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Paris Pact Phase III

GLO K31

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ABBREVIATIONS AND ACRONYMS

ADAM	Automated Donor Assistance Mechanism
AOTP	Afghan Opiate Trade Project
ARQ	Annual Report Questionnaire
CARICC	Central Asia Regional Information and Coordination Centre
CAU	Coordination and Analysis Unit
CCP	Container Control Programme
CNE	Counter Narcotics Enforcement
CNPA	Counter Narcotics Police of Afghanistan
CTS	Crime Trends Survey
DCA	Drug Control Agency
DSAR	Drug Situation Analysis Report
ERT	Expert Round Table
EWG	Expert Working Group
FYROM	Former Yugoslav Republic of Macedonia
LEA	Law Enforcement Agency
NSA	National Strategic Analyst
PCG	Policy Consultative Group
PCGM	Policy Consultative Group Meeting
PPCU	Paris Pact Coordination Unit
PPI	Paris Pact Initiative
ROCA	Regional Office for Central Asia
RP	Regional Programme
STAS	Studies and Threat Analysis Section
TARCET	Targeted Anti-Trafficking Operation in the Region Enhancing Communication, Expertise and Training
UNODC	United Nations Office on Drugs and Crime

EXECUTIVE SUMMARY

The overall objective and scope of this assignment was to evaluate Phase III of the Paris Pact Initiative (PPI, June 2010 - May 2012) and the United Nations Office on Drugs and Crime's (UNODC's) GLO K31 Project that supported the Initiative during this phase. The focus was on assessing to what extent the PPI's and the project's objectives have been attained, with a particular emphasis on effectiveness. The recommendations in this report are primarily intended to contribute to improvements in the upcoming fourth phase.

The evaluation has two key components: First, the PPI, that encompasses 58 partner countries and 21 partner organisations including UNODC, and was established following the 2003 Ministerial Conference in Paris. The Vienna Declaration (February 2012) reiterates the objective of the PPI as reducing illicit traffic in opiates including cultivation, production and consumption, and further strengthening a broad international coalition to counter traffic in opiates. It relies on the commitment of its partner-countries working with UNODC, based on the three drug control conventions and the Political Declaration and Plan of Action adopted by the Commission on Narcotic Drugs (CND) in 2009. Second, UNODC's Project GLO K31 that has as its main objective to support the PPI. Over time, UNODC's role has evolved, and it has been adding value beyond the role of a simple event-organising secretariat. Elements of the project assessed in this report are the two-tier consultative mechanism, the National Strategic Analysts (NSAs), and the Automated Donor Assistance Mechanism (ADAM) platform.

At the threshold to a fourth phase, it is important to assess the PPI's relevance, i.e. to what extent the Initiative and its objectives correspond to stakeholders' needs and how strongly the recommendations of the Paris Pact are aligned with national frameworks. Overall, neither the PPI's objectives nor its stakeholders' needs have been clearly assessed, defined and reviewed in great depth in relevant documents. Arguably, assessing the needs of 58 partner countries and finding consensus on results-based objectives for the entire PPI would go beyond the capacity of partners at this level, given the diversity of stakeholders and needs. Consequently, the response to this (and other) research questions needs to build largely on partners' responses in interviews, questionnaires and the online survey ('responses' from here onwards).

Respondents indicated that there has been a convergence of perspectives and priorities in countering the trafficking and consumption of opiates originating in Afghanistan, to which the PPI indeed has contributed significantly. Respondents linked this both to the increased awareness and more substantive data, analysis and expertise provided through the PPI leading to better policy-decisions in their countries and organisations ("downstream" alignment), and to the PPI better reflecting priority countries' needs and a more balanced comprehensive approach ("upstream" alignment).

With the emphasis in this evaluation on helping to shape a more effective Phase IV, "effectiveness" is the central criterion of this evaluation. Stakeholders who are fully engaged emphasise the importance of the combination of the Policy Consultative Group (PCG) with the Expert Working Groups (EWGs) in the Consultative Mechanism, along with the continuous work of the project team on information management (via its field staff – the NSAs – and the ADAM information platform).

Respondents provided primarily positive feedback on the PCG's effectiveness in facilitating the exchange of information and the setting of priorities. There was a broad range of responses on how effectively the PPI has served as a forum for the analysis of strengths and weaknesses of counter-narcotics measures (on both the supply and the demand side). The common denominator can be found in the response that the effectiveness of the consultative mechanism (the PCG and EWGs taken together) varied significantly depending on the issue and the

constellation of experts involved. Most responses also pointed out that the emphasis was less on the analysis of strengths and weaknesses than on information exchange and more generic recommendations.

The EWGs were redesigned in Phase III to boost effectiveness and facilitate follow-up through more focused agendas, allowing for more expertise-based attendance. Responses, in particular from priority countries and in Kabul, highlighted that EWGs are considered to be a key, indispensable component of the PPI. Respondents provided primarily positive feedback on the EWGs' effectiveness in facilitating the sharing of experience and the drafting of recommendations. The evaluation shows the need, however, for PPI partners to engage more actively in implementing the recommendations and following up subsequently.

UNODC Project GLO K31 was created to support the PPI's third phase. It is important to bear in mind that the project is not solely or even primarily responsible for the effectiveness of the Initiative, especially in terms of the implementation of expert recommendations. The responsibility for the effectiveness of the Initiative lies firmly with the partner countries and organisations, above all in terms of funding, joint actions/coordination and political will for making real changes on the ground, with UNODC and other expert organisations standing ready to support.

UNODC Project GLO K31 has four outcomes. Overall, the project has made good progress on all four outcomes since the beginning of Phase III. The potential synergies between the PPI, the Rainbow Strategy and UNODC's Regional Programmes are very strong, but they have not yet been brought to bear sufficiently. While there would be a clear logical progression from the CND via the PPI to UNODC's recently launched Regional Programmes, this link has not been clarified sufficiently. Respondents from all stakeholder groups called for a further evolution of the mutual connection between the Paris Pact and the two recently launched UNODC Regional Programmes on Afghanistan and Neighbouring Countries, and on South Eastern Europe.

The functionality and content of ADAM has improved significantly throughout Phase III; usage figures have also increased, surpassing 100 unique users per month for the first time in May 2012. Usage is still below expectations, however, with high-level respondents rarely or never utilizing this online platform.

While responses give a clear indication of the appreciation of NSA's work, interviews and comments on the survey show that a number of respondents appear not to be fully aware of the NSA's role and contribution to the PPI. Priority countries report a high level of satisfaction with NSAs' work, both in terms of data collection and in terms of capacity building and liaison services.

It is particularly challenging to measure "efficiency" in contexts in which results are defined very broadly, and in which several of the elements that partners state they value most highly (a forum that brings together partners who would not engage with each other elsewhere, the combination of decision-makers and technical experts, a basis of mutual trust) are difficult to assess in terms of monetary value.

Consequently many external respondents did not see themselves in a position to respond directly on questions of efficiency. In line with the positive feedback on the project's performance, however, partners inferred that the mechanisms within UNODC must support the project well.

The PP project budget was allocated and spent largely as planned. The respondents mentioned the good logistical support for and facilitation of the Ministerial Conference, the PCGMs and EWG meetings. Responses were more indirect than direct in emphasising the hard work of the Paris Pact Coordination Unit (PPCU), while often not recognising directly that delivery at the high level of quality and quantity that the PPCU has attained may not be sustainable with the current level of resources. Respondents did observe that the PPCU has delivered more than could be expected of a team of this size. Those who did comment in the survey and the

questionnaires remarked on how efficiently events were organised, and how a very small team with only one international professional staff consistently provided high-quality services.

The primary constraint to sustainability, as with the Paris Pact overall, is the lack of clarity on what partners would like to be sustainable. Based on the assumption that partners would like the improved relations between themselves to be sustainable, a key limitation is that these relations are only partly institutionalised and ultimately do still depend largely on individuals involved. The PPI has both contributed to a greater readiness among partners to communicate and share information, and has facilitated networking and some of the information exchange that has ensued. While ADAM has played a role in this, too, it could perhaps be used more effectively in the future.

The project document for Phase III was well drafted, particularly in terms of the situation analysis, justification and strategy, but the project design suffers from being based on prescribed elements of a development project. By its nature as primarily a policy-making and expert facilitation process, the PPI does not lend itself well to a standard “results based management” approach. Consequently, there are elements among the outputs of the project that are not (as they should be) 100% within the responsibility of the project.

The project document recognizes the findings of the evaluations of Phase I and II, and calls for the introduction of smaller, thematic technical working groups with a purely operational focus (done); aims to address partner reticence on ADAM participation through a contact point to work with the ADAM user community to define and action their needs (done, but perhaps with too much emphasis on IT and NSA inputs rather than a more pro-active engagement with ADAM users); sets out to expand the National Strategic Analyst (NSA) network to include coverage of the southern trafficking route through the Balkans (done). Based on the 2009 evaluation, the project document also proposes an additional P grade position in the PPCU, to develop expert meetings, to help formulate recommendations and monitor their implementation and provide guidance to the work of the NSAs (partly addressed, but not with a position). Overall, the project has implemented recommendations, lessons learned and best practices to the extent possible within the given constraints.

Partners agree that the PPI is relevant and should continue. The most relevant value-added of the PPI is its contribution to the convergence of views around a balanced, comprehensive approach, and the political commitment it has generated.

The PCG has a vital role in providing consistent, clear, solution-focused guidance, building on the expertise of the EWGs. As one of the most visible elements of the PPI, it has a particular responsibility to lead partners’ efforts. EWGs have become more focused and better geared to providing actionable recommendations following the 2009 evaluation; the perception among partners is that further room for improvement remains, especially in terms of follow-up.

NSAs work to connect policymakers, experts on the ground and multiple UNODC projects, and are the main contributors to ADAM. Further efforts to connect them better with partners and other UNODC projects in priority countries are under way. The PPI’s online information platform, ADAM, has evolved into one of the most advanced tools of its kind; while usage has increased throughout Phase III, however, it is still below critical mass. Considerable room for stronger utilisation remains.

The connection between capitals/headquarters and the field, between policy-makers and experts, and between donors and priority countries, deserve to be clarified and strengthened, as one of the potential greatest benefits of the PPI. Another area for improvement is the fact that the PPI has been relying on a relatively narrow funding base compared to the number of partners, which has meant that fundraising has consumed more of the scarce human resources than necessary, and that contractual insecurities have had a detrimental impact on staff retention.

Recommendations:

1. PPI partners should build on the Vienna Declaration to provide a clearer focus for the PPI; partners should maintain their renewed commitment to implementing a balanced, comprehensive approach through more consistent follow-up.
2. The PPCU should ensure the project document for Phase IV lays out clear, actionable objectives and responsibilities for all stakeholders; and a strengthened PPCU should continue to facilitate consistent follow up.
3. PPI partners should reconfirm the clear definition of roles between the PCG, EWGs and UNODC; they should agree on consistent chairs for the PCG and the EWGs for a year in advance, and establish focal points in capitals to follow up between meetings.
4. The PPCU should facilitate this consistent follow up with chairs and partners, including via direct contacts beyond Vienna.
5. PPI partners should nominate experts to rosters and consistently send them to EWGs; PPI partners should establish effective follow-up mechanisms via the PPCU.
6. The PPCU should maintain the rosters and facilitate follow-up to EWG recommendations.
7. PPI partners should define and endorse NSA's role in Phase IV as "liaison officers," and should decide whether such liaison officers should be assigned to additional countries.
8. UNODC should better define the role of NSAs and integrate them further with other projects (including through shared ToR and cost sharing based on existing successful practice).
9. PPI partners should engage more in building up ADAM as a tool for interaction among partners between meetings, including facilitating preparation and follow-up.
10. The PPCU should conduct a thorough, stakeholder-engagement-based assessment of the best use of ADAM as an information platform for all partners.
11. PPI partners should more consistently keep their experts in priority countries engaged in the PP process.
12. UNODC should strengthen the PPCU's connection with other projects and the regional programmes.
13. PPI partners should enable the PPCU through more predictable and equitably distributed long-term funding.
14. UNODC should consult partners on the most efficient way of guaranteeing such more reliable and equitable long-term funding for a Phase IV of four years.

The PPI has produced a wealth of experience, captured in three evaluations including the present one. Given that the Initiative goes beyond the confines of a standard project, it is natural that it should produce insights that go beyond conclusions and recommendations: The success of the PPI, particularly against the backdrop of challenges that at times may appear insurmountable, and by contrast with other projects that receive attention primarily on account of the size of their budget, lies in the continued engagement by partners. This very engagement decides between the success and the failure not only of counter-narcotics efforts, but of development efforts in general. The Paris Pact provides a forum that allows partners to balance the need for political equality and sovereignty, and the need to cooperate on issues of shared interests and shared responsibility.

MANAGEMENT RESPONSE

The Director of the Division for Operations agrees with the recommendations of the independent evaluation of Phase III of the Paris Pact project, presented at the reconvened Policy Consultative Group Meeting (PCGM) which he chaired on 3 September 2012. UNODC Senior Management is pleased with the consensus reached by partners to continue and renew the PPI in Phase IV pending consultations with partners and donor funding.

In line with comments received by partners, UNODC Senior Management commends the evaluators for their comprehensive work in carrying out the evaluation, and reaching out to Paris Pact stakeholders, including the majority of partners, donors and priority countries in West and Central Asia as well as South Eastern Europe.

UNODC acknowledges and welcomes the decision of partners to adopt the Vienna Declaration¹ as a roadmap for the partnership in Phase IV and thus recognising the need for strengthened cooperation between partners on the following four pillars: regional initiatives; financial flows linked to illicit traffic in opiates; preventing the diversion of precursor chemicals; and reducing drug abuse and dependence.

UNODC agrees to continue its role as a coordinator in support of the partnership and its goal to counter the trafficking and consumption of opiates originating in Afghanistan. UNODC Senior Management is pleased to note the positive recognition by partners of the importance of the PPI as a multi-layered initiative which aims to define policy and to translate it into action.

UNODC Senior Management agrees that the next phase of the Paris Pact project should continue with the three current components: the Consultative Mechanism; the network of NSAs; and ADAM. This should be a three-year project to allow for the development of an action plan to support partners' implementation of Paris Pact expert recommendations under the framework of the Vienna Declaration.

As per the recommendation of the independent evaluation, UNODC will ensure appropriate coordination among Paris Pact partners and all relevant UNODC specialist sections and programmes, in particular the Regional Programme of Afghanistan and Neighbouring Countries and that of South Eastern Europe to maximize synergies and to avoid the duplication of efforts to the greatest extent possible.

UNODC recognizes that further discussions between Paris Pact partners and UNODC are required to fine-tune governance as well as working modalities of the next phase, including the set-up of mechanisms for sharing best-practice examples and for following-up on the status of implementation of expert recommendations.

Based on the key findings of the independent evaluation, UNODC will undertake consultations with partners until the envisaged end of Phase III in March 2013 to move forward the planning process for Phase IV. These consultations will seek to achieve consensus amongst partners, guidance on the agenda of future activities of the partnership, to facilitate the drafting of a new project document and to secure long-term funding. This should include the diversification of the project donor base, while maintaining and sustaining the quality partnerships already established within the Paris Pact.

¹ The Vienna Declaration is the outcome document of the Third Ministerial Conference of the Paris Pact Partners held in Vienna on 16 February 2012.

UK RESPONSE

The United Kingdom of Great Britain and Northern Ireland would like to thank the evaluation team for their comprehensive evaluation of the third phase of the Paris Pact. The UK has been an active Partner within the Paris Pact framework, contributing significantly to the third phase. The UK has no objection to the launch of the fourth phase of the Paris Pact. We hope that the fourth phase will build on the successes to date and accentuate the most positive elements of Paris Pact activity.

Two specific points which we feel are worth recording as they enhance the value of the Paris Pact and received widespread support during meetings of Paris Pact Partners are enhancing the information sharing between Partners and improving the expert nature of the Expert Working Groups (EWGs)

We believe that the sharing of information, best practice, and lessons learned is at the core of the Paris Pact partnership. The Paris Pact Policy Consultative Group (PCG) presents an ideal opportunity for the dissemination of such information and we believe that this opportunity should be better utilised. The adoption of interactive formats such as roundtables, side events, and a library of lessons learned adds value in offering Paris Pact Partners access to a fuller range of ideas. We feel it is essential that such interactive forums should translate its efforts into work products which can be applied in and benefit Afghanistan and its Government.

For the EWGs to add optimal value, they need to receive expert participation. An insufficiently expert group does not allow the crucial expert to expert exchange and can lead to sub-optimal outcomes. We agree with the evaluation's assessment of a need for greater follow-up. Such follow-up requires experts to be in contact through the EWGs. The Paris Pact Secretariat should take further steps to promote expert participation including through extending direct invitations to subject matter experts.

We encourage the Paris Pact Secretariat to provide space for innovation in the development of the fourth phase, encouraging continual improvement of the Paris Pact and positioning it better to as a framework for collaboration in countering the illicit trade in opiates.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings	Evidence	Recommendations
<p>A) Partners agree that PPI is relevant and should continue. The most relevant value-added of the PPI is its contribution to the convergence of views among countries affected by opiates originating in Afghanistan around a balanced, comprehensive approach, and the political commitment it has generated.</p>	<p>Responses to the survey, questionnaire and review of Paris, Moscow & Vienna Declarations and project documents</p>	<p>1. PPI partners should build on the Vienna Declaration to provide a clearer focus for the PPI; partners should maintain their renewed commitment to implementing a balanced, comprehensive approach by agreeing on more consistent follow-up; 2. The PPCU should ensure the project document for Phase IV lays out clear, actionable objectives and responsibilities for each group of stakeholders; and a strengthened PPCU should continue to facilitate more consistent follow up.</p>
<p>B) PCG has a vital role in providing consistent, clear, solution-focused guidance, building on the expertise of the EWGs. As one of the most visible elements of the PPI, it has a particular responsibility to lead partners' efforts.</p>	<p>Interviews, questionnaires, survey responses, PPI reports and updates, including on ADAM</p>	<p>3. PPI partners should reconfirm the clear definition of roles between the PCG, the EWG and UNODC; they should agree on consistent chairs for the PCG and the EWGs at least for a year in advance, and establish focal points in their capitals with a clear mandate to follow up between meetings; 4. The PPCU and NSAs should facilitate this consistent follow up with chairs and partners, including via direct contacts beyond Vienna.</p>
<p>C) EWGs have become more focused and better geared to providing actionable recommendations following the 2009 evaluation; the perception among partners is that further room for improvement remains, especially in terms of follow-up.</p>	<p>Interviews and survey responses, review of lists of participants, review of PPI reports and updates, including on ADAM</p>	<p>5. PPI partners should nominate experts to relevant rosters and more consistently send them to working groups; PPI partners should establish effective follow-up mechanisms via the PPCU; 6. The PPCU should maintain the relevant rosters and facilitate follow-up to EWG recommendations.</p>
<p>D) NSAs connect policymakers, experts on the ground and multiple UNODC projects, and are the main contributors to ADAM. Further efforts to connect them better with partners and with other UNODC projects are under way.</p>	<p>Interviews, questionnaires, survey responses, forthcoming NSA report, ADAM & project updates</p>	<p>7. PPI partners should define and strongly endorse NSA's role in Phase IV as "liaison officers" (continuing their research and capacity-building functions), and should decide whether such liaison officers should be assigned to additional countries; 8. UNODC should better define the role of NSAs and integrate them further with</p>

		other projects (including through shared terms of reference and cost sharing).
E) The PPI's online information platform, ADAM, has evolved into one of the most advanced tools of its kind; while usage has increased throughout Phase III, however, it is still below critical mass. Considerable room for further improvement remains in terms of usage.	Interviews and survey responses, review of project documents and previous evaluations	9. PPI partners should engage more directly in building up ADAM as a tool for interaction among partners between meetings, including to facilitate preparation and follow-up; 10. The PPCU should conduct a thorough, stakeholder-engagement-based assessment of the best use of ADAM as an information platform for all partners.
F) The connection between capitals/headquarters and the field, between policy-makers and experts, and between donors and priority countries, ² deserves to be clarified and strengthened, as one of the potential greatest benefits of the PPI.	Interviews and survey responses, direct observation, field mission	11. PPI partners should more consistently keep their experts in priority countries engaged in the PP process; and ensure follow-up and sustainability; 12. UNODC should strengthen the PPCU's connection with other projects and the regional programmes to avoid overlaps and maximize synergies.
G) The PPI has been relying on a relatively narrow funding base compared to the number of partners, and the implementation period of just 24 months has unnecessarily complicated project logistics.	Interviews and survey responses, review of project documents and financial information	13. PPI partners should enable the work of the PPCU through more reliable, predictable and more equitably distributed long-term funding. 14. UNODC should consult with partners on the most efficient way of guaranteeing more reliable, predictable and equitable long-term funding for a Phase IV of four years.

² For this evaluation (as opposed to the eight countries more narrowly defined as such for financial support): Countries along the major routes from Afghanistan to Europe most affected by the trafficking of opiates, i.e. including both Phase III and potential Phase IV priority countries: Afghanistan, Albania, Bosnia and Herzegovina, Croatia, Former Yugoslav Republic of Macedonia, Iran, Kazakhstan, Kyrgyz Republic, Montenegro, Pakistan, Serbia, Tajikistan, Turkmenistan, Uzbekistan.

I. INTRODUCTION

Background and context

Objective, scope, and timing

The overall objective and scope of this assignment was to evaluate Phase III of the PPI (June 2010 through May 2012) and UNODC's GLO K31 Project that supported the initiative during this phase. The focus was on assessing to what extent the PPI's and the project's objectives have been attained, with a particular emphasis on effectiveness. The recommendations in this report are primarily intended to contribute to improvements in the project's upcoming fourth phase. The evaluation team was also tasked with assessing how Phase IV can further improve the PPI's efforts to implement a focused and effective partnership.³

It is important to distinguish two key components in this evaluation. First, the PPI, that encompasses 58 partner countries and 21 partner organisations including UNODC, and was established following the Conference on Drug Routes from Central Asia to Europe (Paris, May 2003). The PPI is a political body that has as its main objective, according to the Vienna Declaration (February 2012), the reduction of illicit traffic in opiates including opium poppy cultivation, production and global consumption of heroin and other opiates, and the further strengthening of a broad international coalition to counter illicit traffic in opiates. It relies on the commitments and ambitions of its partner-countries working in consultation with the United Nations Office on Drugs and Crime (UNODC), based on the three international drug control conventions and the Political Declaration and Plan of Action adopted by the High-level Segment of the Commission on Narcotic Drugs (CND) in March 2009.

The second level of analysis is UNODC's Project GLO K31 that has as its main objective to support the PPI. This support is historically provided by UNODC. Over time, UNODC's role has evolved, and it has been adding value that goes beyond the role of a simple event-organising secretariat. Among the elements of the project assessed in this report are the two-tier consultative mechanism, the NSA network, and the on-line platform called ADAM.

This evaluation was originally planned to coincide with the end of Phase III of the PPI. To accommodate the preparation of Phase IV in advance of the PPI's tenth anniversary, the evaluation was conducted at the beginning of an extension of Phase III through the end of 2012. The evaluation engaged representatives from all stakeholders involved in the initiative. The main audience for the findings, conclusions and recommendations presented here are PPI partners and UNODC management. The evaluation team hopes that this report may help strengthen future phases of the initiative, and may contribute to a better integration of efforts.

Historical context in which the project is implemented

At the Ministerial Conference on Drug Routes from Central Asia to Europe, held in Paris in May 2003, more than 50 countries and international organizations subscribed to the principle of shared

³ See Terms of Reference in annex I.

responsibility in the fight against opium and heroin trafficking from Afghanistan. In what has become known as the “Paris Pact,” they also agreed to “combine their will and efforts to step up national capabilities and develop regional partnerships” against this global threat. In this respect, the coordination role of UNODC was recognised as being essential to building synergies amongst partners.

Following the Ministerial Conference in May 2003, UNODC launched a project to support “PPI, Phase I” (GLO IO5), which facilitated regular consultations at policy and expert levels on counter narcotics enforcement cooperation and coordination amongst countries affected by the trafficking of Afghan opiates. The PPI, Phase I was evaluated in March-May 2006 and ended in December 2006.

The second Ministerial Conference on Drug Trafficking Routes from Afghanistan was held in Moscow in June 2006, where the principles underpinning the PPI were reiterated. Partners recognized the need to strengthen actions on prevention and treatment of heroin abuse, as well as to reinforce those on counter-narcotics enforcement and chemical precursor trafficking.

