

UNITED NATIONS OFFICE ON DRUGS AND CRIME
Vienna

Independent project evaluation of the
**Support to Crime Prevention and
Criminal Justice Reform**

GLOT63
Global

Independent Evaluation Unit
January 2012



UNITED NATIONS
New York, 2012

This evaluation report was prepared by an evaluation team consisting of Peter Allan, Director, Allan Consultancy Ltd in cooperation with the Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC).

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

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

© United Nations, Month Year. All rights reserved.

The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area, or of its authorities, or concerning the delimitation of its frontiers or boundaries.

This publication has not been formally edited.

Contents

Summary matrix of findings, evidences and recommendations	vi
Executive Summary	viii
I. INTRODUCTION	1
Background and context	1
Evaluation methodology.....	3
a. Analysis of the project documentation	4
b. Semi-structured interviews and questionnaire.....	4
c. Case study.....	5
Limitations to the evaluation.....	5
II. EVALUATION FINDINGS.....	6
Design.....	6
Relevance	8
Relevance with regard to UNODC strategic documents	8
Relevance for the recipient countries	8
Relevance for the donors	8
Efficiency	9
Resources management	9
The overall project management	10
Partnerships and cooperation.....	11
Cooperation with the field office network.....	11
Cooperation with partner agencies	12
Effectiveness	12
Case Study	13
Impact.....	14
Sustainability	15
Innovation.....	16
III. CONCLUSIONS	16
IV. RECOMMENDATIONS	17
V. LESSONS LEARNED	18
Lessons Learned.....	18
Properly supported HQ resources.....	18

GLOT63 Final Report

Project progress monitoring mechanism	18
Donor relations	19
Decision making process	19
Contractor delays.....	19
Best practices.....	19
Support of local authorities	19
Promoting successful solutions	19
Dedicated, professional human resources	19
Annex A	21
Annex B.....	22
Annex C.....	25
Annex D	26
Annex E.....	27

Commissioned by:

United Nations Office on Drugs and Crime (UNODC)
Vienna International Centre
Wagramer Strasse 5,
A 1400 Vienna, Austria

Evaluated by:

Peter Allan
PO Box 5578
Glasgow
United Kingdom G77 9BJ

Glossary of Terms and Abbreviations

CA	Central America
CJ	Criminal Justice
CP	Crime Prevention
FOML	Field Office Management Ledger
GA	General Assembly
GOA	Antioquia Governor's Office
HQ	Headquarters
LA	Latin America
LE	Law enforcement
NPO	National Programme Officer
TP	Thematic Programme
UNDP	United Nations Development Programme
UN-HABITAT	United Nations Human Settlements Programme
UNODC	United Nations Office on Drugs and Crime

Summary matrix of findings, evidences and recommendations

Main findings	Supporting evidences	Recommendations
1. The project has very broad thematic scope encompassing seven outcome areas ranging from penal reform to preventing violence against women.	The majority stakeholder opinion is that the project lacks focus and strategic vision.	The project should be redesigned. It is essential that focus areas are agreed upon, so that the thematic scope can be narrowed, the most successful assistance forms (handbooks, trainings) should be promoted.
2. The project's strategy and objective are not always clear to stakeholders. Donors would like to receive regular updates on the state of implementation of the project, highlighting its main achievements.	Lack of regular reporting on the project's progress. Losing of donor funding and support of the local authorities in some areas.	Rebranding of the project must be clearly communicated to all stakeholders, especially the donors, who should also receive regular updates on the funded activities performed within the scope of the project.
3. Donors are interested in the difference the provided funding makes for the intended beneficiaries.	No synthetic, regular reports on the project's achievements at the local level.	The project's activities should be focused on making a tangible difference at the local level. These activities must be in areas where GLOT63 has a comparative advantage over other rule of law actors.
4. GLOT63 has had no full time project manager with the responsibility for implementing its strategic vision and sufficient administrative power.	Both internal and external critique of the project's managerial arrangements.	The post of full-time project manager, with strong administrative powers should be created.
5. Progress reports do not always contain sufficient quantitative data analysis, the project documentation lacks certain types of information.	The data collection tools do not allow the retrieval of certain information on e.g. how much money has been spent in each region. There is no list of all "sub-projects" performed under GLOT63.	The project should receive a built-in progress monitoring system, including baseline studies, quantitative and qualitative indicators of achievement of objectives.
6. The communication channels between the HQ and field offices are in some areas weak, the reporting is irregular and the support from HQ not always	On occasion HQ does not always put enough effort into implementing the project's strategy at the local level and offers too little guidance to the local staff. The "sub-field	The communication between HQ and field offices should be improved, clear delineation of functions and responsibilities is required. UNODC to consider

GLOT63 Final Report

sufficient.	offices” use different accounting system than the HQ, which makes the tracking of funds difficult.	dovetailing accounting systems.
7. After the difficulties of “seed funding” concept in Brazil and El Salvador, the posts of National Programme Officers have been lost, along with numerous high-quality projects which were being developed.	The unsuccessful application of the concept has lead to decreased UNODC presence in Latin America and its negative perception in the affected regions.	The concept of “seed funding” should be carefully applied and always preceded by an extensive analysis of potential risks, benefits and suitable exit strategy completed by GLOT63 PM and FO representatives.
8. UNODC is widely regarded as a professional and impartial organization, which could encourage key regional stakeholders to work together.	The positive example is the role UNODC has played in Colombia, while implementing the local safety audit.	UNODC should promote its “honest broker” role and always analyze the regional political environment before taking action at the local level.
9. The most successful forms of assistance performed under GLOT63 are the on-line available handbooks and other technical tools along with trainings organized by UNODC.	The tools have received consistent positive opinions by the recipients of the GLOT63 technical assistance and training participants.	Given the interest in UNODC on-line handbooks and training materials, development of e-learning courses could be both efficient and cost effective way of building capacity and improving the general visibility of the project with the stakeholders, including donors.

Executive Summary

The evaluation confirmed growing global needs of assistance in the areas of crime prevention and criminal justice reform.

As an answer to these needs UNODC designed a global “umbrella project” with the objective of “support for policy-makers and professionals, in countries in receipt of UNODC advice and assistance in designing and implementation of evidence-based crime prevention and criminal justice reform policy and programmes”. At the strategy level, the project focused on increased investment by the member states in these policy areas. GLOT63 has seven broad outcome areas, namely: access to justice and legal aid, crime prevention, penal reform and alternatives to imprisonment, integrity and accountability of criminal justice institutions, justice for children in conflict with the law, victims and witnesses of crime, violence against women and victim support and assistance. Under each of these thematic areas a variety of programmes, “sub-projects” and activities have been accomplished. The key underlying success factor identified by the evaluation was technical support to the national policy makers and law enforcement personnel. The most significant change the project has achieved is increased capacity of local staff benefiting from technical assistance of UNODC.

The overall performance of GLOT63 has been positively assessed by key stakeholders and some of the activities performed within the scope of the project have received outstanding ratings on their effectiveness. The on-line handbooks along with trainings organized by UNODC have been, in the majority opinion, the most useful form of support offered by GLOT63 to its beneficiaries. Also the local safety audit has been widely acknowledged as one of the most successful examples of UNODC technical assistance. This highly professional tool not only found application in many areas of the world, but was also permanently incorporated in local crime prevention policies.

Three best practices have been acknowledged by the majority of the interviewees, namely: gaining support of local authorities, promoting successful solutions and the positive impact professional and sufficient human resources had on the overall project’s performance.

The knowledge of the forms of assistance UNODC has to offer among the local policy makers has been identified as the first step towards sufficient local support of the Office’s activities at the local level. Promoting the projects achievements and potential areas of development both among the recipients of assistance and the donors has been often pointed out by the interviewees. Last but not least dedicated, professional staff was highlighted as a crucial success factor in numerous “sub-projects” of which GLOT63 comprises.

It is imperative to recognise, therefore, that in both broad and specific areas GLOT63 has achieved some remarkable successes. This evaluation, whilst identifying these successes, was also charged with considering how the project could be improved. Naturally, to achieve this aim, any shortcomings in the project had to be identified. This evaluation attempts to give a balanced view and the following are areas in which the evaluator believes improvements can be made and changes should be pursued.

GLOT63 has been criticized for its “all-encompassing” character with vaguely defined priorities and lack of clear strategic vision. Some have however seen the broad thematic scope of the project as advantage, which allowed it to accommodate within GLOT63 many valuable “sub-projects”, which may have otherwise not received sufficient funding. On balance this evaluation believes the all-encompassing nature of the project brings greater advantages than disadvantages. However this is only the case if close Project Management control is kept on the sub-projects, that they focus on the areas where UNODC has a comparative advantage over other providers and that there are demonstrable crime prevention /

criminal justice themes which GLOT63 is pursuing. All of this will assist when attempting to secure funding for the long term sustainability of the project by presenting a clear vision to current and potential future donors.

