

# Final evaluation report

## Organization of American States: External Evaluation of the project titled "Counterdrug Capacity Building and Technical Assistance Program - Phase IV SMS1901"

**Submitted by:**

Dr Achim Engelhardt

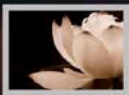
**Address:**

Chemin Jean-Baptiste Vandelle 3a  
Lakeside Geneva Building, 2nd floor  
CH-1290 Versoix (GE)  
Switzerland

Tel.: 0033 630810550  
Achim@lotus-group.org  
www.lotus-group.org

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Dr Achim Engelhardt | Lotus M&E Group, Geneva

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**Table 1: Acronyms and abbreviations**

ACCBP	Anti-Crime Capacity Building Program
AG/RES.	General Assembly Resolution
AIRCOP	Airport Communication Project
CICAD	Inter-American Drug Abuse Control Commission
CIMCON	Centro de Investigación y Análisis de Narcotráfico
COVID-19	Corona Virus Disease
DPMO	Department of Procurement and Management Oversight
EMCDDA	European Monitoring Centre for Drugs and Drug Addiction
ERCAIAD	Regional Counterdrug Intelligence School of the Americas
EUROPOL	European Union Agency for Law Enforcement Cooperation
EWS	Early Warning System
FAA	Foreign Assistance Act
GENLEA	Inter-American Program for Strengthening Gender Equality in Drug Law Enforcement Agencies
ha	hectares
INCSR	International Narcotics Control Strategy Report
M&E	Monitoring and Evaluation
MT	Metric tons
MS	Member State
NPS	New psychoactive substance
OAS	Organization of American States
ORION	Regional Maritime Campaign to Counter Narcotrafficking
R	Recommendation
RBM	Results-based management
RSS	Regional Security System
SMART	Specific, measurable, achievable, relevant and time-bound
SRU	Supply Reduction Unit
SWOT	Strengths, weaknesses, opportunities and threats
ToR	Terms of Reference
ToC	Theory of Change
UN	United Nations
UNODC	United Nations Office on Drugs and Crime
UNGASS	United Nations General Assembly Special Session
U.S.	United States of America
USAID	United States Agency for International Development
USD	United States Dollar
%	Percentage

## Acknowledgments

The evaluator would like to express his gratitude for the seamless support from the CICAD project team for this evaluation and DPMO’s efficient managerial role. Stakeholders in Barbados, Colombia, and Trinidad and Tobago facilitated the field visits by providing logistical support, including local transportation. This support was highly appreciated.

## Executive summary

This document serves as the report for the final external evaluation of the "Counterdrug Capacity Building and Technical Assistance Program - Phase IV SMS1901," hereafter referred to as "the project." The evaluation was commissioned by the Organization of American States (OAS) Department of Procurement Services and Management Oversight (DPMO), with funding provided by the governments of Canada and the United States of America.

This report is the final evaluation deliverable, covering the project's implementation period from May 1, 2019, to April 30, 2024, with a total project budget of USD 6,510,038.50.

### Project background

Illicit drug production and narcotrafficking are steadily increasing in the Americas. Despite substantial efforts and resources invested by OAS member states to reduce supply, drug markets continue to expand. Narcotrafficking poses significant security threats to citizens of these states, as illegal drugs drive crime, violence, and corruption and contribute to high mortality rates in some countries. Additionally, drug trafficking impedes economic prosperity, the development of democratic institutions, and the full respect for human rights.

In response, the Inter-American Drug Abuse Control Commission (CICAD) Supply Reduction Unit (SRU) was implementing Phase IV of its Counterdrug Capacity Building and Technical Assistance Program. This program was designed to adapt to emerging global and regional trends and mandates while developing innovative solutions to support counterdrug law enforcement agencies in OAS member states. The goal was to disrupt the production, trafficking, and distribution of illicit drugs and psychotropic substances in the region. Recognizing the untapped potential within counterdrug agencies, CICAD/SRU was also committed to empowering and equipping both male and female officers to enhance and advance counterdrug programs. This includes addressing the issue of chemical precursors used in drug production.

