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Mid-term In-depth Evaluation of the

Paris Pact Initiative Phase IV

**- A Partnership to Combat Illicit Traffic in Opiates
Originating in Afghanistan**

GLOY09
Global Programme

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This evaluation report was prepared by an evaluation team consisting of Mr. Peter Allan (lead evaluator), Ms. Asmita Naik and Mr. David Macdonald (second evaluators/team members). The Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects. Please find the respective tools on the IEU web site: <http://www.unodc.org/unodc/en/evaluation/evaluation.html>

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ABBREVIATIONS AND ACRONYMS

ADAM	Automated Donor Assistance Mechanism
AOTP	Afghan Opiate Trade Project
BENATOC	Building Effective Networks Against Transnational Organized Crime
CADAP	Central Asia Drug Action Programme
CARICC	Central Asian Regional Information and Coordination Centre
CAU	Coordination and Analysis Unit
CCP	Container Control Programme
CM	Consultative Mechanism
CND	Commission on Narcotic Drugs
CCPCJ	Commission on Crime Prevention and Criminal Justice
DMP	Drugs Monitoring Platform
DO	Division for Operations
DTA	Division for Treaty Affairs
ET	Evaluation Team
EU	European Union
EWG	Expert Working Group
FO	Field Office
GCC-CICCD	Gulf Cooperation Council - Criminal Information Centre to Combat Drugs
GE	Gender Equality
GMCP	Global Maritime Crime Programme
GP	Global Programme
GPML	Global Programme on Money Laundering
HR	Human Rights
HRGE	Human Rights and Gender Equality

ISIS	Islamic State of Iraq and Syria
LE	Law Enforcement
MS	Member State
MSC	Most Significant Change
NSA	National Strategic Analyst
OCB	Organised Crime Branch
OED	Office of the Executive Director
PCGM	Policy Consultative Group Meeting
PPCU	Paris Pact Coordination Unit
PPI	Paris Pact Initiative
RAB	Research and Trends Analysis Branch
RLO	Research and Liaison Officer
RO	Regional Office
ROCA	Regional Office for Central Asia
RP	Regional Programme
TPB	Terrorism Prevention Branch
ToR	Terms of Reference
UN	United Nations
UNEG	United Nations Evaluation Group
UNODC	United Nations Office on Drugs and Crime
VD	Vienna Declaration
WDR	World Drug Report
WHO	World Health Organization

MANAGEMENT RESPONSE

<i>Recommendation</i>	<i>Management Response (accepted/partially accepted/rejected)</i>
<p>1: Determine the role of the GP, i.e. whether to continue as a purely Secretariat function or expand its current responsibilities and – in tandem with an advocacy strategy – clarify the role of the GP with respect to UNODC. <i>PPCU together with PPI partners; UNODC Senior Management, UNODC Thematic Lead Experts; Advocacy Section.</i></p>	Accepted
<p>2: Improve internal cooperation, effective communication, partnerships and working relationships, with all in-house partners, as well as continue pursuing the 'One UNODC' concept <i>PPCU and all relevant UNODC Divisions, Sections and Programmes.</i></p>	Accepted
<p>3: Reliable, predictable and long-term funding is essential for PPCU to fully carry out its work. The GP should seek solutions in ensuring long-term funding through i) regular updates on GP activity to the donor community; ii) regular and joint donor meetings with the Permanent Missions; iii) reassessing funding modalities with other UNODC projects and programmes. <i>PPCU in coordination with UNODC Senior Management and Co-financing and Partnership Section (CPS), UNODC Thematic Lead Experts, relevant UNODC Sections and Programmes and Paris Pact partners.</i></p>	Accepted
<p>4: Improve the effectiveness of the EWG meetings through e.g. more structured small-group work to enable participants to discuss issues, work practices and possible recommendations. <i>PPCU and UNODC Lead Thematic Experts.</i></p>	<p>Partially Accepted: Several models of EWG implementation can be developed in close coordination with UNODC Thematic Lead Experts and Paris Pact partners based on pillar-specific requirements. The modality will be determined based on inputs provided by Paris Pact partners in their capacity as beneficiaries of the Initiative.</p> <p>The Programme will explore the possibility of strengthening the role of regional organisations in facilitating reporting back to the Expert Working Groups (EWGs) on behalf of a specified geographical sub-region of Paris Pact partners with the overall aim of bolstering</p>

5: Consider the future modality of the RLO network and whether it should be retained, expanded or closed. *PPCU in coordination with the UNODC Research and Trend Analysis Branch (RAB), relevant Regional, and Country Offices, Regional and Country Programmes.*

6: Determine who follows-up on the EWG recommendations to monitor implementation. *PPCU together with Paris Pact Partners, UNODC Thematic Lead Experts.*

their engagement within the Paris Pact's Consultative Mechanism and would allow for the consideration of smaller (geographical) group work in preparation of said meetings. The Programme (PPCU) is exploring the possibility of piloting this model for the upcoming EWG meeting (November 2018) for Regional Initiatives together with the respective UNODC Thematic Lead Expert.

Accepted

Partially Accepted: At the 14th PCGM (June 2018) it was stated that stocktaking of existing Paris Pact expert recommendations under each pillar of the Vienna Declaration is to be undertaken over the course of the next year to hone their operational focus. Said stocktaking will be aligned to the Paris Pact partner-driven 'Gap Analysis' process initiated in 2015. This exercise may trigger changes to the structure of EWGs and the implementation of evaluation recommendation number four.

The Programme will explore the possibility of strengthening the role of regional organisations in facilitating the implementation of expert recommendations and report on their implementation to the annual PCGM on progress made. The PPCU is working with the Thematic Lead Expert (Pillar I: Regional Initiatives) to determine the viability of piloting/rolling out this model at the upcoming EWG on Regional Initiatives scheduled for November 2018. This additional layer of engagement aims to better connect the work of regional organisations including the development and implementation of operations that support expert recommendations.

The Programme (PPCU) will explore

7: Devise a strategy for DMP development, and re-assess the value of ADAM. *PPCU together with RAB, ITS, UNODC Lead Thematic Experts, Paris Pact Partners.*

8: Decide whether to develop partnerships with more diverse stakeholders to improve research on Afghan opiates, for example with research centres and universities. With a changing global scene, there is need to encourage the incorporation of further partnerships in particular in the Gulf States and Africa. *PPCU together with PPI Partners, RAB, Regional Sections, Global, Regional and Country Programmes.*

9: Develop an appropriate monitoring regime, including improved logical framework with indicators to capture the impact of GP activity. *PPCU in coordination with UNODC Strategic Planning and Interagency Affairs Unit (SPIA) and Paris Pact partners.*

10: Consider steps to be taken to ensure the inclusion of Human Rights and Gender Equality issues in activities under the GP, including through gentle advocacy and encouragement. *PPCU in coordination with UNODC Human Rights Advisory Group Focal Point, Justice Section and Gender Focal Point, Officer of the Executive Director (OED); UNODC Lead Thematic Experts, Paris Pact Partners.*

options for strengthening synergies with the work of the HONLEAs.

Accepted

Partially Accepted: Explore external research needs based on inputs provided by Paris Pact partners as beneficiaries of the Initiative.

The Programme through the PPCU to continue current outreach activities in support of the Consultative Mechanism and explore broadening the partnership in cooperation with relevant UNODC sections and programmes.

Partially Accepted: PPCU to undertake a revision of the logframe of the programme once the follow-up plans for all of the other recommendations are further refined and feedback is received from Paris Pact partners.

The Programme (PPCU) will take into account the lessons learned from the remainder of the phase to develop better indicators to ensure better assessment of impact.

Accepted

EXECUTIVE SUMMARY

Introduction and Background

The Global Programme

The Paris Pact Initiative (PPI) was established in Paris in 2003 as a broad based international coalition of countries and organizations with the goal of combating the traffic in opiates originating in Afghanistan and strengthening linkages between counter-narcotics actors. The United Nations Office on Drugs and Crime (UNODC) Global Programme (GP) was set up in 2004 as ‘The Paris Pact Initiative - Regional Coordination of Programme Development for Countries Affected by Afghan Heroin Trafficking’ (GLOI05) as a support to the PPI. Phase IV of the GP. ‘The Paris Pact Initiative - A Partnership to Combat Illicit Traffic in Opiates Originating in Afghanistan’ (GLOY09) was set up in 2013 and builds upon the previous three phases¹, with an overall budget of US\$ 6,528,381.² The GP is implemented by the Paris Pact Coordination Unit (PPCU), Division for Operations, UNODC. The PPI has two dimensions. The first is the partnership itself, made up of 58 countries and 23 organizations (total 81 partners), including UNODC as an equal member of the partnership working to implement the Vienna Declaration.³ The second dimension is the GP where PPCU acts in its capacity as coordinator (Secretariat) in support of the partnership and the realization of its goals. This is a mid-term evaluation of the latter, Phase IV of the GP, and not the overall PPI.

Objective and outcomes

The overall **objective** of GLOY09 is to ensure that “The Paris Pact Initiative combats the illicit traffic in opiates originating in Afghanistan including opium cultivation, production and global consumption of heroin and other opiates, in line with the Vienna Declaration and with the assistance of UNODC”. In its Secretariat role to the PPI, the GP attempts to meet this objective through its three programme components: 1) Consultative Mechanism 2) Research and Liaison Officer (RLO) Network and 3) Information Management – Drugs Monitoring Platform (DMP) and Automated Donor Assistance Mechanism (ADAM).

Linked to each of these components are the three **outcomes** of the GP. These are 1) Using the fora facilitated by UNODC, Paris Pact partners exchange information, coordinate and prioritize activities to respond to the threat posed by opiates as outlined in the four priority areas of the Vienna Declaration. 2) Paris Pact partners benefit from first hand evidence gathered by the RLO Network and the links it establishes with the

¹ Phase I (GLOI05) evaluated in 2006, phase II (GLOJ33) evaluated in 2009 and phase III (GLOK31) evaluated in 2012.

² Currently there are eight donors for Phase IV of the Paris Pact Programme, namely Austria, France, India, Norway, Russian Federation, Turkey, United Kingdom (UK) and United States (US).

³ www.unodc.org/documents/drug_trafficking/Vienna_Declaration_ENGLISH_Final_14_February_2012.pdf

country/regional level with regards to the four priority areas of the Vienna Declaration. 3) Paris Pact partners utilize the Paris Pact supported online platforms, ADAM and the DMP, to obtain evidence on counter-narcotics related developments and interventions implemented in support of the four Vienna Declaration pillars; and to become informed on Paris Pact-related activities.

The Evaluation

This Mid-term In-depth Evaluation covers the implementation of activities under the current phase IV of the GP from June 2013 to October 2017 (end of evaluation field missions), with finalisation and presentation of evaluation results on the 8th March 2018. The purpose of the evaluation was to identify areas of improvement and offer suggestions for the continuation of the current phase of the GP as well as identifying ways of improving the GP's support to the partnership. In addition, the implementation of the recommendations⁴ from the 2012 In-depth Evaluation of the GP was assessed.⁵

It should be noted that this evaluation excludes, as unanimously reiterated by partners at the 13th Policy Consultative Group Meeting (February 2017): the requirement for a global approach to the opiate threat necessitating the Paris Pact to be a global initiative; the utility of the Paris Pact as a global cooperation platform; the international community's common and shared responsibility to combat opiates; the validity of the Vienna Declaration as a comprehensive foundation for consensus building and priority setting; the balanced and comprehensive approach institutionalized within the four-pillar architecture of the Vienna Declaration; UNODC as the technical leading agency for the Initiative in operationalizing the Vienna Declaration; and, the technical assistance provided by Paris Pact partners and UNODC global programmes to support the implementation of the four Vienna Declaration pillars (i.e. the operational actions undertaken by individual members of the partnership).

The evaluation followed the Organization for Economic Co-operation and Development - Development Assistance Committee (OECD – DAC) criteria: relevance, efficiency, effectiveness, impact and sustainability, as well as assessed partnership and cooperation, human rights and gender. It also followed a mixed-methods as well as gender-responsive evaluation methodology in line with United Nations Evaluation Group (UNEG) and UNODC Norms and Standards. The evaluation methodology considered primary and secondary data sources ensuring triangulation of findings, further promoting the participation of stakeholders throughout the evaluation process. A field mission to Vienna was undertaken from 16 to 25 October, as well as attendance at an Expert Working Group (EWG) meeting on precursor chemicals in Bucharest on 23-24 October. The evaluation team consisted of three external independent evaluators; Mr. Peter Allan (lead evaluator), Ms. Asmita Naik and Mr. David Macdonald (second evaluators/team members) with combined experience in the thematic fields, regional/country areas and human rights and gender equality (HRGE).

Findings

⁴ UNODC: *GLOY09 Mid-term Evaluation Final TOR 3JUL2017* p.26

⁵ NB The ToR for this evaluation report limited examination of progress against recommendations that pertained specifically to the GP and not the PPI.

Relevance

The relevance of the GP is inextricably and directly linked to the aims and objectives of the PPI but the GP is not responsible for defining – or even guiding – the policy decisions of the partnership. The GP itself does not and cannot make or take these decisions on change of focus. UNODC, as one of the 81 partners to the PPI, can contribute to that discussion; however, the GP as Secretariat to the PPI can only support the administration and management of PPI activity and not create nor implement policy. The lack of clarity and understanding on this point has led to some unrealistic expectations of the GP. This is an important concept to understand as the ToR of this evaluation explicitly excludes the relevance of the PPI and only considers the relevance of the GP in its Secretariat role to the PPI. The majority of those engaged with the PPI viewed it as relevant and the recent publication of Afghan opium cultivation figures within UNODC's opium survey illustrates the continuing scale of the problem.⁶ In terms of the GP components, the evaluation found that the consultative mechanism and the DMP are viewed as relevant but there are questions about the value of ADAM and the RLO Network. Broadly, however, the evaluation found that the GP is relevant, and as long as the PPI requires Secretariat support, the GP as implemented by the PPCU remains the most appropriate vehicle to provide this support.

Efficiency

The GP is, for the most part, efficient. There is no obvious wastage of resources and it is financially transparent. The PPCU staff members within the GP are generally acknowledged to work extremely hard and with great efficiency in the discharge of their duties. The management and administration of the EWGs and PCGMs was held to be of a high standard, however with room for improvement for further effectiveness. Where the GP suffers with regard to efficiency is primarily linked to its lack of funding. Without the funds to cover a calendar year in advance, the GP cannot plan its activities even moderately into the future.

Partnerships and Cooperation

The GP has looked to foster effective partnerships and encourage cooperation both internally within UNODC under the 'One UNODC' concept (which promotes integrated cooperation within UNODC) and externally with partner countries and organizations within the PPI and beyond, however there are areas where internal communication and cooperation need improvement. The partnerships and cooperation that the GP helps foster through the EWGs was highlighted on many occasions by many different stakeholders as being of immense value. Most consistently comments were made about the informal contacts and networks that helped EWG participants move their own cross-border work forward. The PPCU staff and the GP was also praised for helping to create a supportive space and to encourage a political level platform for PPI partner countries to continue to cooperate and work together towards a common goal even if partner countries were finding difficulty cooperating at the geo-political level.

Effectiveness

⁶ www.unodc.org/documents/crop-monitoring/Afghanistan/Afghan_opium_survey_2017_cult_prod_web.pdf

The GP has been effective under outcome 1 which concerns managing the EWGs and PCGMs to allow the expert levels and political levels to meet and discuss what should be done to achieve the PPI goal. Outcome 2 pertains to the RLO Network and the GP's use of the Network in support of PPI objectives. The main advantage of the RLO network is the good, personal contacts that each RLO establishes in country, which allows them to follow-up on various requests and achieve results 'on the ground'. This is especially valuable when looking to collect disaggregated data for the country factsheets and other reporting. The Network has however not been used effectively by the GP primarily as a result of the role and remit of the RLOs being obfuscated through their positioning, line management and a lack of funding. This has led to a lack of clarity on how they should best contribute to the GP and the PPI. Over the lifetime of Phase IV of the PPI, the RLO Network has halved from 10 to 5 staff due to lack of funding and neither Afghanistan nor Pakistan has an RLO, reducing impact for the PPI in 'addressing knowledge gaps along major trafficking routes'. Under outcome 3, the GP is charged with facilitating information sharing primarily through the use of ADAM and the DMP. ADAM is not used very frequently, whereby its effectiveness must be questioned. The evaluation shows that the DMP is effective as an information and research platform although some concerns over the timely receipt and accuracy of drug seizure reporting data. However, advancing the DMP from a tool serving mainly the RAB and the PPI towards an inclusive tool incorporating the needs of many more UNODC stakeholders reinforces the 'One-UNODC' approach and ought to be exploited.

Impact

The evaluation found few verifiable examples of impact and the GP does not have any systemic impact monitoring strategy. The examples of largely unverified impact which were cited tended to be differentiated by stakeholder group. Thus, internally within UNODC, examples of impact included the GP facilitating work across divisions and integrating cross-divisional work, supporting regional and country programmes and providing the DMP as a platform for the storing, research and analysis of drug data. Outside UNODC, impact become harder to identify but referred to the PPI as a whole and not the GP per se; for instance, the GP's contribution to improving political co-operation within the forum provided by PPI and its players. The role of the GP in providing an environment for the 'intangible' impact of informal contacts and networks established at the EWGs was also noted.⁷

Sustainability

The biggest sustainability issue facing the GP is the lack of regular, predictable funding, as already highlighted in the 2012 Phase III evaluation, and it has proved increasingly difficult to secure during Phase IV of the PPI. Potential reasons for this are the so-called 'donor fatigue', UNODC's funding model and unrealistic expectations over the GP's role as Secretariat to the PPI. Ultimately the role of the GP, whether as a continued Secretariat role or as a more involved facilitator of implementation for the PPI will

⁷ The GP supports four action areas to try and achieve impact; 1) Offering a forum for global dialogue, 2) Adapting to evolving threats along trafficking routes, 3) Promoting good practice, and 4) Enhancing evidence based policy.

determine the level of sustainability required. It will be incumbent for an agreement to be reached on this key element of sustainability.

Human Rights and Gender Equality

The evaluation found there was a general acceptance that HRGE issues were important but there was also common doubt as to their relevance to the GP and its Secretariat function. HRGE is seen as more relevant for technical projects which can integrate such issues into capacity building activities, whereas this GP in its coordination role has little or no opportunity to influence the HRGE approach taken by the PPI partners. There was however some suggestion that the GP could attempt to introduce HRGE issues at EWG meetings or through gentle advocacy.

Conclusions

The role of the GP and its relationship with the PPI is not particularly well understood. There is confusion between the role it is mandated to fulfil, that of Secretariat to the PPI and its role as part of UNODC, which is one of 23 partner organizations to the PPI. Given the strictures on its funding, the GP is efficient with its resources in its Secretariat function. The EWGs and PCGMs are well administered and the PPCU staff received high praise for their hard work, diligence and efficiency. The consultative mechanism as administered by the GP and manifested in the PCGMs and EWGs is viewed as generally effective although EWG effectiveness could be improved. Efficiency is negatively impacted as a result of the GP's funding situation which sees it struggle to generate reliable, predictable donor contributions. Information sharing is enhanced through the DMP but the value to the PPI of ADAM and the RLO Network was questioned.

Recommendation

Clarity on the role of the Global Programme and UNODC in the PPI

Seek agreement with the PPI partners to determine the role of the GP, i.e. whether to continue to have a purely Secretariat function or expand its current responsibilities and – in tandem with an advocacy strategy – clarify the role of the GP with respect to UNODC as one of the 23 partner organizations of the PPI.

Lessons Learned and good practice

There is a need for regular, predictable funding over a minimum of one calendar year to allow for the proper planning of programme activities. This ensures that inefficiencies caused by short-term, irregular funding can be minimized.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings ⁸	Evidence (sources that substantiate findings)	Recommendations ⁹
<p>The role of the GP must be determined. Some PPI partners believe it should focus only on its Secretariat function. Others state it should adopt a more pro-active role as UNODC’s vehicle in providing additional support to the PPI in implementing its activities. Additionally, the different roles of the GP as Secretariat to the PPI and UNODC as one of the 23 partner organizations has not been clarified leading to unrealistic expectations of the GP both in-house and with external partners.</p>	<p>Desk Review material. Face-to-face interviews across all stakeholder groups. Telephone interviews. SWOT analysis outcomes.</p>	<p>Seek agreement with the PPI partners to determine the role of the GP, i.e. whether to continue to have a purely Secretariat function or expand its current responsibilities and – in tandem with an advocacy strategy – clarify the role of the GP with respect to UNODC as one of the 23 partner organizations of the PPI. <i>(Project Management (PM) together with PPI partners; UNODC Advocacy Section)</i></p>
<p>It is recognised that the GP has done much to try and foster links in-house, however there are areas where internal communication and cooperation need improvement.</p>	<p>Desk review material. Face-to-face interviews. Telephone interviews.</p>	<p>Improve internal cooperation, effective communication, partnerships and working relationships with all in-house partners, as well as continue pursuing the ‘One UNODC’ concept <i>(PM)</i></p>
<p>Lack of reliable, predictable funding is a major constraint to sustainability of the GP, as stated in the recommendation from the in-depth evaluation in 2012, which has had an impact on GP efficiency in certain areas.</p>	<p>Desk review material. Face-to-face and telephone interviews. SWOT analysis.</p>	<p>Reliable, predictable and long-term funding is essential for PPCU to fully carry out its work. The GP should seek solutions in ensuring long-term funding. Careful consideration should be given to providing i) regular updates on GP activity to the donor community; ii) regular and joint donor</p>

⁸ A finding uses evidence from data collection to allow for a factual statement.

⁹ Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

		meetings with the Permanent Missions iii) reassessing funding modalities for the Secretariat/GP in connection with other UNODC projects and programmes which should include cost-sharing. <i>(PPCU in coordination with, UNODC Senior Management and Co-financing and Partnership Section (CPS))</i>
While the EWGs have been effective for information sharing and providing opportunities for informal interaction between a wide range of participants/organizations/countries, there is room for improvement, including a more formalised structure for participants to interact together.	Face-to-face and phone/skype interviews. Field observation at Precursors EWG held in Bucharest. Desk review material.	Improve the effectiveness of the EWG meetings through e.g. more structured small-group work to enable participants to discuss issues, work practices and possible recommendations. <i>(PPCU and Lead Thematic Experts)</i>
Due to a lack of funding, the RLO network has reduced in size and scale over the past 5 years from 10 to 5 staff leaving gaps in the research-based information available to the GP and stakeholders. Co-funding of RLOs with Regional Offices (ROs) and Country Offices (COs) has helped maintain a network but has resulted in less time for RLOs to focus on their PPI research and liaison mandate.	Face-to-face and phone/skype interviews. Desk review material.	Decide upon the future modality of the RLO network and whether it should be retained, expanded or closed. <i>(PPCU in coordination with UNODC Research and Trend Analysis Branch (RAB), relevant (ROs), Country Offices (COs), Regional Programmes (RPs) and Country Programmes (CPs))</i>
Those that advocate a change in GP activity highlight the potential value to the GP and the PPI if the GP monitors the implementation of EWG recommendations.	Face-to-face interviews across all stakeholder groups. SWOT analysis outcomes.	Determine who follows-up on the EWG recommendations to monitor implementation. <i>(PPCU together with PPI partners)</i>
Under outcome 3, the GP is charged with facilitating information sharing primarily through the use of ADAM and the DMP. The evaluation shows that UNODC support to consultative mechanism works well but could be improved in some ways: ADAM is outdated and superfluous to the majority of stakeholders and has not provided the dividend anticipated in providing an overview of anti-trafficking activity with respect to Afghan opiates; DMP works well, although with some concerns over the timely receipt and accuracy of drug seizure	Desk review material. Face-to-face interviews across all stakeholder groups. SWOT analysis outcomes.	Devise a strategy for DMP development and re-assess the value of ADAM. <i>(PPCU together with PPI partners)</i>

<p>reporting data. The DMP however has potential to be leveraged by the GP to generate further partnerships and potentially new funds in conjunction with other UNODC projects and programmes.</p>		
<p>The GP works at enabling partners to share global experience/knowledge and provides a platform through the EWGs and PCGM to achieve this goal.</p>	<p>Desk review material. Face-to-face interviews. Survey results.</p>	<p>Decide whether to develop partnerships with more diverse stakeholders to improve research on Afghan opiates, for example with research centres and universities. With a changing global scene, there is a need to encourage the incorporation of further partnerships in particular in the Gulf States and Africa. <i>(PPCU together with PPI partners)</i></p>
<p>There is no clearly identifiable evidence of the impact of the GP and the GP further does not systematically monitor impact. There is some indication of the impact of the GP on UNODC internal processes and activities; as well as its contribution to overall PPI impacts. Referring to the PPI, such includes contributing to improving political co-operation and providing an environment for the ‘intangible’ impact of informal contacts and networks.</p>	<p>Most Significant Change as part of face-to-face phone/skype interviews. Survey results.</p>	<p>Develop an appropriate monitoring regime, including improved logical framework with indicators to capture the impact of GP activity. <i>(PPCU in coordination with UNODC Strategic Planning and Interagency Affairs Unit (SPIA))</i></p>
<p>While HRGE are relevant to all UNODC projects and programmes, the specific relationship between the GP and HRGE issues was unclear to most stakeholders. The GP has not much considered the issue of mainstreaming HRGE into its work.</p>	<p>Face-to-face and phone/skype interviews. Survey results. SWOT analysis. Desk review.</p>	<p>Consider steps to be taken to ensure the inclusion of Human Rights and Gender Equality issues in activities under the GP. <i>(PPCU in coordination with UNODC Human Rights Advisory Group Focal Point, Justice Section (JS), and Gender Focal Point, Office of the Executive Director (OED))</i></p>

I. INTRODUCTION

Background and context

This is the evaluation report of the Mid-term In-depth Evaluation of the United Nations Office on Drugs and Crime (UNODC) Global Programme (GP) GLOY09 ‘The Paris Pact Initiative Phase IV – A Partnership to Combat Illicit Traffic in Opiates Originating in Afghanistan’, covering the period from June 2013 to October 2017 (end of evaluation field missions), with finalisation and presentation of evaluation results on 8th March 2018.

The GP was set up in 2004 as ‘The Paris Pact Initiative - Regional Coordination of Programme Development for Countries Affected by Afghan Heroin Trafficking’ (GLOI05) as a support to the Paris Pact Initiative (PPI). The current phase IV of the GP, with a duration from June 2013 to March 2018, builds upon the previous three phases.¹⁰ The GP is located in the Division for Operations (DO) under the direct supervision of the Chief, Field Operations Management Support Section and the Director of DO. The Paris Pact Coordinator, the primary person responsible for overall coordination, planning, organizing and delivering on programme activities in close coordination with Paris Pact partners, manages the GP. The Programme Manager also leads the Paris Pact Coordination Unit (PPCU). The Unit is composed of two Programme Assistants as well as a Contractor and a Programme Officer (P3). A G5 Assistant left the PPCU in September 2017.

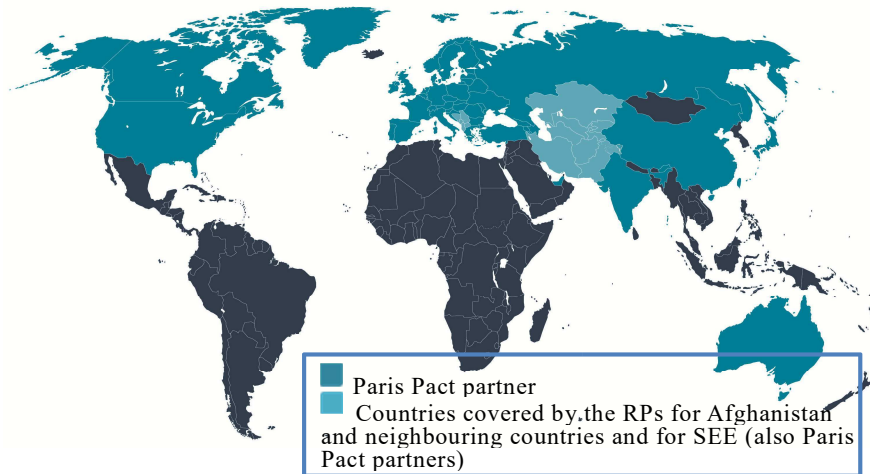
The efforts of the PPCU are notionally complemented by a network of Paris Pact Research and Liaison Officers (RLOs) located in UNODC field offices under the oversight of the Paris Pact Coordinator. The RLOs are deployed along the northern and Balkan routes to undertake data collection on developments along major drug trafficking routes in support of the implementation of the Paris Pact mandate and continue to facilitate the work of multiple UNODC programmes covering a variety of inter-thematic issues. Currently, two RLOs are positioned in Central Asia (Uzbekistan (an Assistant) and Kyrgyzstan), as well as one RLO in each of the following countries: The Islamic Republic of Iran, Serbia and the former Yugoslav Republic of Macedonia. There are two unfilled vacancies; one in the Islamic Republic of Pakistan and one in Afghanistan.

The Paris Pact Initiative (PPI) was established in Paris in 2003 as a broad international coalition framework for combatting the traffic in opiates originating in Afghanistan. The PPI consists of two dimensions. The first is the partnership itself, which is made up of 58 countries and 23 organizations, including UNODC. The partnership is responsible for

¹⁰ Phase I (GLOI05) evaluated in 2006, phase II (GLOJ33) evaluated in 2009 and phase III (GLOK31) evaluated in 2012.

defining priorities and implementing measures in line with the Vienna Declaration¹¹ (the outcome document of the Third Ministerial Conference of the Paris Pact Partners in 2012) based on the principle of shared responsibility. The second dimension is through UNODC's GP GLOY09 where the PPCU acts in its capacity as coordinator (Secretariat) in support of the partnership and the realization of its goals.¹²

Figure 1 PPI Geographic coverage¹³



The overall objective of the GP is to ensure that “The Paris Pact Initiative combats the illicit traffic in opiates originating in Afghanistan including opium cultivation, production and global consumption of heroin and other opiates, in line with the Vienna Declaration and with the assistance of UNODC”. The GP plays an important role in coordinating and supporting the PPI, which is recognised by the Commission on Narcotic Drugs (CND) as an important international framework and platform between States and other partners in the fight against opiates originating in Afghanistan.¹⁴ The PPCU provides coordination support to the PPI through its three programme **components** 1) Consultative Mechanism 2) RLO Network and 3) Information Management – Automated Donor Assistance Mechanism (ADAM) and Drugs Monitoring Platform (DMP).