At the implementation stage insufficient managerial attention was devoted to the project by UNODC HQ, and weak communication channels with the donors and field offices have been pointed out as shortcomings by most of the interviewed stakeholders. Another problem in the structure of the project was the lack of a built-in project progress tracking mechanism, which would provide high-quality data on the effectiveness of the project. Creating the post of a full-time project manager with high competence in both technical (budgeting, accounting etc.) and soft aspects of management (e.g. maintaining good relations with key stakeholders) was a recommendation that repeated frequently during the interviews.

On a more specific matter the use of “seed funding” in regional and field offices must be closely examined. The concept of providing funding for a National Programme Officer (NPO) for the relatively short period of one year in the expectation that the individual will manage to generate enough project based income to sustain their position is flawed. It has – wholly understandably – encouraged the NPOs to pursue as many potential projects as possible. These were not necessarily the best projects to pursue and with too many projects to oversee and – in some cases – little in-country UNODC support for the post holder, the quality of support to these projects dipped. This had a negative knock-on effect on the reputation of UNODC in general. This issue of too many projects is compounded by the lack of strategic vision within GLOT63. With a clearer concept of the GLOT63 long term objective and the mechanisms to be utilised to achieve that objective many of these projects would be rejected at inception. Having identified these problems however, it should be noted that when the NPO concept works as it is envisaged it is a strong tool for UNODC. Many of the partners and stakeholders in the countries that deployed seed funded NPOs highlighted their untiring efforts in assisting to implement projects. And where those projects were successful the role of the NPO was always reflected in a positive light.

Over the four years of its implementation, GLOT63 has brought increased volume of UNODC global activities which has raised the organization’s profile and increased cooperation with local authorities, regional international organizations and other UN agencies. The project has – overall – been a success to date but has not realised its full potential. This evaluation has attempted to highlight what works and in which areas improvement or change is required to ensure GLOT63 continues to deliver impressive results in crime prevention and criminal justice.

I. INTRODUCTION

Background and context

The United Nations Office on Drugs and Crime (UNODC) has a broad mandate in supporting member states in crime prevention and criminal justice reform, derived from numerous resolutions. General Assembly (GA) resolution 44/72: “Crime prevention and criminal justice” identifies the main objectives of the United Nations (UN) in the field of crime prevention and criminal justice as: promotion of a more effective administration of justice, the strengthening of international cooperation in the fight against transnational crime, the observance of human rights and the pursuance of the highest standards of fairness, efficiency, humanity and professional conduct.

In the process of extensive consultations with the stakeholders of UNODC, Strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime (the Strategy) has been developed. The strategy links mandates enshrined in the resolutions to results and allows UNODC to act effectively as the custodian of UN standards and norms in the area of crime prevention and criminal justice. The strategy is further supplemented by the Thematic Programme (TP) for the period 2010-2011, which is a strategic programme document for UNODC’s work in this area, in line with the Strategy and Strategic Framework.

Project GLOT63 “Support to Crime Prevention and Criminal Justice Reform” is an operationalisation of the Strategy. It is a global “umbrella project”, which addresses all the key areas enumerated in the aforementioned strategic documents. The overall objective of the project is to support policy-makers and professionals, in countries in receipt of UNODC advice and assistance in designing and implementation of evidence-based crime prevention and criminal justice reform policy and programmes, with focus - at the strategy level - on increased investment by the member states in these policy areas.

	Thematic area	Strategy for 2008-2011	Thematic Programme	GLOT63
1.	access to justice and legal aid	Result 1.3.1	Outcome 3	Outcome 1
2.	crime prevention	Results: 3.1.1, 3.1.3, 3.1.7	Outcome 4	Outcome 2
3.	penal reform and alternatives to imprisonment	Result 1.3.3	Outcome 6	Outcome 3
4.	integrity and accountability of criminal justice institutions	Result area 3.6	Outcome 5	Outcome 4
5.	justice for children in conflict with the law, victims and witnesses of crime	Result area 3.7	Outcome 7	Outcome 5
6.	violence against women	-	Outcome 8	Outcome 6
7.	victim support and assistance	Result area 3.8	Outcome 9	Outcome 7

Table 1 Operationalisation of UNODC mandates

TP states, that core headquarters activities in the field of assistance to the member states will be implemented through i.a. GLOT63. The specific activities that the project enables are as follows:

- provision of policy and technical advice,
- development and distribution of tools and manuals,
- trainings,

GLOT63 Final Report

- assessment and programming missions,
- monitoring and support to the ongoing UNODC projects,
- provision of short and medium-term expertise to UNODC and its field offices,
- provision of seed funding for initial activities such as training, workshops etc.

All of the above activities should be performed in the closest collaboration with UNODC's field office network, donor and beneficiary states, other UN agencies, NGO's and the academia. The indicators of fulfillment of the seven objective areas are the number of activities performed, the number of users of UNODC's tools and training materials and the positive feedback received by workshop participants.

The Project Document identifies risks that could threaten the effective execution of the project, namely the delays of partner organizations, high staff turnover and the potential withdrawal of member states support for the project or some of its particular aspects.

The scope of the project is intended to be global, however the Terms of Reference for the evaluation (ToR) require that the attention should be focused on field areas which received the project funding and staffing, namely Latin American countries (especially El Salvador and Brazil) and Mauritius. Description of the implemented activities can be found in the Project Progress Report and the Anti Crime Capacity Building Program (ACCBP) reports.

One of the key needs, distinguished by the Strategy is the need for more stable, predictable and sufficient funding. Only a small percentage of UNODC's annual funding comes from the regular UN budget and almost 90% constitute voluntary contributions of the member states. In order to increase transparency and accountability of funding in line with the needs identified in the Strategy, since 2009 the donations in the area of crime prevention and criminal justice have been transferred from the so-called FSA accounts¹ to global projects such as GLOT63. All earmarked contributions have been accommodated in the specific activities performed in line with the seven objective areas of the project.

The overall concept of the project together with its formal construction remain with strict accordance with the strategy documents and therefore provide adequate realization of UNODC's mandates.

The Project Document is formulated in line with the requirement to specify results and the resources (most importantly the human resources, time and funding) needed to achieve them. The strategic approach adopted by the project is based on the assumption that the performed activities, which benefit i.a. national policy makers, UNODC's staff, local authorities and law enforcement officials will effectively benefit the target groups of criminal justice system users and the local communities. This "indirect effect" approach constitutes a valid assumption, which will be tested in the empirical phase of the evaluation (see: Annex D).

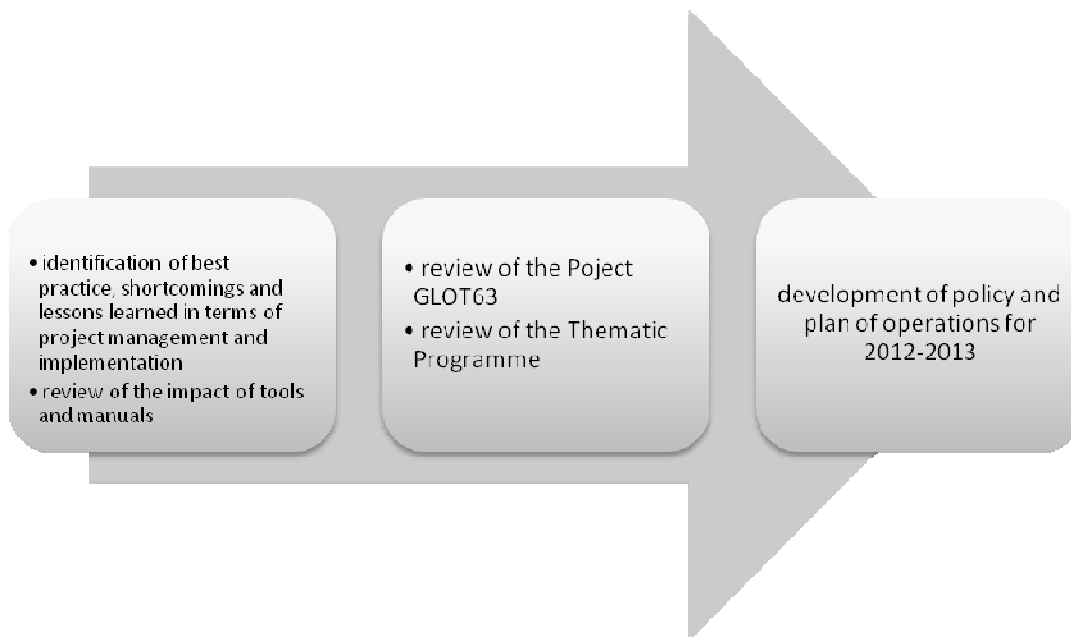
Moreover the potential risks have been correctly identified in the Project Document. In fact the cooperation with partner organizations (lengthy decision making process) and contractors (timely delivery of services) has lead to cancellation of some of the planned activities. According to the GLOT63 progress report to the ACCBP donor, the crime prevention consultancy in Guatemala had to be cancelled

¹ *FSA accounts are used for General purpose funds (GPF), which 'are un-earmarked voluntary contributions which finance the budget approved by the Commission on Narcotic Drugs (CND) and the Commission on Crime Prevention and Criminal Justice (CCPCJ). At UNODC these funds finance executive direction and management, as well as programme development, management and implementation both at headquarters (Vienna) and in the field. In the field, general purpose funds are used to finance the international staff.'* (Source: UNODC Field Office Operations Manual)

GLOT63 Final Report

because the National Programme Steering Committee was delayed in agreeing on the priorities for implementation of the country programme. The translation of three handbooks into Portuguese was not completed because of the contractor's delay and subsequent procedural problems.

