



The European Union's "155-526//156-646//221-250" Project for the Centrally Managed Thematic Projects

Service Contract for a Monitoring System of the
Implementation of Projects and
Programmes of External Co-operation Financed by the
European Community

Lot 5: Centrally Managed Thematic Projects

Synthesis Report for the DRUGS and STABILITY Section

April 2011



This project is funded by the
European Union



A project implemented by
ICCS-NTUA

TABLE OF CONTENTS

1. INTRODUCTION	1
2. PROGRAMME AND INSTRUMENT SYNOPSIS.....	2
2.1. FINANCING AND PROGRAMMING BACKGROUND.....	2
2.2. INTERVENTION LOGIC OF THE INSTRUMENT AND PROGRAMME	3
2.3. MONITORED PROJECTS.....	3
3. ROM WORKPLAN	6
3.1. MONITORING APPROACH OF THE CMTP MONITORING TEAM.....	6
3.2. INCORPORATION OF THE PROJECTS IN THE WORKPLAN	7
3.3. PREPARATION OF MISSIONS	8
4. INSIGHTS OF THE PROGRAMME AND IFS PROJECTS	10
4.1. PERFORMANCE OF PROJECTS BY DAC CRITERIA.....	10
4.2. PERFORMANCE OF PROJECTS BY PERFORMANCE CATEGORY	12
4.3. PROJECTS PERFORMANCE BY TYPE OF IMPLEMENTING PARTNER	16
4.4. PERFORMANCE OF PROJECTS BY GEOGRAPHIC REGION.....	17
4.5. CROSS-CUTTING ISSUES.....	20
4.6. PERFORMANCE OF PROJECTS OVER TIME	21
5. SUCCESS STORY.....	23
5.1. PROFILE OF THE SUCCESS STORY	23
5.2. REASONS FOR SUCCESS	24
6. CONCLUSIONS AND RECOMMENDATIONS	25
6.1. OVERALL CONCLUSIONS ON THE PROJECTS	25
6.2. RECOMMENDATIONS	26

ANNEXES

ANNEX I: *Horizontal Monitoring Reports produced*

List of Tables

Table 1: Monitored Projects under the North-South cooperation in the campaign against drugs and drug addiction Programme	4
Table 2: Monitored projects under the IfS	5
Table 3: CMTP-specific ROM features.....	7
Table 4: Quantitative overview of outputs achieved for projects- by region and sub-regions.....	8
Table 5: Projects performance by monitoring criteria.....	10
Table 6: Projects performance by Performance category	12
Table 7: Types of Implementing Partner.....	16
Table 8: Types of Implementing Partner per monitored project.....	17
Table 9: Performance of re-monitored project.....	21
Table 10: Performance of projects over time by contractual year	22

List of Figures

Figure 1: Overall performance of implementing partners per region.....	18
--	----

Executive Summary

This Synthesis Report provides a brief overview of the projects monitored under the “North-south cooperation in the campaign against drugs and drug addiction Programme” and the Instrument for Stability (IfS). The report analyses the monitored results and provides horizontal conclusions and recommendations. The “North-south cooperation in the campaign against drugs and drug addiction Programme” (the Programme) and the IfS aim at addressing a number of global security and development challenges. In particular, they were introduced to support non-EU member countries’ global and trans-regional efforts to address the cross-border threats posed by trafficking, terrorism and organised crime, including the illicit trafficking of weapons, drugs and human beings. Out of the ten projects analysed in the present report, six were funded in the frame of Calls for Proposals or Joint management action under the Annual Work Programme 2005 and 2006 of the Programme and five were funded under the long-term component of the IfS.

Five projects were monitored under the “North-south cooperation in the campaign against drugs and drug addiction Programme” (one was monitored twice) and 5 under the IfS. In total 62 visits were implemented and 54 reports were produced, i.e. 13% of the reports produced for the project ROM CMTD in the period May/2008 – Apr/2011. The selected projects were all multi-country interventions and they were monitored following the ROM regional methodology.

On average, the monitored projects had problems concerning their overall performance with a score of 2.49/4.00, equal to the grade “c”. Relevance/Quality of Design had the lowest score (2.18). Despite the high relevance of the projects, significant design flaws have been pointed out. Three projects were classified in Performance Category II (Good Performance), 5 projects were classified in the Performance Category III (Performing with problems), and 2 in Category II (not performing). None of the monitored projects was in a critical stage (with more than one “d”). In particular, the project managed by the Drugs and International Crime Department (DICD) of the UK Foreign and Commonwealth Office (FCO) performed well (3.13), however this was not the case for the projects implemented by the UN International Organisations (UNODC and UNDP) (2.39), RECSA (2.39), GIZ (2.29) and the partner countries public administration (2.00), i.e. the Anti-Narcotics Department of Public Security Directorate in Jordan and the Drug Enforcement Central Bureau of the Judiciary Police of the Republic of Lebanon. On the other hand, in the case where different types of organisations worked together (e.g. UNESCO, Caritas and other NGOs) for Harm Reduction in Developing Countries, the project performed well (2.51).

The country components in the geographic region of the Caribbean, Pacific, Cuba and Overseas Countries and Territories had the best performance with an overall score of 2.77/4.00, while the monitored country components in the European Neighbourhood Countries scored only 2.00/4.00. Regarding cross-cutting issues, in 62% of the monitored projects, the inclusion of the appropriate cross-cutting issues in the intervention logic was considered as adequate (“b”). In particular, 20% of the projects were taking into account gender interests and 10% the environmental needs, 100% were supporting good governance and 75% the promotion of Human Rights.

The performance of the re-monitored project was considerably improved (24%), certainly due to the review of the design in line with the recommendations of the first monitoring. In general, all monitored projects have a tendency to perform better with time. Beyond the re-monitored projects, a brief statistical analysis shows that the new projects are performing better than the old ones, given that there is an obvious positive tendency with regard to the average score of the projects from “c” (1.92) for those contracted in 2005 to “b” (2.85) for those contracted in 2009.

Among the monitored projects, the project “PRELAC - Prevention of the diversion of drugs precursors in the Latin American and Caribbean region” is the best performing one with three “b” and two “a” [average score of 3.58 (“a”)]. The success is explained by the appropriately defined intervention logic, the continuous communication between the partners, the flexibility in the planning of the activities and the excellent ownership of the project by the target groups.

Several projects have suffered from weak project design, disparate and wide regional coverage and complex administrative issues. In order to facilitate an effective project implementation and secure the contribution to the objectives, partners should ensure in-depth knowledge and better use of PCM/LFA.

A correct and updated Logical Framework Matrix (LFM) helps the good performing management of the project. The LFM should include SMART OVI's, adequate risk management strategies and assumptions. Furthermore, overambitious Project Purpose should be avoided in such pragmatic domains as drugs and SALW. The Project Purpose should be clear and concise and the management of the project should be supported by appropriate monitoring tools. Additionally, the geographical coverage of the projects should not be too wide and the countries to be involved should be selected following relevant criteria (e.g. some countries selected were not pertinent for the cocaine trafficking routes). Moreover, the partners should participate more actively in the design of the projects with a clear assessment of the capacities of the national partners which will permit to adapt accordingly the activities to be implemented in each country. All multi-country projects should consider country-specific aspects and should promote national workplans. Finally, a pre-implementation phase should be foreseen in order to allow the project to identify any potential difficulties regarding the capacities of the partners and links with National Programmes should be promoted enhancing the focus on cross-cutting issues.

1. INTRODUCTION

In the Technical Annex of the ROM CMTP contract, the Contractor proposed to elaborate and submit to the EC Synthesis Reports on the main CMTP Sections. The role of this Synthesis Report is to present briefly the projects funded under the “North-south cooperation in the campaign against drugs and drug addiction programme” and the Instrument for Stability (IfS) which were monitored in the frame of the ROM¹ CMTP 2008-2010, the implemented workplan and the insights of the projects focusing on the monitoring results and their analysis. Moreover, the Synthesis Report aims to provide an example of a success story, follow-up of ROM recommendations and finally to present the overall conclusions and recommendations. Experience from the past has shown that the Synthesis Reports, due to their concise and consolidated content, have been very welcome by the EC Services.

The Results-Oriented Monitoring (ROM) system by assessing projects’ Relevance and Quality of design, Efficiency, Effectiveness, Impact, and Sustainability aims to provide independent advice to: i) inform the stakeholders on the project performance. ii) provide statistics and quantitative analysis on the monitored EC development portfolio, and iii) provide a source of information at the level of the programming cycle. The present Synthesis Report builds on the points (ii) and (iii), given that the Monitoring Reports have already covered the point (i).

In total, 10 projects under the “North-south cooperation in the campaign against drugs and drug addiction programme” and the Instrument for Stability (IfS) were monitored resulting in 54 reports i.e. 13% of the reports produced under the ROM CMTP contract during the period from May/2008 to Apr/2011.

¹ Results-Oriented Monitoring (ROM)

2. PROGRAMME AND INSTRUMENT SYNOPSIS

2.1. FINANCING AND PROGRAMMING BACKGROUND

With the aim to address a number of global security and development challenges, which are interdependent and mutually reinforcing, the European Community had adopted several Programmes in the fields of drugs, mines, uprooted people, crisis management, rehabilitation and reconstruction. In the framework of the development cooperation policy and taking account of the harmful effects on development efforts of the production, trading and consumption of drugs, the Council of the European Union established the "North-south cooperation in the campaign against drugs and drug addiction programme" under the Regulation (EC) No 2046/97 of 13 October 1997.

For the year 2005, work under the "North-South cooperation in the campaign against drugs and drug addiction programme" was defined by the programming document "An external relations drugs strategy for the European Community with a view to programming the North-South cooperation budget line (19 02 11) for 2005". This programming document aimed to implement the principle of shared responsibility and assist developing countries in their efforts through the use of Budget Line 19 02 11 for North-South cooperation in the fight against drugs and drug addiction. The Annual Work Programme (AWP) 2005 for Grants under the Chapter 19 02 11 of the European Union Budget was separating the Grants provided for activities selected on the basis of calls for proposals (AWP 2005, Section 6.1) and the Grants provided directly, i.e. awarded without a call for proposals (AWP 2005, Section 6.2). The Call for Proposals was serving as a basis for Grants totalling about € 2.0 million and was addressing two geographic and thematic priorities (Demand reduction activities in Iran and Police and/or judicial cooperation in Latin America/Caribbean).

Similarly, the programming document "An external relations drugs strategy for the European Community with a view to programming the North-South co-operation budget line (19 02 11) for 2006" and an Annual Work Programme cover the year 2006. The actions undertaken had to fall under joint management actions with international organisations actively working for fight against drugs and drug addiction and grants to be awarded without a call for proposals (AWP 2006, Section 6.1) or a Service contract to contribute to the review process of the EU-LAC Panama Action Plan (AWP 2006, Section 6.2). The monitored projects "Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from Latin America to West Africa", "Harm Reduction in Developing Countries: Global Partnerships for Sustainable Development" and "Global efforts against the demand for and the supply of drugs" were Joint management actions under the 2006 AWP for budget line 19 02 11 (section 6.1).

In 2007, the "North-South cooperation in the campaign against drugs and drug addiction programme" was replaced by the Instrument for Stability (IfS) designed as a strategic tool to address global security issues. The Instrument for Stability (IfS) was established with the Regulation (EC) N° 1717/2006 of the European Parliament and of the Council of 15 November 2006 replacing the Regulations for rapid-reaction mechanism and those against anti-personnel mines (1724/2001 and 1725/2001). IfS entered into force on 01/Jan/2007 and aims to complement other tools which are used to implement EU policies for democracy and human rights, such as the Development Co-operation Instrument (DCI) or the European Instrument for Democracy and Human Rights (EIDHR).

The IfS is divided in one short-term component which is managed by the European External Action Service (EEAS) and one long-term component which is managed by the DG EuropeAid Development and Co-operation (DG DEVCO) for the priorities 1 and 2 (EEAS focus on priority 3). The IfS is funded under the thematic budget lines for EC development assistance, chapter 19 06 "Crisis response and global threats to security" and has a budget of € 2.062 billion for the period 2007-2013. For the period 2007-2013, €1,487 million, or 72% of the total budget, were allocated to the short-term component. The long-term component (€484 million) provides assistance in the context of stable conditions for cooperation and could therefore be implemented after the short-term component's support. Indeed, the long-term component pre-requires a context of stable conditions for the implementation of EU development policies. Contrary to the short-term component, the long-term component can be programmed. A Strategy Paper covering the period 2007-2011 and an Indicative Programme 2009-2011 provide guidelines to the interventions implemented under the long-term component of the IfS. All IfS projects monitored in the frame of the ROM CMTD are funded under the long-term component.

