the purpose of this RP and did not raise¹⁰⁵ UNODC's comparative advantage in the region.

d)- Staff turnover in MS reduced continuity of implementation- high turnover in countries in transition or at war have experienced regular change of national counterparts at all levels. This slowed down the drafting of the National Strategy¹⁰⁶ for Palestine and the implementation of activities across the region for example. This high turnover also had an impact on keeping MS interested in the RP. UNODC tried to foster partnerships with MS core units rather than individual interlocutors. The nomination of focal points for the Steering and Follow Up Committee was recommended and agreed upon by all MS at the annual meeting in 2013¹⁰⁷. The enforcement of this recommendation was pending MS' commitment and engagement. ROMENA should continue engaging with units in MS and should continue its efforts to instil MS sense of shared responsibility in implementing the RP (recommendation).

Partnerships and Cooperation

This section will focus on partnerships and the level of cooperation generated by the RP with external counterparts as well as amongst ROMENA/HQ and Programme or Project Offices. This section will also shed light on how these partnerships helped achieve the RP's outcomes in the region and generate local ownership and dialogue amongst MS.

¹⁰¹The UNODC Fundraising Strategy 2011-2015

¹⁰² This is based on interviews only and the evaluation did not have access to financial documents after January 2014 as per the terms of the ToR for this evaluation.

¹⁰³Project Evaluation Report EGX49

¹⁰⁴RP Annual Progress Report reporting period of January 2012- December 2013- Submitted March 2014; Evaluation of EGX49

¹⁰⁵ Awareness campaign videos and 'give away items' are useful when substantiated by significant budgets and a long term exposure within a targeted audience. The UNODC did not carry an impact assessment within the population to

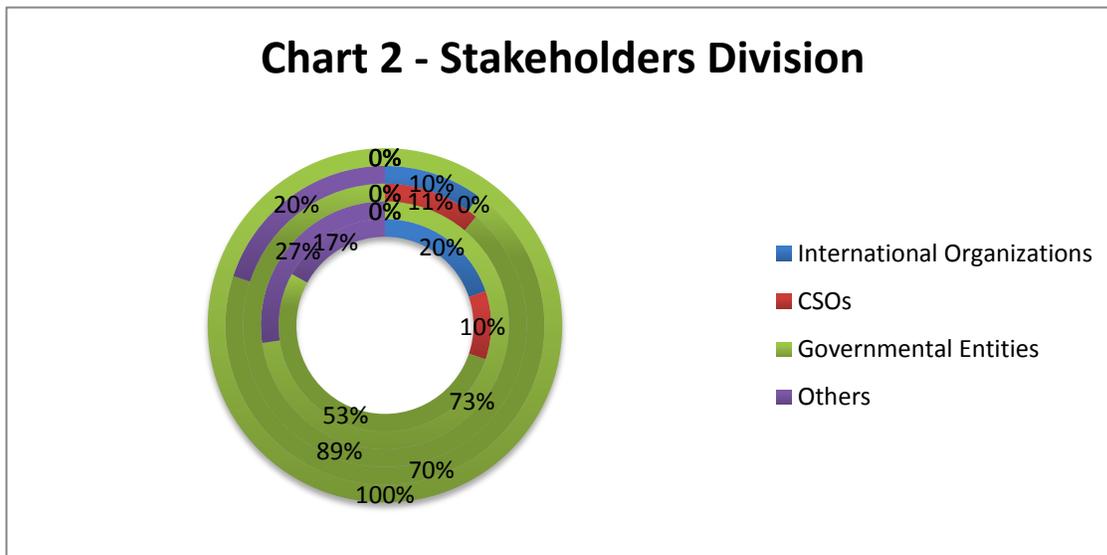
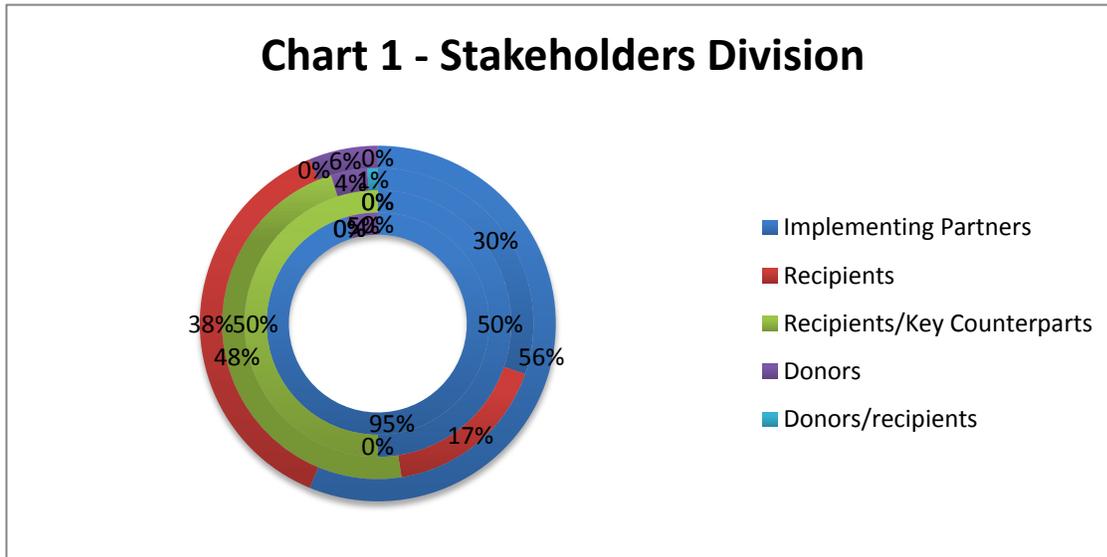
gauge the level of awareness about the UNODC's work in the region

¹⁰⁶ This is a nationally owned strategy and not a UNODC one.

¹⁰⁷Steering and Follow Up Committee Recommendations 2013

External Stakeholders

There are three types of external stakeholders: implementing partners, beneficiaries that include target groups and donors. Some of the RP’s stakeholders are both donors and recipients while others are both donors and implementing partners.



Source: Evaluation team based on annual progress reports

According to the evaluation findings, most stakeholders were satisfied with the partnership with UNODC offices – ROMENA, Project/programme offices and HQ. The charts ‘Stakeholders Division’ show the division amongst types of stakeholders and their role. Chart 1 highlights how governments naturally constitute a 100% of donors/recipients stakeholders (A) such as the UAE and Libya, and Governments represent 70% of donors (B), while 20% are foundations (e.g. Drosos) and 10% international organizations (e.g. UNDP). Governments account for 89% of recipients/implementing (C) partners while the

other 11% are from CSOs. Furthermore, Governments constitute 73% of recipients (D) while 27% are other types of recipients from youth movements to prosecutors for instance. Finally governments accounts for 53% of the total of implementing partners (E), with 20% of International Organizations, 17% of others (criminal sciences institutes for instance) and 10% of CSOs. All implementing partners perceived UNODC as an active, committed and expert partner (see Annex V Division of Stakeholders- recipients, donors, counterparts for the names of all stakeholders).

Chart 2 highlights the functions or roles played by the different stakeholders of UNODC during this RP. From the inner circles out of chart 2, it shows that amongst all international organizations (D) cooperating with the UNODC on this RP 95% of them are implementing partners and 5% act as donors; CSOs (C) 50% of them act as recipients and 50% are implementing partners; Amongst the total of governments (B) involved in the RP, 48% are both recipients/counterparts, 17% are just recipients and 30% of them are implementing partners and 4% act as donors; finally amongst 'other' stakeholders (A) represented by the outer circle in chart 2, 56% are implementing partners, 38% recipients and 6% fund activities of projects of the RP.

These charts above highlight the prevalence of governmental counterparts and international organizations as key stakeholders for all stages of the RP. It is only natural as UNODC's mandate entails a close partnership with governmental entities and other international organizations at all levels of the coordination, implementation and funding process of regional programmes such as this one. As aforementioned under Relevance, the partnership with LAS helped UNODC gather the political 'buy in' from MS and foster partnerships with units within each ministry and technical units. According to interviews, the RP also opened up the possibility of engaging with regional entities and MS more strategically on international policy debates. The evaluation findings revealed the satisfaction of most CLPs in their cooperation with ROMENA and other offices. Most of them are in favour of another RP and hope for additional support from UNODC for more sustained activities and long-term reforms. This favourable decision also constituted one of the SC's recommendations of 2013, whereby the MS requested UNODC to start preparing for the second RP 2016-2020¹⁰⁸.

Moreover, UNODC regional and country offices have helped build trust, local ownership and fund raising¹⁰⁹. Such efforts should be pursued in the next RP. However, UNODC's mandate is not fully clear to many counterparts who see the blue flag of the UN only-hence expectations in terms of human and financial resources are skewed and generates inflated expectations. The outreach and communication efforts should be based on a target audience analysis focusing on key counterparts, donors, and MS recipients. This strategic communication strategy should help strengthen UNODC's comparative advantage (expert based, and small boutique agency with technical expertise) and help clarify its mandate amongst stakeholders for more effective engagement and fund raising (recommendation).

Local civil society organizations (CSOs)-UNODC emphasises the importance to proffer local ownership, through developing local capabilities, strengthening legal framework and creating regional networks for exchange of experience. UNODC offices partnered with CSOs for raising capacity and awareness on the RP's themes in the region. This effort is

¹⁰⁸SC Recommendations 2013

¹⁰⁹ Fund raising at the local level can be done only if an international staff is present- an national project officer is not sufficient, as he/she can be seen, by donors, as representing the view of their country's leadership rather than the UNODC. According to interviews

aligned with the objectives of a global project (GLOU68)¹¹⁰, focusing on strengthening CSOs capabilities globally and in the region to help with the fight against drugs, crime and corruption. Several CSOs¹¹¹ were trained on risks prevention, gender programming, on HIV of drug users in prison settings, project management and proposal writing, on the UNCAC review mechanism¹¹². This type of partnership is encouraged by UNODC HQ as it can help reach out to a larger audience and implement a multi-stakeholder approach to generate long-term sustainability and local ownership. However, many CSOs in the MENA region lack organizational and financial sustainability, which requires enduring support and substantial financial resources. Hence, it would be more strategic for ROMENA to vet CSOs and other partners carefully and define terms of engagement with clear responsibility lines and mutual expectations before entering into any partnership (recommendation).

International Organizations-ROMENA has actively engaged with other UN agencies in the region to ensure programmatic cooperation, complementarities and synergies. ROMENA participates at the UNCT where they have staff in country (Egypt, Tunisia, Iraq, Jordan, Lebanon, Morocco, Palestine and UAE) as well as to the UNDG regional meetings and the UNCT Bahrain as non-resident agency. ROMENA has contributed to the draft of the UNDAF113 in Egypt, Tunisia, Palestine and Iraq (governance and health)¹¹⁴. UNODC cooperates with relevant UN agencies and international organizations working on topics similar to those of the RP (Organized crime, drugs and health, criminal justice and corruption) when it is mutually beneficial. The evaluation findings highlight the level of programmatic cooperation is not the same across all themes and is more country focused rather than regional. As for example, the cooperation with UNAIDS regional coordination meetings on HIV and Aids for the Middle East and North Africa has enabled UNODC to implement activities in Morocco where ROMENA has no Programme or Project Offices. ROMENA pursued the development of a joint project with ILO¹¹⁵, IOM¹¹⁶ and UNOPS¹¹⁷ in Palestine to reduce the vulnerability and risk of youth to crime, drugs and exploitation. This led to strong field presence also in countries, where UNODC does not have offices. This is a good practice that should be replicated in the next RP.

An important next step will be to continue strengthening the work with UN partners, as per recommendations laid down in the Quadrennial comprehensive policy review of operational activities for development of the United Nations system (A/67/93-E/2012/79), while simultaneously determining how the combination of these efforts can inform important policy process such as the post-2015 development agenda and the Civilian Capacity review process. In this regard, UNODC should also build on the momentum provided by the UN Secretary-General's Five Year Plan of Action in which he noted the "heightened threat of organized crime, piracy and drug trafficking" and the type of integrated responses required to respond to these threats¹¹⁸. Finally, interviews amongst CLPs concurred the strategic benefits of such coordination. On the other hand, such joint cooperation does not help raise UNODC's visibility in the region as it gets assimilated to

¹¹⁰"Looking Beyond: Towards a Strategic Engagement with Civil Society on Anti-Corruption, and Drugs and Crime Prevention" which aims to strengthen UNODC partnership with Civil Society Organizations (CSOs)

¹¹¹For instance MENAHRA, Mentor Arabia, Hasnouna Association in Tanger are amongst NGOs that received capacity building support from the UNODC under the RP

¹¹²These activities took place under SP3 and SP2 in Morocco, Libya, Egypt, Palestine and Lebanon.

¹¹³United Nations Development Assistance Framework

¹¹⁴UNODC Annual Progress Report- Reporting date from 1 January to 31 December 2013.

¹¹⁵The International Labor Organization

¹¹⁶In Partnership with project XAMX59 on the Arab Initiative for Building National Capacity Against Human Trafficking

¹¹⁷United Nations Office Of Projects Services

¹¹⁸UNODC final evaluation of the IPA p.14

larger agencies and beneficiaries only see the blue UN flag. ROMENA will have to invest efforts in raising its visibility in the region and amongst donors and recipient governments (recommendation).

Donor/recipients- some countries in the region benefit from a special situation as both ‘donor and ‘recipient’ of UNODC activities. For instance, the UAE supports through ‘in kind contribution’ the UNODC sub-regional office building in Abu Dhabi. Moreover the UAE has been funding projects under the RP to develop capacity building workshops for their own local administrations. The UAE as well as other Gulf Countries would also like to play a greater role through their national framework and become ‘centres of excellence’ and models for other countries at regional and international levels. UNODC should leverage the UAE’s interest in showcasing their achievements and best practices with other countries in the region. It can encourage greater regional cooperation and cohesion amongst MS of the RP over time. More importantly, it shows that when countries invest (in kind-support- and when possible financial) in their own reforms, it helps foster longstanding change more rapidly (recommendation).

Donors- most interviewees are satisfied with UNODC’s compliance to their reporting obligations (annual or bi-annual). However, many expressed their interests in closer engagement and more informal interactions with UNODC (ROMENA, PO and HQ) as well as through a more frequent communication outreach effort through newsletters for instance and courtesy visits of ROMENA staff if on mission. Moreover, it is evident from interviews that UNODC needs to fully respect donors’ communication and visibility requirements and inform them of upcoming events with sufficient advance timing in order to enable their representatives to be present, if needed.

Between UNODC offices- ROMENA/PO/HQ

According to the evaluation findings, the cooperation amongst different offices is generally positive. HQ supports ROMENA and PO with substantive and technical input for project development. On the other hand, ROMENA and PO coordinate activities in country for global or other projects managed by HQ. ROMENA PCAU supports all PO with administrative backstopping and human resources needs. The level of cooperation varies across offices pending needs and projects requirements.

According to the evaluation findings, the GCC sub-regional office fulfils its reporting obligations to ROMENA and to HQ; cooperates with UNODC office in Bangkok, Pakistan, Afghanistan, and project/programme offices in MENA as well as with HQ sections on justice, drug demand reduction, statistics and surveys, forensics, corruption, the regional section of Africa and the Middle East, terrorism, and transnational organized crime, as well as with all Secretariat governing bodies. However, greater visibility on their activities during the year would support a more effective coordinated planning with ROMENA.

An integrated programmatic framework for the Gulf countries has been developed and activities implemented in cooperation with all relevant teams in the field as well as HQ in order to respond more effectively to the needs and priorities of the Gulf countries, while forming an integral part of the Regional Programme and seeking to maintain the maximum support from the Gulf countries for the RP activities. This programme is managed by the UNODC Office for the Gulf Countries in Abu Dhabi. This integrated sub-regional

programme remains under ROMENA's supervision and should help promote the merits of such integrated programming amongst other MS and amongst donors.

Finally, as aforementioned, UNDOC is at 90 % donor funded and ROMENA is at 99.9% funded on voluntary funding. Hence, it needs to develop a strong fund raising strategy at the regional level that is aligned with HQ regional sections and branches priorities in order to coordinate funding efforts between global and regional programmes. This lack of coordinated fund raising strategy led to missed opportunities and to a fragmented image of the organization when for instance UNODC offices bid for the same fund or approach the same donor from different sections without a coordinated strategy.