The purpose of the evaluation is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact and sustainability as per UNODC Evaluation Policy and Standards. The purpose of the present evaluation as specified in the ToR is to provide analysis of key performance indicators especially with regard to project management and implementation and the impact of tools and manuals developed within the framework of the project. The results will serve as the basis for review of the project and the TP and development of UNODC's policy and plan of operations for 2012-2013 and beyond, which is illustrated by the below scheme.



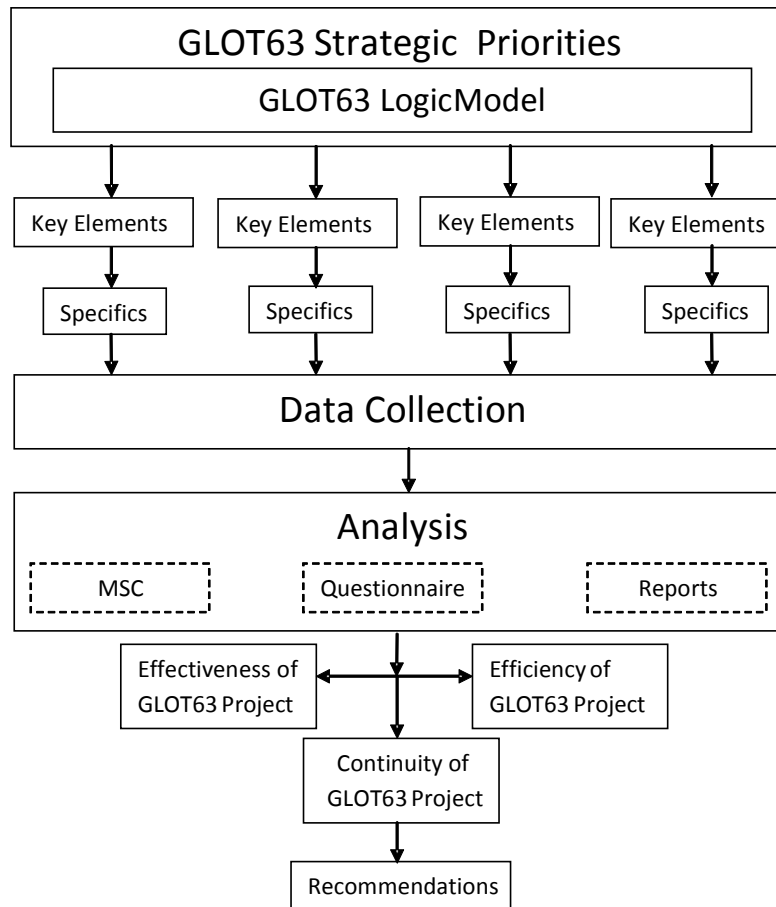
Scheme 1 Purpose of the evaluation

Scope of the evaluation covers seven objective areas of GLOT63 and their global execution through the specified activities with special focus on Latin American countries and Mauritius.

Core Learning Partnership comprised of key stakeholders will be built in line with the principle of tripartite review (involving UNODC, the beneficiary Governments and the donors).

Evaluation methodology

The elements that combined to create the initial logic model for the project should be identified and broken down into their component parts. From this the appropriate indicators that existed at the time of the conception and implementation of the project can be identified. These indicators should form the basis of the subsequent data collection, whether that is the basis for semi-structured interviews, a Most Significant Change (MSC) narrative, picking out relevant benchmarks from project documentation or employing an analysis of a case study.



Scheme 2 The methodological model of the evaluation

Also, considering the broad subject matter of the evaluation and the time constraints the “perceived impact” approach is proposed. This technique focuses on the observations of key stakeholders that are used as the basis to identify the main ramifications of the project, which are subsequently compared with the intended results derived from the project documentation.

The proposed evaluation method consists of the following stages:

a. Analysis of the project documentation

At this stage the compliance of the formal structure of the project with the evaluation criteria derived from the Strategy documents (the Strategy 2008-2011 and the TP) is examined. This phase has already been completed with positive results (see section: “Background and Context”).

b. Semi-structured interviews and questionnaire

The goal of this phase is to identify the most significant changes (MSC) implementation of the project has brought to national policies in all relevant areas covered by the project and to define potential best practices. During the first visit in UNODC Headquarters comments were gathered on the proposed data

collection tools in order to confirm that they cover all key areas relevant to stakeholders. For the applied evaluation tools see Annexes D and E.

c. Case study

The subject of evaluation is a global umbrella project with numerous implications that do not easily lend themselves to measurement. In order to gather more precise data on UNODC support to the national policymakers the final stage of the evaluation will focus on a particular sub-project and its impact on the work of key stakeholders in the relevant area.

The application of these techniques (project documentation, interview, questionnaire and case study analysis) will provide for a proper diversification of data sources. One of the critical aspects of deploying this approach is to ensure that the synthesis and balance between indicator data and MSC data is well judged. By triangulating the analysis from different sets of stakeholders the effect that inherent biases have on the analysis and evaluation process can be reduced.

Taking all of the above into consideration the overall methodology would be to determine appropriate indicators as conceptualised at the start of the project. Suitable data collection tools, including semi-structured interviews, case studies and desk based research will illicit the information on those indicators. A concurrent MSC analysis should be undertaken and the results combined to provide a completed evaluation with continuity and legacy recommendations.

Limitations to the evaluation

The scope of GLOT63 made performing a detailed, in depth evaluation covering all aspects of the project challenging. GLOT63 is a global “umbrella project” encompassing a wide range of programmes, “sub-projects” and activities that have been executed on five continents over the time period of four years. ToR specify the purpose of evaluation as “identification of major shortcomings and lessons learned in terms of project management and implementation” and more specifically, given the focus on development of tools and manuals, a review of their impact both among UNODC staff and among external users, however due to limited time scheduled for the evaluation some areas could not receive sufficient analytical attention. A total of only 22 working days allocated to the evaluation process proved a limitation. Four years of diverse, global activity had to be reviewed, analysed and evaluated to provide recommendations for further action. As a result of this lack of time, some areas could not be covered in as much depth, as necessary to formulate sufficiently detailed findings.

The problem of evaluability was raised during the briefing session with the evaluation managers, who confirmed that the evaluation is mainly expected to help Justice Section develop its policy and plan of operations for the coming two years and provide recommendations that would help revise both the Thematic Programme and GLOT63. The managers were aware that even though, UN evaluation rules require setting up a project monitoring system, including a baseline survey, to make proper monitoring throughout the project possible and the Evaluation Standard 3.4.5 explicitly demands that “At the very least, the description should include the number of participants/people reached by the undertaking.” none of these conditions was fulfilled. The managers advised that the impact insufficient data have on evaluability should be considered a general problem of project management in UNODC.

Another difficulty was underrepresentation of donors in the core learning partnership. Donors constituted only 5% of the interviewees (see: the below diagram), which hindered the efforts to compile a balanced feedback from all relevant stakeholders.