2.2. INTERVENTION LOGIC OF THE INSTRUMENT AND PROGRAMME

Following the Article 1 of the Regulation “North-South cooperation in the campaign against drugs and drug addiction programme”, the general objectives of the programme are to “carry out cooperation activities in the field of drugs and drug addiction in developing countries, giving priority to those which have demonstrated political will at the highest level to solve their drug problem.” The regulation provides the legal basis for all activities to be financed by Line 19 02 11 of the EU budget “North-south cooperation in the campaign against drugs and drug addiction”

With regard to IfS, the short-term component, also defined as “Crisis response and preparedness”, is meant to address situations of crisis or emerging crisis and is considered as a rapid instrument for crisis response. More specifically, the short-term component aims to prevent conflict, support post-conflict political stabilisation or ensure early recovery after a natural disaster with the view to establish the appropriate context allowing the EU assistance under long-term instruments to be conducted. With regard to the long-term component, there are three main priorities:

- To fight and protect against the proliferation of weapons of mass destruction by supporting international efforts to address this threat through appropriate actions, in particular through effective control of chemical, biological, radiological and nuclear materials and agents, control of dual-use goods, and the redirection of weapons scientists’ knowledge towards peaceful activities (managed by DG DEVCO);
- To support non-EU member countries’ global and trans-regional efforts to address the cross-border threats posed by trafficking, terrorism and organised crime, including the illicit trafficking of weapons, drugs and human beings (managed by DG DEVCO);
- To enhance pre- and post-crisis preparedness capacity building within the EU and the international community for effective crisis response (managed by DG RELEX).

2.3. MONITORED PROJECTS

It has to be mentioned that the monitored project EU-LAC INTELLIGENCE SHARING WORKING GROUP (ISWG) was selected by the Evaluation Committee and funded in the frame of the Call for proposals EuropeAid/122754/C/ACT/Multi (AWP 2005, Section 6.1) and was contracted in 2006. The Grants to be awarded without a call for proposals (4.0 M €) aimed at carrying out action or interventions under joint management with international organisations. The “Programme of capacity building in the Western Balkans and the Mediterranean Region through targeted drug law enforcement exchange (LExPro)” was a Joint management project under the AWP 2005 for budget line 19 02 11 (section 6.2). Two tables recapitulating the monitored Projects funded under the “North-south cooperation in the campaign against drugs and drug addiction programme” (drugs projects) and under the IfS are presented overleaf:

Table 1: Monitored Projects under the North-South cooperation in the campaign against drugs and drug addiction Programme

N	Contract Nr	Title	End Date	EC Budget	Contractor - Contact Details	Partner countries
1	126659	Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from Latin America to West Africa (AWP 2006, Section 6.1, joint management action)	1/02/2010	800,000	UNODC	Austria, Cape Verde, Ghana, Gambia, Guinea Bissau, Senegal, Togo, Colombia, Caribbeans, Bolivia, Brazil, Ecuador, Peru, Venezuela
2	110434	Programme of capacity building in the Western Balkans and the Mediterranean Region through targeted drug law enforcement exchange (LEXPro) (AWP 2005, Section 6.2, joint management action)	1/07/2008	900,000	UNODC	Albania, Bosnia and Herzegovina, Croatia, Former Yugoslav Republic of Macedonia, Serbia and Montenegro, Morocco, Algeria, Tunisia, Egypt, Israel, Palestinian Authority, Jordan, Lebanon, Syria, Turkey
3	126930	Harm Reduction in Developing Countries: Global Partnerships for Sustainable Development (AWP 2006, Section 6.1, joint management action)	31/01/2010	1,524,000	UNESCO	Bangladesh, Cambodia, India, Brazil, Colombia, Barbados, Jamaica, Trinidad, Dominican Republic
4	122103	EU-LAC INTELLIGENCE SHARING WORKING GROUP (ISWG) (AWP 2005, Section 6.1, call for proposals)	7/10/2009	514,405	EUROPOL	UK, Spain, Netherlands, France, Associates: Guatemala, Colombia, Jamaica, Cuba
5	126844	Global efforts against the demand for and the supply of drugs (AWP 2006, Section 6.1, joint management action)	30/11/2009	1,999,500	UNODC	Austria

Table 2: Monitored projects under the IfS

N	Contract Nr	Title	End Date	EC Budget	Contractor - Contact Details	Partner countries
1	170366	PRELAC - Prevention of the diversion of drugs precursors in the Latin American and Caribbean region	1/03/2012	2,243,377	UNODC	Peru, Mexico
2	171581	Supporting the fight against the illicit accumulation and trafficking in firearms in Central America and neighbouring countries	26/12/2010	1,000,000	UNDP	Central America region with particular focus on Belize, Guatemala, El Salvador, Honduras, Nicaragua, Costa Rica and Panama, close cooperation with Mexico and Colombia and Caribbean
3	226458	Supporting the fight against the illicit accumulation and trafficking of firearms in Africa	31/12/2012	3,300,000	REGIONAL CENTRE ON SMALL ARMS	Burundi, Djibouti, Democratic Republic of Congo, Eritrea, Ethiopia, Kenya, Rwanda, Seychelles, Somalia, Sudan, Tanzania, and Uganda
4	226525	AIRCOP	1/01/2013	2,300,000	UNODC	Austria, Senegal, Cape Verde, Nigeria, Mali, Brazil, Côte d'Ivoire, Guinea, Ghana, Togo
5	171704	Fight Against Trafficking from/to Afghanistan	20/12/2011	9,500,000	DEUTSCHE GESELLSCHAFT FÜR INTERNATIONALE ZUSAMMENARBEIT (GIZ) GMBH	Germany, Afghanistan, Iran and Pakistan, Tajikistan, Kazakhstan, Kyrgyzstan, Uzbekistan, Turkmenistan, Azerbaijan, Turkey

3. ROM WORKPLAN

3.1. MONITORING APPROACH OF THE CMTP MONITORING TEAM

The portfolio of EC-funded CMTP Projects consists of various types of projects which mainly differentiate due to their (i) Design, (ii) Geographical location, and (iii) Size and complexity.

For the CMTP, the monitoring approach on the basis of national and regional projects is avoided, because these two terms are not equivalent to the terms used by the geographical ROM Teams. Instead of the terms regional / national, in 2009 the ROM CMTP team adopted in the CRIS ROM module, the terms “single-country” and “multi-country” in order to cover cases of trans-regional thematic projects/programmes. The 10 monitored projects are classified as multi-country projects. The multi-country projects are further classified according to their typology by intervention logic as follows:

- **Exclusively regional projects (RP) without national activities/components (category A):**
 - The Overall Objective (OO) and Project Purpose/Specific Objective (PP) defined in the Financial Agreement are exclusively regional
 - Impact and sustainability are regional
 - Success in all involved countries is necessary for the achievement of the project's objectives
 - No national activities/components
 - Example: Regional network Programme, Support to regional Institutions, Regional study, intelligence sharing working groups, etc.
- **Exclusively regional RP including activities on the national level (category B):**
 - The OO and PP defined in the Financial Agreement are exclusively regional
 - Impact and sustainability are regional
 - Success in all involved countries is necessary for the achievement of the project's objectives
 - Possibility of activities on the national level
 - Example: Security infrastructure across several countries, AIRCOP, etc.
- **Hybrid RP (category C):**
 - RP with autonomous national components.
 - The OO is regional, but partially based on the reinforcement of the national capacities
 - The results are both regional and national and the national results contribute to regional results.
 - The activities are regional and national and the regional activities coordinate and complement national activities.
 - Failure of one national activity/component to deliver outputs would jeopardise the regional outcome even if some regional outcome would be produced anyway, as national outcomes in other countries will persist.
 - Example: Regional effort to fight illicit trafficking of firearms with different measures per country (e.g. guns marking, legislative reform, police training) etc.
- **Pseudo RP (category D):**
 - OO, PP, impact or activities regional dimension.
 - Regional fund used for opportunist local or national activities
 - Each beneficiary country develops its own autonomous operation without regional considerations
 - Example: A group of projects in different countries with the same Overall Objective which is funded under the same contract for technical reasons

With regard to multi-country projects, at the ROM identification stage, the ROM CMTP team has classified the RP according to the type of intervention logic presented in the description above. The ROM CMTP team also considered the number of countries involved and their geographical distribution, allowing an appropriate sampling of national components of the RP (according also to the number of countries involved in the project). The typology of the multi-country projects by intervention logic provides guidance to the monitors during the monitoring exercise, in order to ensure that the regional dimension is correctly addressed.

3.2. INCORPORATION OF THE PROJECTS IN THE WORKPLAN

For all operational years, the work on the elaboration and updating of the Yearly ROM CMTP Portfolio started in coordination with DEVCO/F1, immediately after receiving the inputs from all DEVCO/F Units involved. In line with the ToR of the ROM CMTP contract, the following criteria were applied for the selection of the projects to be included in the Yearly ROM CMTP Portfolio:

Table 3: CMTP-specific ROM features

Criterion	CMTP ROM feature
Geographical coverage	All countries
Monitoring frequency	Ongoing projects (ongoing ROM) are monitored at least once a year Completed projects (ex-post ROM) are monitored once
Monitorability (with certain flexibility)	Ongoing ROM: At least six months of implementation at the moment of monitoring Six months of project life remaining at the moment of monitoring A project budget greater than circa € 300.000 Ex-post ROM The project is completed A project budget greater than circa € 300.000
Project selection criteria	Security and economic considerations Monitoring of a maximum number of eligible projects, depending on other restrictions and within the limits of the ROM CMTP Contract budget Priority to existing projects with an EC contribution greater or equal to € 1 mio 30% of existing projects with an EC contribution less than € 1 mio and greater or equal than € 0.5 mio 10% of existing projects less than € 0.5 mio Balance between RELEX and DEV budget-lines (according to the available resources)
Timing for the preparation of the ROM portfolio	40 days after the signature of the contract

Criterion	CMTP ROM feature
Projects	Max 65 projects monitored per year About 60 ongoing projects (ROM): 30 single-visit projects and 30 multi-visit projects (two or more visits) 5 completed projects (ex-post ROM)
ROM reports	Reports resulting from 130 project-visits: A Monitoring Report (MR), the corresponding BCS and a Project Synopsis (PS) are produced per project. 1 report per 1 project visit; 1 horizontal report per multi-visit project corresponding to the visit to the project coordinator.
Special requests	In close consultation with AIDCO/F, special requests (priority, importance and other aspects of the projects according to the TM of Units F2 and F3) are taken into account in order to conclude the final list of projects.

The proposed portfolio was studied so as to ensure the monitorability of the projects versus the three main monitorability criteria presented in the table here above. Based on this, the ROM CMTP Team prepared proposed Workplans for 2008/2009, 2009/2010 and 2010/2011, which were adjusted and consolidated through continuous coordination and consultation with the DEVCO/F2. The above process resulted in the following plan of operations for the monitoring of drugs and IfS projects (all ongoing and multi-country) during the CMTP contract:

Table 4: Quantitative overview of outputs achieved for projects- by region and sub-regions

Overview	1	2	3	4	5	6	7	8	TOTAL
	European Neighbourhood countries	Africa, Indian Ocean and South Africa	Asia	Latin America	EU	Western Balkans and Turkey	Caribbean, Pacific, Cuba and OCTs	Other (JP, US)	
Nº of project-visits	5	13	4	17	11	7	5	0	62
Nº of MR reports produced	5	13	4	16	6	6	4	0	54
Nº of national projects monitored	0	0	0	0	0	0	0	0	0
Nº of regional programmes monitored	0	1	0	3	6	0	0	0	10
Million € covered	0	3.3	0	4.0	16.7	0	0	0	24.1
Average size of project per sub-region / country	-	3.3	-	1.3	2.8	-	-	-	2.4

3.3. PREPARATION OF MISSIONS

The preparation of the missions was carried out based on the experience gained during the project years and during the management and implementation of other ROM projects. The key element for the successful preparation is the smooth cooperation with all involved actors.