Effectiveness

This section will summarize the evaluation findings on whether the RP has achieved its planned results or not; how effective was the structure of the RP and the results achieved under each SP; how effective was the Steering and Follow Up Committee and what challenges hampered the delivery of the RP outcomes.

The evaluation findings concluded on some barriers hampering the ability of UNODC offices to monitor the effectiveness of the RP.

a) Baseline and RP design-The lack of baseline and especially the lack of indicators and targets made it very difficult to assess the real effectiveness of the RP. This issue has been reported across annual reports and is of high concern to UNODC staff at HQ, ROMENA and Programme/Project Offices. This concern has also been reflected in the RP structure as Outcome 1 under each sub program is about data collection and capacity building. Some results under Outcome 1 have been achieved (online data collection platform under GLOV20; the creation of the Anti-Human Trafficking Coordination Unit within LAS under project XMEX19 and XAMX59) but the data collection remains slow and uneven across the 18 countries. A lot of activities have been carried out during the RP-capacity building, study tours, workshops to draft pieces of legislations, design 'national program strategies¹¹⁹' (Yemen, Palestine), collect data on drug trafficking routes, construction of drug rehabilitation centres etc....- these results were obtained through projects' outcomes rather than the RP per se. However, partnerships that were fostered under the RP enabled projects to achieve intended results; hence the RP supported the operationalization of most projects (started after 2011) through ROMENA's support, especially the PCAU. Nonetheless, this assumption could not be properly verified during the evaluation due to difficulty of obtaining data and measurements for each indicator as highlighted above in the 'design' section.

Moreover, capacity building efforts have been recorded (number of trained recipients, country) across the RP annual progress reports¹²⁰. Numbers of trained people are more

¹¹⁹UNODC Annual Progress Report 2013

¹²⁰UNODC Annual Progress Reports 2012, 2013.

easily tracked and measureable. However, capacity building activities do not necessarily relate long-term change especially on issues tackled by the RP, which tackle normative (legislative drafting support), procedural (how magistrate should file cases for asset recovery for e.g.) and behavioural matters (OST integration or how victims of trafficking are helped and perceived for e.g.). Such changes can be observed over longer periods of time than the RP duration (5 years). And more, legislative and normative changes take time, and drug and health related topics are taboos in the region. For instance, UNODC started advocating for Opiate Substitution Treatment (OST) therapy a long while before the inception of the RP but it is only after years of advocacy that it was introduced in three countries (Egypt, Palestine and Morocco) during the RP. Longstanding advocacy, combined with repetitive capacity building workshops amongst the same pool of trainees, followed by mentoring support can foster lasting institutional memory (recommendation).

b) Regional instability- Activities in some countries were cancelled or delayed due to security threats. But UNODC ROMENA generally managed to adapt to surrounding situation, as demonstrated by the shift to SP2 themes on justice and corruption during 2011-12. It is difficult to link this to the RP per se but rather to UNODC ROMENA's continuous engagement with MS in the region and through the annual SC meeting. SP3 did not manage to adapt as well as the other two sub programmes, as drug demand reduction, and health especially, became less of a priority for both MS and donors. Nonetheless, UNODC contributed its technical assistance to a number of studies, implemented by other UN agencies on HIV and drug users, the world drug report (2013) and situation assessments in Jordan, Bahrain and the State of Palestine as well as to the development of comprehensive and evidence-based national drug control strategies in the UAE and Oman.

However, the evaluation findings highlighted that some tools, such as the Steering and Follow Up Committee, helped maintained MS' interest in the RP. The structure and the attendance could be revisited to foster greater mutual responsibility and accountability amongst MS and UNODC (recommendation). Indeed, the RP was designed in consultation with the MS, requiring cooperation and support in implementing the RP and activities at the national level. Hence greater visibility on the type of MS' support should be put forward at each SC. Until now, the SC only reported on UNODC's activities every year, without mentioning MS contribution or lack of in achieving results. Such reporting process should enhance ownership, and integration of the RP with National strategies. It could also encourage countries to cooperate more effectively on data collection, experience sharing and take responsibility for the implementation of reforms at their national level. The assessment of impact and effectiveness of the RP's activities is hindered by the lack of evidence-based programming, which was mentioned during the last SC (December 2014) by some MS. UNODC has repeatedly requested further cooperation from MS for data collection, which is until now very limited.

The evaluation findings suggested that the SC could be organized differently such as: assigning focal points in each MS for more cohesion and constructive debates recommendation in SC 2013¹²¹. But changes within ministries and the lack of follow up did not allow for this process to take place. Some structural changes should be considered for the upcoming RP, such as the creation of Thematic Task forces to generate more focused discussions; clearer participation and engagement guidelines for MS; presentations of UNODC's achievements as well as MS 'contributions; enhanced communication with

¹²¹Recommendation list from the Steering and Follow Up Committee- 2013

focal points (e.g. quarterly newsletters) and finally shorter actionable list of recommendations (recommendation).

Sub Programme I (SP1)

Results under SP1 could not effectively been assessed due to the lack of targeted and precise indicators. Nonetheless, some achievements have been corroborated by this evaluation. Under the sub-division ‘Transnational Organized Crime and Illicit Trafficking’, efforts to build MS capabilities to collect data have been exerted through the creation on the AHTCU with the LAS on human trafficking but also on the supply and demand of illicit drugs in countries around the region. UNODC is supporting the building of capacities in the UAE to establish an early warning system to gather information from national law enforcement agencies on certain drugs (on amphetamine-type stimulants and new psychoactive substances related incidents).

Additionally, Tunisia is the first country to carry out assessments on criminal investigation, data collection and forensics; it led to a clearer gaps and needs analysis and to the development of seven concept notes for future programing. Additionally, UNODC supported Yemen- in designing its national anti-TiP strategy (not drafted yet) to address human trafficking and the smuggling of migrants as well as trained numerous prosecutors, judges, police officers and border control officers across the region so they can better deal with these victims. The level of knowledge transfer and implementation is not known and could not be gauged through this type of evaluation.

Several activities through projects such as the Global Container Control Programme (CCP), considered as one of UNODC’s flagship, with regards to countering illicit trafficking, has shown tremendous efforts to expand in several countries in the region (Egypt, Jordan, Morocco, UAE, Saudi Arabia, Qatar and Oman). The engagement of this global programme started in the region under the RP in 2014. According to the evaluation findings, this project is welcomed in the region and has managed to raise interests amongst MS in little time. The 32nd Meeting of the Council of Arab Ministers of Interior on 11 March 2015 extended its support to the CCP and called for the co-organization of a regional CCP conference.

On the subject of terrorism, UNODC TPB in HQ, supported by ROMENA, elaborated a ‘plan of action’ for several countries (Morocco, Tunisia, Algeria and Libya) that include the continuation of capacity building for other countries (Libya, Algeria, Egypt and Iraq). This technical assistance focused on best practices on investigative and prosecutorial counter-terrorism strategies, rule of law, terrorism financing, support to victims of terrorism, the use of the internet for terrorist purposes, legal aspects of terrorism prevention, and international cooperation in criminal matters. The level of implementation and knowledge transfer amongst practitioners and most importantly institutions is not known and could not be assessed during this evaluation.

With respect to combating money laundering, all projects relate to UNCAC, which falls under SP2 and not SP1. As aforementioned under ‘design’, this outcome could not be assessed under this SP and no specific projects were focusing on it. Activities related to this outcome 4 were included in projects focused on anti-corruption under SP2.

Finally, technical support on forensic and scientific services was proffered in the State of Palestine, who should be opening its fully equipped forensic lab by the end of 2015. The forensic team received long-term training and should be operational when the lab opens. In terms of visible results, the lab has been built and a team of seven doctors is being trained at the University of Jordan. UNODC and Abu Dhabi Police have established a strategic partnership to promote the Forensic Evidence Department in the region as a centre of

excellence to support and strengthen the availability of quality forensic services¹²². The next RP should focus on applying theory into practice and foster more regional conferences on the benefits of forensic and scientific services in criminal justice and in fighting organized crime.

Sub Programme II (SP2)

Despite challenges and the lack of available data and baseline, the evaluation findings concluded that SP2 has, to some extent, met its planned outcomes and objectives. However, it has been difficult to measure the level of achievement of the entire SP2 based on available information. The evaluation findings underpinned how results contributed to achieving concerned outcomes, but not all the indicators were used, as they did not always capture the main results of individual projects. This was valid in several areas with respect to preventing/fighting corruption and criminal justice reform where the RP has been successful. Some visible results contributed to collecting data (UN Survey of Crime Trends and Operations of the Criminal Justice Systems (UNCTS)) as well as to supporting countries to accede to UNCAC (Saudi Arabia ratified the Convention in 2013 and Oman in 2014 for instance) and providing technical support to States Parties, including with respect to the first cycle of the UNCAC Review Mechanism. As of 2014, all Arab States are now signatories and States Parties to the UNCAC. The focus of the next RP can therefore now entirely shift to the implementation of UNCAC in the region and especially focus on the upcoming second cycle of the review process of UNCAC (recommendation).

Several projects in Egypt, Libya and Iraq have also contributed to the third outcome¹²³. The focus has been on supporting legislative and strategic change, and capacity building of relevant bodies (including of specialized independent institutions) to improve their functioning in respective fields. Implementation was however hindered due to major security problems.

The fourth outcome regarding the utilization of strengthened capacities to recover stolen assets in the Arab region could not be measured with available indicators. Furthermore, only limited activities were undertaken to support governments on this issue, and these were often integrated into anti-corruption projects. According to the mid-term evaluation of EGYX49, the training to prepare mutual legal assistance requests¹²⁴ showed great success in supporting countries to comply with international standards. However, the evaluation team could not gauge effectively the level of knowledge transfer and institutional memory. In a few years, such results can become more apparent based on standardized MLA requests submitted by MS in the region.

With respect to the justice component, some data sets were available to measure the first outcome¹²⁵. Based on project-related information, four countries - Egypt, Lebanon, The

¹²² This forensic lab in the UAE is not part of the RP but a visit mission between Palestine and the UAE was organized by the UNODC sub regional office in Abu Dhabi. This visit enabled Palestinian delegation to learn from their counterparts in the UAE.

¹²³ Outcome 3 of SP2: 'countries in the Arab region identify and take action to prevent, investigate and adjudicate corruption'

¹²⁴ Mid term evaluation Project EGYX49 stated: 'one clear example of a positive outcome has been in training on how to prepare requests for mutual legal assistance in financial crime and asset recovery matters. It was stated that such requests were previously being rejected out of hand because they did not contain the level of detail required under international rules. Training has helped national counterparts to understand these deficiencies and to rectify them.'

¹²⁵ Outcome 1 under Justice: 'countries in the Arab region take steps to reform the criminal justice system in

State of Palestine and Jordan - have improved their response towards juveniles and the rights of children in the penitentiary systems in accordance with international standards and norms. In addition, it is important to note UNODC efforts in Lebanon to assist a smooth transfer of the prison authorities from MoI to MoJ. As well as the development of prison data management system as a key tool¹²⁶, which according to the independent project evaluation “*it has the potential to be replicated in other national constituencies*”. And more, the UAE hosted study tours to support reform efforts in other countries under the RP (Lebanon and Jordan). Also, training delivered to prosecutors and members of the judiciary in Bahrain to support reform efforts and which led to the signature of two MOU respectively with MoI and MoJ – training programmes launched already and technical advice being provided on the reform of the criminal justice system. The second outcome¹²⁷ under the justice component has been achieved to some degree according to data reported by UNODC ROMENA in 2013, relating many capacity building activities including prison staff, present and former detainees and juvenile inmates¹²⁸. The extent to which these activities have actually supported and facilitated the reintegration of former prisoners into society is however not known and could not be gauged through this evaluation.

Sub Programme III (SP3)

According to the evaluation findings, SP3 has not been fully result oriented and some data was produced mainly through partnerships with other agencies such as UNAIDS. RP has nevertheless been instrumental in supporting Opioid Substitution Treatment (OST) in the region. Although advocacy for OST has started before the RP, UNODC has continued to build capacities, carry out research and advocate for OST in communities and prison settings in Morocco, Lebanon, the State of Palestine and Egypt. For example, UNODC supported the development of clinical guidelines and operating procedures for launching OST and carried out feasibility studies on OST in the community and prison settings. Moreover, UNODC HQ initiated TreatNet trainings for evidence based drug treatment before the RP in some countries, and continued after its inception in 2011 in Egypt, Jordan and UAE. In addition, TreatNet training opportunities were extended for drug treatment professionals from Jordan, Libya, Oman, Palestine, Qatar and Yemen.

Overall, changes in policies have been limited but in different countries and in the variety of arenas. For example, more countries (Egypt, Morocco, Lebanon, Jordan, and South Sudan) have included injecting drug use and prison settings their AIDS National Strategic Plans during the RP. Yet, Morocco continues to be the only country with national harm reduction policy. Evidence based drug rehabilitation has expanded only in Palestine and in the UAE. National drug control strategies have been developed in Egypt and in Bahrain. But the lack of advocacy on the benefits of drug prevention education in schools has delayed the implementation of the Unplugged project. In the meantime, ‘training of

accordance with UN standards and norms in crime prevention and criminal justice and recognized good practice’

¹²⁶ The independent evaluation on Lebanon LBN/T94 ‘Reinforcing Human rights and Democracy in Lebanon - Penal reform focusing Prison reform’

¹²⁷ Outcome 2 under Justice: ‘*Individuals in prison settings are treated in accordance with UN standards and norms in crime prevention and criminal justice and recognized good practices*’

¹²⁸In 2013, twelve civilian prisons and about 300 staff have been assisted in improving prison management and standards in the treatment of prisoners; total of 730 detainees and former detainees, including twelve inmates were trained in on prison in the West Bank in tailoring (2012); in Egypt 100 juveniles were involved in income-generating activities (2012); and around 600 children and youth in an institution for young male offenders in Egypt, have received assistance to build their "Life Plan" before their release. Furthermore, a sewing rehabilitation activity with income generating capabilities was also set up targeting around twenty inmates (2013) in Egypt according to Annual Progress reports 2013 and 2014.

trainers' activities were carried out in Egypt, in Palestine, and in the UAE, where work-plan activities under AREK09 have actively resulted in sustainable capacity building of National Rehabilitation Centre (NRC)'s staff members. They were trained on how assess the state of drug problem in the UAE and issue recommendations for a comprehensive drug demand reduction strategy, as well as facilitate national, regional and international partnerships and networks to establish the NRC as a resource centre of excellence in drug demand reduction.

Moreover, UNODC has supported and established harm reduction services in communities and prison settings in several countries at limited scale. In Egypt, UNODC has expanded the geographical scope of harm reduction services to other governorates and the Needle and Syringe Programme (NPS) in Morocco. Some efforts have been put on establishing gender sensitive services for females such as capacity building of civil society in Morocco for gender programming.

However, UNODC may consider focusing on advocacy efforts for harm reduction instead of supporting service delivery. UNODC is perceived by its implementing partners as 'well positioned' amongst LAS and other high level officials to lobby for policy changes. For instance, the UNODC played an active role in the UN Joint Team, the UN Regional Team, the Middle East and North Africa Harm Reduction Association's Strategy Development Working Group, the NGOs Ethical Committee, the NAHR Working Group, the National AIDS' Strategy Development Working Group, and the National HIV Clinical Guideline Working Group and Population and Development Working Group.

Finally, the evaluation findings could not conclude whether the RP helped foster these changes or not, as most preliminary work on these different projects had started before the inception of the RP in 2011. Moreover, the UNODC should focus the next RP on policy change rather than on service delivery and should also recruit a full international staff in ROMENA to work on drug demand to advance its work in that area in the region (recommendation).

Support Programme (SupP)

The UNODC Annual progress reports do not mention results achieved under the SupP however, the evaluation team concluded that it played a critical role in implementing the three Steering and Follow Up Committees in Cairo (2012,2013,2014); in formulating projects and concept notes based on initial country assessments (TUNX80, JORZ00, IRQV30, border control and violence against women workshops), develop offices (UAE, Iraq and Libya); and supporting the development of sub-regional programing¹²⁹ like in the UAE (AREU51) as well as assisting the implementation of activities and new programmes of technical cooperation and capacity building across all three sub-programmes. All CLPs found the SupP essential for the UNODC to carry effective and strategic project development.