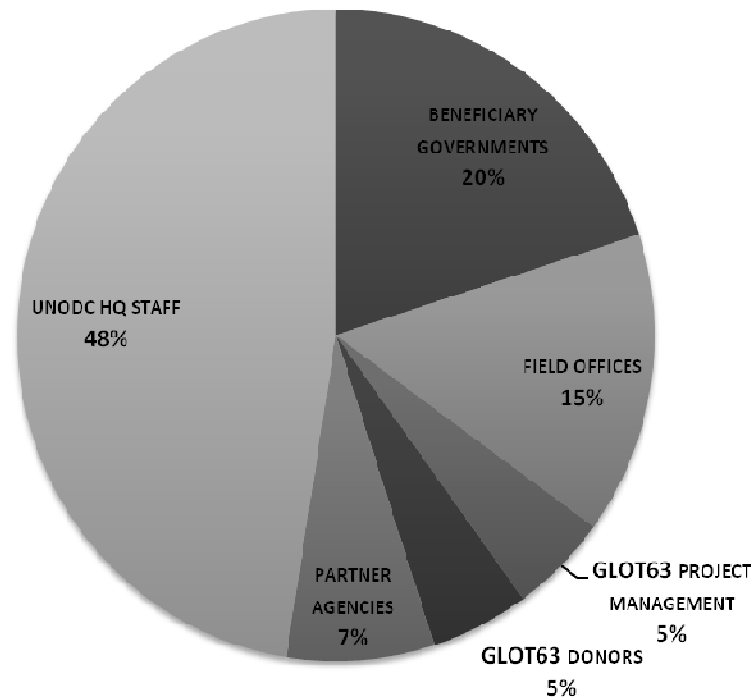


Diagram 1 The interviewed sample

II. EVALUATION FINDINGS

Design

The overall objective of GLOT63 can be broken down into three component parts:

- provision of advice and know-how to the national policy-makers and professionals,
- assistance in designing solutions tailored to the local needs,
- assistance in implementation of evidence-based crime prevention and criminal justice policy and programmes.

Data collected during the interviews suggest that although the first element of the project’s objective is mostly implemented by the HQ staff, the following two elements are mainly the responsibility of field offices, which possess the essential knowledge of the local environment.

The project’s objective translates into seven outcomes (see: Table 1), which on operational level should produce the following outputs:

- policy and technical advice provided to field office network, Governments and regional organizations,

GLOT63 Final Report

- tools and manuals developed and disseminated in main UN languages,
- assessment and programming missions carried out at the request of Government and UNODC field offices,
- substantive monitoring and technical support to implementation of ongoing programmes (technical assistance and quality control) carried out,
- interagency collaboration strengthened through joint products and programmes,
- trainings and workshops delivered at national and regional level.

The quantitative indicators of how well the outcomes translate into achievement of the objective are as follows:

- number of users of UNODC tools and training materials in each substantive area,
- number of field level technical assistance projects and programmes developed and funded in each substantive area.

The overall formal construction of the project remains in accordance with UNODC's results based management principles, however in the process of evaluation the following shortcomings at the operational level of the project's design have been encountered. Even though one of the outputs specifically underlines "substantive monitoring" and "quality control" of ongoing programmes, no such mechanisms have been identified by the evaluation. Data on the number of users of tools and training materials and the list of all programmes, "sub-projects" and activities performed within the scope of GLOT63 were not readily available, which made it challenging for the evaluation to provide "evidence-based information that is credible, reliable and useful" on the effectiveness of the project, as the Norm N 1.2 of the Norms for Evaluation in the United Nations requires. There is no information whether baseline surveys have been conducted before undertaking any activity under GLOT63, also the proper data collection system has not been set up which made the monitoring of the project's progress difficult.

The situation has led to both internal and external critique of the project, which has been described as "trying to cover too much", "not able to react quickly to field office needs and regional priorities" "lacking a systemic, integrated and holistic approach".

In numerous interviews with the HQ based staff the issue of the transfer from FSA to FSB accounts² has been pointed out as one reason for the "lack of strategic vision" of GLOT63. An indirect but substantial consequence of the transfer changed the nature of GLOT63 into a more project based concept. This new paradigm was not articulated and in the opinion of many interviewees the project is still being treated as a "pot of funds" for other projects, which do not necessarily contribute significantly to the achievement of the project's objective.

The situation may also partly be caused by another issue, identified both by the Project Progress Report and the interviewees, namely the lack of full-time project manager with sufficient administrative powers. The project coordinator was able to spend only about 30% of her working time on managing GLOT63, which does not seem enough considering the global character and broad thematic scope of the project. The situation improved with the recent appointment of another manager who has had more time to focus

² For a definition of FSA accounts, please refer to footnote 1, page 2. FSB accounts are used for Special Purpose funds (SPF), which 'are earmarked voluntary contributions which are provided by donors to fund specific projects and activities.' (Source: UNODC Field Office Operations Manual)

mainly on the administrative and financial side of the project, however the problem of incorporating the post of a full-time project manager devoted solely to GLOT63 remains unresolved.

The lack of progress monitoring system and insufficient management are the shortcomings in the project's design, which had effect on the overall performance of GLOT63. The majority stakeholder opinion is that there is merit in maintaining GLOT63's broad, "umbrella" character, as the comprehensive nature of the project enables "the normative to become more operational", provided that a full-time project manager would ensure sufficient control over which "sub-projects" correspond with the project's objective and therefore qualify for GLOT63's funding.

Relevance

Relevance with regard to UNODC strategic documents

Relevance of GLOT63 with respect to UNODC mandates and strategic framework has been initially confirmed by the above analysis (see: Section "Background and Context"). The data gathered in the subsequent stages of evaluation evidenced that the project is aligned not only with the overall UN strategy in the area of crime prevention and criminal justice, but also with the policies of both donor and recipient countries. The growing relevance of support to the national policy-makers and professionals in designing and implementation of evidence-based reform policy and programmes has been widely recognized. Moreover in the opinion of local law enforcement counterparts, GLOT63 offers appropriate solutions to the problems it aims to address. The method of providing local personnel with high-quality tools and trainings tailored to their needs with the help of field offices, has been unanimously assessed as UNODC's comparative advantage over the activities of other entities offering support in the area of crime prevention and criminal justice.

Relevance for the recipient countries

There is little doubt as to the importance of effective crime prevention and criminal justice systems at all: local, regional and international levels. The field mission to Latin America and telephone interviews with stakeholders in other parts of the world proved that there is huge demand for assistance in the areas falling within the scope of the project. The GLOT63 progress report to the ACCBP donor provides an example of successful safety audits, which started in Medellin, Colombia, but were subsequently implemented in several other municipalities and points out that there is a growing need of support that would enable successful promotion of the concept in other areas. Similar example provides equally successful Brazilian project "BRAT68" also using the concept of the local safety audit, which could be further geographically extended.

The need for stable, both financial and technical, support is evidenced by the successful implementation The "Criminal Justice Assessment Toolkit" in Mauritius, where the police and prison reform was partly based on UNODC's know-how, but did not use the GLOT63 funding. Currently however with the reform underway the financial support from GLOT63 is needed to ensure the sustainability of the changes. The area of prison reform was highlighted by some of the interviewees as one area where GLOT63 could find a comparative advantage and make a difference at the local and national level.

Relevance for the donors

Even though contact with the donors proved to be a difficult part of the data collection process, which itself may indicate lack of effective communication channels between the project's management and its benefactors, information gathered during the interviews highlights some of the crucial needs that in donor's opinion have not been satisfied by the project management both at the HQ and field office level.

From the donors perspective regular, short updates on the state of the funded project are more useful than an annual report or just one report at the end of the project. Moreover the reports should stress what difference has the provided funding made in the projects development, and what tangible, sustainable results have been achieved. This requirement is closely linked to the urgent need to establish a project progress monitoring system, which would allow tracking changes that the implementation of each “sub-project” has brought to the area receiving the project’s assistance.

Efficiency

The qualitative information gathered during the interviews provided evidence that the two major shortcomings identified at the operational stages of the project’s design, namely: the lack of a built-in project progress monitoring system and insufficient managerial attention devoted to GLOT63, have had effect on the project’s efficiency defined as a measure of how resources (funds, expertise, time etc.) have been converted into outputs, however the evaluation can only roughly assess the extent of the adverse impact.

Resources management

Without a baseline survey and progress tracking mechanism, that would enable making comparisons between different activities, “sub-projects” and programmes, it is impossible to provide a definitive answers to the following questions:

- Compared with alternative approaches to accomplishing the same objectives, has progress been made at an acceptable cost?
- Could more have been achieved with the same input?
- Could the same have been achieved with less input? Would alternative approaches accomplish the same results at a lower cost?
- What measures have been taken during planning and implementation to ensure that resources are efficiently used?

The methodological approach adopted by the present evaluation does not solely rely on quantitative data derived from the project’s documentation, it combines information from all available sources before making a factual statement or drawing a conclusion. The “perceived impact” approach aims at making the voices of all stakeholders heard and with regard to the considered problem of effective use of resources the gathered opinions vary from critical to largely approving.

Some of the members of the HQ staff responsible for contacts with field offices, advised that the activities performed under GLOT63 have been generally well-received in the recipient countries, moreover the thematic scope of GLOT63 encompassing seven broad outcomes has allowed to respond quickly if a particular problem is highlighted at the local level. Although contradictory views have also been expressed, the majority opinion is that the project has been largely effective in delivering support in the areas of crime prevention and criminal justice.