The three **outcomes** of the GP are: 1) Using the fora facilitated by UNODC, Paris Pact partners exchange information, coordinate and prioritize activities to respond to the threat posed by opiates as outlined in the four priority areas of the Vienna Declaration; 2) Paris Pact partners benefit from first hand evidence gathered by the RLO Network and the link established by the RLO Network with the country/regional level with regards to the four priority areas of the Vienna Declaration; 3) Paris Pact partners utilize the Paris Pact supported online platforms, ADAM and the DMP to obtain evidence on counter-narcotics related developments and interventions implemented in support of the four Vienna Declaration Pillars; and to become informed on Paris Pact-related activities. The

¹¹ www.unodc.org/documents/drug_trafficking/Vienna_Declaration_ENGLISH_Final_14_February_2012.pdf

¹² UNODC: *The Paris Pact Annual Report for 2016* p.1

¹³ UNODC: *Terms of Reference GLOY09 July 2017* p.5

¹⁴ UN Economic and Social Council, Commission on Narcotic Drugs Sixtieth session, Vienna 13-17 March 2017

performance indicators¹⁵ in the most recent logframe¹⁶ of GLOY09 (for more details, see Annex VI) for the three outcomes are detailed as follows:

Outcome 1:

- Global information sharing and coordination of opiates agendas between Paris Pact partners and UNODC
- Number of partners submitting regular information on their activities implemented in support of the four priority areas of the Vienna Declaration
- Partners using the results of policy dialogue to inform operational planning
- Sequential priorities adopted to implement the Vienna Declaration

Outcome 2:

- Evidence on the supply and demand of opiates used to update, revise and benchmark progress within the four priority areas of the Vienna Declaration
- Interaction with and between partners and priority countries on Paris Pact-related issues

Outcome 3:

- Number of unique users of ADAM and the DMP
- Number of Paris Pact partners' interventions represented on ADAM and the DMP
- Number of visits to specific content on ADAM and on the DMP

Over the current phase of the GP, it has been extended three times to its current closure date of 31st March 2018. Under the project revision of 30th March 2016, additional activities relating to Output 1.3¹⁷ were added to include reports on each of the four pillars of the Vienna Declaration consolidated into a Paris Pact Report. Under Output 2.1¹⁸ indicators were added on (i) the number of qualified national staff recruited by gender and country and (ii) the number of countries where complementarity of coverage exists between Paris Pact and Afghan Opiate Trade Project national staff.

The CND has recognised the PPI¹⁹ as an important international framework and unique platform for genuine partnership between States, competent international organizations and other relevant stakeholders in the fight against opiates originating in Afghanistan.²⁰ The PPI has the challenge of keeping up with new trends and shifts along trafficking routes and the ever-changing dynamics of the opium trade originating in Afghanistan. By 2017, for example, opium poppy cultivation had expanded to new regions of the country,

¹⁵ UNODC: *Paris Pact Annual Report 2016* p.10

¹⁶ UNODC: *GLOY09 Revision 23 Feb 2017* p.8-16

¹⁷ Paris Pact programme activities facilitated by the Paris Pact Coordination Unit to better serve the partnership and set implementation and operational priorities.

¹⁸ Strengthened connection between the global partnership and the country/ regional level.

¹⁹ UNSCR S/RES/2344 (2017)

²⁰ Commission on Narcotic Drugs Sixtieth session, Vienna, 13-17 March 2017, Item 5 of the provisional agenda: *Implementation of the Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem* p.2.

intensified in areas where there was previous cultivation and increased by 63% since 2016, reaching a new record high.²¹

The main purpose of the mid-term evaluation - which is formative in nature - was to assess relevance, efficiency, effectiveness, impact, sustainability, partnerships and cooperation in order to derive lessons learned as well as best practices for the continued course of Phase IV. Furthermore, it assessed to what extent human rights aspects and gender equality had been taken into account during Phase IV.

The main objective of this mid-term evaluation was further to identify areas of improvement and offer suggestions for the continuation of the current phase of the GP. The evaluation findings were also used to identify ways of improving the GP's support to the partnership. In addition, the implementation of the evaluation recommendations of the 2012 In-depth Evaluation of the GP was assessed.²² The evaluation results will be shared and disseminated by the project management among relevant stakeholders and allow for a discussion on the way forward to inform and better direct the GP's activities to support the partnership's strategy on combating opiates and further be used to develop new strategic directions.

The full terms of reference for this evaluation, including all evaluation questions, can be found at Annex I. It should be noted that this evaluation excludes such areas as the utility of the Paris Pact as a global cooperation platform, UNODC as the technical lead agency for the PPI in operationalizing the Vienna Declaration and the international community's common and shared responsibility to combat opiates. (for a complete list of the elements not included in this evaluation, please see the ToR on page 69 in Annex I) The evaluation team (ET) consisted of three external independent evaluators, Mr. Peter Allan (lead evaluator), Ms. Asmita Naik and Mr. David Macdonald (second evaluators/team members), with a gender mix and combined experience in the thematic field, regional/country areas and HRGE. The team also comprised over 20 years of experience in global, cross-border investigation of drug trafficking.

Evaluation methodology

This evaluation followed a mixed-methods approach, considering both primary and secondary data sources, to ensure triangulation in order to arrive at credible, reliable and unbiased findings, as well as gender-responsive evaluation methodology in line with United Nations Evaluation Group (UNEG) and UNODC Norms and Standards, guidelines and requirements. It used purposeful sampling to obtain an accurate representation of the universe in which the GP operates. The evaluation further promoted the participation of stakeholders through consultation and the provision of feedback on the draft ToR and the draft evaluation report by the key stakeholders, i.e. the Core Learning Partners, as well as participation in interviews and invitations to take part in a survey by all the various groups of stakeholders, whilst at the same time ensuring that the evaluation process maintained its independence and impartiality.

²¹ UNODC and Islamic Republic of Afghanistan Ministry of Counter Narcotics, *Afghanistan Opium Survey 2017*, November 2017 p.5.

²² UNODC: *GLOY09 Mid-term Evaluation Final TOR 3JUL2017* p.26

This evaluation report is constructed under the following methodological approach: Initially for the Inception Report (IR) a desk review of project documentation was completed. From this IR and desk review any gaps that existed in the information required to fulfil the Terms of Reference (ToR) requirements were identified and the ToR questions were redesigned where required to fill these gaps. Some existing questions were altered purely to clarify the questions themselves. The key stakeholder groups included the donor community; PPI partner countries; PPI partner organizations; UNODC headquarter (HQ) staff and UNODC field office staff. Subsequently six data collection instruments were developed and deployed. These were:

1. Semi-structured in-depth interviews carried out during a mission to Vienna UNODC HQ from 16 to 25 October 2017 with stakeholders in Vienna and in the field. These interviews captured the feedback and voices of all stakeholder groups that were involved in or impacted by the GP. The majority of the interviews were face-to-face but where that proved impractical to achieve further interviews were conducted by Skype/telephone. In total there were 59 interviews with 36 male and 23 female interviewees. A field mission to Kabul, Afghanistan, was planned to follow the mission to Vienna UNODC HQ from 26-31 October. The mission however had to be cancelled due to an evaluator's family emergency situation. This was however mitigated through interviews of relevant stakeholders at the Expert Working Group (EWG) meeting on precursor chemicals held in Bucharest on 23-24 October, as well as over phone/Skype.

2. Most Significant Change narration analysis. The theory and use of MSC narration is a well-documented and researched approach to evaluating and monitoring change projects. It is particularly useful in the evaluation of outcomes and impact and does not rely on the identification and monitoring of indicators. It is a systematic collection and then analysis of significant changes over a defined period of time. It allows interviewee respondents to answer an open-ended question in a way which highlights their own personal understanding and appreciation of the GP. This was integrated into the semi-structured interviews and also formed a survey question. During the face-to-face interviews the terminology was causing some confusion for interviewees, so the wording was changed and the word 'change' was substituted and/or augmented with the word 'impact'.

The MSC question used for this evaluation was:

What is the most significant change you have seen as a direct result of this Programme?

3. Survey. Within the different stakeholder groups there have been a large number of individuals with whom the GP has had interaction. It was not possible to interview face-to-face or by telephone all of the individuals whose opinions and insights would be valued. In order to capture this information a questionnaire using similar questions developed for the semi-structured interviews, however further elaborated using the specific technique required for a survey, was distributed by the lead evaluator via e-mail through Survey Monkey to those not available for interview ensuring as broad a range of feedback and voices of minority groups were captured. All partner countries and partner organizations not interviewed face-to-face were approached through the survey. In total 94 surveys were sent but only 3 replies were received.

4. The evaluation team attended an EWG meeting on precursor chemicals held in Bucharest on 23-24 October 2017. This provided an opportunity to observe the process of an EWG in progress and to record/log observations in areas such as: chairing/facilitation; keeping to task/objectives; clarity of presentations; decision-making; participant inclusion. Such information was used to complement other more systematic data collected during the evaluation of the GP.

5. A Strength, Weakness, Opportunity and Threat (SWOT) analysis on the GP was conducted to ascertain current bottlenecks and how these might be overcome along with the identification of strategies to leverage current and potential future added value of the GP to the Paris Pact Initiative.

All data collection instruments addressed all the evaluation questions with the exception of the SWOT analysis which, by its nature, asked different questions to extract data from different perspectives yet still contributed to answering the ToR questions. In this manner SWOT acted as both a data collection tool and as part of the analysis process by identifying commonalities between the different SWOT responses.

6. Collaboration and synergies with the evaluation team of the on-going Mid-term cluster In-Depth Evaluation of global research projects of the Research and Trend Analysis Branch (RAB). The idea of the collaboration was initiated by both project managers to take advantage of the fact that the Paris Pact evaluation team would not travel to Tashkent and the Research evaluation team not to Kabul but that certain questions could be included whenever relevant in the respective interviews and the findings to be shared between the two evaluation teams. The GLOY09 evaluation team approached the evaluation team of the on-going cluster evaluation of global research projects to identify if there was advantage to be gained from closer collaboration. After an initial exchange of e-mails - and agreement that relevant information gathered during each evaluation's face-to-face interviews would be shared – it was noted that the dividend from any deeper collaboration was relatively low and not the best use of resources.

In terms of the analytical process used by the evaluation, this involved the input of face-to-face and skype/telephone interview information into a spreadsheet under the appropriate ToR headings. These were then cross-referenced with data collected from the other data collection sources thus providing an overview of all data known under each heading. From this the findings were ascertained, conclusions extracted, and recommendations developed. The basis for the development of our spreadsheet analysis came from the evaluation matrix which can be found at Annex V.

The approach to human rights and gender equality (HRGE) involved ensuring that the data collection instruments had a specific focus on these issues and how they are mainstreamed and addressed by the PPI Phase IV GP. As a formative evaluation, the emphasis was on assessing the process of integration of HRGE issues rather than simply looking for the results of mainstreaming efforts. The aim was to provide a nuanced assessment of HRGE based on an understanding of UNODC, the GP and its partnership context, as well as the structure of PPCU, its role and sphere of influence. In accordance with the ToR and guidance provided by IEU, the aim of the evaluation was to help strengthen HRGE in the GP.

The evaluation integrated HRGE in its own processes by ensuring the evaluation scope and indicators reflected HRGE issues; refining the evaluation TOR questions to reflect UNODC's wider policy; consulting UNODC experts and policy documents on HRGE during the inception phase; gathering data on HRGE and ensuring all evaluation methods (desk review, interviews and survey) specifically searched for information on HRGE; collecting gender-disaggregated data and using gender sensitive tools and methods to collect this data; carrying out a HRGE analysis of data collected; making concrete recommendations and suggestions aimed at helping the PPI Phase IV of the GP advance HRGE further.

The evaluation took an inclusive approach and enabled all stakeholders (male and female) to input into the evaluation by one method or other. The issue of gender bias in sampling therefore did not arise. Nor was there an issue of barriers to participation by disadvantaged groups in this particular evaluation since the process was open to all stakeholders and made accessible to all through translation and adaptations of materials, as necessary. Responsibilities for HRGE were mainstreamed within the evaluation team itself, with all evaluators responsible for researching, analysing and writing about HRGE issues throughout the evaluation process with the support of one evaluation team member as designated HRGE focal point.

All evaluation tools and methods incorporated HRGE (see Annex II Evaluation Tools). The interview guide and survey contained standard questions on HRGE for all stakeholders. In addition, HRGE aspects were probed in more depth with some stakeholders depending on their role in the programme and also their responsiveness to the questions. This resulted in the collection of gender disaggregated data gathered by the programme as well as qualitative information on the programme's HRGE approach. In addition, gender disaggregated data relating to the evaluation process itself was also collated. The evaluation gathered gender sensitive data on evaluation contributors in line with UNODC's standard institutional practice and adapted this approach with each method. For instance, the interview record which was completed by observation by the evaluators allowed for a classification by two categories ('male' or 'female'), whereas the survey which was done by self-completion by respondents, gave more options in terms of the categories of "male; female; other; prefer not to say" (see Annex II Evaluation Tools). The data so gathered is set out in the standard IEU template (see Annex IV – List of persons contacted).

Terminology was also used in accordance with UNODC definitions and usage, for instance, the terms 'gender' and 'sex'. In terms of other characteristics, aside from gender (male/female) and country, it was not relevant, given the nature of the programme being evaluated, to disaggregate respondents in any other way, for instance, by age or ethnicity. The qualitative and quantitative data was drawn from a wide cross-section of stakeholder groups and individuals within those groups. Specific attention was paid to ensuring that the methodological approach was gender aware and thus the data collection instruments were designed in such a fashion as to capture the gender perspective. Whilst this data was captured it became evident that analysing responses by gender was not relevant. The only gender disaggregated data supplied in the report is of the interviewees to the process.

Limitations

Due to the large number of individuals with whom the GP has had interaction, a decision was made to use a survey in those cases where it was not possible to undertake an interview. Some stakeholders further preferred for various reasons being sent a survey rather than to be interviewed in person. The survey was sent to 94 recipients consisting of 48 Partner Countries and 16 Partner Organizations using Survey Monkey. Only 3 responses were received despite two reminders being sent to all relevant stakeholders through Survey Monkey.

To prepare for the survey, the project manager of PPCU sent emails to all stakeholders in this evaluation, alerting on the upcoming evaluation process with its various steps and time frame, further reminding everyone on the upcoming interviews and the survey. To facilitate, some Partner Countries had further requested a personalized email with an accompanying Word document in order not to have to respond through an on-line survey, something which was arranged for. Despite all these preparations, only 3 responses were received. This equates to about a 3% response rate. Thus, the anticipated dividend from this data collection source was severely reduced and triangulation rested on the other data collection instruments.

During the writing of the IR it was identified that some of the ToR questions suggested for the evaluation were too vague. The evaluation team altered in close consultation with the project manager some of these questions in an attempt to make them more specific and measurable. However, it became evident during the writing of the evaluation report that some were still, effectively, unanswerable due to their vagueness. This continuing vagueness of some questions occurred as the complexity of the GP meant that at the IR stage the ET did not have enough time to assimilate the detailed knowledge required to rewrite the questions effectively. Nor did the ET want – at that stage of the process – to eliminate questions that were deemed important for inclusion in the ToR by UNODC stakeholders. It should be noted nonetheless that the ET gathered data that is directly pertinent to the evaluation criteria as defined by OECD.

The timeline within the ToR was to allow the ET to conduct meetings / interviews with relevant key stakeholders in Vienna and Kabul, Afghanistan. The opportunity to travel and observe the EWG meeting in Bucharest and interview delegates from other partner countries to the PPI was further provided and mitigated the limitation of not being able to visit more Paris Pact priority countries; as did Skype interviews with respondents from several partner countries. Synergies and collaboration with the evaluation team of the on-going Mid-term cluster In-depth Evaluation of global research projects of the RAB was further proposed by the respective project managers to provide for the opportunity to coordinate data collection for Tashkent. However, after e-mail exchanges with the cluster evaluation team the dividend from closer cooperation was deemed insufficient for the resources required to manage the process.

The evaluation relied on face-to-face and skype/telephone interviews augmented by desk review, observation, SWOT analysis and the limited survey results. Some of the issues raised during face-to-face interviews proved difficult to retrospectively triangulate using alternative data collection sources given these issues were only raised during the interview process itself. This was mitigated by assessing face-to-face and skype/telephone responses across the different stakeholder groups. Where the same opinion was given from a cross-section of stakeholder groups the evaluation considered the data validated.

II. EVALUATION FINDINGS

Relevance

Evaluation questions:

- To what extent do the three components of the Global Programme meet the needs and expectations of the PPI?²³
- To what extent has the implementation of the recommendations of the evaluation in 2012 led to improved implementation of the Global Programme?²⁴
- To what extent is the Global Programme's approach the appropriate mechanism to facilitate engagement and support the partnership in implementing the Vienna Declaration?²⁵
- To what extent do the identified action areas of the Initiative meet stakeholders' needs to achieve the goal of combating opiates and their expectations of the common work of the partnership?²⁶

As noted before, UNODC's involvement with the PPI has two dimensions. The first dimension is as one equal member of the partnership itself, made up of 58 countries and 23 organizations. The partnership is responsible for defining policy and implementing measures in line with the Vienna Declaration (the outcome document of the Third Ministerial Conference of the Paris Pact Partners in 2012) based on the principle of shared responsibility. The second dimension is the GP itself through which UNODC acts in its capacity as coordinator (Secretariat) in support of the partnership and the realization of its goals.

The relevance of the GP is inextricably and directly linked to the aims and objectives of the PPI but the GP is not responsible for defining – or even guiding – the policy decisions of the partnership. This is an important concept to understand as the ToR of this evaluation explicitly exclude the relevance of the PPI and only considers the relevance of the GP in its Secretariat role to the PPI. Overall the stakeholders that expressed an opinion were virtually unanimous about the on-going relevance of the PPI and – by extension – the GP. It was consistently argued that if the PPI is relevant the GP, by default, must also be relevant i.e. there is a need for a Secretariat function for the PPI. The main reasons cited for this on-going relevance of both the PPI and the GP are:

²³ See response to Evaluation Question at p10, paragraph 2.

²⁴ See response to Evaluation Question at p12 paragraph 4 and p11.

²⁵ See response to Evaluation Question p12 paragraph 1. The question is partially answered but overall the evaluation found the question too vague to answer more specifically (see Limitations section).

²⁶ The evaluation found this question too vague and unclear to answer (see Limitations section).

- The importance of the subject, in particular given the **increase in opium production** as cited in the 2017 Afghanistan Opium Survey²⁷ and emerging links to other crime and criminality, including terrorism. Reference was made to the need for a continuing focus on Afghanistan in relation to Pillar 3 (Precursors) and Pillar 2 (Financial flows) and a recognition that the so-called Islamic State of Iraq and Levant, also known as the Islamic State of Iraq and Syria (ISIS) could pose a future threat in the illicit flow of Afghan opiates.
- Its relevance as a **well-established political forum** that brings together a large number of Member States (MS) (some of whom are on strained diplomatic terms) to support consensus building was acknowledged by a representative cross-section of GP stakeholders. It was emphasized by a majority that this was a unique forum and no alternative existed although other groupings, such as Heart of Asia, do fulfil a similar role in a regional environment but under slightly different criteria. And the GP itself is viewed as a relevant medium for providing space for partners to work together, partners that may otherwise have to work bilaterally and in isolation from other relevant stakeholders. Of the three components of the GP, this emerged as the most relevant to the needs and expectations of PPI stakeholders, whereas the other two components were rarely, if at all, mentioned in response to questions about relevance.
- The GP's role as an **'honest broker'** bringing together disparate countries as an independent body under United Nations aegis and giving access to smaller countries is also viewed as currently relevant.

From a UNODC stakeholder group perspective the GP was highlighted as being relevant to;

- The international context as the GP can provide a mechanism to learn from one another and implement good practice.
- The national context as the GP can bring different national entities within states together for a common purpose.
- Other UNODC projects and programmes as the GP can provide a platform for showcasing UNODC work and making contacts.

Whilst the relevance of the PPI and the GP was continually emphasized, there is a definite misunderstanding of the relevant level of support the GP is expected to provide to the PPI and what that level of support is expected to achieve. There is a firm perception that the GP is an implementer of PPI policy and not simply the Secretariat of the PPI. This manifests itself in unrealistic expectations of GP activity and outcomes in – for example – progress toward implementing the Vienna Declaration commitments. Within UNODC too, the role of UNODC as equal partner in the PPI initiative, vis-a-vis UNODC's role as the Secretariat, appears conflated, adding to confusion about what the GP should be doing. The issue of whether the GP is simply an impartial and independent Secretariat for all PPI members or whether it is also UNODC's representative in the PPI, and in effect the conduit through which UNODC exercises its role as equal member, has never properly been clarified. This raises questions about whether the structure, mandate and positioning of the GP is appropriate for servicing the partnership in the

²⁷ www.unodc.org/documents/crop-monitoring/Afghanistan/Afghan_opium_survey_2017_cult_prod_web.pdf

implementation of the Vienna Declaration - a matter which is further discussed under the 'Efficiency' section.

There exists a call for increased and improved relevance of the GP in particular, and UNODC support in general, to become more focused upon helping partners to achieve operational success i.e. the investigation, arrest and prosecution of offenders. The link between the political/policy-making level and the expert level is often cited as an important aspect of the PPI. In order to capitalize on this advantage there is some opinion that suggests the GP could improve its relevance by a more pro-active approach in encouraging the exchange of information between stakeholders. This does fall under Outcome No.1 of the GP and one of its indicators, "global information sharing and coordination of opiate agenda between PPI partners and UNODC".²⁸

From a specifically UNODC perspective the evaluation found that the GP could further improve its relevance in-house if it were to forge more – and more effective – links with other UNODC projects, programmes, units, sections, divisions, etc. This would further improve relevance to UNODC as it would increase coordination and linkages with operational units and thus facilitate UNODC's contribution to the commitments contained in the Vienna Declaration. The PPCU has reached out to various in-house partners, for example RAB, the Global Maritime Crime Programme (GMCP) and the Container Control Programme (CCP) among others. However, there is more that can be done in this respect and its interaction and – where relevant – its integration into various Country Programmes and Regional Programmes and support from/to other UNODC projects and programmes requires further consideration. There may be merit, for example, in exploring links with the Terrorism Prevention Branch (TPB) and its GP given the nexus between Afghanistan, opiates and terrorism.

The by-and-large positive feedback obtained regarding the relevance of the GP and the PPI must be tempered and balanced against those stakeholders and partners to the PPI who expressed no opinion of the GP and did not engage with the evaluation. Only 8 out of the 58 countries in the PPI (through interviews and survey) gave an opinion on relevance as well as other evaluation questions (likewise for 6 out of 23 organizations). The survey that accompanied this evaluation was sent to 94 recipients and only 3 responses were received. Thus, the PPI and GP appear relevant to the majority that expressed an opinion, however the overall majority did not express any opinion. Also as some commentators noted, even where PPI members find the GP relevant, this is not backed up by their willingness to support it with funding.

The 2012 evaluation report contained a number of recommendations for both the PPI and GP to implement. The ToR of this current evaluation focuses exclusively on the GP recommendations contained in the previous evaluation report which are detailed as follows:

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.²⁹

²⁸ UNODC: *Paris Pact Annual Report 2016* p.10

²⁹ No definition for 'follow up' was given. This evaluation takes it to mean 'the pro-active pursuit of...'

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- This was partially achieved with appropriate documentation produced but a reduced PPCU lacked the resources to follow up effectively.
4. The PPCU should facilitate this consistent follow up with chairs and partners, including via direct contacts beyond Vienna.
- This was partially achieved through consistent follow-up per email, phone etc. with chairs and partners by the PPCU. Due to a lack of resources, field visits were however not possible to be undertaken by PPCU staff to key PPI partners up to October 2017 of Phase IV.
6. The PPCU should maintain the rosters and facilitate follow-up to EWG recommendations.
- This was partially achieved with the rosters maintained. The PPCU is however not responsible for the follow up of the implementation of EWG recommendations.
8. UNODC should better define the role of NSAs³⁰ and integrate them further with other projects (including through shared ToR and cost sharing based on existing successful practice).
- The integration processes were mostly achieved with shared ToRs, cost sharing and integration with the RAB, however there are still current and future challenges regarding the role and effectiveness of the RLO Network (NSAs as they were known in 2012) within the GP. This is more fully discussed in this evaluation.
10. The PPCU should conduct a thorough, stakeholder-engagement-based assessment of the best use of ADAM as an information platform for all partners.
- An ADAM user needs assessment was carried out in 2017, however there were no clear outputs from that assessment which would indicate how ADAM might progress. Additionally, this evaluation finds ADAM to have little stakeholder support.
12. UNODC should strengthen the PPCU's connection with other projects and the regional programmes.
- In-so-far as the GP has reached out to other in-house partners under the 'One UNODC' ethos and developed useful partnerships this recommendation has been satisfied.
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 PPCU has made numerous attempts to consult with partners but longer term reliable funding has not been guaranteed. It should be noted that this recommendation also places responsibility on the wider UNODC (including Co-financing and Partnership Section and Senior Management) to help realize this recommendation. Therefore, from a GP perspective, the recommendation has been achieved, however the expected outcome from this recommendation i.e. improved long-term funding, has not materialised.

³⁰ NB This designation of National Strategic Analyst (NSA) is now changed to Research Liaison Officer (RLO)

The PPCU initiated the implementation of these GP specific recommendations but a general reduction in resources impacted upon the ability to effectively pursue them to conclusion.³¹ It is instructive to note that the lack of reliable and equitable long-term funding had an important knock-on effect on the majority of the other recommendations.

Efficiency

Evaluation questions:

- What measures have been taken to guarantee more reliable, predictable and sustainable funding for the Global Programme?³²
- Have the Programme's resources been managed in an accountable, efficient and transparent manner?³³
- To what extent does the current organizational structure of UNODC, particularly the 'One UNODC' approach, support the Paris Pact mandate?³⁴

The GP is, for the most part, efficient. There is no obvious wastage of resources and it is financially transparent. The PPCU staff members within the GP are generally acknowledged to work extremely hard and with great efficiency in the discharge of their duties. The management and administration of the EWGs and the Policy Consultative Group Meeting (PCGMs) was held to be of a high standard.

A key constraining factor in the efficiency of the GP is the amount and regularity of funding it receives. Currently there are eight donors for Phase IV of the Paris Pact Programme, namely Austria, France, India, Norway, the Russian Federation, Turkey, the United Kingdom and the United States. The main donor to the GP contributing 36% of the budget for Phase IV is the US. It is notable that only these eight countries contribute funds to the programme out of the 58 countries that are members of the PPI.

For 2017, staffing costs were broken down as approximately 85% for HQ i.e. Programme Coordinator, Programme Officer, three Programme Assistants (two since September 2017) and one individual contractor³⁵ and 15% for six RLOs (five since March 2017 with an unfilled vacancy for the post in the Islamic Republic of Pakistan and another currently unfilled post in Afghanistan) and one assistant in the Regional Office for Central Asia

³¹ UNODC: *GLOY09 Project Revision 28th January 2015* p.3

³² See response to Evaluation Question at p14, paragraphs 1 - 3

³³ See response to Evaluation Question at p15, paragraphs 1 - 4

³⁴ See response to Evaluation Question at p16, paragraphs 1 - 2

³⁵ Less than six months work in 2017

(ROCA). The RLO in the former Yugoslav Republic of Macedonia and the RLO in the Republic of Serbia are 30% funded by the GP and 70% by the Crime and Research Section (CRS) of the RAB. The RLO in Kyrgyzstan is 50% cost-shared with RAB/Afghan Opiate Trade Project (AOTP) as of March 2012. The assistant in ROCA has been 50% funded since mid-2017. Other costs included 29.9% on Information Technology Systems (DMP/ADAM), 6% on travel, 2% on interpretation services and 0.83% for personnel based in ROCA. There is an apparent trend that throughout 2017 the GP has sought to reduce staffing costs by embarking upon staff reduction and cost-sharing initiatives driven by a lack of reliable and sufficient GP funding.

A recommendation from the previous In-depth Evaluation of the Paris Pact Phase III GLO K31 in 2012 stressed that more reliable, predictable and more equitably distributed long-term funding was required for the PPCU to carry out its work and that alternative funding models with longer time horizons should be considered. Similarly, The Paris Pact Annual Progress Report for 2016 noted that an increase in the funding base was imperative for the Secretariat if the PPI was to “keep up with new trends and shifts along trafficking routes and to synchronize its strategic, programmatic and funding approaches.”

It is apparent that this recommendation has not been met. The PPCU has seen a reduction in its number of staff since September 2017 although the contractor has been present through the entire phase. It now operates with four full-time staff, one less than at the beginning of Phase IV. The funding that is currently available is frequently fragmented, inconsistent and unstable. As a result, staff members, both in the PPCU and the RLOs located in UNODC ROs, are on short term contracts, in the case of the latter only one to three-month contracts, which brings a burden in having to almost continuously administer these contracts and is an inefficient use of resources. On the other hand, RLOs are typically cost-shared with the RAB/CRS and ROCA which brings some cost efficiencies but can result in the RLOs having less time to focus on their PPI research and liaison mandate.

Even with this lack of funding, the evaluation found that the staff of the PPCU worked extremely hard to guarantee the GP ran as efficiently as possible, including the Paris Pact Coordinator and the team’s commitment to the management and administration of the EWG and PCGM meetings. This was reflected across all stakeholder groups and the hard work of the PPCU team is to be commended. Generally, the analysis further shows that the GP was very efficient in administration matters such as following up e-mails; open, transparent fast and clear communication and cooperation; support (especially with the field); organising logistics for meetings. Thus, at a basic level, the evaluation concluded that the PPCU and the GP with respect to a large part of its coordination activities as Secretariat to the PPI is efficient, for example meetings are arranged and participants attend.

The evaluation however shows that the efficiency of the GP could be improved by holding EWG meetings concurrently or immediately after each other and/or holding them in Vienna. The obvious cost saving advantages must be weighed against: i) the potential loss of participation and engagement from countries and/or organizations that could not afford to attend meetings in Vienna and ii) the advantages that can be gained from visiting operational Law Enforcement (LE) units in other PPI host countries. Additionally, this approach would require agreed funding for a minimum calendar year to allow the PPCU to plan ahead. The PPCU cannot currently plan more than a few

months ahead and the PPCU staff has to concentrate almost their entire resources into short-term management to keep the GP running.

Pledges from donors need to be delivered in advance so that planning and associated activities can start in good time. Currently there is insufficient funding to build the GP and fulfil any additional functions such as planning for a restructured EWG meeting approach. One way to possibly improve cost efficiency in this EWG area would be to reduce the number of meetings to every two years although this would require a change to the programme mandate. Whilst this would undoubtedly save money the majority of respondents believed one EWG meeting per pillar, per year was the appropriate level and that by simply reducing the number of meetings the core issue of dwindling GP funding was not being tackled. This reduction of meetings approach could lead to the demise of the GP through a type of 'death by a thousand cuts'.