3.3.1 COOPERATION WITH EUROPEAID

As mentioned in Section 3.2 above, the CMTD Workplans were adjusted and consolidated through coordination and consultation with DEVCO/F2. The Task Managers of the Projects in F2 were informed timely about the ROM mission. Briefing meetings prior each mission were organised, as appropriate.

3.3.2 COOPERATION WITH THE EU DELEGATION

For the Centrally Managed Thematic Projects, the cooperation with the EU Delegations is implemented only upon request of the Task Manager. This request is generally made during the briefing at the European Commission organised before the ROM missions.

3.3.3 PREPARATION AND ORGANISATION OF THE MONITORING VISITS

After the assignment of the projects to the monitors, respecting the criteria of availability, sectoral background and previous monitoring experience, the monitoring teams for each mission were formed.

The CMTD ROM Team collected further documentation than this already available in CRIS through requests to the EC Task Managers and project coordinators. All collected documentation was forwarded to the involved monitors, early in advance of the visit dates. No particular problems arose during this procedure.

The organisation of the meetings, as well as the compilation of the monitors' schedules, consumed considerable time, but the procedure was sometimes facilitated by the project coordinators, who contacted directly the national counterparts in the participating countries. In general, the results in terms of mission planning were more than satisfying considering to the large number of stakeholders involved in the IfS projects and their good will for cooperation.

4. INSIGHTS OF THE PROGRAMME AND IfS PROJECTS

4.1. PERFORMANCE OF PROJECTS BY DAC CRITERIA

The following table presents the average performance per DAC criterion of the monitored projects during the CMTP contractual period 2008-2011. The performance of the projects is calculated as the average of the five monitoring criteria (Relevance and quality of project design, Efficiency of implementation, Effectiveness, Impact, and Sustainability). For the calculation of the average score, the grades a, b, c, d have been replaced by scores 4, 3, 2, 1 respectively.

Table 5: Projects performance by monitoring criteria

Criterion	Drugs		IfS		Total	
	Average rating	Good (A or B)	Average rating	Good (A or B)	Average rating	Good (A or B)
Relevance / Quality of Design	2.00	20%	2.48	40%	2.18	30%
Efficiency	2.31	20%	2.55	40%	2.37	30%
Effectiveness	2.43	40%	2.80	40%	2.47	40%
Impact	2.70	40%	2.92	80%	2.83	60%
Sustainability	2.67	60%	2.62	40%	2.62	50%
AVERAGE	2.42	20%	2.67	60%	2.49	40%
Number of projects	6		5		11	

As presented in the above table, the monitored drugs projects performed with problems (2.42, "c") while the IfS projects performed well, with an average score of 2.67 ("b"). For the 10 monitored projects, the average overall performance is 2.49/4.00, i.e. a grade "c".

The Relevance and Quality of Project Design is the weakest criterion for both types of projects with an average score of 2.18. The score is higher for the IfS projects (2.48) than for the projects under the North-South Programme (2.00). All 10 projects are considered as relevant and appropriate to address the needs of the target groups, however due to design problems, only 30% of them were graded with an "a" or a "b" for the criterion of Relevance/Quality of Design. The interventions aiming to address the issue of drugs trafficking are considered as highly relevant in the context of growing importance of trans-regional drugs trafficking, the insufficient exchange of drug related information between antinarcotics actors and the consequences in terms of security and development. On the same basis, the proliferation and regional trafficking of Small Arms and Light Weapons Trafficking (SALW) hampers the development of the concerned countries and fuel armed conflicts and human rights violations. In that sense, the projects propose appropriate responses to the needs of the beneficiaries, i.e. the populations affected by this proliferation of SALW. The project "Harm Reduction in Developing Countries: Global Partnerships for Sustainable Development (C-126930)" is focusing on the social aspect of the drug issues, but is also appropriate to provide assistance and reduce harms linked to drug addiction. On the other hand, for the majority of the projects, the intervention logic is very generic and is not taking into account the disparities between the different partner countries. The capacities of the participating countries are varying, as for example in the trans-regional projects such as "Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from Latin America to West Africa". Confusion or repetitions among activities, outputs and results were noticed. Most of the monitored projects (7 out of 10) are contracted by UN Agencies, so no standard PCM terminology is used to describe the intervention logic. As regards risks and assumptions, they do not always hold true or are inadequately identified. Furthermore, even for the best scored project "PRELAC - Prevention of the diversion of drugs precursors in the Latin American and Caribbean region" the Objectively Verifiable Indicators (OVIs) are not always SMART (Specific, Measurable, Attainable, Realistic, Time-based). Finally, it was observed that the projects could further focus on cross-cutting (especially gender) issues.

At the level of Efficiency (2.37), it is worth noting that the complexity of administrative procedures, such as for instance the recruitment of project coordinators, and the time needed for preliminary tasks, have led to a particular delay in the implementation of activities. Notable delays have been noticed for the projects "AIRCOP", "Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from

Latin America to West Africa", "Supporting the fight against the illicit accumulation and trafficking of firearms in Africa" and "Fight against Trafficking from/to Afghanistan". The financial inputs have for most of the cases been provided as expected and for several projects, the plans of activities were efficiently modified in order to adapt to external factors. For instance, the project "PRELAC" allowed planning the activities in a participatory manner with the pertinent entities in order to adapt to the national context. The target group of the project "LexPro" lacked of interest for the exchange of visits component, conducting to the abandonment of these activities. The projects "Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from Latin America to West Africa" and "Fight against Trafficking from/to Afghanistan" were requiring a time extension to complete successfully the planned activities. The projects "Global efforts against the demand for and the supply of drugs" and "Fight against Trafficking from/to Afghanistan" were staggered in different components that can be considered as different "initiatives", and thus different projects. The evaluations conducted in the frame "Global efforts against the demand for and the supply of drugs" did not allow an overview about the global implementation of activities and the progress varied between the components of the project "Fight against Trafficking from/to Afghanistan". For all projects, it appeared that the progress of implementation was different from country to country.

Concerning Effectiveness (2.47), most of the Drugs and IfS projects aim to the promotion of a regional and trans-regional cooperation to fight drug or SALW trafficking. For instance, the effectiveness of the projects "Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from Latin America to West Africa", "LexPro" and "Supporting the fight against the illicit accumulation and trafficking of firearms in Africa" was hampered by a centralised management and insufficient involvement of national counterparts. In general, the IfS projects are envisaged as the initial initiatives to implement regional or global cooperation for the fight against drugs or SALW trafficking, which are sensitive subjects, and cannot be considered as more than a first step in the process of regional institutional building. The progress in terms of expected results varied from country to country resulting in different levels of contribution to the Project Purpose, linked to the achievement of an effective regional cooperation. Regarding the project "Harm Reduction in Developing Countries: Global Partnerships for Sustainable Development" the complementarity of the project services with national pre-existing services had positive multiplier effects and project results also benefited secondary beneficiaries. On the same basis, for the project "PRELAC", the indecisiveness of Mexico to participate did not affect the general success in terms of better cooperation, and capacity strengthening of national authorities. Due to the slow pace of project progress, the effectiveness of the project "Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from Latin America to West Africa" was scored with a "d" in the frame of the first ROM mission. However, the score was updated to a "c" after the second mission, favoured by the revision of the project design which rendered the project objectives more realistic.

In terms of Impact, which is the strongest criterion for the projects under the Programme (2.70) and the IfS projects (2.92) and has an average score of 2.83, positive prospects of contribution to the Overall Objectives (OO) have been reported in the majority of the ROM reports. Indeed, 7 out of the 11 reports were graded with an "a" or a "b" score for this criterion. In general, the projects allowed enhancing the capacities and knowledge of Law Enforcement Agencies (LEA) and other entities involved in the fight against illicit smuggling on the drugs and SALW trafficking routes. The projects have positively influenced the exchanges of information and cooperation between the relevant actors of the partner countries, leading to the coordination of regional efforts and the exploitation of intelligence in a synergic way. The political instability of the countries addressed by the projects is the major factor which could hamper the potential impact of the interventions.

As regard the Potential Sustainability of the projects (2.67 for the DRG domain and 2.62 for the IfS one), the target groups and beneficiaries have overall demonstrated considerable interest in the initiatives resulting in an important ownership of the projects, except – to a certain extent - for the project "Fight against Trafficking from/to Afghanistan". Additionally, the Governments have welcomed most of the projects positively and could ensure future political support. For the project "AIRCOP", the partner Governments have signed a Memorandum of Understanding (MoU) through which they committed to further support, financially and politically, the project services. Many projects are based on the establishment or the connection to databases or communication system which do not require an important financial support and could be secured in the future, with the condition that the beneficiaries are convinced of the usefulness of these tools. Indeed, the Liaison Officers of the project "Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from Latin America to West Africa" expressed very limited interest in the system, mainly because only limited information was fed

into the system. The likelihood of the projects to be sustainable is depending on the capacities and support provided by the national entities which varied from one country to the other. These disparities could jeopardise the viability of the projects, in the sense that one of the first objectives is to promote a regional network. For instance, for the project “LexPro”, the sustainability of project outputs could have been increased with a more institutionalised co-operation between the countries involved. For both projects addressing the proliferation of SALW in Latin America and Africa, the lack of financial, legislative and human resources, already during the project implementation, was considered as a factor which could hamper the potential sustainability.

4.2. PERFORMANCE OF PROJECTS BY PERFORMANCE CATEGORY

Regarding the DEVCO Performance categories defined in the table below, the projects are classified as follows:

Table 6: Projects performance by Performance category

Category	Performance	Projects	%
Category I	Very good performance (minimum 3 a, no c, no d)	0	0%
Category II	Good performance (a, b, maximum 2 c, no d)	3	30%
Category III	Performing with problems (a, b, minimum 3 c, no d)	5	50%
Category IV	Not performing, or having major difficulty (minimum 1 d)	2	20%
TOTAL		10	100%

The majority of monitored projects are classified as Category III, i.e. performing with problems. Two of the projects had major difficulties in one at least of the monitoring criteria.

Among the projects monitored under the CMTP, the following are considered as successes (projects with ratings “a” and/or “b” for all criteria):

- PRELAC - Prevention of the diversion of drugs precursors in the Latin American and Caribbean region (C-170366)
- EU-LAC intelligence sharing working group (ISWG) (C-122103)

None of the projects monitored are considered at a critical stage (two or more “d” ratings), but two of them have been scored with one “d” (Category IV):

- Programme of capacity building in the Western Balkans and the Mediterranean Region through targeted drug law enforcement exchange (LEXPro) (C-110434)
- Harm Reduction in Developing Countries: Global Partnerships for Sustainable Development (C-126930)

A short analysis of the situation for each project follows hereafter:

Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from Latin America to West Africa (CRIS No 126659)

After the first 18 months of implementation, the project intervention demonstrated its relevance addressing the growing importance of the cocaine route from Latin America to West Africa, despite the important flaws of the project design (vague and overambitious intervention logic, lack of defined milestones and indicators, unclear definition of the content of each component, irrelevance of some selected countries, etc.). Regarding activities, the project had a delayed effective start due both to initial dissensions within UNODC and to the time needed (but unaccounted in the Contribution Agreement) for preliminary tasks. The main activities have been the creation of the 14 country profiles, the presentation of the project to the relevant institutions in the participant countries, the preparation of courses and exchange with different key institutions, the implementation of two courses and the development of the software and web application for the Secure Information Exchange System (SIES) which was in place since May 2009 and running in Latin America as of summer 2009. Moreover, the project management was much centralised and, except Colombia, the Latin American countries were only the object of punctual actions. In view of the remaining project duration, the attainment of the project objectives at regional level seemed very unlikely within the project’s life time. The potential

sustainability was depending on the achievement and robustness of the project's results, as well as the handover of the SIES, but still early to be assessed at the time of the first monitoring. At the second monitoring, the Logical Framework was revised to be more realistic but the results formulated were similar to activities. The work plan was updated and contained some benchmarks but no clear indication of the inputs required by the national partners. The achievement of the Overall Objective, Project Purpose and Results could have been jeopardised by the insufficient availability of inputs which were needed because of the real capacities of some partner countries. Furthermore, the risks and assumptions were insufficiently addressed during the design phase, as proven by the antagonistic relations between Ecuador, Venezuela and Colombia. The project was still mainly addressing Colombia since 7 training events were organised, totalling 287 participants, all in Colombia and 2/3 of the participants were Colombian nationals. The implementation of the Real-time Analytical Intelligence Database (RAID) made a start in Senegal, but suffers from lack of data and designated users in West Africa. Although the project allowed a first contact between law enforcement agencies in Latin America and West Africa and raised awareness on cocaine trafficking routes, the impact was more political than operational. The financial sustainability of the SIES could be ensured in Latin America, but seemed problematic in West Africa and the interest of the Liaison Officers to continue using the system was very limited. In addition, the IT equipment to decentralise the system were not available.