The areas where the project’s efficiency could be improved that have been pointed out by the interviewees are as follows:

- accounting systems, especially the coordination between HQ and field offices, which use a different system, lacks transparency and makes tracking of funds difficult,

GLOT63 Final Report

- clear delineation of functions between HQ and field offices,
- communication between all stakeholders of GLOT63 (involving UNODC HQ staff, field officers, the beneficiary Governments, the professionals and communities receiving the project’s assistance and the donors) throughout the whole project cycle.

Analysis of the project documentation, with special focus on the “Work monitoring plan” part of the Project Document, allows to draw a conclusion that the financial resources have been allocated and spent as planned, and that the project has delivered most of the planned outputs on time. The isolated cases of cancellations or delays are pointed out in the Project Progress Report (e.g. the case of translation of the handbook “United Nations Crime Prevention Guidelines - Making them Work” into Spanish and French), and reports concerning the “sub-programmes” of GLOT63 e.g. the ACCBP Report (translation of three handbooks into Portuguese).

A specific problem has been pointed out by the interviewees with regard to the activities of the two National Programme Officers for Brazil and El Salvador. The employment of both of the officers has been based on the principle of the so called “seed funding” which provided encouragement to engage in large number of projects, to ensure the successful ones would provide funding for their salaries. In effect, even though the overall evaluation by the stakeholders of their respective activities has been exceptionally positive, many of the planned projects have not been implemented. There are a variety of specific reasons for this (lack of funds, withdrawal of local partner support, lack of political will) however the underlying cause is that the NPOs do not have sufficient time to concentrate their efforts by having so many different and disparate projects.

Even though, considering the full range of activities performed under GLOT63, the cases of cancellations and delays did not severely affect the overall performance of the project, however in the communities affected by the cancellations or delays the perception of UNODC as a reliable and efficient institution could be damaged. It is therefore essential to ensure that all administrative and financial prerequisites have been fulfilled before engaging in any action at the local level.

The overall project management

The Project Document in the section “Project Management Mechanisms and Structures” states that “The project is managed by the Chief/Team Leader/JIU until the realigned structure including a Justice Pillar/Cluster is administratively implemented when the Team Leader of the Justice Pillar will be responsible for the management of the project. The project manager is supported by the Team Assistant, and all JIU/Justice Pillar staff as necessary.” In the following section “Work and monitoring plan” it is said that “The project implementation is monitored on an ongoing basis by the project manager.”

The internal re-organisation of the Justice and Integrity Unit and the Justice Section has had an impact on the project management of GLOT63. It suffered at a critical time when the Justice Section was left leadership for an 8 month period only ending in March 2011. Additionally many interviewees expressed the view that the project suffers because it comes under the jurisdiction of a Section rather than a Branch. This lack of input at Directorate level was seen as a limiting factor in GLOT63s profiling and prioritizing within UNODC as a whole.

Finally, both previous and current management of the Justice Section have seen GLOT63 rather as a “pot of funds” than a project with clearly defined strategic vision. This resulted in not devoting sufficient managerial attention to the project, which in turn affected its performance and perception among various stakeholders, most notably the donors.

The evaluation agrees with the conclusion of the Project Progress Report, that GLOT63 should have a full-time project manager with sufficient administrative powers and that the areas of technical management i.e. accounting, collecting data that would enable progress monitoring etc. should receive more attention. The newly appointed co-manager has had to set up his own spreadsheet, which requires two hours of weekly maintenance work, in order to be able to keep track of the project's finances. This clearly shows the need of a system that would ensure transparency and accountability and would not require the work of the highest project management for its maintenance. A full-time Project Manager would also be able to spend time ensuring the project is not marginalized or overlooked when being assessed against other UNODC projects for funding.

Partnerships and cooperation

Cooperation with the field office network

The problem of effective cooperation between HQ and field offices has been frequently raised during the interviews. The following issues have been identified:

- imprecise delineation of functions between HQ and field offices,
- lack of systematic, detailed reporting by the field offices,
- insufficient feedback, guidance and strategic vision provided from the HQ with regard to the field offices work,
- cumbersome accounting system used at the field office level,
- poor knowledge in the HQ of the local needs and circumstances,
- ignorance of the already functioning local solutions and mechanisms.

An illustration for the last point provides the situation in El Salvador, where UNODC acted with little apparent accurate analysis of the local political environment, which led to friction and hindered the subsequent cooperation with the regional governmental and international bodies.

An example of the urgent need to clearly define the responsibilities of the field staff is the situation in Brazil and El Salvador, where the National Programme Officers have been placed. Numerous interviews suggest that the officers have been engaged by the respective Regional Offices for tasks outside the scope of GLOT63, which did not allow them to focus sufficiently on their primary duties. This may be partly be due to the weak managerial connection between the HQ and field offices in this respect translating into a lack of determination in enforcing the GLOT63 strategic vision by the NPOs and Field Offices. Moreover the administrative aspects of cooperation have also been problematic. Field offices use the Field Office Management Ledger (FOML), which is a version of the accounting system used in the HQ, however the “sub” field office in El Salvador does not use this system. It simply reports to the Field Office in Mexico which does use the system. This makes the tracking of funds between sub office and field office difficult.

Even though there have been numerous critical observations, the general opinion about the relations between UNODC HQ and field office network is positive, however it has to be noted that the opinions of field offices were more positive than the view of the HQ staff.

Another issue is UNODC presence in South and Central Americas, which GLOT63 aimed at strengthening. Two national programme officers for Brazil and the South Cone and for El Salvador and

Central America have been employed on the “seed funding” i.e. the funds for the salaries were initially provided for only a year, during which the officers were supposed to create enough projects that would subsequently cover the costs of their incomes. Even though the officers “performed to the full satisfaction of the respective Regional Representatives and the Officer-in-Charge, Justice Section, Division for Operations” and received very positive opinions on their work from both supervisors and co-workers none of them managed to attract enough donor funding for their numerous projects to secure sustainability of their posts. The situation could have undermined UNODC perception as a reliable partner and strong actor in both respective regions (For further analysis see section: Sustainability).

Cooperation with partner agencies

The Project Progress Report provides numerous examples of successful cooperation between UNODC and other UN agencies or regional organizations. Many of the Handbooks and other tools are the effect of joint work of sometimes many institutions, for example the widely successful “Crime Prevention Assessment tool” has been developed in cooperation with the United Nations Human Settlements Programme (UN-HABITAT). GLOT63 has also been involved in numerous broad inter-agency programmes such as the United Nations Armed Violence Prevention Programme with five other partner organizations, namely: UNDP, UN-HABITAT, UNICEF, UNODA and WHO.

Interesting example of successful cooperation between UNODC and UNDP provides the police and prison reform programme in Mauritius. The programme did not rely on the GLOT63 funding, which was provided by UNDP, but instead accepted substantial technical assistance from UNODC. The most useful element of the project’s know-how has once again proved to be the Crime Prevention and Criminal Justice Assessment Tool. In the opinion of the local UNODC staff knowledge and expertise provided by the Office has significantly raised its profile in the region.

There have however also been less successful cases of UNODC presence at the regional level. In opinion of both the National Programme Officer and the Integrated Programme and Oversight Branch staff, the two agencies, which have established outstanding working relations in Mauritius have been rather competing than cooperating in Central America. The situation has partly been the effect of, the previously described, lack of baseline analysis of the local political environment and taking action in absence of reliable data on the countries needs. As the only person representing UNODC in El Salvador was the National Programme Officer with very modest funding available for his projects and who’s post was established after a period of successful activity of UNDP in the region, he was not regarded as a serious partner for cooperation by other stakeholders.

Effectiveness

Data gathered in the evaluation process allow for only a rough assessment of the overall effectiveness of GLOT63. The extent to which the project achieved its objective and outcomes may vary between different regions, which benefited from the project’s funding. Due to lack of baseline survey and project progress monitoring system the availability of quantitative data was limited. However many stakeholders assessed GLOT63 as effective and some of the activities performed under the project have even received outstanding ratings on their effectiveness (see: Section “Case study”).

As it was previously mentioned, according to the “Work monitoring plan” most of the outputs have been delivered. However the interviews and project documentation suggest three areas where GLOT63 effectiveness could be improved:

- timely translation of handbooks,
- cancellation of well-designed projects due to the lack of donor funding,

- insufficient attention invested in pursuing the outcomes specifically described in the Project Document.

Delays in translation of UNODC materials is a broader problem of UN procurement procedures, which makes the issue difficult to approach from the perspective of a particular project relying on general UN regulations. The second problem however is a direct effect of the concept of “seed funding” developed in the HQ, which did not prove successful at the local level (For further analysis see: section “Sustainability”). The last problem concerns specific outcomes clearly defined in the Project Document (e.g. establishment of national data collection systems to ensure justice for children or developing and implementing crime prevention and criminal justice responses addressing the specific needs of women in prisons), of which there is no further information in the Project Progress Report and the interviewees confirmed there are no tangible results in the respective areas, therefore the evaluation must conclude that not all of the crucial results, specifically mentioned as the operationalisation of the seven broad outcomes, have been achieved.