Another area which raised questions regarding the efficiency of the GP was the role and use of the RLO Network and whether it sat more efficiently within the GP or elsewhere. This is inextricably linked to the effectiveness of the RLOs and the second outcome of the GP and is detailed in the 'effectiveness' section of this report.

Some of the suggestions made for increasing the efficiency of the GP assume that the PPCU and the GP will have the appropriate level of funding to achieve these efficiencies. If this funding does not materialise there will be a need to accept that the PPCU and the GP will have to reduce or cease support in other current areas of GP responsibility. Some stakeholders have recognised this and purport that the PPCU and GP take a pragmatic approach and further review where costs can be saved; for example, there is a body of opinion which has identified the on-line platform ADAM as redundant and should no longer be supported.

It was suggested another area where efficiency improvements could be realised without additional resources or the reapportioning of existing resources is determining if the GP is sitting in the most appropriate location within UNODC's organizational structure. The GP sits within DO ostensibly to give more managerial support to the project coordinator, more visibility to the GP in general and to emphasise its global role. The evaluation found that whilst managerial support appears to have improved, the perceived advantages regarding visibility and its global role have not materialised to the extent to which they were envisaged. The GP has not achieved a high level of visibility either in-house or externally and it has often been ignored or overlooked by other UNODC projects and programmes with themes and mandates that overlap GP and PPI areas.

Finally, it is recognised that the GP has done much to try and foster links in-house however there are areas where internal communication and cooperation can be improved, notably between the PPCU and the Regional Section for Europe, West and Central Asia (RSEWCA), ensuring enhanced partnership, communication and cooperation.

The evaluation highlighted that an assessment may be needed as regards the location of the PPCU and the GP and as whether to remain under DO or the Division for Treaty Affairs (DTA) or from a relevant FO or RO.

However, there are alternative arguments for retaining it under the DO as a move may not necessarily change its level of efficiency. The GP would still have to liaise with all other UNODC divisions, sections, units, projects, programmes, etc., regardless of where it sits and with the 'One UNODC' approach internal positioning shouldn't have too great an impact on efficiency. This evaluation recognises the importance of a functioning 'One UNODC' approach and the progress the GP has made toward its implementation, yet there is still room for the PPCU and the GP to further improve their interaction with the broader UNODC. If that is successfully achieved there appears to be no immediate advantage in moving the GP from the DO. Ultimately the decision on where the GP is best situated within UNODC needs to be determined when the GP has its role in the PPI determined.

Partnerships and cooperation

Evaluation questions:

- How have the efforts of the partnership contributed to improved responses to the cultivation, production, trafficking and demand for opiates?³⁶
- To what extent has the Global Programme contributed to institutionalizing the partnership and how is this perceived by the Paris Pact partnership?³⁷

The ToR of this evaluation does not allow for an examination of individual partner countries or partner organizations internal barriers to PPI cooperation. However, it does allow for an examination of the GP's Secretariat function and the challenges it faces in ensuring the GP is providing appropriate opportunities and resources for PPI partners to engage with, and contribute to, the PPI objectives.

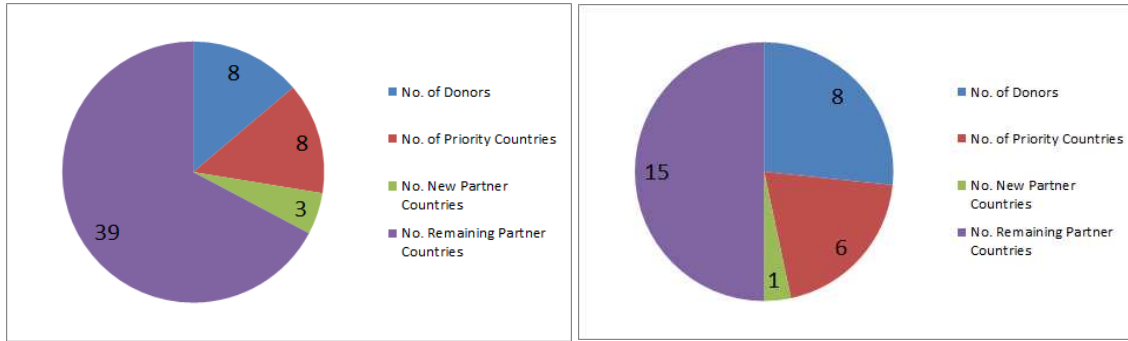
Engagement with the PPI as measured through attendance at EWG and PCGM meetings shows that 30 of the 58 Member countries (52%) of the PPI and 10 of the 23 organizations (43%) attended the 13th PCGM meeting of February 2017. Over the four EWGs held during 2016 there were 43 of the 58 countries (74%) and 18 of the 23 organizations (78%) represented. The reasons for this discrepancy could be many and varied. Note should however be taken that some participants at EWGs are funded by donors (ear marked) whereas there is no funding for participation at the PCGM except for Afghan participation.

Figure 3 Total of PPI countries

Figure 4 Total of PPI countries at 13th PCGM

³⁶ The evaluation found this question too vague and unclear to answer, additionally it refers to the partnership and not the GP (see Limitations section)

³⁷ See response to Evaluation Question throughout this section, in particular paragraphs 2-5 and 7-8



As an equal partner under the umbrella of PPI, UNODC through the PPI has the capacity to bring together diverse partner countries or organizations e.g. China, the Islamic Republic of Iran, the Russian Federation, the United Kingdom and the United States. The GP is one of very few entities which creates a supportive space and encourages continued working together toward a common goal. This ability should not be underestimated and is highlighted as an impressive achievement of the PPCU staff and the GP. Additionally, at the request of partners for more inclusion and information along all trafficking routes, the GP has taken the initiative to reach out and bring new players on board, for example the Gulf Cooperation Council - Criminal Information Centre to Combat Drugs (GCC-CICCD) in Doha. The GP and PPI can also claim to have been a major driver in the engagement of the Central Asian Regional Information and Coordination Centre (CARICC) and other initiatives, such as Building Effective Networks Against Transnational Organized Crime (BENATOC).

The GP works at enabling partners to share global experience/knowledge and provides a platform through the EWGs and PCGM to achieve this goal. However, it will need to continue to refine its partnership and cooperation strategy to meet the new realities of Afghanistan and the drivers of the opium market/economy and the new themes such as non-opiate drugs and terrorism. It was also suggested that the GP – in conjunction with the RAB – should develop partnerships with more diverse stakeholders to improve research on Afghan opiates, for example with research centres and universities.

There is also perceived competition from other organizations like the Central Asia Drug Action Programme (CADAP) funded by the European Union, and managed by a consortium of partners. The Heart of Asia is another regional entity focusing on Afghanistan but is perceived to take a more holistic approach than the PPI. This potentially means less funding available for the GP if it cannot advocate its own positioning and the advantages it brings. With a changing global scene there is a need for the GP to continue encouraging the incorporation of further partnerships in particular in the Gulf States and Africa.

As noted previously there are 58 Member countries to the PPI yet only 8 donor countries. The evaluation found that the advocacy of the GP by the PPCU to engage in the partnership has been effective but there is a need to improve the funding base. Donors have grown uncomfortable and frustrated at a perceived lack of flexibility by the GP and UNODC to listen and react to their requests. On the 13th April 2015 a letter was sent to the Executive Director of UNODC from the G7 countries (three of whom are GP donors and the rest partners) that a 'gap analysis' under each of the four pillars of the Vienna Declaration be undertaken. Although the results were reported upon at the precursor

EWG in The Hague in December 2016 and within the Paris Pact Report 2015/16 no follow-up has been initiated and the impression remained that the PPCU had done the minimum required. Regardless of the accuracy of that position the perception remained that the PPCU and GP were not reacting appropriately to legitimate donor requests. This was a driving factor in the production of the so-called French non-paper at the PCGM in February 2017. This has contributed to reduced commitments to current or future funding by several donors. The evaluation therefore recommends that the GP should become more creative in its approach to creating and maintaining donor relationships. In line with the recommendation from the previous in-depth evaluation of the Paris Pact Phase III GLO K31 in 2012, it was however stressed that more reliable, predictable and more equitably distributed long-term funding was required for the PPCU to be able to fully carry out its work. The evaluation therefore recommends that the GP, together with Co-financing and Partnership Section and Senior Management become even more proactive in its approach to creating and maintaining donor relationships.



Expert Working Group Meetings

The evaluation shows the value of partnerships formed in the context of EWGs as they provide a platform to speak with donors and an international forum for discussion where partnerships can be formed. EWGs can give exposure to government officials and the GP has helped initiate and sustain contacts between experts through the continuity of the EWGs. These informal networks established between national experts/ counterparts/ analysts help to collect information, share knowledge and good practice and establish trust built on face-to-face meetings.

The evaluation further found that **internal**, in-house partnership and cooperation of the PPCU was positive, being supportive with regard to the appropriation and distribution of resources. The analysis further shows very good relationships between GP and FOs with good communication, with the PPCU having helped knit together different parts of the house, GPs, RPs and CPs, with the PPCU often initiating and arranging meetings between relevant in-house entities. Adding a multilateral structure within UNODC like the GP reinforces and compliments cooperation at other country/regional levels and provides value added. Good cooperation with UNODC ROCA and the Country Office in Afghanistan was particularly noted.

Partnerships and cooperation in-house in many areas was noted as good, for example with the GMCP and the CCP. The GP has integrated activities with the RAB/AOTP and the Organised Crime Branch. Cooperation between RAB and GP is considered a potential model for the 'One UNODC' approach as both strive to bring together different parts of UNODC programmes within their work. The RAB and the GP have co-ownership of the DMP and cost-share some staff of AOTP.

A key element of in-house partnership and cooperation is contained within the ‘One UNODC’ approach. This requires UNODC and its various component parts to consider how the delivery of activity can benefit from creating appropriate synergies with other parts of UNODC. The evaluation found that the GP has been pro-active to a large extent in trying to bring together different UNODC activities and that its approach is inclusive. Approximately 50% of respondents noted the positive approach taken by the GP and could provide concrete examples. This is all the more impressive given the ‘One UNODC’ is in its infancy and there is little official guidance on how it is supposed to work in practice. Additionally, there is no obvious common UNODC culture on sharing and the funding model of UNODC creates a potential barrier to a ‘One UNODC’ approach. The overarching culture of UNODC is, despite some good cooperative work, one that typifies underfunded organisations where different sections/units/programmes, etc are frequently competing for funding, thus becoming self-protective and working in silos. By contrast, evaluation evidence shows that the GP is more open and less protective than other UNODC units, more prepared for cooperative work.

However, the GP still struggles to ensure its visibility and partnership with some in-house partners. There have been examples of key UNODC documents produced by UNODC³⁸ within the obvious and natural mandate and remit of the GP yet without a single mention of the PPI or the GP.³⁹ This needs to improve.

Effectiveness

Evaluation questions:

- Has the Global Programme contributed to and supported the PPI’s structure as a political forum in an effective manner? What could be done to make it more effective?⁴⁰
- To what extent has the Global Programme contributed to increased provision of UNODC technical expertise and alignment of UNODC Global, Regional and Country interventions?⁴¹
- To what extent has the Global Programme contributed to the implementation of the Vienna Declaration by the partnership?⁴²
- To what extent has the Global Programme achieved its three outcomes? (develop a consultative mechanism to exchange information, coordinate and prioritize activities; gather evidence/links established through RLO network; utilize on-line platforms such as DMP and ADAM)⁴³

The PPI’s overall goal is to combat illicit traffic in opiates originating in Afghanistan including opium poppy cultivation, production and global consumption of heroin and other opiates, in line with the Vienna Declaration and with the assistance of UNODC.

³⁸ UNODC: Annual Report 2016 Final Draft; UNODC Organizational Chart

³⁹ UNODC: *UNODC Annual Report 2015* and *UNODC Organisational Structure* (see p.14)

⁴⁰ See response to Evaluation Question at p21 and p22 paragraph 1 and Recommendations

⁴¹ See response to Evaluation Question at p23 - 25

⁴² See response to Evaluation Question at p22 paragraph 2-4

⁴³ See response to Evaluation Question at p26 paragraph 2-3

The GP is charged with supporting this goal/objective by achieving certain outcomes⁴⁴ as follows:

- Outcome 1: Using the fora facilitated by UNODC, Paris Pact partners exchange information, coordinate and prioritize activities to respond to the threat posed by opiates as outlined in the four priority areas of the Vienna Declaration.
- Outcome 2: Paris Pact partners benefit from first hand evidence gathered by the RLO Network and the link established by the RLO Network with the country/regional level with regards to the four priority areas of the Vienna Declaration.
- Outcome 3: Paris Pact partners utilize the Paris Pact supported online platforms, ADAM and the DMP, to obtain evidence on counter-narcotics related developments and interventions implemented in support of the four Vienna Declaration Pillars; and to become informed on Paris Pact-related activities.

It is important to state that the GP is only tangentially responsible for the PPI's success or failure in reaching its goal. It is illogical to argue the GP has failed in its objective to support the PPI if the PPI has failed in its objective to "combat illicit traffic..." The GP must be evaluated on the effectiveness of its support to the Paris Pact partners. The evaluation found that some in-house partners view the GP as an implementing partner and that there is no distinction between the GP as Secretariat to the PPI and UNODC as a whole as one of the 23 organizations within the PPI. This lack of understanding of the role of the GP extends to some of its external partners as well. UNODC management must carry some of the responsibility for this lack of understanding although the GP needs to improve the advocacy of its role and activities.

The extent the outcomes of the GP were achieved proved challenging for this evaluation to measure. There is no apparent separate GP systemic monitoring tool or approach to measuring the achievement of outcomes, apart from data provided within UNODC's mandatory Annual and Semi-Annual Progress Reports published on the Umoja portal. The results framework within the Paris Pact Annual Report for 2016 notes that all three outcomes were 'partially achieved' yet there is no measurement of log-frame indicators in reaching this assessment.

Outcome 1 which accounts for approximately 40% of the GP budget⁴⁵ has become known as the 'Consultative Mechanism' (CM) and the evaluation shows that a key aspect of the CM was its effectiveness at a political level in bringing a wide range of international actors together. The GP's success is in providing a unique space and vehicle for global dialogue. This has previously been noted, with the GP ensuring countries that have difficulty working together in the current geo-political environment continue to work together under the PPI umbrella. The PCGM was broadly viewed as effective because it brings recipient/donor countries together in one forum for policy discussions and cultivation-transit-user countries can discuss together even with those that have different political agendas.

⁴⁴ Ibid pp.26-33.

⁴⁵ Under each outcome percentage there is pro-rata funding for one member of the PPCU thus any cut to the budget of any outcome would impact the PPCU staffing levels.

Yet this broad support for the CM must be tempered with a clear caveat that came from many key respondents. It was stated that the PCGM, whilst being effective at engaging the political levels, fell short of delivering real change with much time spent talking about the problem across the four Paris Pact pillars and comparatively little, if any, time on what needs to be done beyond very high-level statements about increasing regional cooperation.

Another key part of the CM is the four EWGs which convene once a year with each EWG reflecting one of the four pillars under the Vienna Declaration. Those pillars are:

- Pillar I: Strengthening and implementing regional initiatives
- Pillar II: Detecting and blocking financial flows linked to illicit traffic in opiates
- Pillar III: Preventing the diversion of precursor chemicals used in illicit opiates manufacturing in Afghanistan
- Pillar IV: Reducing drug abuse and dependence through a comprehensive approach

There is concern that the recommendations emanating from – and agreed by – the EWGs are not monitored for implementation and that the expert level recommendations are not being reflected in policy decisions taken at the subsequent PCGM. The PPCU staff has attempted to keep track of recommendation implementation⁴⁶ but this is resource intensive and it has proven difficult to maintain impetus. The PPCU is further not responsible for the follow up of the implementation of EWG recommendations. This is a partner responsibility at each EWG and lead experts. There are also risks that if the GP was to actively pursue a monitoring role it could be viewed as interfering in a sovereign area and acting outside its role as Secretariat to the PPI. However, it does make sense to have a body monitor recommendation implementation and given its ‘honest broker’ role in the PPI the GP may be best placed to undertake this task. This will, however, require additional resources or to reappportion existing resources.

The evaluation however shows that the EWGs are considered effective and functional in their own right by providing an opportunity/forum/meeting space for networking and establishing bi-lateral connections (at the technical level) and learning about good practice and latest developments from colleagues in other countries. Examples were given where joint programmes have been instigated and developed due to relationships formed within the EWG. This evaluation had the opportunity to observe the Precursor EWG in Bucharest on 23-24 October 2017 and there were obvious signs that potentially productive interaction between participants was occurring ‘in the margins’ of the meeting. The intangible benefits of this type of face-to-face meeting were highlighted which often leads to enhanced cooperation at an operational level. This is something that can be very difficult to achieve without creating a trusting environment where individuals are willing to share information.

The evaluation also suggests that the GP may take a more pro-active approach in assisting to develop these informal networks at a far more operational level. There was a definite appetite among participants to the EWGs for the GP to use its influence within UNODC as a whole to find appropriate vehicles and mechanisms to foster these embryonic contacts and networks. This evaluation notes that various UNODC projects

⁴⁶ UNODC GP document: *Recommendations translating into activities* February 2017 p.1-4

and programmes have developed (or are developing) networks of Law Enforcement Officers and networks of Prosecutors which could potentially be utilised by the GP and offered to the PPI members. This would also have the added advantage of helping to integrate UNODC as one of the 23 PPI organizations more fully with the PPCU and the GP under the 'One UNODC' concept. By involving other projects and programmes, costs and funding could be shared.

Other suggestions for improving the effectiveness of the EWGs include less time spent on formalised, self-congratulatory presentations and more time spent on identifying lessons learned from PPI partners in tackling the relevant issues and problems within each pillar. This could be achieved by decreasing structured presentation time and increasing the time and space for bi-lateral and/or tri-lateral discussions. Additionally, although the agenda for the EWG is sent out two months in advance, it was suggested to be sent out even earlier to encourage the EWG participants to contribute to that agenda.

The evaluation also noted there was a perception that the PPCU appeared to give direction and guidance on developing presentation content and that the recommendations emanating from the EWGs were largely pre-arranged and steered by UNODC in conjunction with others at the 'top table' and passed with little debate. Whether this is an accurate reflection of the situation is difficult for this evaluation to ascertain, however the perception that this happens does exist and will have to be tackled.

Outcome 2 which accounts for approximately 30% of the GP budget is centred on the role of the RLO network. The RLO network's aim is to enhance evidence-based policy and support discussion at the PPI policy level. The RLO research capacity aims to synchronise with HQ RAB and looks to build synergy between the network of colleagues in field and the RAB. It also looks to establish good relationships with government partners and support government capacity and can help link those partners with UNODC and other UN agencies. Furthermore, the RLOs collect data for the DMP and country factsheets which contribute to UNODC's World Drug Report.

The main advantage of the RLO network as evidenced in this evaluation is the good, personal contacts that each RLO establishes in country, which allows them to follow-up on various requests and achieve results 'on the ground'. This is especially valuable when looking to collect disaggregated data for the country factsheets and other reporting. RLOs have gathered mostly Law Enforcement data but will link into the newly launched UNODC-WHO 'Treatment Facilities Survey'⁴⁷ via new functionality in the DMP. There is also the practical approach that the RAB has oversight of the RLO network at a technical level, thereby attempting to ensure there is no duplication of research effort.

When Phase IV of the PPI began in mid-2013 there were ten RLOs but today they number only five, due to lack of funding, located in Uzbekistan, Kyrgyzstan, the Islamic Republic of Iran, Serbia and the former Yugoslav Republic of Macedonia. It is notable that there is no RLO presence in Afghanistan and the post in Pakistan is vacant as of early 2017. PPCU has mitigated the situation by finding a solution with RAB/DRS and country office staff to carry out support to the CM. This shrinkage of RLO resource and

⁴⁷ UNODC: HQ Treatment Section

lack of presence in key, priority countries must bring into question the continuing value of the RLO network to the GP and the PPI as it stands today.

Additionally, the effectiveness of having what, *prima facie*, appears to be parallel UNODC structures operating in the arena of drug/opiate/trafficking research and liaison is questionable. The RAB and the AOTP, a project managed by RAB, conduct research in the mandated areas of the PPI and RLO network. This confusion over the delineation of RLO and other UNODC research functions has not been clearly communicated. The RLO network is expected to “contribute to addressing knowledge gaps along major trafficking routes”⁴⁸.

Currently, given the precarious funding of the GP, many RLOs are working on three monthly (or even shorter) contracts. Given the specific skill-set required to be an effective RLO it is becoming increasingly difficult to retain appropriately skilled staff for these roles. Thus, the RLO network is now at a cross-road regarding its continuing existence and role within both the GP and the wider UNODC. Dependent on the future role of the GP there may be advantage in exploring the value of the GP funding liaison officers in priority countries to assist in implementing PPI inspired activities in line with the desire of many PPI partners to see the GP become more pro-active in its operational support of investigation, arrest and prosecution of offenders. The research functions of the RLO network could then be undertaken by a combination of the RAB and appropriate HQ functions, ROs, COs, RPs and CPs.

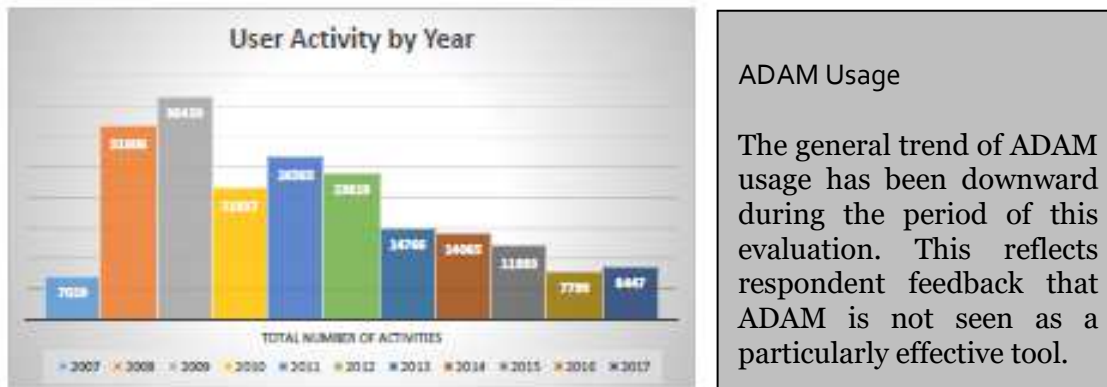
Outcome 3 which accounts for approximately 30% of the GP budget revolves around information sharing and – in particular – the use of ADAM and the DMP.

Initially **ADAM** was conceived as a project database to allow Paris Pact partners to access essential project information on who is doing what, where and when in the field of counter-narcotics at the click of a button. It achieved a modest degree of success in this area in the early years. However, a lack of meaningful contributions from non-UNODC partners has meant that over the period of this evaluation i.e. since mid-2013 onward, it has been used more as a *de facto* ‘website’ for PPI partners to get an overview of PPCU/GP activity and PPI products e.g. presentations and reporting from EWG meetings and the PCGMs. In line with this new role ADAM was restructured to reflect the four pillars of the Vienna Declaration with relevant information held within each pillar. It was also the vehicle used by the GP to try and track the implementation of expert recommendations stemming from Paris Pact expert level discussions. It has also served as a platform to try and foster transparency between the GP and the PPI and between PPI members.

The evaluation shows that there is a need for some type of PPI resource that allows PPI members to access relevant GP and PPI documentation and that ADAM could continue to fulfil this role. However, the original concept of providing an overview of multiple stakeholder activity in anti-trafficking with respect to Afghan opiates was suggested as over ambitious and potentially unnecessary.

⁴⁸ UNODC: The Liaison, Research and Capacity Building functions of the RLO Network (2017) p.2

Figure 5: ADAM User Activity by Year



Reasons given for the discontinued use of ADAM include that it has been overtaken by ProFi (Programme and Financial Information Management system) data, which further will be replaced by Umoja Extension II; its data and technology is outdated; has fundamental IT structural issues; data should be available in open access through the UNODC website; it is redundant given other UNODC research capacity. Consequently, if ADAM is to be used more as a general PPI information resource then it will need to be redesigned to make it more user friendly. Currently it sits somewhere between a project database and a poorly structured on-line reference library which has not provided the dividend anticipated in providing an overview of anti-trafficking activity with respect to Afghan opiates. There will also have to be agreement on what can be stored and shared if ADAM is to migrate fully into an on-line, web-accessed resource. There is little doubt ADAM has to change and given the general lack of support from some stakeholders and a lack of knowledge of it from other stakeholders the investment required to change it may be too great and it should simply be discontinued.

The **DMP** is an online tool for collecting, monitoring, mapping and sharing drug-related data. Initiated in 2011, the DMP is UNODC product which is jointly managed and funded by the GP and RAB/CRS and AOTP. It supports the global data collection process within the framework of UNODC. Since its inception, GP was a driving force in advocating for the platform among MS and within UNODC.

In line with the newly endorsed UN Secretariat-wide strategy of the Office for Information and Communications Technology, UN online services may only be hosted at predefined Enterprise Applications Centres, among which are the UN Office in Vienna and UN HQ in New York. A comparison of costs and available support in Vienna and New York led to the decision to relocate the DMP to servers in New York from ROCA in Tashkent. The total number of users registered on the DMP by mid-2017 is roughly 400 which represent an approximate doubling of users in two and a half years. User

registration is necessary as the data provided to UNODC by MS is considered restricted. Access to the DMP can thus only be granted to certain user groups.

The evaluation shows that the DMP is effective as an information and research platform although with some concerns were raised over the timely receipt and accuracy of drug seizure reporting data. The DMP mapping/data visualization software is however praised along with the connected value for presentation and briefing purposes to other stakeholders, partners and interested parties. Starting in early 2017, a needs assessment was conducted among UNODC programmes and sections that had expressed interest in engaging with the DMP. Advancing the DMP from a tool serving mainly the RAB and the PPI towards an inclusive tool incorporating the needs of many more UNODC stakeholders reinforces the 'One-UNODC' approach. The DMP certainly appears to be a lever which the PPCU and the GP can use to generate interest and buy-in to the GP and is an opportunity that should be exploited.

A prominent issue in the expansion of the DMP is for it to include other thematic areas not related to opium cultivation, production, trafficking and use. The DMP can support not only the PPI but a range of projects for UNODC in-house. It has an excellent mapping function⁴⁹ and that could be expanded to other areas. For example, there are plans to include more data from the GMCP and the CCP. The GP/AOTP have just created a new search tool to the DMP called 'oceans' and data supplied by the GMCP from 2014 and 2015 has been uploaded. The DMP is one of the main reasons for the GMCP wanting to interact with the GP along with researching the southern route. The Global Programme on Money Laundering (GPML) realises it might be worthwhile to show drug seizure data with financial flow data on the DMP. The DMP is more versatile than ADAM and has the technical capacity to make it relevant to other thematic areas such as piracy, terrorism, wildlife or drugs in other areas of the world like Myanmar and Latin America. However, all this requires a well thought out strategy to develop it properly e.g. the use of relevant NGO data/research.

If this expansion continues as projected decisions will have to be taken regarding its development and ownership. The evaluation noted many respondents are advocating broad and quick expansion to include for example, synthetic drugs, maritime seizures, container control data, wildlife crime data, etc. If this expansion occurs, it is possible that the concept of PPI co-ownership with RAB could be challenged. The GP and UNODC must be aware of both the opportunities and threats an expanded DMP provides.

Taken across all three outcomes of the GP it can be argued that the GP in its Secretariat function has been effective in creating the space and opportunity for the PPI partners to come together in the furtherance of the PPI goal(s). This has been achieved through the management and administration of the annual PCGMs and EWG meetings. It has not achieved the same level of success through the RLO Network vis-à-vis supporting the PPI in its goals. And of the information sharing platforms the DMP has been effective and successfully co-managed by the GP and the RAB whilst ADAM has been much less effective.

To improve effectiveness in these three outcome areas greater emphasis should be placed on monitoring EWG meeting recommendations and changes made to improve the

⁴⁹ Subject Matter Expert Opinion

strategic and operational dividends coming from those meetings. The role of the RLO Network should be revised in line with new demands in tackling Afghan opiate trafficking and the research already conducted by other UNODC entities. Should the GP be given a mandate to expand its role, the value of the ADAM information platform needs to be reassessed and the DMP requires a well-conceived strategy to manage its expansion.

Impact

Evaluation questions:

- To what extent have the Paris Pact stakeholders had their expectations of the impact of the Global Programme been met?⁵⁰
- How has the Global Programme contributed to the impact of other UNODC programmes under the four pillars of the Vienna Declaration?⁵¹

Given the nature of this UNODC GP acting as Secretariat to the PPI, impact is difficult to attribute to the GP. Overall the evaluation further shows that PPI stakeholders are unclear about the role and responsibility of the GP leading to confused and unrealistic expectations.

Internally within UNODC, examples of impact however included the GP facilitating work across divisions and integrating cross-divisional work, supporting regional and country programmes and providing the DMP as a platform for the storing, research and analysis of drug data. Outside UNODC, impact become harder to identify but referred to the PPI as a whole and not the GP per se; for instance, the GP's contribution to improving political co-operation within the forum provided by PPI and its players. The role of the GP in providing an environment for the 'intangible' impact of informal contacts and networks established at the EWGs was also noted

The GP does however not systemically monitor its impact. Indeed, only documentation in connection with the DMP contained any reference to identifying potential impact although it stops short of suggesting how this impact may be measured.⁵² Whilst the GP remains responsible (even partly) for the RLO Network, ADAM and the DMP it should do more to identify and monitor the impact of these GP aspects. This lack of a coherent impact monitoring strategy has meant the evaluation found few verifiable examples of impact. Those that could be verified included;

⁵⁰ See response to this Evaluation Question p.27 paragraphs 1 and 4

⁵¹ No data was available to the evaluation on how other UNODC programmes impact on the VD and as such this question is not answered.

⁵² UNODC: *Summary of technical assessment (updated) 23rd September 2016*

- Providing the DMP as an excellent platform for the storing, research and analysis of drug data;
- facilitating work across UNODC divisions and integrate cross-divisional work in terms of how best to assist partners.