Programme of capacity building in the Western Balkans and the Mediterranean Region through targeted drug law enforcement exchange (LExPro) (CRIS No 110434)

The project LExPro intended to bring together 45 partners, i.e. 27 EU member states and 18 non-members to address the problem of drug trafficking towards Western Europe through the West Balkans and the Mediterranean-North Africa (MENA) region. An initial Logframe (LF) was produced at programme level but the content of the project had changed and only one set of activities (related to training) was carried out, whereas the exchange of visits component had been abandoned, due to a lack of interest of the EU member states and the long duration of the visits. The inputs allocated for this component were shifted to organise thematic workshops. A non-cost time extension had been granted since the initial two-year duration was inadequate. Launch events and workshops were organised and the curriculum for training events was drafted, but in general the achievement of the results at global level remained unlikely. The dissemination of outputs varied among the beneficiary countries since some of them did not participate to the workshops while others had organised cascade trainings as a follow-up of the workshops. In terms of contribution to the Project Purpose and Overall Objective, the exchange of operational best practice was taking place, but the regional networking remained unlikely and the impact of the project could hardly reach the expected levels. The sustainability at financial, political, institutional level, as well as the ownership, differed from country to country and a regional sustainability of the project could not be assessed.

Harm Reduction in Developing Countries: Global Partnerships for Sustainable Development (CRIS No 126930)

The implementation of the project, contracted with UNESCO, was entrusted to national NGOs, also in charge of the preparation of detailed country proposals. As a consequence, the quality of these proposals varied, Log Frames (LF) were not prepared, objectives were confused with activities and detailed Work Plans, with milestones and resource planning were not always available. The recruitment of staff and the inputs have been delivered with delay but this did not affect the implementation of the activities, in view of the very loose global work plan. Only few activities on advocacy and lobbying took place and for harm reducing activities, the demand outstrips the offered services. The project benefited from instruments to monitor harm reduction activities developed in previous programmes. A positive multiplier effect was noticed in the countries where the services offered complemented the Government initiatives. In addition, the achievement of the results had been ensured with the use of peer operators. The contribution to the project purpose, and especially the provision of harm reduction services for drug users appeared likely and the project had also contributed to modify the public perception of drug addicts. Even if the assistance provided to drug users varied from country to country, the impact prospects were positive and policy support had been provided in some of the target countries. In general, the project was embedded in local structures and the sustainability of the drop-in centres, which required modest financial support, could be secured.

EU-LAC intelligence sharing working group (ISWG) (CRIS No 122103)

The project could be considered as the first step in the process of regional institution building since few operational exchanges between the Caribbean and Latin America had been conducted previously. The

exchange of officers remained limited and the language trainings which gathered 26 officers were too short to be efficient. On the other hand, Intelligence sharing working group (ISWG) meetings had been organised in cooperation with Law Enforcement Agencies (LEA) in Latin America and had contributed to the networking of LEA officers. IT solutions were provided by some partner countries governments and the connectivity between communication systems allowed important information exchange on global drug trafficking. Moreover, a clear correlation between the ISWG meetings and an increased number of operations such as seizures was noticed. In terms of impact, complete information about the drugs transiting is too complex to be available. However, the number of seizures and the information of the routes of drug trafficking have increased and the project allowed the LEA officers to share their knowledge. It was pointed out that the regional dimension of the project would surely suffer without external assistance even if some LEA officers would continue their bilateral contacts. In other words, the dynamic of the intervention could decrease and some of the results could be lost without sustainable support.

Global efforts against the demand for and the supply of drugs (CRIS No 126844)

The project consisted of four initiatives, mutually supportive, but not directly interlinked and constituting separate "projects". The Logframe was elaborated for contractual provisions, but was not used as management tool and the results were formulated as outcomes. The United Nations Office on Drugs and Crime (UNODC) acted as a Technical Secretariat and provided Technical Assistance (TA) to the stakeholders. Due to their different typology, the capacity of the partners was varying and some of them would probably have problems to deliver the requested information. The project was running until end of 2009, but almost all activities were concluded in late 2008, allowing the project partners to conduct evaluations during the last year of implementation. However, on the basis of the project structure, the reports were also staggered; preventing an overview of the project implementation. Regarding the Paris Pact, several expert roundtable meetings were organised in preparation of Commission on Narcotic Drugs (CND). The Automated Donor Assistance Mechanism (ADAM) was updated providing data on UNDOC drug related initiatives. Survey methodologies and databases were established in order to monitor the reduction of illicit crops. Regarding impact, the capacity of the partner to collect information and conduct surveys had certainly been reinforced. Furthermore, the exchange of information and the relations between Governments and the wider Civil Society have been enhanced. The stakeholders have been closely involved in the conceptualisation of the project ensuring the ownership of the action but further financial support was needed to secure the project sustainability, and especially the continuity of services such as ADAM.

PRELAC - Prevention of the diversion of drugs precursors in the Latin American and Caribbean region (CRIS No 170366)

The project is being implemented by the UNODC through a Project Management Unit (PMU) working in two offices in Peru and Mexico and which covers the activities in the twelve participating countries from Latin America and the Caribbean. It was noticed that the partner countries demonstrated important differences in terms of capacities. The project has been adapted afterwards to new demands and increased its relevance through the incorporation of the EU Symposium on Precursors. The activities were implemented according to the schedule; they were planned in a participatory manner with the relevant entities and in coordination with other similar interventions, proving the flexibility of the project. All expected results were achieved at the time of the monitoring and the indecisiveness of Mexico to be involved did not affect the achievement of the results at regional level. It was still too early to consider the contribution to the project purpose, but the beneficiaries were satisfied by the quality of the services delivered and the target groups had access to the results. The project helped to reduce the availability of precursors and enhanced the efforts of regional coordination, thus reinforcing the fight against the manufacture of drugs. The sustainability of the web-based information system was ensured at institutional level (it is considered as an integral part of national structures), but additional funds by participating countries were needed to secure its viability. Strong ownership had been developed through the involvement of the target groups in the decisions and planning of activities.

Supporting the fight against illicit accumulation and trafficking in firearms in Central America and neighbouring countries (CRIS No 171581)

Despite the design drawbacks, especially the lack of focused project purpose and the overlapping between objectives, results and activities, the stakeholders have valued positively this initiative. The experience of the implementing organisations (Central American Small and Light Weapons Control Programme-CASAC and UNDP) in the region allowed adapting with flexibility to the areas where the impact could be reinforced. At the time of monitoring, the project was entering in the final stage of

implementation and the expected outputs of good quality had been delivered (trainings, conferences, materials, etc.). A certain reluctance to enhance cooperation regarding sensitive issues in Latin America could be sensed. A permanent network of cooperation had still to be built in a context where national institutions first try to solve their own distinct problems. However, notable progress was achieved towards the establishment of a permanent framework for the exchange of information over the control of illicit arms trafficking and the strengthening of border and customs zones controls. Even if the project allowed raising awareness and knowledge of national institutions about the regional dimension of firearms trafficking, concrete political measures were not adopted. As concerns impact prospects, the project contributed to establish the foundation of a regional structure to fight the illegal trafficking of firearms by promoting a permanent forum and the harmonisation of national legislations and reinforcing the involvement of the civil society organisations. The partner countries lack the necessary capacity (reduced budgets, no follow-up of protocols, frequent changes of officials, lack of trust between institutions, etc.) in order to ensure the potential sustainability of the project. Only the institutionalisation of the project structures appeared able to ensure the project's continuity.

Supporting the fight against the illicit accumulation and trafficking of firearms in Africa (CRIS No 226458)

The project coordinator, the Regional Centre on Small Arms (RECSA), was considered as the most qualified institution to promote a continent-wide coordination process but the project did not sufficiently enhance local ownership since designed and financially managed at central level. The implementation of the activities was facing an important delay due to the extended regional consultation process and RECSA decided to move forward with national governments which had responded to the initiatives. The piloting of special software for marking and registering of firearms and drafting of National Action Plans (NAPs) had started in some of the partner countries. None of the project results were achieved at the time of the monitoring missions and the contribution to the project purpose was difficult to consider. However, the elaboration of NAPs, introduction of the software system and implementation of regional coordination on Small Arms and Light Weapons (SALW) issue appeared likely. The impact prospects were positive since the project allowed to establish a momentum for African states to tackle illegal trafficking of SALW even if the continent-wide coordination process was considered as very ambitious. Policy support at national and regional level already existed, therefore the sustainability of the project results mainly depends on the provision of additional financial, human resources, logistical and technological support.

AIRCOP (CRIS No 226525)

The inclusion of the partner countries was negotiated after the project agreement and in this context Morocco withdrew its participation. The delayed signature of the inter-institutional Memoranda of Understanding (MoUs) for the establishment of the Joint Airport Interdiction Task Forces (JAITFs) in all participating countries had resulted in delaying the global workplan. However, the assessment missions and identification of the JAITFs staff and airport premises had been completed in the countries included in Phase 1 of the project. The connection to the international databases and secured communication systems had also been prepared and the experts had been identified by UNODC for providing the foreseen training to the JAITFs. The positive attitude of the beneficiaries, the relatively good cooperation level among them at country level and their readiness to proceed with the JAITFs predicted that the project benefits could be delivered as planned. In terms of impact, the establishment and operation of the specialised JAITFs could enhance the effectiveness of the fight against drug-trafficking in the selected airports with the use of integrated methods and advanced communication and networking systems. The MoUs included a provision to ensure the economic viability of the JAITFs while the reported sense of ownership of the project by the target groups who contributed to the elaboration of the MoUs could further secure the project sustainability.

Fight Against Trafficking from/to Afghanistan (CRIS No 171704)

The four Expected Results (ERs), related to semi-independent project components, covered specific aspects of the fight against drug trafficking in the region, namely the Drug and Organised Crime Coordination Unit (DOCCU) of the ECO Secretariat (C1); the expansion of Interpol's I-24/7 communication system (C2); the Container Control Programme (CCP) of UNODC and the World Customs Organisation(WCO) (C3) and the transfer of expertise to laboratories in the ECO region by the federal German forensic institute Bundeskriminalamt (BKA). In this context, the design was "component-specific" and the LogFrame is a compilation of four component LogFrames. The recruitment of the Operative Coordinator (OC) was problematic and the implementation of the activities was very slow under all components, leading to a low use of inputs. At the time of the monitoring

missions, the chances to achieve the different results were varying. For instance, the enhancement of DOCCU appeared limited despite the use of the I-24/7 system which would allow sharing border control and forensics information in the region. The potential contribution to the overall objective seemed difficult to assess and could be hampered by the reluctance of some participating countries to be involved in international cooperation. On the other hand, the project could establish working relationships between the countries of the region. The ownership of the project remained low and the partner countries were lacking the needed capacities to ensure border security, which questioned the sustainability of the project. Nevertheless, there was a reasonable provision for a project extension, allowing more time to secure the viability of the initiative.

4.3. PROJECTS PERFORMANCE BY TYPE OF IMPLEMENTING PARTNER

In ROM, there are the following 10 distinct categories of implementing partners which are presented along with their performance with regard to the 56 reports produced:

Table 7: Types of Implementing Partner

Category	Description	Performance
0	not known/NA	N/A
1	International NGO/CSOs/Universities (at EU and international level)	N/A
2	Local NGOs/CSOs/Universities (at Partner country level)	N/A
3	Profit oriented organisations (companies, think-tanks, institutes)	N/A
4	International governmental organizations (non UN)	2.29
5	UN family organizations (incl. WB)	2.39
6	Partner countries public administration (ministries, municipalities, etc)	2.00
7	European countries public administration (ministries, municipalities, etc.)	3.13
8	European governmental organizations/EU agencies	N/A
9	Regional bodies (e.g. RECSA)	2.39
10	Hybrids (mix of different partners)	2.51

As presented in the table above, the project managed by the Drugs and International Crime Department (DICD) of the UK Foreign and Commonwealth Office (FCO) performed well (3.13). In addition, in the case where different types of organisations worked together (e.g. UNESCO, Caritas and other NGOs) in order to contribute to Harm Reduction in Developing Countries, the project performed well (2.51). On the contrary, the projects implemented by the UN International Organisations (UNODC and UNDP) (2.39), RECSA (2.39), and the partner countries public administration (2.00), i.e. the Anti-Narcotics Department of Public Security Directorate in Jordan and the Drug Enforcement Central Bureau of the Judiciary Police of the Republic of Lebanon encountered difficulties in their implementation.