¹²⁹ The sub-regional programme in the UAE has not yet been formally approved yet.

Impact

Measuring and evaluating impact has been a difficult exercise due to the lack of baseline information and immeasurable indicators as discussed in earlier sections (relevance and design).

Interviews with HQ and Programme/Project Offices staff stressed that impact assessment is one of the main challenges that UNODC is facing. Meanwhile, traditional approaches to impact or results monitoring and assessment are more difficult to apply to complex cross-border, inter and intra-regional programming such as the RP and furthermore for themes tackled by the RP. Indeed, profound sustained change in the field of anti-corruption, criminal justice, drug control, human trafficking and anti-terrorism legislation for instance, can generally only be measured when taking into account a long-term time span (beyond five years), and while utilizing complex indicators, which not only involves setting up and maintaining comprehensive monitoring systems by the implementing agency but also the availability of relevant data and political will amongst counterparts to share such information.

However, according to interviews with recipients and donors, UNODC's engagement in the MENA region has been well received. When recipients expressed discontent towards UNODC's activities, it was in relation to their pace and volume of implementation, which often were due to external factors such as delays in signing a Memorandum of Understanding with government officials or security threats for instance. Generally, most recipients and donors believed in the positive contribution of UNODC in the Arab region but are requesting more evidence-based results and programming. In this regard, more creativity and sophistication is needed to design indicators and monitoring tools for measuring UNODC's impact in the region and at the country level.

Some achievements at the project level are more visible than others across the three SPs. For instance, the adoption of pieces of legislation on UNCAC, UNTOC, Anti-Terrorism Conventions or the draft of National Strategies in Palestine and Yemen or again on specific themes such as the Egypt National Action Plan on Drug Control¹³⁰ are more easily assessed than the level of knowledge acquisition and transferred after capacity building activities. Another notable accomplishment is in the support proffered by UNODC to Libya, Morocco and Yemen to strengthen their legal regimes against Trafficking in Persons (TiP) and to harmonize domestic legislation according to requirements of the TiP Protocol. According to interviews with recipients, this support led to the drafting and the review and/or drafting of national anti-human trafficking laws in these countries. In addition, within the framework of the Arab Initiative to Build National Capacities to Combat Human Trafficking in the Arab Countries, UNODC conducted a legislative assessment of the Status of Human Trafficking Legislation in the Arab World, and developed a Training Manual to Combat Trafficking in Persons ('Understanding Trafficking in Persons in the MENA Region: Causes, Forms, Routes and Measures to Combat the Serious Violations of Human Rights'), specifically tailored to methods, routes and specificities of the MENA region.

In addition, significant progress has been made in various countries to support prison reform process such as Lebanon, where a draft law on alternatives to imprisonment is to be included in the penal code. Moreover, consultations were held with the Egyptian Ministry of Justice to draft a law regulating conflicts of interest, and a feasibility study was conducted on establishing an automated common database on stolen assets and corruption

¹³⁰The RP Annual Progress Report 2013

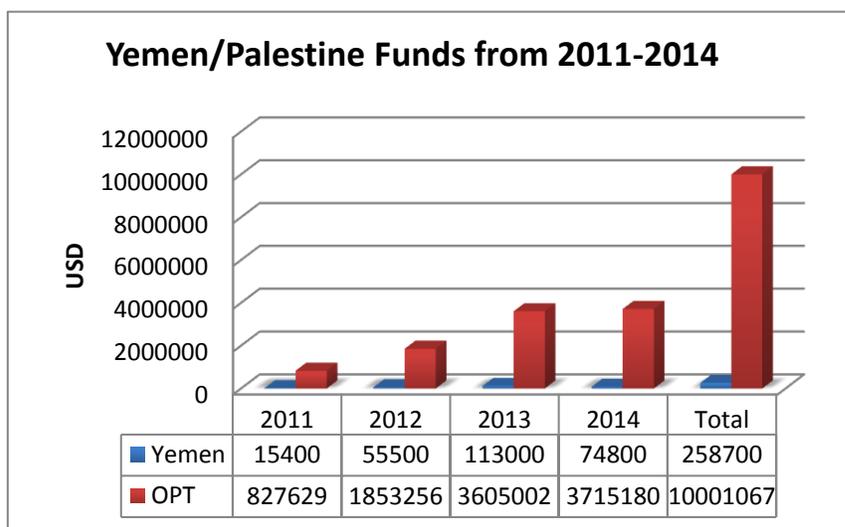
cases. Continuous support towards the introduction of Opioid Substitution Treatment Programmes led the introduction of a new governmental policy in Palestine.

While such achievements are undeniable, the evaluation team could not gauge the level of influence/role played by UNODC offices (ROMENA, PO and HQ) in the drafting and adoption of these pieces of legislation. It does not diminish UNODC's role but highlights once more how the lack of baseline information hampers effective programing and impact assessment.

Finally, policy changes and reforms require long-term advocacy, which should be more targeted (specific stakeholders) and prioritized on a few areas (e.g. adopting national harm reduction policies or data sharing on money laundering for instance). Such targeted and focus advocacy should help foster greater impact across the RP SPs and outcomes.

Impact on Yemen and Palestine (the State of Palestine)

LAS MS and in agreement with UNODC, requested that the State of Palestine and Yemen received special attention and support by UNODC during the RP. Yemen is the poorest nation of the Arab region¹³¹,



Source: Evaluation team- based on ProFi budgets for RP

suffering from political instability, poverty and extreme groups. The State of Palestine has been affected by the latent Israeli-Palestinian conflict of the past decades, slowing its economic, social and institutional development.

According to the evaluation findings, 4 projects were implemented in The State of Palestine

and 1 in Yemen. 2 projects in The State of Palestine were retrofitted under the RP and finished in 2011. The other two are on Forensic and on rehabilitation of inmates in civil prisons in the State of Palestine. As shown in the chart above, although the total of amount of funds raised (USD\$ 10,001,067) for the State of Palestine is significant, it remained focused on two projects. Another project on a drug treatment center was nevertheless mentioned during interviews but was not included as part of the list of projects in the ToR and in other annual progress reports.

UNODC has been working with the State of Palestine to strengthen the capacities and technical skills of forensic specialists that entailed: standardised training tools and training modules in document examination have been reviewed by international experts to meet international standards; a forensic science laboratory within the Palestinian Civil Police Headquarters has been built and equipped and is ready to be inaugurated in 2015; three two-year-long specialised training

¹³¹<http://www.worldbank.org/en/country/yemen/overview>

programmes in forensic science was launched; seven Palestinian doctors¹³² are studying forensic medicine at the University of Jordan to enhance their technical expertise. Finally, a National Programme Strategy has been drafted and according to interviews mirrored the thematic focus of the RP. UNODC has shown support and attention to the State of Palestine and acted within operational possibilities and according to donors' interests.

With respect to Yemen, only one project (YEMX24) was focused on Yemen, which was mainly managed by HQ, as it is a segment of a larger global programme (GLOR35). However, capacity building and legislative support activities were carried out in Yemen and proffered to Yemenite officials on combating human trafficking. Moreover, UNODC supported the Yemenite government National Strategic Framework on Criminal Justice, officially endorsed in December 2013. UNODC created a National Programme Officer (NPO) position in Yemen to maintain constant contact and further strengthen the engagement with key counterparts. The regional coordinator on corruption based in ROMENA office, also corresponded with the government on UNCAC review mechanism but due to high level of volatility and political changes, many activities were delayed or cancelled and funds were relocated to other countries. As seen in the chart above, the total level of funding reached USD \$271,175¹³³ over four years. Yemen is now entrenched into a civil/regional conflict, which has critical regional and geopolitical repercussions. UNODC will have to consider carefully its engagement with Yemen, while there is no clear leadership in place. Hence, a conflict sensitive development approach should be integrated into the next RP programmatic development.

To conclude on this section, according to evaluation findings and interviews with CLPs, it could be argued that projects would have happened despite of the RP as many projects were retrofitted, and funds were generated at the country level. On the other hand, the RP's strategic partnership with LAS and its strategic platform bringing MS together around a set of priorities, opened up key counterparts that could have not been mobilized or that would have taken longer and more human resources without the RP. Moreover, the prioritization on Yemen and The State of Palestine might have been justifiable at the time of the drafting of the RP but no longer is, according to the evaluation findings. However, continuous engagement with these governments' counterparts should be pursued. Although impact has not been so visible or palpable, UNODC's technical role has been highlighted, noticed, and explains CLP's overall support for the next RP.

Sustainability

This section will address the sustainability of the RP; assess how local ownership was institutionalized and whether it has an exit strategy.

According to project documents of this RP and other regional programs, neither sustainability nor exit strategies are in place. According to CLPs, it is an institutional limitation that is explained by the lack of core funding and a lack of coordinated fund raising strategy amongst UNODC offices (ROMENA, HQ and PO), which minimizes UNODC's ability to budget and plan for long-term.

However, in order to compensate for this lack of strategic sustainability, local ownership

¹³²These seven doctors are part of a United Nations fellowship programme covered by the project

¹³³According to ToR and Annual Progress Reports 2013, 2014.

has been sought out by UNODC through several mechanisms:

- a) The consultative process of MS in the design of the RP;
- b) Continuous engagement with local counterparts and through the Steering and Follow Up Committee annual meetings;
- c) The need for each project documents to be reviewed and approved by relevant ministerial counterparts in each country;
- d) Fostering cooperation with local CSOs especially under SP3.
- e) Plus establishment of Steering Committees or high-level coordination committees to increase support for and coordination of the implementation of joint programmes.

These mechanisms have generated some level of engagement and local ownership that should be replicated in the next RP.

Finally, it is critical for the next RP to enhance the institutional memory of key counterparts. Activities under this RP such as: a) creating a pool of training of trainers; b) creating regional networks (prosecutors for instance) for experience sharing are efforts that should be replicated in the upcoming RP. It is however critical to implement continuous capacity building activities rather than just stand alone workshops. One initiative, introduced by the Container Control Programme but also by other UNODC programmes on anti-corruption in South Sudan and money laundering in other regions, is the use of mentors. Mentoring, outside of UNODC, is carried through an international expert, who is assigned (full time or part-time) to the recipient agency (governmental or other). In the context of UNODC, mentoring is carried out through PO staff to ensure efficiency and application of international standards. Mentoring requires any implementing agency to carry a thorough capacity assessment amongst recipients to design adequate training workshops and mentoring programs. Mentoring¹³⁴ has been proven to be cost efficient and effective to ensure sustainability and local ownership (recommendation).

Human Rights and Gender

Human rights and gender mainstreaming are two sensitive topics in the MENA region.¹³⁵ Both of them have not been systematically mentioned in project documents. According to interviews with UNODC staff and recipients, human rights and gender are generally but briefly introduced during workshops and projects' implementation phases when possible. These two topics have been raised across several projects during trainings of police officers, prosecutors, judges, prison guards and governmental officials in the context of adopting international best practices for the protection of victims (human trafficking, domestic violence, smuggled migrants etc...), the application of fair trial procedures, reintegration of former prisoners, treatment of juvenile offenders and the treatment of women drug users and women in prison settings, prisoners with HIV, drug addiction and other diseases. Some other initiatives were developed to address human rights needs such as the project 'violence against women' (VAW), whose initial workshop was carried out in cooperation with UN WOMEN in Egypt. This project falls under two recent instruments, developed by UNODC and adopted by the General Assembly that identified gaps where the

¹³⁴CCP Final evaluation report November 2013

¹³⁵According to interviews of UNODC Staff

needs of women were not being adequately addressed in the criminal justice system and responded accordingly: (a) the Updated Model Strategies and Practical Measures to Eliminate Violence Against Women in the Field of Crime Prevention and Criminal Justice; and (b) the United National Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (the Bangkok Rules)¹³⁶. Moreover, UNODC drafted two recent guidelines – the Human Rights Position Paper (2011/2012)¹³⁷ and the Gender Mainstreaming Guidance Note (2013) to help integrate these principles into UNODC full project and programme cycles. ROMENA also complies with other guides such as ‘the UN human rights due diligence policy on UN support to non-UN security forces (HRDDP)’ are also recommended to streamline these principles and best practices throughout project planning and implementation.

Additional data is nevertheless required to better gauge the level of impact and integration of human rights and gender mainstreaming into the RP projects’ programming and implementation. The lack of sex-disaggregated data is one of the major barriers to the accurate assessment of how policies, programmes and projects promote gender equality. Data should always be broken down by age and sex and other relevant factors such as ethnicity or religion. Sex-disaggregated data can bring to the surface gender concerns that had previously been invisible, as well as assess how programme design and delivery promotes gender equality. Moreover, it can help convince national partners on the necessity of gender mainstreaming.

Hence, the RP, through its individual projects, can be seen as a good tool to advocate for human rights and gender mainstreaming although UNODC’s focuses on crime, drugs and terrorism are not obvious gender sensitive topics. On the contrary, recognizing the differentiated impact of a law, policy or crime on men and women, and appreciating the different characteristics, needs and priorities of beneficiaries and stakeholders, will assist UNODC offices (ROMENA, HQ and PO) formulate better programmes and projects and achieve effective results.

Nonetheless, the political and cultural context of LAS MS has been and should continue to be considered while discussing human rights and gender equality. UNODC ROMENA and PO’s staff adapted presentations and the introduction to human rights and gender according to the audience and the hosting country. Moreover, the ratio male/female amongst police officers, judges, or prosecutors is usually quite low across countries in the region. However, according to interviews with recipients and UNODC staff’s (ROMENA, HQ and PO) efforts to integrate female trainees amongst the targeted groups (health workers, judges, prosecutor, female police officers...) have been exerted. In some countries like Tunisia, Lebanon and Morocco, the ratio is higher and therefore it has been easier to implement a gender mainstreaming strategy¹³⁸. And more, some capacity building activities

¹³⁶The UNODC Guidance Note on Gender Mainstreaming 2013

¹³⁷The UNODC Human Rights Position Paper 2012

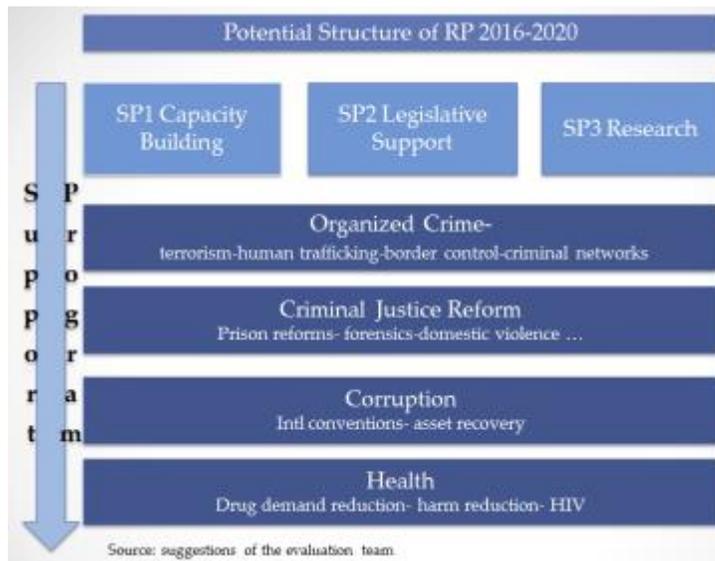
¹³⁸Female prosecutor from Lebanon and the first secretary at the Embassy of Morocco in Cairo were present during the last Steering Committee for instance. The lead judge in charge of the review mechanism process in Lebanon is a woman. These are a few examples but this evaluation did not review the attendance sheet of every activities carried out by each project under the RP. However, a higher ratio of female participation has been recorded when tackling issues of women in prison settings, human trafficking, rather than terrorism and criminal justice reforms according to projects evaluations.

were delayed due to the Leahy vetting process¹³⁹, which takes time. UNODC offices have requested from recipient governments to submit lists of participants in due time; such efforts need to be maintained and closer coordination with US funding agencies should be encouraged to avoid delays in project activities. Finally, while it is key for the next RP to continue promoting gender mainstreaming and human rights, UNODC should especially focus on integrating gender and human rights analysis to collect a baseline and sex-disaggregated data into the consultation and research process (recommendation) for project implementation.