Most respondents from across stakeholder groups were unable to confirm any impacts from the programme and there were no interviewees who categorically described the programme as impactful. Some such examples of unverified impact suggested by interviewees are as follows and indicate that the GP has helped to:

- improve data collection on Afghan opiate/heroin trafficking in Central Asia in part directly through the RLO network and indirectly through RLO training national counterparts in data collection;
- increase the exchange of information between PPI partners within the EWG meetings;
- provide a better understanding of the Afghan opiate market;
- justify programmes to MS through reference to EWG recommendations;
- help raise awareness by exposing participants to new and key issues, and by keeping the issue of Afghan opiates on the table;

In terms of impacts that relate to the PPI rather than the GP per se, the greatest of these centred round the 'intangibles'. Foremost of these were the informal contacts and networks that were established primarily within the EWG meeting structure. While this speaks to the impact of the PPI as a whole, the role of the GP in contributing to these impacts by convening meetings where such interactions can take place was however acknowledged in this evaluation process. It should be noted that evidence of impact is derived from the semi-structured interview process incorporating the MSC methodology and with findings then triangulated across different stakeholder groups. The evaluation however found little documentary evidence of impact. Indeed, one of the key issues highlighted is the need for PPI as a whole to track its impacts; in this regard the GP has made a start by attempting to document activities carried out in relation to EWG recommendations. The GP has systems to capture feedback, for instance, on the quality and process of EWGs but it does not generally follow-up afterwards on actions taken by participants following meetings as this enters into the terrain on follow-up of PPI recommendations, a matter which is within the domain of PPI and not the GP per se.

Sustainability

Evaluation questions:

- To what extent has the Global Programme received and utilized support through financial, HR and/or in-kind contributions to ensure sustainability for the continued course of Phase IV? ⁵³
- To what extent will the work of the PPI be affected if the coordination activities and support of the Global Programme are no longer available?⁵⁴

⁵³ Response to this Evaluation Question throughout this section.

⁵⁴ Response to this Evaluation Question throughout this section.

The overriding concern regarding sustainability is funding. Over the period of this evaluation funding for the GP has become increasingly difficult to secure and this lack of reliable, predictable funding is a major constraint to sustainability of the GP. There are various reasons cited for this reduction in funding including the vague term ‘donor fatigue’.

As noted previously in this evaluation report, frustration among some partners about the GP partially led to the G7 letter and the introduction of the so-called ‘French non-paper’ at the 13th PCGM in February 2017. This paper promoted the (re)focussing of the GP on supporting the consultative mechanism at the political level by enhancing the consensus building dimension of the PPI. It also proposed other changes which could only be taken by the PPI and are not directly under the control of the GP. However, one element of the proposed changes impacts the UNODC as a partner organization to the PPI and suggests a review of the research and information sharing mechanisms currently managed or co-managed by the GP e.g. the RLO network. This evaluation notes these points and has reflected upon current levels of GP support for the PCGMs and the role of the RLO Network. Other suggestions for increasing sustainability rely upon the PPI partners taking greater ownership and responsibility for PPI activity. For example, the concept of a rotating Chair for the PPI which would entail hosting the PCGM and/or a number of EWGs which would also include financial contribution to those meetings and activities.

Further proposals for improving the longer-term sustainability of the GP require new or redirected resources to be applied initially. For example, an often-suggested additional task for the GP is to monitor the implementation of EWG recommendations. Whilst this may be a laudable aim it requires the acceptance of the PPI to agree to this new role for the GP and for donors to provide adequate financial resources to make it happen. It is also suggested there is a need for the GP to adapt to new subjects, regions, drug trends and interventions for example change scope to cover southern routes, for instance involvement in the Indian Ocean Forum. Once again this requires resources to research these areas and identify ‘gaps and needs’ and the subsequent endorsement of any proposed changes by the PPI partners. It must always be recognised that the GP is the Secretariat to the PPI and not its policy forming body.

There are other barriers and obstacles to obtaining reliable funding over which the GP has little control. The funding model for UNODC relies on 92% extra-budgetary funding and 8% regular budget funding. This often means UNODC projects and programmes are in competition for the same donor funds. In addition, much of the extra-budgetary funding delivered is so-called ‘hard-earmarked’ which means the funding recipient must spend the funds for a specific purpose or in a specific area within a specified time frame. The GP states that until recently it has not been offered the opportunity to be part of UNODC institutional fund-raising activities.

However, outside of these challenges a pro-active programme can take measures to actively advocate for its programme. The GP could strengthen its efforts, for instance by regular reports to donors. Good practice from other UNODC projects and programmes (for example fortnightly newsletters) ensure all partners are kept abreast of project and programme developments and activity. Nor has the GP instigated any broader donor meetings with multiple stakeholders and with the GP located in Vienna this may not be too difficult to achieve.

Additionally, the GP could be more creative in the use it makes of the partnerships it has (or could) form as part of the UNODC and its engagement with the PPI as one of its 23 Member organizations. It is already cost-sharing in some areas with other UNODC entities e.g. the RLO Network; however, this evaluation believes there is scope for further alignment and cost-sharing with other UNODC projects and programmes with one GP already indicating its support for this approach. The GP must recognise the access it can facilitate for various in-house partners to both political and expert levels, as well as donors and the leverage this can bring in negotiating joint funding arrangements. This would entail being more explicit about its role going beyond being a Secretariat to becoming a conduit for UNODC's role as an equal partner in the PPI. There is a need for UNODC to clarify the role and expectations of the GP in-house and also in agreement with PPI partners and donors. There are differing views as to the course this should take, between those who believe the GP should continue its role as a purely secretariat function and others who believe it should be expanded into an implementation programme i.e. becoming more operationally focused.

The GP can influence its own sustainability by the manner in which it conducts its business; however, there is very little it can do if high level political support drifts away. Ultimately the long-term sustainability of the GP depends upon political interest and support for the PPI as a whole and the spreading of the funding burden wider than the current small group of donor countries. Given there are 58 partner countries it would seem appropriate that more step forward and contribute. The US delegation to the 13th PCGM in Vienna stated "Since 2015, the US has contributed 36% of the budget of the Phase IV and, given their own budget constraints, is unlikely to maintain this level of funding. The Delegation calls upon other partners to provide support. If the Initiative is to be sustainable, other partners need to step forward as well. There is a need for greater balance between resources and partners' priorities to make the Paris Pact as effective and sustainable as possible".⁵⁵ There may also be a need to explore different funding models, for instance, membership fees for PPI partners.

Human Rights and Gender Equality

Evaluation questions Human Rights:

- Are human rights considerations relevant to the Global Programme and if so how?⁵⁶
- How have human rights considerations, and in particular the mainstreaming and promotion of human rights, been integrated into Global Programme design and implementation? Namely, how does the programme integrate the human rights principles of equality and non-discrimination; participation and the inclusion of disadvantaged/marginalised groups; and state accountability for human rights obligations?⁵⁷

⁵⁵ Summary Report, 13th Policy Consultative Group Meeting, Vienna, Austria 1-2 February 2017, p18

⁵⁶ See response to Evaluation Question in paragraph 3.

⁵⁷ See response to Evaluation Question in paragraph 11.

- What resources are available to integrate human rights considerations into the programme and how have they been utilised?⁵⁸

Evaluation questions Gender Equality:

- Are gender considerations relevant to the Global Programme and if so how?⁵⁹
- How have gender considerations, and in particular the mainstreaming and promotion of gender equality, been integrated into the Global Programme design and implementation? Namely have the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels with the ultimate goal of achieving gender equality, been considered?⁶⁰
- What resources are available to integrate gender considerations into the Global Programme and how have they been utilised?⁶¹

There is common agreement that HRGE are relevant to all UNODC projects and programmes. There has been a drive to mainstream HRGE in recent years in the UN system wide and in UNODC. In terms of Human Rights, this has meant the establishment of an in-house working group and the issuance of various guidelines.⁶² Mainstreaming of gender equality (GE) has been given a further boost recently with the appointment of a gender focal point in the Office of the Executive Director, the appointment of a human rights focal point in the Justice Section and the roll out of an awareness-raising programme across the organization.

GE is seen as particularly high on the UN and donor agenda as reflected by The standing open-ended intergovernmental working group on improving the governance and financial situation at UNODC (FINGOV) adopting a gender mainstreaming focus. It is also a conditionality of funding required by certain donors. The importance for the UN institutional agenda can be seen with recent directives passed as recently as September 2017 from the UN Secretary-General's office on the imperative of gender mainstreaming.⁶³

Where respondents elaborated on links between HRGE and the PPI as a whole, they mainly cited relevance to the demand reduction side and Pillar IV of the Vienna Declaration on drug prevention and health and particularly with reference to women who use drugs. A handful of respondents, mainly from the field, made links with human rights in the criminal justice system, for instance the treatment of prisoners or the use of the death penalty. These matters were borne out by the documentary review and issues raised in EWG meeting reports. The challenging wider context within which the GP operates was also acknowledged by respondents, namely the human rights concerns

⁵⁸ See response to Evaluation Question in paragraph 11.

⁵⁹ See response to Evaluation Question in paragraph 3.

⁶⁰ See response to Evaluation Question in paragraphs 8 and 11

⁶¹ See response to Evaluation Question in paragraph 11.

⁶² UNOV/UNODC, *Inter-office Memorandum, Mainstreaming human rights*, 11 November 2011; UNODC, *Guidance tool for the consideration of human rights risks in programme planning*; UN, *Guidance note on human rights due diligence policy*; UN, *Policy support for UNCTs in integrating human rights into SDG implementation*.

⁶³ UN Secretary General, *Letter to all staff on gender parity and system wide approach*, September 2017

around law enforcement and the treatment of people who use drugs and the fact that this field is heavily male dominated in the main beneficiary countries.

Even where stakeholders considered HRGE relevant to the issue and/or PPI as a whole there was common doubt as to the relevance of HRGE to this particular GP and its secretariat function. HRGE is viewed as more relevant to operational technical units which can integrate these aspects into activities such as capacity building. By contrast, the GP in its coordination role carrying out organizational and coordination activities on behalf of the PPI but without the authority to control the content, participation or agenda of proceedings. A wide number of stakeholders (UNODC and partners, including donors and HRGE experts) said they were unsure as to how HRGE issues translated into the GP's work.

This confirmed the picture obtained from the desk review which revealed a theoretical commitment to human rights but limited information on practical implementation. Human rights are referenced in top level commitments by the wider PPI such as the Vienna Declaration⁶⁴ and human rights issues are highlighted in the project document. For instance, in terms of ensuring that best practices as well as a multi-sectoral approach to promote a sound understanding of drug dependence and its treatment in a continuum of care, aimed at counteracting stigma and discrimination against people who use drugs. Some documents make detailed reference to human rights concerns but these appear sporadic. Individual EWG presentations, from UNODC staff, government participants, or other organizations, may sometimes refer to human rights issues and instruments explicitly, for instance, a presentation by a UNODC representative at the EWG Belgrade in October 2016 entitled 'Each person counts' concerning drug treatment for vulnerable groups.

In other cases, human rights issues are addressed substantively but implicitly, for instance, other presentations at the same EWG meeting in Belgrade refer to drug treatment for different vulnerable groups such as persons with special needs, children and women, but without expressly referring to the term 'human rights'. Overall, however, the desk review reveals limited reference to human rights; and it is particularly notable that stronger interventions sometimes come from government or other organization partners, rather than the GP or other UNODC units, for instance in the EWG held in Kazakhstan in June 2015, there is no reference to human rights from UNODC but the Combined Maritime Force makes reference to international human rights law.

In terms of the documentation, GE is referenced less in higher level guiding documents as compared to human rights; it does not appear in the Vienna Declaration for example. The programme design was not informed by a gender analysis as there is no mention of one being carried out in programme documentation. The original project document did not discuss the integration of GE with the thematic areas (4 pillars of the Vienna Declaration) but included indicators for gender-disaggregated data on staff and trainees, as well as gender mainstreaming responsibilities in programme staff descriptions, for instance, according to the project coordinator job description, the project coordinator is required to take responsibility for incorporating gender perspectives and ensuring the equal participation of women and men in all areas of work.

⁶⁴ Vienna Declaration dated 16 February 2012 issued at the Third Ministerial Conference of the Paris Pact Partners on Combating Illicit Traffic in Opiates Originating in Afghanistan

GE is referenced more concertededly in more recent programme documents from 2016 onwards, for example: project document revisions include strengthened indicators aimed at ensuring a balance between men and women in staff roles and among programme participants; EWG reports include male/female breakdown of participants and respondents to feedback forms. The reference to GE in political meetings and substantive reports is more sporadic, and mainly appears in relation to drug prevention and treatment, particularly health and work with vulnerable groups, including women. For instance, the UNODC Executive Director's report to the CND regularly references women and health issues (2014 - gender responsive HIV pilot programme; 2015 human rights relating to female drug users; 2017 – HIV and gender ⁶⁵).

In practical terms, the GP has not been active in the area of GE aside from focusing its efforts on documenting gender parity in its work to support the PCGM, namely collecting data on the numbers of male and female participants. This was explained in interviews with the GP and shown by the desk review and detailed records of gender breakdown of meeting participants. Nor is the GP in a position to systematically promote equitable gender participation in its activities; in what is traditionally seen as a male dominated field of work, drugs and law enforcement, the nomination of participants for Paris Pact events is viewed as a sovereign decision. Similarly, for the RLO function, HRGE activities do not feature except for maintaining records of gender breakdown. For the information management component, HRGE was not part of the set-up of ADAM or the DMP; other research activities, such as the country factsheets, do collect some data on HRGE issues but this was not done by the GP per se.

On the question of whether the GP should do more, there were differences of opinion between those who do not believe it's the GP's place to raise what some consider to be non-core issues such as HRGE which may not be integrated into everything. Then there are others who believe it can play a role in putting these matters on the table, for instance by suggesting HRGE items for discussion at EWG meetings or through gentle advocacy and encouragement. In practice, HRGE has rarely touched the work of the GP and the evaluation team only heard of one situation where human rights concerns affected implementation. Small steps that the GP might have taken in relation to HRGE issues have not been taken.

For instance:

- ensuring the more explicit inclusion of HRGE issues in the project design document. It does refer to HRGE issues but these are not explicit and moreover the GP team was not aware of these references;

⁶⁵ UNODC, *UNODC Executive Director Report to CND on the activities of the United Nations Office on Drugs and Crime covering all activities for 2013 in all its thematic areas*, page 15; E CN.15 2014/2 V1389068 E; UNODC, *UNODC Executive Director Report to CND on the activities of the United Nations Office on Drugs and Crime covering all activities for 2014 in all its thematic areas*, page 15; E CN.15 2015/2 V1408876; UNODC, *UNODC Executive Director Report to CND on the activities of the United Nations Office on Drugs and Crime covering all activities for 2016 in all its thematic areas*, pages 4, 6, 8, 17; E CN.7 2016/10 V1600039

- understanding the linkages between HRGE and the substance of the work i.e. how HRGE links to and integrates with each of the 4 Pillars of the Vienna Declaration through a mapping exercise and human rights and gender analysis;
- in reminding participants of EWGs (especially internal UNODC participants) to be aware of and highlight HRGE issues in their presentations. The GP says that it has little scope for influencing the agenda and content but other participants said that there was some debate with the GP on refining presentations. Some UNODC thematic leads, for instance the health and treatment section, make strong interventions on HRGE but not all UNODC participants do, even sometimes despite making extensive efforts to mainstream HRGE into their own technical programmes;
- in being aware of HRGE issues when they come up in EWGs and PCGMs and ensuring these references are recorded in summaries. The GP team was not aware of any meetings where such issues had been raised. However, the desk review shows that HRGE matters do come up from time to time, particularly in EWGs but then this information was not always captured in the official summary produced by the GP. It's also worth noting that the observed EWG in Bucharest also showed participants making references to GE issues.

Overall the PPCU lacked awareness of HRGE initiatives, had not considered the issue until it appeared in the evaluation ToR and was not abreast of HR guidelines and documents, a number of which have been distributed to all staff. By contrast other UNODC programmes and technical units displayed more awareness of the HRGE agenda, although it's worth noting that these organizational initiatives have recently gained momentum (there was no emphasis in the last evaluation ToR for example to cover HRGE).

The PPCU has become more aware of GE mainstreaming efforts due to OED briefings which has recently led to one staff member of the PPCU team being assigned as GE focal point. Training opportunities have been taken up by individuals connected with the GP on a personal and ad hoc basis. It should further be noted that the GP does not have a specific budget or resources to mainstream HRGE.

The PPCU remains open to mainstreaming and better addressing HRGE issues but would like to know how to turn the theory into practical action. This was a fairly common theme among other UNODC interviewees and external parties as well who were being asked by their own organizations to mainstream HRGE. Other challenges to mainstreaming HRGE include the sensitivity of HRGE issues, some resistance from partner countries and the need to strike a balance between raising HRGE issues while at the same time remaining engaged with countries. UNODC's general approach is quite cautious and non-confrontational, for instance, by focusing on supporting the application of human rights standards without necessarily overtly confronting HRGE issues.

III. CONCLUSIONS

The GP is relevant in-so-far as it supports the PPI and for as long as the PPI is deemed relevant the GP, under its Secretariat role to the PPI, will also be relevant. It is clear that the GP and its existence is directly linked to the continuing commitment of the partner countries and partner organizations to the PPI. This evaluation noted that among those who expressed an opinion there was substantial, almost universal, agreement that the PPI and – by extension – the GP was still relevant. Yet there were a substantial number of stakeholders who never engaged with this evaluation process. Furthermore, approximately 50% of partner countries did not attend the last PCGM in February 2017.

Another fundamental conclusion of this evaluation is that the role of the GP is not well understood. Often the GP is viewed as an implementer of PPI activities and that the success or failure of the PPI is directly correlated to the activities of the GP. Yet the GP is only mandated to act as Secretariat to the PPI⁶⁶ and in this role attempts to assist the PPI in achieving its goal by creating an environment in which consultation between PPI partners can flourish. In this respect the GP has however been relatively successful with acknowledgement from a large number of stakeholders that the PCGMs allow for political level discussions, sometimes between countries that often struggle to cooperate at a geo-political level. And that the EWG meetings allow for expert level discussions and interactions in line with the four pillars of the Vienna declaration.

A further key aspect of the GP's Secretariat work is to encourage and support information sharing. In this aspect it has been only partially successful. The DMP is a good example of the GP working with other UNODC divisions, sections, branches, units and offices to create a database which is viewed as a worthwhile, valuable tool for researching and analysing drug-related criminal activity. This could certainly be viewed as a lever for the GP to generate more interest in its work in-house and the DMP is being rolled out to other UNODC projects and programmes.

However, the GP has been less successful in other information sharing and research areas. The original purpose of ADAM has not been achieved and its current usage as a library of PPI documentation, whilst of some value, has generated little appetite (or usage) among PPI partners. Additionally, the RLO Network has seen a decrease in numbers from 10 to 5 since 2012 due to lack of funding and there are no RLOs stationed in Afghanistan or Pakistan

The (mis)understanding of the GP's role is further complicated by UNODC's membership to the PPI as one of the 23 partner organizations. It has never been effectively determined how UNODC should play its roles as both the Secretariat to the PPI and as part of one of the 23 partner organizations to the PPI. Often stakeholders both in-house and externally expect the GP to act – de facto – for the whole UNODC as a

⁶⁶ UNODC: *GLO Y09 Project Document 23rd May 2013* p.5

partner organization. Clarity must be brought to the different roles of the GP. This clarity will also help resolve the question of whether the GP is best placed under DO where it currently sits or elsewhere, for example under DTA or is administered from somewhere in the field.

The GP has attempted to embrace the 'One UNODC' ethos by engaging with the most appropriate in-house partners. To this effect it has identified and developed good working relationships with various GPs, COs and ROs, Branches, etc. Yet, there is still room for improvement.

There is a common agreement that HRGE is relevant to all UNODC projects and programmes. However, the vast majority of respondents struggled to see how they were relevant to this GP. There are potentially small steps the GP in its Secretariat role could take to encourage PPI partners to consider HRGE issues. Should the GP's role expand into technical assistance provision in line with assisting in the investigation, arrest and prosecution of offenders, it may have greater scope to positively influence HRGE.

The PPCU staff who administer the GP are viewed as extremely hard-working and efficient. The major constraint on the efficiency of the GP is the level of funding it receives. The annual budget for the GP has been slowly decreasing and funds are often pledged for no more than three months in advance. This means staff (PPCU and RLOs) is often working on short-term contracts and it makes long-term GP activity planning virtually impossible. Whilst advocacy of the GP could be improved and relationships with the donor community re-energised, it is difficult to see how this funding situation can be resolved without first obtaining agreement on what role(s) the GP should fulfil.

Ultimately, the evaluation recognises that the role of the GP needs to be determined and identifies two distinct options. It can continue focussing purely on a Secretariat role and concentrate on the consultative mechanism aspects. Or the GP is to expand its activities, for example by supporting the monitoring of the implementation of EWG recommendations.

IV. RECOMMENDATIONS

Given that this is a mid-term evaluation and that Phase IV of the GP ends on the 31st March 2018 all recommendations should be implemented as soon as possible.

Role of the Global Programme and UNODC in the PPI

1. The role of the GP must be determined. Some PPI partners believe it should focus only on its Secretariat function. Others state it should adopt a more pro-active role as UNODC's vehicle in providing additional support to the PPI in implementing its activities. Additionally, the different roles of the GP as Secretariat to the PPI and UNODC as one of the 23 partner organizations has not been clarified leading to unrealistic expectations of the GP both in-house and with external partners.

- Seek agreement with the PPI partners to determine the role of the GP, i.e. whether to continue to have a purely Secretariat function or expand its current responsibilities and – in tandem with an advocacy strategy – clarify the role of the GP with respect to UNODC as one of the 23 partner organizations of the PPI. *(PPCU together with PPI partners; UNODC Advocacy Section)*

Internal UNODC working relationships

2. It is recognised that the GP has done much to try and foster links in-house however there are areas where internal communication and cooperation need improvement.

- Improve internal cooperation, effective communication, partnerships and working relationships with all in-house partners, as well as continue pursuing the 'One UNODC' concept. *(PM)*.

Funding

3. Lack of reliable, predictable funding is a major constraint to sustainability of the GP, as stated in the recommendation from the in-depth evaluation in 2012, which has had an impact on GP efficiency in certain areas.

- Reliable, predictable and long-term funding is essential for the PPCU to fully carry out its work. The GP should seek solutions in ensuring long-term funding Careful consideration should be given to providing i) regular updates on GP activity to the donor community ii) regular and joint donor meetings with the Permanent Missions iii) reassessing funding modalities for the Secretariat/GP in connection with other UNODC projects and programmes which should include cost-sharing. *(PPCU in coordination with UNODC Senior Management and Co-financing and Partnership Section (CPS))*

Structure of Expert Working Group meetings

4. While the EWGs have been effective for information sharing and providing opportunities for informal interaction between a wide range of participants/organizations/countries, there is room for improvement, including a more formalised structure for participants to interact together.

- Improve the effectiveness of the EWG meetings through e.g. more structured small-group work within EWGs to enable participants to discuss issues, work practices and possible recommendations. *(PPCU and Lead Thematic Experts)*

Research and Liaison Officer Network

5. Due to a lack of funding the RLO network has reduced in size and scale over the past 5 years from 10 to 5 staff leaving gaps in the research-based information available to the GP and stakeholders Co-funding of RLOs with Regional Offices and Country Offices has helped maintain a network but has resulted in less time for RLOs to focus on their PPI research and liaison mandate.

- Decide upon the future modality of the RLO network and whether it should be retained, expanded or closed. *(PPCU in coordination with UNODC Research and Trend Analysis Branch (RAB), Relevant Regional Offices (ROs), Country Offices (COs), Regional Programmes (RPs) and Country Programmes (CPs))*

Monitoring of EWG recommendations

6. Those that advocate a change in GP activity highlight the potential value to the GP and the PPI if the GP monitors the implementation of EWG recommendations.

- Determine who follows-up on the EWG recommendations to monitor implementation. *(PPCU together with PPI partners)*

Consultative mechanisms (ADAM and DMP)

7. Under outcome 3, the GP is charged with facilitating information sharing primarily through the use of ADAM and the DMP ADAM is outdated and superfluous to the majority of stakeholders and has not provided the dividend anticipated in providing an overview of anti-trafficking activity with respect to Afghan opiates; the DMP works well although with some concerns over the timely receipt and accuracy of drug seizure reporting data. The DMP however has potential to be leveraged by the GP to generate further partnerships and potentially new funds in conjunction with other UNODC projects and programmes.

- Devise a strategy for DMP development and re-assess the value of ADAM. *(PPCU together with PPI partners]*

Global partnerships

8. The GP works at enabling partners to share global experience/knowledge and provides a platform through the EWGs and PCGM to achieve this goal.

- Decide whether to develop partnerships with more diverse stakeholders to improve research on Afghan opiates, for example with research centres and universities. With a changing global scene there is a potential need to encourage the incorporation of further partnerships. *(PPCU together with PPI partners)*

Measuring impact

9. There is no clearly identifiable evidence of the impact of the GP and the GP further does not systematically monitor impact. There is some indication of the impact of the GP on UNODC internal processes and activities, including facilitating cross-divisional work. Referring to the PPI, such includes contributing to improving political co-operation and providing an environment for the ‘intangible’ impact of informal contacts and networks.

- Develop an appropriate monitoring regime, including improved logical framework with indicators to capture the impact of GP activity. *(PPCU in coordination with UNODC Strategic Planning and Interagency Unit (SPIA))*

Human rights and gender equality

10. While HRGE are relevant to all UNODC projects and programmes, the specific relationship between the GP and HRGE issues was unclear to most stakeholders. The GP has not much considered the issue of mainstreaming HRGE to date

- Consider steps to be taken to ensure the inclusion of Human Rights and Gender Equality issues in activities under the GP. *(PPCU in coordination with UNODC Human Rights Advisory Group Focal Point, Justice Section (JS), and Gender Focal Point, Office of the Executive Director (OED))*

V. LESSONS LEARNED AND GOOD PRACTICE

Evaluation:

- What lessons learned can be drawn from the implementation to date of Phase IV of the Global Programme?⁶⁷
- What good practice emerged from the implementation of Phase IV of the Global Programme?⁶⁸

Lessons Learned

There is a need for regular, predictable funding over a minimum of one calendar year to allow for the proper planning of project and programme activities. This ensures inefficiencies caused by short-term, irregular funding can be minimized.

The GP has not managed in-house communication adequately to ensure the roles of the GP, the PPCU and UNODC as a member organization of the PPI are understood across UNODC as a whole. Proper communication will contribute synergies being exploited and resource use optimized.

Good Practice

Holding regular meetings between GP partners provides excellent opportunity for both formal and informal participant interaction, which, in turn, acts as a catalyst for new or continuing activity in the area of combating illicit traffic in opiates originating in Afghanistan.

The pro-active approach toward instigating and pursuing the 'One UNODC' ethos brings increased awareness of project and programme activities across UNODC. This, in turn, promotes efficiency and encourages a cooperative partnership.

The identification and development of products which can have application across different projects and programmes, as demonstrated by the DMP, is an effective method of creating interest and potential funding sustainability.

⁶⁷ See response under Lessons Learned in this section

⁶⁸ See response under Good Practice in this section

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

Mid-term In-Depth Evaluation of the Paris Pact Initiative Phase IV – A Partnership to Combat Illicit Traffic in Opiates Originating in Afghanistan

GLOY09 Global Programme

June 2017

I. BACKGROUND AND CONTEXT

Project number:	GLOY09
Project title:	The Paris Pact Initiative – A Partnership to Combat Illicit Traffic in Opiates Originating in Afghanistan (GLOY09)
Duration:	June 2013-March 2018 (Phase IV of the Initiative)
Location:	Global
Linkages to Country, Regional and Thematic Programmes:	<p><u>Strategic Framework:</u></p> <p>Sub-Programme Countering Transnational Organized Crime and Illicit Drug Trafficking</p> <p>Sub-Programme Prevention, Treatment and Reintegration and Alternative Development</p> <p>Sub-Programme Research, Trend Analysis and Forensics</p> <p><u>Thematic Programmes:</u></p> <p>Thematic Programme on Action Against Transnational Organized Crime and Illicit Trafficking, Including Drug Trafficking</p> <p>Thematic Programme on Health and Human Development Vulnerabilities in the Context of Drugs and Crime</p>

	<p>Thematic Programme on Research, Trend Analysis and Forensics</p> <p><u>Regional Programmes:</u></p> <p>Regional Programme for Afghanistan and Neighbouring Countries Regional Programme for South Eastern Europe</p> <p><u>Country Programmes:</u></p> <p>Country Programme for Afghanistan</p> <p>Country Programme for Iran</p> <p>Country Programme for Pakistan Programme for Central Asia</p>
Executing Agency:	UNODC
Partner Organizations:	58 Paris Pact partner countries and 23 partner organizations, including UNODC ⁶⁹
Total Approved Budget:	US\$ 5,473,972
Total Overall Budget	US\$ 6,528,381
Donors:	Austria, France, India, Norway, Russian Federation, Turkey, United Kingdom, and United States of America.
Project Manager/ Coordinator:	Ms. Marie-Anne Menier, Paris Pact Coordination Unit (PPCU), UNODC
Type and time frame of evaluation: (Independent Project Evaluation/In-depth Evaluation/midterm/final)	Mid-term In-depth Evaluation, 4 September 2017 to February 2018

⁶⁹ For a full list of Paris Pact partners, please refer to Annex IV.