Following the Second Ministerial Conference and in line with the findings of the external evaluation of Phase I, the project to support “PPI, Phase II” (project number: GLO J33) was launched in January 2007. Under Phase II, ADAM’s capacity and functionality and the data collection capacity of the NSAs were built up substantially. UNODC developed the “Rainbow Strategy,” an umbrella framework to facilitate priority actions identified at Paris Pact Expert Roundtables. The second phase was evaluated in April-June 2009 and ended in May 2010.

The 2009 independent evaluation noted that Phase II of the PPI was highly significant in cementing both the policy and expert framework of the PPI, and also in taking a significant step towards coordinated action by the partners. The “PPI, Phase III” (supported by project GLO K31), which began in June 2010, was largely a continuation of Phase II and responded directly to the major recommendations of the evaluation (see annex IX).⁴

To gain additional political impetus in the Paris-Moscow process, the convening of a Third Ministerial Conference of Paris Pact Partners on Combating Illicit Traffic in Opiates Originating in Afghanistan was decided at the reconvened Policy Consultative Group Meeting in March 2011 and supported by Resolution 54/7 of the 54th Session of the CND. The conference was held in Vienna on 16 February 2012, attended by 500 participants from 58 countries and 16 organizations, as well as the United Nations Secretary-General, and 12 Ministers. The resulting Vienna Declaration focuses on the four main areas in which Paris Pact partners agreed cooperation should be strengthened: regional initiatives; financial flows linked to illicit traffic in opiates; preventing the diversion of precursor chemicals; and reducing drug abuse and dependence.

Project Overview

The “PPI, Phase III” (GLO K31) is composed of three components: a Consultative Mechanism, ADAM, and a team of NSAs.

1) Consultative Mechanism

⁴Evaluation Report GLO J33, p. 4 & 5

Through the Consultative Mechanism, the project in Phase III has facilitated periodical consultations and strategic thinking at the policy and expert levels between partners, to provide the opportunity for information exchange and to promote good practices on counter narcotics. The focus of the expert level meetings is determined annually at the PCGM, where partners determine priorities for the year.

The following meetings have been implemented under Phase III so far:

Policy level:

- (a) 8th PCGM, Vienna, 22-23 November 2010
- (b) Reconvened PCGM, Vienna, 17 March 2011
- (c) 9th PCGM, Vienna, 7-8 December 2011
- (d) Reconvened PCGM, Vienna, 9 February 2012
- (e) 3rd Ministerial Conference of the Paris Pact Partners on Combating Illicit Traffic in Opiates Originating in Afghanistan, Vienna, 16 February 2012

Expert level:

- (a) Expert Round Table (ERT) on Central Asia, CARICC / Almaty, 14-15 July 2010
- (b) ERT on Afghanistan and Neighbouring Countries, Vienna, 7-8 October 2010
- (c) EWG on Precursors, Paris, 8-9 November 2010
- (d) EWG on Legal Frameworks & Cross border Cooperation, Islamabad, 21 June 2011
- (e) 2nd EWG on Precursors, New Delhi, 14-15 November 2011
- (f) Technical Working Group on Financial Flows, Abu Dhabi, 21-22 November 2011

2) ADAM

During Phase III, ADAM has seen a complete make-over: not only did the Paris Pact's online database receive a new look with Version 3.0, which was launched in July 2011, but ADAM was also enhanced with several new features aiming to make a wide array of information on the PPI available to all registered users. To foster transparency among partners, the following elements were added:

- (a) a recommendations functionality providing access to all expert recommendations formulated during Phase II and III and allowing users to comment on the status of their implementation;
- (b) documentation related to all EWG meetings and PCG meetings held during Phase III;
- (c) regular updates to partners on recent and forthcoming events and activities;
- (d) a personalized graphical dashboard;
- (e) a user-friendly search function;
- (f) an improved presentation of project profiles;
- (g) a clearer and more limited structure of the thematic areas covered by projects;
- (h) as well as other features making the inputting of data easier.

A new brochure guiding the user through the website and providing an overview of the three pillars of the PPI was published in summer 2011.

In addition, one staff member from the Paris Pact Coordination Unit has been nominated as the focal point for ADAM.

3) NSAs

During Phase III, the NSA network was expanded following the recommendations of the 2009 evaluation,⁵ by including two additional NSA posts in the Balkans, one located in the UNODC Project Office in Belgrade, Serbia and the other in the UNDP Office in Skopje, FYR of Macedonia. Most recently, a new NSA position has been created in the UNODC Programme Office in Bishkek, Kyrgyzstan.

Table 1: Breakdown of the NSA Network

<i>Regional Programme Link/Support</i>	<i>NSA location</i>	<i>UNODC Office</i>	<i>Recruited</i>	<i>Paris Pact project</i>	<i>No. of staff</i>
Afghanistan and Neighbouring Countries (West and Central Asia)	Uzbekistan	Regional Office for Central Asia, Tashkent	2007	Phase II	2
	Afghanistan	Country Office in Afghanistan, Kabul and Ministry of Counter Narcotics	2007, 2011	Phase II	1*
	Iran	Country Office in the Islamic Republic of Iran, Tehran	2007	Phase II	1
	Pakistan	Country Office in Pakistan, Islamabad	2007	Phase II	1
	Turkmenistan	Programme Office in Turkmenistan, Ashgabat	2008	Phase II	1
	Kyrgyzstan	Programme Office in Kyrgyzstan, Bishkek	2012	Phase III	1
South Eastern Europe	Serbia	Programme Office in Serbia, Belgrade	2010	Phase III	1
	FYR of Macedonia	UNDP Office in Former Yugoslav Republic of Macedonia (FYROM), Skopje	2010	Phase III	1
	Russian Federation	Programme Office in the Russian Federation, Moscow	2007	Phase II	1

*Afghanistan is staffed with two individuals but the positions are cost-shared with the Afghan Opiate Trade Project (AOTP) and the Container Control Programme (CCP), respectively.

Source: forthcoming PPCU Report on NSAs⁶

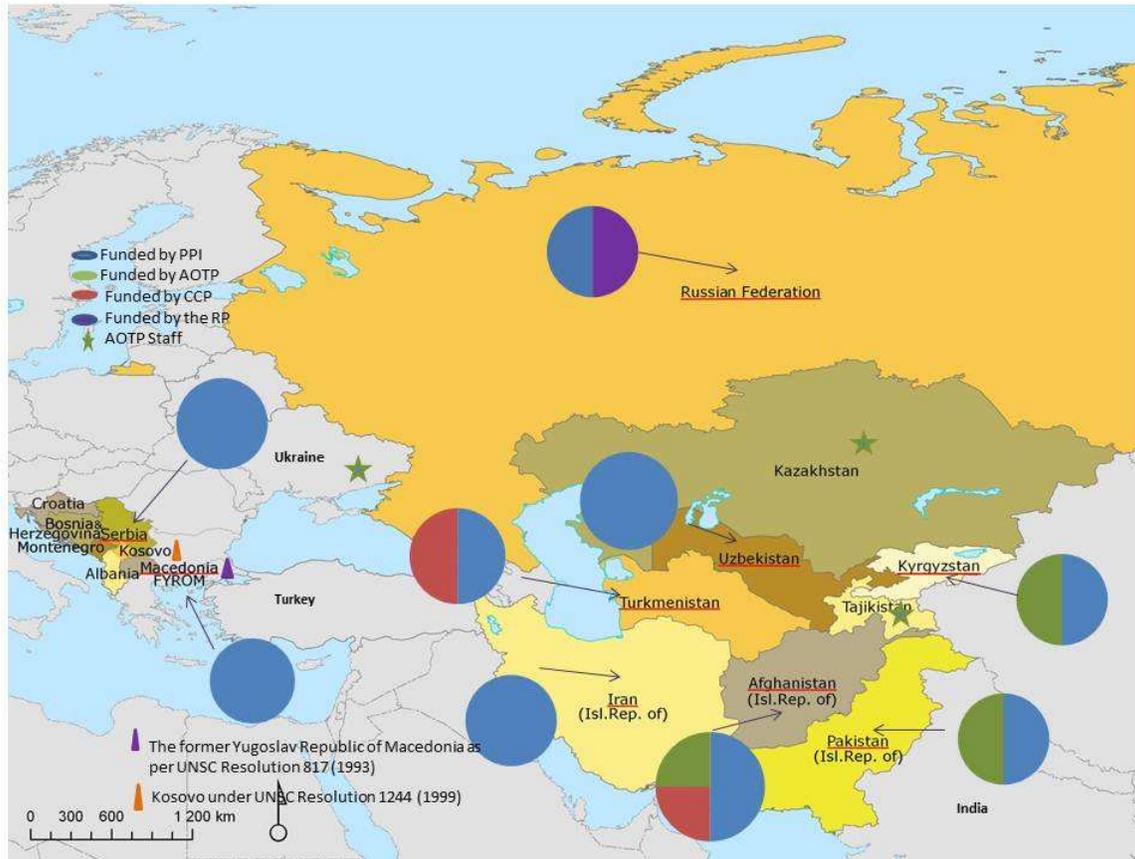
Regarding the NSAs' data collection and analysis, the added value of Phase III was to place their efforts under the technical supervision of the UNODC Afghan Opiate Trade Project (AOTP), to harmonize processes and outputs. The data collected by the NSAs contributes to a wide range of UNODC publications such as the World Drug Report. As one of the Paris Pact's links to national Governments and regional organizations, the NSAs' role is also to assist respective Governments to strengthen analysis capacities, and to standardize and identify gaps in information collection, to the advantage of the countries concerned.

⁵During Phase II (GLO J33), the network of National Strategic Analysts (NSAs) was established and the first NSAs were placed in the Islamic Republics of Afghanistan, Iran and Pakistan, the Central Asian Republics of Uzbekistan and Turkmenistan, as well as the Russian Federation.

⁶The National Strategic Analysts – a Support Network for the Paris Pact Initiative, UNODC 2012.

In Phase III, the NSAs were cost-shared with other projects in Afghanistan, Kyrgyzstan, Pakistan, Russia and Turkmenistan (Figure 1).

Figure 1: NSA funding



Source: forthcoming PPCU Report on NSAs⁷

Evaluation Methodology

True to its nature as a political process rather than a development project, the PPI itself does not have a structured log frame with objectives, inputs, outputs, outcomes and indicators. The initiative is a political forum that facilitates the engagement of different stakeholders and does not directly implement projects in Afghanistan or any other partner country. The PPI itself does not have a budget or even a formal structure; the only truly formalized part of the PPI is the support it receives from UNODC through the GLO K31 project. Consequently, the PPI cannot be evaluated on the basis of a standard outcome or impact-focused approach, not least given how difficult it is to prove a causal link between changes in Afghanistan and affected countries and the Initiative (attributability).

Similarly, UNODC’s GLO K31 project needs to be viewed in light of its role in (i) facilitating the consultative mechanism (both at the policy and expert levels); and (ii) managing the collection, analysis and distribution of information, through its NSAs and the ADAM information platform.

⁷The National Strategic Analysts – a Support Network for the Paris Pact Initiative, UNODC 2012.

The PPI does not implement actions. Therefore, the GLO K31 project, too, needs to be evaluated taking into consideration that the log frame and directly measurable “results” of the project only provide limited insights into the performance of the project.

Based on the instructions in the terms of reference to focus on strengthening Phase IV, the evaluation team chose to invite stakeholders of the PPI and the project to contribute not only in providing information in the evaluation process, but also discussing the tools, analysing the data, and contributing to conclusions and recommendations. This approach does not call into question the full independence of the evaluation, not least as it is based on a strict triangulation process, and builds on the contributions of as wide a range of stakeholders as possible.

Table 2: Evaluation sample size

<i>Stakeholder Group</i>	<i>Interview + questionnaire sample</i>	<i>Web survey sample</i>	<i>Coverage</i>
Project Team (PPCU & NSAs)	9+1	12	100%
Priority countries ⁸	3+9	13	100%
Donors	5+3	9	100%
Other partners incl. orgs.	9+9	45	85%
UNODC other relevant staff	29+1	13	100%

The evaluation team employed a mix of qualitative and quantitative tools to analyse data, assess the status of the PPI and the UNODC project, and to triangulate evidence. The following methods were used in the evaluation process:

(a) Desk review of relevant documents. The evaluation team reviewed the original project and other documents related to the PPI to identify trends, patterns, issues and underlying themes. This information assisted in responding to the key evaluation questions and criteria and in assembling relevant data during the preparatory phase of the evaluation, and in formulating the research to be conducted through other channels. The desk review was a continuous process that was undertaken throughout the whole evaluation process. A selection of the documents consulted is listed in annex IV.

(b) Interviews. In depth interviews were conducted with 64 representatives of all stakeholders involved in the PPI – a complete list of interviewees and the interview guide are presented in annex II. The objective was to explore details in terms of perceptions related to the PPI and the implementation of UNODC’s project. The team used semi-structured interviews, based on the evaluation key questions, where respondents were asked to respond to as nearly identical sets of stimuli as possible.

⁸For this evaluation (as opposed to the eight countries more narrowly defined as such for financial support): Countries along the major routes from Afghanistan to Europe most affected by the trafficking of opiates, i.e. including both Phase III and potential Phase IV priority countries: Afghanistan, Albania, Bosnia and Herzegovina, Croatia, Former Yugoslav Republic of Macedonia, Iran, Kazakhstan, Kyrgyz Republic, Montenegro, Pakistan, Serbia, Tajikistan, Turkmenistan, Uzbekistan.

(c) Questionnaires. For stakeholders who were considered key informants for the process, but were not available for interviews, the evaluation team distributed questionnaires with the same structure as the interview. A total of 24 completed questionnaires were received and analyzed.

(d) Web Survey. A web survey was used to collect data from a broader group of stakeholders. 123 stakeholders responded to the online the survey. The web survey covered aspects related both to the PPI and UNODC's GLO K31 project. The results of the survey are presented as an annex to this report.

It is important to emphasize that the interviews, questionnaire and the web survey had a common core in terms of topics covered to allow for a comparability and complementarity of data. The common core was ensured by both methods following the key evaluation questions. The interview guide is also presented in the annex III.

(e) Field visit. The team leader visited Afghanistan during the week of 7 to 13 July 2012 to engage directly with some of the key stakeholders, on the beneficiary and on the donor side, as well as with PPI project staff and their colleagues. The interviews conducted in Kabul are also listed in the annex.

In total, 211 responses were received through the different channels (interviews, questionnaires, surveys), from 44 of the 58 partner countries and 14 of the 21 partner organisations.

(f) Data analysis. Project implementation data and other data provided by UNODC and stakeholders were used to assess the project results and context trends.

The evaluation used the following criteria: (i) relevance, to capture the extent to which the objectives of the PPI and UNODC GLO K31 project are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies; (ii) effectiveness, the extent to which the PPI and the project objectives were achieved, or are expected to be achieved, taking into account their relative importance; (iii) efficiency, as a measure of how economically UNODC's GLO K31 project converted resources/inputs (funds, expertise, time, etc.) into results; and (iv) sustainability and impact, analyzing how the PPI has generated long-term benefits and effects. The evaluation also assessed the PPI from a partnership and cooperation perspective, to identify whether the PPI has effectively improved networking / information exchange between partners.^{9, 10}

Limitations to the evaluation

(a) Time constraints. The evaluation was constrained by the limited time available for data collection, analysis and triangulation. Under ideal conditions, a stronger sequencing of surveys, questionnaires and interviews would be desirable, to build more effectively on the findings of each stage, and to complement data collection deficiencies. The evaluation was conducted with a degree of synchronicity, to reduce the overall time required. Nonetheless, the different tools were applied to complement each other and to allow for "fine tuning" throughout the process. Qualitative Methods are highly time-consuming, especially given the large number of stakeholders and their very diverse backgrounds and expectations. Therefore, the evaluation methodology was customized to allow for a full breadth of scope without losing the necessary

⁹ See annex VIII for a full list of research questions under each criterion.

¹⁰ All criteria based on OECD Glossary of Key Terms in Evaluation and Results Based Management. Available at: <http://www.oecd.org/dac/2754804.pdf>

depth and quality of detail, and to guarantee that the evaluation team had enough time to analyse the evidence, triangulate the data, and respond to the evaluation questions.

(b) Data availability. The availability of relevant external data is very uneven, which made a consistent assessment of quantitative data particularly difficult. In a full-scale, in-depth evaluation of the PPI, one might consider assessing actions taken by partners/priority countries against trafficking and consumption (e.g. adoption of anti-narcotic policies under the time period under review by country, etc.). However, as described in more detail later in the report, the PPI does not have a fully operational follow-up system that identifies the major changes that have taken place in each partner country during the time period under review. Overall, the evaluation team had limited information about concrete narcotics actions undertaken (especially those not implemented by UNODC) or changes that may have or not have occurred as a direct result of the PPI. Nonetheless, the evaluation team has identified actions that were related at least indirectly to the PPI. Consequently one recommendation for future phases is to operationalize follow-up tools that track such connections (direct and indirect) and facilitate following up on results. While the limited availability of data is an issue to be taken seriously, including in the design and implementation of Phase IV, it did not jeopardize the validity of the evaluation, given the focus of the PPI on process, and the much-higher than expected response rate on all data collection tools.

II. EVALUATION FINDINGS

Relevance

Almost a decade into the Paris Pact Process and at the threshold to a fourth phase, it is important to assess the PPI's relevance,¹¹ i.e. to what extent the Initiative and its objectives correspond to stakeholders' needs and how strongly the recommendations of the Paris Pact are aligned with national frameworks. Overall, neither the PPI's objectives nor its stakeholders' needs have been clearly assessed, defined and reviewed in great depth in the documents made available to the evaluation team. Arguably, assessing the needs of 58 partner countries and finding consensus on results-based objectives for the entire PPI would go well beyond the capacity of partners at this level, given the diversity of stakeholders and needs. Consequently, the response to this (and other) research questions needs to build largely on partners' responses in interviews, questionnaires and the online survey ('responses' from here onwards).

The perception of the role of the PPI varies considerably between partners. Whether the PPI is seen primarily as a forum for consensus-building among partners with very diverse perspectives, or primarily as a mechanism for expertise-based decision-making and coordination, has direct implications on whether stakeholders describe the PPI as relevant. While the ambivalence between these primary functions of the PPI is a source of frustration and a reason for disengagement for some, for others it is a crucial characteristic and asset of the Initiative. The latter argue that it is precisely on account of the flexibility that this degree of vagueness provides that the PPI creates its highest value added as a unique forum. What makes the PPI unique, according to these respondents, is that it brings together countries and organizations that would not meet otherwise, that it combines priority setting at the policy-level with expert knowledge and the connection to real-life implementation, and that it focuses on a clearly defined issue (opiates from Afghanistan), with an appropriately sized number and range of stakeholders at the table. The small minority who voiced frustrations with the relevance of the Paris Pact (and particularly the expert working group level) pointed out that they are not in fact calling into question the relevance of the mechanism overall, but are rather disappointed that their expectations of effectiveness (too ambitious on hindsight, by their own observation) were not met.

A majority of respondents have indicated that there has been an increasing convergence of perspectives and priorities in countering the trafficking and consumption of opiates originating in Afghanistan, to which the PPI indeed has contributed significantly. In their statements, respondents linked this both to the increased awareness and more substantive data, analysis and expertise provided through the PPI leading to better policy-decisions in their countries and organisations ("downstream" alignment), and to the PPI better reflecting priority countries' needs and a more balanced comprehensive approach ("upstream" alignment).¹²

The web survey shows that 64% (n=60) of respondents considered that the PPI is "well" or "very well" aligned with the needs of their country or organization. Only eight respondents (9%) did not

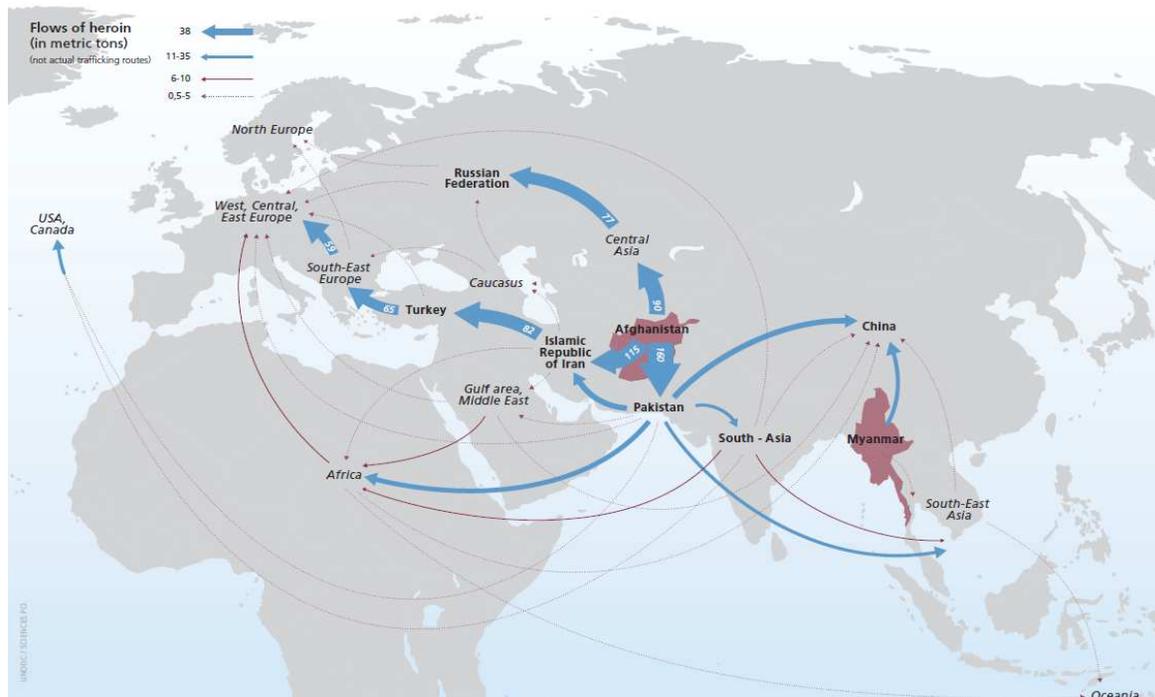
¹¹ OECD Glossary of Key Terms in Evaluation and Results Based Management <http://www.oecd.org/dac/2754804.pdf>: "The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies."

¹² Responses from all stakeholder groups, via interviews, questionnaires and the online survey, including in particular in meetings in Kabul.

see a sufficient alignment between the Pact and their country's/organization's needs. Among the examples of insufficient alignment cited in the comments, the emphasis on the supply side, including law enforcement measures at the expense of more demand-side interventions, notably a health-centred approach, was most prevalent. This observation does need to be balanced, however, with the increasing emphasis in the PPI on the demand side, as evidenced in the Vienna Declaration and e.g. by the upcoming EWG on Afghan opiate abuse prevention.

In light of the well-documented worrying trends in the production, trafficking and consumption of opiates originating from Afghanistan (see graphs and maps from the 2012 World Drug Report¹³ and the 2011 Threat Assessment¹⁴), the question whether an inter-regional forum is needed that facilitates direct communication among policy-makers and experts from countries spanning the whole range from source, transit to recipient countries, is not difficult to answer. As a number of respondents both in the interviews and the questionnaires put it: "If the Paris Pact didn't already exist, it would need to be created."