### Evaluation background

The consultancy's objective is to evaluate the performance of the SMS-1901 program in terms of efficiency, effectiveness, and sustainability. The evaluation explicitly focused on the delivery of the program's Immediate and Intermediate Outcomes and included a cost-benefit analysis.

The evaluator invited project stakeholders in all OAS Member States to participate in the evaluation. In total, the evaluator reached 300 stakeholders (36,5% female, 59,5% male) from the extraordinarily large number of 33 Member States. The response rate to the online survey was 20,7% (280 out of 1353 beneficiaries contacted with valid e-mail contact details). Based on the above response rate and a confidence level of 90% at an error margin of 5%, the **survey results are statistically representative**.

Figure 1 summarizes the key project data, the evaluation process, and the main results in an infographic. Figure 2 contains a dashboard summarizing the evaluation findings, with a performance rating for each evaluation criterion. The color-coding is explained in Figure 3.

Figure 1: Infographic – project overview and evaluation results

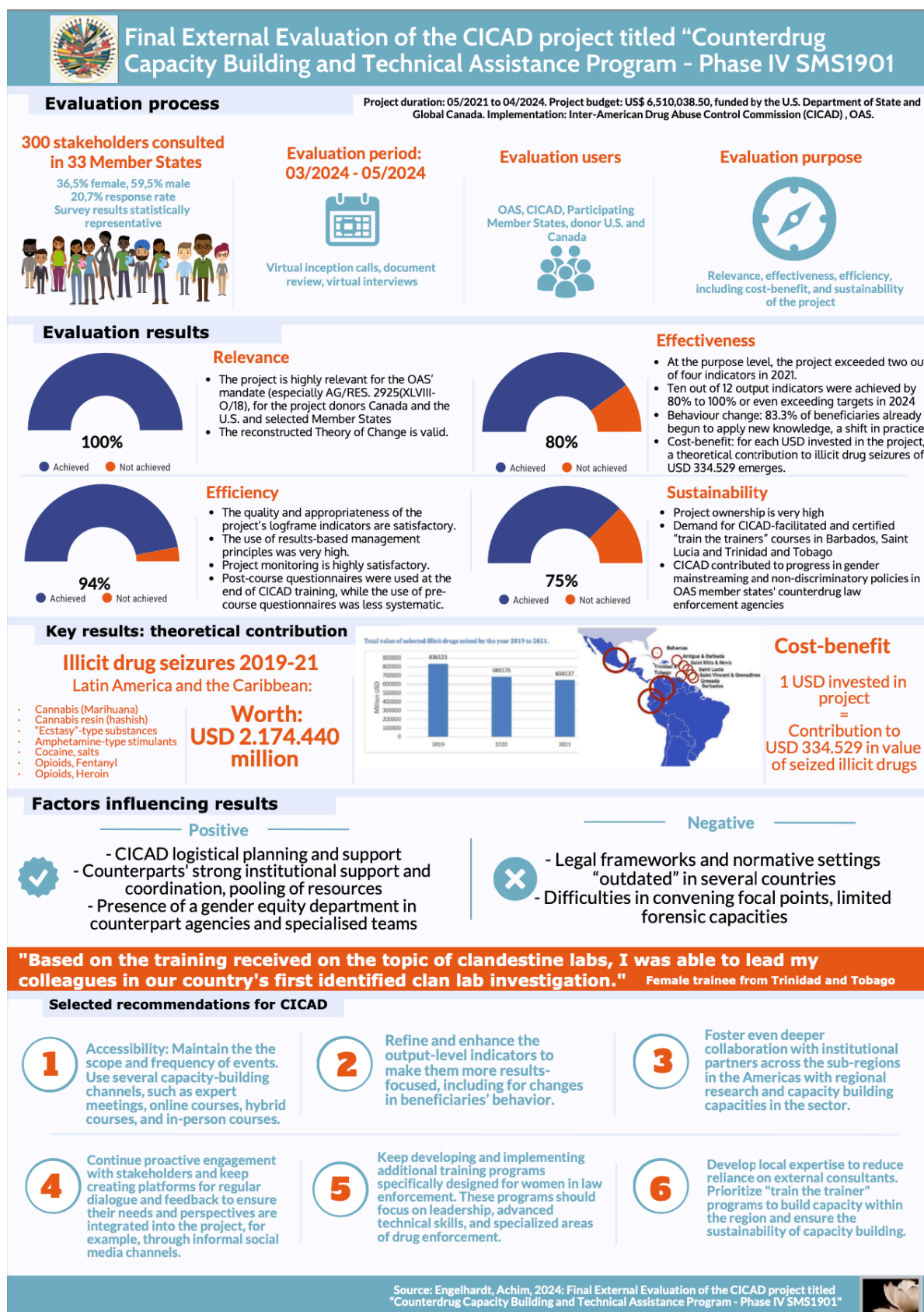





Figure 2: Dashboard of key findings by evaluation criteria and main evaluation questions

Criteria	Assessment	Rationale
Relevance: was the project doing the right things?		<p><b>The project was doing the right thing in addressing the urgent need to reduce drug-related security threats</b></p> <ul style="list-style-type: none"> <li>• The project is very highly relevant for the OAS mandate, the project donors Canada and the U.S., and selected Member States.</li> <li>• The reconstructed Theory of Change is valid. The main problems are correctly identified in the project document, as are assumptions at the purpose and output level, barriers beyond the direct project control, and the intervention logic from outputs to the project goal.</li> </ul>
Efficiency: was the project doing this right?		<p><b>The project’s resource use was very highly appropriate to achieve project results.</b></p> <ul style="list-style-type: none"> <li>• The quality and appropriateness of the project’s logframe indicators are satisfactory, particularly at the goal level, while output-level indicators could be more results-focused.</li> <li>• The use of results-based management principles was very high, with multiple reporting lines.</li> <li>• Project monitoring is highly satisfactory, despite being outside DPMO’s oversight, with quarterly reporting to the US systematically using the project’s logframe indicators to assess progress made, using both qualitative and quantitative data</li> <li>• The capacity-building beneficiary selection is based on profiles agreed upon by CICAD and its regional training partners and donors. Ultimately, Member States are responsible for appointing trainees.</li> <li>• Capacity-building preparation and follow-up: Post-course questionnaires were used at the end of CICAD training across the Western Hemisphere, while the use of pre-course questionnaires was less systematic, especially in the Caribbean.</li> <li>• The analysis using the recommendations of the 2021 evaluation of phase II of the project for the design of phase IV showed positive results. As the 2021 evaluation omitted the identification of lessons learned, the use of the latter could not be evaluated.</li> </ul>