Timeframe of the project covered by the evaluation:	From June 2013- October 2017 (i.e. until the end of the field mission)
Geographical coverage of the evaluation:	Global. In addition a field mission will be conducted to Kabul, Afghanistan
Budget for this evaluation:	USD 100,000
Type and year of past evaluations (if any):	In-depth evaluation of Phase III of the Paris Pact Initiative (GLOK31) August 2012; Independent evaluation The Paris Pact Initiative Phase II (GLOJ33) June 2009; Independent evaluation The Paris Pact Initiative – Regional Coordination of Programme Development for Countries Affected by Afghan Heroin Trafficking (GLOI05) May 2006.
Core Learning Partners ⁷⁰ (entities):	1) UNODC: Vienna Declaration lead thematic experts, programme managers, field representative and field staff; 2) Paris Pact partner countries: programme donors and Paris Pact ‘priority countries’

Project overview and historical context

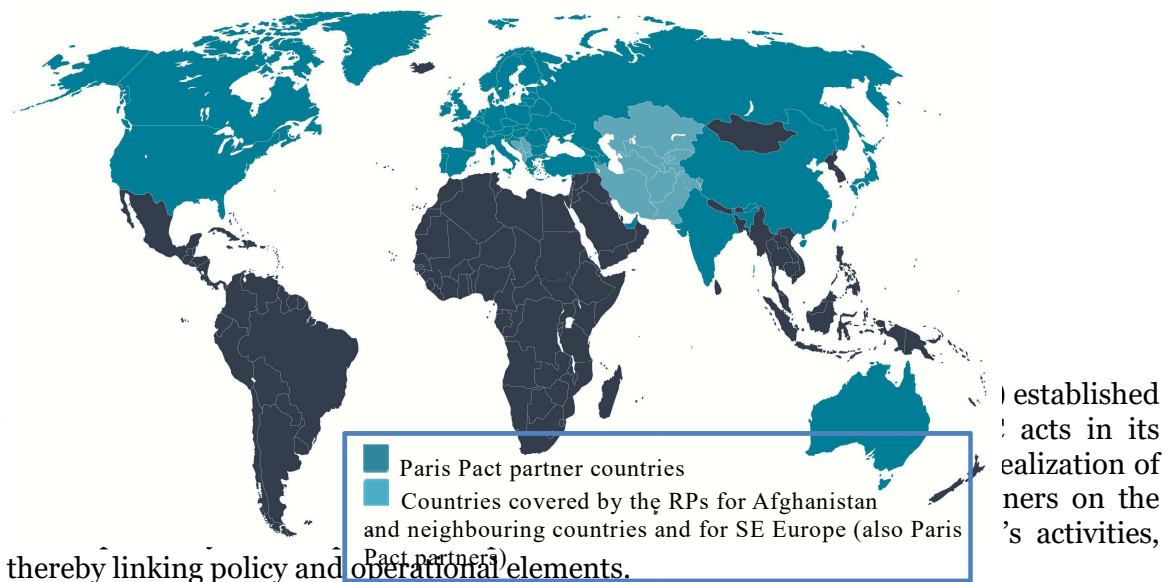
1. Global Programme Overview

Since its inception at the Ministerial Conference on Drug Routes from Central Asia to Europe, held in Paris in May 2003, the broad international coalition known as the Paris Pact Initiative has evolved into one of the most important frameworks for combatting the traffic in opiates originating in Afghanistan and strengthens linkages between various counter-narcotics actors. As a well-established platform for consensus building, the Paris Pact functions as an essential bridge between political commitment and the prioritization of technical assistance interventions.

⁷⁰ The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs. ³ For a full list of Paris Pact partners, please refer to Annex IV.

The concept of the Paris Pact centers on developments along major opiate trafficking routes. Since the inception of the Paris Pact, the partnership has adapted operational responses according to emerging geographic trends, starting with the northern route (through Central Asia to the Russian Federation), followed by an expansion along the Balkan route (through Iran (Islamic Republic of) and Turkey via South-Eastern Europe to Western and Central Europe). More recently under the Paris Pact, there is increased focus on certain trajectories of the southern route (southwards to the Gulf region, South Asia and Africa).

The Paris Pact Initiative has two dimensions. The first is the partnership itself, made up of 58 countries and 23 organizations (total 81 partners), including UNODC as an equal member of the partnership.³ The partnership is responsible for defining policy and implementing measures in line with the Vienna Declaration (the outcome document of the Third Ministerial Conference of the Paris Pact Partners in 2012)⁷¹ based on the principle of shared responsibility.







thereby linking policy and operational elements.

UNODC has a dual role to play in support to the Paris Pact: one is a coordination role through the Paris Pact programme in support of the partnership, and the second is as an equal member of the partnership (as outlined above), working to implement the Vienna Declaration. It is the equal responsibility of all 81 partners (including UNODC) to operationalize – through their multiple programmes, funds and projects delivered - the priorities stemming from expert and policy level meetings of the Paris Pact to implement the Vienna Declaration.

The Vienna Declaration embodies an inter-thematic ‘roadmap’ for Paris Pact partners, recognizing their common and shared responsibility across four areas (pillars) for enhanced cooperation:

⁷¹ Please refer to the desk review list in Annex V for the complete text of the Vienna Declaration.

-  regional initiatives;
-  illicit financial flows;
-  diversion of precursors; and
-  drug prevention and health.



Note: The time period under Phase IV reflects the time frame to be evaluated and is not an indication of the end of the Phase IV.

Launched on the 10th anniversary of the Initiative in May 2013, Phase IV (GLOY09) of the Paris Pact programme builds upon the previous three phases of UNODC's global programmes GLOI05 (Phase I), GLOJ33 (Phase II) and GLOK31 (Phase III) and the respective evaluations of these phases in 2006, 2009 and 2012, and further seeks to enhance synergies and increase cooperation among the 81 Paris Pact partners. The Paris Pact programme by its nature, primarily as the facilitator of the partnership's dialogue and efforts, does not reflect the classical paradigm of an operational, technical assistance-driven programme.

The PPCU provides coordination support, interfaces with partners, facilitates information sharing and reports on partnership priorities. Phase IV, coordinated by the PPCU, continues to drive forward the three well-established programme components developed over the preceding phases:

- Consultative Mechanism (1st Component) – made up of two level of consultation that take place under the oversight of GLOY09: 1) Expert Working Groups (EWGs) identify operational priorities for implementation according to the Vienna Declaration pillars (technical expert level); and 2) the Policy Consultative Group Meeting (PCGM) is responsible for providing strategic guidance to the Initiative and for reviewing and endorsing EWG outcomes and setting priorities for the subsequent year's meetings (strategic/policy level).
- Research and Liaison Officer (RLO) Network positioned in countries along major opiate trafficking routes (2nd Component) – the field-based network of the RLOs is made up of national staff under the Paris Pact programme based in UNODC offices in countries of West and Central Asia as well as South Eastern Europe are responsible for: 1) liaison with national

counterparts; 2) data collection, research and analysis; and 3) capacity building on data collection, analysis and geo-information systems for national counterparts.

- Information Management (3rd Component) – through the Drugs Monitoring Platform, the product of joint efforts of the Paris Pact programme, Research and Trends Analysis Branch and the UNODC Regional Office for Central Asia, and currently hosted in and operated from Tashkent, Uzbekistan; and ADAM, the Paris Pact’s “one-stop-shop” for the partnership on everything concerning the Paris Pact Initiative.

Phase IV of the Initiative is based on the results of the In-depth Evaluation of Phase III (GLOK31) in 2012 which highlighted the previous omission and future necessity to make a distinction between the actual two-dimensional approach of the Paris Pact (explained above). Additionally, the recommendations and findings of the Phase III evaluation stressed the importance of the UNODC Paris Pact programme’s coordination role among partners and all relevant UNODC specialist programmes, sections and divisions to maximize synergies and to avoid the duplication of efforts to the greatest extent possible. Based on the key findings of the In-depth evaluation, the working modalities and priority setting for future activities of the partnership under Phase IV were defined and institutionalized.

Since the inception of the Vienna Declaration in 2012, the Consultative Mechanism of the Paris Pact has undertaken numerous activities to move the implementation of the four interlinked pillars for enhanced cooperation forward in a balanced fashion.

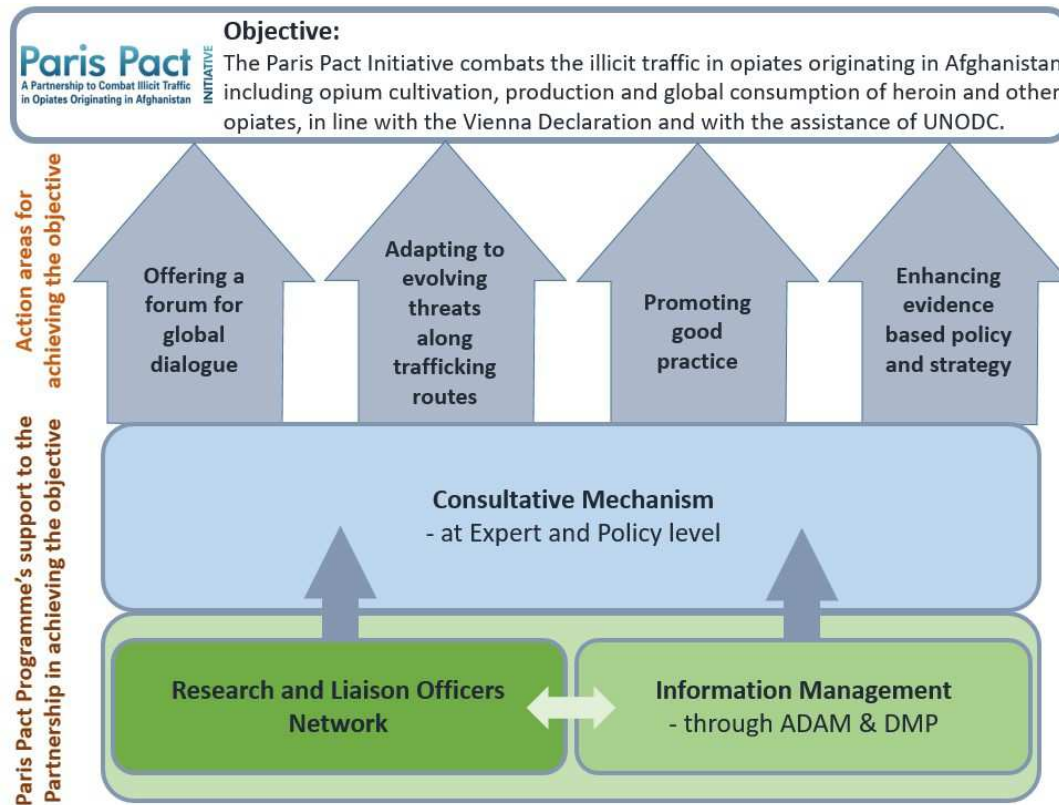
In support of the Consultative Mechanism, the PPCU produced the Paris Pact Report for 2014 and for 2015-2016. The Reports were put together at the request of the partnership to support its objectives. In particular, the 2015-2016 report captures the resolve of the partnership to adapt to emerging threats and trends by refining priorities across the Vienna Declaration through the gap analysis process – a donor and partner driven effort reinforced by the G7 RomeLyon Group letter to UNODC⁷². The gap analysis represents the cumulative result of the evolution of the efforts of the Paris Pact partnership to address the opiate threat. The results of expert and policy meetings held since 2013 form the foundation of the gap analysis discussions.

The Paris Pact continues to serve as an advocacy platform at the highest political level. Over the years, four action areas have emerged to address the objective of the Paris Pact to *combat the illicit traffic in opiates originating in Afghanistan including opium cultivation, production and global consumption of heroin and other opiates, in line with the Vienna Declaration and with the assistance of UNODC*⁷³. The Paris Pact represents

72 The ‘Gap Analysis’ process was a key objective of the 2015 Expert Working group meeting and sought to identify and determine requirements to address ongoing gaps under each of the Vienna Declaration pillars. The process is considered a work in progress requiring partnership-wide engagement in order to move priorities forward based on the principle of shared responsibility. For additional information, please refer to the Paris Pact Report 2015-2016 outlined in the desk review list in Annex II. For more information on the G7 Rome-Lyon Group Letter, please refer to the desk review list in Annex II.

73 Please refer to GLOY09 Programme Document in Annex II.

1. a vehicle for global dialogue; 2. the partnership and programme ability to adapt to evolving threats along trafficking routes; 3. the Initiative's capability to promote good practices, and 4. the way the Paris Pact enhances evidence-based policy and strategy formulation.



Global Dialogue: The increased participation of non-partner countries and organizations in Paris Pact fora demonstrates the evolving trends and priorities that have emerged during the fourth Phase of the Initiative. That increase underlines the readiness of countries situated along drug trafficking routes, including key parts of the southern route, to engage in the global dialogue on opiates and to open up the possibility to benefit from the collective expertise and experience of partners within the Paris Pact framework.

As a result in the last two years, two additional partner organizations joined the Paris Pact -the Eurasian Group on Combating Money Laundering and Terrorist Financing (EAG) and the Criminal Information Centre to Combat Drugs of the Gulf Cooperation Council (GCC-CICCD) - bringing the total number of partner organizations to 23.

Through the Consultative Mechanism, the Paris Pact Programme attempts to foster dialogue among the 81 partners that make up the Initiative. For example, one of the objectives of the Programme is to facilitate UNODC's comparative advantage in leveraging the collective will of the partnership to streamline responses to tackling the opiate threat.

The PPCU through the Coordinator aims to facilitate processes and reinforce the extensive information sharing and communication systems already in place for donors

and partners alike. Thus, the Coordinator conducts targeted outreach to improve inter-regional coordination and strengthen engagement in Paris Pact meetings.

Promoting Good Practices: The Consultative Mechanism serves as an advocacy platform for UNODC Global, Regional and Country Programmes to showcase individual programme and thematic achievements as part of the “One UNODC” response to the implementation of the Vienna Declaration. The Paris Pact aims to bring together all UNODC operational capacity taking into consideration the specific outlook and goals of programme implementation at the Global, Regional and Country level, in particular, when it comes to the identification of priorities for action and the formulation of recommendations at expert meetings.

At the same time, the RLOs strengthen the connection between the global partnership and the country/regional level (this is known as the “Liaison function”). The Network functions as a primary point of contact in the field on behalf of the Paris Pact on the four pillars of the Vienna Declaration to support the Consultative Mechanism.

For example, linking the Southern Route Partnership to the countries situated along the northern and Balkan routes through the Expert Working Group and policy meeting structures of the Paris Pact can strengthen information sharing, enable the cross-fertilization of efforts along multiple drug trafficking routes and results in the identification of the Initiative’s annual topics for Expert Working Group follow up.

The collaborative nature of the Paris Pact RLO Network and the global-level data collection, analysis and research initiatives spearheaded by the Research and Trend Analysis Branch, UNODC, build upon each other’s strengths to generate information for the partnership.

Another indicator of Paris Pact programme support to promoting the principle of good practice is the close collaboration between the RLOs located in Central Asia and other UNODC global, regional and country programmes active in West and Central Asia to deliver specialized training to strengthen the research capacity of law enforcement practitioners. These activities aim to support UNODC’s institutional strategy for law-enforcement capacity building.

Enhancing Evidence-based Policy and Strategy: Research has an instrumental role in “connecting the dots” to create an evidence-base for action beyond the individual country level while simultaneously attempting to inform strategic direction for the Paris Pact partnership. This approach – in countries⁷⁴ where the Paris Pact has invested in building research capacity – contributes to generating national, regional and international pictures on drug trafficking, including the early identification of drug trafficking routes and their branches. The fluid sharing of information and analysis has enabled the development of the Drugs Monitoring Platform to inform the partnership on drug trends. In addition, this “connectivity model” reflects the institutional commitment of partners to sharing data and investing in their respective national information systems. Moreover, the Paris Pact, as an inter-governmental process, can guide research topics to inform specific thematics within the Paris Pact framework.

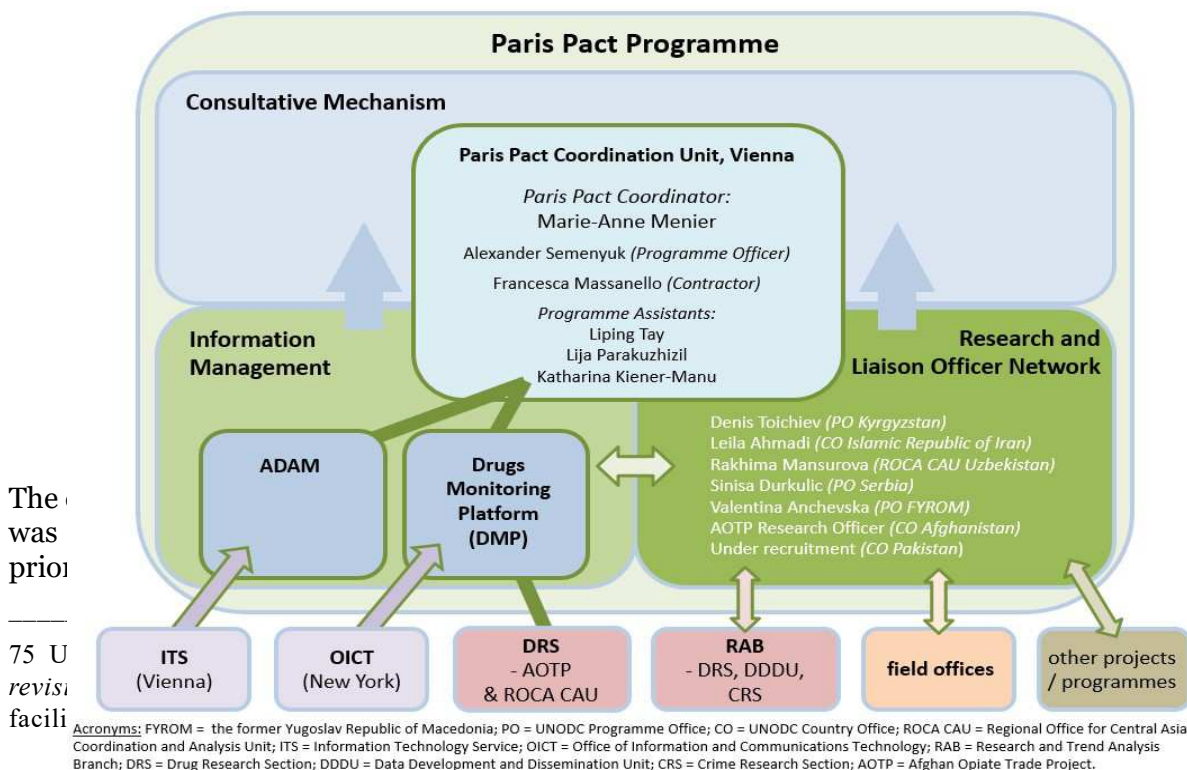
⁷⁴ South Eastern Europe and West and Central Asia.

Research feeds directly into Expert Working level dialogue, supports the definition of priorities, and informs the identification of organizations and countries for outreach and eventual inclusion in the partnership. The utilization of the Paris Pact as a vehicle for cooperation bolsters interregional interconnectivity through 1) the production of evidence to define policy and 2) informing research through its Research and Liaison Officer network and Information Management components.

An appropriate response to the threat of drugs may require an even more holistic approach. Neither opiates nor the thematic objectives outlined in the four pillars of the Vienna Declaration can be viewed in isolation, considering the interrelationship between supply and demand. In Paris Pact expert and policy meeting discussions over the reporting period, partners raised several issues related to drug trafficking that have not as yet been fully considered under the Paris Pact framework. These elements include alternative development, opiate trafficking and the financing of terrorism, understanding poly-drug use for the treatment of opiate dependence and poly-drug trafficking. To date, the partnership has not defined whether and to what extent these issues should be addressed.

2. Global Programme Management Structure

The Global Programme is located in the Division for Operations under the direct supervision of the Chief, Field Operations Management Support Section and the Director of the Division for Operations. The Paris Pact Coordinator, the primary person responsible for overall coordination, planning, organizing and delivering on programme activities in close coordination with Paris Pact partners, manages the Global Programme. The Programme Manager also leads the PPCU. The current staffing composition of the PPCU represents a continuation of the previous Phase III's staffing table. The Unit is composed of a Programme Officer (P3), three Programme Assistants, i.e. one G6 and two G5, as well as a Contractor.



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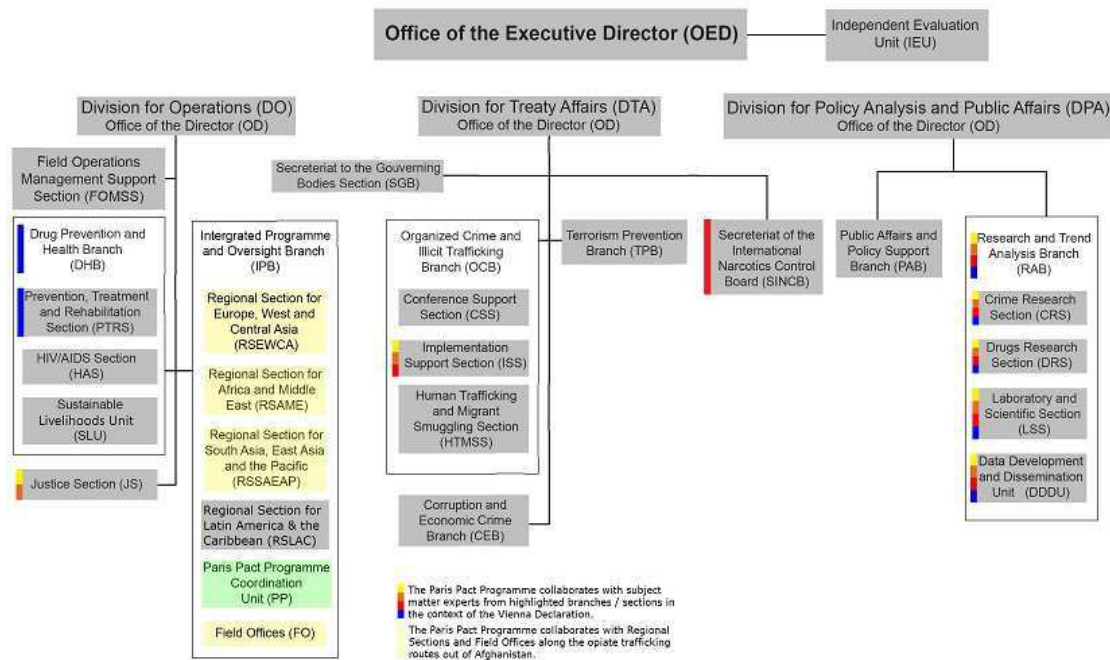
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UNODC’s operational responses were more closely intertwined with the Paris Pact which in its early years, was focused on implementing a regional approach covering the northern drug trafficking route. 2007 saw the birth of the UNODC’s Rainbow Strategy,⁹ followed then by the Regional Programme framework to bolster UNODC’s operational delivery system within the region. This resulted in the absorption of the regional operational mandate of the Paris Pact.

Given that the opiate threat is not static, over time, the Paris Pact’s approach was adapted to reflect the broader nature of opiate trafficking along multiple routes. The timely formulation and endorsement of the Vienna Declaration by Paris Pact partners in 2012 enabled the Paris Pact programme to develop into a crossroad for UNODC interventions. In this spirit, the Vienna Declaration can be seen as a streamlined version of the original seven Rainbow Strategy Papers into four pillars for enhanced cooperation that is enshrined in the highest level of global political support. This ‘concretization’ of the Paris Pact mandate acted as a bridge to transcend the question of geography as well as horizontal and vertical connectivity within UNODC.

This unique quality of the Paris Pact Programme – as an overarching inter-thematic and interregional coordination mechanism, which aims to institutionalize partnerships - distinguishes it from other UNODC Global Programmes. As a consequence of UNODC’s historical programmatic evolution, the programme’s current location within the UNODC office structure may necessitate exploration.

The Paris Pact Programme within the UNODC organizational structure



provide a regional and practical solution to the national challenges of opiates in countries situated in West and Central Asia. This strategy consisted of seven operational plans endorsed at the 2007 and 2008 PCGMs, designed to reduce the supply, trafficking and consumption of opiates originating in Afghanistan.

The PPCU is well positioned to highlight synergies and - whenever needed - draws expertise from other sections at UNODC⁷⁶ via the Vienna Declaration lead experts who provide technical guidance at all implementation stages for all four thematic Expert Working Groups including the development of meeting recommendations. Expertise is derived from the Organized Crime & Illicit Trafficking Branch (Division for Treaty Affairs - DTA), the Drug Prevention & Health Branch (Division for Operations - DO), and the Research and Trends Analysis Branch (Division for Policy Analysis and Public Affairs - DPA) and in particular, within the Country Office in Afghanistan and the Regional Office for Central Asia⁷⁷.

The efforts of the PPCU are complemented by a network of Paris Pact Research and Liaison Officers located in UNODC field offices under the oversight of the Paris Pact Coordinator. The RLOs are deployed along the northern and Balkan routes to undertake data collection on developments along major drug trafficking routes in support of the implementation of the Paris Pact mandate and continue to facilitate the work of multiple UNODC programmes covering a variety of inter-thematic issues.

Currently, two RLOs are positioned in Central Asia (Uzbekistan and Kyrgyzstan), as well as one RLO in each of the following countries: the Islamic Republic of Iran, Serbia and the former Yugoslav Republic of Macedonia.⁷⁸ With regards to the research function of the RLOs, their work is under the technical guidance of the Research and Trend Analysis Branch. Field staff costsharing⁷⁹ was introduced to the programme to further optimize synergies across UNODC thematic and global programmes specifically within the Research and Trend Analysis Branch in support of the “One UNODC” approach.

Phase IV of the Paris Pact mandates, funding permitting, the Paris Pact programme to expand the Research and Liaison Officer network in line with partnership’s requirement for improved geographical coverage in data collection and research. Such an expansion – locations are dictated by the evolving priorities of the partnership - would aim to maximize synergies, ensure complementarity to support UNODC’s existing data collection systems and address existing data deficiencies in multiple regions. For these purposes, the network can be adapted and extended to respond to shifts in opiate trafficking, including along the southern route.

76 For further details on PPCU collaboration with other UNODC interventions, please refer to the section *The Paris Pact programme’s contribution to UNODC’s country, regional or thematic programmes and vice versa*.

77 This collaborative dynamic – which developed and evolved over the course of Phase III and IV of the Initiative – resulted from the partnership’s expectation of UNODC as technical lead agency to provide additional support to the Consultative Mechanism. There are no formal Terms of Reference detailing the parameters of this collaborative relationship between the PPCU and other UNODC programmes and sections.

78 According to the latest staffing table outlined in the Programme revision document of February 2017, there are two vacant field staff positions in Afghanistan and the Islamic Republic of Pakistan.

79 Current cost-sharing arrangements are with the Research and Trend Analysis Branch. All RLOs receive technical research guidance from the Programme Management Officer (P4) of AOTP (GLOV20), who is covered by a cost-sharing arrangement of one month out of 12. The RLO in Kyrgyzstan is cost-shared with GLOV20 while the RLOs in Serbia and the former Yugoslav Republic of Macedonia are cost-shared with XEEZ84.

Main challenges during implementation

Programme implementation has been largely positive since the start of Phase IV in June 2013 as proven by partners' continued political support for the Initiative, reiterated at the annual Policy Consultative Group Meeting. The Paris Pact Initiative is a complex undertaking carried out at both the partnership and UNODC programme level. The Paris Pact Programme acts as the facilitator of the partnership's dialogue and efforts. For this reason, the impact of the Initiative is challenged by at times diverging political needs, level of engagement of specific partners and the partnership's overall ability to affect change.

Programme Level

- *Financial/Funding resources:* The Programme depends exclusively on extra-budgetary funding. The Paris Pact programme has always received the financial funding requested to implement its activities, as determined at the Policy Consultative Group meeting, (i.e. Programme performance has not been hampered). The articulation of intended pledges by partners at the Policy Consultative Group meeting would guarantee support of annual programme activities and ease planning for the year ahead. The absence of set pledges and financial commitments, however restricts future programme activities, whereby the programme could implement many further activities if predictable funding was in place, rather than being forced to 'self-limit' itself from the outset and prioritize key activities for implementation. This funding issue is particularly acute when it comes to the partnership keeping up with new trends and shifts along trafficking routes. Such would be a direct response to the repeated call by the partnership since the launch of the fourth phase in 2013, i.e. to strengthen the initiative's collective response along all three main opiate drug trafficking routes.
- *Human resources:* The breadth of the available workload required to fully support the partnership, including to comprehensively follow up on expert meeting recommendations and many other functions, vastly exceeds the existing staffing capacities of the PPCU in spite of the already existing extensive support that the PPCU affords the partnership.
- *Research challenges:* Phase IV of the Paris Pact mandates the expansion of the Paris Pact RLO network, which is intrinsically linked to funding availability, as the network represents a valuable mechanism that can be adapted and extended to respond to shifts in opiate trafficking, including along the southern route (where the Paris Pact has placed additional focus in recent years). Such an expansion would satisfy the partnership's requirement for improved geographical coverage in data collection and research while simultaneously maximizing synergies, ensuring complementarity to support the existing data collection systems of UNODC and addressing existing data deficiencies in multiple regions. Given the funding constraints outlined above, the network has not expanded beyond the coverage area of Phase III, which is a lost opportunity to extend the Global Programme's research support to the partnership.

- *ADAM*: The ADAM platform faces various issues, which are partly technical in nature: designed in 2007, the system is partially out-dated and requires an upgrade; the automatic updating of the project database was discontinued due to the switch from ProFi to Umoja. In addition, the fact that the project database is for many years entirely focused on UNODC interventions, and that the PPCU was so far not able to commit partners to supply information on their respective technical assistance efforts, makes the database less valuable to partners with respect to its initial objective of "who does what, where and when in the field of counter-narcotics". In recent years, several attempts have been made to establish ADAM more as a hub for information on the Paris Pact process (e.g. by publishing detailed meeting information including expert recommendations and by arranging information as per the thematic areas of the Vienna Declaration). Partners' concerns about the seemingly high costs of the platform, as well as considerations about a viable future of the Paris Pact's web presence culminated in a needs assessment conducted among partners in Q2 2017.⁸⁰

Partnership Level

- *Partnership Expectations*: The Global Programme has noted on several occasions throughout the course of Phase IV thus far, a recurrent perception amongst Paris Pact partners related to 'operational expectations' of the programme. There is a perception that the Programme itself - as well as other UNODC interventions connected to the implementation of the Vienna Declaration - holds primary responsibility for the followup on expert level recommendations when in fact, it is rather the collective partnership's responsibility.¹⁵ From UNODC's perspective and as part of UNODC's dual role (Programme coordination and equal member of the partnership), relevant UNODC 'operational' programmes at the thematic, global, regional and country level are equally responsible for implementing the priorities emanating from expert discussions.

The absence of institutionalized reporting mechanisms within UNODC and the broader partnership to ensure the Paris Pact programme possesses up-to-date information on activities relevant to implementing the Vienna Declaration limits the breadth of reporting products that the PPCU can produce for the partnership. Thus, the PPCU cannot meet individual partner requests to generate tailored reports at the country level.

- *Consultative Mechanism cycle*: The implementation dynamics of the Consultative Mechanism – whereby a one-year cycle usually goes beyond a calendar year – has resulted in an ongoing situation whereby the Global Programme's reporting cycle does not mirror the implementation cycle of activities. Since the initiation of Phase IV in 2013, only three implementation cycles could be completed to date necessitating the extension of the programme. The delayed confirmation of Expert Working Group host

⁸⁰ For information on the results of the ADAM needs assessment 2017, please refer to the desk review list in Annex V

¹⁵ The Phase III evaluation report clearly stated that "the Programme is not solely or even primarily responsible for the effectiveness of the Initiative."

partners/organizations reinforces the challenge of holding four expert meetings within a single calendar year. The absence of set pledges and financial commitments at the annual Policy Consultative Group meeting restricts long-term programme planning and the implementation of programme outputs.

- *Reporting Challenges:* Reports compiled by the PPCU (Paris Pact Report 2014, Paris Pact Report 2015-2016) cannot serve as comprehensive analytical documents due to the limitations outlined in the preceding subsection entitled '*partnership expectations*'. The Reports primarily reflect UNODC activities based on the information made available to the PPCU by the Paris Pact partners, including UNODC. Reporting can be expanded to capture the activities of other Paris Pact partners based on the principle of voluntary information sharing amongst the partnership.