¹³⁹Leahy vetting is a process through which the U.S. government vets U.S. assistance to foreign security forces, as well as Department of Defense training programs, to ensure that recipients have not committed gross human rights abuses. When the vetting process uncovers credible evidence that an individual or unit has committed a gross violation of human rights, U.S. assistance is withheld, consistent with U.S. law and policy. This obligation to vet foreign security forces can be found in section 620M of the Foreign Assistance Act of 1961 (FAA).

III. CONCLUSIONS

The UNODC Regional Programme of the Arab States 2011-2015 has been an ambitious endeavour, covering 18 countries and 48 projects in a highly volatile environment with three sub-regional geographic divisions¹⁴⁰ (North Africa, the Levant and the GCC countries) with their own specificities and needs. Feedbacks from most stakeholders have been positive about the RP’s relevance and validity to tackle MS’ national and regional priorities as well as a convening platform to bring MS together around key issues. Most stakeholders also referred to the RP’s flexibility to adapt, to some extent, to the new context. Examples such as the creation of the support programme, the priority shift to focus on corruption and justice reform at the national level and the development of new projects throughout its duration were mentioned as examples of a successful revision. However, most interviewees also mentioned problems related to the RP’s design.



According to interviews and the desk review, this structure and its outcomes’ largeness enabled the RP to retrofit projects that had started before 2011 and to respond to donors and countries’ priorities. In addition, the RP’s design allowed for a degree of flexibility, required to adjust projects to the swiftly changing environment. Most CLPs viewed the RP as a strategic umbrella rather than a programmatic tool. Hence, for reporting and clarity purposes, if the next RP is to remain a programmatic tool vs a strategic

umbrella, it should have a clearer strategic focus on building capacity, support legislative and policy-level reforms and research across five sub-themes: organized crime, corruption, justice sector reforms, terrorism and health (refer to the chart above). A cross-thematic support function, inspired from this RP’s support programme, should also be incorporated within the next RP 2016-2020. This log-frame is just a mere suggestion from the evaluation team based on interviews with CLPs and the desk research. However, clear and mutually exclusive outcomes should be incorporated. Indicators should either remain at the project level, be ‘SMART’ and gender-sensitive whenever possible. Such design should enable UNODC to develop country-focused projects and respond to donors’ priorities, while easing the reporting and monitoring processes. Finally, it is recommended that not all projects, falling under ROMENA’s managerial oversight, be retrofitted under the upcoming RP, unless they are aligned and fully integrated within its strategy. If so, the justification of the inclusion of such projects under the upcoming RP should be emphasised

¹⁴⁰The RP on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States 2011-2015 document.

in projects documents. This also applies to Global Programmes with a segment in the MENA region.

The evaluation revealed that the RP has not yet been fully instrumental in raising funds as donors' priorities have been focused on country initiatives rather than regional ones. However, the RP's partnership with LAS helped raise its profile, forged cooperation and opened doors to other key counterparts for UNODC Offices. UNODC's comparative advantage in the region as 'a technical, expert base, small agency with access to prisons' has been frequently praised by CLPs. These elements should be highlighted in a clear and targeted communication strategy to donors and counterparts to support the fund raising process and the positioning of UNODC in the region. The fund raising process should be concerted amongst UNODC offices to act as one and on a clear strategy. This integrated strategic approach can avoid missing on opportunities, adopt a linear discussion on FCR and promote soft-earmarked funding as best practices to respond to countries' needs. Finally, UNODC needs to diversify its pool of donors to mitigate risks of projects closure and funding fatigue as well as focus on results based management to measure impact effectively.

According to the evaluation findings, UNODC continuously seeks to develop partnerships with governments, CSOs, and international agencies present in the region. This approach enables UNODC to align its programming with existing national priorities and other international agencies activities. This practice helps avoid redundancy amongst international players and foster joint programming when possible. Although a good level of cooperation amongst UNODC offices (ROMENA/PO/HQ) has been reported, greater visibility on projects' planning amongst offices should nevertheless be strengthened to maximize cost-sharing opportunities and available resources in the next RP.

Moreover, some mechanisms were put in place by ROMENA, and HQ to compensate for the RP's managerial limitations, such as the conception of the PCAU, as coordination function of all projects under the RP and the creation of the annual Steering and Follow Up Committee (SC) meetings. The SC has managed to maintain MS' interests in the RP and put regional priorities on their agenda. However, some structural modifications to the SC were suggested during the evaluation in order to strengthen local ownership and the mutual responsibility of MS in achieving the RP's objectives.

Human rights and gender mainstreaming were mentioned in most project documents but the RP could be a tool to promote further human rights and gender mainstreaming amongst MS and activities recipients. Moreover, UNODC PO's staff opted for a culturally sensitive approach to human rights. The latter were raised during workshops when possible. Human rights and gender are seen as crosscutting to all UNODC projects themes and mandate; however there is space for a more comprehensive approach to mainstreaming gender into projects designs.

Finally, UNODC's lack of sustainability and exit strategy is substantiated by its own financial stability that depends on external funding (90%). As a result, UNODC offices (ROMENA, HQ, POs) try to foster local ownership amongst counterparts through a close engagement, visibility on project activities in country, consultation during projects design and partnerships with CSOs when possible. The evaluation highlighted these efforts as good practices and heightened the need to foster longstanding institutional memory through mentoring capacity building activities rather than one-off workshops.

To conclude, this RP has faced a lot of challenges: contextual, financial, managerial and procedural. However, it gathered countries around a set of priorities; it started implementing long-term legislative reforms; built a pool of trained professionals across different countries in the

region; it maintained donors' interests; it put forward replicable good practices and instilled a sense of 'regionality' amongst UNODC's staff and amongst MS. All stakeholders concurred on the need to continue with a second RP 2016-2020, based on lessons learned, best practices and recommendations issued from this RP.

IV. RECOMMENDATIONS

The evaluation drew out from the field study and the desk research some recommendations that are paramount for the next regional programme (2016-2020) and for UNODC's offices managerial efficiency. The following recommendations are sorted according to key recommendation to important ones as reflected in the matrix.

Key recommendations

Strategic vs Programmatic-UNODC offices should gauge the pros and cons of the objectives and its best implementing structure: whether the objectives are best reflected in a strategic document that works as an umbrella/guideline as opposed to a programmatic approach with outcomes and indicators. UNODC should also consider whether to have two documents: one external political strategic framework and one internal programmatic document, giving more space for a detailed logframe as in the RP Afghanistan Neighbouring Countries. Moreover, the initial RP logframe slightly changed to adapt to the changing environment in the region. It is critical not to confuse flexibility with lack of planning and structure. Detailed conflict sensitive programming and risks analysis should be carried out to help strengthen UNODC ROMENA and PO's flexibility for the next RP. This level of flexibility should be proffered in the next RP. Finally, MS and UNODC agreed on prioritizing two countries (the State of Palestine and Yemen) in this RP. The prioritization of countries should nevertheless be carefully gauged in the next RP.

LAS partnership- UNODC should pursue its partnership with LAS as it helped this RP get MS political 'buy in', raise legitimacy and open doors to specific units within ministerial counterparts.

Fund raising and strategic communication - An integrated and strategic fund raising effort should be encouraged between HQ, PO and Regional offices in order to approach donors as one agency and avoid missing opportunities UNODC ROMENA and HQ should design an integrated fundraising strategy, that includes a mapping of donors' cycles, levels of funds available globally and for the MENA region as well as thematic and geographic priorities. This strategy should foster greater cooperation amongst offices. UNODC should leverage its position as the UN agency supporting the international community in setting principles, norms, standards, know-how, good practices and tools in specific themes. This positioning supported by a targeted communication campaign can support the fund raising effort. Trimestral newsletters to donors (brief overview of projects activities and achievements) can help raise donors' awareness and interests in the RP's activities. Such communication efforts will also help clarify and explain FCR to donors and other stakeholders.

RP Structure and design- Clearer indicators, outcomes and the overall structure of the logframe should be revisited. Indicators and outcomes should be Strategic, Measurable, Achievable and Time-bound (SMART). Outcomes should be mutually exclusive for each SP to clarify reporting lines and to enhance efficient reporting and monitoring processes. The design of the outcomes, indicators should be carried out following consultation with MS and a mapping of donors' priorities in order to fit stakeholders' needs. Furthermore, a lack of baseline and quantitative data (incl. gender disaggregated data) as well as of situational and threat analyses or TOCTAS and TOCSA, made it difficult to assess the RP's impact and effectiveness as well as hindered evidenced based programming. Hence UNODC

ROMENA and HQ should continue their effort to gather additional and available baseline data for effective programming and effective measuring. For this purpose, a research pillar should be recommended for the next RP for internal data collection and analysis. UNODC ROMENA and the regional section should prioritize capacity building as one sub programme and research as another one in the upcoming RP. These two SP should focus on building MS data collection capabilities through mentoring programme to create institutional memory as well as establishing research SOPs for generating reliable and usable data. As capacity building is one of UNODC's main services, it is also necessary to carry pre-training assessment in order gauge level of training needs and trainees level. Such data will support the assessment of knowledge acquisition and will help focus on results based management.

The evaluation also highlighted that UNODC Offices (ROMENA, HQ, PO) offered a large array of activities (from capacity building of CSOs to legislative support to governmental counterparts). In addition, UNODC as a small and expert based agency should focus on key topics that are relevant to the region rather than offer its full array of services included in its mandate. It should continue the efforts undertaken during this RP and focus on the same topics rather than enlarge the spectrum of themes. For instance, the next RP should focus on applying theory into practice and foster more regional conferences on the benefits of forensic and scientific services in criminal justice and in fighting organized crime. This effort of narrowing the RP's focus should help strengthen UNODC's position amongst other agencies, and counterparts and should help raise funds by being more strategic rather than donor driven. Finally, ROMENA should include a Support Program in the next RP for project development and funding raising efforts across SPs.

Conflict sensitive strategy and programming - The UNODC ROMENA and PO managed to adapt to a certain extent to the changing environment during this RP. However, considering the political volatility of the region, combined with the UNODC's engagement in conflict ridden areas like Yemen, Iraq, Libya, South Sudan, not only should the source of funds be diversified but specific terms of engagement, standard operating procedures (SoPs), and frequent revision of the projects' logframes should be defined for PO staff operating in these kinds of settings. It is key for UNODC's regional and country offices to have a conflict and post conflict engagement strategy as well as closer connections with UNDPKO, the broader international community, financial institutions and a large spectrum of national stakeholders. This conflict sensitive strategy should define standard operating procedures, emergency protocols and resilience practices. Combined with this strategy, frequent situational and conflict analysis should be carried at the local and regional level. Such analysis will enable the UNODC to develop conflict sensitive programmes, which will help minimize negative and maximize positive impact.

PCAU for regional support and integration- the PCAU's mandate is clear¹⁴¹ and should be reconsidered for the next RP. While PCAU was created in 2011, it has not yet reached full maturity. The following considerations should be gauged for the next RP: greater coordination and design input from Programme/ Project Offices should be encouraged in order to foster local stakeholders' participation and input in projects' design process as well as enhance fund raising efforts by implementing a joint fund raising strategy amongst UNODC offices. The PCAU should also help reinforce the 'regionality' of the RP by supporting ROMENA's role as the nexus of all activities being designed and carried out under the RP. The PCAU should profile itself further amongst MS through courtesy visits and closer communication lines. UNODC ROMENA should strengthen the role of the PCAU and integrate it within the next RP's managerial core structure.

¹⁴¹RP Annual Progress Report 2013

Sustainability - UNODC offices (ROMENA, and HQ) should proffer in the next RP MS' national ownership and mutual responsibility to achieve RP objectives and enduring sustainability. Such goals can be achieved through multi-stakeholders engagement whereby LAS MS are also deciding together on priorities, and on setting the action plan for UNODC ROMENA to act upon. Such multi-stakeholders engagement processes are however lengthy in preparation and require every party's full cooperation, involvement and support.

In addition, ideally, UNODC offices could design a sustainability plan aligned with an integrated fund raising strategy that is planned over several years. However considering the volatile environment and UNODC funding mechanism, it is recommended to focus on empowering local stakeholders and on fostering greater mutual responsibility through frequent engagement with them for visibility on challenges and achievements. A closer engagement can help build trust and showcase how their involvement is critical for achieving results. It is critical to build institutional memory through mentoring. UNODC should integrate in every capacity building activity a mentoring component in order to build institutional memory and long-term impact. Mentoring has been proven to be cost efficient and effective to ensure sustainability and local ownership.

Important Recommendations

Reporting, and scope- Reporting formats changed and annual reports reached 70 pages. As a result, ROMENA's annual reports were never finalized by HQ, which is under-staffed and lacked time for effective revision. Hence, clearer guidelines on administrative reporting obligations and on ROMENA's geographic scope should be developed for the upcoming RP by PRC at HQ. For ease of reporting and for strategic learning, reporting templates should be simplified and shortened along with the design of the RP in general. A few slides on lessons learned, mitigations solutions and challenges should be distributed amongst all offices. Moreover, ROMENA and HQ should come with clear terms of engagement and stress upon the need to enhance mutual responsibility in ensuring activities implementations if the prioritization on specific countries is once again suggested for the next RP. The terms of engagement should include an exit strategy in case of security threats and lack of funding. However, it is preferable not to prioritize any specific country in the next RP as it raises expectations amongst recipients. Moreover the political volatility in the region makes the selection unpredictable in the years to come. Finally, the RP covered a large array of projects with different themes from health related issues (HIV, Drug demand reduction, Harm reduction...) to human trafficking, corruption, violence against women, terrorism, criminal justice sector reform (strengthening juvenile justice, penitentiary reform, forensics) just to name a few. Hence, the UNODC as a small and expert based agency should focus on key topics that are relevant to the region rather than offer its full array of services included in its mandate. This effort of narrowing the RP's focus should help strengthen the UNODC position amongst other agencies, and counterparts and should help raise funds by being more strategic rather than donor driven.

Steering and Follow up Committee structure- the structure and the attendance could be revisited to foster greater mutual responsibility and accountability amongst MS and UNODC. Some small structural changes should be considered for the upcoming RP, such as the creation of Thematic Task forces, on subprograms for instance, to generate more focused discussions; clearer participation and engagement guidelines for MS and SOPs for attendees (to be included in the RP document; presentations of UNODC's achievements as well as MS 'contributions to the RP log-frame at the annual SC meetings; more proactive communication with SC MS should be followed (e.g. quarterly newsletters reporting on progress, challenges, priorities, funding, and achievements) and finally include a shorter actionable list of recommendations.

Fostering partnerships and anchoring UNODC in MS - UNODC country offices helped anchor the UNODC in these countries facilitating the interaction with key counterparts, the implementation of activities, fund raising efforts and fostering partnerships. Moreover, many CSOs in the region are not financial stable and therefore do not always represent a viable long-term partner. Some CSOs funding sources are not always transparent and sometimes linked to political parties that could be detrimental to UNODC. It would be more strategic for ROMENA to vet CSOs and other partners carefully and define terms of engagement with clear responsibility lines and mutual expectations before entering into any partnership. In addition, it shows that when countries invest (in kind- support- and when possible financial) in their own reforms; it helps foster change more rapidly. The next RP should focus on strengthening this shared mutual responsibility amongst MS and the UNODC- Finally, the UNODC should leverage countries where achievements, and progress are visible and tangible in different themes to become benchmarks for other countries in the region.

Human rights- - UNODC offices (ROMENA, HQ and PO) should try to integrate gender analysis and gender expertise during consultations and the design of projects and of the next RP. Moreover, Human Rights should be promoted further during projects' implementation, as the RP can be an effective tool to push this agenda further amongst MS while taking into consideration the cultural context.

V. LESSONS LEARNED

A series of lessons learned and best practices came out of the evaluation findings. These lessons learned should inspire the design of the next RP for the Arab States 2016-2020.

Best practices

Aligning the RP and its projects with others from international organizations and local counterparts can help with data sharing, joint programing, and greater visibility.

Soft-earmarked funding enabled ROMENA to draft concept notes, pilot projects, support additional fund raising efforts, sponsor Programme/Project Offices and respond to countries needs more efficiently.

Regional conferences and workshops-although such activities were not as high on CLPs priorities, they were recognized as valuable for sharing lessons learned and best practices amongst MS. It helped raise awareness amongst MS about the added value of data sharing.

The PCAU- the regional support function offered a certain level of flexibility and more visibility at the regional level to expand operations and support at country offices more closely.