<p>Effectiveness: were project results achieved, and how?</p>		<p><b>The project’s effectiveness is very high, with purpose-level data available only for 2021 but with largely promising results based on the sound performance at the output level between 2019 and 2024.</b></p> <ul style="list-style-type: none"> <li>• At the purpose level, the project exceeded two out of four indicators in 2021, the date with the latest available data. One target was narrowly missed, and one was missed. Stakeholder perception about the project’s progress towards its purpose was satisfactory (68% satisfaction rate)</li> <li>• For the project outputs, ten out of 12 indicators were achieved by 80% to 100% or even exceeding the targets in 2024.</li> <li>• Positive factors influencing project performance:             <ul style="list-style-type: none"> <li>○ <i>Internal:</i> logistical planning and support, as well as the professionalism of the involved teams</li> <li>○ <i>External:</i> solid institutional support and coordination, for example, the pooling of resources for initiatives like early warning systems, proactive engagement, and respect among stakeholders.</li> <li>○ Presence of a gender equity department in counterpart agencies, specialized teams, and openness to innovation and project management</li> </ul> </li> <li>• Negative factors influencing project performance:             <ul style="list-style-type: none"> <li>○ <i>External:</i> Legal framework and normative settings “outdated”, for example concerning postal services oversight in Barbados</li> <li>○ Difficulties in convening focal points, limited forensic capacities, and a reactive culture in some law enforcement agencies</li> <li>○ Limited staff and technical law enforcement capacities in some countries</li> </ul> </li> <li>• Unexpected results:             <ul style="list-style-type: none"> <li>○ Consistently positive outcomes of training and capacity building, despite the highly complex working environment</li> <li>○ Astonishing revelations about smuggling methods emerged in CICAD courses, shedding light on new challenges</li> <li>○ Unexpected equipment shortages, including petrol shortages in certain countries, can lead to reduced learning experiences</li> </ul> </li> <li>• Cost-benefit: Total market value of illicit drugs seized in 2019 to 2021: USD 2.174.440 million vs. project budget of USD 6.5 million. This means that for each USD invested in the project, a theoretical contribution to seizures of USD 334.529 emerges.</li> <li>• Women’s involvement and empowerment within law enforcement agencies across various countries have seen significant strides due to the project.</li> </ul>
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Sustainability: are results lasting?		<p><b>The sustainability of project results is high, considering that a very high sustainability would mean that law enforcement agencies are enabled to fully impede drug trafficking.</b></p> <ul style="list-style-type: none"> <li>• Project ownership is high, with growing support and identification with the project's goals, reflected in increased participation in training programs.</li> <li>• Stakeholder knowledge to combat the illicit production, trafficking, and distribution of narcotic drugs and psychotropic substances increases significantly when participating in more than a single event.             <ul style="list-style-type: none"> <li>○ Regional capacities such as AIRCOP, ORION, or the Centre for Drug Trafficking Investigation and Analysis in Cartagena de Indias, Colombia, complement the sustainability of CICAD's cooperation with regional training Centers in Barbados (RSS) and Colombia (Regional Counterdrug Intelligence School of the Americas, ERCAIAD).</li> </ul> </li> <li>• OAS member states' capacity for drug enforcement and chemical control entities to combat precursor chemical diversion and emerging challenges related to synthetic drugs is satisfactory, with an apparent demand for CICAD-facilitated and certified “train the trainers” courses in Barbados, Saint Lucia, and Trinidad and Tobago to enhance the sustainability of capacity building.</li> <li>• CICAD contributed to progress in gender mainstreaming and non-discriminatory policies in OAS member states' counterdrug law enforcement agencies.</li> </ul>
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Figure 3: Legend for color-coding used for results assessment

	Green: Strong achievement across the board. Stands out as an area of good practice where OAS is making a significant positive contribution. Score 76 to 100 out of 100
	Green/amber: Satisfactory achievement in most areas, but partial achievement in others. An area where OAS is making a positive contribution but could do more. Score 51 to 75 out of 100
	Amber/red: Unsatisfactory achievement in most areas, with some positive elements. An area where improvements are required for OAS to make a positive contribution. Score 26-50 out of 100
	Red: Poor achievement across most areas, with urgent remedial action required in some. An area where OAS is failing to make a positive contribution. Score: 0-25 out of 100

**Based on the above key evaluation findings, the evaluator draws the following conclusions, leading to subsequent recommendations.**

## **Conclusions**

**Relevance:** By ensuring strategic alignment, garnering robust donor support, and employing a comprehensive and valid Theory of Change, this project is poised to substantially contribute to counter drug capacity building and technical assistance across the Americas.

**Efficiency:** The project has demonstrated a high degree of efficiency through appropriate resource use, effective monitoring, and a robust application of results-based management principles. While the quality of logframe indicators is an area for enhancement, the overall execution reflects a well-managed and efficiently run project.