Project documents and revisions of the original project document

Project document	Year	Please provide general information regarding the original project document.
GLOY09	2012	<p>As a successor to the previous three Phases of the Paris Pact Global Project first established in 2004, this new Global Programme centres on the collective efforts of the international community to combat the menace of opiates originating in Afghanistan through the first ever Paris Pact roadmap framework known as the Vienna Declaration.</p> <p>Phase IV of the Paris Pact programme builds on the achievements of previous phases as well as to enhance synergies and increase cooperation with all Paris Pact partners including UNODC and continues to drive forward the three well-established components developed over the preceding phases.</p> <p>The Programme is pivotal to UNODC's mandate in that it offers a unique view as to how a global partnership adapts to emerging trends and threats by refining their priorities across the Vienna Declaration. Given the complex undertaking of the Initiative, the Programme through the PPCU continues to act as a facilitator of the partnership's dialogue and efforts to ensure the Paris Pact continues to serve as an advocacy platform at the highest political level.</p>

Project revision	Year	Reason & purpose	Change in
1	2015	<p>The following changes were introduced by this revision:</p> <ul style="list-style-type: none"> -Two additional outputs were added to the logical framework to strengthen reporting coherence: -Output 1.4 describing the role of the Paris Pact Coordination Unit; and -Output 3.2 detailing activities related to the Drugs Monitoring Platform (DMP). -Two dedicated DMP positions were proposed (cost shared with the Drugs Research Section) to accelerate the platform's pace of development and to guarantee the continuous improvement of the tool as part of its planned relocation to Almaty, Kazakhstan (still under the Regional Office for Central Asia).⁸¹ <p>At the 18 month mark, there was approximately a 20% deficit in funding received against the total budgeted for initially with the following consequences:</p> <ul style="list-style-type: none"> •All recruitment processes planned in the initial programme document were delayed. The P3 Programme Officer post could only be filled in year 2, while the RLO posts located in Afghanistan, Pakistan, and Turkmenistan remained vacant.¹⁷ •Reporting on actions taken to implement the 	Budget Logframe

81 In 2016, the PPCU and Research and Trend Analysis Branch undertook a technical assessment of the DMP to ensure the required standards of data security are met and explore options for improving Internet connectivity issues. On the basis of the results of the assessment, the Paris Pact and the Research and Trend Analysis Branch have jointly identified options for increasing the accessibility and functionality of the system, which are currently being put in place. Subsequently, the positions were eliminated from the staffing table, as the system will be relocated to New York.

17 Given the shortage of funding and as Human Resources rules stipulate that 12 months of salary are to be set aside for any new recruitment, all recruitment processes planned in the initial programme document were delayed. Due to the inability to proceed with planned recruitment processes, substantial 'forced' savings were thus made.

		<p>Vienna Declaration were severely hampered by the vacant RLO positions in Afghanistan and Pakistan.</p> <ul style="list-style-type: none">•The annual RLO working and training sessions could not take place. <p>The reduction in expenditures (cost saving on the maintenance of ADAM and costs related to funding EWG participation) put significant additional pressure on Paris Pact staff to maintain the pace and quality of work demanded by the Paris Pact process and does not constitute a sustainable solution.</p>	
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2	2016	<p>The purpose of this programme revision was three-fold:</p> <ul style="list-style-type: none"> -The Phase was extended to the end of 2017 due to accumulated implementation delays and to allow for the implementation of planned activities for 2016 and 2017 including Expert and Policy meetings. -Outputs 1.3 and 2.4 were merged with other outputs in the logical framework for optimization purposes: -Output 1.3 related to the Paris Pact report, was placed under Output 1.4; and -Output 2.4 related to the network of Paris Pact Research and Liaison Officers was merged with Output 2.1. -The revision sought to optimise the staffing structure and enable cost by: <ul style="list-style-type: none"> -Eliminating two (G4) Team Assistant posts; -Adding one (G5) Programme Assistant post; Abolishing the temporary (P3) Programme Officer post in lieu of funding for the fixed-term (P3) Programme Officer position; -For the temporary posts created in 2015 to support the possible relocation of the DMP: The (P3) Research Officer post was frozen pending the results of a technical and security assessment of the DMP; and the National Project Clerk was removed. 	<p>Budget Timeframe</p> <p>Logframe</p>
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3	2017	<p>The purpose of this programme revision was to:</p> <ul style="list-style-type: none"> -Reflect changes in the duration of the current Phase IV of the programme, initially scheduled to run until 31 December 2017. -Due to the delayed confirmation by meeting hosts, only three out of four EWGs took place in 2016. One EWG was scheduled for January 2017, and the 13th Policy Consultative Group Meeting for February 2017. The new end date allows for the implementation of events scheduled for Year 4 of the current phase. -In line with the staffing changes introduced in the last revision, whereby two (G4) Team Assistant posts were replaced by one (G5) Programme Assistant post as a cost-saving measure. Recruitment for the G5 post is now complete. -A new cost-sharing arrangement is in place with the Crime Research Section regarding the involvement of RLOs located in Serbia and former Yugoslav Republic of Macedonia in the project on Organised Crime in the Western Balkans in line with the "One UNODC" approach and to create synergies across UNODC global programmes. 	<p>Budget</p> <p>Timeframe</p>
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Main objectives and outcomes

Programme Objective:

Phase IV of the Paris Pact represents a continuum of the building-blocks set up during previous phases of the project from the inception of the Consultative Mechanism and associated information management functions, the roll-out of the RLO network to the development of the Vienna Declaration.

As a broad international coalition, the Paris Pact Initiative's overall goal is to combat the traffic in opiates originating in Afghanistan including opium poppy cultivation, production and global consumption of heroin and other opiates in line with the Vienna Declaration and with the assistance of UNODC.

The Programme's objective can be subdivided into three outcomes that represent a continuation of the three existing components of the previous Paris Pact project

(GLOK31), agreed by Paris Pact partners as the foundations necessary to ensure continuity of support to the partnership.

Outcome 1

Using the fora facilitated by UNODC, Paris Pact partners exchange information, coordinate and prioritize activities to respond to the threat posed by opiates as outlined in the four priority areas of the Vienna Declaration.

Output 1.1: Policy Consultative Group Meetings organized and held annually to engage in evidence-based policy dialogue and set implementation priorities.

Output 1.2: Expert Working Group held annually to identify operational priorities for implementation linked to the four priority areas outlined in the Vienna Declaration.

Output 1.3: Paris Pact programme activities facilitated by the Paris Pact Coordination Unit to better serve the partnership and set implementation and operational priorities.

Outcome 2

Paris Pact partners benefit from first hand evidence gathered by the Research and Liaison Officer Network and the link established by the Research and Liaison Officer Network with the country/regional level with regards to the four priority areas of the Vienna Declaration.

Output 2.1: Strengthened connection between the global partnership and the country/regional level.

Output 2.2: Availability of evidence for action strengthened in countries located along trafficking routes out of Afghanistan in close cooperation with UNODC field offices, Regional Programmes and Afghan Opiate Trade Project/Drugs Research Section.

Output 2.3: Data collection and research capacity of relevant national stakeholders strengthened to collect, manage and analyse data on drugs and drug-related crime.

Outcome 3

Paris Pact partners utilize the Paris Pact supported online platforms, ADAM and Drugs Monitoring Platform to obtain evidence on counter-narcotics related developments and interventions implemented in support of the four Vienna Declaration pillars; and to become informed on Paris Pact-related activities.

Output 3.1: The online information collection and presentation system ADAM, refined to improve the access and availability of information on drug-related issues.

Output 3.2: Drugs Monitoring Platform enhanced and refined with the aim to provide a comprehensive online tool for collecting, monitoring and mapping drug-related data to improve access to and availability of near real-time information in anticipation of and response to emerging threats.

The log frame of GLOY09 is part of the desk review materials.

The Paris Pact programme's contribution to UNODC's country, regional or thematic programmes and vice versa

In line with the functions of the Paris Pact as a global forum for dialogue, framework for the promotion of good practice and the adaptation to evolving threats along trafficking routes, the Paris Pact is an important stepping-stone for the development of multiple UNODC Initiatives that represent the operationalization of Paris Pact Expert Working Group priorities. Together these initiatives embody the delivery of an integrated, cross-thematic "One UNODC" operational response through a variety of global, regional and country programmes to support the implementation of the Vienna Declaration.

The Paris Pact provides strategic guidance through its Policy Consultative Group Meetings and related expert meetings to both the UNODC Inter-regional drug control approach (IRDC)⁸² which facilitates the bolstering of inter-regional operational efforts to support the priorities of the Vienna Declaration and the Harmonized Programme (HARP) – an integrated UNODC solution for Europe, West and Central Asia.⁸³

More specifically, the IRDC requires the Paris Pact to collaborate with multiple UNODC interventions at the thematic, global, regional and country level. All of the programmes encapsulated within the IRDC are involved in implementing the Vienna Declaration.

As previously explained, the four-pillar framework of the Paris Pact Initiative has given rise to inter-divisional, inter-programmatic and interregional UNODC partnerships that transcend the global, regional and country level. The achievements of the Programme are thus the result of multi-divisional and multi-branch collaborative efforts within UNODC. The Programme contributes to multiple country and regional programmes.

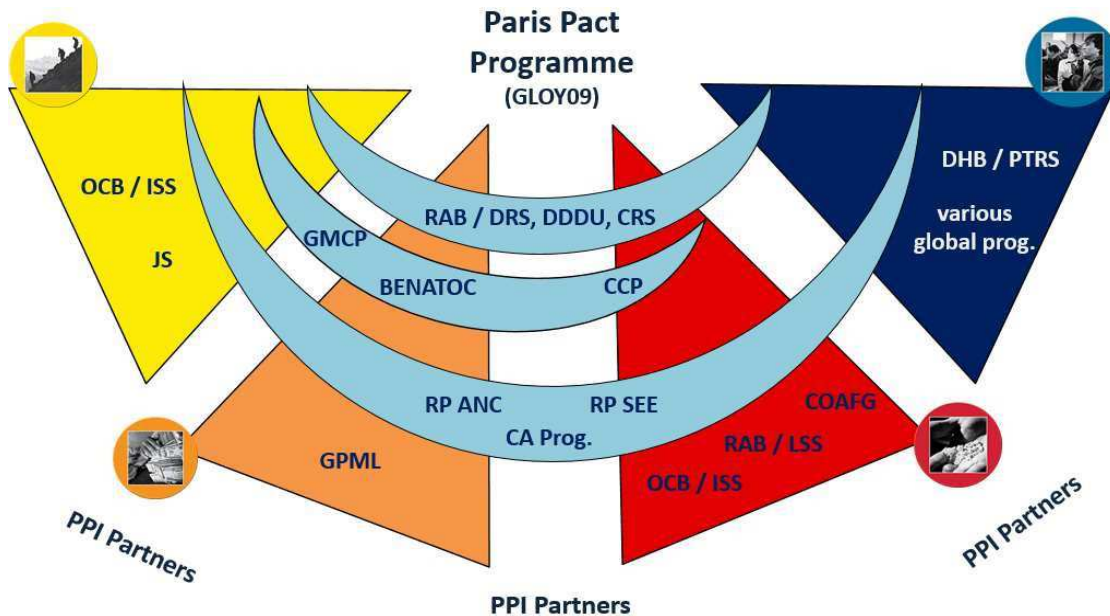
The Paris Pact programme closely interacts with UNODC at the global, regional and country levels, including through the Regional Section for Europe, West and Central Asia (through the Regional Programme for Afghanistan and neighbouring countries, the Regional Programme for South Eastern Europe and the Programme for Central Asia), the Justice Section (through the Maritime Crime Programme), the Organized Crime and Illicit Trafficking Branch (through its Implementation Support Section, the Global Programme against Money-Laundering, Proceeds of Crime and financing of Terrorism, the Global Container Control Programme, and the Global Programme on Building Effective Networks against Transnational Organized Crime – BENATOC), the Drug Prevention and Health Branch (through its Prevention, Treatment and Rehabilitation

82 The IRDC aims to stem opiates originating in Afghanistan. This umbrella approach can address the drug trade along all three of the traditional trafficking routes as well as along new trajectories, including by sea. The approach facilitates the promotion of coordinated actions among UNODC programmes addressing the opiate trade and its partners to enhance inter-regional coordination.

83 The HARP brings the comparative advantages of each UNODC office in West and Central Asia together in an integrated programming effort, with coordination by the Regional Programme for Afghanistan and neighbouring countries.

Section and all the Section's Global Programmes⁸⁴), and the Research and Trend Analysis Branch (through its Drugs Research Section and the Afghan Opiate Trade Project, the Laboratory and Scientific Section, the Drug and Data Development Unit and the Crime Research Section – through the “Measuring and assessing organized crime in the western Balkans” project).

Coordination between Paris Pact and other UNODC Interventions



RAB / DRS, DDDU, CRS = Research and Trends Analysis Branch / Drug Research Section, Data Development and Dissemination Unit, Crime Research Section; BENATOC = Programme on Building Effective Networks Against Transnational Organised Crime; GMCP = Global Maritime Crime Programme; CCP = Container Control Programme; RP ANC = Regional Programme for Afghanistan and neighbouring countries; RP SEE = Regional Programme for South Eastern Europe; CA Prog. = Programme for Central Asia; OCB / ISS = Organized Crime Branch / Implementation Support Section; JS = Justice Section; GPML = Global Programme on Money Laundering; RAB / LSS = Research and Trend Analysis Branch / Laboratory Support Section; COAFG = Country Office in Afghanistan; DHB / PTRS = Drug Prevention and Health Branch / Prevention, Treatment and Rehabilitation Section.

Activities of the Paris Pact Global Programme are supported in Field Offices through the placement of national staff in UNODC country and regional offices. The Research and Liaison Officer network offers unique support to UNODC – being positioned as a cross-reference point among UNODC Divisions enables them to facilitate the work of multiple programmes at the Country, Regional and Global level covering a variety of inter-thematic issues.

The linkages between GLOY09 and other UNODC programmes exists along two very distinct levels: as part of UNODC's overall engagement as an equal partner of the Paris Pact (partnership level); and programmatic support enabling the successful implementation of select GLOY09 activities as well as relevant regional and country

⁸⁴ For a detailed list of Paris Pact linkages to UNODC programmes/projects, please refer to the Paris Pact Report 20152016, Annex I *UNODC Programmes and Projects Supporting the Implementation of the Vienna Declaration*.

programme activities. The primary functions of GLOYo9 are to facilitate political dialogue; institutionalize partnerships; foster the development of strategic priorities (by the partnership); and mobilize the appropriate technical expertise/comparative advantage of multiple UNODC interventions to align support by UNODC as a whole toward implementing the four pillars of the Vienna Declaration.

More specifically, the Global Programme:

- Facilitates the engagement of a multitude of global, regional and country programmes/experts in Paris Pact fora and processes (*facilitate engagement*);
- Enables UNODC thematic programmes to continue to utilize Paris Pact expert and policy level meetings as an advocacy platform to showcase individual programme and thematic interventions, achievements and conduct donor advocacy as part of the “One UNODC” response to the implementation of the Vienna Declaration (*fostering linkages*);
- Connects and mobilizes UNODC’s collective contributions to the implementation of the Vienna Declaration. This translation of expert level meeting recommendations and agreed upon partnership priorities into tangible technical assistance form part of the “One UNODC” response to the challenge of opiates, through the creation of a series of integrated initiatives focused on building international, regional and local partnerships and delivering solutions in the field via Global, Regional and Country Programmes (*alignment of UNODC interventions*); and
- The progress of expert-level dialogue continues to be largely driven by the active involvement of UNODC thematic lead experts on the four Vienna Declaration pillars from the Organized Crime and Illicit Trafficking Branch (DTA), the Drug Prevention and Health Branch (DO), and the UNODC Country Office for Afghanistan, who provide technical guidance at all implementation stages for all four thematic Expert Working Groups including the development of meeting recommendations (*facilitate the provision of UNODC technical expertise*).

Since the launch of Phase IV, there have been several UNODC programmatic tools designed and funded through the respective Global Programme which contribute to the implementation of the Vienna Declaration. These include, but are not limited to⁸⁵:

- UNODC Global Programme on Building Effective Networks Against Transnational Organized Crime (including the ‘Networking the Networks’ initiative and LE TrainNet);
- UNODC Regional Programme for Afghanistan and Neighbouring Countries – Regional Working Group on Precursors and Regional Working Group on Forensic Capacity and Drugs;

⁸⁵ For more details on the integrated UNODC response to opiates, please refer to the Paris Pact Report 2015-2016.

- UNODC Global Maritime Crime Programme – Indian Ocean Forum on Maritime Crime including the Southern Route Partnership;
- Research and Trend Analysis Branch, UNODC Global Programme Against Money Laundering, Proceeds of Crime and Financing of Terrorism, Regional Programme for Afghanistan and Neighbouring Countries – Report ‘*Drug Money – The Illicit Proceeds of Opiates Traffic on the Balkan Route*’; and
- Drug Prevention and Health Branch – International Standards on Drug Use Prevention and International Standards for Treatment of Drug Use Disorders.

Linkage to UNODC strategy context and to Sustainable Development Goals

Linkage to UNODC Strategy context:

Under the new structure of the UNODC strategic framework for the biennium 2012-2013 and given the inter-thematic nature of the Paris Pact Initiative as a whole, the Global Programme GLOY09 fell under the thematic sub-programme 1 “Countering Transnational Organized Crime and Illicit Drug Trafficking”, sub-programme 5 “Health and Livelihoods (combating drugs and HIV) and sub-programme 6 “Research and Trend Analysis”.

Under the strategic framework for the biennium 2014-2015, GLOY09 fell under the sub-programme 1 “Countering transnational organized crime and illicit trafficking, including drug trafficking”. sub-programme 5 “Prevention, Treatment and Reintegration and Alternative Development” and sub-programme 6 “Research, Trend Analysis and Forensics” (which reflects the cross-sectional nature of research).

In line with the strategic framework, UNODC has adopted several Thematic Programmes that GLOY09 is aligned to:

- Action Against Transnational Organize Crime and Illicit Trafficking aimed to provide a coherent and comprehensive approach to efforts to prevent and combat all forms of transnational organized crime;
- Addressing Health and Human Development Vulnerabilities in the Context of Drugs and Crime and
- Research, Trend Analysis and Forensics, which aims to undertake thematic research programmes, manage global and regional data collections, provide scientific and forensic services, define research standards and support Members States to strengthen their data collection, research and forensics capacity.

The four-pillar framework of the Paris Pact Initiative has given rise to inter-divisional and interregional UNODC partnerships with GLOY09. GLOY09 gives practical application to the above-mentioned thematic programmes by facilitating global solutions to critical challenges related to the opiate threat and mobilizing the delivery of comprehensive UNODC support to the implementation of the Vienna Declaration.

Linkage to the 2030 Agenda for Sustainable Development:

The Paris Pact through the Vienna Declaration is synchronized to the 2030 Agenda for Sustainable Development and contributes to UNODC’s collective response to several of the Sustainable Development Goals. Progress towards fulfilling the targets and goals outlined in these commitments can only be achieved once countries accept their ‘shared responsibility’ as a condition of success.

Current challenges to drug control and demand clearly demonstrate the partnership’s need to continue strengthening and adapting its approach to shifts in opiate trafficking – as this threat has become increasingly more complex – within the broader context of combatting transnational organized crime.

Specifically, the efforts of the Paris Pact partnership under each pillar of the Vienna Declaration are linked to the following Sustainable Development Goals and related targets:

- SDG 3 “Ensure healthy lives and promote well-being for all at all ages” (Pillar IV of the Vienna Declaration), more specifically on target 3.5 to “strengthen the prevention and treatment of substance abuse, including narcotic drugs and harmful use of alcohol”; and
- SDG 16 “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels” (Pillars I-III of the Vienna Declaration), more specifically on target 16a “strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime, as well as target 16.4 “by 2030, significantly reduce illicit financial flows and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime”.

The Paris Pact Initiative being a political process, the technical assistance of the Global Programme is geared toward facilitating the 81 members of the Paris Pact partnership’s to prioritize their support in line with Sustainable Development Goals targets.

II. DISBURSEMENT HISTORY

2016 expenditures reflect the figures contained in the Umoja report as of 16 May 2017. These figures may be subject to change pending the finalization of accounts by Financial Resources Management Service.

Time periods throughout the life time of the project and covered by the	Total Allocation	Expenditure	Expenditure in %

evaluation*			
05/2013-12/2013	795,500.00	763,158.00	95.93%
01/2014-12/2014	1,234,700.00	1,221,609.00	98.94%
01/2015-12/2015	1,302,500.00	1,221,618.00	93.79%
01/2016-12/2016	1,259,090.00	1,146,937.14	91.08%
01/2017-12/2017	1,538,230.00 (planned budget)		
Total Approved Budget up to 03/2018	6,528,381.00		

***This programme represents the continuation of the Paris Pact Initiative initiated in 2004. Each phase of programming was attributed a unique project/programme code.**

III. PURPOSE OF THE EVALUATION

Phase IV of the Global Programme was specifically designed to support the implementation of the Vienna Declaration. The Paris Pact can be considered an ‘ongoing process’ in view of the continuing validity and relevance of the Vienna Declaration and the strong political support to the four-pillar structure of the Paris Pact’s roadmap and the Initiative as a whole, which is repeatedly reiterated at the annual Policy Consultative Group Meeting.

To conduct a mid-term In-depth Evaluation of the Paris Pact Initiative Phase IV of the Global Programme in line with the UNODC evaluation policy, norms and standards as well as the UNEG norms and standards in the time period of September 2017 to February 2018.

The main purpose of the mid-term evaluation - which will be formative in nature - is to assess relevance, efficiency, effectiveness, impact, sustainability, partnerships and cooperation in order to derive lessons learned as well as best practices for the continued course of Phase IV. Furthermore, it will be assessed to what extent human rights aspects and gender equality have been taken into account during Phase IV. All details to be found in the main body of the evaluation ToR (will be shared with selected candidates).

The main objective of this mid-term evaluation is to identify areas of improvement and offer suggestions for the continuation of the current phase of the Global Programme. The evaluation findings will further be used to identify ways of improving the Global Programme's support to the partnership. In addition, the implementation of the evaluation recommendations of the 2012 In-depth Evaluation will be assessed and the extent to which the proposed recommendations have been implemented.

Two distinct sets of recommendations emanated from the Phase III evaluation – a set for the partnership's attention and a second one for the Programme to implement. Of the recommendations listed below, those under the aegis of the partnership will be assessed according to their link to the coordination role implemented by the Global Programme. More specifically, the partnership set of recommendations will be measured against the guidance function of the Global Programme within the broader context of facilitating interaction.

Recommendations of the In-depth evaluation of 2012⁸⁶ (Implementation plan of the evaluation under Desk Review Material)
<i>Paris Pact Partnership Level</i>
Recommendation 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;
Recommendation 3: 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;
Recommendation 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;
Recommendation 7: PPI partners should define and strongly endorse RLO'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;
Recommendation 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;
Recommendation 11: PPI partners should more consistently keep their experts in priority countries engaged in the PP process; and ensure follow-up and

⁸⁶ The In-depth evaluation report is available online on the IEU website:
https://www.unodc.org/documents/evaluation/indepth-evaluations/PPIphaseIIIeval_FINALrev2.pdf

sustainability;
Recommendation 13: PPI partners should enable the work of the PPCU through more reliable, predictable and more equitably distributed long-term funding.
<i>UNODC Global Programme Level</i>
Recommendation 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;
Recommendation 4: The PPCU and RLOs should facilitate this consistent follow up with chairs and partners, including via direct contacts beyond Vienna;
Recommendation 6: The PPCU should maintain the relevant rosters and facilitate follow-up to EWG recommendations;
Recommendation 8: UNODC should better define the role of RLOs and integrate them further with other projects (including through shared terms of reference and cost sharing);
Recommendation 10: The PPCU should conduct a thorough, stakeholder-engagement based assessment of the best use of ADAM as an information platform for all partners;
Recommendation 12: UNODC should strengthen the PPCU's connection with other projects and the regional programmes to avoid overlaps and maximize synergies;
Recommendation 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.

Main users of the evaluation

The main mid-term In-depth Evaluation users are Paris Pact partner countries (in particular programme donors, Paris Pact 'priority countries', South Eastern Europe implementing partners, potential donors and new partners as of 2012), partner organizations (in particular EWG hosts and new partners since the start of Phase IV), UNODC (Vienna Declaration thematic pillar experts, programme managers, field representatives and field staff) and the Paris Pact Coordination Unit.

The main stakeholders - the Core Learning Partners (CLPs) - will be consulted at various steps during the evaluation process and all relevant stakeholders will further be

interviewed during the mid-term evaluation process, as well as be invited to participate in a survey.

The evaluation results will be shared and disseminated by the project management among relevant stakeholders and allow for a discussion on the way forward to inform and better direct the Paris Pact programme's activities to support the partnership's strategy on combating opiates and further be used to develop new strategic directions. The evaluation results will also be presented at the 14th Policy Consultative Group Meeting in the first quarter of 2018.

As per usual practice, and if scheduling allows, the evaluation results will be presented at the standing open-ended intergovernmental working group on improving the governance and financial situation of the United Nations Office on Drugs and Crime (Fin Gov in the first quarter of 2018. This will consist of a joint presentation to all relevant stakeholders at UNODC HQ in Vienna by the lead evaluator together with the Programme Manager, whereby the evaluation results and the Management Response will be presented (day TBD). The evaluation will provide recommendations to be followed up upon and implemented. The final evaluation report will further be published on the UNODC website.

IV. SCOPE OF THE EVALUATION

Unit of analysis (full project/programme/ parts of the project/programme; etc.)	Paris Pact Initiative Global Programme, Phase VI (GLOY09), June 2013-March 2018
Time period of the project/programme covered by the evaluation	June 2013 – end of evaluation field mission (tentatively October 2017)
Geographical coverage of the evaluation	Global. In addition, a field mission will be conducted to Kabul, Afghanistan.

To further refine the scope, the following are elements that will not be included in this evaluation, as unanimously reiterated by partners at the 13th Policy Consultative Group Meeting (February 2017):

- The requirement for a global approach to the opiate threat necessitating the Paris Pact to be a global initiative;
- The utility of the Paris Pact as a global cooperation platform;
- The international community's common and shared responsibility to combat opiates;
- The validity of the Vienna Declaration as a comprehensive foundation for consensus building, priority setting;

- The balanced and comprehensive approach institutionalized within the four-pillar architecture of the Vienna Declaration;
- UNODC as the technical lead agency for the Initiative in operationalizing the Vienna Declaration;
- The technical assistance provided by Paris Pact partners and UNODC global programmes to support the implementation of the four Vienna Declaration pillars (i.e. the operational actions undertaken by individual members of the partnership).

V. KEY EVALUATION QUESTIONS

The ToR for this evaluation contained a number of guiding questions under the five DAC criteria of relevance, efficiency, effectiveness, impact and sustainability. In addition, further questions under the criteria of Gender Equality, Human Rights, Partnership and Cooperation, Best Practices and Lessons Learned were suggested. As a result of a discussion with the project coordinator of PPCU on the key evaluation questions, these were refined in accordance. This Inception Report has further removed some questions, rationalised others and included additional questions while retaining the basic structure of the nine criteria to ensure complete coverage of the scope as determined by the ToR.

Original questions from the ToR of this evaluation are shown in ordinary black font, re-written and new questions are shown in **bold** and those questions deleted are shown in red. The justification for deleting questions is given after the question. The rewritten questions are a simple rewording to ensure clarity and do not alter the meaning behind the original questions. All additional questions are within the Human Rights and Gender Equality criteria and are included to ensure these aspects are integrated throughout the entire evaluation process including data collection, collation and analysis to ensure cross-cutting between HRGE and other evaluation criteria.

NB The questions have not been weighted and will therefore not be answered to the same depth and will depend upon the amount and quality of information collected.