Only one project was implemented by a European governmental organisation, therefore the sample is not adequate to generalise conclusions about this type of implementing partner. The specific project managed by FCO demonstrated good performance by obtaining only "a" and "b" (Category 1). The criterion of "impact" has the highest score (3.60) while the "relevance/quality of design" and "sustainability" were good but with lower scores.

On the same basis, only one project was managed by non-UN International governmental organisation (GIZ), so once more no generalised conclusions can be drawn for this category of partners. This project encounters problems with the grade "c" for all DAC criteria. Efficiency, effectiveness and sustainability are weaker with (2.00), while relevance/quality of design and impact were scored better (2.40).

For the project implemented by RECSA, the highest grade ("b") was in impact prospects, while there are problems in the performance concerning the other criteria (grade "c").

Six projects (60% of the monitored projects) were implemented by UN agencies. Five of them were implemented by the United Nations Office on Drugs and Crime (UNODC). On average, these 5 projects performed well at the horizontal level (2.60), however concerning the performance per country, this was as low as 1.76 for the project "Law Enforcement" (C-126659) in Brazil and 1.79 for the project LexPro in Serbia. On the other hand the project of UNDP performed slightly better at the country level with the lowest performance by the project "Supporting the fight against SALW" in Costa Rica with overall score "good" (2.54). The projects are mostly relevant to respond to the needs of the target groups, the UN Agencies sometimes apply their own approach with regard to the design of the projects and sometimes there is a lack of distinction between the objectives to be attained, the results to be achieved, and the activities to be implemented. The design weaknesses cannot be overcome taking into account the long UN administrative procedures, especially with regard to the recruitment of the appropriate project team for the implementation of the projects several months after their official launching. On the other hand, due to the sector of intervention, the prospects of impact stay positive (2.81).

The type of implementing partner per monitored projects is summarised in the table below.

Table 8: Types of Implementing Partner per monitored project

Type of partner	110434	126930	122103	126844	126659	170366	171581	226458	226525	171704
International NGO/CSOs/Universities (at EU and international level)	<input type="checkbox"/>									
Local NGOs/CSOs/Universities (at Partner country level)	<input type="checkbox"/>									
Profit oriented organisations (companies, think-tanks, institutes)	<input type="checkbox"/>									
International governmental organizations (non UN)	<input type="checkbox"/>	<input checked="" type="checkbox"/>								
UN family organizations (incl. WB)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Partner countries public administration (ministries, municipalities, etc.)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
European countries public administration (ministries, municipalities, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
European governmental organizations/EU agencies	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Regional bodies (MERCOSUR, SADEC, ASEAN, etc)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						
Hybrids (mix of different partners)	<input type="checkbox"/>									

4.4. PERFORMANCE OF PROJECTS BY GEOGRAPHIC REGION

From a geographic point of view, the performance of the projects is analysed through the performance of the implementing partner in the country of intervention without focusing on the performance of the project at the horizontal level. In this sense, the horizontal/consolidated reports but also the component reports are analysed in this section. The following chart is presenting the performance in the different regions targeted by the monitored projects:

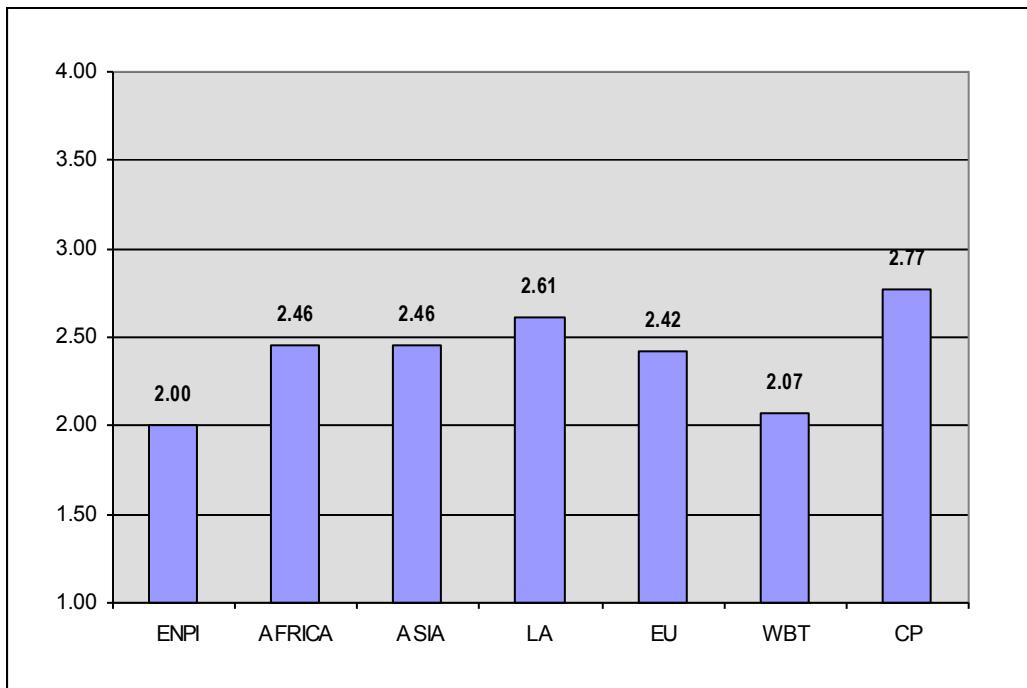


Figure 1: Overall performance of implementing partners per region

As illustrated in the above Figure, the monitored country operations in the region Caribbean, Pacific, Cuba and Overseas Countries and Territories (CP) perform better (2.77) than the monitored country operations in the other regions. In total, 4 reports concerning 2 projects ("EU LAC" and "Harm Reduction in Developing Countries") were produced for this region, and more precisely for Dominican Republic, Trinidad and Tobago, Haiti and Jamaica. Although the project "Harm Reduction in Developing Countries" obtained two "d" due to weaknesses in the project design in Dominican Republic (national proposals delegated to NGOs) and important delays in the activities implementation in Haiti, the fact that separate project national proposals were entrusted to NGOs allowed the project to be graded with only "a" and "b" in Trinidad and Tobago, where the project was solidly designed and the effectiveness reinforced by the partner's proactive participation. The project EU LAC is classified in the performance category I, with only "a" and "b", mainly due to the good communication of the project partner in Jamaica with the coordinator, but also with other relevant entities in the region.

In Latin America (LA), the project components' performance is considered as good with an overall score of 2.61 ("b"). For this region, 16 reports were produced following visits to 9 countries: Brazil, Colombia, Costa Rica, Ecuador, El Salvador, Mexico, Nicaragua, Panama, and Peru. Three reports were produced for the project "Harm Reduction in Developing Countries", seven reports for the re-monitored project "Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from Latin America to West Africa", one report for the project "PRELAC" and five for "Supporting the fight against illicit accumulation and trafficking in firearms in Central America". Overall, with two "d" in relevance and effectiveness, the weakest performance was observed in Brazil for the project "Law Enforcement and Intelligence Cooperation", mainly due to the existing structure of the Brazilian project beneficiary. The interventions of the partners in Colombia, Ecuador and Peru for the same project, as well as the partner in Mexico for the project "Harm Reduction in Developing Countries", were also graded with "d" because of weaknesses in the project design and the low effectiveness at national level. In Peru, the country partner of "PRELAC" has demonstrated a strong managerial capacity, leading to positive results in effectiveness and impact prospects (both criteria were graded "a"). The other project components in Latin America have "b" and "c".

With regard to the average score, the monitored country components in the other regions presented problems, with those in Asia and Africa performing better (slightly lower than the limit for good performance, 2.50). For the region Asia (2.46), four reports were produced for: India, Afghanistan, Iran and Pakistan regarding the projects "Harm Reduction in Developing Countries" and "Fight Against

Trafficking from/to Afghanistan". In Afghanistan and Pakistan, the country performance of the project "Fight Against Trafficking from/to Afghanistan" was graded with "c" and "d" because of delays in the implementation of activities. In Pakistan, the project effectiveness was particularly low and scored with "d". On the other hand, the project "Harm Reduction in Developing Countries" has proven a good performance in India, despite initial delays and due to the well-established operations and structures enabling the delivering of valuable services. The good score (2.83) given to the country component in India increases the average score of the country components in Asia to 2.46

In Africa, the overall score of the monitored country components is 2.46. Ten countries were visited in Africa: Cape Verde, Democratic Republic of Congo, Ghana, Kenya, Mali, Nigeria, Senegal, Seychelles, Togo, and Uganda in the frame of the monitoring of 3 projects ("AIRCOP", "Supporting the fight against the illicit accumulation and trafficking of firearms in Africa" and "Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from Latin America to West Africa"). None of the country components was facing serious deficiencies since there is no grade "d" for this region. However there is neither any "a" (i.e. "very good" performance). The best average scores were attributed to the implementing partners of the project "AIRCOP" in Senegal and Nigeria (2.73) while the worst score concerns the partner in Ghana for the project "Law Enforcement and Intelligence Cooperation" (2.01). The country components in Africa for the projects "Supporting the fight against the illicit accumulation and trafficking of firearms" and "Law Enforcement and Intelligence Cooperation" suffer from an over-ambitious project design and from the lack of inputs and capacities of, but also cooperation with, the national counterparts. Regarding the project AIRCOP, the country partners delayed in the implementation of the activities due to long national administrative procedures. In any case, for 10 out of 13 country components in Africa (77%), the prospects of impact are assessed as good ("b").

The country components in the European Union follow closely with an average performance of 2.42. Most of the project coordinators are located in the European Union (EU) and all six reports produced for this region address the performance of the project from a horizontal point of view. The project "LexPro" suffered from the disparity of the beneficiaries in the targeted region and a more institutionalised degree of co-operation between the countries involved should have been promoted. The project "LexPro" obtained overall the lowest average score (1.92). The country component of the project "Harm Reduction in Developing Countries" was scored "d" due to lack of a preliminary scoping mission or a feasibility study in order to assess whether a regional programme of this scale without an institutional framework in place is feasible. The project EU-LAC was graded with only "a" and "b" and is the best performing coordinating partner among those monitored in the European Union, due to a good networking potential and the implementation of successful joint operations.

In the region of the Western Balkans and Turkey (WBT), only the country components of the project LexPro have been visited. Six reports were produced following the visits to Albania, Bosnia and Herzegovina, Croatia, Montenegro, Serbia and Turkey. The average for the components monitored was 2.07. The country component in Turkey is the best performing (2.67) in WBT and the only component, together with Albania, which did not receive a "d" in any of the ROM criteria. The partner in Turkey has proven a strong commitment, permitting the efficiency of the project activities in the country. On the other hand, the partner in Serbia faced the biggest difficulties in the implementation of the country component which was scored with 1.79. In Serbia, most of the planned activities were not implemented. The country implementing partner neither organised formal internal dissemination of knowledge and practice, nor ensured better communication with the relevant ministries. The five country components of the project have an average score of 2.07 ("c"), meaning that the project faced problems in all countries of the region.

The country components in the European Neighbourhood countries (ENPI Region) had the lowest average score (2.00). In this region, 5 reports were produced for the project "LexPro" (Egypt, Israel, Jordan, Lebanon and West Bank and Gaza Strip). With an average score of 1.74, the partner in Lebanon for the project "LexPro" obtained the lowest score in this region. The local partner in Lebanon was inactive due to a lack of information from the project coordinator. In general, the project "LexPro" lacked of coordination at all levels and several activities were not completed or had even to be abandoned. The best score was given to the country component in Jordan (2.25).