Figure 2: Heroin trafficking flows from Asia, 2009

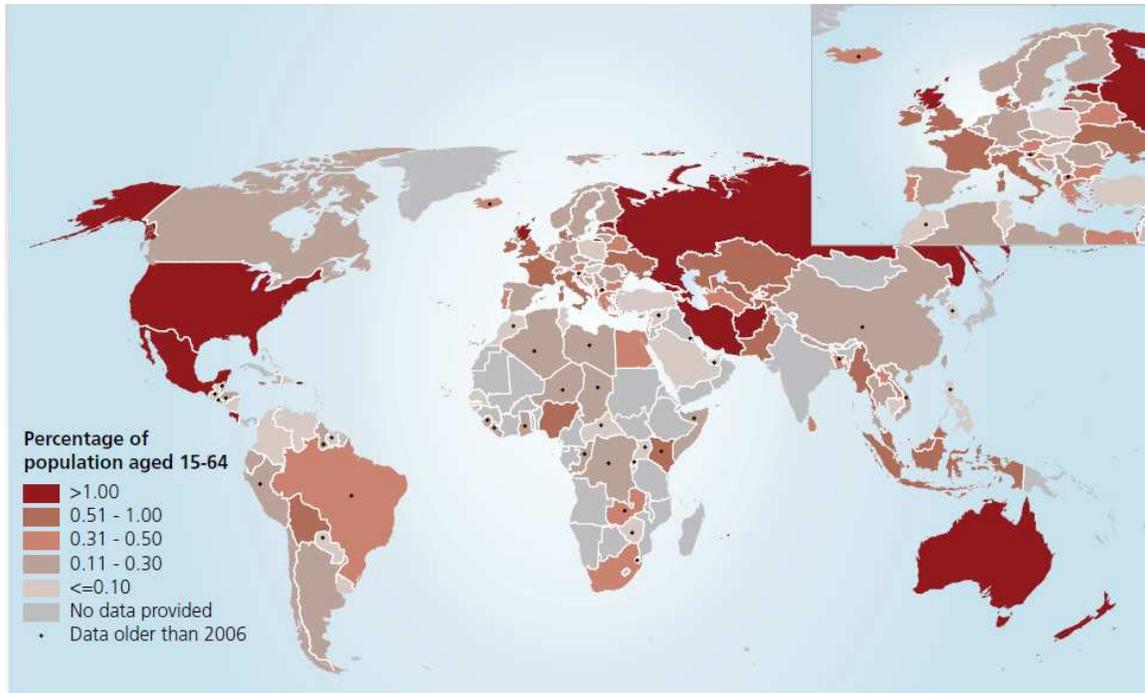


Source: UNODC, The Global Afghan Opium Trade - A Threat Assessment, 2011

Figure 3: Prevalence of the use of opioids (heroin, opium and non-medical use of synthetic opioids) in 2010 (or latest year)

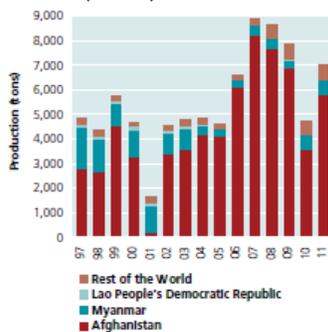
¹³ www.unodc.org/unodc/en/data-and-analysis/WDR-2012.html

¹⁴ www.unodc.org/documents/data-and-analysis/Studies/Global_Afghan_Opium_Trade_2011-web.pdf



Source: UNODC, *World Drug Report 2012*¹⁵

Figure 4: Global Potential opium production, 1997-2011 (Tons)



Source: UNODC.
Note: The 2011 estimate for the rest of the world is provisional.

A strong indication of the PPI's continued relevance also came with point 6 of the June 2012 Tokyo Declaration, which “stressed the critical importance of reducing drug and precursor production and trafficking, [...] and the responsibility of neighbouring and consuming countries to address the demand aspect of counter narcotics. The [Tokyo Conference] took note of the importance of outcomes of the 3rd Ministerial Conference of the Paris Pact Partners on Combating the Illicit Drugs and Opiates Originating in Afghanistan held on February 16, 2012 in Vienna. The Afghan Government and the International Community reiterated their determination to counter the menace of illicit narcotic drugs through such means as crop eradication, dismantling of drug production infrastructure and promotion of alternative agriculture and law enforcement, cooperation against illicit drugs and precursor chemicals, as well as money laundering and corruption linked to such trafficking. The Participants stressed that key to this is an end to conflict and the development of alternative livelihoods, as well as effective law enforcement, border control and anti-corruption measures; and the health sector must be able to provide care for those suffering from drug abuse.”¹⁶ In addition, counter-narcotics have been identified as one of the regional Confidence Building Measures of the Istanbul Process.

¹⁵ While there is a map showing only opiate use presented with this map in the WDR, this map was chosen for inclusion here following consultation with experts, as it provides better data coverage. A note below the maps in the WDR reads: Note: According to the Government of Canada, data on heroin use based on the household survey is not reportable and the Government of Canada does not report an estimate based on indirect methods.

¹⁶

http://www.mofa.go.jp/region/middle_e/afghanistan/tokyo_conference_2012/tokyo_declaration_en1.html

Respondents to the web survey commented that the PPI remains the primary international forum for regional and international cooperation to tackle the threats and challenges posed by opiates originating in Afghanistan. In the questionnaires, respondents emphasised that the PPI is vital for its role in continuously raising awareness and building political will among stakeholders.

The partners' agreement on the relevance of the PPI was taken by respondents to be attributable to a considerable extent to the professional work of UNODC through the PPCU in Vienna and the NSA network in the field ("the Paris Pact could not exist without the project's support"). Respondents also highlighted that given that the PPI is as relevant as ever, so is the project. While the responses varied somewhat on the relevance of different elements of the project (PCG, EWGs, NSAs, ADAM), this can be seen largely as a function of their perceived effectiveness, i.e. is better analyzed in the respective section below.

Effectiveness

With the emphasis in this evaluation on helping to shape a more effective Phase IV, “effectiveness”¹⁷ is the central criterion of this evaluation. This section aims to provide greater detail and depth than the others, but Table 3 below gives an overview of survey respondents’ perception of the Paris Pact’s effectiveness regarding six key objectives:

Table 3: Perception of PPI effectiveness related to its objectives

<i>PPI Objectives</i>	<i>Very effective</i>	<i>Effective</i>	<i>Ok</i>	<i>Less effective</i>	<i>Not effective</i>	<i>N/A</i>	<i>Rating Average</i>
1. To serve a diverse international partnership as a platform for information exchange; n=	32.3% 30	35.5% 33	20.4% 19	7.5% 7	2.2% 2	2.2% 2	3.80 Σ = 93
2. To provide the venue for consultations among experts and policy makers on issues related to opiates originating from Afghanistan; n=	37.2% 35	38.3% 36	12.8% 12	5.3% 5	3.2% 3	3.2% 3	4.03 Σ = 94
3. To provide evidence for strategic planning, policies, and action; n=	16.1% 15	47.3% 44	17.2% 16	12.9% 12	2.2% 2	4.3% 4	3.75 Σ = 93
4. To promote good practices on counter narcotics enforcement and opiates demand reduction; n=	26.6% 25	31.9% 30	20.2% 19	12.8% 12	4.3% 4	4.3% 4	3.62 Σ = 94
5. To identify weaknesses and recommend priority actions at the geographic and thematic level; n=	23.4% 22	30.9% 29	31.9% 30	8.5% 8	2.1% 2	3.2% 3	3.82 Σ = 94
6. To coordinate counter narcotics related technical assistance. n=	17.0% 16	29.8% 28	26.6% 25	16.0% 15	5.3% 5	5.3% 5	3.62 Σ = 94

Source: Web Survey

¹⁷ OECD Glossary of Key Terms in Evaluation and Results Based Management <http://www.oecd.org/dac/2754804.pdf>: “The extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance. Also used as an aggregate measure of (or judgment about) the merit or worth of an activity, i.e. the extent to which an intervention has attained, or is expected to attain, its major relevant objectives efficiently in a sustainable fashion and with a positive institutional development impact.”

While the PPI is perceived as effective regarding all six objectives, objective 5 (to identify weaknesses and recommend priority actions) and objective 6 (to coordinate counter-narcotics related technical assistance) score lower than the other four (54.3% and 46.8%, respectively, on “effective” and “very effective” combined). This is very much in line with responses in questionnaires, interviews, and the comments in the survey, pointing out that meetings are at times more focused on political consensus than on technical issues, and that while all actors call for better coordination, few are indeed willing to be coordinated.

The Policy Consultative Group

The PCG, which meets annually to guide the initiative, to review progress and to build consensus on joint priorities for the year ahead, is the pinnacle of the PPI. Consequently some stakeholders, who are less fully engaged in the Paris Pact Process, tend to think almost exclusively about the PCG when they speak of the PPI. Stakeholders who are more fully engaged emphasise the importance of the combination of the PCG with the EWGs in the Consultative Mechanism, along with the continuous work of the Paris Pact project team on information management (including via its staff in the field and the ADAM information platform).

Respondents to the survey (Table 4), the questionnaires and in interviews provided primarily positive feedback on the Consultative Group’s effectiveness in facilitating the exchange of information and the setting of priorities.

Table 4: Web Survey Results - Policy Consultative Group Effectiveness

<i>How effective has the PCG been regarding:</i>	<i>Information Exchange</i>	<i>Setting Priorities</i>
Very Effective	21%	16%
Effective	36%	34%
OK	24%	25%
Less Effective	3%	10%
Not Effective	3%	3%
No answer	12%	11%
Number of Respondents	90	88

Source: Web Survey

The survey results do also reflect observations that recurred frequently in interviews and questionnaires that there is room for further improvement, in particular in terms of setting priorities. This may in part be attributable to the diverging perceptions of the role of the Paris Pact referred to in the Relevance section, and to the consensus-based mode of decision-making the Paris Pact has chosen.

Overall, the survey, interviews, and questionnaires produced a broad range of responses on how effectively the PPI has served as a forum for the analysis of strengths and weaknesses of counter-narcotics measures (on both the supply and the demand side). The common denominator can be found in the response that the effectiveness of the consultative mechanism (i.e. the PCG and the EWGs taken together) varied significantly depending on the issue and on the constellation of experts involved. Another element that most responses had in common was that the emphasis was less on the analysis of strengths and weaknesses than on information exchange and recommendations of a more general nature.

Expert Working Groups

The EWGs were redesigned in Phase III (previously larger, geographically focused ERTs had been held) to boost effectiveness and facilitate follow-up through more focused agendas, allowing for more expertise-based attendance.¹⁸ Responses via all three channels, including in particular from priority countries and in Kabul, highlighted that the EWGs are considered to be a key, indispensable component of the PPI.

Respondents to the survey (Table 5), the questionnaires and in interviews provided primarily positive feedback on the EWGs' effectiveness in facilitating the sharing of experience and the drafting of recommendations.

Table 5: Web Survey Results – EWG Effectiveness

<i>How effective have EWGs been regarding:</i>	<i>Sharing Experience</i>	<i>Drafting Recommendations</i>
Very Effective	30%	19%
Effective	34%	37%
OK	15%	23%
Less Effective	8%	9%
Not Effective	3%	3%
NA	10%	10%
Number of Respondents	93	92

Source: Web Survey

While the shift from broader ERTs to more focused EWGs has helped improve the level of expertise-based attendance, some respondents still referred to room for further improvement in this regard.

As depicted in Table 5, EWGs are seen as effective in drafting recommendations – though not “very effective” in the way they are seen for sharing experience. This relates to a point that recurred in almost all responses, the follow up to EWG recommendations. The PPI's current mechanisms to follow up on the implementation of recommendations drafted by the EWG and endorsed by the Policy Consultative Group are not effective, in part because partners have not committed sufficient time and resources to feed them.

There were observations that the quality and relevance of recommendations varied between different issues. Precursor control was cited as one of the issues on which the EWGs have been more effective, not least because there was a strong link with several existing projects in the region on precursors, and because there were two EWGs held on the same issue (Paris, November 2010, and New Delhi, November 2011) which allowed for an informal peer-based review of follow-up, facilitated by a request from the PPCU to participants in advance of the second meeting to prepare an update on progress since the first meeting in Paris.

The feedback on expert meetings was much more positive among priority countries than among a very small group of donors. Donors emphasised that expert meetings should take place primarily in the regions (as they already have been), and that efforts to encourage more effective follow-up (e.g. by having more consistent working groups and by having dedicated focal points in each partner country) would be welcome.

¹⁸ See e.g. PPI Discussion Paper 2011: Evaluating the achievements: From Partnership to Policy, to Action; Independent Evaluation Report: The Paris Pact Initiative, Phase II, July 2009; recommendation 3.

It is difficult to establish a measurable direct link between the recommendations formulated by the EWGs and national responses in priority countries¹⁹ in terms of direct references in relevant strategies, but respondents in direct interviews, questionnaires and the online survey all underscored the effectiveness of the Paris Pact in raising awareness of challenges and potential responses both among policy-makers and expert practitioners. In particular, projects associated with the Paris Pact process such as TARCET, the Triangular Initiative, CARICC, and the Container Control Programme were highlighted as substantially changing not only national responses, but above all also the very nature of relations across borders.

While the EWGs themselves may have only contributed to strengthening counter-narcotics capacities in priority countries to a fairly limited degree, downstream processes and projects associated with the Paris Pact have undoubtedly strengthened capacity, above all in law enforcement, but also in other fields including international relations, legislation, and public health.

The PPI's EWGs are intended to provide an opportunity for working-level collaboration for those who are actually carrying out interdiction, law enforcement, legal reform, and drug abuse prevention on the ground. The PPI needs to ensure that these operationally-focused working groups remain targeted to working-level field officers, rather than to diplomatic or political officers.

UNODC Project GLO K31

UNODC Project GLO K31 was created to support the third phase of the PPI. It is important to bear in mind that the project is not solely or even primarily responsible for the effectiveness of Initiative overall. The responsibility for the effectiveness of the Initiative lies firmly with the partner countries and organisations.²⁰

The project has four outcomes. Overall, the project has made good progress on all four outcomes since the beginning of Phase III. Table 6 presents the outcomes for the project, and a brief assessment of the evolution of each one.

Table 6: Assessment of GLO K31 Project Outcomes

<i>Outcome</i>	<i>Summary of Outcome Assessment by the Evaluation Team</i>
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¹⁹For this evaluation (as opposed to the eight countries more narrowly defined as such for financial support): Countries along the major routes from Afghanistan to Europe most affected by the trafficking of opiates, i.e. including both Phase III and potential Phase IV priority countries: Afghanistan, Albania, Bosnia and Herzegovina, Croatia, Former Yugoslav Republic of Macedonia, Iran, Kazakhstan, Kyrgyz Republic, Montenegro, Pakistan, Serbia, Tajikistan, Turkmenistan, Uzbekistan.

²⁰See e.g. Executive Director Costa's statement at the PCGM in December 2008: "The Paris Pact works because it is a cooperative venture: it represents a common interest and a shared responsibility to contain the Afghan opium menace. [...] The Paris Pact is [the partners'] initiative – UNODC is your Executive Secretariat, but our role is catalytic and back-stopping. You can count on our support, but the responsibility to engage is yours." <http://www.antoniomariacosta.com/unodc-speeches&Itemid=48>

<p>Outcome 1: Paris Pact partners adopt and implement recommended target interventions against the trafficking and consumption of opiates originating in Afghanistan.</p>	<p>All recommendations formulated by experts were endorsed by the PCG and were thereafter published on ADAM. A new functionality was set-up on ADAM that allows all PPPs to report on progress made by their country in the implementation of expert recommendations; PP focal points are still being identified by relevant partners.</p>
<p>Outcome 2: Paris Pact partners provide information to the ADAM on a continuous basis and filter new project proposals by checking the database.</p>	<p>Since the launch of ADAM version 3.0 in July 2011, the number of unique users on ADAM has doubled to more than 100 per month. Most countries and organisations do not frequently input the necessary data in ADAM. Top-level decision makers do not use ADAM, mainly due to a lack of time. Primary users seem to be technical staff. Whether ADAM was used to guide new projects could not be determined. NSAs have been the main contributors to building content on ADAM.</p>
<p>Outcome 3: Paris Pact partners use information provided through the Paris Pact to inform operational decision making and strategic policy</p>	<p>Through the NSA network, substantive data collection has taken place on drug-related issues. The information is shared with PPI partners and available in ADAM. A global online forum for data collection and monitoring of drug related statistics is now in place in response to Paris Pact partners' requests (heroin2011.dbroca.uz). The PPI has set the basis for more robust data collection and information sharing through the expansion of the NSA network (Serbia, FYROM and Kyrgyzstan). Practical recommendations from the EWGs on Cross Border Cooperation, Financial Flows and Precursors were endorsed by the PCGM as guidance for Paris Pact priority action. Interviews and questionnaires showed that information generated/disseminated through the PPI is considered by top-level decision makers.</p>
<p>Outcome 4: The objectives, activities and resources of UNODC projects and programmes related to Afghan opiates are cross-referenced with those of the Paris Pact.</p>	<p>The PPI and its concept are not integrated as fully into UNODC's Regional Programmes as would be possible. The Paris Pact project is located within the Integrated Programme and Oversight Branch (IPB), and the Project Coordinator liaises with all relevant sections within UNODC and makes full use of the expertise available regarding drug demand reduction and drug supply reduction as well as research and analysis, as required by the Paris Pact. There are complementarities between the Paris Pact and other UNODC projects. NSAs located in UNODC field offices in 6 of 8 countries covered by the Reg. Programme for Afg. and Neighb. Countries and 2 of the 6 countries that are covered by the Reg. Programme for South Eastern Europe – have been working with Regional Programmes and other UNODC projects and programmes, including AOTP and the Container Control Programme.</p>

Close to three quarters (71%; n=89) of respondents to the web survey indicated that the Paris Pact project serves the partnership effectively and very effectively. Similarly, 81% (n=63) of respondents that have participated in PPI meetings rated UNODC’s role in the meetings as good or excellent.

All respondents throughout the interview process and almost all respondents in the questionnaires and surveys were unanimous in their praise of the responsiveness of the PPCU, and of the quality of event organisation services provided. Among the options in the survey for how to make the PPI more effective, “strengthening the mandate of the PPCU” was the third most frequently chosen option.²¹ The calls for more effective follow-up to EWG recommendations were also link to a strengthened role for the PPCU in this regard.

The potential synergies between the PPI, the Rainbow Strategy and the Regional Programmes are very strong, but they have not been brought to bear sufficiently so far. While there would be a clear logical progression from the CNL via the PPI to UNODC’s recently launched Regional Programmes, this link has not been clarified sufficiently. Respondents from all stakeholder groups called for a further evolution of the mutual connection between the Paris Pact and the two UNODC Regional Programmes (Afghanistan and Neighbouring Countries, and South-Eastern Europe).

ADAM – the PPI’s web-based information platform

The functionality and content of ADAM has improved significantly throughout Phase III;²² usage figures have also increased, surpassing 100 unique users per month for the first time in May 2012.

Table 7: ADAM phases

<i>Paris Pact Phase I</i>		<i>Paris Pact Phase II</i>		<i>Paris Pact Phase III</i>	
ADAM Objectives & Requirements	ADAM Main Features	ADAM Objectives & Requirements	ADAM Main Features	ADAM Objectives & Requirements	ADAM Main Features
‘Clearing house’ mechanism, to group together TA projects by country, to avoid duplication, and ensure the most effective use of scarce donor resources provide real time info about assistance needs,	Internet-based automated system for coordinating donor assistance Developed within the ‘CN Law Enforcement’ thematic profile Responsibility for coordination, management and delivery	Implementation of a robust technical infrastructure for ADAM through the adoption of standard UNODC/ITS hardware and software. Technical management, hosting and support of ADAM move from Sofia to Vienna: Implementation of secure and	XML Schema solution to partners OSCE/POLIS data in ADAM Data mining engines automatically alerting relevant users about possible duplication of projects and activities. Intelligent portal Graphical Visualization	Develop Recommendation on follow-up module Reclassify ADAM Thematic Area Ensure the sustainability and wider use of ADAM Develop meeting and special messages modules New look and	<ul style="list-style-type: none"> • Enhanced redesigned Project Profile • Spotlight Search • Country factsheets • Redesigned Dashboard • New Reports • Meeting Documentation

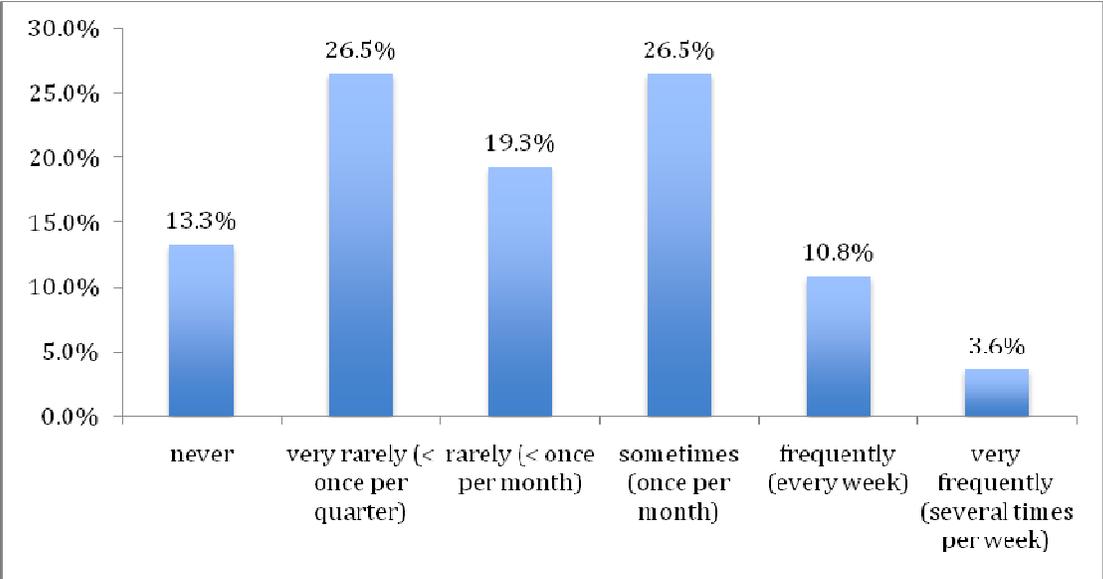
²¹ With n=40 of 81; behind better follow-up tracking (n=51 of 81) and more participation by PPI partners / ownership (n=47 of 81).

²²Direct observation of ADAM 2010 versus 2011 and 2012; respondents’ feedback in questionnaires and interviews; online survey.

assistance provided, planned assistance and detailed info on past and ongoing projects	delegated to ADAM Project Coordinator, working from the Reg. Proj. Office for South East Europe (RPOSEE) based in Sofia, Bulgaria	automatic data transfer from existing IT systems with info on Paris Pact partners' projects. Implementation of system wide graphical and visual Enhancements. Inclusion of demand reduction data into ADAM Russian interface added	reports Enhanced Registration & Authorization process Automate the news feeds Online help and training	feel	
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Figure 5 tries to capture ADAM usage among PPI stakeholders. Based on the web survey, the figure depicts the same trends as identified in the interviews and questionnaires.

Figure 5: ADAM Access on average



Source: Web Survey

ADAM usage has a direct relationship with the respondent position inside the PPI, and within its own organization. A common response from higher-level respondents on why they access ADAM very rarely or not at all was that they didn't have time.

Both the online survey and the interviews/questionnaires produced largely positive feedback, especially on elements that go beyond the original concept of a project-level donor database. Most of the information provided on ADAM is considered relevant by the web survey respondents (Figure 6). The ones with the highest levels of relevance are related to the products developed by the NSAs, and meeting information.

Figure 6: Relevance of ADAM information



Source: Web Survey

National Strategic Analysts

While there are examples of a direct link between NSA's products and partners' decisions,²³ the more pertinent contribution appears to lie in a general improvement of the availability of data and the quality of the resulting analysis, which feeds into partners' decisions more indirectly. The web based survey shows that most of the respondents see the three main products and the services of the NSAs as relevant or very relevant.²⁴

Table 8: Perception of the relevance of NSA's products

	<i>Very relevant</i>	<i>Relevant</i>	<i>Somewhat relevant</i>	<i>limited relevance</i>	<i>Not relevant</i>	<i>N/A</i>	<i>Total</i>
Country fact sheets	39%	30%	9%	6%	3%	14%	100%
Drug Situation Analysis reports	49%	24%	8%	6%	3%	10%	100%
Individual drug seizure database	40%	33%	6%	3%	3%	15%	100%

Source: Web Survey

In terms of services, 60% of web survey respondents (n=53) mentioned that the work of NSAs in providing training on data collection, mapping and data analysis is relevant or very relevant. The survey also showed that 68% of the respondents (n=61) mentioned NSAs' role in supporting the participation of government experts and policy makers in Paris Pact meetings as relevant or very relevant (Table 9).

²³ Several respondents underscored how important it was to them to be able to base their policies and operations on the reliable and timely information provided by the NSAs.

²⁴ Country fact sheets (adding up to 68.1%), Drug situation analysis report (72.8%) and individual drug seizure database (72.8%).

Table 9: Perception of the relevance of NSAs Services

<i>Answer Options</i>	<i>Very relevant</i>	<i>Relevant</i>	<i>Somewhat relevant</i>	<i>Limited relevance</i>	<i>Not relevant</i>	<i>N/A</i>	<i>Total</i>
Assisting the host Government in completing the Annual Review Questionnaire (ARQ)	28%	34%	12%	7%	2%	17%	100%
Supporting the participation of Government experts and policy makers in Paris Pact meetings	28%	40%	8%	8%	4%	12%	100%
Serving as the local focal point for the Paris Pact process and ADAM	27%	42%	8%	7%	2%	14%	100%
Providing training on data collection and the mapping and analysis of data	34%	26%	12%	6%	4%	18%	100%

Source: Web Survey

While these responses give a clear indication of the appreciation of NSA’s work, the interviews and the comments on the web survey show that there are a number of respondents who appear not to be fully aware of the NSA’s role and contribution to the PPI – as is also indicated by the high number of respondents that selected “NA” (“no answer,” Table 9). Countries where NSAs are placed report a high level of satisfaction with NSAs’ work, both in terms of data collection and in terms of capacity building and liaison services.