<p><i>Relevance</i></p> <p><i>Relevance is the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.</i></p>
<p>1. To what extent are the three components of the Global Programme and its results and products appropriate to meet the needs and expectations of the partnership?</p> <p>To what extent do the three components of the Global Programme meet the needs and expectations of the PPI?</p>

<p>2. To what extent has the implementation of the recommendations of the evaluation in 2012 led to improved implementation of the Global Programme?</p>
<p>3. To what extent is the Global Programme's approach the appropriate mechanism to both facilitate engagement and to support the partnership in its efforts to implement the Vienna Declaration?</p> <p>To what extent is the Global Programme's approach the appropriate mechanism to facilitate engagement and support the partnership in implementing the Vienna Declaration?</p>
<p>4. To what extent do the identified action areas of the Initiative: (1) correspond to stakeholders' needs to achieve the goal of combating opiates; and (2) meet stakeholders' expectations of the common work of the partnership?</p> <p>To what extent do the identified action areas of the Initiative meet stakeholders' needs to achieve the goal of combating opiates and their expectations of the common work of the partnership?</p>
<p><i>Efficiency</i></p> <p><i>Efficiency measures the outputs - qualitative and quantitative - in relation to the inputs.</i></p>
<p>1. What measures have been taken during the planning and implementation to guarantee more reliable and predictable funding for the Global Programme?</p> <p>What measures have been taken to guarantee more reliable, predictable and sustainable funding for the Global Programme?</p>
<p>2. To what extent have the programme's resources been managed in a transparent and accountable way and used efficiently? To what extent can it be improved?</p> <p>Have the Programme's resources been managed in an accountable, efficient and transparent manner?</p>
<p>3. How well has the implementation of activities been managed and monitored? This question was deleted as under the definition of 'efficiency' the question will, by default, be answered.</p>
<p>4. To what extent does the current organizational structure of UNODC support the Paris Pact mandate (in terms of the Initiative as a whole and the programme)?</p> <p>To what extent does the current organizational structure of UNODC, particularly the 'One UNODC' approach, support the Paris Pact mandate?</p>

<p><i>Effectiveness</i></p> <p><i>Effectiveness is a measure of the extent to which an aid activity attains its objectives.</i></p>
<p>1. How well has the Global Programme contributed to and supported the Initiative's structure as a political forum? What can be done to make it more effective?</p> <p>Has the Global Programme contributed to and supported the PPI's structure as a political forum in an effective manner? What could be done to make it more effective?</p>
<p>2. What is regarded as the added value - if any - of the Global Programme to foster the development and implementation of national/regional strategies? This question was deleted as it strays into areas that are outside the scope of the ToR i.e. implementation of national strategies.</p>
<p>3. To what extent has the Global Programme contributed to increased provision of UNODC technical expertise and alignment of UNODC Global, Regional and Country interventions? How can it be further improved?</p> <p>To what extent has the Global Programme contributed to increased provision of UNODC technical expertise and alignment of UNODC Global, Regional and Country interventions?</p>
<p>4. To what extent has the Global Programme contributed to the implementation of the Vienna Declaration by the partnership?</p>
<p>5. To what extent has the Global Programme achieved its three outcomes? (exchange of information/coordinating/prioritizing activities; first hand evidence gathered by Research; utilizing on-line platforms)</p> <p>To what extent has the Global Programme achieved its three outcomes? (develop a consultative mechanism to exchange information, coordinate and prioritize activities; gather evidence/links established through RLO network; utilize on-line platforms such as DMP and ADAM)</p>
<p><i>Impact</i></p> <p><i>Impact is the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.</i></p>
<p>1. What are the intended or unintended positive and negative effects of the Global Programme? This is contained within the definition of 'impact' and will, by default, be answered by the evaluation.</p>
<p>2. To what extent does the Global Programme contribute to the relevant Sustainable Development Goals? This appears to be outside the scope of the evaluation. The</p>

Programme's linkages with the SDGs will be covered under relevance.
<p>3. What is the long-term perspective and expectations of the Global Programme among Paris Pact stakeholders?</p> <p>To what extent have the Paris Pact stakeholders had their expectations of the impact of the Global Programme been met?</p>
<p>4. How has the programme contributed to other UNODC programmes under the four pillars of the Vienna Declaration?</p> <p>How has the Global Programme contributed to the impact of other UNODC programmes under the four pillars of the Vienna Declaration?</p>
<p><i>Sustainability</i></p> <p><i>Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.</i></p>
<p>1. To what extent have the relations between the partners become more institutionalized since the start of Phase IV of the Global Programme? This question appears to be straying outside the scope of the evaluation and would require the evaluation to ask questions to PPI partners about their (potentially sensitive) national and international partnership and cooperation agreements. The aspect of the global programme providing a platform for improving cooperation is covered under 'partnership and cooperation'.</p>
<p>2. To what extent has the Global Programme received and utilized support through financial, HR and/or in-kind contributions to ensure sustainability for the continued course of Phase IV?⁸⁷</p>
<p>3. To what extent is the partnership committed to the Global Programme's continued work in its coordination function to support the partnership?</p> <p>To what extent will the work of the PPI be affected if the coordination activities and support of the Global Programme are no longer available?</p>
<p><i>Partnerships and cooperation</i></p> <p><i>The evaluation assesses the partnerships and cooperation established during the project/ programme as well as their functioning and value.</i></p>
<p>1. To what extent has the Vienna Declaration been successful as a vehicle to generate</p>

⁸⁷ "In kind contributions" include *inter alia* information sharing, commitment related to meeting participation, providing feedback when requested and/or lobbying with additional stakeholders not part of the Paris Pact to engage in dialogue and learning.

<p>synergies within the partnership? This sits outside the scope of this evaluation.</p>
<p>2. To what extent have the efforts of the partnership contributed to improved responses to opiates?</p> <p>How have the efforts of the partnership contributed to improved responses to the cultivation, production, trafficking and demand for opiates?</p>
<p>3. To what extent has the Global Programme contributed to institutionalizing the partnership and how is this perceived by the Paris Pact partnership?</p>
<p><i>Human rights</i></p> <p><i>The evaluation needs to assess the mainstreaming of human rights aspects throughout the programme.</i></p>
<p>1. Are human right considerations relevant to the Global Programme and if so how?</p>
<p>2. To what extent have human rights considerations been mainstreamed in the programme design and implementation?</p> <p>How have human rights considerations, and in particular the mainstreaming and promotion of human rights, been integrated into Global Programme design and implementation? Namely, how does the programme integrate the human rights principles of equality and non-discrimination; participation and the inclusion of disadvantaged/marginalised groups; and state accountability for human rights obligations?</p>
<p>3. What resources are available to integrate human rights considerations into the programme and how have they been utilised?</p>
<p><i>Gender equality</i></p> <p><i>The evaluation needs to assess the mainstreaming of gender aspects throughout the programme.</i></p>
<p>1. Are gender considerations relevant to the Global Programme and if so how?</p>
<p>2. What measures have been taken during the planning and implementation to mainstream gender aspects and to include men, women and marginalized groups throughout the activities of the Global Programme?</p> <p>How have gender considerations, and in particular the mainstreaming and</p>

<p>promotion of gender equality, been integrated into the Global Programme design and implementation? Namely have the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels with the ultimate goal of achieving gender equality, been considered?</p>
<p>3. What resources are available to integrate gender considerations into the Global Programme and how have they been utilised?</p>
<p><i>Lessons learned and best practices</i></p> <p><i>Lessons learned concern the learning experiences and insights that were gained throughout the project/ programme.</i></p>
<p>1. What lessons learned can be drawn from the implementation of Phase IV of the Global Programme in order to improve performance, results and effectiveness for the continued course of Phase IV?</p> <p>What lessons learned can be drawn from the implementation of Phase IV of the Global Programme?</p>
<p>2. What good practices emerged from the implementation of Phase IV of the Global Programme?</p>
<p>3. What do partners consider to be the most effective aspects of the Global Programme? This question will be answered under 'effectiveness'.</p>

VI. EVALUATION METHODOLOGY

In order to assess the implementation of the programme in as much detail and accuracy as possible, a theory of change of the programme will be reconstructed. The evaluation will be conducted on the basis of this reconstruction and not on the basis of the original project document in order to present actual activities and assumptions of the programme that might not otherwise be rightly reflected.

The emphasis of the methodology for the mid-term evaluation will be on a mixed methods approach to make visible diverse perspectives. Furthermore, the methods applied will be gender-sensitive, ensuring inclusive, respectful and participatory approaches, methods and tools that capture gender equality issues. A gender-sensitive approach further includes voices and opinions of both men, women and other marginalised groups as well as ensures gender related and disaggregated data (e.g. age, sex, countries etc.) to be compiled and analysed. The application of quantitative as well as qualitative data collection as well as analysis methods will enable the evaluation team to triangulate any findings and test rival hypotheses,

The evaluation team will perform a desk review of the existing documentation as per the preliminary list of documents in Annex II, and further refined upon request by the evaluation team, to independently assess and validate evidence gathered from different sources of information, cross-checked and triangulated by primary research methods. Secondary data sources for the desk review will include the UNODC project document and revisions, progress reports, programme documents, internal review reports, programme files, evaluation reports, donor reports, financial reports and any other documents that may provide further evidence for triangulation on which their conclusions will be based. All data, information and documentation relevant to gender issues must further be gathered, including also external documentation on the gender context (research papers, national statistics etc.). When data/information relevant to gender is missing, methods and tools can be included to capture new data to strengthen the existing one.

The evaluation team will summarize the review of documentation in an inception report, which will specify the evaluation methodology (evaluation matrix) relating evaluation questions to evaluation criteria, including also gender sensitive questions, indicators, sources of information and methods of data collection. The evaluation team will also formulate a first hypothesis as well as identify areas that have to be explored further during the field missions as well as include a detailed work plan and the identification of key stakeholders on gender issues. A specific section on how gender will be addressed in the evaluation should also be included. The evaluation methodology must conform to the UNEG Norms and Standards.

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

Primary sources of data will include, among others qualitative methods (structured and semi-structured interviews with key stakeholders (face to face/phone/Skype etc.) using interview guides where gender aspects have been integrated, field missions, focus group interviews and other participatory methods) and quantitative methods (surveys, questionnaires), as well as observations during field visits. The evaluation report's findings, conclusion and recommendations should further reflect a gender analysis.

While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of parties identified as main evaluation users, the Core Learning Partners (CLPs). A stakeholder analysis should be undertaken to carefully consider groups that may have been left out but that may be crucial to include, in particular as regards human rights and gender aspects, but also those that may provide useful information or reflection not fully captured by the intervention (bellwethers). Guaranteeing stakeholder participation strengthens accountability, builds trust and agreement in the evaluation process and generates credibility. Stakeholder participation further enhances the use of evaluation conclusions by increasing ownership. Once a stakeholder analysis has been carried out, the data collection tools can be fully developed, e.g. surveys/questionnaires and interview guides translated into the various groups of stakeholders to be interviewed, bearing specifically in mind the gender-sensitive methodology.

The main elements of method will include:

- Preliminary desk review of all relevant programme documentation (Annex II), as provided by the Programme Manager and as further requested by the evaluation team; the phase will include a 2-day mission to Vienna (in the week of 11-15 September) for an initial briefing with IEU on the evaluation methodology and a discussion on the concept of the Global Programme with the project management team;
- Preparation and submission of an Inception report (containing preliminary findings of the desk review, refined evaluation questions, data collection instruments (including surveys/questionnaires and interview guides), sampling strategy, limitations to the evaluation, formulate first hypotheses as well as identify areas that have to be explored further during field missions, and include a detailed work plan and timetable) to IEU for review and clearance before any field mission may take place;
- An initial meeting with IEU, followed by interviews with Project Manager at UNODC Headquarters in Vienna. Interviews (face-to-face, telephone or by Skype), ensuring a gender-sensitive approach, with key programme stakeholders, both individually and (as appropriate) in small groups (also during field missions) as well as using surveys, questionnaires or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation; including a field mission to Kabul, Afghanistan;
- Analysis all of available information; Presentation of preliminary findings (oral) to IEU and project management team (per Skype conference) (2 November 2017?);
- Preparation of the draft evaluation report (based on Guidelines for Evaluation Report and Template Report to be found on the IEU website <http://www.unodc.org/unodc/en/evaluation/index.html>), ensuring a gender-sensitive approach. The evaluators submit the draft report first to IEU for quality control. IEU shares the draft report, once cleared, with the Project Manager for the review of factual errors or omissions and the evaluators consider the comments. Subsequently IEU shares the final draft report with all CLPs for comments on factual errors;
- Preparation of the final evaluation report. The evaluators incorporate the necessary and requested changes and finalizes the evaluation report; following feedback from IEU, the Project Manager and CLPs for IEU clearance;
- Joint presentation together with the project manager of final evaluation report with its findings and recommendations to the target audience, stakeholders etc. at a meeting at UNODC Headquarters;
- In conducting the evaluation, the UNODC and the UNEG Evaluation Norms and Standards are to be taken into account. All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IEU website: <http://www.unodc.org/unodc/en/evaluation/index.html>).

ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

Survey

1. In what capacity are you involved with the Global Programme?

- Donor
- Partner Country
- Partner Organization
- Other

Other: Please specify

2. How relevant is the Global Programme in terms of:

	Not at all relevant	Partially relevant	Mostly relevant	Fully relevant	N/A
a) Your work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Your organization	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Your country	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Combating illicit traffic in opiates originating in Afghanistan	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) Being the appropriate mechanism to facilitate engagement and support to the PPI in implementing the Vienna Declaration	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please add any additional comments:

3. How effective are the following aspects of the Global Programme?

	Not at all effective	Partially effective	Mostly effective	Fully effective	N/A
a) A consultative mechanism for political level interaction	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Gathering information through The Regional Liaison Officer Network	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Information sharing between PPI members	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Contributing to the implementation of the Vienna Declarations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please add any additional comments:

4. If you have attended an Expert Working Group meeting please rate the following aspects from 1 (poor) to 4 (excellent)

	1	2	3	4	N/A
a) Preparation for the meeting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) The meeting agenda	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Duration of meeting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Moderation of the meeting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) Participants' involvement	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f) Representation of experts at meeting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g) UNODC's role	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h) Formulation of recommendations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i) The meeting report	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
j) Communication after the meeting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please add any additional comments:

5. If you have attended a Policy Consultative Group Meeting (PCGM) please rate the following aspects from 1 (poor) to 4 (excellent)

	1	2	3	4	N/A
a) Preparation for the meeting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) The meeting agenda	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Duration of meeting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Moderation of the meeting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) Participants' involvement	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f) Representation of decision makers at meeting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g) UNODC's role	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h) Formulation of recommendations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i) The meeting report	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
j) Communication after the meeting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please add any additional comments:

6. On a scale of 1 (not at all important) to 4 (very important) how important are the following aspects of the partnerships formed within the Global Programme?

	1	2	3	4	N/A
a) A platform for high level political interaction and discussion	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) An opportunity for experts to meet and exchange experiences and ideas	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) The development of informal relationships and networks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) The development of formal relationships and networks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please add any additional comments:

7. How often do you access the Automated Donor Assistance Mechanism (ADAM) on average?

- Never
- Very rarely (less than once per quarter)
- Rarely (less than once per month)
- Sometimes (once per month)
- Frequently (every week)
- Very frequently (several times per every week)

If you answered 'Never' or 'Very rarely' please explain why

8. How often do you access the Drugs Monitoring Platform (DMP) on average?

- Never
- Very rarely (less than once per quarter)
- Rarely (less than once per month)
- Sometimes (once per month)
- Frequently (every week)
- Very frequently (several times per every week)

If you answered 'Never' or 'Very rarely' please explain why

9. How relevant are human rights considerations to the Global Programme?

- | | | | |
|--------------------------|--------------------------|--------------------------|--------------------------|
| Not at all relevant | Partially relevant | Mostly relevant | Fully relevant |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Please explain your answer

10. How relevant are gender considerations to the Global Programme?

- | | | | |
|--------------------------|--------------------------|--------------------------|--------------------------|
| Not at all relevant | Partially relevant | Mostly relevant | Fully relevant |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Please explain your answer

11. What would enhance the sustainability of the Global Programme?

12. What is the most significant change or impact you have seen as a direct result of the Global Programme?

13. What lessons learned/best practices can you identify from the Global Programme?

14. Is there anything else you wish to say about the Global Programme?

Face-to-face interview questions

Summary Points

Context: Could you **briefly** describe your involvement with the Global Programme?

Q1. How relevant is the Global Programme? *[Definition - Relevance is the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.]*

Prompts:

Objective of the GP and the PPI and its relevance in what ways, why and to whom?

Q2. How effective has the Global Programme been in meeting its objectives? *[Definition - Effectiveness is a measure of the extent to which an aid activity attains its objectives].*

Prompts:

This requires an understanding of the objectives. If the previous answer suggests the interviewee is unclear on the GP and its objectives then guidance should be given. Also explore challenges to meeting objectives.

Q2a. What is the value of the partnerships established during the Global Programme?

Prompts:

Obtain concrete examples of good/bad partnerships.

Q2b. Do you use ADAM and/or the DMP?

Prompts:

This allows us to find out initially if they know what ADAM and the DMP are and then allows us to expand along the lines of the Survey Monkey questions regarding use and usefulness.

Q3. How efficient is the GP? *[Definition - Efficiency measures the outputs - qualitative and quantitative - in relation to the inputs.]*

Prompts:

Explore whether they have any comments on the organization, management, M&E system and budget of the GP.

Q4. Is there anything that would enhance the sustainability of the Global Programme? *[Definition - Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.]*

Prompts:

Explore in what ways is it/is it not sustainable and then what is needed to make it more sustainable. Tease out additional information if the answer given is 'more resources'.

Q5. Are human rights considerations relevant to the Global Programme? *[Definition for this evaluation - How have human rights considerations, and in particular the mainstreaming and promotion of human rights, been integrated into Global Programme design and implementation? Namely, how does the programme integrate the human rights principles of equality and non-discrimination; participation and the inclusion of disadvantaged/marginalised groups; and state accountability for human rights obligations?]*

Prompts:

It's important to ascertain why they believe it is or isn't important.

Q6. Are gender considerations relevant to the Global Programme? *[Definition for this evaluation - How have gender considerations, and in particular the mainstreaming and promotion of gender equality, been integrated into the Global Programme design and implementation? Namely have the implications for women and*

men of any planned action, including legislation, policies or programmes, in all areas and at all levels with the ultimate goal of achieving gender equality, been considered?]

Prompts:

It's important to ascertain why they believe it is or isn't important.

Q7. What is the most significant change you have seen as a direct result of this Global Programme? *[Definition - Impact is the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.]*

Prompts:

This is narrative so let them speak and we may discover if the MSC they describe is actually down to the GP.

Q8. What lessons can be learned from the Global Programme to improve its work in the future?

Prompts:

After lessons learned end on 'good practice'.

Additional face-to-face interview questions for UNODC HQ staff

Q1. To what extent has the Global Programme been in line with the 'One UNODC' approach?

Q2. Has the communication and cooperation between field offices and HQ regarding the Global Programme been satisfactory?

Q3. Has the communication and cooperation between the Programme and other HQ structures been satisfactory?

ANNEX III. DESK REVIEW LIST

NORMATIVE FRAMEWORKS AND RELATED DOCUMENTS

Commission on Narcotic Drugs 2013 Resolution 56/3

Commission on Narcotic Drugs Resolution 58/6 (V1502178 Res. 58-6 final IFF resolution)

Commission on Narcotic Drugs Resolution 60/9

Indian Ocean Region High Level Meeting, October 2016, Colombo Declaration, 20161029 (Southern Route Partnership (Colombo Declaration))

PPI Report to the 57th CND 2014

PPI Report to the 58th CND 2015

PPI Report to the 59th CND 2016

PPI Report to the 60th CND 2017

PPI Report to the 60th CND 2017 Addendum

Third Ministerial Conference, 12 February 2012, Ebook final, 12-57102, 16th Feb 2012 (Third Ministerial Conference – Statements)

Third Ministerial Conference - Vienna Declaration ENGLISH February 2012

UN Security Council Resolution 02344 (2017) Situation in Afghanistan;

Reports on the Paris Pact Initiative to the CND (reporting on res. 56/3): Paris Pact Report 2015-2016; Paris Pact Report 2014

UNODC Executive Director Report to CND on the activities of the United Nations Office on Drugs and Crime, E CN.15 2014/2 V1389068 E

UNODC Executive Director Report to CND on the activities of the United Nations Office on Drugs and Crime, E CN.15 2015/2 V1408876

UNODC Executive Director Report to CND on the activities of the United Nations Office on Drugs and Crime, E CN.7 2016/10 V1600039

UNODC Executive Director Report to CND on the activities of the United Nations Office on Drugs and Crime, E CN.15 2017/2 V1700060

UNODC Executive Director Report to CND on the activities of the United Nations Office on Drugs and Crime, V1600593 ED's report on 58-6 for 59th CND - check if this is already covered or refers to something else??

UNODC Report to Sub-commission on Illicit Drug Traffic and Related Matters in the Near and Middle East. 48 5 V1388353 2013

UNODC Report to Sub-commission on Illicit Drug Traffic and Related Matters in the Near and Middle East. Note by the Secretariat on the Current Situation with Respect to Regional and Subregional Cooperation 48 CRPI e V1386758

UNODC Report to Sub-commission on Illicit Drug Traffic and Related Matters in the Near and Middle East. 49 3 eV1406978 2014

UNODC Report to Sub-commission on Illicit Drug Traffic and Related Matters in the Near and Middle East. 49 5 V1407892 2014

UNODC Report to Sub-commission on Illicit Drug Traffic and Related Matters in the Near and Middle East. Note by the Secretariat on the Current Situation with Respect to Regional and Subregional Cooperation 49 CRP1 eV1406084

UNODC Report to Sub-commission on Illicit Drug Traffic and Related Matters in the Near and Middle East. 50/3 V1506509 2015

UNODC Report to Sub-commission on Illicit Drug Traffic and Related Matters in the Near and Middle East. 51/3 V1605798 2016

PARIS PACT PARTNER DOCUMENTS

French non-paper "Reflection on the future of the Paris Pact Initiative", December 2016 (04 2016-12-22)

Letter to UNODC Executive Director from Paris Pact Initiative G7 donors, 13 April 2015

Response to G7 letter to UNODC Executive Directors final signed, 13 May 2015 (G7 Letter and Response from the ED "Gap Analysis Process")

UNODC CORPORATE DOCUMENTS

Brochure One UNODC Concerted Approach (in relation to Europe and West and Central Asia) UNODC Harmonized Programme (HARP) Brochure

Inter Office Memorandum Global Programmes conceptualization approval revision 10 09 2013

Inter Office Memorandum Annex I workflow global programmes 10 09 2013

UNODC Organigram 16 July 2013

UNODC Project GLOZ72, BENATOC GP (Building Effective Networks), 15 OCT 2015
(comments of PRC incorporated rev 4 clean)

UNODC Strategic framework relating to the SDGs (final after CPC comments)

UNODC Strategic Paper on inter-regional drug control approach, February 2013 CHECK
IF FOLLOWING IS SAME AS ANY OF THE ABOVE OR TO BE LISTED SEPARATELY
Strategic framework for the biennium 2016-2017, Sub-Programme I: “Countering
transnational organized crime and illicit trafficking, including drug trafficking”; Sub-
Programme II: “Prevention, treatment and reintegration, and alternative development”;
Sub-Programme VI: “Research and Trend Analysis and Forensics”;

UNOV/UNODC, Inter-office Memorandum, Mainstreaming human rights, 11 November
2011

UNOV/UNODC, Terms of Reference, Human rights advisory group for the Executive
Director of UNODC, 12 December 2011

UNODC, Guidance tool for the consideration of human rights risks in programme
planning

UNODC, various all staff emails about human rights mainstreaming initiatives

UNODC leaflet on online training courses

UN, Guidance note on human rights due diligence policy

UN, Policy support for UNCTs in integrating human rights into SDG implementation

GLOYO9 PROJECT DOCUMENTS

Project management documents

Annual Programme Progress reports (APPR final Umoja 2013; APPR final Umoja 2014;
APPR final Umoja 2015; APPR draft final clean 2016)

GLOYO9 Project Document, 23 May 2013 final revision GLOYO9 Programme document
including logframe (2013)

GLOYO9 Project Revision FINAL 28 Jan 2015 GLOYO9 programme revisions
(2015-2017)

GLOYO9 Annual Report 2016 Report FINAL

GLOY09 Project Revision 30 March 2016

GLOY09 revision IEU comments 23 Feb 2017

Donor reports (mandatory reporting through CPS):

INL UNODC Report to US donor, 2017 Q1

INL UNODC report to US donor, 2017 Q2 final

Pacte de Paris – Rapport pour la France 10 Jan 2017

Pacte de Paris, UNODC Report GLO Y09 v03, 20160118

Donor updates: PPI donor update Sept 2015 final; also on ADAM (www.paris-pact.net), menu item: “PARIS PACT – Special Messages”

PCGM 13th participants’ feedback forms (responses to evaluation related questions). Evaluation questions PPPs responses received

Paris Pact Initiative Brochure Paris Pact Phase IV brochure EN vers.3 WEB

PPI Linkages to International Efforts 10 Oct 2016

PPI Phase I Evaluation Report of GLOI05, May 2006

PPI Phase II Final Evaluation Report of GLOJ33 with annexes, 18 Aug 2009

PPI phase III In-depth Evaluation Report of GLOK31, FINAL, August 2012

PPI programme Organigram

PPI within UNODC organizational structure UNODC and Paris Pact Programme organigram

PPI website - <https://www.paris-pact.net/>

UNODC Annual Report 2016/2017, chapter on the PPI

Overview

Paris Pact Report 2014 FINAL v 20 Oct 2014

Paris Pact Report 2015-2016 complete upd. 7 Feb 2017

Consultative mechanism

Policy Group Consultative Meetings

PGCM 11th - Policy Consultative Group Meeting Report PCGM 11th, Sep. 2014 Final 16 01 15 PCGM September 2014, background document, Detecting and blocking financial flows

PGCM 12th - Policy Consultative Group Meeting Reports PCGM report FINAL 09.03.2016

PGCM 13th - Policy Consultative Group Meeting Report; Presentations on the Regional Programmes and Law Enforcement Oriented Pillars of the Vienna Declaration (extracts) at the 13th Policy Consultative Group Meeting, February 2017. PCGM 13th Summary report Final 06.04.2017

Paris Pact Coordinator's Presentations to the 11th-13th Policy Consultative Group Meetings - PGCM 12th - 4. Item II M-A Menier presentation PPI 12th PCGM; PCGM 13th - 13 M-A Menier presentation PPI Programme 13th PCGM, December 2015

PPI-AOTP Presentation to the Southern Route Partnership

Pillar II Action Plan

Recommendations translating into activities from 13th PGCM

RAB side event drug road map presentation

Tashkent Orange Paper Questionnaire 2010 'Rainbow' strategy.

Expert Working Group

EWG Final Report EWG on precursors 28-29 Nov 2013 28 May 2014 (Precursors Report, The Hague, November 2013)

EWG FF 8-9 April report Final 18.08.14 Complete (Illicit Financial Flows Deriving from the Trafficking of Opiates Originating in Afghanistan Report, Vienna, April 2014)

EWG DDR Vienna Oct 2013 final report 26 May 2014 (Effective Drug Demand Reduction Interventions for Children, Adolescents and Families Report October 2013)

EWG FINAL Report PP EWG Antalya 18-19 Feb 2014 3 Jul 2014 (Improving Bilateral and Multilateral Information Sharing and Coordination of Investigations Report, Antalya, February 2014)

EWG Report CBC EWG Almaty FINAL 15 Oct 2015 (Cross-border Cooperation Report, Almaty, June 2015.)

EWG Report IFF EWG Almaty FINAL 15 Oct 2015 (Illicit Financial Flows Report, Almaty, June 2015)

EWG Report Precursors EWG Almaty FINAL 15 Oct 2015 (Precursors Report, Almaty, June 2015)

EWG Report PP EWG Bishkek FINAL 14.10.2015 (Community-based and Outpatient Treatment Report, Bishkek, June 2015)

EWG Belgrade Treatment executive summary 23 Jan 2017 (Integrating Drug Dependence Treatment and Care in the Public Health Report, Serbia, Oct 2016)

EWG IFF executive summary 23.01.2017 (Illicit Financial Flows Deriving from the Trafficking of Opiates Originating in Afghanistan Report, Vienna, January 2017)

EWG on Precursors Europol executive summary 23.01.2017 (Precursors Report, The Hague, December 2016)

EWGs 2013-2017 Continuity of Discussions VD pillar I Jul 2017 (EWG recommendations and progression from 2013 to 2017 for Pillar I)

EWGs 2013-2017 Continuity of Discussions VD pillar II Jul 2017 (EWG recommendations and progression from 2013 to 2017 for Pillar II)

EWGs 2013-2017 Continuity of Discussions VD pillar III Jul 2017 (EWG recommendations and progression from 2013 to 2017 for Pillar III)

Overview of Recommendations by Topic EWG

Paris Pact Coordination Unit presentation on the 'Gap Analysis Process' to the Expert Working Group on Precursors, The Hague, December 2016 EWG Dec 2016 - presentation on UNODC GAP Analysis

Participant presentations at all EWGs

Process management documents

EWGs Feedback Form Comments and Analysis

EWG Oct 2013 feedback comments;

EWG Oct 2013 feedback summary;

EWG Nov.2013 feedback comments;

EWG Nov.2103 feedback summary;

EWG April 2014 feedback summary;
EWG April 2014 feedback comments;
EWG Feb.2014 feedback summary;
EWG Feb.2014 feedback comments;
EWG Almaty report formatted feedback 01 IFF;
EWG Almaty report feedback tri-fold meeting;
EWG Almaty report formatted feedback 01 CBC;
EWG Bishkek report feedback;
EWG Precursors feedback summary charts;
EWG Lyon feedback summary charts;
EWG Belgrade feedbacks summary charts;
EWG IFF feedback summary charts.

EWGs participants gender analysis:

EWGs Year 1 GLOY09 participants GENDER;
EWGs Year 2 GLOY09 participants GENDER;
EWGs Year 3 GLOY09 participants GENDER.

Focal points & questionnaires response tracking table

List of national counterparts June 2017 with chart Kyrgyzstan

List of participants:

List of participants EWGs Year 1;
List of participants EWGs Year 2;
List of participants EWGs Year 3

Phase IV EWGs list dates+venue 2013-2017

Paris Pact Questionnaires:

PPI Questionnaire VD 1 responses, March to December 2015;

PPI Questionnaire VD 1 implementation responses;

PPI Questionnaire VD 1 final 17 Feb 2015 ENG;

PPI Questionnaire VD 3 final 17 Feb 2015 ENG;

PPI Questionnaire VD 3 responses - narrative report on implementation of VD 3;

PPI Questionnaire VD 3 responses charts for analysis;

PPI Questionnaire from April to December 2015 on VD 4 - analytical report;

PPI Questionnaire from April to December 2015 on VD 4 - tables;

PPI Questionnaire VD 4 final 17 Feb 2015 ENG

Sample PPI EWG Vienna Oct 2013 participants feedback form ENG

Tashkent Questionnaire (re-circulation Phase IV)

Vienna Declaration Focal Points and nomination forms:

Nom. Form PP FP Drug Abuse Prev;

Nom. Form PP FP Financial Flows;

Nom. Form PP FP Precursors;

Nom. Form PP FP Regional initiatives.

Research and Liaison Officers (RLO)

Liaison Organigrams:

Organigramme Albania (2016);

Organigramme liaison BiH;

Organigram Iran-revised July 2017;

Organigramme Kosovo (2016);

Organigramme Macedonia (2016-2017);

Organigramme liaison Montenegro; Organigramme liaison Serbia

RLO Capacity Building Summary Table

RLO Liaison with Government Offices:

Liaison with Offices of Kazakhstan Government 01.07.2017;

Liaison with Offices of Tajikistan Government 01.07.2017;

Liaison with Offices of Turkmenistan Government 03.07.2017;

Liaison with Offices of Uzbekistan Government 01.07.2017

RLO monitoring of DMP entries as of 27 Jul 2017

RLO performance monitoring table

RLO reporting to PPCU as of Jul 2017

RLO Monthly and Quarterly Reports (samples):

Monthly July 2017 CAU Rakhima;

Monthly Progress Update May-June 2017 Leila;

Monthly update (June 2017) Valentina;

Quarterly Progress Update April –June 2017 Sinisa;

Quarterly Progress Update June 2017 Denis Toichiev

Summary of RLOs' three core functions – liaison, research, and capacity building;

2017 Research and Liaison Officers component of PPI programme

Information Management

ADAM

ADAM Advocacy Campaign materials Phase IV

ADAM User Needs Assessment Jun 2017 results

ADAM User Needs Assessment 2017;

ADAM User Statistics Aug 2017

Brief report on ADAM evolution Jun 2017

What's new on ADAM 1 Pillar Portal

What's new on ADAM 2 Meetings Page

What's new on ADAM 3 Recommendations

Drugs Monitoring Platform (DMP)

Brief report on DMP evolution Aug 2017 final

DMP Concept Note on training database, 30 August 2017 DMP Concept note for training participants database

DMP Brochure

DMP flyer updated 10 Mar 2017

DMP UNODC Needs Assessment 2016-2017

DMP Report 2016

DMP Service Level Agreement with New York 2016

DMP Statistics for 2016

DMP Summary of discussions on drug stamps database

DMP Website - <http://drugsmonitoring.unodc-roca.org/>

DMP Work plan of further development

Drug Monitoring Platform Evaluation report Gerald 23 Mar 2016

Drug Stamp Database meeting informal minutes complete final 30 Jun 2017

Follow-up to Irina's mission as of 25 Jul 2017

Indian Ocean Maritime Crime Forum, presentation on DMP and AOTP, Oct 2016 Final 2

Summary of DMP evolution

Summary of technical assessment updated 23 Sep 2016 DMP Technical Assessment 2015-2016

System Analysis Checklist v1 200616

Other

Country Factsheets Country Factsheets 2017

Research and Trend Analysis Branch presentation ‘International Roadmap to Improve Drug Statistics’ (Commission on Narcotic Drugs Side-Event, March 2017).