4.5. CROSS-CUTTING ISSUES

In 2009, the ROM system has undergone methodological improvements in order to increase the usefulness of the ROM data. In particular, following request of DEVCO/E5 to focus on four cross-cutting issues (gender, environment, governance and human rights) a streamlined version of the Background Conclusion Sheet (BCS) has been introduced. Before 2009, with regards to cross-cutting issues, the BCS comprised two sub-questions with grades in the section of sustainability. The new version of the BCS includes separate parts without grades on cross-cutting issues under a mainstreaming perspective. Especially, the ROM system allows assessing whether the cross-cutting issues have been mainstreamed at the level of the project design and during the project implementation phase.

Regarding the analysis of the cross-issues during the project design phase, for 6 out of the 10 monitored projects (60%), the inclusion of the appropriate cross-cutting issues in the intervention logic was considered as adequate ("b"). On another hand, 4 of the projects (40%) did not sufficiently take into account these aspects in the project design, as shown with the grade "c". In general, the cross-cutting issues of good governance and human rights are taken into account in the intervention logic. Human rights are covered since the projects analysed aim to improved security through combating firearm and drug trafficking or to address the growing rate of drug addiction. Governance is also promoted through the cooperation between the state institutions and the exchange of expertise between Law Enforcement Agencies. As regards the gender sensitive approach and the environmental aspects, these issues were overall not sufficiently mainstreamed in the design of the analysed projects. For instance, women could be involved in both drug trafficking and drug use as well as law enforcement, but the design of the projects did generally not comprise a concrete gender sensitive approach. Such approach could also allow increasing the percentage of female personnel of partner institutions involved in the projects. On the same basis, no environmental issues have been considered in the design of the drugs projects, even if cultivation and plantation in drug-producing countries are directly related to environmental aspects.

In the BCS, a separate section is dedicated to the consideration of the cross-cutting issues during the project implementation. The appropriate consideration of gender interests in the project strategy was assessed as "not applicable" for 30% of the projects. Furthermore, the gender interests were considered in 2 project strategies (20%) and not taken into account in the 5 remaining projects (50%). "Supporting the fight against the illicit accumulation and trafficking in firearms in Central America and neighbouring countries" and "Harm Reduction in Developing Countries: Global Partnerships for Sustainable Development" are the two projects which took into account gender interests in the execution of the activities, for instance by organising "Women Only Training (WoT)" or by providing gender sensitive training. Additionally, for the second above mentioned project, the implications of gender differentiated group analysis were cross referenced and appropriate adjustments were made. If the gender sensitive approach is often considered as not relevant for project targeting drugs and firearms trafficking, in 50% of the cases, it was pointed out that a gender-differentiated beneficiaries' analysis could have been applied for the projects. Indeed, women are a key sector of the population to be involved in the fight against firearms and drugs trafficking and should thus be given special consideration as victims of the violence linked to these traffics. For instance, the participation of female officers in "LexPro" activities could have been more prominent since there was some statistical evidence that the increased number of female police officers in drug law enforcement agencies, at least in the West Balkans, has led to more concrete achievements and results.

Concerning the environmental issue, the section 7.2 is related to the potential respect of environmental needs by the projects. For this issue, 5 projects (50%) were considered as "not applicable", 4 (40%) did not aim specifically to any environmental issues and 1 (10%) included environmental aspects. In general, environmental aspects are not targeted by the drugs or IfS projects since initiatives to fight SALW or drug-trafficking do not concern environmental issues. In other words, the projects do not address environmental needs, as the nature of the activities is irrelevant to the environment. Nonetheless, the environment seems to be taken into consideration in the project "Global efforts against the demand for and the supply of drugs", in the way that activities dealing with the destruction of illicit crops and replacement cultures should promote the respect of environmental needs. Indirectly, the project "Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from Latin America

to West Africa" could contribute to mitigate the negative effect in relation with deforestation in the long run by reducing the cocaine cultivation.

The section 7.3 is linked to the mainstreaming of (good) governance in the project. Good governance has been considered as mainstreamed in all analysed projects (100%). Generally, the projects bring together key stakeholders such as government representatives, security forces, parliamentarians and CSOs and promote the participation of these stakeholders in regional and national decision making processes to combat SALW or drug-trafficking. Governance is a central factor of the analysed projects, which also include institutional strengthening, the promotion of regional integration and the stimulation of civil society participation. Transparent communication and coordination among the project stakeholders is also preventing the corruption, which is much present in the field of drugs and firearms trafficking.

The BCS also focuses on the human rights, in order to evaluate if the project actively contributes to their promotion. Overall, 75% of the projects aimed at ensuring the respect of human rights while 25% of them could have further focused on this aspect in the frame of the implementation. Most of the time, combating arms or drug-trafficking has by itself a positive impact on the security of the local population as well as the decrease of the circulation of drugs in the recipient countries, e.g. in Europe. Since drug-trafficking is connected to organised crime, further support to the law enforcement against it will improve the lives of the citizens in the countries affected, thus securing the respect of their human rights.

4.6. PERFORMANCE OF PROJECTS OVER TIME

As reported in previous sections, one (1) project has been re-monitored in 2008-2009. The performance of the re-monitored project is presented in the table here below.

Table 9: Performance of re-monitored project

Project	DAC Criteria	Grades (A,B,C,D) and Scores (1-4)			
		2008		2009	
Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from Latin America to West Africa	Relevance / design	C	1.60	C	2.40
	Efficiency	C	1.80	C	2.20
	Effectiveness	D	1.00	C	2.00
	Impact	B	3.00	B	3.00
	Sustainability	C	2.33	C	2.50
Average		C	1.95	C	2.42

The re-monitored project improved its effectiveness (from "d" to "c"). The performance in the other ROM criteria was the same, but it is worth noting that the scores (i.e. the numerical values of the grades) were increased. On average the project performance was improved by 24% (from 1.95 for the first monitoring to 2.42 for the re-monitoring). It appears that the recommendations proposed in the frame of the first ROM mission were taken into account. The recommendations were underlining the need to review the project focus and scope in order to target realistically achievable goals in terms of objectives and countries. Furthermore, the relative relevance of some selected countries vis-à-vis the Western African cocaine route (i.e. the Dominican Republic or Jamaica) was pointed out.

At the time of the re-monitoring mission, the Logical Framework was revised to be more realistic and to reflect the priority given to the countries directly involved in the Latin American-Western African cocaine trail more accurately. Moreover, Jamaica and the Dominican Republic were dropped from the target country list as their relevance to the Africa route was marginal. However, even if the redesign of the project reduced the extremely ambitious Project Purpose, the insufficient initial country-specific analysis, which could not be addressed by corrective measures, explains the relative low performance of the project over time.

Beyond the re-monitored projects, a key question when examining performance of projects over time is to check if the new projects which are launched every year are in general improving across the time. From the small sample of monitored projects it can be stated that there is an obvious positive tendency with regard to the improvement of the projects. The overall average score of the projects increased from "c" (1.92) to "b" (2.85). This is illustrated from the Table below, where the performance of the monitored projects is presented along their contractual date:

Table 10: Performance of projects over time by contractual year

Criterion	Grades (A,B,C,D) and Scores (1-4)				
	2005	2006	2008	2009	
Number of Projects	1	5	2	3	
Number of MRs	12	23	9	10	
Quality of project design	D	C	B	C	2.43
Efficiency to date	C	C	C	B	2.67
Effectiveness to date	C	C	C	B	3.00
Impact Prospects	C	B	C	B	3.20
Sustainability	C	B	C	B	2.93
AVERAGE	C	1.92	C	2.43	2.85

Overall, the Drugs and IfS projects contracted in 2005, 2006 and 2008 have demonstrated problems in their implementation while the projects contracted in 2009 were performing well. It has to be reminded here that the projects contracted in 2005 and 2006 were financed under the "North-south cooperation in the campaign against drugs and drug addiction programme" while the projects of 2008 and 2009 were financed by the long-term component of the IfS. The project "LexPro" was the only project contracted in 2005 and it has already been mentioned that this project did not perform well (Performance Category IV), mainly due to the disparate region it was meant to address.

One of the best performing (Category I) project (EU-LAC ISWG), but also two (2) projects of lower performance (Category IV) projects (Law Enforcement and Intelligence Cooperation against Cocaine Trafficking and Harm Reduction in Developing Countries) had been contracted in 2006. As a consequence, even if the average score is increased and the impact prospects of these projects very positive, the overall score remains a "c".

Two of the monitored projects were contracted in 2008, i.e. "Supporting the fight against illicit accumulation and trafficking in firearms in Central America" and "Fight against Trafficking from/to Afghanistan". At the horizontal/consolidated level, these projects have not been graded with any "a" or "d"; their potential sustainability is lower than that for the projects contracted in 2006, but their relevance/quality of design and effectiveness is higher (both ROM criteria were updated from "c" to "b").

In 2009, the improvement in the average score is due to the project "PRELAC - Prevention of the diversion of drugs precursors in the Latin American" which, with only "a" and "b" scores and 3.58 as average grade ("a"), is considered as a success story. Two other projects were contracted in 2009 (Supporting the fight against the illicit accumulation and trafficking of firearms in Africa and AIRCOP) and their performance lead to the grade "b" for all criteria, except for the relevance/quality of design, mainly due to the overly ambitious objectives and weaknesses in the design. This contractual year is the only one for which the monitored projects were on average graded with a "b", demonstrating that the project performance was in general improved over the years.

5. SUCCESS STORY

As previously mentioned, two projects have received, only “a” and “b” scores; they can thus be considered as successes. Between them, the project “PRELAC - Prevention of the diversion of drugs precursors in the Latin American and Caribbean region”, with an “a” for the criteria of effectiveness and impact could be considered as a real success story.

5.1. PROFILE OF THE SUCCESS STORY

Project Title	PRELAC - Prevention of the diversion of drugs precursors in the Latin American and Caribbean region	
Monitoring	Report N° & grades	MR-134240.01:B-B-A-A-B
	Previous grades	
Domain	IFS	
Sector	15210 - Security system management and reform	
Intervention Logic	<p>Overall Objective (OO): To contribute to the fight against the manufacture of drugs and their trafficking in Latin America and the Caribbean by assisting the region in the struggle against the diversion of precursors from the licit trade.</p> <p>Project Purpose (PP): a) To strengthen the capacities of national administrative control authorities of selected countries within the region to prevent the diversion of precursors; and, b) To enhance the cooperation between these countries thanks to a better knowledge of each other's system and overall trends in precursors diversion in the region through enhanced exchange of information.</p> <p>Expected Results: i) A kick-off seminar organised gathering up to five representatives of licensing authorities, association of chemical operators and customs of each beneficiary country as well as up to two representatives of the Andean Community (CAN) and Caribbean Community (CARICOM); ii) A web-based system of exchange of information between all beneficiary countries established, leading to a better overall knowledge of the trends in precursors' diversion within the region and enabling relevant authorities in each country to proceed to ad hoc checks of specific data on licensed operators, importers, exporters and traders; iii) The relationship between chemical operators and administrative control authorities is strengthened and the awareness of the importance of their close cooperation is enhanced in each beneficiary country; iv) Enhanced investigation/inspection capacity of administrative control authorities of each beneficiary country through trainings and exchange of best practices; and, v) Improved effectiveness of customs to perform control of consignments of precursor chemicals.</p> <p>Activities: i) Kick-off seminar gathering up stakeholders from each beneficiary country; ii) Establishment of a web-based system of exchange of information between beneficiary countries; iii) Strengthening the relationship between chemical operators and administrative control authorities; iv) Enhancement of the capacity of investigation/inspection of administrative control authorities; v) Legal and regulatory control mechanism harmonisation within each beneficiary country to the extent possible; and, vi) Improvement of the equipment of the customs to perform control of chemicals consignments. Target Groups: Licensing authorities, associations of chemical operators, customs, national administrative control authorities and police of the beneficiary countries (Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, Jamaica, Mexico, Panama, Peru, Trinidad and Tobago and Venezuela).</p>	
Key issues and recommendations	<p>The EU Symposium on Precursors allowed the establishment of cooperation links between the European control entities and their counterparts in Latin America and the Caribbean. This broadens the action field of the PRELAC and gives a new dimension to the project. EU visibility is well followed by the project in the publications, events and project materials in line with the provisions of the “Communication and Visibility Manual for EU External Actions”. UNODC could identify a commonly acceptable approach for the full participation of Mexico in the project and discuss with the EU and the partner countries the possibility to incorporate more countries to the PRELAC. The Logframe should be updated with quantified and time-based OVs and improved assumptions. The appropriation of the activities by national entities and the allocation of resources in national budgets could allow securing the sustainability of the project.</p>	

5.2. REASONS FOR SUCCESS

The main reasons of considering this project as a success can be summed up in the following points:

- The project intervention logic is of excellent relevance, which was confirmed by the beneficiaries, and supportive of the European Security Strategy.
- The project presents an appropriately defined intervention logic, with a Project Purpose (PP) achievable in the framework of the project and a Logical Framework Matrix (LFM) showing clearly the relationship between activities and results.
- The communication among the partners is quite smooth and the project management has accurate information about the progress of the activities in the partner countries, allowing the timely adoption of corrective measures.
- The project is very flexible with most of the activities planned in a participatory manner involving pertinent entities from the participating countries.
- The kick-off seminar strengthened the cooperation and communication between the participating countries, but also with entities dealing chemical precursors, as confirmed in the EU Symposium on Precursors which was implemented through a successful cooperation agreement with the Federal Criminal Police of Germany (Bundeskriminalamt - BKA), in charge of criminal activities repression and the National Commission for Development and Life without Drugs in Peru (Comision Nacional para el Desarrollo y Vida sin Drogas -DEVIDA).
- All planned target groups have access to the available project results and are very satisfied by the quality of the services delivered.
- The project ownership is very good because the target groups have been involved in the decisions and planning of the project implementation.