Partnerships with the LAS- critical to get the political ‘buy in’, raise the RP’s visibility and maintain MS’ interested through the annual Steering and Follow up Committee meetings. This partnership also helped implement the preliminary consultation process that led to the declaration of Cairo to endorse the structure of the RP.

Strong partnerships with other UN agencies- have supported the introduction and continuation of activities in countries where UNODC does not have full time staff or any country office.

Cost sharing- some cost sharing activities and budgetary support between offices were undertaken during the RP. This cost sharing funded some activities and salaries in ROMENA and country offices. It helped develop some country offices like Tunisia, Libya, Iraq and the GCC. Some positions were created due to global programmes’ funding in ROMENA. These regional coordinators helped coordinate and build trust with local counterparts.

NPO recruitment- recruiting local NPOs with affiliations with MoI, MoJ or MoH has proven to be efficient in several countries in MENA and other regions, when the local context allows it. Local NPOs helped speed up the trust building effort, strengthen local counterparts’ engagement and sense of ownership. However, it is critical for UNODC not to rely on one person’s relationships, but rather systemize the communication line and cooperation for long-term sustainable relations.

Long-term advocacy- Investing in enduring advocacy has proven to be successful in creating normative and behavioural change such as the introduction of OST and UNODC’s work in prison settings.

Flexibility- good planning does not eliminate the need for flexibility. The evaluations of many projects proffered their flexibility as an effective practice; however flexibility can be misconstrued with looser planning. ROMENA and PO adapted to the changing contexts, by

mitigating such situations through maintaining a long distance commitment with MS; find other safe locations to deliver activities.

Lessons Learned

RP's structure- the log-frame could not raise funds for the RP per se- due to UNODC financial reporting mechanisms, unless the Sub Programmes had a project number like the RP in Central Asia. Reporting is done according to a project number and therefore made the financial reporting of this RP impossible, except through individual projects. The same applies to allocation of funds. Funds were mainly resourced for country-focused projects, at the exception of a few regional and global initiatives. Moreover, its lack of SMART outcomes and indicators hampered the monitoring processes and the evidence-based programing.

Long-recruitment process- the recruitment process for both external and internal staff has delayed projects activities, which hindered timely implementation. Moreover, the recruitment of external consultants have been difficult due to lower UNODC daily rates compared to other UN agencies, which deterred some to accept the contract and due to the shortage of identified experts across the three sub programmes.

Sole funded project- one donor per project can cause closure of offices or delays of activities if funds are withdrawn if the donor decides to pull out its funding from a country.

One-time workshop- the knowledge acquisition after one workshop has been proven to be minimal and difficult to assess as participants often change and are rarely consulted. Hence, the increasing integration of mentoring processes into projects design has been proffered to generate enduring learning curves and embedding institutional memory within organizations.

Lack of visibility and knowledge of the RP – few local counterparts were aware of the RP objectives, which led to missed opportunities to foster cooperation amongst regional counterparts and highlighted the need for the UNODC to have a clearer communication and outreach strategy.

Lack of coordinated fund-raising efforts- The UNODC is at about 90% dependent on external funding with an average of 10% core funding. This unstable situation and the absence of a common fundraising strategy amongst UNODC offices (ROMENA, HQ, PO) prevented them from designing a long-term sustainability plan and from responding more effectively to countries' needs rather than donors' priorities. Hence, each office is focusing on its own financial viability rather than focusing on 'cohesive programmatic fundraising strategy'. Such approach has led to missed opportunities of funding and reflects a negative image on the organization amongst donors. The current Fund Raising Strategy of the UNODC 2012-2015 is only a situational analysis of funding opportunities and donors' carefulness as well UNODC comparative advantage.

Prioritizing specific countries- prioritizing Yemen and Palestine, led to unmet expectations and disappointment from these countries counterparts. While supporting countries in need is critical, UNODC needs to clarify its mandate, its financial and human modus operandi to MS and manage expectations. Furthermore, singling out one or more countries in the RP document might not be the best way forward for that reason to support countries in need of technical assistance.

Lack of conflict and post conflict SOPs- the rapidly changing environment of the MENA region led the UNODC POs to delay activities or close offices. Office closures put financial pressure on ROMENA whose funds are being curtailed, while it remains accountable for its contractual agreements with NPOs, international staffs and office spaces. During the RP, ROMENA started engaging more closely with UNDPKO and other agencies, which are used to operating in such volatile environments.

UNODC Office or NPO in country- having an office established in country helped develop new and strengthen new relations with local counterparts. It also helped raised UNODC's visibility amongst counterparts for programing and fundraising efforts.

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

Project number:	N/A
Project title:	Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States (2011-2015)
Duration:	2011-2015
Location:	Middle East and North Africa Region
Linkages to Country Programme:	N/A
Linkages to Regional Programme:	N/A
Linkages to Thematic Programme:	<ol style="list-style-type: none"> 1. Countering Transnational Organized Crime and Illicit Trafficking 2. Countering Corruption 3. Terrorism Prevention 4. Justice 5. Health and Livelihoods (Drugs and HIV) 6. Research and Trend Analysis 7. Policy Support
Executing Agency:	UNODC
Partner Organizations:	The League of Arab States
Pledged funding for 2011-2015	US\$ 72,442,735
Donors:	Australia, Canada, Denmark, Drosos Foundation, European Union, France, Germany, Greece, Italy, Libya, Norway, Qatar Foundation, Romania, Republic of Korea, Sweden, Switzerland, the Netherlands, UAE, UNDP, US.
Evaluation Coordinator:	Mr. Masood Karimipour, Regional Representative
Type of evaluation (mid-term or final):	Final In-Depth Evaluation
Time period covered by the evaluation:	January 2011 – end of the evaluation mission (tentatively January 2015)
Geographical coverage of the evaluation:	Algeria, Bahrain, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Morocco, Oman, Palestine, Qatar, Saudi Arabia, Sudan, Syria, Tunisia, United Arab Emirates and

	Yemen
Core Learning Partners ¹⁴² (entities):	UNODC senior management (ROMENA and HQ), UNODC project field staff, the Arab League, Member States, Partner Organizations (UN and NGOs) and donors

Programme overview and historical context in which the programme is implemented

The *Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States (2011-2015)* (Regional Programme) is a joint endeavour between 18 Arab States¹⁴³, the League of Arab States and the United Nations Office on Drugs and Crime (UNODC) with the overall objective of responding to evolving threats by strengthening the rule of law.

It was developed in 2009 by the UNODC Regional Office in Cairo (ROMENA) in cooperation with the Arab Member States of the region represented through the League of Arab States as well as the Integrated Programming Unit at UNODC Headquarters (HQ). The development of the Regional Programme emanated from a new strategic and programmatic approach (“integrated programme approach”) by UNODC at the corporate level following the adoption of the Mid-Term Strategy for 2008-2011 and evidenced by the Economic and Social Council (ECOSOC) Resolution “Support to the development and implementation of regional programmes of UNODC” (E/CN.7/2009/L.23) as well as by the ECOSOC Resolution generated at the 2010 Commission on Crime Prevention and Criminal Justice (CCPCJ) Session “Support for the development and implementation of an integrated approach to programme development at UNODC” (E/CN.15/2010/L.14).

The Regional Programme was elaborated through extensive consultations with national counterparts from the Ministries of Interior, Justice and Health, and is based on long-standing UNODC experience in the region. Its main purpose is to address a number of challenges posed by illicit trafficking, organized crime, terrorism, corruption, drug use and HIV/AIDS by working with national governments to strengthen drug control, crime prevention and criminal justice systems.

¹⁴²The 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.

¹⁴³The Regional Programme covers 18 countries in the Middle East and North Africa region: Algeria, Bahrain, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Morocco, Oman, Palestine, Qatar, Saudi Arabia, Sudan, Syria, Tunisia, United Arab Emirates and Yemen.

The Regional Programme is divided into the following three Sub-programmes consisting of expected outcomes, outputs, activities, indicators and means of verification based on priorities identified by the participating Arab States.

Sub-programme 1 Countering illicit trafficking, organized crime and terrorism	Sub-Programme 2 Promoting integrity and building justice	Sub-Programme 3 Drug prevention and health
<i>Countering Organized Crime and Illicit Trafficking</i>	<i>Countering Corruption</i>	<i>Prevention, Treatment and Reintegration, and Alternative Development</i>
Outcome 1: Countries in the Arab region produce, develop and utilize data and analysis on threats in drugs, crime and illicit trafficking	Outcome 1: Countries in the Arab region produce, develop and utilize quality data and analysis on corruption	Outcome 1: Countries in the Arab region produce, develop and utilize quality data and analysis on the impact of drugs, crime, illicit trafficking, its related health consequences as well as the available resources and response infrastructure
Outcome 2: Cooperation and coordination amongst countries of the Arab region to reduce human trafficking, its impact on victims and smuggling of migrants	Outcome 2: Countries in the Arab region ratify or accede to the UN Convention against Corruption	Outcome 2: Countries in the Arab region with laws and/or regulations and/or policies in place that are ethical and based on scientific evidence, and support a comprehensive health response to drug demand and to the health and social consequences of drug use
Outcome 3: Countries in the region take action against trafficking of illicit drugs and firearms	Outcome 3: Countries in the Arab region identify and take action to prevent, investigate and adjudicate corruption	Outcome 3: Countries in the Arab region establish/scale-up evidence based drug prevention programmes
Outcome 4: Countries in the Arab region more effectively combat money laundering with a special focus on cross-border cooperation	Outcome 4: Countries in the Arab region utilize strengthened capacities to recover stolen assets	Outcome 4: Countries in the Arab region establish/scale-up evidence based treatment services among who use drugs
Outcome 5: Countries in the Arab region use enhanced forensic and scientific services in support of the legal process	<i>Justice</i>	Outcome 5: Countries in the Arab region establish/scale-up comprehensive HIV services among people who use drugs and people living in prisons and other closed settings including tailored programmes targeting women
<i>Terrorism Prevention</i>	Outcome 1 : Countries in the Arab region take steps to reform the criminal justice system in accordance with UN standards and norms in crime prevention and criminal justice and recognized good practices	
Outcome 1: Countries in the Arab region ratify and implement the international legal instrument to prevent and combat terrorism	Outcome 2: Individuals in prison settings are treated in accordance with UN standards and norms in crime prevention and criminal justice and recognized good practices	

The Regional Programme addresses the interconnected nature of major rule of law and security challenges in the region and formulates a holistic, integrated and nationally owned response enabling UNODC to maximize its impact on drug control, crime prevention and criminal justice reform efforts in the Arab region.

The Regional Programme was endorsed by participating States in the Regional Expert Meeting, held in Cairo in April 2010 at the League of Arab States HQ. Importantly, the countries recognized the significance of the UNODC Regional Programme since it proposes to contribute to joint efforts with Member States in the region to combat illicit

trafficking, transnational organized crime and terrorism, uphold the rule of law, and promote international standards and best practices.

The Regional Programme was subsequently adopted by relevant Councils of the League of Arab States and launched by the Secretary General of the League of Arab States and the Executive Director of UNODC on 8 December 2010.

Political context of the Regional Programme

Immediately after the launching of the Regional Programme, an unprecedented transformation of the political landscape occurred in the region known as the Arab spring. Starting in Tunisia, revolutions and upheavals also took place in Egypt, Libya and Yemen, which led to the overthrow of the regimes in these countries. Protests against the regime in Syria, which started in March 2011, have evolved into a serious armed conflict, which is still ongoing, and Iraq has plunged back into crisis with the rise of the terror-group known as the Islamic State in Iraq and Sham (ISIS). Other countries, such as Algeria, Bahrain, Morocco, and Oman have also experienced protests and unrest, which have so far been contained by their respective governments.

The political unrest and violence which started in 2011 as well as the ongoing political transformation in the Arab region have impacted, and continue to impact, the work under the umbrella of the Regional Programme. Violence, insecurity, and lack of certainty and continuity in political leadership and agendas have impeded the implementation of a number of planned activities both at the national and regional levels. In order to adapt to this new reality and appropriately address shifting priorities and emerging needs, UNODC has adopted a strategy to focus on national and targeted interventions to bring about impact. Support was increasingly focused on the enhancement of justice and integrity as key cornerstones of development, human rights, peace and security. UNODC has also held regular consultations with government counterparts, civil society and other UN agencies and liaised closely with donors to ensure ownership and coordination.

At the same time these new circumstances have also provided some opportunity for UNODC to expand its programme development in key areas as institutional capacity building, civil society participation and oversight of the security sector as well as criminal justice reform have become pressing issues in many of the countries in the region in the past four years.

Justification of the Regional Programme and main experiences/challenges during implementation

Justification

The Regional Programme is functioning as the overarching framework for cooperation between UNODC and the 18 Arab States in the Middle East and North Africa, giving legitimacy under its key priority areas for UNODC to tailor its response with regard to institutional reform toward promoting governance and the rule of law.

The Regional Programme provides a platform for:

1. Sustaining the partnership with the League of Arab States and the national counterparts;
2. Providing a coherent framework rather than a fragmented approach to support the reform process of the criminal justice system;
3. Providing the framework and legitimacy for development of regional initiatives (e.g. human trafficking, border control, prosecutors network, research/data analysis); and
4. Facilitating national focused interventions/programmes as building blocks for regional cooperation.

Since the adoption of the Regional Programme for the Arab States in 2010, two Steering and Follow-Up Committee Meetings, with more than fifty representatives¹⁴⁴ from the States covered by the Regional Programme, were held; one in May 2012 and one in May 2013. During the first such meeting, the participants endorsed the terms of reference of the Committee and set new priorities to counter trafficking, tackle organized crime and terrorism, promote integrity and justice as well as to prevent drug abuse. In the second meeting, the Committee again commended the important role played by UNODC (in cooperation with the League of Arab States) in addressing the threats posed by all types of transnational organized crime, terrorism and corruption through the Regional Programme. In this second Steering Committee Meeting, UNODC was, amongst others, also requested to develop a second phase of the Regional Programme for the period 2016-2020.

In addition, as already mentioned above, the Regional Programme forms part of a new strategic and programmatic approach (“regional programme approach”) at UNODC HQ aligned with the Mid-Term Strategy for 2008-2011. The Regional Programme approach is supported by ECOSOC Resolution “Support to the development and implementation of regional programmes of UNODC” (E/CN.7/2009/L.23) as well as by ECOSOC Resolution generated at the 2010 Commission on Crime Prevention and Criminal Justice (CCPCJ) Session “Support for the development and implementation of an integrated approach to programme development at UNODC” (E/CN.15/2010/L.14).

Main experiences

The Regional Programme has proved to be an important tool to facilitate and maintain strategic partnership and cooperation with the League of Arab States and its Councils of Arab Ministers of Interior, Justice and Health. The role of the League of Arab States has been indispensable in mobilizing the required political support from the Member States and being an active partner to support and facilitate the implementation of the Regional Programme, in particular in regional activities, such as trafficking in human beings and the establishment of judicial networks.

¹⁴⁴Representing the Ministries of Interior, Justice and Health as well as Foreign Affairs.

ROMENA has been working closely with the thematic experts at UNODC HQ in the development and implementation of technical cooperation activities under the Regional Programme, in particular in the field of combating corruption, prison reform, criminal/juvenile justice reform and drug demand reduction. This includes the delivery of training by HQ technical experts in support of project implementation, support for development of manuals and projects.

Challenges

The prevailing volatile security and political situation in several of the countries in the Middle East and North Africa region remains the main challenge and complicates programme development and implementation¹⁴⁵, in particular with regard to:

1. Heterogeneity of countries in terms of types of funding needed: the region consists of countries that are donor-dependent, countries that have the capacity to enter into cost-sharing agreements, and finally countries that are self-sufficient. Compared to other regions of the world, the aid flowing into the Middle East and North Africa for technical cooperation programmes is of relatively small scale.
2. Initiating and promoting regional activities in North Africa and the Middle East (outside of the Gulf) in areas such as cross-border cooperation has proven to be difficult during the period of political transition experienced by many countries due to increased focus of national authorities on internal reforms.
3. Regular change of staff on the part of the national government counterparts in the countries which are in transition and thus changing focal points and staff who have the authority to approve UNODC interventions/projects.
4. Security restrictions in several of the countries in the region (e.g. in 2014 this refers to Iraq, Libya, Palestine and Yemen, but in the time span 2011-2014 this has also included Egypt, Lebanon and Tunisia).
5. Fundraising for regional and national programmes, which has been and remains challenging as the donor community continues to review and assess the new political situation in the region and is not yet willing to engage in broader funding agreements.
6. The introduction of the cost centre as a result of the Full Cost Recovery policy has created scepticism and reluctance amongst the donor community. Also, a stated preference of directly collaborating with developing countries instead of through UN agencies is currently characterizing the Middle East and North Africa region, indicating that third party resource mobilization will become even more challenging for ROMENA in the future.
7. The number of countries covered by the Regional Programme, taking into account that UNODC does not have physical presence in all of them. In addition, special

¹⁴⁵This has in some cases even led to (temporary) suspension of funding and/or project activities.

monitoring measures and communication routine need to be in place in order to ensure good coordination and information between UNODC's outposts in the region and the Regional Office.