Efficiency of UNODC Project GLO K31

It is particularly challenging to measure “efficiency” in a context in which results are defined very broadly, and in which several of the elements that partners state they value most highly in the Paris Pact Process (having a forum that brings together partners who would not engage with each other elsewhere, having the combination of decision-makers and technical experts in relevant fields, having a basis of trust that has been built over years) are very difficult to assess in terms of monetary value.²⁵

It was not surprising therefore, that many external respondents did not see themselves in a position to respond directly on questions of efficiency. In line with the strongly positive feedback on the projects performance, however, partners inferred that the mechanisms with UNODC must support the project well. UNODC respondents pointed to room for further improvement in terms of clarity in the organizational structure, managerial support, and coordination mechanisms within UNODC, both specifically in terms of the Paris Pact and in terms of UNODC more generally.

The PP project budget was allocated and spent largely as planned, with the exception of the funds for the P3 position in the PPCU. Following UNODC internal realignments, the position of an envisaged Drug Control and Crime Prevention Expert (with a strict law enforcement focus) was

²⁵ If UNODC and its donors wish to commit resources to a full-scale, in-depth assessment, a comparison between different projects might be conducted. For the present evaluation, such an exercise would have gone well beyond the terms of reference.

not regarded as a priority in the initial stage of the project. In the interim, the Project Coordinator assumed some of the responsibilities of the Drug Control and Crime Prevention Expert and successfully compensated the expertise by coordinating with other sections within UNODC Vienna and Field Offices.

The workload of the unit would, however, have required the P3 position. While the project coordinator worked well beyond the call of duty, opportunities to strengthen operational linkages between the PPI and other UNODC projects/programmes were not all fully utilised. Due to the initial project end date of May 2012 and the uncertainty of an extension as well as the intense preparations for the Third Ministerial Conference to be held in February 2012, there was not sufficient time to embark on a recruitment process. To compensate the lack of an additional staff member within the unit, the National Strategic Analyst based in Moscow was temporarily placed in Vienna.^{26, 27}

One donor commented that the fact that some funding needed to be carried over from Phase II to Phase III was an unwelcome surprise, but that in Phase III both the implementation and the reporting on it went smoothly. See annex VI for a budget overview.

The respondents mentioned the good logistical support for and facilitation of the Ministerial Conference, the PCG and EWG meetings. Responses were more indirect than direct in emphasising the hard work of the PPCU, while often not recognising directly that delivery at the high level of quality and quantity that the PPCU has attained may not be sustainable with the current level of financial and human resources. When questioned directly on this point, respondents did observe that the Paris Pact Coordination Unit, with the support of UNODC Field Offices, has delivered more than could be expected of a team of this size. Those who did comment in the survey and the questionnaires remarked on how efficiently events were organised and how a very small team with only one international professional staff consistently provided high-quality services.

Sustainability and Impact

Sustainability²⁸ and impact²⁹ were not developed very strongly in the terms of reference for this evaluation, partly due to the fact that the Paris Pact is not, strictly speaking, a development intervention, but rather a political process that has its most direct value added while it continues, and consequently focuses less on impact and sustainability beyond the duration of the project. Also, with the evaluation focusing on only a 24-month period in the Paris Pact's history, the more long-term aspects are more difficult to observe.

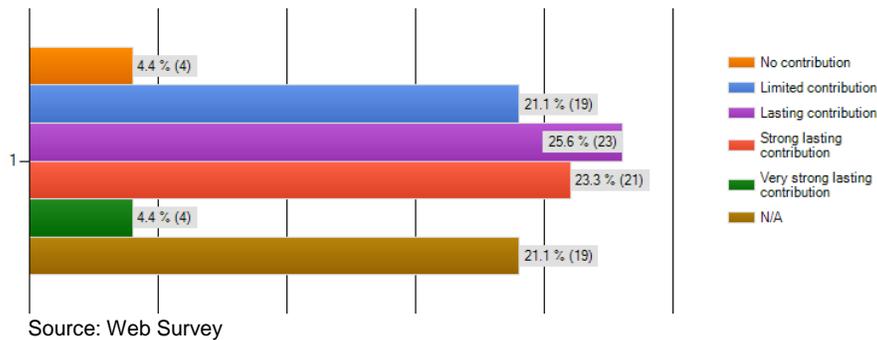
²⁶ UNODC GLO K31 Annual Project Progress Report 2011.

²⁷ The money saved by not filling this position was used to fund: 1) additional ad-hoc resources (field staff called to assist the PPCU, consultant recruited to perform specific tasks); 2) travel costs and DSA of experts from priority countries to participate in EWGs (not originally foreseen in the budget); 3) cost-sharing of technical guidance and expertise by STAS of the NSAs network.

²⁸ OECD Glossary of Key Terms in Evaluation and Results Based Management <http://www.oecd.org/dac/2754804.pdf>: "The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time."

²⁹ OECD Glossary of Key Terms in Evaluation and Results Based Management <http://www.oecd.org/dac/2754804.pdf>: "Positive and negative, primary and secondary long-term effect produced by a development intervention, directly or indirectly, intended or unintended."

Figure 7: Perception of the contribution of PPI expert recommendations to long-lasting, sustainable improvements in counter narcotics responses.



As a proxy, or rather a “pars pro toto,” the survey contained a question on whether the implementation of expert recommendations brought about long-lasting, sustainable improvements; responses were almost evenly split between “strong lasting contribution” / “very strong lasting contribution” (28%), “lasting contribution” (26%), “no contribution” / “limited contribution” (26%), and “no answer” (21%, Figure 7). Very few respondents could provide concrete examples of policies or strategies that could be attributed directly to Paris Pact recommendations. The most concrete examples again referred to projects and programmes associated with the Paris Pact and the Rainbow Strategy, including TARCET, the Triangular Initiative, CARICC, and the Container Control Programme. The high percentage with “no answer” underscores the challenges in terms of attribution, and may indicate a problem with the formulation of the question.

On a qualitative level, respondents reported strong long-term results from the PPI. Among the most sustainable efforts, however, are ones which are difficult to quantify – improved communication, contacts and trust may translate into joint operations and more tangible results, but the link is not direct and the effects are not immediately proportionate. Increased awareness, a stronger willingness to find a common language, greater consensus, buy-in into a multi-lateral process are all sustainable (though not irreversible).

Among the less sustainable efforts are those that have a less direct link to the reality on the ground, and ones that are linked to expectations that may not be sufficiently realistic. The overly ambitious project-focused first version of ADAM falls into this category, as do expectations that all affected countries might adopt approaches similar to those prevalent in the EU, including in terms of utilising IT systems, sharing information and moving from agreeing on recommendations to implementing them.³⁰

The primary constraint to sustainability, as with the Paris Pact overall, is the lack of clarity on what partners would like to be sustainable. Based on the assumption that partners would like the improved relations between themselves to be sustainable, a key limitation is that these relations are only partly institutionalised and ultimately do still depend largely on individuals involved.

If one looks at the sustainability of efforts to curb the production, trafficking and consumption of opiates from Afghanistan, one has to admit soberly that it is questionable whether there has indeed been measurable sustainable progress since 2003. In this sense, the highly complex conflict, political and socio-economic context is the main constraint to sustainability of efforts emanating from discussions in the Paris Pact. In other words: Unless the conflict in Afghanistan

³⁰ Direct observation of ADAM 2010 versus 2011 and 2012; respondents’ feedback in questionnaires and interviews; online survey.

can be resolved, and societies and economies in the region embark on a healthy growth trajectory, sustainable progress on reducing the flow of opiates from Afghanistan may prove elusive. Several respondents in interviews linked this observation to a call for a truly balanced, comprehensive approach embedded in a wider development strategy, and to a long-term perspective for the PPI rather than two-year cycles.

The PPI has as one of its objectives to facilitate the engagement of partners and to help avoiding duplication; the limited impact of partners’ efforts in the regions, however, cannot be attributed to the PPI.

Ownership

Respondents in the priority countries, including Afghanistan in particular, emphasised that they would like to see an even stronger focus on the region, and that they would like more PPI events to be held in their own countries. This can be seen as an indication of a certain level of ownership at a strategic level. Whether this corresponds to strong ownership of the concrete objectives and the implementation of recommendations is less apparent. It is borne out beyond doubt, however, by the strong response in interviews, questionnaires and the online survey, that Afghanistan and the countries along the trafficking routes very much appreciate the PPI, and that they would like to see more of this kind of support which is built on a combination of fully recognised equality at the political level and needs-based technical assistance.

As respondents point out, the Paris Pact has contributed to a sea change in terms of the visibility of and attention to the problems linked to opiates trafficked from Afghanistan, and a subsequent improvement of national expert capacities and greater coherence in policy-making. The usefulness of the Paris Pact in facilitating stronger working relationships across borders, building trust and enhancing political buy-in was underscored particularly by references to concrete examples linked to projects under the Rainbow Strategy (e.g. TARCET, the Triangular Initiative).

Partnerships and Cooperation

The PPI is inherently about partnerships and cooperation, which is why this criterion that is used in UNODC evaluations but is not included in the standard OECD/DAC criteria,³¹ is treated in this evaluation more as a cross-cutting issue.

The PPI has both contributed to a greater readiness among partners to communicate and share information, and has facilitated networking and some of the information exchange that has ensued. While ADAM has played a role in this, too, it could perhaps be used more effectively to this end in the future.

Table 10: Perception of PPI support in terms of collaboration between partners

	<i>Very strongly supported</i>	<i>Strongly supported</i>	<i>Somewhat</i>	<i>To a limited extent</i>	<i>Not at all</i>	<i>N/A</i>	<i>Count</i>
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³¹ The relevant note in the OECD Glossary of Key Terms in Evaluation and Results Based Management (<http://www.oecd.org/dac/2754804.pdf>) is however worth citing: “The concept of partnership connotes shared goals, common responsibility for outcomes, distinct accountabilities and reciprocal obligations.”

Avoiding the duplication of efforts n=	10% 9	30% 27	33% 30	16% 14	1% 1	10% 9	90
Creating synergies among initiatives on counter-narcotics n=	9% 8	49% 45	26% 24	8% 7	2% 2	5% 5	91
Enabling communication among experts n=	30% 27	43% 39	18% 16	5% 5	1% 1	3% 3	91
Enabling coordination among policy makers to facilitate the implementation of recommendations n=	13% 12	47% 42	22% 20	10% 9	3% 3	4% 4	90
Facilitating cooperation on joint operations n=	7% 6	34% 30	26% 23	15% 13	4% 4	15% 13	89
Exchanging lessons learned and promoting best practice n=	16% 14	43% 38	23% 20	8% 7	3% 3	7% 6	88

Source: Web Survey

The responses in the survey (see Table 10), underscored by statements in interviews and questionnaires, especially from the priority countries themselves, indicate that indeed the consultative mechanism has promoted partnership and good practices. Concerns among individual experts from donor countries that “promoting” partnership and good practices may not be sufficient to achieve measurable changes in the short term are justified, but should be seen against the background of the highly complex systemic challenges in the regions, and the delicate nature of the political processes associated with counter-narcotics.

The Paris Pact has supported collaboration between partners, and fosters synergies to some extent through ADAM, but avoiding the duplication of efforts has been beyond reach, largely due to the inherent mechanics of bilateral and multilateral aid, and a lower than expected utilisation of ADAM.

Unfortunately, the evaluation team did not have the opportunity to interview counterparts from other UN entities (none of the three best-placed candidates for such a conversation were in Kabul at the time of the team leader’s field visit). Especially in drug demand reduction, for example, joint initiatives could be very promising.

According to respondents among priority countries, donors, and UNODC staff in other parts of the organisation, the Paris Pact has both served as the source of a strategic consensus on priority projects (in particular under the Rainbow Strategy, and more recently the regional programmes), and as a forum for other projects to present themselves to stakeholders (especially AOTP and the CCP). There is room to further develop and strengthen linkages between these priority projects and the Paris Pact in Phase IV.

A standard research question in UNODC evaluations is whether the project fostered innovative solutions. Perhaps the solutions shared via the PPI were not “innovative” in the common sense of the word that they had not yet been tried elsewhere, but by fostering a readiness and the political will to adopt solutions that had been developed and applied in other countries, the Paris Pact provided a unique forum for priority countries to get to know, discuss and review solutions to the

challenges they have been facing (e.g. via TARCET, the Triangular Initiative, CARICC, and the Container Control Programme, but also in terms of demand reduction approaches).

Design

While the project document was well drafted (and reviewed in depth as evidenced by the fact that the final document is version eleven), particularly in terms of the situation analysis, justification and strategy, the project design suffers from the fact that it is based on the prescribed elements of a development project. By its nature as primarily a policy-making and expert facilitation process, the PPI does not lend itself well to a standard “results based management” approach.

Consequently, there are elements among the outputs of the GLO K31 project that are not (as they should be) 100% within the responsibility of the project. This is exacerbated by the emphasis at the time in UNODC project documents on “activities,” which runs counter to the principles of results based programming.

In terms of recommendations, lessons learned and best practices from evaluations of previous phases the project document for Phase III recognizes the findings of the evaluations of Phase I and II, and calls for the introduction of smaller, thematic technical working groups with a purely operational focus (done); aims to address partner reticence on ADAM participation through a contact point to work with the ADAM user community to define and action their needs (done, but perhaps with too much emphasis on IT improvements and NSA inputs rather than a more proactive engagement with ADAM users); sets out to expand the National Strategic Analyst (NSA) network to include coverage of the southern trafficking route through the Balkans (done). Based on the evaluation, the project document also proposes an additional P grade position in the Paris Pact Coordination Unit, to develop expert meetings, to help formulate recommendations and follow up on their implementation and provide guidance to the work of the NSAs (partly addressed; the project covered part of the salary of a P4 in the AOTP to help guide the NSAs; further analysis, conclusions and recommendations below).³²

Overall, the project has implemented recommendations, lessons learned and best practices to the extent possible within the constraints imposed by limited funding, the challenging environment in the priority countries, and the political nature of the Paris Pact process; see annex IX for an overview matrix.

In terms of design, the potential synergies between the PPI, the Rainbow Strategy and the Regional Programme for Afghanistan and Neighbouring Countries are strong, but are yet to be fully brought to bear. There are encouraging signs that efforts in this direction are already under way, not least with the Regional Programmes for Afghanistan and Neighbouring Countries, and for South Eastern Europe.

³² UNODC GLO J33, Paris Pact Initiative Phase II: Evaluation Report, August 2009.

III. CONCLUSIONS

(a) Partners agree that the PPI is relevant and should continue. The most relevant value-added of the PPI is its contribution to the convergence of views among countries affected by opiates originating in Afghanistan around a balanced, comprehensive approach, and the political commitment it has generated.³³

As reported by all respondents, the Paris Pact's most visible intended long-term effect is the continuous fostering of political will and mutual trust, which is the most basic sine-qua-non in the fight against drug trafficking. Partners, especially priority countries and donors, should keep focusing back on this as the core function of the Paris Pact. Trust and political will require consistent attention and very skilful fostering – they cannot be assumed to have been attained and therefore to last without further support. Likewise, it would be wrong to assume that the PPI could build and maintain trust and political will via a process that would be more narrowly designed to cater exclusively (or even primarily) to the policy-making level.

(b) The PCG has a vital role in providing consistent, clear, solution-focused guidance, building on the expertise of the EWGs. As one of the most visible elements of the PPI, it has a particular responsibility to lead partners' efforts.³⁴

The PCG has so far been limited in its identity and role to an annual PCGM (reconvened twice in Phase III), with limited follow-up at this level in the interim. This has constrained the effectiveness of the partnership, as the burden of initiative and follow-up remained predominantly with UNODC. A more forward-looking system of chairing by partners could facilitate stronger and more consistent partner engagement, and could help advance efforts to operationalize the work of the PPI.

(c) EWGs have become more focused and better geared to providing actionable recommendations following the 2009 evaluation; the perception among partners is that further room for improvement remains, especially in terms of follow-up.²⁹

One of the factors hampering effectiveness was inconsistent or non-expertise-based participation in previous EWGs. Among the improvements cited, e.g. in connection with the two EWGs on precursors, was the opportunity to review progress since the previous meeting based on semi-structured briefings by participants. These steps towards more consistent and coherent follow-up deserve to be built upon and expanded. Linkages with UNODC's operational vehicles (global and regional programmes) in this progress review mechanism could also be stronger.

(d) NSAs connect policymakers, experts on the ground and multiple UNODC projects, and are the main contributors to ADAM. Further efforts to connect them better with partners and with other UNODC projects are under way.²⁹

While the project did highlight the contribution of NSAs consistently, e.g. in its bimonthly updates, reports on their activities at each PCGM and through the circulation to Permanent Missions of their reports, as well as progress reports on ProFi and via a dedicated page on ADAM, several respondents described themselves as not sufficiently familiar with the NSAs'

³³ See Findings under II. Relevance.

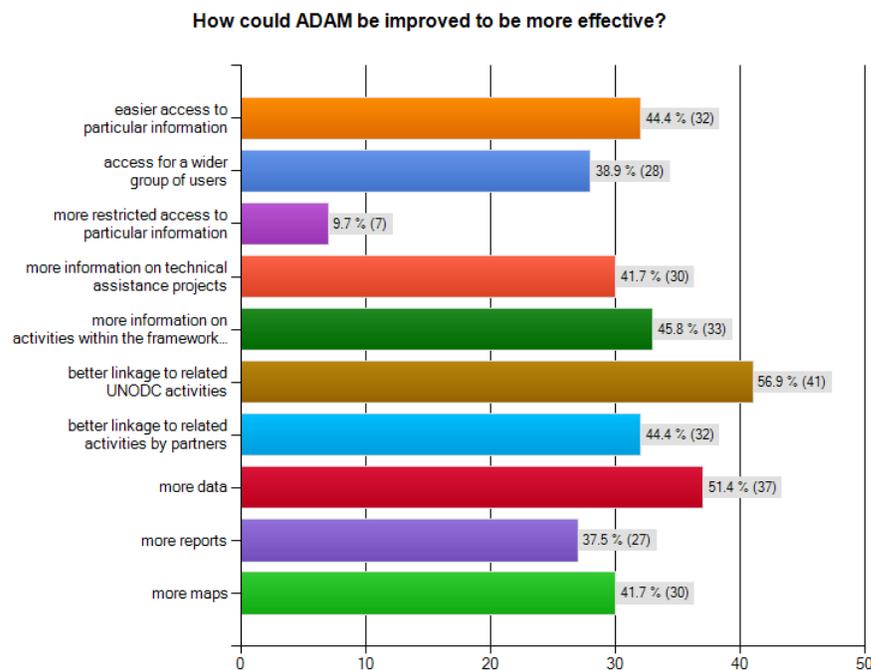
³⁴ See Findings under II. Effectiveness.

work. A report on the NSA network drafted by the PPCU at the request of partners not only provides ample background and analysis, but also provides pertinent recommendations for partners to take into consideration when designing Phase IV.

(e) The PPI’s online information platform, ADAM, has evolved into one of the most advanced tools of its kind; while usage has increased throughout Phase III, however, it is still below critical mass. Considerable room for further improvement remains in terms of usage. 29

As (Figure 8) from the survey shows, stakeholders support a variety of possible measures to enhance ADAM further. The only proposed option that failed to garner support was the idea that ADAM might be used for information with a higher level of confidentiality that should only be accessible to a limited selected group of users. Related comments in interviews indicated that other tools exist for such confidential information, which would tend to be exchanged bilaterally.

Figure 8: Answers on future improvements in ADAM



Source: Web Survey

(f) The connection between capitals/headquarters and the field, between policy-makers and experts, and between donors and priority countries, deserves to be clarified and strengthened, as one of the potential greatest benefits of the PPI.³⁵

Respondents described the Paris Pact as a forum where not only representatives of permanent missions from 58 countries could interact, but also as a unique opportunity to connect policy-makers and diplomats with the field perspective, to foster an exchange between priority countries and donors, and to facilitate coherence between projects (implemented by UNODC or by other organisations). While the PPI has served this purpose, it could do it more effectively if partners more consistently engaged the full breadth of their own counter-narcotics actors, if the relationship between UNODC GLO K31 and other parts of UNODC was enhanced further, and if the project was given more capacity to engage with the field, not least to facilitate the follow-up to EWG recommendations and PCG decisions.

³⁵ See Findings under II. Partnerships & Cooperation, Design.

(g) The PPI has been relying on a relatively narrow funding base compared to the number of partners, and the implementation period of just 24 months has unnecessarily complicated project logistics.³⁶

UNODC project GLO K31 has been funded by nine donors during Phase III (Figure 9).

Figure 9: Donors for GLO K31 Project and pledges received between May 2010 and May 2012

Donor	USD	%
France	857,947	28%
United States of America	500,000	16%
Russian Federation	454,770	15%
Norway	342,919	11%
United Kingdom	303,095	10%
Turkey	200,000	7%
India	200,000	7%
Austria	163,657	5%
Italy	49,788	2%
	3,072,176	

As of September 2012, additional pledges were received from France (\$132,800) and Russian Federation (\$143,000) to fund the extension of Phase III until the end of 2012.

Source: Profi Business Intelligence

As the table shows, the top three donors provided 59% of the funding, the top five – 80%. While there are many projects that have fewer donors, in a project that so critically depends on its good offices being seen as neutral, it would be very helpful if partners could demonstrate their commitment to the shared responsibility by contributing financially, even if only modestly.

Related challenges have been the limited predictability of funding that has resulted in a constant need for the project to commit time to acquiring further funds, and the uncertainties caused by short-term contracts, which also lead to staff looking for opportunities elsewhere.

³⁶ See Findings under II. Efficiency.

IV. RECOMMENDATIONS

(a) PP partners should build on the Vienna Declaration to provide a clearer focus for the PPI; partners should maintain their renewed commitment to implementing a balanced, comprehensive approach by agreeing on more consistent follow-up.

In line with the March 2012 CND resolution 55/11 and the decisions of the February 2012 Third Ministerial Conference of Paris Pact Partners in Vienna; PP partners should keep the momentum to ensure that Phase IV brings a qualitative step forward in the partnership and in cooperation under it. The Vienna Declaration has identified four priority areas of focus, which need to be built upon in Phase IV.

(b) The PPCU should ensure the project document for Phase IV lays out clear, actionable objectives and responsibilities for each group of stakeholders; and a strengthened PPCU should continue to facilitate consistent follow up.

With a clear mandate coming out of the 3 September reconvened Policy Consultative Group Meeting, the project team should enable partners to commit to a project document that incorporates a focused vision for the future of the Paris Pact. Thus, the project document needs to reflect the fact that the project supports an initiative that goes far beyond UNODC; if possible, it should contain clear actionable objectives and responsibilities for all stakeholders, based on the Vienna Declaration, linked to SMART, quantitative and qualitative indicators. This project document should also clearly spell out a mandate for the PPCU to facilitate follow-up on EWG recommendations, including counterpart commitment and funding for at least two more professional staff, one in the field and one in headquarters. The project document should also clarify linkages with UNODC's global, regional, and country-level programmes.

(c) PPI partners should reconfirm the clear definition of roles between the PCG, the EWG and UNODC; they should agree on consistent chairs for the PCG and the EWGs at least for a year in advance, and establish focal points in their capitals with a clear mandate to follow up between meetings.

Bearing in mind that the PPI is a partnership to be led by partners, the PCG should designate partner co-chairs for a year in advance. If possible, it would be ideal if teams of two partners (a priority country and a partner with strong relevant expertise) could be defined for the PCG and for each of four EWGs (corresponding to the Vienna Declaration priorities), with at least one dedicated staff to work with the PPCU consistently on preparation and follow up. Together with dedicated focal points in partner capitals (who need to have a clear mandate to follow up with counterparts at all levels in their country), these teams could make a vital difference in operationalizing the Paris Pact.

(d) The PPCU should facilitate this consistent follow up with chairs and partners, including via direct contacts beyond Vienna.

For the PPCU to have the capacity for effective follow-up with PCG chairs and partners, especially beyond working with Permanent Missions in Vienna, the coordination unit's capacity needs to be increased. While there are effective tools available with the NSA network and ADAM, the application of these tools needs to be supervised by professional staff.