6. CONCLUSIONS AND RECOMMENDATIONS

6.1. OVERALL CONCLUSIONS ON THE PROJECTS

The Drugs and IfS projects have demonstrated their high relevance and usefulness by promoting innovative interventions in terms of regional and trans-regional networking and cooperation for the fight against drugs and SALW, especially as concerns the identification of trafficking routes, the cooperation measures to prevent and combat this trafficking and the protection of the populations. The projects addressing the drugs and firearms issues are considered as highly relevant in the context of growing importance of regional and trans-regional trafficking, the insufficient exchange of information between security forces and the consequences in terms of security and development. In that sense, the projects managed to promote, on a wider scale, the advantages of establishing coordination at national level between security forces, government representatives and Civil Societies Organisations (CSOs), but also at international level, i.e. among national Law Enforcement Agencies (LEA).

Furthermore, in their majority, the projects have proven their innovative character by initiating the cooperation between countries which in the past had never worked together on these security matters. For instance, the project EU-LAC ISWG is seen as the first step in the process of regional institution building, since there had been little operational exchanges previously, in particular between the Caribbean and LA. On the same basis, the project "Fight against Trafficking from/to Afghanistan" is a rare opportunity to engage Iran, even indirectly, proving that there can be well-targeted areas of co-operation despite the international political developments.

The projects were in general implemented in accordance with the promotion of a regional and trans-regional cooperation to fight drug or SALW trafficking. For several projects, initial delays (mobilisation of human resources, endorsement of project by target groups) and weaknesses in the design led to a delayed or low progress of implementation, even if the financial inputs were mostly provided on time. For some cases, activities have been abandoned, due to lack of interest by the target groups (exchange visits in the frame of the project "LExPro"). On the other side, the achievement of the results, but especially the contribution to the Overall Objectives and the impact prospects, were in general very promising. The active involvement of the relevant actors was quite high and the target groups were often involved in the decisions and planning of activities, thus ensuring the sustainable continuation of project benefits. Besides, some projects have demonstrated flexibility and promoted a participatory approach in the project design, in view of adapting the project to the corresponding national context.

The overall performance of the 10 monitored projects (2.49/4.00) under the North-South Programme and IfS is slightly below the threshold of good performance (2.50/4.00). The project design seems to be the weakest point (2.18/4.00). The positive prospects of contribution to the Overall Objectives and the general high ownership of the project services by the beneficiaries are promising for the continuity of the project impact. It should be noted that the monitored projects are often innovative interventions to establish networks in sensitive fields, therefore as all innovative actions they may encounter difficulties in the first stages of implementation.

A summary of key issues identified by the Monitors is presented below:

6.1.1 PROJECT DESIGN

Despite the very high relevance of the 10 projects monitored under the ROM CMTP, the design of the projects generally present problems and is the weakest issue of the monitored projects. For 7 out of the 10 projects (70%), a review of the Logical Framework (LF) seemed necessary and was recommended by the monitors. This review was requested in order to introduce Specific, Measurable, Achievable, Realistic and Time-bound (SMART) Objectively Verifiable Indicators (OVIs) for 6 of the projects and to establish improved assumptions or to adopt appropriate risks management strategies for the seventh one. In addition, the Project Purpose (PP) was considered as overly ambitious for 2 of the analysed projects. Overlapping activities, outputs and results were noticed in some cases and lack of design adaptation with the Project Cycle Management guidelines were noticed due to preference of the project coordinators to follow internal methodologies (6 out of 10 are implemented by UN Agencies and seventh one in close collaboration with an international NGO). The examination of potential sustainability at the level of the project design seems less problematic since several times the target groups/beneficiaries are involved in the process; however, a concrete phase-out strategy is not always present. Some aspects of the project intervention logic of the projects could further promote the

integration of relevant cross-cutting issues, and in particular human rights and gender interests, which are relevant in the frame of security and development issues.

6.1.2 PRELIMINARY TASKS

Most of the projects are managed by UN Agencies, which have their own administrative procedures. This is also the case for the other entities in charge of the management of the monitored projects such as international or regional organisations. In this context, the time needed for preliminary tasks, have led to a particular delay in the implementation of activities. Delays in the accomplishment of the preliminary tasks may occur not only because of administrative issues within the implementing entities, but also due to the external setting of the project. Some projects had been already launched before the necessary inter-institutional agreements were approved. Moreover, potential difficulties should be thoroughly analysed during the inception phases of the projects, allowing the appropriate corrective measures to be introduced timely. The need to ensure a complete pre-implementation assessment of the management capacity of the partners was also underlined as a needed preliminary task.

6.1.3 REGIONAL DISPARITIES AND INITIAL COUNTRY-SPECIFIC ANALYSIS

Initial country-specific analyses should be conducted in order to take into consideration the disparities between the partner countries. The monitored projects are all multi-country interventions and aim at enhancing the cooperation among actors from several countries, sometimes across different regions. For the majority of the projects, the intervention logic is very generic without taking into account the differences between the different partner countries. As proved from the monitoring exercise, the different capacities of the participating countries are more prominent in the trans-regional projects. This results in drawbacks concerning the equal contribution of all countries to the Project Purpose which is linked to the achievement of an effective regional cooperation. The issue of different working languages can also play a role in the communication among the partners introducing delays due to the necessary translations of outputs, a task which is necessary in order to facilitate the dissemination of the project results among the target groups.

6.1.4 COOPERATION WITH THE NATIONAL AUTHORITIES

The monitored projects aim to promote the cooperation among countries in order to combat drug and SALW trafficking at a global level, since these issues can not be addressed through a national approach. Nevertheless, some countries were very reluctant to be involved in the projects, as for instance Morocco for the project AIRCOP or Mexico for the project PRELAC, while they detain a strategic geographic position in this domain. Furthermore, some areas of cooperation between the involved countries can be problematic, due to the sensitiveness of the topics addressed.

6.2. RECOMMENDATIONS

Following the above analysis, the following key points to be considered are presented:

1. In order to facilitate an effective project implementation and secure the contribution to the objectives, partners should ensure in-depth knowledge and better use of PCM/LFA. A correct and updated Logical Framework Matrix (LFM) helps the good performing management of the project. The LFM should include SMART OVI, adequate risk management strategies and assumptions. Furthermore, overly ambitious Project Purpose should be avoided in such pragmatic domains as drugs and SALW. The Project Purpose should be clear and concise and the management of the project should be supported by appropriate monitoring tools.
2. The geographical coverage of the projects should not be too wide and the countries to be involved should be selected following relevant criteria (e.g. some countries selected were not pertinent for the cocaine trafficking routes). Moreover, the partners should participate more actively in the design of the projects with a clear assessment of the capacities of the national partners which will permit to adapt accordingly the activities to be implemented in each country. Additionally, all multi-country projects should consider country-specific aspects and national work plans.
3. Actions such as the recruitment of the project team, the assessment of the partner's capacities or institutional cooperation agreements should be ensured at a pre-implementation stage, allowing the activities to be launched without delay and the project to contribute to the objectives within the project's lifetime. Also in the pre-implementation phase it should be foreseen a well organised cooperation with the involvement of all key partners in the project design.. This pre-implementation

phase would also help to identify any potential difficulties regarding the capacities of the partners in the early stages of the interventions and adjust accordingly the budgets of the projects.

4. Synergies with National Programmes or measures in terms of fight against drugs and SALW trafficking should be promoted in order to secure the involvement of the relevant states in the regional networking initiatives. This could also give a national character to the projects and ensure the viability of the project's services.
5. The inclusion of national stakeholders in the decision-making processes and strategy planning is necessary, in order to contribute not only to the higher ownership of the implemented projects, but also to promote and ensure the continuation of the use of the project services beyond the project life, and thus enhancing sustainability prospects.
6. Further focus on cross-cutting issues seems necessary in the frame of these projects which link security and development issues. In particular, the gender interest, good governance and human rights aspects should be integrated in the projects' design so that projects could be more effective and the scope of the interventions could be enlarged.

ANNEX I

Horizontal Monitoring Reports produced

Title	Project Number	Action Points					
		Relevance	Efficiency	Effectiveness	Impact	Sustainability	
Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from Latin America to West Africa	C_126659	C	C	D	B	C	<p>A very relevant project that, in spite of important design and strategy flaws, could still produce very valuable results provided that the necessary measures are taken urgently and with determination. The following actions are suggested for management consideration:</p> <p>UNODC & EC:</p> <ol style="list-style-type: none"> Given the timeframe and resources, agree and focus on what is realistically achievable in terms of objectives and countries. It is suggested that the priority should revolve around the establishment of a truly operational SIIS that is used by the key embassy attachés and institutions and is sustained beyond project completion. This could be considered a satisfactory outcome, even if achieved in only a few (key) countries. The review of the project focus and scope should be accompanied by a corresponding new workplan with concrete milestones, quantified indicators and, if necessary, budget revision. This needs to be followed by a proper communication of the agreed scope to all involved actors (which also constitutes an opportunity for the project to gain credibility). In order to allow a more strategic (not necessarily equal) concentration of input in key countries, consider distinguishing two levels of priority among the countries: those more directly relevant to the cocaine route to WA and EU, and those more indirectly relevant. <p>UNODC:</p> <ol style="list-style-type: none"> Ensure continuity in the contact with the different actors. To this end, the initiatives taken by the Project Managers and CTA should not be isolated, but complemented by and coordinated with the UNODC network in each target country. Send a formal communication to headquarters of the concerned embassy attachés informing on the project objectives, the SIIS and the expected/requested role of the attachés. Send a formal MoU proposal to the local organisations in order to establish a clear institutional framework for the action and to facilitate operations. It should not be assumed that the delivery of a new tool like the SIIS is tantamount to its understanding and correct use. A detailed monitoring of these aspects immediately after delivery and a proactive and quick response to users' doubts is a prerequisite for the success of the system. Even if it is early to decide on the destination of the SIIS after project completion, the different options should be explored and a gradual handover prepared. <p>EC:</p> <ol style="list-style-type: none"> Request reporting based on planned milestones, indicators and deviations. The consideration of a 2nd phase should be based on indicators and proven results of the present project. Even though the project is centrally managed, it is highly advisable that the relevant EC Delegations (ECDs) are informed on the project existence and progress and on a possible complementary support role of the ECDs regarding punctual actions.
Programme of capacity building in the Western Balkans and the Mediterranean Region through targeted drug law enforcement exchange (LExPro)	C_110434	D	C	C	C	C	<p>A much-needed programme which, however, has been designed and is being carried out in an "institutional void" across a vast and disparate region. Flaws in the design may be due to the lack of a preliminary scoping mission or a feasibility study. As regards lessons learnt, UNODC and the EC are advised that</p> <ol style="list-style-type: none"> Reflection is needed on whether regional programmes of this scale without an institutional framework in place are truly feasible, even if they may be much-needed. Attention should be paid to practical difficulties related to the inception phase and the planning of the exchange of visits component should be more thorough. The duration of exchange visits should be shortened to two weeks, to facilitate the detachment of law enforcement officers from their services. The translation of the training curriculum and the computer-based training software into Arabic would greatly facilitate the use of these outputs by MENA beneficiaries. Closer linkages to other relevant projects in both target regions should be actively sought. A more institutionalised degree of co-operation between the countries involved in LExPro should be considered. A future activity that could be considered relates to the participation of officers, 'embedded' in controlled delivery operations run by other countries. Gender and environmental issues should be more prominent.