Project documents and revisions of the original programme document

A copy of the initial Regional Programme, including the Cairo Declaration and the Terms of Reference (ToR) of the Steering and Follow-Up Committee as well as a copy of the 2012 revised Regional Programme and official letter is provided as separate attachments.

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

The Regional Programme covers 18 countries¹⁴⁶ in the Middle East and North Africa and its stated overall objective is *“to support the efforts of the Member States in the Arab region to respond to traditional, evolving and emerging transnational crimes with a focus on achieving clear outcomes with a tangible impact”*. Its development priorities are divided into three Sub-programmes¹⁴⁷:

- Countering illicit trafficking, organized crime and terrorism
 - Strategic information and analysis;
 - Building capacity to tackle transnational organized crime;
 - Regional approach to combat money-laundering and the financing of terrorism;
 - Regional approach to trafficking in persons and smuggling of migrants;
 - Establishment of a regional approach to prevent terrorism and its financing;
 - Strengthening national and regional capacities to combat cyber crime.
- Promoting integrity and building justice
 - Strategic information and analysis;
 - Reform of the criminal justice systems, strengthening of prison systems and alternatives to imprisonment;
 - Combating corruption.
- Drug prevention and health
 10. Strategic information and analysis;
 11. Drug prevention, treatment and rehabilitation;
 12. HIV and AIDS prevention and care.

¹⁴⁶Algeria, Bahrain, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Morocco, Oman, Palestine, Qatar, Saudi Arabia, Sudan, Syria, Tunisia, the United Arab Emirates and Yemen.

¹⁴⁷The Results Framework for the Regional Programme can be found in chapter VIII of the Regional Programme in the Annex, pages 39-42.

The Regional Programme comprises a portfolio of projects¹⁴⁸ linked through their outcomes and outputs to the results framework of the Regional Programme thereby contributing to its broader programmatic outcome. All projects fall under one of the three sub-programmes of the Regional Programme and the impact and results of the respective projects thus contribute to the results framework of the Regional Programme. With regard to project development, the Regional Programme has been the main instrument guiding project development, in particular with regard to presenting UNODC work in the region to both donors and government counterparts.

Furthermore, the Regional Programme's purpose is to build national capacity and regional coordination to ensure a comprehensive approach to the challenges of transnational organized crime. It is designed to balance national and regional needs, and use technical assistance activities to enhance trust between Member States in the region, to reinforce regional institutions and to build cooperative networks for joint action. UNODC works in partnership with the Member States in the region to strengthen their defences surrounding conflict in order to 'contain' the impact of criminal networks and trafficking in illicit goods, firearms and human beings and put effective regional mechanisms in place, thus facilitating the integration of development, rule of law and human rights within UN peace and security activities.

The Regional Programme provides consistency in the objectives, policy approaches and management arrangements across UNODC in the region comprising ROMENA in Cairo, Egypt, two Subregional offices, in Tripoli, Libya and in Abu Dhabi, UAE and six Programme and Project offices in Jordan, Lebanon, Morocco, Palestine, Tunisia, and Yemen.

I. DISBURSEMENT HISTORY

<i>Overall Regional Programme</i>	<i>Pledged funding (2011-2015)</i>	<i>Expenditure (2011-June 2014)</i>	<i>Expenditure in % (2011-June 2014)</i>
	76,926,866	39,397,634	51%

<i>Sub-programme I</i>	<i>Pledged funding (2011-2015)</i>	<i>Expenditure (2011-Dec 2013)</i>	<i>Expenditure in % (2011-Dec 2013)</i>
	20,135,394	6,623,736	33%

¹⁴⁸Since its inception in 2011, 20 projects have been completed and additional 27 projects are currently ongoing, including six Global Projects with three Advisors (anti-corruption, terrorism and HIV/AIDS) (a complete list of projects is provided in the Annex). Sudan was divided into two countries in 2011, after the start of the Regional Programme, and South Sudan is therefore technically not a part of the Regional Programme. Phase III (SDNX06) and Phase IV (SSDX98) of UNODC prison reform project in South Sudan, which was laid down in April 2014 after the outbreak of violence in December 2013 and ongoing volatile political and security situation, were, however, still managed from ROMENA.

<i>Sub-programme II</i>	<i>Pledged funding (2011-2015)</i>	<i>Expenditure (2011-Dec 2013)</i>	<i>Expenditure in % (2011-Dec 2013)</i>
	33,140,688	15,291,708	46%
<i>Sub-programme III</i>	<i>Pledged funding (2011-2015)</i>	<i>Expenditure (2011-Dec 2013)</i>	<i>Expenditure in % (2011-Dec 2013)</i>
	16,129,986	3,349,421	21%
<i>Support Programmes</i>	<i>Pledged funding (2011-2015)</i>	<i>Expenditure (2011-Dec 2013)</i>	<i>Expenditure in % (2011-Dec 2013)</i>
	7,520,798	4,167,551	55%

Programme Implementation Status

Programme Budget Plan and Delivery	2011	2012	2013	2014	2015	Total
Sub-Programme 1 Planned	1,000,000	2,000,000	4,500,000	6,500,000	8,000,000	22,000,000
Actual Delivery	795,278	1,740,484	4,087,974			
Sub-Programme 2 Planned	5,000,000	6,000,000	6,000,000	7,500,000	6,500,000	31,000,000
Actual Delivery	3,737,967	5,748,677	5,805,064			
Sub-Programme 3 Planned	1,800,000	1,000,000	1,300,000	1,000,000	1,000,000	6,100,000
Actual Delivery	1,216,994	966,075	1,166,352			
Support programmes Planned	1,200,000	2,000,000	1,700,000	2,000,000	2,500,000	9,400,000
Actual Delivery	1,045,684	1,564,606	1,557,261			
Total Planned	9,000,000	11,000,000	13,500,000	17,000,000	18,000,000	68,500,000
		0	0	0	0	
Actual Delivery	6,795,923	10,019,842	12,616,651	9,965,218*		39,397,634

*The actual delivery for 2014 includes preliminary figures on expenditures up to June 2014.

II. PURPOSE OF THE EVALUATION

Reasons behind the evaluation taking place

An independent evaluation is a necessary tool to ensure strategic and effective programme management; it serves to identify and assess the successes and challenges of a project/programme in a systematic and objective way.

In line with UNODC basic principles of project management, the Regional Programme provides for a final in-depth evaluation nearing its conclusion. The reason of such an evaluation is to assess the benefits/added value that the Regional Programme brings about by analyzing its impact, relevance, efficiency, effectiveness and sustainability and derive recommendations and lessons learnt from measuring its achievements and identify areas of improvement.

The evaluation will also provide essential input for the development of the second phase of the Regional Programme which was requested by Member States in the Steering and Follow Up Committee Meeting in 2013.

The UNODC Regional Representative for the Middle East and North Africa (MENA) has initiated the process on behalf of the main implementing agency (UNODC).

The evaluation will be conducted based on the following criteria: relevance, design, efficiency, effectiveness, impact, sustainability, partnerships and cooperation as well as gender and human rights. The evaluation will be based on the review of related documents as well as conducting interviews and discussions with key persons involved in the implementation of the Regional Programme, amongst others. Furthermore, the evaluation team will ensure triangulation of data through field missions ¹⁴⁹and possibly a questionnaire.

Assumed accomplishment of the evaluation

The assumed accomplishments of the evaluation are:

- Accountability;
- Programme Improvement; and
- Organizational Learning.

The evaluation seeks to provide accountability to donors, stakeholders and counterparts by determining whether the objective of the Regional Programme was met and resources were wisely utilized as well as to identify areas of improvement. The evaluation will also examine best practices and lessons learned from the Regional Programme's

¹⁴⁹The exact field mission destinations will be decided by the evaluator in consultation with IEU.

implementation. The findings and recommendations will be of specific importance for the development and drafting of the Phase II of the Regional Programme for the Arab States (2016-2020), which has been requested by the Member States in the second Steering and Follow-Up Committee Meeting in 2013. The evaluation will thus help to guide decisions about strategic orientation, scope, format and content of the Phase II Regional Programme. The final evaluation will also consider whether the Regional Programme has brought improvements to the overall management and development of the UNODC project portfolio in the MENA region, relations between the region and HQ, especially with regard to the interplay between the Regional Programme and the Thematic Programmes and whether the Regional Programme for the Arab States can be seen as a successful example of UNODC Regional Programme approach.

The main evaluation users

The evaluation will present findings, conclusions and a set of clear and practical recommendations to UNODC management, Member States, donors and other relevant stakeholders.

The main users of the findings and recommendations of the in-depth evaluation will be UNODC senior management (both in the region and at HQ) as well as project staff in the Regional, Subregional and Programme offices in the MENA region. The findings and recommendations of the evaluation will also help the team who will be developing and drafting the Phase II of the Regional Programme for the Arab States. Possibly the evaluation will also serve UNODC management staff of other regions. Furthermore, donors and counterparts, in particular the League of Arab States, will hopefully find the evaluation findings useful in making an assessment of how best to collaborate with UNODC in the region.

IV. SCOPE OF THE EVALUATION

The unit of analysis to be covered by the evaluation

The purpose of the evaluation is to determine the extent to which planned objectives and outcomes were produced and to inform the development of a new Regional Programme. The current evaluation will serve to establish results achieved under the Regional Programme as well as to identify lessons learned and best practices that will be used for a successor Regional Programme.

In addition, the evaluation of the Regional Programme will focus on the following points:

- As the Regional Programme is operationalised through the implementation of projects, the individual projects that have been implemented within the framework of the Programme will be considered. Individual projects under the Regional Programme will not be subject to a fully-fledged evaluation during this Regional Programme evaluation, but will rather be analyzed with respect to their contribution (or lack

thereof) to achieving the objectives of the Sub-programmes, and consequently of the Regional Programme.

- The usefulness of the Regional Programme with respect to supporting UNODC relevance, efficiency and effectiveness, impact and sustainability in the region. This shall include an assessment of the impact/influence the Regional Programme has had on the quality of preparation and implementation of projects and programmes initiated under the Regional Programme as well as their monitoring and review. In this context, the evaluation will also attempt to examine the extent to which the Regional Programme has supported the overall priorities of UNODC Strategic Framework.
- The usefulness of the Regional Programme in terms of helping to attract donor support, helping to promote a regional profile for the work of UNODC, linking the work of UNODC in different states, and the degree to which Member States and donors consider the Regional Programme relevant and useful.
- The extent to which the Regional Programme has helped to facilitate and maintain strategic partnerships and cooperation with the League of Arab States and its Councils of Arab Ministers of Interior, Justice and Health and other relevant national and regional partners and to what extent has the Regional Programme helped to mobilize the required political support from Member States in the Region.
- The extent to which the Regional Programme has helped to increase/influence the efficiency and effectiveness of working arrangements between UNODC HQ in Vienna and UNODC operations in the MENA region, as well as the connection with the subregional and programme offices, programmes and projects, including the global programmes in the region.
- The extent to which the three Sub-programmes of the Regional Programme have contributed to UNODC thematic programmes.
- The progress made in implementing the recommendations of the two Steering and Follow Up Committee Meetings held in 2012 and 2013.
- Whether the Regional Programme proved to be a useful tool to adapt to the very volatile and changing political and security environments in consequence of the Arab spring and following unrests in several countries of the region.
- Project XAMV12, which is the Support Programme for the Regional Programme and functions as the main vehicle for making and keeping the Regional Programme operational by supporting the development and launching of numerous technical assistance programmes and projects under the three Sub-programmes of the Regional Programme throughout the region.

The time period to be covered by the evaluation

The evaluation will cover the period from the inception of the Regional Programme in 2011 to the end of the field missions (tentatively January 2015). The Regional Programme's life span goes until December 2015. However, as all Member States covered by the Regional Programme have requested the development of a second phase of the Regional Programme in order to continue efforts in the region beyond 2015, an in-depth evaluation at this point in time will enable ROMENA to use the findings and recommendations of the evaluation in drafting the new Phase II of the Regional Programme, integrating lessons learned and best practices.

The geographical coverage of the evaluation

The evaluation will primarily look at the influence of the Regional Programme on ROMENA operations in Cairo and its operations in those countries where it has operational subregional and programme offices¹⁵⁰.

To what extent will the evaluation team travel to the various countries in the region will be decided during the Inception Phase of this evaluation, as the security situation in some of the countries is very restricted at the moment. The evaluation team will be eventually responsible for deciding on the destination countries based on requirements of the evaluation, in consultation with IEU and UNODC management, as well as practical considerations such as the following (to be further specified by the evaluation team):

- Security situation as assessed by the UN Department for Safety and Security;
- The main stakeholder groups in order to ensure a cross section of multiple sources;
- Geographic scope: representing different countries where the Regional Programme primarily operates;
- Donor base: representing the investments of the major donors of the Regional Programme;
- Types of partnerships: e.g. government, civil society, private secToRs, and other national, regional and international partners including other UN agencies
- Size and composition of the project portfolio in the country;
- Availability of national counterparts.

The evaluation should use purposeful sampling to obtain an accurate representation of the universe of which the Project consists

¹⁵⁰In addition to ROMENA in Cairo, UNODC has two Subregional Offices, one in Tripoli, Libya (currently closed due to the situation) and in Abu Dhabi, UAE. Furthermore there are country/programme offices in Jordan, Lebanon, Morocco, Palestine, Tunisia and Yemen.

V. EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS

The evaluation will be conducted based on the following Development Assistance Committee Principles for Evaluation of Development Assistance: relevance, efficiency, effectiveness, impact, sustainability, as well as partnerships and cooperation, gender, human rights and lesson learned, and will respond to the below questions. The questions are indicative only, and subject to further refinement by the Evaluation Team.

<i>Design</i>
1. To what extent was the Regional Programme designed through a consultative process?
2. To what extent was the Regional Programme designed on clearly identified needs of government counterparts and priorities in UNODC mandate areas?
3. To what extent is the design of the Regional Programme results-oriented and evaluable?
4. To what extent has the structure of the Regional Programme, namely the objective, outcomes, outputs and indicators had an influence on the quality of the management and development of programmes and projects?
5. To what extent was the Regional Programme design aligned with existing programmes and projects in the region as well as UNODC overall strategy?
6. To what extent was the design of the Regional Programme in line with UNODC integrated programme approach?
7. To what extent was the design of the Regional Programme adjusted following political changes in the region?
<i>Relevance</i>
1. What role did the Regional Programme play to adapt UNODC initiatives to the political volatility and changes in the MENA region that occurred shortly after the inception of the Regional Programme initiated by the Arab spring in early 2011?
2. To what extent was the Regional Programme flexible to respond to changing priorities and/or challenges in the Region, including those identified by the Member States?
3. To what extent was the Regional Programme aligned with the then existing national policies and strategies of the Member States?
4. To what extent was the Regional Programme aligned with UNODC strategic tools (e.g. strategic framework, medium-term strategy and thematic programmes)?
5. To what extent did the Regional Programme contribute to increasing UNODC comparative advantage in the region?
6. Has the Regional Programme proven to be relevant with regard to donor relations and fund raising?
7. How relevant was the approach to focus on countries needing special support (i.e. Yemen and Palestine) in achieving the overall goals of the Regional Programme?
<i>Efficiency</i>
1. Has the Regional Programme impacted on the efficiency of working arrangements between UNODC HQ, the Regional Office, subregional and project offices?
2. Has the existence /use of the Regional Programme supported the development of other management processes between the regional office, subregional and project offices that have increased the operational efficiency? If so, what/how?