(e) PPI partners should nominate experts to relevant rosters and more consistently send them to working groups; PPI partners should establish effective follow-up mechanisms via the PPCU.

To facilitate greater consistency in participation in EWGs, which enhances networking, trust-building, raises the shared level of expertise, and simplifies follow up, partners should nominate experts for each of the relevant fields. In line with recommendation 3, follow up mechanisms should largely be led and fed by focal points in partner countries, supported by PPCU staff and NSAs in the field. Many of the necessary tools already exist, including on ADAM, but they need to be applied by partners beyond UNODC.

(f) The PPCU should maintain the relevant rosters and facilitate follow-up to EWG recommendations.

Working with focal points designated by partners, in conjunction with the chairs of each EWG and lead experts in UNODC, the PPCU should continue to promote consistent expert participation with the help of rosters of experts nominated by partners. The PPCU needs to have dedicated capacity to facilitate EWG chair and focal points' use of existing and still-to-be-developed follow up tools.

(g) PPI partners should define and strongly endorse NSA's role in Phase IV as "liaison officers," and should decide whether such liaison officers should be assigned to additional countries.

PPI partners in general, and priority countries and donors in particular, should endorse these and the other recommendations put forward in the forthcoming NSA report,³⁷ released simultaneously with the evaluation report to provide partners with additional information.

(h) UNODC should better define the role of NSAs and integrate them further with other projects (including through shared terms of reference and cost sharing).

The successful model of sharing NSAs with the Afghanistan Opium Trade Project (AOTP), the Container Control Programme, and recently the Regional Programmes should be pursued further. The cooperation with related projects and programmes (especially the regional programmes and AOTP) should be intensified and broadened. This will require at least an additional P post to facilitate and to strengthen the connection between headquarters and the field, as well as with partners and other projects in UNODC, as foreseen in Phase III.

(i) PPI partners should engage more directly in building up ADAM as a tool for interaction among partners between meetings, including facilitating preparation and follow-up.

In line with recommendations 3 and 5 above, PPI partners should take the lead in ensuring that the tools and resources available via ADAM are used more widely, more often, and more effectively.

(j) The PPCU should conduct a thorough, stakeholder-engagement-based assessment of the best use of ADAM as an information platform for all partners.

To overcome perceptions among partners that have been preventing them from using ADAM more actively (including that they might be saving time by not using ADAM, that ADAM is solely for donors, or that ADAM may be too complicated, not sufficiently reliable or not

³⁷The National Strategic Analysts – a Support Network for the Paris Pact Initiative, UNODC, 2012

sufficiently rich in information content), the PPCU should conduct an interactive assessment of what stakeholders want ADAM to provide.

(k) PPI partners should more consistently keep their experts in priority countries engaged in the PP process.

For the PPI to be successful at connecting 58 partner countries and 21 partner organisations at numerous different levels, PPI partners need to commit more strongly to internal coherence, i.e. communication gaps between different actors within the same country should be overcome by assigning focal points in capitals (in line with recommendation 3).

(l) UNODC should strengthen the PPCU's connection with other projects and the regional programmes.

As UNODC's organisational structure evolves and the number of projects and programmes grows, UNODC management should continuously clarify and strengthen the link between the PPI and all relevant parts of UNODC.

(m) PPI partners should enable the work of the PPCU through more reliable, predictable and more equitably distributed long-term funding.

Bearing in mind the nature of the PPI as a complex, multi-tier long-term process rather than a short-term results-based development project, partners should consider alternative funding models with longer time horizons.

(n) UNODC should consult with partners on the most simple and efficient way of guaranteeing more reliable, predictable and equitable long-term funding.

To facilitate the management of the project and thus enable it to serve the PPI even more effectively, partners should consider defining and funding Phase IV for four years.

V. LESSONS LEARNED

Over the almost a decade since its creation, and throughout its three phases so far, the PPI has produced a wealth of experience, captured in three independent evaluations including the present one. Given that the Initiative itself goes well beyond the confines of a standard development project, it is only natural that it should also produce some insights that go beyond the conclusions and recommendations, which are best captured in “lessons learned.”

(a) For all stakeholders: The success of the PPI, particularly against the backdrop of challenges that at times may appear insurmountable, and by contrast with other projects that receive attention primarily on account of the size of their budget, lies in the continued engagement by partners.

(b) For priority countries: It is this very engagement that decides between the success and the failure not only of counter-narcotics efforts, but of development efforts in general. The Paris Pact provides a forum that allows partners to balance the need for political equality and sovereignty, and the need to cooperate on issues of shared interests and shared responsibility. Priority countries need to elevate regional and international cooperation in the area of counter-narcotics interventions in a sustained manner, following up to agreements and developments with concrete action.

(c) For donors: The ability of partners in the Paris Pact to engage on complex, sensitive issues is the essence of the ideas underlying the 2005 Paris Declaration on Aid Effectiveness.³⁸ While some experts may not agree, a number of stakeholders have argued that it is the very vagueness and flexibility of the PPI that has enabled ownership by priority countries, and that has allowed projects emanating from the Paris Pact to adjust to the realities on the ground. With some clearer focus coming out of the Vienna Declaration, the continued flexibility of the Paris Pact model needs to be supported and strengthened.

(d) For UNODC: The PPI is a clear example of an effort that could not have succeeded or even survived without strong, coherent, consistent leadership. The key elements for success in the PPI have been communication and information management. While there is room for further improvement in this regard in the PPI itself, UNODC could benefit from a similarly proactive and inclusive approach to communication and information management in other projects and programmes. As the PPI has shown, it is a combination of institutional/organisational, technical and individual elements that are required for information to be available in the appropriate form, at the right time, and to be utilised accordingly.

³⁸ <http://www.oecd.org/dac/aideffectiveness/parisdeclarationandaccraagendaforaction.htm>

ANNEX I. TERMS OF REFERENCE

Title:	Consultant – Independent Evaluator: Evaluation Team Leader Paris Pact Initiative (PPI) (Project Number: GLO K31)
Organisational Section/Unit:	Integrated Programme and Oversight Branch (IPB), Division for Operations, United Nations Office on Drugs and Crime (UNODC)
Duty Station:	Vienna
Proposed period:	June - September 2012 (43 working days)

Background of the assignment

At the Ministerial Conference on Drug Routes from Central Asia to Europe, held in Paris in May 2003, more than 50 countries and international organizations subscribed to the principle of shared responsibility in the fight against opium and heroin trafficking from Afghanistan. In what has become known as the “Paris Pact”, they also agreed to “combine their will and efforts to step up national capabilities and develop regional partnerships” against this global threat. In this respect, the coordination role of UNODC was recognized as essential to seek synergies amongst partners.

Following the Ministerial Conference in May 2003, UNODC launched the “PPI, Phase I” (project number: GLO IO5), which facilitated through regular consultations on the expert and policy level counter narcotics enforcement cooperation and coordination amongst countries affected by the trafficking of Afghan opiates. The PPI, Phase I was evaluated in March-May 2006 and ended in December 2006.

The second Ministerial Conference on Drug Trafficking Routes from Afghanistan was held in Moscow in June 2006, where the principles underpinning the PPI were reiterated. Partners recognized the need to strengthen actions on prevention and treatment of heroin abuse, as well as to reinforce those on counter-narcotics enforcement and chemical precursor trafficking.

As a consequence of the Second Ministerial Conference and in line with the findings of the external evaluation of Phase I, the “PPI, Phase II” (project number: GLO J33) was launched in January 2007. It was under Phase II that ADAM reached its full capacity and functionality and a significant increase in the data collection capacity of the NSAs occurred. The UNODC developed the “Rainbow Strategy,” an umbrella framework to facilitate priority actions identified at the Paris Pact Expert Roundtables. The second phase was evaluated in April-June 2009 and ended in May 2010.

The independent evaluation of Phase II noted that this phase of the PPI was highly significant in cementing both the expert and policy framework of the PPI, but also taking a significant

breakthrough step towards coordinated action by the partners. The “PPI, Phase III” (project number: GLO K31), which began in June 2010, was largely a continuation of Phase II in this regard as it responded directly to the major recommendations of the evaluation.

To gain additional political impetus in the Paris-Moscow process, the Third Ministerial Conference of the Paris Pact Partners on Combating Illicit Traffic in Opiates Originating in Afghanistan was held in Vienna on 16 February 2012, attended by 500 participants from 58 countries and 16 organizations, as well as the United Nations Secretary-General, and 12 Ministers. The resulting Vienna Declaration focuses on the four main areas in which Paris Pact partners agreed cooperation should be strengthened: regional initiatives; financial flows linked to illicit traffic in opiates; preventing the diversion of precursor chemicals; and reducing drug abuse and dependence.

Purpose of the assignment

The evaluation of Phase III has been scheduled/foreseen in accordance with the project document (approximately 1% of the total budget of the project up to December 2011). Agreed by Paris Pact partners who provided sufficient funds to Phase III, this evaluation (its findings and recommendations) will assist partners and UNODC when designing the new phase (Phase IV) of the project based on lessons learned as well as areas requiring improvement identified during the implementation of Phase III.

The phase under evaluation (Phase III, a 2-year project) was initially scheduled to end in May 2012. However, it was agreed at the 9th PCGM in December 2011 to: 1) extend the current Phase III till end 2012; and 2) to carry out the evaluation after the Third Ministerial Conference of the Paris Pact partners. By extending the current phase, the intention of PP partners was to allow partners and UNODC to fully integrate into the planning of next phase both outcomes of the Third Ministerial Conference as well as findings of the evaluation of Phase III. At the same policy meeting, partners decided to reconvene after the completion of the evaluation to identify and outline the future direction for the partnership and the PP project during the next phase based on the findings and recommendations of the evaluation.

At this crucial moment for the PP project (end of Phase III) and the partnership (10th anniversary in 2013) and immediately after the strong political support demonstrated by partners at the Third Ministerial Conference in February 2012 - the evaluation should assess the PPI from two distinct angles:

(a) from the point of view of the UNODC project GLO K31, the activities of which were drafted and implemented based on the evaluation of the previous phase (GLO J33);³⁹

³⁹ See in particular the following recommendations of the evaluation of Phase II / GLO J33:
“2. The Consultative Mechanism should continue as the principal element in a third phase, but should be modified as recommended in this evaluation in order to improve operational focus and ensure that recommendations are fully implemented.
3. The Expert Round Table (ERT) meetings should be replaced with a series of smaller Expert Working Groups (EWG).
8. The PPCU should be strengthened, and it should be given direct responsibility for driving forward the next phase of the Paris Pact. In any future phase of the Paris Pact, partners should clearly and publicly endorse this enhanced role.
10. The NSA Network should be maintained, and if resources permit, expanded.”

(b) and from the angle of the Paris Pact partnership which offers a much wider perspective. In this regard, the evaluation should review the trend of the PP process and provide an insight on whether the PPI meets the needs of partners and fulfils their expectations in an international partnership to counter the trafficking and consumption of opiates originating in Afghanistan. At the same time, the evaluation should establish whether the way UNODC supported the partnership since its inception was instrumental to its purpose.

The results of the evaluation from both angles will provide a global picture which should pave the way for the design of Phase IV which coincides with the 10th anniversary of the partnership.

Specific tasks to be performed by the Consultant

The evaluator will be given relevant reading materials as soon as s/he takes up her/his appointment, in order to begin the preparation of an evaluation framework (including the identification of appropriate groups of informants, and development of survey instruments in consultation with the Project Coordinator). Information about focal points and logistical support will also be provided to the evaluator, as soon as s/he is selected.

The evaluation will be based on the following methods to identify, collate and analyze information sources:

(a) Document review: the evaluator will perform a desk review of existing documentation;

(b) Field visit: the evaluation team leader will travel to Kabul, Afghanistan to meet with officials in relevant government offices (e.g. Ministry of Counter Narcotics) as well as the UNODC Representative and relevant colleagues in Country Office for Afghanistan in Kabul;

(c) Personal or telephone interviews are suggested to be made with:

1) representatives of UNODC, and 2) representatives of Paris Pact partners:

(a) Paris Pact priority countries (i.e. Beneficiary countries of the UNODC Regional Programmes);

(b) Donor countries;

(c) Other interested partners;

(d) Online surveys making use of the internet platform provided by ADAM (www.paris-pact.net) to reach ADAM users in general.

Annexes to the evaluation report should be kept to an absolute minimum. Only those annexes that save to demonstrate or clarify an issue related to a major finding should be included. Existing documents should be referenced but not necessarily annexed. Maximum number of pages for annexes should not exceed 15. Additional information on the format of the reporting will be provided to the evaluator as soon as s/he is appointed.

Expected tangible and measurable output(s)

The Evaluation Team Leader will work under the general guidance of the Paris Pact Project Coordinator, Integrated Programme and Oversight Branch, Division for Operations, UNODC Vienna, in close coordination with the Independent Evaluation Unit (IEU).

The Evaluation Team Leader's responsibilities

- > To lead and to coordinate the evaluation process as per the evaluation TORs;
- > To ensure that all aspects of the evaluation TORs are fulfilled;
- > To carry out the desk review;
- > To develop the inception report and to share it with the PP Project Coordinator and IEU for comments;
- > To finalize inception report, incorporating relevant comments;
- > To conduct first hand research (interviews etc.);
- > To undertake one field mission;
- > To facilitate discussion among the team members on the findings, conclusions and recommendations;
- > To draft an evaluation report in line with UNODC evaluation policy, handbook and formats and to share it with IEU and PP Project Coordinator for comments;
- > Following clearance from IEU, to share the report with the Core Learning Partners (key stakeholders of the project);
- > To finalize the evaluation report on the basis of comments received;
- > To present the findings and recommendations of the evaluation to all Paris Pact partners at the reconvened Paris Pact PCGM, scheduled to be held on 3 September 2012.

Information on the format of the evaluation report and other relevant information can be found on the UNODC website: (www.unodc.org/unodc/en/evaluation/index.html).

This evaluation will build upon the evaluation criteria of the Organization for Economic Cooperation and Development's Development Assistance Committee (OECD-DAC): (1) relevance, (2) effectiveness, (3) efficiency, (4) sustainability and (5) impact. In addition, attention will be paid to partnership and cooperation.

Following the line of previous sections, the key evaluation questions address the two-pronged approach which distinguishes between the PPI as a “partnership” and the PPI as a UNODC “project”. However, not all criteria easily lend themselves to be viewed from these two angles. Based on the below, the evaluator will be requested to develop additional, more detailed questions for interviews and surveys with the ultimate goal to formulate recommendations to improve the PPI (in order to increase ownership, relevance, effectiveness, efficiency, impact and sustainability).

Dates and details as to how the work must be delivered

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

- > Inception report (containing a refined work plan, methodology and evaluation tools);
- > Completion of interviews and formulation of surveys;
- > Draft evaluation report in line with UNODC evaluation policy and guidelines;

> Final evaluation report, including annex with management response; presentation of evaluation findings and recommendations to CLP and other key stakeholders.

Information on the format of the evaluation report and other relevant information could be found on the UNODC website: (www.unodc.org/unodc/en/evaluation/index.html).

The evaluation will be carried out over 43 days, starting as soon as the evaluator's contract is issued, and over a period of approximately 3 months, foreseen for June - September 2012. The presentation of the evaluation findings is envisaged to take place on 3 September 2012.

Indicators to evaluate the consultant's performance

(a) Timeliness and quality of evaluation methodology, including questions and tools clearly outlining the evaluation methods;

(b) Capacity to liaise effectively with both internal and external stakeholders; and

(c) Quality of final evaluation report.

Qualifications/expertise sought (required educational background, years of relevant work experience, other special skills or knowledge required)

The evaluator should hold an advanced degree in social sciences or have a combination of relevant academic qualifications and relevant proven experience on drug control issues, ideally at a regional level in Europe or West and Central Asia. In addition, the evaluator should also meet the following criteria:

(a) Minimum of 10 years of progressive experience in conducting assessments of programmes and evaluations;

(b) Familiarity with counter narcotics activities and measures in Europe, West and Central Asia;

(c) Knowledge of international, regional and sub-regional coordination mechanisms on drug control in Europe, West and Central Asia;

(d) Knowledge of bilateral/multilateral technical and operational cooperation;

(e) Experience on data collection, analysis and reporting; and

(f) Fluency in English with strong analytical and writing skills; the ability to communicate in another UN language relevant to the region of West and Central Asia is a strong asset.

Terms of Reference

Title:	Consultant – Independent Evaluator: Evaluation Team Member Paris Pact Initiative (PPI) (Project Number: GLO K31)
Organizational Section/Unit:	Integrated Programme and Oversight Branch (IPB), Division for Operations, United Nations Office on Drugs and Crime (UNODC)
Duty Station:	Vienna
Proposed period:	June - September 2012 (33 working days)

Specific tasks to be performed by the Consultant

The Evaluation Team Member will cooperate closely with the Evaluation Team Leader and work under the general guidance of the Paris Pact Project Coordinator, Integrated Programme and Oversight Branch, Division for Operations, UNODC Vienna, in close coordination with the Independent Evaluation Unit (IEU).

This evaluation will build upon the evaluation criteria of the Organization for Economic Cooperation and Development's Development Assistance Committee (OECD-DAC): (1) relevance, (2) effectiveness, (3) efficiency, (4) sustainability and (5) impact. In addition, attention will be paid to partnership and cooperation.

Following the line of previous sections, the key evaluation questions address the two-pronged approach which distinguishes between the PPI as a “partnership” and the PPI as a UNODC “project”. However, not all criteria easily lend themselves to be viewed from these two angles. The Evaluation Team will be requested to develop additional, more detailed questions for interviews and surveys with the ultimate goal to formulate recommendations to improve the PPI (in order to increase ownership, relevance, effectiveness, efficiency, impact and sustainability).

The evaluator will be given relevant reading materials as soon as s/he takes up her/his appointment, in order to begin the preparation of an evaluation framework (including the identification of appropriate groups of informants, and development of survey instruments in consultation with the Project Coordinator). Information about focal points and logistical support will also be provided to the evaluator, as soon as s/he is selected.

In close coordination with the Team Leader, the Evaluation Team Member’s responsibilities:

- > To perform a desk review of existing documentation and share findings with the Team Leader
- > To contribute to the Inception Report and provide evaluation methodological guidance, ensuring that all aspects of the evaluation TOR are fulfilled
- > To conduct first hand research (personal and telephone interviews etc.) and an analysis of the data collected jointly with the Evaluation Team Leader;

- > To take part in discussions among the team members on the findings, conclusions and recommendations;
- > To comment concretely and extensively on the evaluation report, which is to be drafted by the Evaluation Team Leader in line with UNODC evaluation policy, handbook and formats and to be shared it with IEU and PP Project Coordinator for comments;
- > To contribute to the finalization of the evaluation report on the basis of comments received;
- > To prepare a presentation on the findings and recommendations;
- > Finally, to present the findings and recommendations of the evaluation to all Paris Pact partners at the reconvened Paris Pact PCGM, scheduled to be held on 3 September 2012.

Expected tangible and measurable output(s)

The Evaluation Team Member will produce the following deliverables:

- (a) Comments on the evaluation methodology
- (b) Comments on the draft evaluation report
- (c) Comments on the final evaluation report
- (d) Presentation of findings and recommendations to all Paris Pact Partners

Dates and details as to how the work must be delivered

The Evaluation Team Member will take part in the evaluation process over a time period of 33 days, starting as soon as the evaluator's contract is issued, and within approximately 3 months, foreseen for June - September 2012. The presentation of the evaluation findings is envisaged to take place on 3 September 2012.

Qualifications/expertise sought (required educational background, years of relevant work experience, other special skills or knowledge required)

Advanced university degree (Master's degree or equivalent) in social sciences, economics or related field, with specialized training in evaluation;

Technical expertise in various evaluation methodologies and techniques;

7 years of progressive experience in evaluation design methodology (qualitative and quantitative models);

Prior experience in planning, designing, implementing, analyzing and reporting results of qualitative and quantitative studies including survey design and implementation;

Knowledge of the UN system is an asset; fluency in oral and written English is required;

Ability to communicate in another UN language is a strong asset.

ANNEX II. LIST OF PERSONS INTERVIEWED DURING THE EVALUATION

<i>Country / organization</i>	<i>Department</i>	<i>Function</i>	<i>Name</i>
Paris Pact partner countries and organizations			
Afghanistan	Ministry of Interior	Deputy Minister for Counter Narcotics	Mr. Baz Mohammad Ahmadi
Afghanistan	Ministry of Counter Narcotics	Deputy Minister	Mr. Mohammad Ibrahim Azhar
Afghanistan	Ministry of Counter Narcotics	Director of International Affairs	Mr. Abdul Qayyom Samer
Afghanistan	Ministry of Counter Narcotics	Senior Advisor to MCN Minister	Mr. Edward B. O'Donnell
Afghanistan	Counter Narcotics Police in Afghanistan	Director of Precursors Unit	Mr. Mohammad Naeem
Canada	Permanent Mission to the United Nations (Vienna)	First Secretary	Mr. Peter Cahill
Canada	Embassy of Canada in Kabul	CN Team Leader for Afghanistan	Ms. Catherine Nadeau
European Union	Delegation of the European Union to the United Nations (Vienna)	First Counsellor	Mr. Petr Havlik
France	Permanent Mission to the United Nations (Vienna)	First Secretary	Mr. Jérôme Audin
France	Embassy of France in Kabul	Deputy Attache of Police	Mr. Jean Albertini
Germany	Permanent Mission to the United Nations (Vienna)	First Secretary	Mr. Michael Lauber
Japan	Permanent Mission to the United Nations (Vienna)	First Secretary	Mr. Yasuhiro Araki
Kazakhstan	Embassy of Kazakhstan in Kabul	Counselor (political)	Mr. Zhunus K. Yergaliev
Norway	Permanent Mission to the United Nations (Vienna)	First Secretary	Mr. Tor Martin Møller
OSCE	SPMU	Police Affairs Officer (illicit drugs)	Mr. Valery Korotenko
Russian Federation	Permanent Mission to the United Nations (Vienna)	Senior Counsellor, Head of Section	Mr. Alexey Dronov
Russian Federation	Embassy of the Russian Federation in Kabul	CN Representative of the Russian Federation in Afghanistan	Mr. Sergey Fedorov
Russian Federation	Embassy of the Russian Federation in Kabul	Counsellor	Mr. Alexey Milovanov
Switzerland	Federal Police	Strategic Analyst	Mr. Christian Schneider
Tajikistan	Embassy of Tajikistan in Kabul	Ambassador	Mr. Sharafuddin Emanov
United States of America	Permanent Mission to the United Nations (Vienna)	Deputy Counsellor for UN Affairs	Mr. Anamika Chakravorty

United States of America	Bureau for International Law Enforcement and Narcotics Affairs	Senior Program Advisor (Central Asia)	Mr. James P. Callahan
United Kingdom	Permanent Mission to the United Nations (Vienna)	First Secretary	Mr. Harry Macdonald
United Kingdom	Embassy of the United Kingdom in Kabul	First Secretary, CN Team Leader	Mr. Mike Hardy
United Kingdom	Embassy of the United Kingdom in Kabul	Second Secretary, CN Team Member	Ms. Serena Stone
Vienna International Justice Institute		Executive Director (former Director, UNODC Division for Operations)	Mr. Francis Maertens
World Customs Organization (WCO)		Senior Technical Officer	Mr. Ulrich Meiser
UNODC Field Offices			
UNODC	Country Office in Afghanistan	Regional Representative	Mr. Jean-Luc Lemahieu
UNODC	Country Office in Afghanistan	Senior Programme Coordinator (Regional Programme)	Ms. Miwa Kato
UNODC	Country Office in Afghanistan	Advisor - Law Enforcement	Mr. Mark Colhoun
UNODC	Country Office in Afghanistan	Programme Officer (former Director of Policy at the MCN)	Mr. Haroon Rashid Sherzad
UNODC	Country Office in Afghanistan	Research Officer (Trends and Analysis)	Ms. Madeeha Bajwa
UNODC	Country Office in Afghanistan	Regional Programme Officer (former Paris Pact NSA, Afghanistan)	Mr. Hashim Wahdatyar
UNODC	Country Office in Afghanistan / Ministry of Counter Narcotics	Paris Pact National Strategic Analyst, Afghanistan	Mr. Hamid Azizi
UNODC	Country Office in the Islamic Republic of Iran	Representative	Mr. Antonino De Leo
UNODC	Country Office in the Islamic Republic of Iran	Paris Pact National Strategic Analyst, Islamic Republic of Iran	Ms. Leila Ahmadi
UNODC	Country Office in Pakistan	Representative	Mr. Jeremy Douglas
UNODC	Programme Office in Kazakhstan / CARICC	Senior Project Coordinator	Mr. Tofik Murshudlu
UNODC	Programme Office in the Russian Federation	Head of Office	Mr. Vladimir Ibragimov
UNODC	Programme Office in the Russian Federation	Paris Pact National Strategic Analyst, Russian Federation	Mr. Alexander Semenyuk
UNODC	Programme Office in Serbia	Paris Pact National Strategic Analyst, Serbia	Mr. Sinisa Durkolic
UNODC	Programme Office in Tajikistan	Regional Cooperation Expert	Mr. Ali Hajigholam-Saryazdi
UNODC	Regional Office for Central Asia	Paris Pact National Strategic Analyst, Uzbekistan	Mr. Odil Kurbanov
UNODC	Regional Office for South Asia	Representative	Ms. Cristina Albertin
UNODC Headquarters			
UNODC	OED: Office of the Executive Director	Chief	Mr. Roberto Arbitrio