**Effectiveness:** The CICAD team showed substantial effectiveness in purpose- and output-level achievements. The evaluation revealed a substantial theoretical return on investment, underscoring the project's effectiveness and significant theoretical contribution to combating illicit drug activities. Besides, CICAD contributed through this project to notable progress in women's involvement and empowerment within law enforcement agencies across various countries.

**Sustainability:** The project counterparts' very high ownership, enhanced stakeholder knowledge, and robust regional capacity building contribute to the enduring sustainability of its results. Finally, the evaluation concludes that capacity building for law enforcement agencies will remain essential as long as illicit drug trafficking persists due to its ever-evolving nature. This should ideally be achieved through endogenous regional capacities, but there is also a need for support from international actors like CICAD.

## **Recommendations**

### **Relevance:**

**R1: CICAD:** Engage the current donors (Canada and the U.S.) and encourage continued and potentially increased funding. Seek additional funding from other OAS Member States and international organizations to expand the project's reach and impact on combatting illicit drug trafficking.

**Prioritization: medium. Next 9-12 months**

**R2: CICAD:** Maintain the scope and frequency of capacity-building initiatives and keep ensuring they are accessible to a broader range of stakeholders through several capacity-building channels, such as expert meetings, online courses, hybrid courses, and in-person courses.

**Prioritization: very high. Next 3 months**

### **Efficiency:**

**R3: CICAD:** Refine and enhance the output-level indicators to make them more results-focused, including for changes in beneficiaries' behavior. This will provide more precise insights into the project's progress for all its outputs.

**Prioritization: very high. Next 3 months**

**R4: DPMO:** Hold evaluators accountable to deliver on evaluation ToR, including the elaboration of lessons learned through rigorous quality control.

**Prioritization: very high. Next 3 months, for all ongoing and planned evaluations.**

**Effectiveness:**

**R5: CICAD:** Capitalize on external support: Foster deeper collaboration with institutional partners across the sub-regions in the Americas with regional research and capacity-building capacities in the sector. Develop joint initiatives and resource-sharing agreements to enhance the effectiveness of early warning systems and other coordinated efforts to complement capacity development.

Strengthening regional capacities is recommended through a strategic engagement, for example, with AIRCOP, ORION, and the Centre for Drug Trafficking Investigation and Analysis in Cartagena de Indias, Colombia, which could further solidify the sustainability of these efforts.

**Prioritization: very high. Next 3 months**

**R6: CICAD:** Continue proactive engagement with stakeholders and create platforms for regular dialogue and feedback, such as informal social media channels, to ensure their needs and perspectives are integrated into the project.

**Prioritization: very high. Next 3 months**

**R7: CICAD:** Advocate for and support reforms to update legal frameworks and normative settings. Work with national governments and legal experts to modernize laws and regulations related to drug enforcement.

**Prioritization: medium. Next 9-12 months**

**R8:** Invest in training and resources to strengthen forensic capacities. Partner with international forensic institutions to provide advanced training and equipment.

**Prioritization: medium. Next 9-12 months**

**R9:** Keep developing and implementing additional training programs specifically designed for women in law enforcement. These programs should focus on leadership, advanced technical skills, and specialized areas of drug enforcement.

**Prioritization: medium. Next 9-12 months**

**Sustainability:**

**R10: CICAD:** Given the high project ownership, increased stakeholder engagement, and significant knowledge gains from multiple event participation, it is recommended that CICAD expand its "train the trainers" activities to enhance capacity-building sustainability further.

Specifically, CICAD should prioritize developing and implementing certified training courses in Barbados, Saint Lucia, and Trinidad and Tobago to address the identified demand.