3. Has the existence/use of the Regional Programme led to the development of any UNODC-wide management processes (e.g. between UNODC HQ/thematic branches and offices of the region) that have increased the operational efficiency? If so, what/how?
4. To what extent and in what ways has the organizational structure of UNODC - UNODC HQ-based management, including UNODC financial and human resource management - been supporting the Regional Programme's operations?
5. Has the existence/use of the Regional Programme improved/ increased efficiency of reporting (internal & external) and monitoring both of the Regional Programme and the individual programmes and projects?
6. Can the Regional Programme be seen as a tool to ensure that funds and resources are efficiently used in the implementation and development of the project portfolio?
7. What are the consequences of full cost recovery (FCR) policy and other Secretariat obligations upon the efficiency and cost-effectiveness of the Regional Programme?
8. Are there any good practices and/or lessons learned with regard to efficiency and to what extent have they been taken into account in the course of implementation of the Regional Programme??
<i>Effectiveness</i>
1. To what extent has the Regional Programme achieved its planned results (objectives and outcomes)?
2. Have other results – not explicitly laid out in the Regional Programme – been achieved through its existence/use?
3. To what extent the various outcomes of the Regional Programme have been operationalised in practice?
4. To what extent has the ROMENA project portfolio (the various global, regional and national programmes and projects implemented in the region) contributed towards achieving the objectives of the Regional Programme?
5. Can the Regional Programme be seen as a tool to clarify UNODC strategic and operational focus in the region, in the eyes of UNODC staff, government partners, donors and other stakeholders?
6. Has the Regional Programme helped to improve UNODC focus in the region on delivering substantive results?
7. Has the Regional Programme helped to establish a more integrated programme of work for UNODC in the region? What is the value added of the Regional Programme in the region?
8. How effective was the Regional Programme Steering and Follow-up Committee in building and strengthening partnerships, setting and updating priorities, as well as the overall monitoring of Regional Programme progress? Was the composition of the Steering and Follow-up Committee and its methodology of work effective in meeting its Terms of Reference?
<i>Impact</i>
1. What has been the overall impact of the Regional Programme? Did UNODC action have more impact in some areas/countries/subregions than others?
2. Has the Regional Programme had an impact with regard to the promotion of government and donor interest in the work of UNODC, enhanced partnerships and/or mobilization of additional financial resources?
3. To what extent have national/regional projects contributed to the objectives sought by the Regional Programme for the beneficiaries, target groups, communities and institutions?

4. Has the Regional Programme itself contributed to the social and economic improvement of stakeholders?
5. What would be different without the existence of the Regional Programme?
6. To what extent does the absence of baselines in the Regional Programme constitute an obstacle to assessing its impact?
<i>Sustainability</i>
1. How has the ownership of key stakeholders in the country been sought and institutionalized? Are national and regional counterparts/international partners committed to continue working towards the Regional Programme objectives until the end of the Regional Programme and beyond? To what extent has the turnover of staff impacted sustainability?
2. Are the outcomes of the Regional Programme likely to be sustained? If not, why not? Which remedial actions would have been good to take?
3. Are the involved parties willing and able to continue the Regional Programme activities on their own (where applicable)?
4. How can UNODC best sustain and extend benefits, in areas where they have been achieved, over the next five years?
<i>Partnerships and cooperation</i>
1. Has the Regional Programme helped to strengthen/facilitate the partnership with the League of Arab States, Specialized Councils of the League of Arab States and other relevant regional and national partners, and what impact has that had on the overall outcomes of the Regional Programme?
2. How, and to what extent, was the Regional Programme conducive to the strengthening/development of existing/new partnerships at the bilateral, regional and international level?
3. What role does UNODC play between the Member States of the region in terms of facilitating dialogue, promoting international standards and brokering opportunities for technical cooperation?
4. What role has the Regional Programme played in working with civil society organizations and building partnerships with them, and what impact has that had on the overall outcomes of the Regional Programme?
5. To what extent has the Regional Programme been effective in developing partnerships with the wider UN family and what was the impact?
6. Was the Regional Programme a successful tool to foster partnerships with donors and to what extent were funding requirements met?
<i>Human rights and gender</i>
1. To what extent have human rights and gender principles been included in the design and development of the Regional Programme?
2. To what extent have human rights and gender principles been integrated into the delivery of technical assistance under the Regional Programme, bearing in mind local circumstances?
3. Can the Regional Programme be seen as a tool to advocate for human rights and gender principles in the region?
<i>Lessons learned</i>
1. What lessons can be learned from the implementation of the Regional Programme in order to

improve performance, results and effectiveness in the future?
2. What best practices emerged from the implementation of the regional portfolio?
3. Can these best practices be realistically replicated?
4. What lessons can be drawn from unintended results?
5. What lessons can be drawn from the working arrangements with partners (global, regional and national)?
6. What lessons can be drawn in terms of donor involvement and strategic fundraising?
7. What lessons can be drawn from the engagement with civil society and the private sector stakeholders?
8. What lessons and best practices feed into the development of the Phase II of the Regional Programme (2016-2020)?

VI. EVALUATION METHODOLOGY

The methods used to collect and analyse data

While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties. 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. The 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.

The present ToRs provides basic information as regards to the methodology; however this should not be regarded as exhaustive. It is rather meant to guide the evaluation team in elaborating an effective, efficient and appropriate evaluation methodology that should be proposed, explained and justified in an **Inception Report**, in which a summarized methodology (evaluation matrix) shall be presented. This evaluation matrix 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's (UNEG) Norms and Standards.

While the evaluation team shall fine-tune the methodology for the evaluation in an Inception Report, a mixed approach of qualitative and quantitative methods is proposed as per below. Special attention shall be paid to an unbiased and objective approach and the triangulation of sources, methods, data and theories. Information stemming from secondary sources shall be cross-checked and triangulated through data retrieved from primary research methods. Primary data collection methods should be gender sensitive. As it will not be possible to visit all countries, where projects are implemented under the Regional Programme (in most part due to security restrictions), efforts will be made to solicit their inputs through surveys/questionnaires (further elaborated in the Inception Report). The evaluation team shall also identify the limitations to the evaluation in the Inception Report.

The sources of data

The sources of data will be taken from and relate to different units of analysis, the Regional Programme itself, the programmes and the projects.

Regional Programme

Secondary sources of data

The evaluation team will perform a desk review of existing documentation (please see preliminary list of documents in Annex II).

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

1. The Regional Programme document, including the results framework;
2. Annual Progress Reports of the Regional Programme;
3. Annual Internal Oversight Reports;
4. Status Reports that were prepared for the two Steering Committee Meetings;
5. Tools developed under the projects of the Regional Programme and other supplementary documents;
6. Other relevant project documents, revisions and progress reports (e.g. XAMV12);
7. Official documentation with Member States and key stakeholders;
8. Any relevant advocacy material and press statements;
9. Baselines (where these exist);
10. Finalized evaluations of projects under the Regional Programme.
11. Project documents of all projects (that were ongoing between 2011 and now) in the region.

Primary sources of data

Primary sources of data include, among others:

1. Qualitative methods: structured and semi-structured interviews with key stakeholders (such as representatives of the League of Arab States; UNODC staff; donors; etc.), key representatives of different entities (face-to-face, by telephone or by webcam); and
2. Quantitative methods: survey questionnaires.

1. Sampling Strategy

The sampling strategy will guarantee the highest degree of representation of the portfolio that the evaluation comprises, recognizing the limitations of the portfolio; the sample is to be representative of what is done by UNODC under the Regional Programme in the region. The evaluation team shall further refine the proposed sampling strategy based on objective criteria when drafting the Inception Report. The evaluation team shall also develop the sampling techniques that will be applied for the different data collection instruments.

2. Telephone interviews/face to face consultations

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

1. UNODC staff at ROMENA, Subregional and Programme Offices throughout the region and HQ;
2. Counterparts and officials who participated in the Steering and Follow Up Committee Meetings (the evaluator will also participate in the third Steering and Follow Up Committee Meeting scheduled for December 2014);

3. Partner government officials who are benefitting from and are directly involved in UNODC work in those countries where UNODC has implemented the Regional Programme;
4. End beneficiaries (where possible);
5. Relevant Permanent Missions in Vienna;
6. Representatives of development partner/donor agencies who are contributing to UNODC work; and
7. Other UN agencies, civil society stakeholders, etc.

3. On-line questionnaire

If feasible, an on-line questionnaire will be developed and used in order to help collect the views of some stakeholders (e.g. from within UNODC, donor agencies and government partner agencies) who might not be possible to directly interview/consult through face-to-face meetings.

The on-line questionnaire shall be clear and concise and appropriately targeted. It shall be administered by the evaluation team. ROMENA will directly assist the evaluation team by providing a list of e-mail contact details.

4. Field visits

The extent to which field visits will be conducted and to which countries will be defined during the inception phase by the evaluation team, in consultation with IEU and UNODC management as it will mostly depend on the security situation in several of the countries in the region as well as the sampling strategy. The evaluation team will most probably have the opportunity to meet many of the staff in the region and in ROMENA in Cairo. The countries to be visited will be decided by Project Management, IEU and the evaluation team during the inception phase of this evaluation using the criteria set under Section 4 of the ToRs

5. Feedback on preliminary findings and recommendations

Following the preparation of a first full draft of the evaluation report cleared by IEU, the key findings, conclusions and recommendations shall be presented to ROMENA management for their comments and feedback. Subsequently, the findings, conclusions and recommendations shall be presented to government counterparts, donors and other relevant stakeholders.

Sub-Programme Methodology

Sub-programmes' contribution to the Regional Programme's overall objective will be assessed through the same methodology stated above. In particular, the evaluation shall include an assessment of the Sub-programmes' design and intervention logic; a validation of available progress information through interviews with key stakeholders and beneficiaries; a context analysis of the Sub-programmes to validate implicit and explicit assumptions and risks, including interviews with government agencies and donors

regarding the developments and tendencies in the Sub-programmes' specific environment.

Project Methodology

The evaluation shall cover a project portfolio that is representative of what was done in the region and allows the evaluation to answer the questions identified in the ToR. However, the evaluation will not consider all the projects that fall under the Regional Programme with the same methodological lens.

Individual projects under the Regional Programme will not be subject to a fully-fledged evaluation during this Regional Programme evaluation, but will rather be analyzed with respect to their contribution (or lack thereof) to achieving the objectives of the Sub-programmes, and consequently of the Regional Programme. This shall be done through a review of the available documentation; a validation of the foreseen intervention logic/design with a special focus on the relevance to national priorities and to UNODC strategic priorities.

For projects already evaluated, independent project evaluations shall be used as one piece of evidence to respond to the evaluation questions.

Finalized ROMENA evaluations 2011-2014	
Project name and number	Year of evaluation
Strengthening the capacity of the Lebanese Government to combat trafficking in Human Beings- phase 2 (LBNT39)	2011
Promoting good practices and networking for reducing demand for and harm from drugs (XNAJ58)	2012
Reintegration of released children and youth into the Egyptian society (EGYT47)	2012 (donor evaluation)
Reinforcing Human rights and Democracy in Lebanon - Penal reform focusing Prison reform (LBNT94)	2012 (donor evaluation)
Supporting Measures to Combat Corruption and Money Laundering, and to Foster Asset Recovery, in Egypt (EGYX49)	2013/14
EC-UNODC Support to the Juvenile Justice System in Jordan (JORT36)	2013/14
Strengthening the Management of the Palestinian Penitentiary System and the Rehabilitation of Inmates in Civil Prisons Administered by the Palestinian Authority (phase II) (PSEX21)	2013/14
Assisting the Process of Prison reform in Southern Sudan (phase III) (SDNX06)	2013/14
Strengthening the framework of the Arab Region to prevent and combat human trafficking (XMEX19)	2014

VII. TIMEFRAME AND DELIVERABLES

Timeframe for the evaluation

The evaluation will take place over a period of 4-5 months (scheduled between November 2014 and April 2015). The tentative working days for the evaluation team will be approximately 10 weeks (including potential field visits).

It is anticipated that the evaluation team shall be contracted by end November to undertake preparatory/desk review work and prepare the Inception Report (refined methodology; in line with UNODC Evaluation Handbook, policy, guidelines and templates).

It is anticipated that the draft evaluation report/preliminary findings can be presented during the third Steering and Follow Up Committee Meeting scheduled for December 2014.

Timeframe for the field missions

As stated above, the number field visits and their timeframe will be determined at a later stage. However, it is not expected to take up more than three weeks.

Expected deliverables and timeframe

The evaluation Team Leader will have the overall responsibility for the quality and timely submission of all deliverables, as specified below:

1. Inception Report (in line with UNODC Evaluation Handbook, policy, guidelines and templates; to be reviewed and cleared by IEU before the field missions);
2. Formal debriefing session and presentation by the evaluation team;
3. Draft evaluation report (in line with UNODC Evaluation Handbook, policy, guidelines and templates; to be reviewed and cleared by IEU before shared with project management for comments as well as later on with Core Learning Partners for comments);
4. Final evaluation report (to be cleared by IEU); including a Management Response;
5. Presentation of evaluation findings, conclusions and recommendations.

<i>Duties</i>	<i>Time frame</i>	<i>Location</i>	<i>Deliverables</i>
Desk review and inception report	25 November- 7 December	Home based	List of evaluation questions; Evaluation tools; Inception report in line with UNODC norms and standards – review and comments by IEU (this can include various rounds of comments)
Evaluation Team mission to	8-11 December	Vienna	First interviews conducted.

Vienna			Notes
Briefings with Programme Management and UNODC staff in ROMENA	14 December 2014	Cairo, Egypt	Notes
Present the ToRs to the Regional Programme Steering and Follow Up Committee, and conduct interviews with Member States' focal points in Cairo.	15-17 December 2014	Cairo, Egypt.	Notes
Interviews with stakeholders of countries which will not be visited by the evaluation team.	19-23 December	Home based	Notes
Evaluation missions: briefing, interviews; presentation of preliminary findings	02 January -25 January 2015	field visits 3-4 countries to be decided (18-24 days on mission)	Presentation of preliminary findings to ROMENA
Presentation of preliminary findings and technical consultations with IEU	26-27 January	Vienna (conference calls)	Presentation of preliminary findings to Member States and UNODC HQ staff Consultations regarding preparation of draft report
Drafting of the evaluation report	27 January-15 February 2015	Home based	Draft evaluation report in line with UNODC Evaluation Handbook, policy, guidelines and templates
Review of draft report and incorporate comments from IEU	16-27 February 2015	Home based	Revised draft evaluation report
Review of draft report and incorporate comments from Programme Management (after initial clearance from IEU)	02-13 March 2015	Home based	
Revised Draft Report will be sent to CLP for comments	15-22 March 2015	Home based	
Final draft evaluation report submitted to IEU	30 March 2015	Home based	
Incorporation of comments and preparation of revised draft report	01-08 April 2015	Home based	Amended draft evaluation report to be cleared by IEU
Finalization of report incl. Management response and	by 30 April 2015. Specific day for	Home based;	Final evaluation report; Presentation of final

Evaluation Brief (2-pages)	presentation to be determined	UNODC HQ	evaluation findings and recommendations
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ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

In order to collect the needed information across the myriad of stakeholders to be interviewed, it was best to design a series of interview guidelines. All interview guidelines will start with the following key points:

- The evaluator thanks the interviewee for awarding time to answer our questions
- Restate objectives of the evaluation: The final in-depth evaluation objective is a) to determine the extent to which planned objectives and outcomes were produced; b) to identify lessons learned and best practices; c) to inform the development of a new RP (2016-2020).
- Explain the confidentiality of this interview and how that person's name will not be mentioned in the evaluation or any discussion related to the findings of the evaluation.
- Ask first question about that's responsibility or affiliation with the RP

The evaluation team will then summarize the interviews key findings according the template here below to ease integration and analysis of data.

Interview guidelines for LAS, MS, partners, donors and UNODC Staff.

Interview question sheets will be prepared the day or a few days beforehand following the matrix from the IR and the instructions below. Each questionnaire should be adjusted to the interviewee. The interview should not exceed 45 minutes.