UNODC	DM/ITS/CSSS: Corporate Software Solutions Section	Chief	Mr. Maurizio Gazzola
UNODC	DM/ITS/CSSS/CSU/ADAM: ADAM Technical Team	Team Leader	Mr. Farayi Nyamadzawo
UNODC	DO/DHB: Drug Prevention and Health Branch	Chief	Mr. Gilberto Gerra
UNODC	DO/IPB: Integrated Programme and Oversight Branch	Chief, Officer-in-Charge Division for Operations	Ms. Kayoko Gotoh
UNODC	DO/IPB/PP: Integrated Programme and Oversight Branch	Paris Pact Project Coordinator	Ms. Marie-Anne Menier
UNODC	DO/IPB/RSELAC: Regional Section for Europe & Latin America and the Caribbean	Chief	Ms. Dagmar Thomas
UNODC	DO/IPB/RSWCA: Regional Section for West and Central Asia	Officer-in-Charge	Mr. Andrea Mancini
UNODC	DPA/PAB/CPS: Co-financing and Partnership Section	Officer-in-Charge	Ms. Muki Daniel Jerneloef
UNODC	DPA/RAB/STAS: Studies and Threat Analysis Section	Research Expert	Mr. Hakan Demirbuken
UNODC	DTA/OCB/ISS: Implementation Support Section	Chief	Mr. Pierre Lapaque
UNODC	DTA/OCB/ISS: Implementation Support Section	Senior Programme Coordinator	Mr. Ketil Ottersen

ANNEX III. EVALUATION TOOLS: QUESTIONNAIRE AND INTERVIEW GUIDE

Paris Pact Initiative (PPI) Phase III (GLO K31) Questionnaire

PLEASE PROVIDE COMMENTS ON ALL RELEVANT POINTS

very well	well	less well	not well
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

1. Relevance (PPI): How well does PPI reflect your country's / organisation's needs, objectives & policies?

Comment (pls. provide examples):

2. Effectiveness (PPI): How well does the PPI strengthen cooperation on counter-narcotics?

very well	well	less well	not well
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comment (pls. provide examples):

3. Effectiveness (Project): How well does UNODC project GLO K31 support and facilitate the PPI?

very well	well	less well	not well
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comment (pls. provide examples):

4. Effectiveness (PPI): How effective has the Policy Consultative Group been as a forum for information exchange and setting priorities?

very highly	highly	moderately	not
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comment (pls. provide examples):

5. Effectiveness (PPI): How effective have the Expert Groups been for sharing experience and drafting recommendations?

very highly	highly	moderately	not
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comment (pls. provide examples):

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6. **Effectiveness (Project):** How effective has ADAM been in improving the exchange of information?

very highly	highly	moderately	not
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comment (pls. provide examples):

7. **Effectiveness (Project):** How effective have NSAs been in their role as focal points in the Paris Pact priority countries?

very highly	highly	moderately	not
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comment (pls. provide examples):

8. **Efficiency (Project):** How has the UNODC project GLO K31 performed in terms of the resources (human and financial) invested?

very well	well	less well	not well
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comment (pls. provide examples):

9. **Impact / sustainability:** How has PPI contributed to making a lasting difference on counter-narcotics since 2003?

very well	well	less well	not well
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comment (pls. provide examples):

10. **Achievements (PPI):** What has been the most significant success of the PPI?

11. **Obstacles (PPI):** What has been the most significant obstacle the PPI has faced?

12. **Improvements (PPI):** What is the most significant change that could be made to the PPI to improve its effectiveness (if any)?

ANNEX IV. DESK REVIEW LIST

General project information:

- Project Document GLO K31+revisions
- Project Progress Reports (APPR 2010, SAPPR 2011, APPR 2011)
- Bi-monthly updates to partners *

For reference:

- Evaluation reports of previous phases - Phase II (GLO J33 project) & Phase I (GLO I05)
- Project Documents of previous phases

Consultative Mechanism:

Summary reports of Paris Pact Expert / Technical Working Groups (EWGs/TWGs) held in 2010 and 2011:

- Expert Round Table on Central Asia, Almaty, Kazakhstan, 14-15 July 2010 *
- Expert Round Table on Afghanistan and neighbouring countries, Vienna, 7-8 October 2010 *
- Expert Working Group on Precursors, Paris, France, 8-9 November 2010 *
- Expert Working Group on “Legal frameworks and cross border cooperation” Controlled Deliveries / Joint Investigations: Procedure and Related Legislation, Islamabad, Pakistan, 21-22 June 2011 *
- Report on Controlled Deliveries: Legal and Operational Gaps and Challenges (prepared in connection with EWG on legal frameworks) *
- Second Expert Working Group on Precursors, New Delhi, India, 14-15 November 2011 *
- Second Technical Working Group on the Financial Flows linked to the Illicit Production and Trafficking of Afghan Opiates, Abu Dhabi, United Arab Emirates, 20-21 November 2011 *

Final reports of Paris Pact Policy Consultative Group Meetings (PCGM) and reconvened PCGMs:

- 8th Paris Pact Policy Consultative Group Meeting, Vienna, 22-23 November 2010 *
- Reconvened 8th Paris Pact Policy Consultative Group Meeting, Vienna, 17 March 2011 *
- 9th Paris Pact Policy Consultative Group Meeting, Vienna, 7-8 December 2011 (in progress)
- Reconvened 9th Paris Pact Policy Consultative Group Meeting, Vienna, 9 Feb. 2012 (in progress)
- Coordination of Technical Assistance (Automated Donor Assistance Mechanism -ADAM):
- www.paris-pact.net
- Paris Pact / ADAM brochure, published in July 2011, in English, Russian and Farsi *
- User guide to recommendations functionality *
- Notes on development (samples)
- Step-by-step instructions to NSAs (samples)
- User statistics

National Strategic Analysts (NSAs):

- Individual work plans (July 2011 to June 2012)
- Consolidated NSA work plan (July 2010 to June 2011 / July 2011 to June 2012)
- Monthly Progress Updates (samples)
- Fact sheets (Afghanistan, Albania, Azerbaijan, Bosnia & Herzegovina, Central Asia, Croatia, Iran, Kazakhstan, Kosovo, Kyrgyzstan, FYR of Macedonia, Montenegro, Pakistan, Russian Federation, Serbia, Tajikistan, Turkmenistan, Uzbekistan) *

- Drug Situation Analysis Reports (Afghanistan, Iran, Pakistan, Central Asia, Russian Federation, South Eastern Europe) *
- Data Collection Table for STAS
- <http://heroin2011.dbroca.uz> .
- Organigrams of Government offices of NSAs' countries
- Donors' mapping tables
- Guidance Note for Paris Pact / ADAM focal points (November 2011)
Documents related to Paris Pact Ministerial Conferences I, II and II:
Third Ministerial Conference:
- Third Ministerial Conference of the Paris Pact Partners on Combating Illicit Traffic in Opiates Originating in Afghanistan (Vienna, 16 February 2012) – Vienna Declaration *
- Statements delivered at the Third Ministerial Conference *
- List of participants
- Agenda
- Compendium of Proposals, working document
- CND Resolutions 54/7 and 55/11
- Press coverage of the conference published on ADAM *
For reference, First and Second Ministerial Conferences:
- Discussion paper: “The Paris Pact Initiative - Evaluating the Achievements: From partnership to Policy, to Action” *
- Conference on Drug Routes from Central Asia to Europe (Paris, 21-22 May 2003) – Paris Statement*
- Ministerial Conference on Drug Trafficking Routes from Afghanistan (Moscow, 26-28 June 2006) – Moscow Declaration *

Regional Programme for Afghanistan and Neighbouring Countries

Regional Programme for South-Eastern Europe

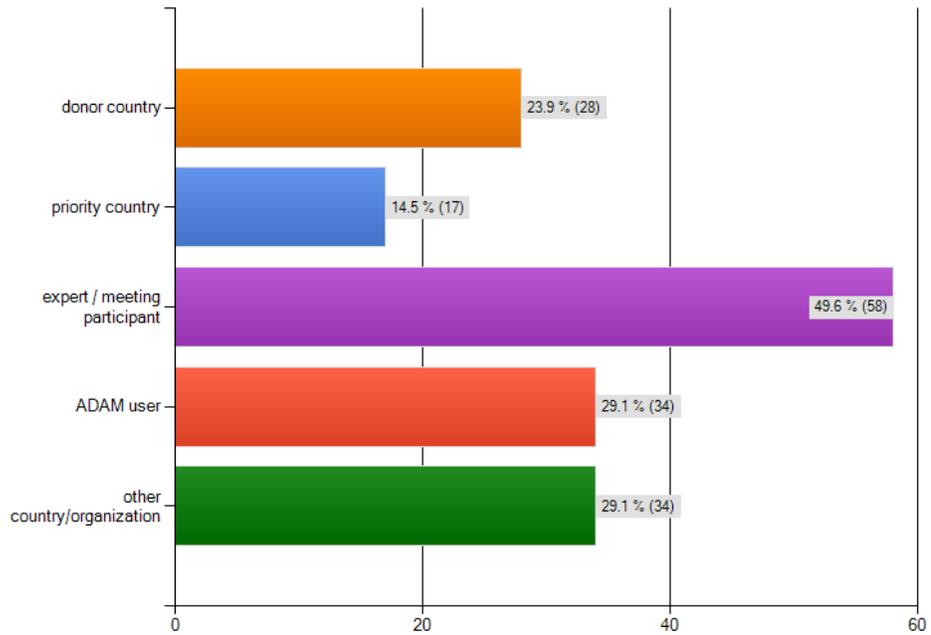
The Global Afghan Opium Trade – A Threat Assessment, 2011 – UNODC

Afghanistan Opium Survey 2011, 2010

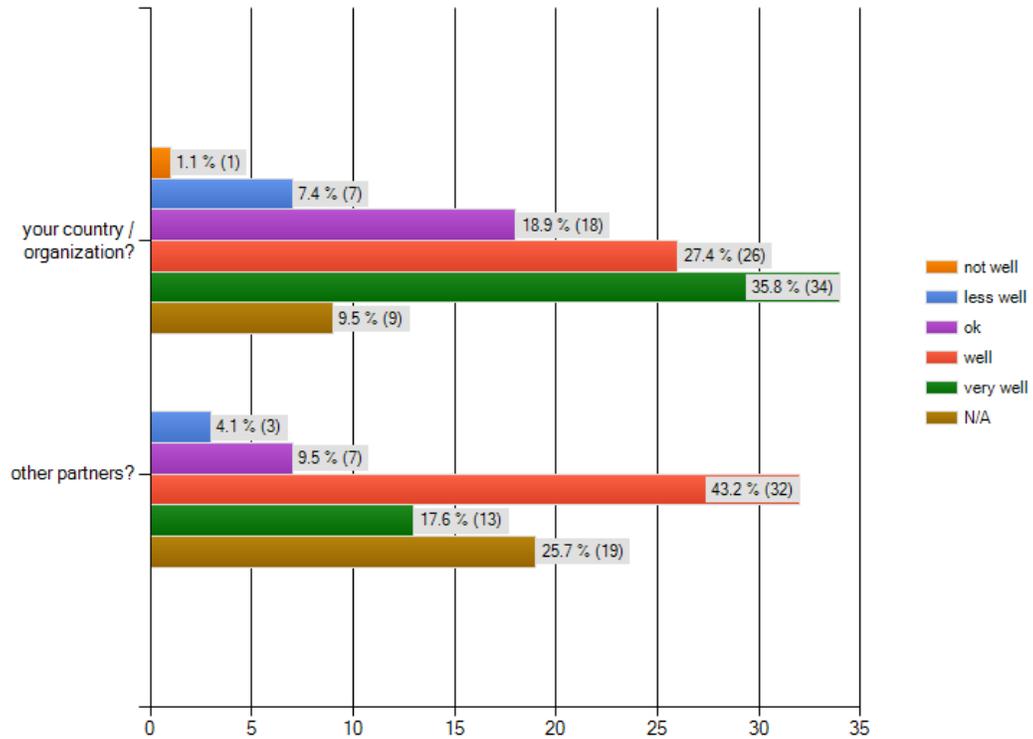
World Drug Report 2004, 2010, 2011, 2012

ANNEX V. SURVEY RESULTS

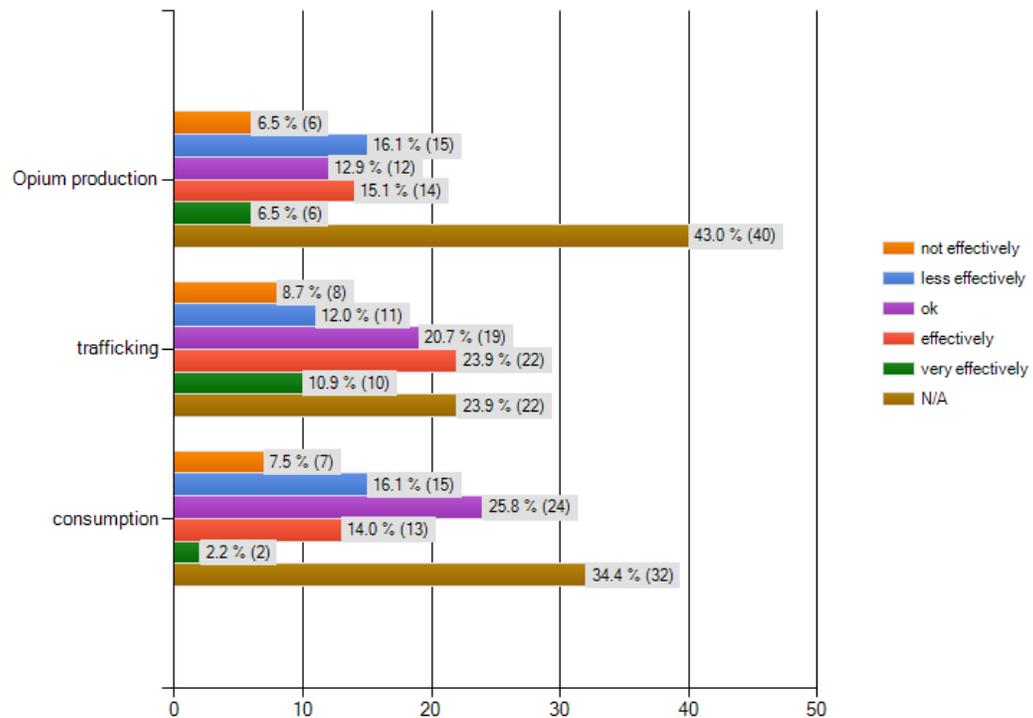
Please indicate your role within the "Paris Pact Initiative" partnership (select all that apply and specify below):



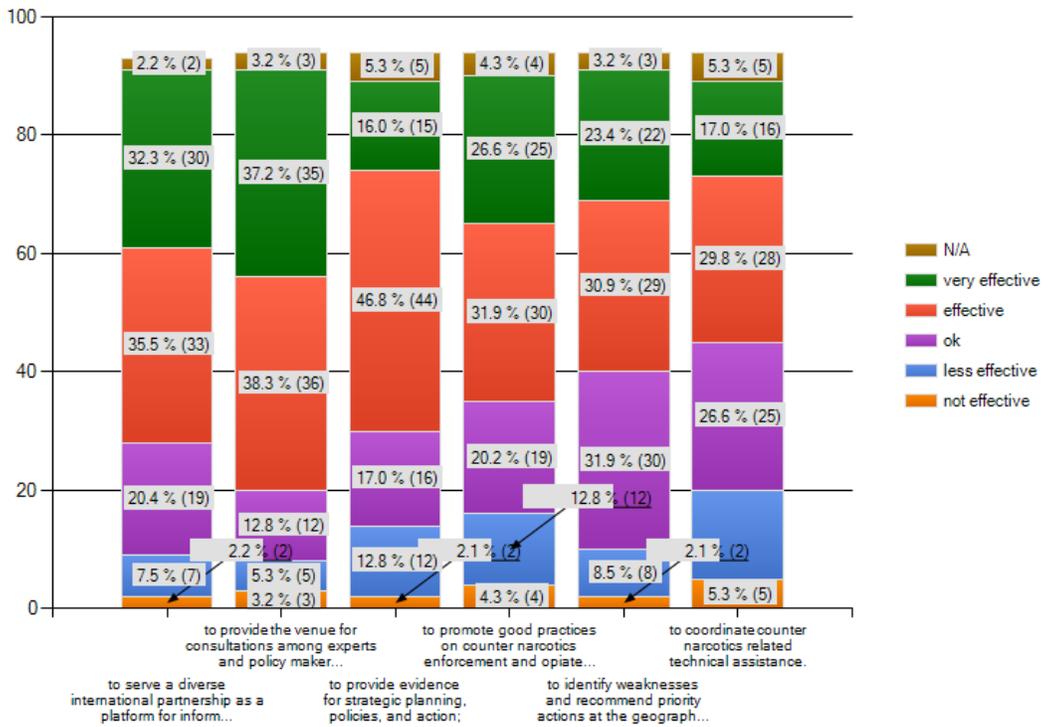
How well are the PPI's objectives aligned with the needs of



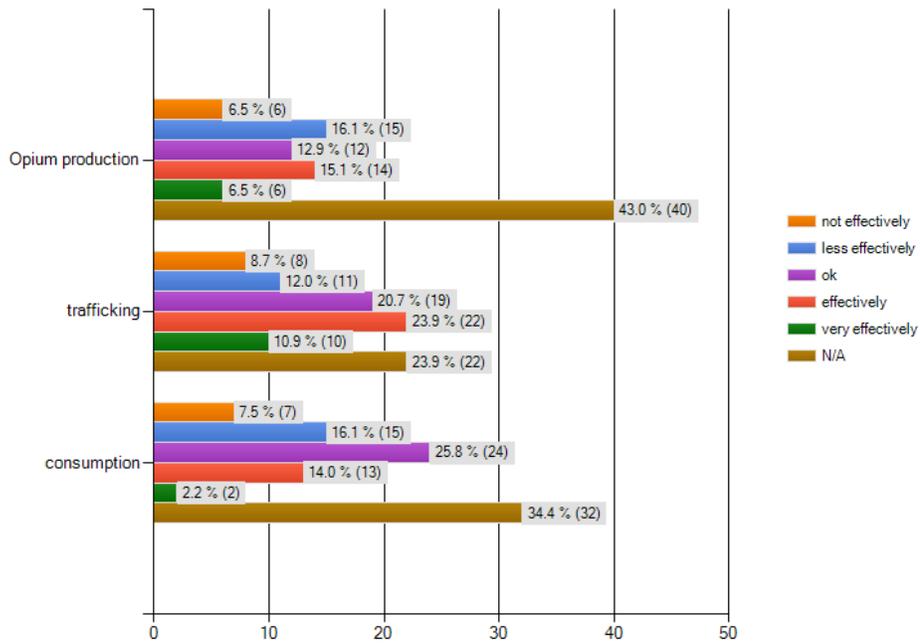
How effectively has the PPI assisted your country / organization in your efforts to reduce the impact of opiates originating in Afghanistan in terms of:



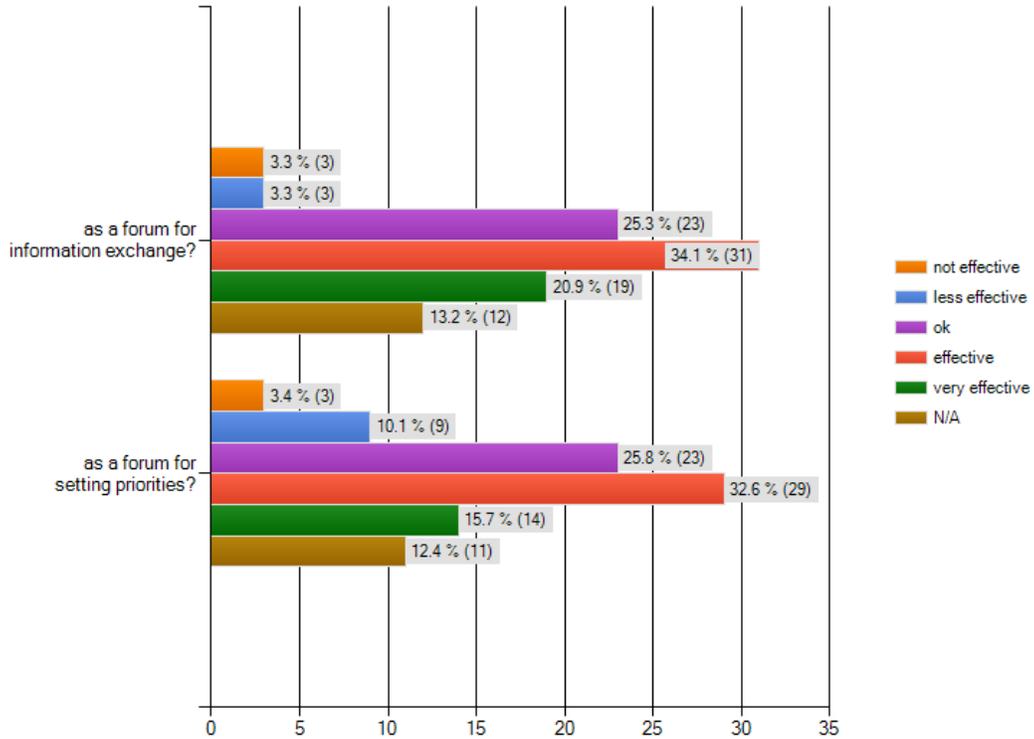
Please rate how effective the PPI has been for each of the following objectives:



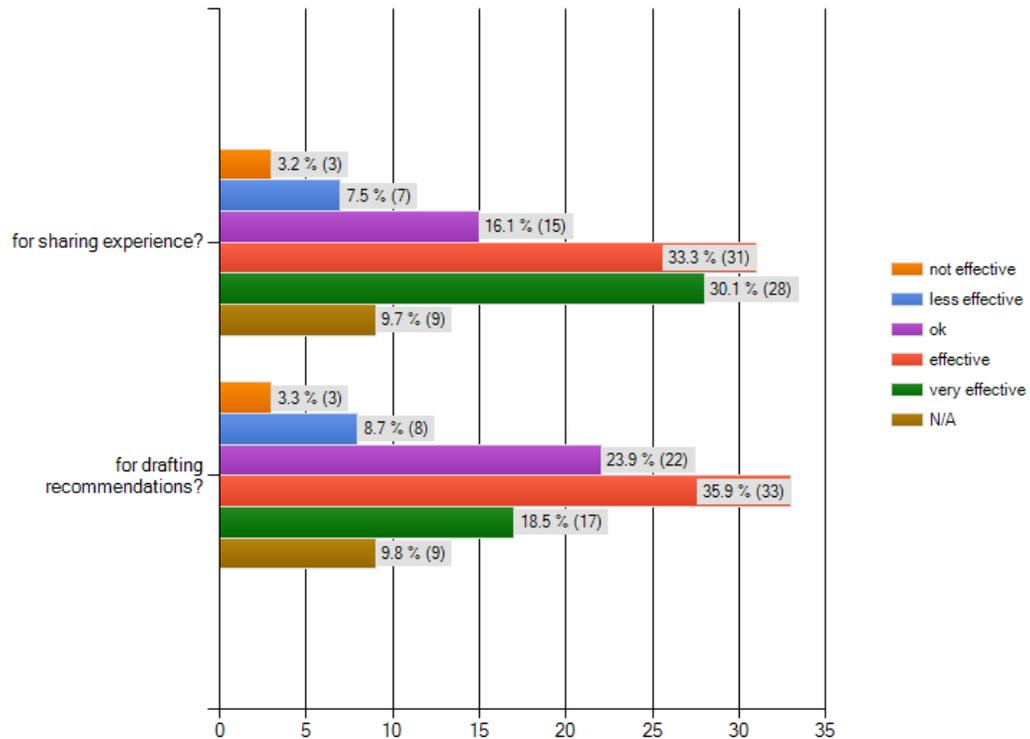
How effectively has the PPI assisted your country / organization in your efforts to reduce the impact of opiates originating in Afghanistan in terms of:



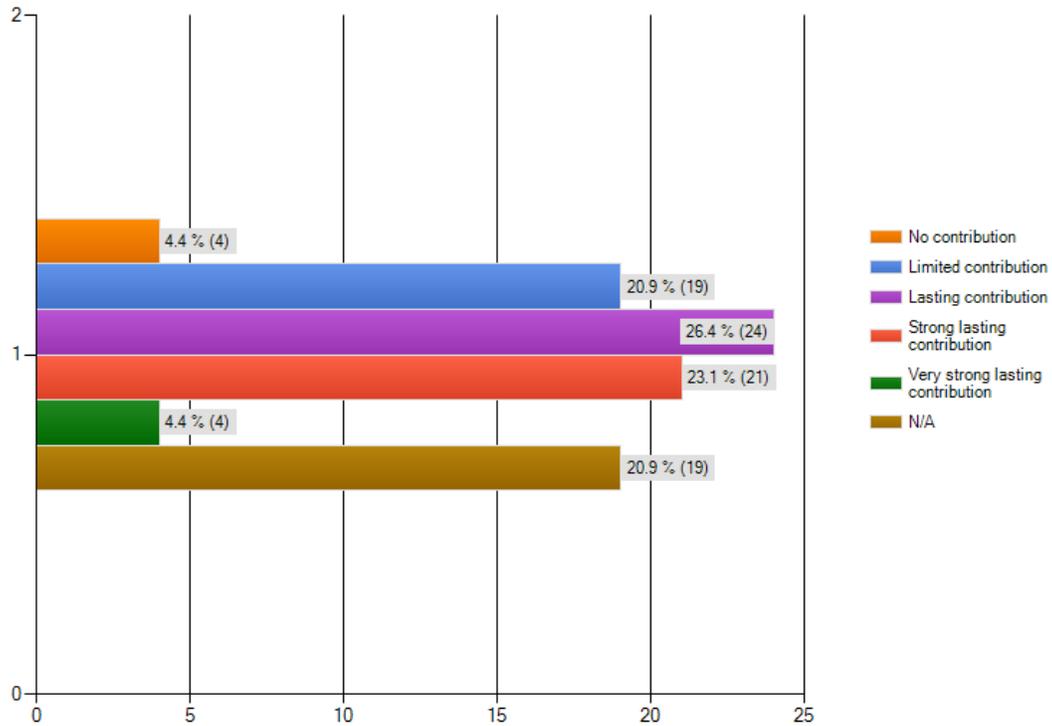
How effective has the Policy Consultative Group been



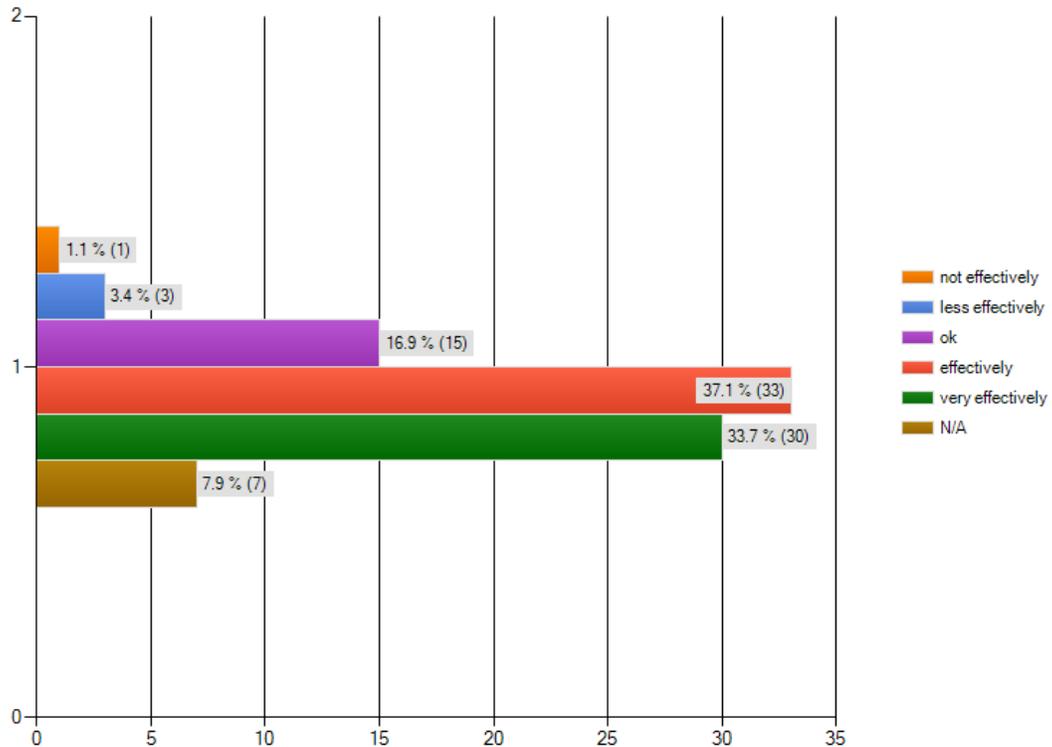
How effective have the Expert Working Groups been



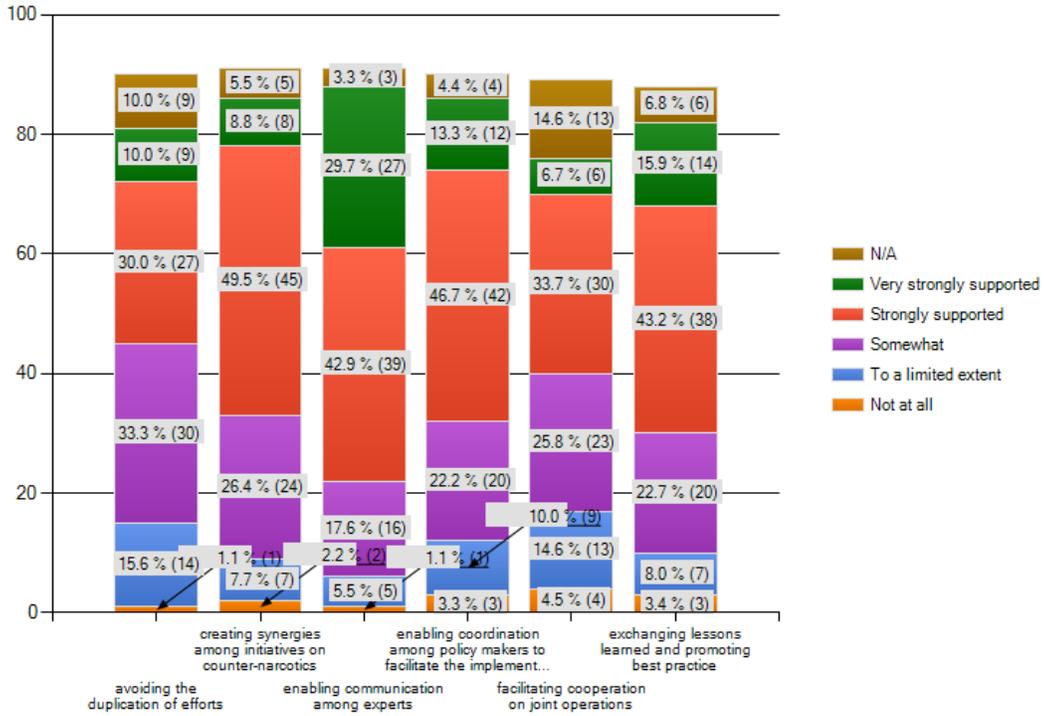
Please rate to what degree PPI expert recommendations have contributed to long-lasting, sustainable improvements in counter-narcotics responses:



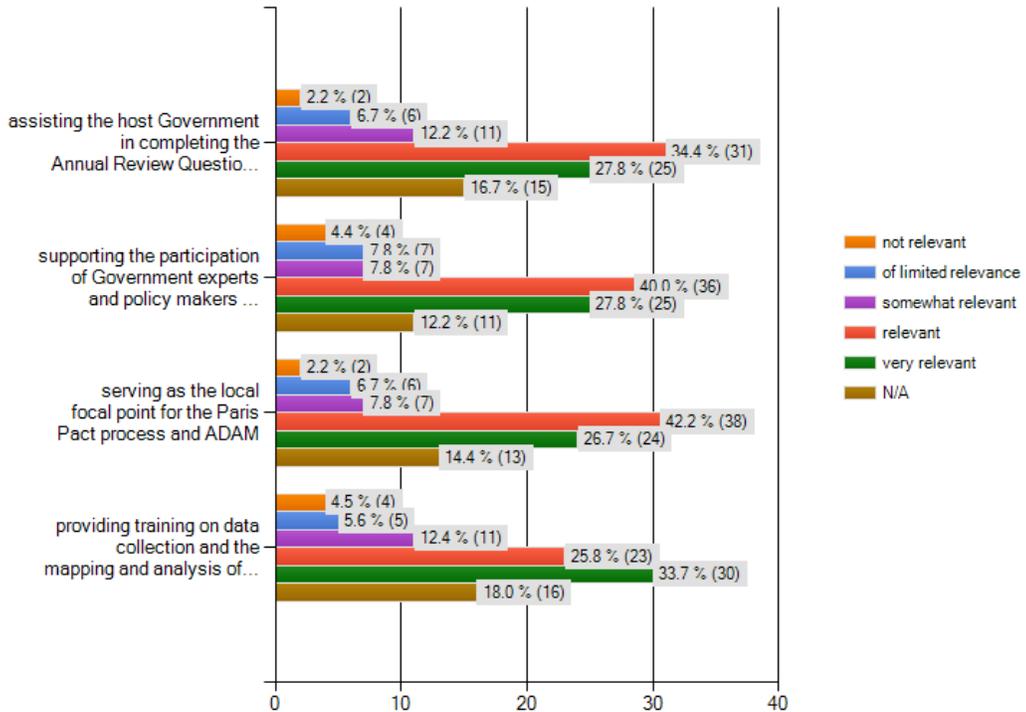
Please rate how effectively UNODC serves the partnership:



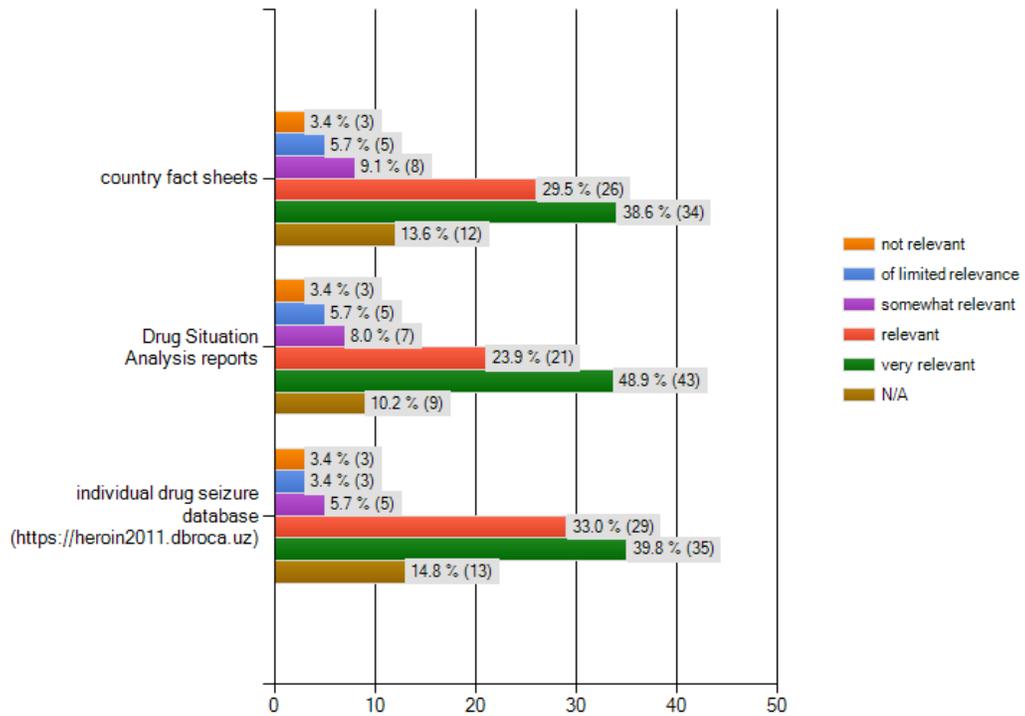
To which extent do you believe that the Paris Pact Initiative has supported collaboration between partners with regards to the following?



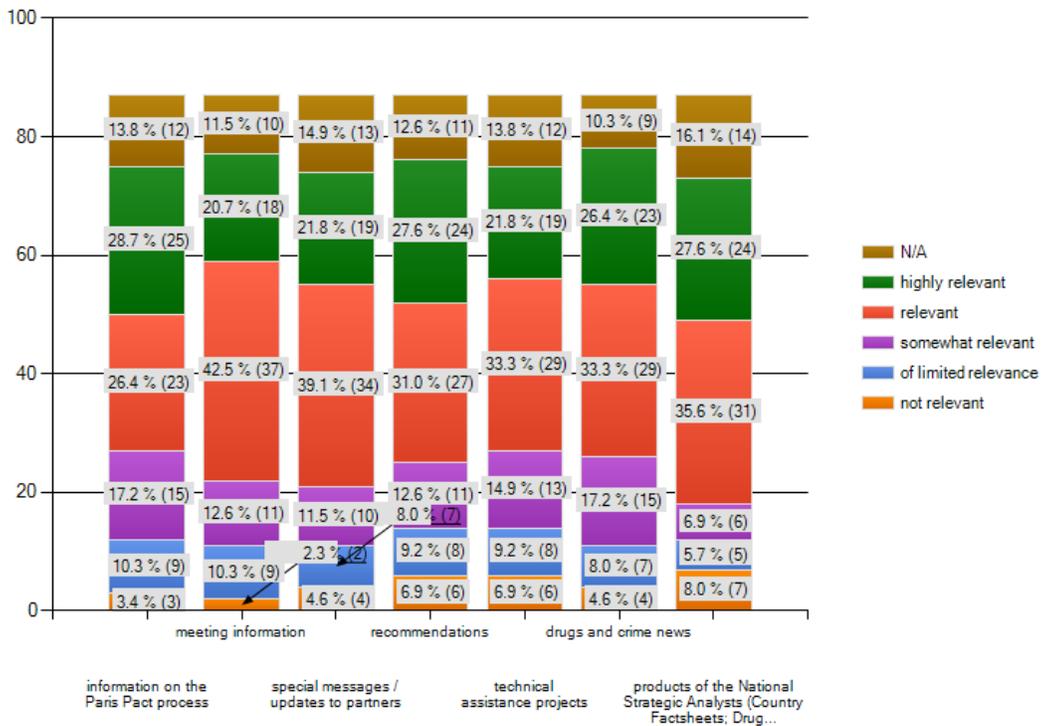
To which extent do you see the following services of the National Strategic Analysts as relevant?



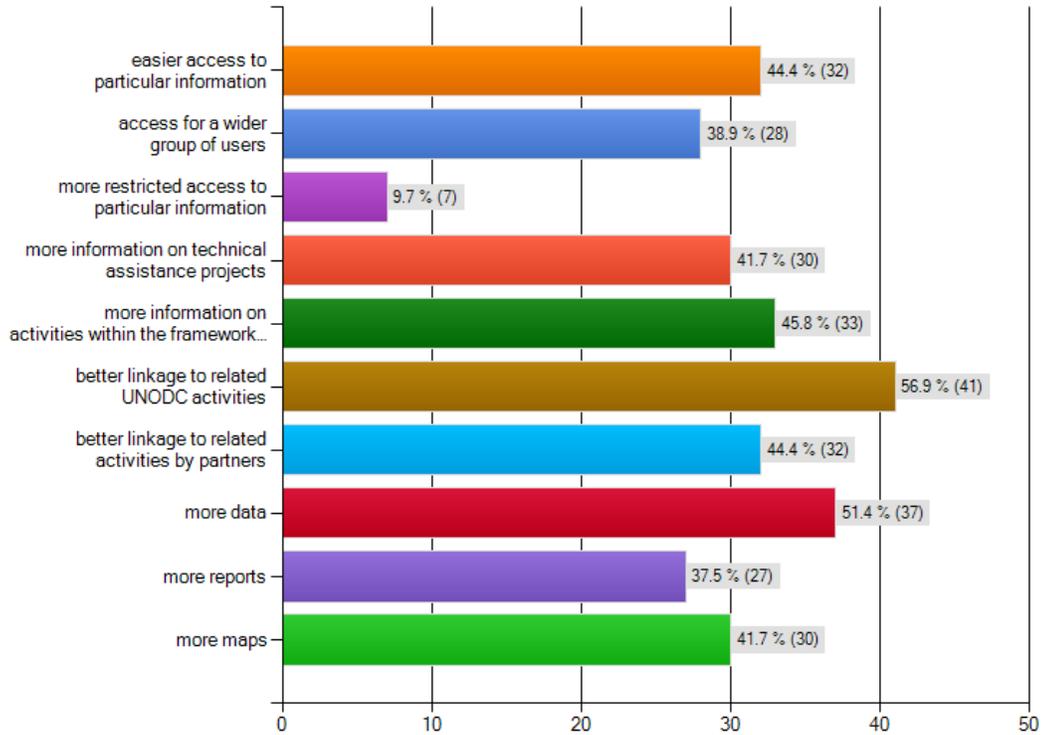
To which extent do you see the following products of the National Strategic Analysts as relevant?



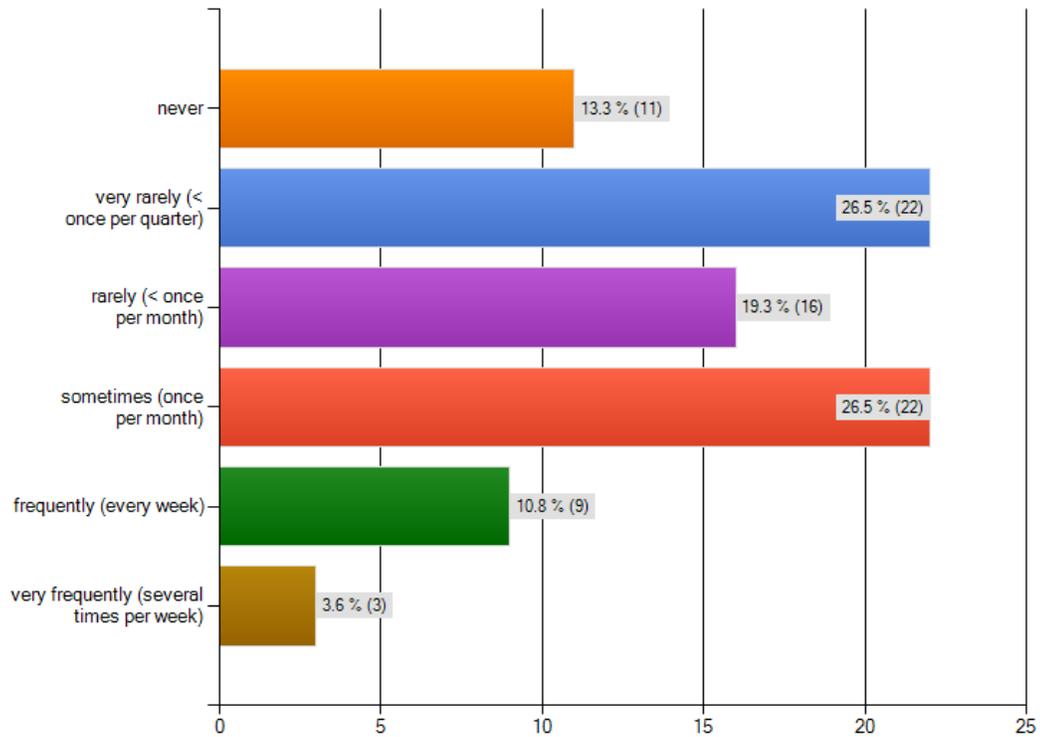
What kind of information provided on ADAM is relevant to your needs?



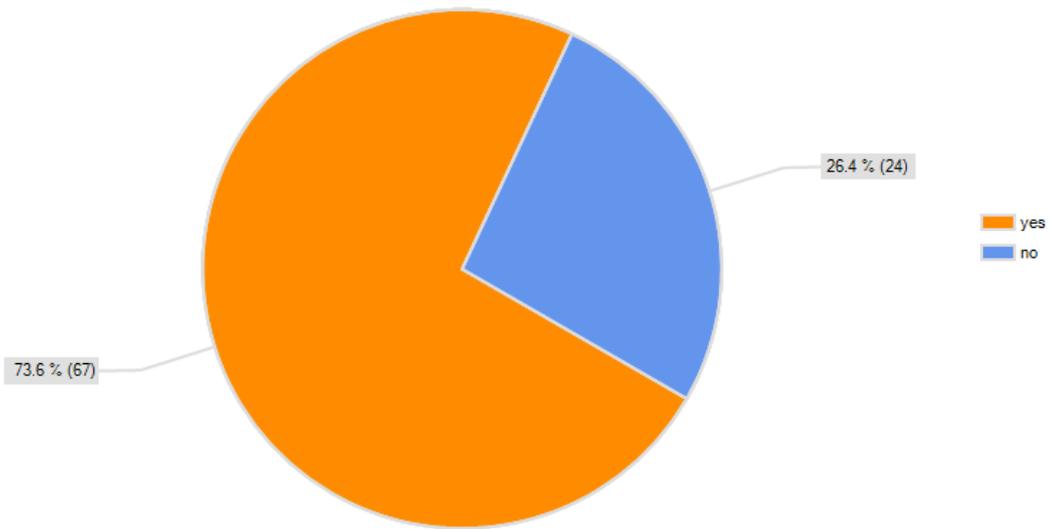
How could ADAM be improved to be more effective?



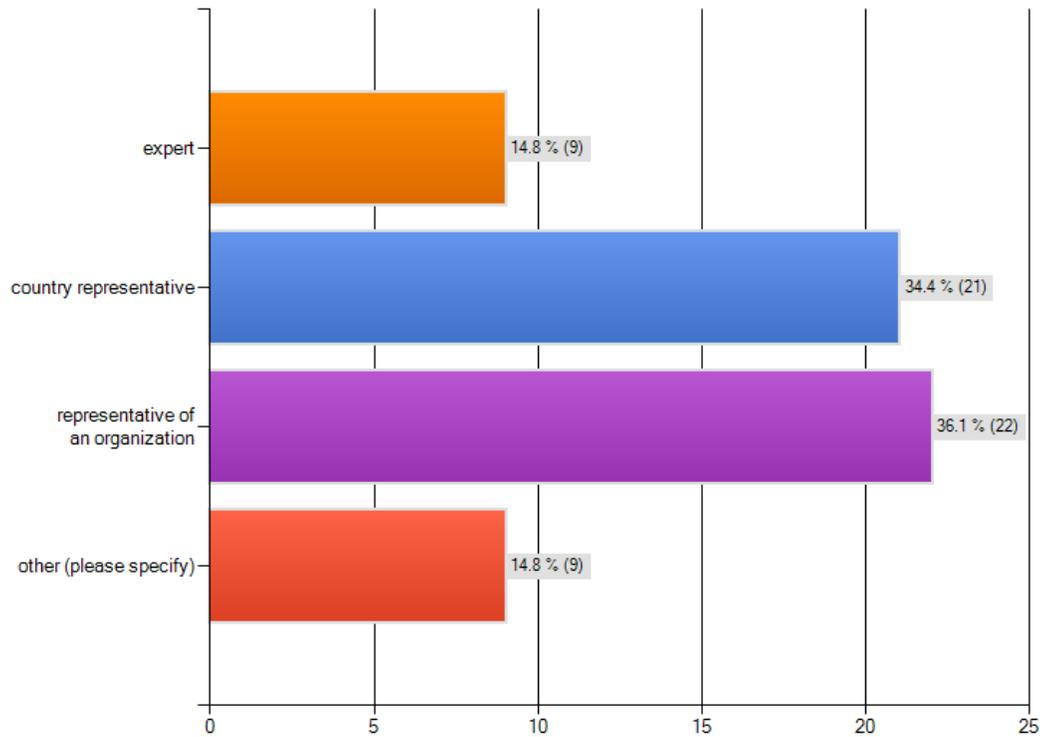
How often do you access ADAM on average?