Title	Project Number	Relevance	Efficiency	Effectiveness	Impact	Sustainability	Action Points
Harm Reduction in Developing Countries: Global Partnerships for Sustainable Development	C_126930	D	C	B	C	B	<p>The action is seen as relevant in all cases but hampered by poor formulation of the action and absence of planning. The very considerable delays make implementation in the originally planned period impossible. UNESCO/DOI/CARITAS DE: 1) Redefine clearly the support of UNESCO/DOI and CARITAS to the local partners; 2) Use best practice examples (Trinidad and Tobago, Brazil) as a basis for programme support and encourage direct contact between them e.g. Gender sensitive training; 3) Clarify urgently the implementation periods for the country proposals and the situation of the Haitian partner; 4) Complete the country proposals, using PCM tools; EC: Consider, after UNESCO/DOI/CARITAS present considerably improved project proposals, an extension, to allow for implementation of the planned action.</p>
EU-LAC intelligence sharing working group (ISWG)	C_122103	B	B	B	A	B	<p>The intervention achieved good networking potential with a very modest budget. Although the institutional linkages and the corresponding regional structures are still some time to come, initial results have been achieved, translated in successful joint operations against the narco-trafficking networks. Also, the EU MS additionality is commended. The main challenges for the project will be to identify a new "project champion" to ensure the continuity of the exercise and to reinforce the linkages between the CARICOM and LA sub-regions. EC Project Manager: 1) For future operations, request the contractor to present a Logframe (LF) with SMART indicators, updated regularly, with cumulative target totals. 2) Clarify the feedback mechanisms from the EU/LAC Secretariat to the ISWG in order to facilitate future management decisions regarding the regional structure to be created. 3) Clarify the request for 100000 EUR, made to the EC for the financing of the software licence of the COLA Database; if a positive balance remains at the end of the present project, examine the possibility to use it for this purpose, which would considerably enhance the information exchange. 4) Examine the possibility for synergies between Regional, Thematic and National Programmes. 5) For future projects in the sector, reporting facilities need to be clarified, both where periodicity and presentation is concerned. 6) Examine the possibility to improve the dynamics of regional meetings on related topics (harm reduction, health etc.) on the basis of the "best practice" example of the intervention. 7) Consider complementary activities, using similar formulas, to allow for the creation of operational platforms of Civil Society type structures, allowing a mix of MS organisations and local associations/NGO in the fields of Harm Reduction and Prevention. 8) In an eventual follow-on phase, envisage assistance for the planning and costing of an operational regional structures for the LAC LEA. ISWG Members: 1) Intensify the medium term detachments of officers, between the LA and Caribbean areas. 2) Language Training should essentially be a National responsibility. FCO: Include, as part of the final report, suggestions as to a suitable structure(s) to assume the project coordination and continuity of the ISWG after the end of the present contract.</p>
Global efforts against the demand for and the supply of drugs	C_126844	C	C	C	C	B	<p>The project remains relevant. It is, however, difficult to manage in view of: a) the absence of coordination mechanisms on a project level; b) the starting and end dates of the "subprojects"; c) the fact that most of the activities are part of an ongoing process, predetermined by the periodicity of the UN Calendar. The EC has little or no influence on the implementation process and, in the absence of an operational coordination mechanism for the management and reporting on the project and of clear and transparent OVI, concrete outcomes are difficult to determine. EC: 1) for future projects in this sector, insist on a clear coherence between the different components, supported by a LF with measurable OVI, to allow the monitoring of progress; 2) Continue the lobbying to keep Harm Reduction and Civil Society issues on the agenda; UNODC: 1) Break down the Rainbow Strategy in priority actions in order to facilitate its eventual funding and subsequent implementation; 2) Examine the possibility to make wider use of ADAM by including data on other parties/projects implementation.</p>

Title	Project Number	Relevance	Efficiency	Effectiveness	Impact	Sustainability	Action Points	
Law Enforcement and Intelligence Cooperation against Cocaine Trafficking from Latin America to West Africa	C_126659	C	C	C	B	C	The project remains relevant for all participating countries, but is unlikely to achieve the PP in its totality: the initial country-specific analysis was insufficient, mainly in WA but also to a lesser degree in Ecuador and Peru. The factors potentially impeding the successful implementation of the project are unlikely to be addressed efficiently during the remaining time. The redesign of the project reduced the extremely ambitious PP but did not address the core issue of lack of operational and organisational capacity of some of the involved Services to absorb the project's work and results. The continuity of the SIES, one of the key project outputs, is unclear. UNODC: 1) For future projects, ensure a complete pre-implementation assessment of the management capacity of the partner agencies. 2) Address, in future projects, the real, country-specific training needs of the participating agencies in a more systematic way, through the organisation of a TNA, and ensure an equitable participation of partners in the training. 3) Remind the WA partner agencies of their commitment to nominate dedicated SIES users and consider adding users if need be. 4) Include the LO of the MS Embassies in the definition of country-specific training programmes, to ensure complementarity with existing bilateral initiatives. 5) As part of the final report of the project, prepare a country-specific road map, outlining staffing and equipment priorities for the years to come; this should include a detailed costing of the additional cost to run the SIES and the part that is eventually to be shouldered by the national administrations.	
PRELAC - Prevention of the diversion of drugs precursors in the Latin American and Caribbean region	C_170366	B	B	A	A	B	The EU Symposium on Precursors allowed the establishment of cooperation links between the European control entities and their counterparts in LAC. This broadens the action field of the PRELAC and gives a new dimension to the project. EU visibility is well followed by the project in the publications, events and project materials in line with the provisions of the "Communication and Visibility Manual for EU External Actions". The following recommendations should be considered by the project stakeholders. UNODC: 1) Discuss with the EU and the partner countries the possibility to incorporate more countries to the PRELAC; 2) Identify a commonly acceptable approach for the full participation of Mexico in the project; 3) Update the LFM with quantified and time-based OVs and improved assumptions; 4) Support initiatives in line with the appropriation of several activities by institutions / country partners, and encourage the partner countries to allocate, in their national budgets, resources for the continuation of selected activities beyond the life of the project.	
Supporting the fight against illicit accumulation and trafficking in firearms in Central America and neighbouring countries	C_171581	B	B	B	B	C	The EU has contributed through this project to the formation of a more organised and enduring network and agenda to fight against illegal arms trafficking in Central America, both at national and regional level. The following outline a number of elements that could prove beneficial either towards the end of the project or in a next phase: UNDP/CASAC: 1) Review the project design and identify the most relevant areas where positive impact has taken place. 2) Review the project design and detect the particular areas and issues where cooperation between the states was more difficult. 3) Build (towards the end of the project) a straightforward synopsis of progress by result including a list of redundant or superfluous activities which should be avoided in the future in similar projects. 4) Take note of the aspects where the project should have allowed for more participation from national authorities and agendas, and reflect on the possibility to incorporate national indicators in a potential continuation of the project. 5) Introduce specific indicators of institutionalisation and develop further the section on risks and assumptions, in particular the political dimension. 6) Identify areas where duplication of activities is taking place in the region. 7) Build stronger and more continuous linkages with National Parliaments and the local level. 8) Identify key new ways to persuade national authorities of the need to implement and enforce common frameworks of action under the regional dimension. EC: 1) Ensure coordination with larger regional projects which are already taking place in the region, managed by the EU Delegation in Managua. 2) Consider training on procedural aspects with key organisations (in this case CASAC) in order to avoid a negative impact on the efficiency of the project (delay in the transfer of funds due to late reporting).	

Title	Project Number	Relevance	Efficiency	Effectiveness	Impact	Sustainability	Action Points	
Supporting the fight against the illicit accumulation and trafficking of firearms in Africa	C_226458	C	C	C	B	C	<p>This is the first EC funded project for RECSA, a well qualified organisation for such type of interventions. The project is very relevant, but it faces many challenges due to an overly ambitious design. RECSA took the correct decision in moving forward with those RECs and other stakeholders who have so far responded to their initiatives. It is likely that other RECs and national governments will participate in the coordination process in the future. Recommendations: 1) RECSA/PSC: There is a need to clarify the role and involvement of National Focal Points (NFPs) in the project in order to enhance a sense of national ownership and also achieve that national governments allocate adequate resources to continue EC funded activities beyond the duration of the project. 2) PSC: Given the lack of funds for several activities, the activity schedule needs to be reviewed in order to define which activities can be funded under the complementary EC project and for which remaining activities there needs to be a coherent fundraising strategy to mobilise government commitments as well as donor support. 3) RECSA: The baseline studies should be contracted as soon as possible in order to define SMART OVs which will allow measuring not only the delivery of services, but also their quality. Appropriate OVs will also allow measuring progress of the continental coordination process as such. The logframe OVs should be reviewed and the NFPs should be encouraged to define their own national indicators with regard to the implementation of their NAPs. 4) RECSA: Define an overall risk management strategy for the project, especially with a view to the ATT negotiations. Encourage NFPs to have national risk analysis and management strategies. 5) PSC: Consider the invitation of relevant Civil Society Networks to the PSC, as they can provide valuable inputs on the progress of SALW activities in different countries. 6) RECSA: Promote RECSA's gender policy and encourage NFPs to review their National Action Plans (NAPs) in order to incorporate gender and human rights concerns. 7) EC: Seek a discussion with UNDP, USAID and other major donors on how national and regional ownership in the fight against SALW can be further encouraged.</p>	
AIRCOP	C_226525	C	C	C	B	B	<p>UNODC, EC: Building on the AIRCOP experience, the time schedule of similar projects should foresee adequate time for the endorsement of the projects by the beneficiaries as well as for the development, finalisation and approval of inter-institutional agreements where needed. UNODC: Cooperate closely with the beneficiaries in order to ensure that training and equipment delivered will be complementary to the capacity built already in the agencies forming the JAITFs in each country. Beneficiaries: 1) Ensure that the funding of the JAITFs beyond the project will be agreed and formalised. 2) Replication of the cases of the selected airports to other international airports in the countries could be seen as a next step, funded either internally or through appropriately identified external assistance.</p>	
Fight Against Trafficking from/to Afghanistan	C_171704	C	C	C	C	C	<p>A highly relevant, even if poorly designed, intervention. Despite delays and limited effectiveness to date, implementation can be improved and the project deserves continued support. Lessons learnt: 1) The provision for an extension of the three-year duration of the project is very reasonable. 2) It would be helpful if the fight against drug trafficking was not associated with other issues marking the EU-Iran relations. 3) In view of future projects, the concept of EU MSs as project partners should be revisited or further refined, e.g. at least three MSs should be engaged. 4) The OC and TC selection procedures can certainly be improved. 5) A better resourced and more active DOCCU will help increase the sense of ownership on the part of local project partners. 6) A budget line for security in view of missions to Afghanistan would be beneficial. Recommendations: EC: Consider granting a no-cost time extension, by setting the following strict conditions: (i) The formulation of a realistic "road map" for all the four components, with a detailed timeline, cost estimate and expenditure forecast, as an output of the Berlin workshop in April 2011; (ii) The speedy recruitment of a new OC and a TC, ideally by the end of June 2011; (iii) DOCCU should acquire its own budget line, on the basis of an appropriate legal arrangement with GIZ. GIZ: A matrix of stakeholders should be produced as soon as possible, so that key interlocutors and actors are properly identified and engaged. Component leaders: 1) Provide a country-specific breakdown of the budget, which would increase transparency and partners' engagement. 2) Consider including as many study tours as possible in project activities. 3) Consider a promotional campaign for the presentation of benefits to be drawn from regional and trans-regional co-operation. 4) EC visibility should be significantly increased. 5) Linkages between the various components should be identified and actively promoted. 6) Consider contacts with the Teheran-based Joint Planning Cell and coordination with the Triangular Initiative. UNODC and BKA: The implementation of activities under C3 and C4 should be accelerated. Interpol and UNODC: Institutional and technical safeguards should be considered against possible misuse of the I-24/7 and ContainerComm systems.</p>	