Case Study

The Criminal Justice Assessment Toolkit (of which the Crime Prevention Assessment Tool forms a key part) has been identified on the basis of analysis of the project’s documentation and the information provided by interviewees, as one of the most successful tools developed by UNODC. The tool has been successfully implemented in numerous countries, such as: Colombia, Brazil, Mauritius or Ethiopia.

According to the information on UNODC Internet page “The tool is designed to assess crime prevention needs, identify areas for technical assistance, describe interventions that incorporate United Nations standards and norms on crime prevention, and provide further training on these issues. Its development is a step towards more integrated approaches to crime prevention.³” The concept of a standardized template that requires the local law enforcement personnel to consider specific subjects, such as human rights, crime statistics, existing action plans etc. and contact all relevant stakeholders still does need much adjustment to the local environment in order to enable successful implementation.

Also during the interviews persons involved in the application of another tool, namely the safety audit, highlighted the fact that this was an exceptionally useful tool and that the added value the field officers contributed to the audit was tailoring it to the local needs, which has significantly increased both the usefulness and positive perception of the tool among the local law enforcement officials.

In the information provided by the interviewees, both at HQ and field level, four key success factors can be identified:

- high quality know-how,
- sufficient training and assistance during the implementation,
- involvement of all relevant local stakeholders,
- sustainable funding.

The audit provides highly professional knowledge, which significantly improves the performance of the local authorities in charge of crime prevention and criminal justice. Adjusting the tool to the local socio-economical environment with the assistance of UNODC field officers constitutes additional value. The

³ <http://www.unodc.org/unodc/en/frontpage/2009/November/unodc-release-new-crime-prevention-assessment-tool.html>

success of the audit was possible, because at the initial stages sufficient funding and human resources were available to train the local staff and guide them through the first stages of the implementation. Another interesting observation is that the audit encourages all relevant local stakeholders to work together and share knowledge, which, in many regions, has not always been the case in the past. Last but not least, the funding available at the initial stages of the project was crucial element of its success. Sharing cost of the audit with the local administration in the phase of convincing them of the usefulness of the tool was essential, however after the respective regional authorities have learned about the benefits the audit could provide, sufficient local funding has been secured.

An important observation is that a well-prepared, complex tool encompassing both theoretical knowledge and an action plan and accompanied by sufficient administrative planning with respect to funding and human resources has the ability to attract sufficient donor funds to sustain its functioning in the initial implementation stages. Two highly successful examples come from Colombia, where the GLOT63 funding covered 50% costs of the audit, the rest being provided by the local authorities, who are now taking over the financing of the procedure, and Mauritius where the use of the Criminal Justice Assessment toolkit has, from the beginning, been fully funded by sources other than GLOT63.

A challenge for the future is to spread and promote the successful concept globally. Numerous UNODC handbooks and manuals available on-line, have consistently been evaluated as most useful for the local law enforcement staff in need of guidance. Also participants of UNODC trainings have been giving highly positive feedback. The idea of an e-learning course combining the experiences of the above tools could be both cost effective and efficient answer to the growing need of UNODC assistance at the local level.

Impact

Impact, defined as “the positive or negative, primary and secondary long-term effect(s) produced by a project or programme, directly or indirectly, intended or unintended”, can only be given a rough overall assessment with regard to an “umbrella project” with no quantitative progress monitoring system, no list of all undertakings falling within its scope or no data on how much financial resources have been used in each region, such as GLOT63.

Over the four years of GLOT63 implementation the portfolio of UNODC diverse, global activities in the areas of crime prevention and criminal justice has risen. Both successful and less successful programmes and “sub-projects” performed under GLOT63 have been analyzed in other sections of the report (See sections: Effectiveness and Sustainability), however the majority stakeholder opinion on their impact is positive.

Increased volume of activities has raised the profile of UNODC globally, and made the organization visible in regions where it previously had no influence. Although there have been cases of less successful attempts to establish presence (El Salvador), in most regions the organization engaged in effective cooperation with local authorities (e.g. the GOA - Antioquia Governor’s Office in Colombia), the private sector (e.g. Caixa Seguros Group in Brazil), regional international organizations (e.g. SICA -Sistema de la Integración Centroamericana in Central America), and other UN agencies (e.g. UNDP in Mauritius).

The area where GLOT63 has comparative advantage over the activities of other organizations and entities is development of high-quality tools and trainings in the area of crime prevention and criminal justice and its subsequent adjustment to the local needs by the field offices. The tools have received consistent high ratings from all of the interviewees and have been pointed out as the most helpful form of assistance by the representatives of local law enforcement personnel. Good illustration of the impact of professional knowledge presented in the handbooks provides the police reform project from Mauritius, where the added value of GLOT63 constituted the materials on assessment of the crime prevention and

criminal justice systems. The important observation is that GLOT63 can have an impact on significant national reforms by providing know-how and without the need to supply any funding.

The overall impact of the project can be assessed as positive with diverse effects in different regions. The increase in volume of activities has raised the profile of UNODC globally with the high-quality tools being pointed-out as the most useful method of assistance.

Sustainability

In order for the achieved result to be sustainable several factors must be appreciated from the earliest stages of the project planning, three of the most important being:

- human capacity building with sufficient support at the initial stages,
- local ownership of goals of the project and its subsequent achievements,
- stable sources of funding.

All three elements are essential to ensure the implemented outcome will be integrated into the local policies and practice in the area of crime prevention and criminal justice.

Successful example of sustainable results provides the application of “Crime Prevention Assessment Tool” or more specifically the “Local Safety Audit” in several municipalities in Colombia. Firstly, sufficient effort has been invested into training the local law enforcement personnel. Secondly, the idea was presented to the entities with decision making power in the region, i.a. the Governor’s Office, to ensure their cooperation. Moreover the crucial aspect of funding, which was provided equally by GLOT63 and the local government, has not been neglected. In effect the audit has been incorporated into the local security policy “Política local de Seguridad, Hábitat y Convivencia”, and the Governor’s Office is planning to extend the geographical scope of the undertaking.

The area where GLOT63 did not achieve sustainable results is placement of project staff in South and Central America. Funding for the posts of National Programme Officers (NPOs) in Brazil and El Salvador was initially provided for only a year. The idea of “seed funding” was based on the assumption that financial resources, covering the costs of salaries of local UNODC staff, provided for limited period of time, would not have to be further supplied when their successful activities receive other sources of funding. The idea could have potential positive and sustainable results, however the analysis of situation in both Brazil and El Salvador indicates that several conditions have to be fulfilled in order to make the “seed funding” work well at the field level, with absolutely essential being the aforementioned HQ support at the initial stages of activity.

In El Salvador the NPO has been deployed without previous extensive analysis of the local political environment and with several unsuccessful actions already taken by the HQ. The two most important mistakes pointed out during the interviews were: firstly employing a consultant with the task of preparing a plan of tackling the problem of regional, organized criminality, when all the relevant countries had already agreed on a different approach than the consultant presented. Secondly the support from the senior HQ staff member for the Costa Rica’s desire to host a regional ministerial meeting, when Nicaragua had already secured support of all other Central American countries. These actions by UNODC HQ have had an adverse effect on its perception by the crucial stakeholders and hindered the cooperation of the NPO with key regional entities.

The parallel problem was the already well established, strong presence of UNDP in Central America. The NPO was the sole representative of UNODC in the country with very limited funding available for

his projects, incomparable with both human and financial resources at the disposal of UNDP. In addition the NPO was engaged by the Regional Office and the HQ in numerous activities, outside the scope of GLOT63 – the project which provided funding for his salary. The lack of strong management at the HQ level ensuring implementation of the project’s strategic vision has led to the situation of little guidance and support for the NPO in El Salvador. In effect even though the NPO has put tremendous effort, evidenced both by the reports of his activities and the opinions of the key stakeholders, in designing high-quality projects the limited time frame proved insufficient to enable the projects to grow and secure stable sources of funding. A similar situation occurred in Brazil due to 3 key and similar factors namely; i) seed-funding ii) little strategic direction or guidance from HQ and iii) modest resources for initial activity. The funding for the two posts of the NPO’s ceased along with a specific GLOT63 presence in both their respective regions.

The concept of “seed funding” can potentially encourage significant positive changes in the regions, where it is applied, however the HQ must ensure that competent, motivated staff is recruited. This will require much tighter terms of reference for prospective GLOT63 NPOs which will assist HQ and the Field Offices in ensuring the NPOs roles and responsibilities are fully understood. Additionally sufficient support, guidance and strategic vision along with securing funding for the period of initial stages of local capacity building should be provided from both HQ and the Field Offices.