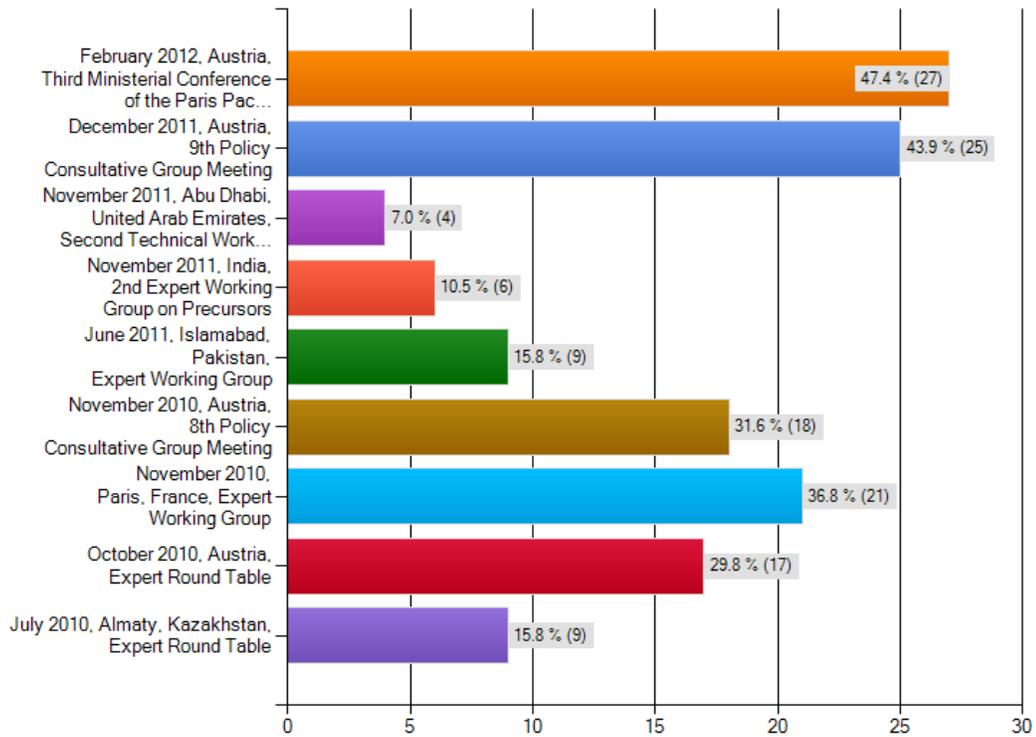
Have you participated in any policy / expert meeting of the Paris Pact?



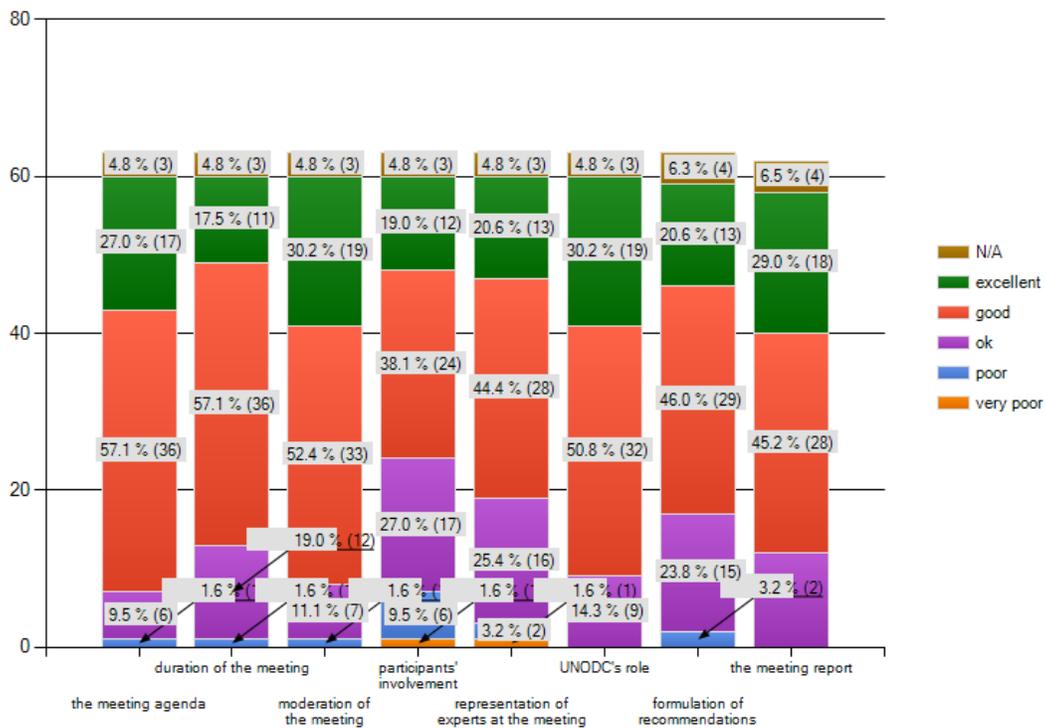
In what capacity did you participate?



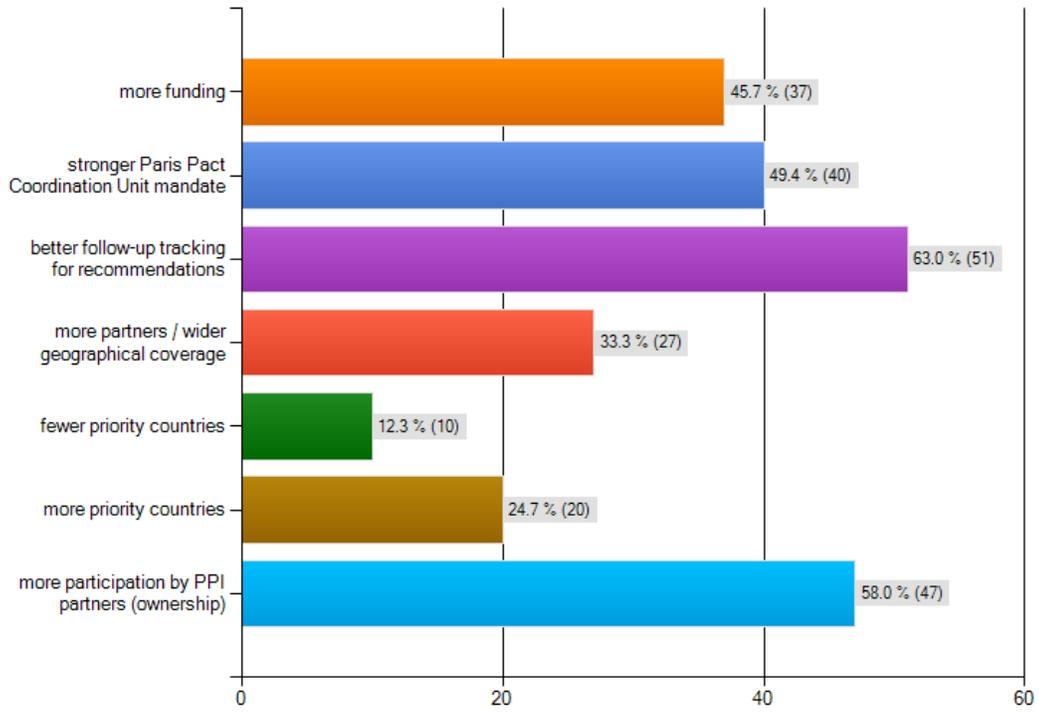
When?



Considering the way expert meetings have been organised, please rate the overall quality of the following aspects:



In general, what can be done to make the PPI more effective? (please select all that apply)



ANNEX VI. BUDGET OVERVIEW

GLO K31 - Paris Pact Initiative Phase III: A partnership to counter the trafficking and consumption of opiates originating in Afghanistan.

Analysis of expenditures vs. planned budget

	<i>Expenditure</i>	<i>Planned</i>	<i>Expenditure</i>	<i>Planned</i>	<i>Expenditure</i>	<i>Planned</i>
	<i>2010</i>	<i>2010</i>	<i>2011</i>	<i>2011</i>	<i>2012</i>	<i>2012</i>
Consultative Mechanism	\$ 365,101	\$ 445,898	\$ 686,515	\$ 876,654	\$ 614,070	\$ 563,644
National Strategic Analysts	\$ 217,354	\$ 204,530	\$ 423,951	\$ 470,984	\$ 85,117	\$ 228,599
ADAM	\$ 63,504	\$ 57,630	\$ 138,723	\$ 127,351	\$ 48,740	\$ 59,099
TOTAL	\$ 645,959	\$ 708,058	\$ 1,249,189	\$ 1,474,989	\$ 747,927	\$ 851,342

Notes:

Expenditures are based on ProFi reports.

For 2010:

Implementation against original prodoc = 91.62%

For 2011:

Implementation based against revised prodoc (extend project through May 2012) = 84.69%

For 2012:

Expenditures based on ProFi report dated 11 June 2012

Implementation based against revised prodoc budget (extend project through May 2012) = 87.85%

ANNEX VII. OUTCOME LOGFRAME

UNODC Logical Framework				
	<i>Indicators</i>	<i>Means of Verification</i>	<i>Assumptions/Risks</i>	<i>Implementation</i>
<p>Outcome(s):</p> <p>Outcome 1: Paris Pact partners adopt and implement recommended target interventions against the trafficking and consumption of opiates originating in Afghanistan.</p> <p>Outcome 2: Paris Pact partners provide information to ADAM on a continuous basis and filter new project proposals by checking the database.</p>	<p>For Outcome 1: Recommendations produced through Paris Pact have been approved by the PCG in 80% of cases.</p> <p>For Outcome 2: Increased number of data entries into ADAM system have been recorded .</p>	<ol style="list-style-type: none"> 1. Minutes of PCG meeting. 2. Comparative analysis of system data. 3. Reports from field offices, through Rainbow Strategy and Expert meetings. 4. Records of Expert meeting and PCG. 5. The work plans and records of the meetings. 	<p>i) The security situation in Afghanistan and neighbouring countries does not deteriorate;</p> <p>II) Member States are prepared to adopt and take ownership of operational recommendations from the Expert Round Tables and Technical Working Groups;</p> <p>III) Expert meetings are attended by persons with</p>	<p>For Outcome 1: All recommendations formulated by experts were endorsed by the PCG and were thereafter published on ADAM. There is no formal mechanism to follow up on the implementation of the recommendations agreed by the Paris Pact.</p> <p>For Outcome 2: Since the launch of ADAM version 3.0 in July 2011, the number of unique users on ADAM has more than doubled. Some countries and organization do not frequently input the necessary data in ADAM. Interviews and questionnaires showed that top-level decision makers do not use ADAM, mainly due work overload and lack of time. Primary users seem to be technical staff. The evaluation team does not have evidence on the use of</p>

<p>Outcome 3: Paris Pact partners use information provided through the Paris Pact to inform operational decision making and strategic policy.</p>	<p>For Outcome 3: Increased number of international operations have been jointly conducted.</p> <p>Paris Pact partners amend or review operational decisions and policy following receipt of information from the Paris Pact.</p>		<p>relevant expertise;</p> <p>IV) The Paris Pact Coordination Unit is sufficiently resourced to provide the additional services proposed to the Member States.</p>	<p>ADAM in term of guiding new projects for the region.</p> <p>For Outcome 3: Through the NSA network, substantive data collection has taken place on drug-related issues. The information is shared with PPI partners and available in ADAM. A global online forum for data collection and monitoring of drug related statistics is now in place in response the Paris Pact partners' requests (heroin2011.dbroca.uz). The PPI has set the basis for a more robust data collection and information sharing through the expansion of the NSA network (Serbia, FYROM and Kyrgyzstan). Practical recommendations from the EWGs on Cross Border Cooperation, Financial Flows and Precursors were endorsed by the PCGM as the guidance for Paris Pact priority action. Interviews and questionnaires showed that information generated/disseminated through the PPI are considered by top-decision makers, and by the participants in the consultative meetings. The evaluation team could not evidence that in terms of documents or influence in country's public policies.</p> <p>For Outcome 4: The PPI initiative and its concept are not fully integrated into the Regional Programmes being implemented by UNODC.</p>
	<p>For Outcome 4:</p>			

<p>Outcome 4: The objectives, activities and resources of UNODC projects and programmes related to Afghan opiates are cross referenced with those of the Paris Pact.</p>	<p>Work plans are cross-referenced where appropriate and regular meetings held between different related programmes on at least a quarterly basis.</p>			<p>Although the Paris Pact project is located within the Integrated Programme and Oversight Branch (IPB), the Project Coordinator liaises with all relevant sections within UNODC and makes full use of the expertise available in the institution regarding drug demand reduction and drug supply reduction as well as research and analysis, as required by the mandate of the Paris Pact. There are complementarities between the Paris Pact National and other UNODC projects. Some of the Strategic Analysts (NSAs) – located directly in UNODC field offices in 6 out of 8 countries that are covered by the Regional Programme for Afghanistan and Neighbouring Countries, and 2 of the 6 countries that are covered by the Regional Programme for South Eastern Europe – have been working in coordination and collaboration with Regional Programmes and other UNODC projects and programmes, for example the Container Control Programme. Projects and programmes, for example the Container Control Programme.</p>
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ANNEX VIII. EVALUATION CRITERIA AND RESEARCH QUESTIONS

<i>Criterion</i>	<i>Main research questions based on ToR</i>
Relevance	<p>On the PPI Partnership:</p> <p>I. Are the PPI's objectives and activities aligned with clearly identified needs of stakeholders?</p> <p>II. Are the mandate and activities clearly defined and do they add value beyond the activities of other players in the field of counter-narcotics?</p> <p>III. Are the objectives of the PPI relevant in view of current international interests?</p> <p>On the UNODC PPI Project:</p> <p>IV. Was the project's approach relevant to the needs of stakeholders?</p> <p>V. To what extent does the current organizational structure of UNODC support the PP mandate?</p> <p>VI. Regarding the Consultative Mechanism, were the recommendations formulated at expert meetings relevant to partners?</p> <p>VII. Is the information contained on ADAM relevant to partners' needs? Regarding the work of the NSAs, are the services provided by them relevant to partners?</p>
Effectiveness	<p>On the PPI Partnership:</p> <p>I. How effective has the PPI been in assisting partners, in particular beneficiary and funding partners, in countering the trafficking and consumption of opiates originating from Afghanistan?</p> <p>II. Has the consultative mechanism promoted the improvement of national responses in priority countries?</p> <p>III. Has the consultative mechanism promoted partnership and good practices?</p> <p>IV. Have counter-narcotics capacities of priority countries⁴⁰ been enhanced as a result of the consultative mechanism?</p> <p>V. In general, what can be done to make the PPI more effective?</p> <p>On the UNODC PPI Project:</p> <p>VI. Were recommendations, lessons learned and best practices from evaluations of previous phases implemented in Phase III?</p> <p>VII. Does the role the PPCU has taken on during Phase III serve the partnership most effectively?</p> <p>VIII. Has the consultative mechanism served as a forum for information exchange and analysis of strengths and weaknesses of counter-narcotics measures (both drug supply and drug demand reduction) along the major heroin trafficking routes from Afghanistan?</p> <p>IX. Does the way expert meetings are being organised serve partners' needs most effectively?</p>

⁴⁰ Afghanistan, Former Yugoslav Republic of Macedonia, Iran, Kyrgyz Republic, Pakistan, Russian Federation, Serbia, Tajikistan, Turkmenistan, Uzbekistan. (RF changing)

- X. Did experts' recommendations effectively support partners' policy decisions?
- XI. How effective is the Paris Pact's online presence, the Automated Donor Assistance Mechanism ADAM, www.paris-pact.net?
- XII. Has the info provided by ADAM effectively supported partners' decisions on TA?
- XIII. How could ADAM be improved to be more effective?
- XIV. What conditions would be necessary for more data on technical assistance to be made available to ADAM and for ADAM to thus become more effective?
- XV. Regarding the National Strategic Analysts, are their products of data collection and analysis effectively supporting partners' decisions?
- XVI. What kind of additional research could prove to be effective to partners' needs?
If it is deemed useful to further strengthen the NSA network, in what way this could be done?

- Efficiency
- On the UNODC PPI Project:
- I. To which extent has the organizational structure, managerial support and coordination mechanisms used by UNODC supported the achievement of the project's results?
 - II. Has PP budget been allocated and spent as planned?
 - III. What is the perception of the efficiency of the Paris Pact project GLO K31 based on partners' experience?
 - IV. What synergies are there between the PPI, the Rainbow Strategy and the Regional Programme for Afghanistan and Neighbouring Countries?
 - V. To what extent is the Regional Programme responding to PPI experts' recommendations?

- Sustainability
- On the PPI Partnership:
- I. Did the implementation of expert recommendations bring about long-lasting, sustainable improvements?
 - a. Which examples are there for sustainable and non-sustainable efforts?
 - b. What are the key limitations to sustainability and how might they be overcome?
 - II. Have PPI partners, in particular Afghanistan and the countries along the opiates trafficking routes, taken ownership of the objectives to be achieved by the partnership?
- On the UNODC PPI Project:
- III. Is the PPI project's current setup (mandate, structural context, funding, capacity) sustainable?

- Impact
- On the PPI Partnership:
- I. Is there any evidence that the partnership has contributed to the reduction of drug trafficking and drug demand as a result of the Consultative Mechanism?
 - II. How is the project related / how has it contributed to similar initiatives in the Paris Pact region, particularly in relation to Afghanistan and neighbouring countries?
 - III. What difference has the PPI made to partners, in particular Afghanistan and the countries along the opiates trafficking routes?
 - IV. What are the intended and unintended long-term effects of the PP partnership?
 - V. Do the expert recommendations have an impact on policy making?
 - VI. Has the implementation of recommendations had an impact on the situation in the country?

VII. What are the best practices that emerge from the partnership?

Partnership
and
Cooperation

On the PPI Partnership:

- I. Has the PPI effectively improved networking / information exchange between partners?
- II. Has the PPI supported decision-making processes?
- III. Was the PPI successful in providing a forum for innovative solutions?
- IV. Does PPI support collaboration between PP partners and create a value-added synergy that avoids the duplication of efforts?

On the UNODC PPI Project:

- V. Has the PPI used joint initiative opportunities with other UN entities (incl. UNODC field offices) to the full advantage?
-

ANNEX IX. 2009 EVALUATION RECOMMENDATIONS – FOLLOW-UP

Follow up column is based on PPCU Management Response and evidence collected by the evaluation team.

<i>Findings</i>	<i>Supporting Evidence</i>	<i>Recommendation</i>	<i>Follow up</i>
The Paris Pact has proved to be an enduring partnership, that owes much to the original visionary approach, sound and comprehensive project design, and patient but determined implementation. The Paris Pact has played a vital and unique role by ensuring that partners act together in a coordinated way, with common purpose. There is universal support for a renewal of the Pact at the end of 2009.	Throughout the evaluation, there were consistent expressions of strong support for the Paris Pact. There was also recognition that without the supporting infrastructure of a future Phase of the Pact, it would be difficult to maintain progress. Support for a future phase was universal amongst those consulted during the evaluation.	1. The Paris Pact should be renewed at the end of 2009, and move into a third phase.	Completed. Note: Implementation start delayed until May 2010. Phase III extended until December 2012 as per PCGM decision.
Although the Expert Round Table (ERT) meetings have been a vital ingredient in the success of the Paris Pact, they have become unwieldy, and lack sufficient focus. Participation in ERTs has not been confined to experts as originally intended, and this has made it extremely difficult to deliver focused and specific recommendations.	Opinion of external partners consulted during the evaluation, supported by detailed analysis of ERT minutes and follow-up reports.	2. The Consultative Mechanism should continue as the principal element in a third phase, but should be modified as recommended in this evaluation in order to improve operational focus and ensure that recommendations are fully implemented.	Completed. With some limitations to implementation aspect as it is an ongoing process.
There should be a maximum of two linked items on the agenda of future meetings, requiring the attendance of the same expert or experts from the affected countries.	General consensus that the ERT meetings have 'run their course' but that a modified Consultative Mechanism could deliver improved implementation of recommendations.	3. The ERT meetings should be replaced with a series of EWGs.	Complete. Replaced by EWG. As a carry over from Phase II, 2 ERTs were implemented in early 2010 according to Phase II planning. Then came the shift to specific thematic meetings under the EWGs.
The success in implementing many of the ERT	The application of 'SMART' criteria has	4. It should be a requirement for	Partially implemented with a

recommendations is difficult to measure, and many of them may not have been realistic.	proved very effective in many spheres of project activity, and ensures that recommendations are capable of implementation, and that success in doing so can be measured.	recommendations arising from ERT (in future EWG) meetings to meet 'SMART' criteria.	strong effort to make the recommendations as focused and operational as possible.
It is inevitable that with so many partners, PCGMs will be sizeable events, but they should not replicate other fora (e.g. CND meetings), and should concentrate on ensuring that ERT recommendations are implemented in a timely manner.	Submission from partners (Permanent Missions to UN), supported by staff in UNODC Field Offices. Accords with the view on current PCGM put forward by the Executive Director of the UNODC in his introductory comments at the 2008 meeting.	5. The PCGM should continue to be held on an annual basis, but with a renewed focus on reviewing progress on the implementation of previous ERT recommendations and setting future EWG agendas.	Partially implemented. Meetings are held on annual basis, but the revision of previous recommendations is not a usual practice on the meetings. Future EWG agenda is discussed in the meetings.
The Paris Pact & the Rainbow Strategy are both promoted effectively, but there would be benefit in making the relationship between them clearer in all promotional material, and wherever possible combining publications so that the linkage between them is transparent to all.	Analysis of promotional material for both the Rainbow Strategy and the Paris Pact, and consultations during the evaluation. Definitions of the precise relationship differed significantly amongst those consulted.	6. A clear statement, explaining clearly and concisely the relationship between the Paris Pact and the Rainbow Strategy should be included in all promotional material. Single publications, covering both initiatives should be considered wherever possible and appropriate.	Partially implemented due to internal changes within UNODC's programmatic approach. (Development of the Regional Programme) and increased reluctance from some Paris Pact partners to move this issue forward.
ADAM has not been adapted to a significant extent during Phase II, despite the excellent development of the system by the UNODC, and the promotion of it by the Paris Pact Coordination Unit (PPCU) and others. Donors are well aware of this, and if approached to fund a third phase would undoubtedly require an assurance that this would improve. Any such assurance would however be hollow and in practice unenforceable.	Interviews during the evaluation, analysis of ADAM statistical data, and reports from staff in the field. This failure was widely acknowledged, but there was no evidence put forward to suggest that the situation would improve in a third phase of the Paris Pact.	7. The future of ADAM within any future phase of the Paris Pact should be carefully considered by the UNODC.	Partially done. ADAM's functionalities have being improved.
Now that the Paris Pact is an established and accepted entity, there is a need for progress to be accelerated, which will require a more assertive role from the centre.	A change to the CM will inevitably require a change in direction and focus of the body coordinating CM activities.	8. The PPCU should be strengthened, and it should be given direct responsibility for driving forward the next phase of the Paris Pact. In any future	Partially implemented due to lack of clear mandate given to PPCU by Paris Pact partners.

		phase of the Paris Pact, partners should clearly and publicly endorse this enhanced role.	
The overall volume of material produced should be reviewed, and be distributed to partners at least six weeks before the proposed PCGM, in order to allow for adequate consultation to take place in advance of the meeting.	Specific comments from partners, supported by examination of 2007 & 2008 PCGM briefing material.	9. The PPCU should continue to act as a Secretariat to the PCGM, and should prepare a series of short reports in advance that identify those ERT recommendations that have not been implemented.	Partially implemented. PPCU acts as a secretariat. The short reports to identify ERT recommendations status were not prepared. New functionality on ADAM to monitor the status of implementation of recommendations/work is in progress.
The NSAs have made a significant impact in respect of strategic intelligence gathering, and irrespective of the future of the Paris Pact, need to be maintained.	Universal opinion of all those consulted during the evaluation. Confirmed by Desk Review of documents published by UNODC during 2007-2009.	10. The NSA Network should be maintained, and if resources permit, expanded.	Fully Implemented. Three additional positions put in place and staffed in Serbia, FYROM and Krygyzstan. NSA network was expanded and they are being acting in other UNODC projects as well.