UniteWeb Service Level Agreement Document, SLADMP02.06.2017 signed

SUMMARY OF TRAINING SESSIONS PROVIDED BY CAU rev 25 Jul 2017

UN/UNODC EVALUATION GUIDANCE

Human trafficking programme evaluation report GLOT59 and GLOT92 HT and MS MTE Report Sept 2017

UN Secretary General letter to all staff on gender parity and system wide approach, September 2017

UNEG. Integrating human rights and gender equality in evaluation

UNODC evaluation guidelines, templates, handbook, policy

UNODC Inception Report Guidelines and Template

UNODC Evaluation Report Guidelines and Template. ☒

UNODC Guidance Note- Gender Mainstreaming 2013 Guidance note to UNODC staff: Gender mainstreaming in the work of UNODC.

UNODC Gender responsive evaluations in the work of UNODC – Guiding document

UNODC Human rights position paper 2012 UNODC and promotion and protection of human rights

UNODC Mainstreaming Human Rights and Gender Equality

Number of documents review: 212

ANNEX IV. LIST OF PERSONS CONTACTED DURING THE EVALUATION

<i>Number of interviewees</i>	<i>Organization</i>	<i>Sex disaggregated data</i>	<i>Country</i>
30	UNODC Staff	Male: 16 Female: 14	Austria
10	UNODC Country, Regional and Programme Offices	Male: 4 Female: 6	FYROM, Iran, Kyrgyzstan, Pakistan, Serbia, Uzbekistan
16	Partner Countries	Male: 13 Female: 3	Afghanistan, Belgium, France, Iran, Norway, Russia, Spain, United States of America
3	PPI Organizational Partners	Male: 3 Female: 0	Austria, Netherlands, Romania
Total: 59		Male: 36 Female: 23	

ANNEX V. Evaluation Matrix

Evaluation Question ⁸⁸	Indicator(s), data ⁸⁹	Collection method(s) ⁹⁰	Data source ⁹¹	Sampling ⁹²
To what extent do the three components of the Global Programme meet the needs and expectations of the PPI?	UNODC baseline data from project documentation at the beginning of Phase IV that determines needs and expectations. Interview responses to questions on needs and expectations. Survey responses from questions on needs and expectations	Desk Review Face-to-face interviews Survey Responses	Desk review documentation including minutes from PPI meetings and Project Initiation documentation. Interviews with key CLP personnel and PPCU staff Specific questions in the survey addressing the issue of needs and expectations.	Purposeful
To what extent has the implementation of the recommendations of the evaluation in 2012 led to improved implementation of the Global Programme?	Tracking of indicator data from annual reports, project documents and progress reports Responses to PPCU questionnaires	Desk Review Interviews	Desk Review material All stakeholder groups interviews	Purposeful
To what extent is the Global Programme's approach the appropriate mechanism to facilitate engagement and support the partnership in implementing the Vienna Declaration?	Evaluation of SWOT analysis of PPCU Quantitative data obtained from survey questions	SWOT analysis Survey questions	PPCU Surveyed stakeholders	Purposeful
To what extent do the identified action areas of the Initiative meet stakeholders' needs to achieve the goal of	Baseline data from Phase III evaluation contrasted with current	Desk Review Interviews	Desk review material Active PPI stakeholders Appropriate survey	Purposeful

⁸⁸ Please state all evaluation questions.

⁸⁹ Please state the indicators/data that will be used to answer the respective evaluation question.

⁹⁰ Please state the data collection methods that will be used to answer the respective evaluation question.

⁹¹ Please state the data sources that will be used to answer the respective evaluation question.

⁹² Please state the sampling that will be used to answer the respective evaluation question.

combating opiates and their expectations of the common work of the partnership?	survey/interview data.	Survey questions	respondents	
What measures have been taken to guarantee more reliable, predictable and sustainable funding for the Global Programme?	PPCU documentation noting funding issues. Advocacy attempts of UNODC and PPCU	Desk review Interviews	PPI Annual Report reviews Donor interviews	Purposeful
Have the programme's resources been managed in an accountable, efficient and transparent manner?	Examination of Pro-Fi/Umoja financial data. Personnel recruitment and retention levels. Financial and other reporting to donors	Desk review Pro-Fi/Umoja Reporting	Desk review material Interrogation of Pro-Fi/Umoja during FRMS interviews Donor feedback	Purposeful
To what extent does the current organizational structure of UNODC, particularly the 'One UNODC' approach, support the Paris Pact mandate?	Review and mapping of structure against PPI mandate. Knowledge of 'One UNODC' concept and implementation.	Desk review Interviews	Desk review material on structure and UNODC thematic/global programmes. UNODC HQ and FO interviews	Purposeful
Has the Global Programme contributed to and supported the PPI's structure as a political forum in an effective manner? What could be done to make it more effective?	Specific reporting within PPI partner documentation. Increasing/decreasing engagement of partners	Desk review Interview Survey	PPI meeting reports PPI partner interviews Survey question responses	Purposeful
To what extent has the Global Programme contributed to increased provision of UNODC technical expertise and alignment of UNODC Global, Regional and Country interventions?	Reference to PPI and Global Programme in other UNODC Project/ Programme documentation. Interview feedback	Desk review interview	UNODC Project/Programme reporting UNODC HQ and FO interviews	Purposeful
To what extent has the Global Programme contributed to the implementation of the Vienna Declaration by the	Review of PPI recommendations Interview feedback	Desk review Interview	Meeting resolutions and recommendations PPI partner interviews	Purposeful

partnership?				
To what extent has the Global Programme achieved its three outcomes? (develop a consultative mechanism to exchange information, coordinate and prioritize activities; gather evidence/links established through RLO network; utilize on-line platforms such as DMA and ADAM)	Logical framework analysis including assessment of achievement against indicators.	Desk review Interview Survey	Logical framework and other Programme review documentation. All stakeholder interviews Survey responses.	Purposeful
To what extent have the Paris Pact stakeholders had their expectations of the impact of the Global Programme been met?	Cross reference PPI objectives and outcomes with GPs agreed outputs and stakeholders perception of GP impact.	Desk review Interview	GP and PPI framing documentation Feedback from interviews with all PPI stakeholders	Purposeful
How has the Global Programme contributed to the impact of other UNODC programmes under the four pillars of the Vienna Declaration?	Reference to PPI and Global Programme in other UNODC Project/ Programme documentation. Interview feedback	Desk review Interview	UNODC Project/ Programme reporting UNODC HQ and FO interviews	Purposeful
To what extent has the Global Programme received and utilized support through financial, HR and/or in-kind contributions to ensure sustainability for the continued course of Phase IV?	Reference to sustainability in Programme documentation. Identification of sustainability examples	Desk review Interviews	UNODC Project/ Programme reporting Stakeholder interview feedback	Purposeful
To what extent will the work of the PPI be affected if the coordination activities and support of the Global Programme are no longer available?	Identification of critical functions of GP in PPI	Desk review Interview	Desk review material focusing on critical functions PPI partner interview feedback	Purposeful
How have the efforts of the partnership contributed to improved responses to the cultivation, production and demand for opiates?	Review of PPI and Open Source documentation Specific case study examples from interviews	Desk review Open source Interviews	Desk review material and open source research. Interview responses from PPI	Purposeful

			partners	
To what extent has the Global Programme contributed to institutionalizing the partnership and how is this perceived by the Paris Pact partnership?	Review of partnership engagement against the baseline in 2013.	Desk review Interview	Comparison of PPI meeting reports over past 4 years. Interview responses from PPI partners.	Purposeful
Are human right considerations relevant to the Global Programme and if so how?	UNODC baseline data from project documentation. Interview responses. Survey responses.	Desk Review Interviews Survey Responses	Desk review documentation Interviews with PPI stakeholders. Specific questions in the survey	Purposeful
How have human rights considerations, and in particular the mainstreaming and promotion of human rights, been integrated into the Global Programme design and implementation? Namely, how does the Global Programme integrate the human rights principles of equality and non-discrimination; participation and the inclusion of disadvantaged/marginalised groups; and state accountability for human rights obligations?	Interview and survey responses; baseline documents showing the integration of human rights	Desk Review Interviews Survey Responses	Desk review documentation Interviews with PPI stakeholders, particularly those with prior record of comment or contribution on HR, or HR specialists. Specific questions in the survey	Purposeful
What resources are available to integrate human rights considerations into the program and how have they been utilised?	Budget and expenditure data, interview responses	Desk Review Interviews Survey Responses	Desk review documentation. Interviews with PPCU	Purposeful
Are gender considerations relevant to the Global Programme and if so how?	UNODC baseline data from project documentation. Interview responses. Survey responses	Desk Review Interviews Survey Responses	Desk review documentation Interviews with PPI stakeholders. Specific questions in the survey	Purposeful
How have gender considerations, and in	Interview and survey responses;	Desk Review	Desk review documentation	Purposeful

particular the mainstreaming and promotion of gender equality, been integrated into the Global Programme design and implementation? Namely have the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels with the ultimate goal of achieving gender equality, been considered?	baseline documents showing the integration of gender considerations	Interviews Survey Responses	especially EWG and other VD meeting records Interviews with PPI stakeholders, particularly those with prior record of comment or contribution on gender issues, gender specialists. Specific questions in the survey	
What resources are available to integrate gender considerations into the Global Programme and how have they been utilised?	Budget data and expenditure	Desk Review Interviews Survey Responses	Desk review documentation Interviews with PPCU	Purposeful
What lessons learned can be drawn from the implementation of Phase IV of the Global Programme?	Result of the evaluation process. Interview feedback Specific survey question	Data evaluation/ analysis Interviews Survey	Desk review All stakeholder interviews All survey respondents	Purposeful
What good practices emerged from the implementation of Phase IV of the Global Programme?	Result of the evaluation process. Interview feedback	Data evaluation/ analysis Interviews	Desk review Stakeholder interviews	Purposeful

ANNEX VI. GLOY09 Logical Framework

2.3 UNODC Logical Framework			
Programme Title: The Paris Pact Initiative Phase IV – A partnership to Combat Illicit Traffic in Opiates Originating in Afghanistan	Sub programme in Strategic Framework: Countering Transnational Organized Crime and Drug Trafficking	Region/Country: Global	Programme Number/Code: GLOY09
		Date: May 2013	Duration: June 2013-March 2018
Expected Accomplishment(s) in the Strategic Framework:			
Subprogramme 1 b) member states are equipped to take effective action against transnational organized crime, including: drug-trafficking; money-laundering and emerging policy issues;			
Subprogramme 5 a) increased implementation at the national level of evidence-based services related to drug use in the community;			
Subprogramme 6 a) enhanced knowledge of trends, including emerging trends in drugs and specific crime issues, available to Member States and the international community.			
Relationship with Country/ Regional/ Thematic Programmes:			
Thematic Programme on Action Against Transnational Organized Crime and Illicit Trafficking, Including Drug Trafficking; Thematic Programme on Health and Human Development Vulnerabilities in the Context of Drugs and Crime;			
Thematic Programme on Research and Trend Analysis; Regional Programme for Afghanistan and Neighbouring Countries and Regional Programme for South Eastern Europe.			
	Indicators	Means of Verification	Risks

<p>Programme Objective:</p> <p>The Paris Pact Initiative combats the illicit traffic in opiates originating in Afghanistan including opium cultivation, production and global consumption of heroin and other opiates, in line with the Vienna Declaration and with the assistance of UNODC.⁹³</p>	<ul style="list-style-type: none"> ▪ Amount of positive feedback received on partner satisfaction with the partnership to counter opiates. ▪ Evidence used to inform opiate threat response in line with the Vienna Declaration: <ul style="list-style-type: none"> a) Policy b) Information exchange c) Priority activities d) Coordination 	<ul style="list-style-type: none"> ▪ Evaluation report, variety of monitoring tools such as surveys, polls, Paris Pact meeting satisfaction questionnaires, stakeholder meetings, bilateral meetings, RLO Annual Working Session. ▪ Paris Pact Report, proceeding of Paris Pact meetings, UNODC Programme documents, international statements, resolutions, conferences, RLO Annual Working Session, stakeholder meetings, bilateral meetings, Annual Report to the CND. 	<p>The field security/political situation worsens in Afghanistan and neighbouring countries resulting in a de-prioritization of the objective by the partnership.</p>
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⁹³ Opiates originating in Afghanistan, hereafter referred to as “opiates”. (Vienna Declaration, paragraph. 1).

<p>Outcome 1:</p> <p>Using the fora facilitated by UNODC, Paris Pact partners exchange information, coordinate and prioritize activities to respond to the threat posed by opiates as outlined in the four priority areas of the Vienna Declaration.</p>	<ul style="list-style-type: none"> ▪ Global information sharing and coordination of opiates agendas between Paris Pact partners and UNODC ▪ Number of partners submitting regular information on their activities implemented in support of the four priority areas of the Vienna Declaration ▪ Partners using the results of policy dialogue to inform operational planning ▪ Sequential priorities adopted to implement the Vienna Declaration 	<ul style="list-style-type: none"> ▪ Proceedings of Paris Pact meetings, meeting agenda, participants list, presentations, meeting reports, RLO Quarterly reports, UNODC Annual Project Progress Reports, Annual Report to the CND. ▪ Paris Pact Report, ADAM, UNODC progress reports, bilateral meetings, RLO Quarterly reports, ▪ Proceedings of Paris Pact meetings, Paris Pact Report. ▪ EWG recommendations/c onclusions, UNODC APPR. 	<p>Insufficient cooperation, coordination and decision-making within the partnership.</p>
<p>Output 1.1: Policy Consultative Group Meetings organized and held</p>	<ul style="list-style-type: none"> ▪ Number of policy meetings held and type of outcomes reached at 	<ul style="list-style-type: none"> ▪ PCGM proceedings 	<p>Level of interest and commitment affects setting</p>

<p>annually to engage in evidence-based policy dialogue and set implementation priorities.</p>	<p>the PCGM.</p> <ul style="list-style-type: none"> ▪ Priorities are linked to each of the respective pillars of the Vienna Declaration ▪ During PCGM proceedings, Paris Pact partners sharing information on steps taken to support the implementation of the Vienna Declaration. 	<p>and agenda.</p> <ul style="list-style-type: none"> ▪ Paris Pact Report, ADAM, bi-lateral meetings with partners, EWG reports. ▪ Regional Programme Progress Reports; priority country engagement and requests, ADAM, Paris Pact Report, PCGM monitoring tools. 	<p>of implementation priorities.</p>
<p><u>Activities relating to Output 1.1</u></p> <p>1.1.1 One Policy Consultative Group Meeting held at the request of partners at least once a year</p> <p>1.1.2 Briefings by partners including by UNODC, facilitated on activities in support of the Vienna Declaration</p> <p>1.1.3 Opportunities explored for sharing outside best practices with the Paris Pact partnership based on partner interest expressed at the annual Policy Consultative Group Meeting</p> <p>1.1.4 Annual survey undertaken ahead of the Policy Consultative Group Meeting to assess and agree upon partnership priorities for the implementation of subsequent year Expert Working Groups</p>			
<p>Output 1.2</p>	<ul style="list-style-type: none"> ▪ Number of expert meetings per 	<ul style="list-style-type: none"> ▪ Proceedings of 	<p>Difficulty and delay in</p>

<p>Expert Working Groups held annually to identify operational priorities for implementation linked to the four priority areas outlined in the Vienna Declaration.</p>	<p>thematic area held</p> <ul style="list-style-type: none"> ▪ Expert pool established for Vienna Declaration follow up ▪ Number and identification of partners (broken down by country or organization) nominating experts for participation ▪ Step-by-step priorities adopted to implement the Vienna Declaration 	<p>meetings, meeting agendas, meeting reports, bi-monthly PPCU updates to partners, EWG monitoring tools.</p> <ul style="list-style-type: none"> ▪ ADAM, EWG monitoring tools. ▪ Partner nominations of expert, EWG participant list, ADAM, meeting agendas. ▪ PCGM findings, status of implementation of EWG recommendations/conclusions, Paris Pact Report, EWG monitoring tools. 	<p>identifying an Expert Working Group host;</p> <p>Insufficient funding to hold Expert Working Groups;</p> <p>Expertise lacking at Expert Working Groups;</p> <p>Paris Pact partner countries possess insufficient funds to sponsor expert participation in relevant Paris Pact fora;</p>
<p><u>Activities relating to Output 1.2</u></p> <p>1.2.1 An equal number of thematic Expert Working Groups per pillar held throughout the course of Phase IV</p>			

	1.2.2 A pool of experts for Expert Working Group participation and follow up built and maintained by the Paris Pact Coordination Unit		
<p>Output 1.3:</p> <p>Paris Pact programme activities facilitated by the Paris Pact Coordination Unit to better serve the partnership and set implementation and operational priorities</p>	<ul style="list-style-type: none"> ▪ Number, type, language of delivery and content of all materials used to prepare for and follow up to Consultative Mechanism events ▪ Number, type of coordination activity initiated and/or undertaken to prepare for and follow up to Consultative Mechanism events ▪ Number of partners providing feedback and ratings of their satisfaction with meeting organization and content per Expert Working Group ▪ Number, type and subject matter of PPCU interaction with partners, including UNODC ▪ Paris Pact Report on the Vienna Declaration implementation progress 	<ul style="list-style-type: none"> ▪ PPCU's regular updates to all partners and donors specifically; ▪ PCGM Annual Survey; ▪ EWG Participant feedback reports; ▪ Bilateral meeting discussions between PPCU and partners; ▪ PPCU's regular updates to all partners and donors specifically; 	<ul style="list-style-type: none"> a) Difficulty and delay in identifying Expert Working Group hosts; b) Limited feedback provided by partners; c) Insufficient information is shared by partners including UNODC on Vienna Declaration implementation
<u>Activities relating to Output 1.3:</u>			

	<p>1.3.1 Agendas and invitation letters prepared, Paris Pact thematic briefings organized and final meeting reports prepared on the Policy Consultative Group Meetings</p> <p>1.3.2 In close collaboration with UNODC subject matter experts and interested partners, agendas, invitation letters and background documentation prepared, and invitee lists maintained and coordinated for Expert Working Group meetings</p> <p>1.3.3 Tools developed and applied for the collection and analysis of partners' feedback on meeting preparation and delivery</p> <p>1.3.4 PPCU interacts with relevant UNODC sections and field offices to strengthen synergies and improve common messaging for the promotion of Paris Pact concerns</p> <p>1.3.5 PPCU interacts with partner countries and organizations on a bilateral and multilateral basis through personal meetings as well as regular written correspondence to facilitate partner engagement in the Paris Pact process</p> <p>1.3.6 Briefings/summary reports prepared on the outcomes of the four thematic Expert Working Groups</p> <p>1.3.7 Contributions provided to UNODC newsletters for West and Central Asia and South Eastern Europe regions</p> <p>1.3.8 Reports on each of the four pillars of the Vienna Declaration prepared and consolidated into a Paris Pact Report</p>		
<p>Outcome 2:</p> <p>Paris Pact partners benefit from first hand evidence gathered by the Research and Liaison Officer Network and the link established by the</p>	<ul style="list-style-type: none"> ▪ Evidence on the supply and demand of opiates used to update, revise and benchmark progress within the four priority areas of the Vienna Declaration 	<ul style="list-style-type: none"> ▪ Meeting participation, level of experts in PPI meetings, proceedings of EWGs and PCGMs, 	<p>Research and Liaison Officers face obstacles (i.e. insufficient data, lack of communication) on the ground which hampers</p>

<p>Research and Liaison Officer Network with the country/regional level with regards to the four priority areas of the Vienna Declaration.</p>	<ul style="list-style-type: none"> ▪ Interaction with and between partners and 'priority countries' on Paris Pact-related issues 	<p>Paris Pact Report, RLO research products.</p> <ul style="list-style-type: none"> ▪ RLO quarterly reports, ADAM, meeting proceedings, Paris Pact Report, bilateral meetings, Evaluation Report, surveys, questionnaires, relevant UNODC programme/project s progress reports. 	<p>their work</p>
<p>Output 2.1: Strengthened connection between the global partnership and the country/regional level.</p>	<ul style="list-style-type: none"> ▪ Number of focal points and Paris Pact thematic experts identified by relevant government institutions and organizations by country and subject ▪ Number of documents and other relevant materials made available to 'priority countries' in their respective local languages ▪ Number of information sharing meetings held with partners at the 	<ul style="list-style-type: none"> ▪ Expert and focal point pool, ADAM, partner nomination forms, EWG participant lists, EWG monitoring tools. ▪ ADAM, Paris Pact Coordination Unit records. ▪ RLO quarterly reports, Paris Pact 	<p>a) Governments and national institutions do not engage in a sufficient of level of cooperation;</p> <p>b) Sufficient and sustainable funding not available for UNODC to expand the Research and Liaison Officer Network</p>

	<p>country and regional level</p> <ul style="list-style-type: none"> ▪ Number of qualified national staff recruited by gender and country ▪ Number of countries where complementarity of coverage exists between Paris Pact and Afghan Opiate Trade Project national staff 	<p>Report, UNODC relevant programme/project progress reports.</p> <ul style="list-style-type: none"> ▪ Semi-annual and annual reports produced by PPCU. 	
	<p><u>Activities relating to Output 2.1</u></p> <p>2.1.1 Assistance provided by Research and Liaison Officers in the identification of qualified counterparts under the four priority areas for Expert Working Group participation, information disseminated and relations maintained/follow up undertaken between relevant meetings with counterparts</p> <p>2.1.2 Mapping of Paris Pact partner activities in support to the four priority areas of the Vienna Declaration undertaken</p> <p>2.1.3 Substantive documentation translated into the local languages of priority countries related to the four thematic areas of the Paris Pact for improved availability and use of information by national counterparts</p>		
<p>Output 2.2</p> <p>Availability of evidence for action strengthened in countries located along trafficking routes out of Afghanistan in close cooperation with</p>	<ul style="list-style-type: none"> ▪ Number and frequency of reports generated by the Research and Liaison Officers ▪ Number and subject of Research and Liaison Officer contributions 	<ul style="list-style-type: none"> ▪ RLO products, RLO Quarterly reports. ▪ UNODC publications, AOTP, SASS and Regional 	<p>a) Insufficient quality and quantity of data/information provided by partners; b) Overall internal UNODC project/programme</p>

<p>UNODC field offices, Regional Programmes and Afghan Opiate Trade Project/Statistics and Survey Section.</p>	<p>to research reports, studies and surveys of other UNODC Sections</p> <ul style="list-style-type: none"> ▪ Number of countries within the Research and Liaison Officer Network area of operation that have submitted the ARQ and IDS ▪ UNODC internal coordination meetings to Identify opportunities for improved synergies within UNODC 	<p>Programme progress reports and feedback.</p> <ul style="list-style-type: none"> ▪ RLO Quarterly Reports, SASS progress reports/feedback. ▪ UNODC inter-section/inter-project task forces, bilateral meetings, EWG and PCGM preparatory and follow-up coordination meetings. ▪ Newsletter analysis. 	<p>management/implementation coherence is limited.</p>
<p><u>Activities relating to Output 2.2.</u></p> <p>2.2.1 Regular reports generated in support of priorities identified by Paris Pact partners and in contribution to global data collection activities</p> <p>2.2.2 Assistance provided in preparation of UNODC relevant research and global reports on illicit drug trafficking and consumption organized by UNODC Research and Trend Analysis Branch (Statistics and Survey Section) and UNODC relevant Regional Programmes (including Sub-programme 4 of the Regional Programme for Afghanistan and Neighbouring Countries)</p>			

	<p>2.2.3 Research related activities coordinated with the Statistics and Survey Section/Afghan Opiate Trade Project and UNODC relevant Regional Programmes</p> <p>2.2.4 Assistance provided to Regional Programmes of UNODC to prepare relevant activities; participation undertaken in workshops and task force meetings on strengthening data collection and research analysis capacities</p>		
<p>Output 2.3</p> <p>Data collection and research capacity of relevant national stakeholders strengthened to collect, manage and analyse data on drugs and drug-related crime.</p>	<ul style="list-style-type: none"> ▪ Type of training provided by Research and Liaison Officers ▪ Number of law enforcement officials trained by the Research and Liaison Officer Network by subject and by gender, country and position ▪ Number and subject of trainings conducted for/attended by the Research and Liaison Officers to improve their capacity and training skills 	<ul style="list-style-type: none"> ▪ Results of baseline capacity building needs assessment, Cross-referencing with other UNODC relevant capacity building initiatives (Regional Programmes and Statistics and Survey Section). ▪ Gender disaggregated data, pre-post testing and recruitment records. ▪ Analysis of each training delivered. ▪ Cross-referencing with other UNODC relevant capacity 	<p>a) Lack of commitment by national governments/research/statistics institutions to strengthen data capacities and b) institutional memory affected by high turnover rates within national institutions.</p>

		<p>building initiatives (Regional Programmes and Statistics and Survey Section), RLO research products, Paris Pact Report, ADAM, EWG proceedings.</p>	
<p>Outcome 3: Paris Pact partners utilize the Paris Pact supported online platforms, ADAM and Drugs Monitoring Platform to obtain evidence on</p>	<p><u>Activities relating to Output 2.3.</u></p> <p>2.3.1 Mapping capacity building continued for law enforcement and drug policy making organizations in cooperation with the Afghan Opiate Trade Project</p> <p>2.3.2 Training and capacity building support provided based on needs/priorities articulated by Paris Pact partners in coordination with the UNODC Regional Programmes and the Afghan Opiate Trade Project</p> <p>2.3.3 Research and Liaison Officer Working Sessions at UNODC Headquarters or in the field coordinated by the Paris Pact Coordination Unit for all Paris Pact Research and Liaison Officers</p> <p>2.3.4 Technical training conducted for Research and Liaison Officers in relation to their data collection, research and analysis function</p>	<ul style="list-style-type: none"> ▪ Comparative analysis of ADAM and DMP data entries and reporting function 	<p>Insufficient information is shared by partners</p>

<p>counter-narcotics related developments and interventions implemented in support of the four Vienna Declaration pillars, and to become informed on Paris Pact-related activities.</p>	<p>ADAM and the DMP</p> <ul style="list-style-type: none"> ▪ Number of visits to specific content on ADAM and on the DMP 		
<p>Output 3.1:</p> <p>The online information collection and presentation system, ADAM, refined to improve the access and availability of information on drug-related issues.</p>	<ul style="list-style-type: none"> ▪ The number and type of new functionalities added on ADAM ▪ The number and type of existing features improved on ADAM ▪ Type of, and number of requests for, support provided to partners in their use of ADAM 	<ul style="list-style-type: none"> ▪ Analysis of ADAM site 	<p>Insufficient information is shared on ADAM and partners hesitate to utilize as an interaction tool.</p>
<p><u>Activities relating to Output 3.1</u></p> <p>3.1.1 ADAM set-up realigned to streamline the information platform from Rainbow Strategy-focused to Vienna Declaration-based</p> <p>3.1.2 New functionalities added on ADAM and the information database expanded by Paris Pact staff to better serve the partnership and consolidate information through illustrations/mapping of intervention on the four thematic areas for enhanced cooperation</p> <p>3.1.3 Paris Pact focal point network covering the four priority areas of the Vienna Declaration maintained and expanded on ADAM</p> <p>3.1.4 ADAM linked with the Coordination and Analysis Unit managed Drugs Monitoring Platform to</p>			

	<p>enhance synergies and information sharing</p> <p>3.1.5 Paris Pact partners supported in the use of ADAM upon request</p> <p>3.1.6 Project mapping, strategic information and related supporting documentation extracted by Paris Pact Coordination Unit upon Paris Pact partner request</p>		
<p>Output 3.2:</p> <p>Drugs Monitoring Platform⁹⁴ enhanced and refined with the aim to provide a comprehensive online tool for collecting, monitoring and mapping drug-related data to improve access to and availability of near real-time information in anticipation of and response to emerging threats</p>	<ul style="list-style-type: none"> ▪ The number and type of new functionalities added and existing features refined on the DMP ▪ Number and type of data sets entered/refined, including drug and precursor seizure cases ▪ Number and type of DMP features implemented by request from/in support to other UNODC programmes such as the Regional Programme for Afghanistan and neighbouring countries 	<ul style="list-style-type: none"> ▪ Analysis of DMP development ▪ Analysis of DMP site 	<p>Insufficient counter-narcotics related data is made available on the DMP and partners hesitate to utilize DMP as a tool for research and analysis.</p>
	<p><u>Activities relating to Output 3.2</u></p> <p>3.2.1 Existing functionalities refined and new features added within the Drugs Monitoring Platform to improve mapping capacity and complexity</p>		

⁹⁴ The Drugs Monitoring Platform (DMP - <http://drugsmonitoring.unodc-roca.org/>), is operated by the Coordination and Analysis Unit at the Regional Office for Central Asia, co-funded by the Paris Pact and Afghan Opiate Trade Programmes as well as the Regional Programme for Afghanistan and neighbouring countries, and maintained jointly by Paris Pact Research and Liaison Officers and Afghan Opiate Trade Project Research Officers.

3.2.2 Scope of drug-related data on the Platform expanded to better serve the partnership by consolidating information on numerous indicators from a wide variety of sources, particularly of the West and Central Asia region, offering a comprehensive picture of the region and a possibility for cross-analysis

3.2.3 Drugs Monitoring Platform supports the preparation of Paris Pact Reports through mapping of information broken down by Vienna Declaration pillar

3.2.4 New data entered routinely by Paris Pact and Afghan Opiate Trade Project staff as well as cooperation partners from law enforcement agencies and quality and accuracy of existing data regularly monitored and cross-referenced to ensure contribution to the global data collection activities spearheaded by the Research and Analysis Branch

3.2.5 Drugs Monitoring Platform used by other UNODC programmes to facilitate the implementation of respective outputs

3.2.6 Paris Pact partners trained in the use of the Drugs Monitoring Platform upon request to enhance country/region specific law enforcement data analysis