Innovation

Both examples of innovative solutions come from the work of the National Programme Officers placed in Brazil and El Salvador.

A creative example of cooperation between the public and private sector in the area of crime prevention is the Brazilian BRAX16 project, where funds have been provided by the social investment fund of Caixa Seguros Group, which was as success of the NPO in Brasilia.

In El Salvador the NPO cooperated with the Ministry of Culture on a crime prevention project – “creative stations”, which was aimed at children at risk of engaging in criminal behavior. The idea of the project was that by providing sufficient opportunities for children to use their energy in constructive ways, they will be successfully distanced from the local criminal environment. Unfortunately the El Salvadorian government has withdrawn its support and did not provide the abandoned railway stations, which were supposed to serve as the location for the children’s creative activities.

III. CONCLUSIONS

The evaluation confirmed huge and growing demand for assistance in the area of crime prevention and criminal justice, therefore the need to continue the project is apparent. Over the four years of its existence GLOT63 has accomplished a lot and received largely positive feedback from most of the stakeholders. In some areas the project has achieved widely acknowledged, sustainable results (e.g. the application of crime prevention and criminal justice assessment tool, numerous well-received handbooks and trainings) in other areas (e.g. establishing sustainable presence in South and Central Americas) it has been less successful.

Internal managerial obstacles have had influence on the performance of GLOT63, however the overall assessment of the project by the stakeholders has been largely positive. The challenge for the future remains better articulation of GLOT63 objectives both internally (HQ staff, field offices) and externally (beneficiary governments, donors), as the lack of clear strategic vision has been pointed out as a major

weakness of the project by most of the interviewees, especially those representing UNODC HQ and donors.

Managing a global project such as GLOT63 gives access to numerous types of data, which if analyzed could provide Justice Section with invaluable observations. Information on time, invested financial and human resources and quantitative markers of achievement of the project's objectives (e.g. number of users of a particular handbook, knowledge test results of training participants etc.) could be analyzed (e.g. correlations, linear regression) to distinguish regularities and trend lines, which in turn could provide more precise answers as to where resources are being used efficiently and where could the efficiency be improved, which areas are underinvested and which funds could already be withdrawn etc. The opinions of key stakeholders on issues regarding the evaluated project could be statistically analyzed using the method of factor analysis, which could provide more reliable and valid answers as to what are the problems in the relevant area.

The General Assembly resolution 44/72: "*Crime prevention and criminal justice*", which defines the main UN objectives in the area of crime prevention and criminal justice, links the "highest standards of fairness, efficiency, humanity and professional conduct" with "the observance of human rights" at all levels and stages of designing and implementing any activity in the area of crime prevention and criminal justice. It is therefore suggested to join the most successful areas of GLOT63, namely the high-quality, professional technical assistance with the underlying principle of observance for human rights. The focus on the technical capacity building should be reflected in the project's title (e.g. "Technical assistance and capacity building in the area of crime prevention and criminal justice") and the three pillars of most successful GLOT63 activities, namely:

- handbooks
- trainings
- technical assistance missions

should be the three output areas aimed at achieving the objective of a more professional crime prevention and criminal justice policies based on the observance of human rights.

IV. RECOMMENDATIONS

The recommendations, lessons learned and best practice are based on the analysis of data from the project documentation and opinions of the key stakeholders. It should be recognized that the terms of reference for this mid-term evaluation focused on GLOT63 delivery in Latin America. Therefore there may be additional lessons learned and best practice from other areas of GLOT63 work which have not been uncovered by this evaluation.

- the project should be extended but redesigned, it is essential that focus areas are agreed upon, so that the thematic scope of the project can be narrowed. One area of focus should be the development and promotion of the local safety audit. Other areas must be those in which GLOT63 has a comparative advantage over other rule of law actors which may include prison reform.
- rebranding of the project must be clearly communicated to the stakeholders, especially the donors, who should also receive regular updates on the funded activities performed within the scope of the project and what difference does the funding make for the beneficiary communities,

- the project’s activities should be focused on making a tangible difference on the field level, relevant local authorities should be informed about the benefits which UNODC assistance can bring,
- a post of full-time project manager, with strong accounting and administrative skills should be created,
- the project should receive a built-in progress monitoring system, including baseline studies, quantitative and qualitative indicators of achievement of objectives,
- the communication between the HQ and field offices should be improved, clear delineation of functions and responsibilities is required,
- the concept of “seed funding” should be carefully applied and always preceded by an extensive analysis of potential risks, benefits and an exit strategy,
- UNODC should promote its “honest broker” role and always analyze the regional political environment before taking action at the local level,
- the most successful activities should be promoted, given the interest in UNODC on-line handbooks and training materials, development of an e-learning course could be both efficient and cost effective way of capacity building and improving the general visibility of the project with stakeholders, including donors.

V. LESSONS LEARNED

Lessons Learned

Properly supported HQ resources

On the headquarters level, staff shortages have been identified as potential hindrance to the effective management of the project. The fact that GLOT63 does not include a post of project manager dedicated only to this project requires the staff of the Justice Section to manage it along with other duties, which proves challenging.

Project progress monitoring mechanism

Without the tool to monitor progress of an undertaking it is difficult to evaluate whether the desired objectives have been achieved. Progress monitoring mechanism should include:

- baseline survey together with needs assessment,
- clear and unambiguous, both quantitative and qualitative markers of achievement of specified results,
- database which enables retrieval of data on the state of the project at any time,
- accounting system that allows tracking of funds both at HQ and field office level.

For “umbrella projects” such as GLOT63 an absolute must is a readily available list of all programmes, “sub-projects” and activities performed within its scope.

Donor relations

Maintaining good communication channels with the donors is essential to securing stable funding for the project. The interviewed donors pointed out that it is more useful to receive regular updates on the state of the funded undertaking rather than an annual report or just one report at the end of the project. Frequent reports are a chance to present the achievements of the project and provide an analysis on what difference the financial resources provided by the project’s benefactor make for the beneficiary communities.

Decision making process

Fast and effective decision making is an absolute prerequisite to successful execution of any project, but in the context of a global undertaking based predominantly on donor funding such as GLOT63 it becomes absolutely crucial. In Guatemala the crime prevention consultancy had to be cancelled, even though the funds have already been transferred to the Regional Office in Mexico. The inability of the National Programme Steering Committee to agree on the priorities for implementation of the country programme has been the sole cause of the cancellation.

Contractor delays

Efforts put into selecting the best undertakings or persons for a particular service should not be understated. Raising regional awareness of UNODC’s activities could attract potential contractors. The ACCBP Project Report provides an example, where the whole project task of translating handbooks was hindered because of inability to select the effective translator, in which rigid procurement procedures have also played a part.

Best practices

Support of local authorities

Alliance with local authorities fosters institutional capacity building and the ownership of goals, both of which increase the sustainability of the project’s outcomes. For example the engagement of the Office of Governor of Antioquia (Colombia) not only ensured the completion of safety audit in Medellin (even though it had to be postponed due to heavy winter conditions including floods and landslides), it also led to inclusion of the safety audit into the local security policy.

Promoting successful solutions

The Criminal Justice Assessment Toolkit has been pointed out as one of the most successful tools developed by UNODC (with support from the OSCE). The crime prevention assessment tool forms one of the key elements of the CJAT and has been applied in many thematic and geographic areas covered by GLOT63. The evaluation established huge and growing demand for further assistance. The success of the numerous handbooks available on-line, trainings organized by UNODC, and the local assistance missions seem to attract both donor funding and encourage regional cooperation.

Dedicated, professional human resources

The project’s objectives strongly relate to expert knowledge of the regional and local policymakers in line with the GA resolution 44/72, which explicitly underlines “*the highest standards of fairness,*

efficiency, humanity and professional conduct". In order to ensure high quality management in the area of crime prevention and criminal justice, motivated and professional staff is vital. The placements of experts in Latin America, who performed to the full satisfaction of the respective national and international authorities has lead to completion of numerous programmes, workshops and other activities, which potentially strongly influence regional policies.