Example of interview guideline for chief session UNODC HQ

- The evaluator thanks the interviewee for awarding time to answer our questions
- Restate objectives of the evaluation: The final in-depth evaluation objective is a) to determine the extent to which planned objectives and outcomes were produced; b) to identify lessons learned and best practices; c) to inform the development of a new RP (2016-2020).
- Explain the confidentiality of this interview and how that person's name will not be mentioned in the evaluation or any discussion related to the findings of the evaluation.
- Ask first question about that's responsibility or affiliation with the RP

Design

- How did the UNODC HQ and ROMENA office assess countries' needs? (to ask to UNODC Staff)
- To what extent is the design of the Regional Program results-oriented?
- Do you think 47 projects enabled the RP to fulfil its objectives?
- Instead, are the results measurable? How?
- To what extent has the structure of the Regional Program had an influence on the quality of the management and development of programs and projects?
- To what extent was the Regional Program design aligned with existing program and projects in the region? and fitting UNODC overall strategy?
- To what extent was the Regional Programme design aligned with as UNODC overall strategy?

Efficiency

- Has the existence /use of the Regional Program supported the development of other management processes between the regional office, sub-regional and project offices that have increased the operational efficiency? If so, what/how?
- What kind of managerial and technical support proffered from UNODC HQ to the UNODC ROMENA and sub-regional offices, helped increase the RP operational efficiency
- What additional support/mechanisms, between the UNODC HQ and UNODC ROMENA and Sub-regional offices, would enhance RPs' efficiency?
- What challenges did the current organizational structure between UNODC offices (regional and HQ) engender?
- How were these challenges mitigated?
- What would you like to see done differently?
- What instruments/factors in the RP have helped or influence internal and external reporting and monitoring efforts for both sub-regional and national projects?
- How does the RP help secure projects funding?
- What are the consequences of full cost recovery (FCR) policy and other Secretariat obligations upon the efficiency and cost-effectiveness of the Regional Program?
- Are there any good practices and/or lessons learned with regard to efficiency and to what extent have they been taken into account in the course of implementation of the Regional Program?
- Have other results – not explicitly laid out in the Regional Program – been achieved through its existence/use?

Impact

- Have any country/areas received special focus over others? Why?

- Has the Regional Program had an impact with regard to the promotion of government and donor interest in the work of UNODC, and/or mobilization of additional financial resources?
- What are the challenges of gathering baseline studies in the context of a RP in the Arab States?

Sustainability

- How has the ownership of key stakeholders in the country been sought and institutionalized?
- To what extent has the turnover of staff impacted sustainability?
- Are the outcomes of the Regional Programme likely to be sustained? If not, why not?
- Which remedial actions would have been good to take?
- Is there an exit strategy for the RP?
- How can UNODC best sustain and extend benefits, in areas where they have been achieved, over the next five years?

Partnership

- Has the Regional Programme helped to strengthen/facilitate the partnership with the League of Arab States, Specialized Councils of the League of Arab States and other relevant regional and national partners?
- Was the Regional Programme a successful tool to foster partnerships with donors?

Human Rights

- How were the HR integrated into the delivery of technical assistance under the RP?

Lessons learned

- What lessons can be learned from the implementation of the Regional Programme in order to improve performance, results and effectiveness in the future?
- What best practices emerged from the implementation of the regional portfolio?
- What lessons can be drawn from unintended results?

ANNEX III. DESK REVIEW LIST

- RP Arab States project document
- ROMENA RP Annual Progress Reports, 2011, 2012, 2013
- Projects Documents and revisions – XMEX19, XAM59, GLOR35, GLOG80, YEMX24, PSEX02, GLOT59, GLOS83, XMET31, XMAT14, LBNT39, GLOS48, LBYS66, LBYT77, IRQV30, GLOT63, EGYX49, JORZ09, TUNX80, LBNT94, SSDX98, EGYT47, PSET49, PALI06, PSEX21, JORT36, LBNt89, GLOT58, IRQX38, IRQ39, SDNX06, XNAJ58, GLOK32, GLOG32, AREK09, LIBI26, LIBF71, EGYK08, XAMV12, GLOU46, AREU51, LBYU71
- Evaluations of Global Projects GLOG80/ GLOS83/ GLOT63/ GLOG32/ GLOR35/GLOU68
- The Integrated Program Approach (IPA) Program and Operations Manual
- Other UNODC Regional Program project evaluations EGYX49, IPA, JORT36, PSEX21, XMEX19, SDNX06, LBNT94
- ECOSOC resolution- strategic 2012-2015 for UNODC
- UNODC evaluations summary report.
- UNODC-WCO Container Control Programme Concept Note
- Other UNODC projects evaluations from projects in other regions (Pakistan, Iran, Myanmar)
- Project evaluations spread sheet summary (Nov 2014)
- Steering and Follow up Committees presentations (achievements, challenges, RP framework, draft priorities, agendas 2013-2014)
- Steering and Follow up Committees attendance sheets
- Steering and Follow up Committees recommendations lists
- Communication materials (United in Egypt issues 2012; launching events pm corruption in Egypt, GLOTIP, global homicide study 2014, world drug report 2014, media advisory articles, blue heart press releases, drug harm reduction in the State of Palestine)
- UNODC Partner organizations' programs evaluations and audits in the Arab States (2011-2015)
- TOCTA South East Asia
- UNODC Gender Mainstreaming guidance note
- UNODC Fund Raising Strategy 2012-2015
- UNODC Regional Programs West Africa; South Asia; Southeast Asia; Afghan countries
- Full Cost Recovery UNODC policy paper
- Budgets breakdown from 2011 to 2014 from profi
- Donors division and pledged funding from 2009 to 2014 from profi
- Abu-Raddad L, Akala FA, Semini I, et al. Characterizing the HIV/AIDS epidemic in the Middle East and North Africa: time for strategic action. Middle East and North

Africa HIV/AIDS Epidemiology Synthesis Project PN World Bank/UNAIDS/WHO Publication. Washington DC:

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- Morocco Ministry of Health (February 2010) ‘Situation épidémiologique du VIH/Sida et des IST au Maroc’ [French]. Epidemiological assessment of HIV/ AIDS and STIs in Morocco. Rabat Morocco Ministry of Health
- Mumtaz G, Weiss H, Thomas S, Riome S, Setayesh H, Riedner G, et al. ‘HIV among people who inject drugs in the Middle East and North Africa: systematic review and data synthesis’. *PLoS Medicine*. 2014;11(6).
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- Palestine Ministry of Health (2011) HIV bio-behavioural survey among injecting drug users in the East Jerusalem Governorate, 2010. Ramallah: Palestine Ministry of Health.
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- Syria Mental Health Directorate, Syria National AIDS Programme (2008) Assessment of HIV risk and zero-prevalence among drug users in greater Damascus. Damascus: Syrian Ministry of Health. UNODC. UNAIDS
- Tunisia National AIDS program, 2014 Tunisia Country Progress Report 2014.
- UNAIDS. Global Report: UNAIDS report on the global AIDS epidemic. UNAIDS; 2013.
- WHO/EMRO. Regional database on HIV testing. WHO Regional Office for the Eastern Mediterranean. Cairo, Egypt.

ANNEX IV. LIST OF PERSONS CONTACTED DURING THE EVALUATION

<i>Number of interviewees</i>	<i>Organisation</i>	<i>Country</i>
12	UNODC HQ	Austria
14	UNODC ROMENA	Egypt
21	UNODC Programme/Project Offices	Lebanon, Iraq, Morocco, Jordan, Palestine, Tunisia, Abu Dhabi, Yemen
42	Member States	Egypt, Lebanon, Jordan, Tunisia, Palestine, Bahrain, Oman, Qatar, UAE, Yemen, Sudan, Algeria, Libya, Morocco, Lebanon, Iraq, Kuwait.
3	European Union	Egypt, Tunisia, Austria
1	US Embassy in Vienna	Austria
2	USA INL	Tunisia, Egypt
1	KOICA Republic of Korea	Palestine
1	DFAIT Canada	Palestine
1	Qatar Foundation for Protection and Social Rehabilitation	Qatar
1	Ministry of Foreign Affairs	Norway
1	Swiss Development Coordination	Lebanon
1	USAID Director of HIV	Egypt
1	Mentor Arabia	Lebanon
1	The League of Arab States	Egypt
1	WHO / EMRO	Egypt
1	UN Women	Palestine
1	UNAIDS	Palestine
1	UNAIDS regional office	Egypt
1	UNAIDS	Morocco

1	UNDP	Palestine
1	International Labor Organization	Switzerland
1	Caritas	Egypt
1	MENAHRA	Lebanon
1	Ex UNODC ROMENA	Italy
1	French Embassy	Tunisia
1	DCAF	Tunisia
1	John Hopkins University	USA
2	WHO	Lebanon
1	UNOPS	Palestine
1	EUPOL COPPS	Palestine
1	ICRC	Tunisia
1	UNDP	Tunisia

Total: 130 interviewees

ANNEX V. DIVISION OF STAKEHOLDERS- DONORS, COUNTERPARTS, RECIPIENTS

	International Organizations	CSOs	Governmental Entities	Others
Key Counterparts	World Bank, UNFPA, UN women, IOM, WHO, UNHCR, UNAIDS, UNDP, UNOPS, UNGD, ILO, UN Joint Team on Aids, UNDPKO Task force on SSR, Global Fund, ESWCA, ECOSOC, UNDPKO, UNAMI, IDLO, WHO-EMRO	Mentor Arabia, Women's Safe Homes, NCCC, MSAD, MEDNET, EMCDDA, MENAHRA, Hasnouna, MSM, El Maqdese NGO, El Shebab NGO	Mol, Moj, MoH, MoFA, MoD, MoSA, French Embassy in Beirut, French Embassy in Beirut, US embassy in Egypt	LAS, Pompidou Council of Europe, EUDAP, Eurojust Interpol, European Judicial Network, Counter Terrorism Committee Executive Directorate (GCTF), European Police Mission to Palestinian Territories (EUPOL COPPS), UNSMIL, The Basel Institute on Governance and the Instituto Superiorre Internazionale di Scienze Criminali (ISIS), The Anti Corruption and Rule of Law Center of Doha
Recipients			Money Laundering Combating Unit of Egypt, Central Bank of Iraq, the Palestinian National Authority Palestinian Police (PNAPCP), the GCC criminal center to combat drugs, Money Laundering Combating Unit of EgyptIraq National Commission of CounterterrorismCivil Police Family Protection Unit of Palestine and crime (GCC CICD), Anti Narcotics agency of Iraq, Anti-Narcotics department of Egypt, Directorate of Criminal Affairs and Pardons of Morocco, Gendarmerie Morocco, Ministry of HR & Transitional Justice (MoHRTJ), Inter-ministerial committee on HR and the National HR council of Morocco, National Committee for Combating Human Trafficking and Civil Society Yemen, Emirates Institute for Citizenship, Residence and Ports, Institute of Training and Judicial Studies Abu Dhabi, Institute of Training and Judicial Studies Abu Dhabi, Central Bank of Abu Dhabi, & Executive Director of the financial investigative unit, Forencis Medicine Institutes of Palestine. Central Bank of Abu Dhabi, & Executive Director of the financial investigative unit, Egypt public prosecuting office, Egypt illicit Gain	journalists, Egyptian youth organizations, Egyptian academia, prosecutors, judges, IT and Admin Staff, graduate experts, the Egyptian National Fund for Fighting and Treating Addiction, Palestine Mental Health Department- Unit of dangerous drugs MoH, Palestinian National AIDS Committee and Anti-Narcotics Administration, Palestining OST Task force, FH1360
Donors	UNDP		US Embassy in Egypt, US government (USAID, INL), Norway, Canada, EU, the Netherlands, South Korea	The Qatar foundation to combat Human Trafficking, Drosos Foundation
Donors/recipients			The UAE Ministry of Interior, Forensic Evidence Department, Emirates Institute for Citizenship, Residence and Port, Libya, National Rehabilitation Centre (UAE)	

ANNEX VI LIST OF PROJECTS UNDER THE RP

ONGOING AND COMPLETED PROJECTS			
Project Title/Number	Target region / country	Year Duration	Pledged funding for the period 2011-2015
Sub-programme 1: Countering Illicit Trafficking, Organized Crime and Terrorism			
Ongoing Projects			
Strengthening the framework of the Arab Region to prevent and combat human trafficking (XMEX19)	Regional	2011-2015	1,041,175
The Arab Initiative to build national capacities to combat human trafficking in the Arab Countries (XAMX59)	Regional	2012-2015	5,300,000
Strengthening the legal regime against terrorism (GLOR35)	Global	2008-2014	2,066,935
Countering Transnational Organized Crime and Illicit Drug Trafficking (GLOG80)	Global	2013-2014	227,900
Strengthening the legal regime against terrorism in Yemen (YEMX24)	Yemen	2011-2014	271,175
Forensic Service Assistance Programme for the Palestinian Authority (PSEX02)	Palestine	2011-2015	9,510,900
Sub Total			18,418,085
Completed Projects			
Global Programme against Trafficking (GPAT) (GLOT59)	Global	2009-2012	13,604

Countering Transnational Organized Crime and Drug Trafficking (GLOS83)	Global	2009-2012	24,200
Preparatory assistance project to increase access to justice and legal aid in the Arab region (XMET31)	Regional	2008-2011	-1,682
Strengthening the Criminal Justice System Response to Smuggling of Migrants in North Africa (XAMT14)	Regional	2008-2013	1,454,401
Strengthening the capacity of the Lebanese Government to combat trafficking in Human Beings- phase 2 (LBNT39)	Lebanon	2009-2012	226,786
Sub Total			1,717,309
Total Subprogramme I			20,135,394
Sub-programme II: Promoting Integrity and Building Justice			
Ongoing Projects			
Joint Action towards a Global Regime against Corruption (GLOX69)	Global	2013-2014	121,100
Anti-Corruption Mentor Programme (GLOS48)	Global	2013-2015	337,073
Support to the process of criminal justice reform in Libya (LBYS66)	Libya	2008-2014	781,245
Assistance for promoting transparency, integrity and strengthening the anti-corruption measures in Libya (LBYT77)	Libya	2009-2014	3,793,739
Support Iraqi efforts to ensure the effectiveness of the fight against corruption by strengthening adherence to the standards of the UN Convention against Corruption (IRQV30)	Iraq	2013-2015	2,000,100
Support to crime prevention and criminal justice reform (Preparatory Programme on Strengthening the Management and Operation of Prisons Administered by the Iraqi Corrections Service) (GLOT63)	Iraq	2012-2014	899,000
Supporting Measures to Combat Corruption and Money Laundering, and to Foster Asset Recovery, in Egypt (EGYX49)	Egypt	2011-2014	4,218,664
Strengthening the Working Methodologies of the Public Security Directorate (PSD) in Jordan (JORZ09)	Jordan	2014-2015	2,144,280
Strengthening Respect for Human Rights and the Rule of Law in the Criminal Justice and Law Enforcement Sectors in Tunisia, with a focus on the Police and the Judiciary (TUNX80)	Tunisia	2013-2014	1,420,000
Reinforcing Human rights and Democracy in Lebanon – Penal reform focusing Prison reform (LBNT94)	Lebanon	2011-2014	2,747,253
Strengthening the Process of Prison Reform in the Republic of South Sudan (phase IV) (SSDX98)	South Sudan	2013-2014	4,484,131
Sub Total			22,946,585
Completed Projects			
Reintegration of released children and youth into the Egyptian society (EGYT47)	Egypt	2009-2013	281,782
Strengthening the management, operation and oversight of civil prisons administered by	Palestine	2009-2011	6,269

the Palestinian Authority (PSET49)			
Drug control and related crime cooperation programme between the Palestinian Authority and UNODC for the prevention of drug abuse, drug trafficking and related criminal activities (PALI06)	Palestine	2005-2011	133,882
Strengthening the Management of the Palestinian Penitentiary System and the Rehabilitation of Inmates in Civil Prisons Administered by the Palestinian Authority (phase II) (PSEX21)	Palestine	2010-2013	3,330,637
Support to crime prevention and criminal justice reform (Enhancing Safety and Security of Child and Female Refugees at the Za'atri Camp, Jordan) (GLOT63)	Jordan	2013-2013	130,000
Strengthening the juvenile justice system in Jordan (JORT36)	Jordan	2011-2013	825,139
Improving detention conditions in Roumieh Prison - Lebanon (LBNT89)	Lebanon	2010-2012	240,492
Towards an effective Global Regime against Corruption (GLOT58)	Global	2009-2012	373,068
Strengthening the capacity of the Government of Iraq in international cooperation, asset recovery, extradition, and the initiation and management of litigation in foreign jurisdictions (IRQX38)	Iraq	2011-2013	369,978