Annex A

Matrix of evaluation questions

Data requirement	Sources						
	UNODC GLOT 63 Project staff	GLOT63-funded field officers	GLOT-63 beneficiary government officials	civil society counterparts	GLOT63 donors	other UNODC staff at headquarters	Sundry project documentation
I. Relevance							
1) Is the way the Project was designed and implemented relevant with respect to:							
a. UNODC's crime prevention and criminal justice mandates, strategy, strategic framework, and thematic programme;	√					√	√
b. the needs of recipient States in the areas covered by these mandates;	√	√	√	√			
c. other existing UNODC projects, in particular GLOU46 and all field level projects in crime prevention and criminal justice?	√						
2) Is the Project relevant for donors?	√				√		
3) Is the link with other strategic and operational documents clear to stakeholders?		√	√	√	√		
II. Effectiveness							
1) Is the project designed to maximise effectiveness?	√	√	√	√	√	√	√
a. In particular is the management structure of the project (ie no project manager funded by the project) effective?	√						
b. If not what is recommended?	√						
2) Has the Project been executed effectively?	√		√		√		
3) Has it reached its objectives, given UNODC's operational constraints (administrative, financial and human constraints) and political constraints (willingness and capacity of States to receive support offer under this Project)	√		√		√		
4) How did the transfer from FSA to FSB impact on the effectiveness?	√						
III. Efficiency							
1) Has the Project served its objectives in particular and the Justice Section/ UNODC in general?	√						
2) Is the Project framed in the most cost-efficient way?	√					√	√
3) Does it allow for a maximum of impact with a minimum of resources?	√					√	√
4) Have some objectives not been reached and, if yes, what is the main reason?	√						√
5) Is it efficient to have such a broad umbrella project covering all substantive areas and activities of the section at operational level?	√						
a. If not, what is recommended to increase efficiency?	√						
IV. Sustainability							
1) For 2012-2015, should the current project be extended as it is?	√						
2) Or should it be extended but redesigned?	√						
3) Or should it be closed and should another project/ other projects be designed instead and how?	√						
4) How can the new/extended project(s) be designed to ensure funding sustainability?	√						
V. Impact							
1) What difference did the Project make, both at the global and at the field level to its main beneficiaries?			√				
2) Was the impact maximised?	√		√				
3) How could the impact be maximised in future?	√	√	√				
4) Did the lack of communication strategy/ fund-raising strategy/ dedicated staff impact negatively on the project impact?	√	√	√				
5) How can impact on women, children and disadvantaged groups be further maximised and documented?	√	√	√	√	√		
VI. Lessons learned and best practices							
1) What are the main lessons that were identified/ learned in implementing the project, at project implementation-level and at substantive-level?	√	√	√	√	√	√	√
2) Should the new/extended project(s) focus on one/several substantive areas and/or on one/several types of activities?	√	√	√				
3) If yes which ones (policy/tools/support to field level activities/delivery of training/development of training modules etc)?	√	√	√		√		
4) What are best practices that can/ should be shared with others?	√	√	√	√	√	√	√

Annex B

Stakeholder Coverage and Interviewees

Individual		Stakeholder Group	Position
Ricarda	AMBERG	UNODC Headquarters	Ex Justice Section, Division for Operations
Amado Philip de	ANDRÉS	UNODC Headquarters	Team Leader for Latin America and the Caribbean
Veronica dos	ANJOS	Partner Agencies	Coordinator of Violence Against Women, UN Women
Erich Vilchez	ASCHER	Beneficiary Government Representative, El Salvador	Director of Political Affairs and Security of SICA, Ambassador
Gautam	BABBAR	UNODC Headquarters	Strategic Planning Unit
Claudia	BARONI	UNODC Headquarters	Crime Prevention and Criminal Justice Officer
Jailson Ferreira	BRAZ	Beneficiary Government Representative, Brazil	Director of Assessment, Monitoring and Analysis, Department of Public Safety
Henry	CAMPOS	Beneficiary Government Representative, El Salvador	Vice minister of Justice and Security
Pedro Jose	CRUZ RODRIGUEZ	Field Office, El Salvador	Ex UNODC Regional Officer
Aurora	CUBIAS	Beneficiary Government Representative, El Salvador	Director of Transparency. Sub secretariat of Transparency and Corruption
Julio	DANILO	Beneficiary Government Representative, Brazil	Chief of Federal Police
Estela-Maris	DEON	UNODC Headquarters	Crime Prevention and Criminal Justice Officer
Milton	DONO	Beneficiary Government Representative, El Salvador	Coordinator de Red de Casas de la Cultura
Anna	GIUDICE SAGET	GLOT 63 Project staff, UNODC Headquarters	Drug Control and Crime Prevention Officer
Muki	JERNELOEV	UNODC Headquarters	Donor relations
Valérie	LEBAUX	UNODC Headquarters	Chief, Justice Section, Division for Operations
Harry	MAC DONALD	GLOT63 Donors	First Secretary of the United Kingdom

GLOT63 Final Report

			Mission to the UN in Vienna
Cristina Podolan	MAROCHI	Partner Agencies	Coordinator of the Joint Programme “Security with citizenship” (MDG-F), UNDP
Bertha Loya	Nayella MARTIN	Field Office, Brazil	Research Officer
Alexandra	MARTINS	UNODC Headquarters	Crime Prevention and Criminal Justice Officer
Bo	MATHIASON	Field Office, Brazil	Head of UNODC Regional Office Brazil
Carlos	MEDINA	Field Office, Columbia	Security and Justice Section
Nivio	NASCIMENTO	Field Office, Brazil	Coordinator, Unit of Crime Prevention and Public Security
Andres	NUÑES	UNODC Headquarters	Ex-Colombia Office
Polleak	OK SEREI	GLOT 63 Project staff, UNODC Headquarters	Associate Crime Prevention and Criminal Justice Officer
Gaspard	OSTROWSKI	UNODC Headquarters	Associate Expert, Independent Evaluation Unit
Suzanna	PAZ	Field Office, El Salvador	Chief, Administration and Finance Unit
Catherine	PERRET	UNODC Headquarters	Chief, Finance Resource Management Services
Misael	PONCE	Beneficiary Government Representative, El Salvador	National Civilian Police Officer “Centre of Excellence”
Nelson Rauda	PORTILLO	Beneficiary Government Representative, El Salvador	Sub-Director General, Office of the Direction General of Prisons
Alice	SCARTEZINI	GLOT63 Donors, Brazil	Coordinator of Private Social Investment, Caixa Seguros Group
Miri	SHARON	UNODC Headquarters	Drug Control and Crime Prevention Officer
Mark	SHAW	STATT Consulting, UNODC	Ex-UNODC Head of Criminal Justice Section
Elisabet	SUNDSTROEM	UNODC Headquarters	IPB North Africa/ Middle East
Luciana	VIEGAS	UNODC Headquarters	Public Information Officer
Jullien	WOIRIN	Partner Agencies	UNODC Associate Expert – Criminal

GLOT63 Final Report

Justice Reform

Safa	ZABEN	UNODC Headquarters	Programme Assistant
Thomas	ZEINGL	UNODC Headquarters	Programme Support Unit, Division for Management

Annex C

Documents analysed during the desk review

1. ANTI-CRIME CAPACITY BUILDING PROGRAM (ACCBP) INTERIM PROJECT REPORT – FY10-11 CONTRIBUTION (PERIOD: NOVEMBER 2010- MARCH 2011),
2. ANTI-CRIME CAPACITY BUILDING PROGRAM (ACCBP) Project Proposal document
Period : APRIL 2011- March 2012,
3. ANTI-CRIME CAPACITY BUILDING PROGRAM (ACCBP) PROJECT REPORT (PERIOD: DECEMBER 2009- DECEMBER 2010),
4. Crime Prevention Criminal Justice TP Final, Justice Section, Division for Operations, UNODC Revised version, April 2011,
5. PROJECT DOCUMENT,
6. Project Progress Report 2011.05.19,
7. PROJECT REVISION 2011.06.03,
8. PROJECT REVISION 2011.09.01,
9. Strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime,
10. Terms of reference for independent evaluation of Project GLOT63, 7 September 2011,
11. Terms of reference for independent evaluation, annex 1 (Document review).

Annex D

GLOT63 Questionnaire

	Excellent	Good	Fair	Poor
1. In your opinion how well does the GLOT63 reflect your countries policies and objectives?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. How well does the GLOT63 integrate its work with other UNODC projects?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. How well does the GLOT63 achieve its goal of benefiting the users of criminal justice system and local communities?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. How well has the GLOT63 reacted to changes in its operating environment?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. How well does the GLOT63 use the resources that it has available?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. How would you assess the usefulness of tools and manuals developed under GLOT63?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. How positive an impact has the GLOT63 had in your country?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. How well has the GLOT63 managed the issues of partnership and cooperation?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

9. In your opinion what does the GLOT63 project do well?

10. In your opinion where could the GLOT63 project improve?

Annex E**GLOT63 Most Significant Change Questionnaire**

1. What, in your opinion, has been the most significant success that the GLOT63 has achieved?

2. Apart from a lack of resources what, in your opinion, has been the most significant barrier to the success of the GLOT63?

3. Apart from increasing resources what, in your opinion, is the most significant change that could be made to the GLOT63 to improve its effectiveness?