**Prioritization: medium. Next 9-12 months**

## Section I: Introduction

This document contains the final report for the final evaluation of the project titled “Counterdrug Capacity Building and Technical Assistance Program - Phase IV SMS1901”, referred to as “the project.” The evaluation commissioner is the Organization of American States (OAS) Department of Procurement Services and Management Oversight (DPMO). The Governments of Canada and the United States of America are the project funders.

The document is the final evaluation deliverable of the above evaluation, which covers the project implementation period from May 1, 2019, to April 30, 2024.

### 1.1 Project background

The evaluation ToRs summarize the project as follows:<sup>1</sup>

“Illicit drug production and narcotrafficking are steadily on the rise in the Americas. Despite significant efforts and resources devoted by OAS member states to control supply reduction, drug markets appear to be growing. These growing markets include plant-based drugs such as cannabis, cocaine, and heroin; synthetic drugs such as methamphetamine, new psychoactive substances (NPS), fentanyl, and its analogs; as well as precursor chemicals which are diverted from licit distribution channels to produce illicit drugs. According to the United Nations Office on Drugs and Crime (UNODC) 2018 drug report, countries are facing a potential supply-driven expansion of drug markets, with production of opium and manufacture of cocaine at the highest levels ever recorded.

Furthermore, the use of the internet in relation to drug-related activities by drug trafficking organizations, such as the sale of illicit narcotics through darknet markets, use of cryptocurrencies, and distribution of illicit drugs through postal services, is a growing global problem, as the perceived anonymity and global reach of the internet provide traffickers with ideal conditions to sell both illicit synthetic drugs and their chemical precursors. A study conducted jointly by the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) and the European Union Agency for Law Enforcement Cooperation (EUROPOL) found that more than 60% of all listings on five major darknet markets worldwide (up to August 2017) were related to the illicit sale of drugs, including drug-related chemicals and pharmaceuticals. Therefore, narcotrafficking poses serious security threats to citizens of OAS member states since illegal drugs are critical drivers of crime, violence, and corruption and are an essential factor behind the high mortality rates of some countries in the hemisphere. Drug trafficking also hinders economic prosperity, the development of democratic institutions, and the full respect of human rights. Moreover, the drug problem represents a threat to the overall physical, material, psychosocial, health, community, and environmental security of the citizens of the region. In the Western Hemisphere, drug trafficking affects all sub-regions and countries using production, transit, and/or consumption of illicit drugs.

To address these and other significant challenges and enhance drug control, in 2016, the global community achieved notable progress in reaching a new international consensus at the United Nations General Assembly Special Session (UNGASS) held in April, where the Western Hemisphere joined the international community and committed to reducing the availability of illicit drugs, based on the principles of collective responsibility and full respect for human rights. UNGASS 2016 stressed the importance of supply reduction as an integral part of a balanced drug control strategy and requested the incorporation of a gender perspective and for jurisdictions to ensure the involvement of women in all stages of the development, implementation, monitoring, and evaluation of drug policies and programs.

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<sup>1</sup> OAS General Secretariat. Department for Planning and Evaluation. Terms of Reference. Counterdrug Capacity Building and Technical Assistance Program - Phase IV SMS19011” pages 2 – 4.

*Project implementer CICAD*

The Inter-American Drug Abuse Control Commission (CICAD) is the consultative and advisory body of the OAS on drug issues. It serves as a forum for OAS member states to discuss and find solutions to the drug problem and provides them technical assistance to increase their capacity to counter the drug problem. Since its establishment in 1986, CICAD and its Executive Secretariat have responded to the ever-changing challenges of drug control, expanding its efforts to promote regional cooperation and coordination with and among its member states.

Through its Counterdrug Capacity Building and Technical Assistance Program Phase IV, the SRU/CICAD is adapting to the new trends and realities faced globally and regionally while considering new international and regional mandates and innovating solutions to support counterdrug law enforcement agencies of OAS member states to disrupt the production, trafficking, and distribution of illicit drugs and psychotropic substances in the region. The SRU/CICAD also recognized this opportunity to harness the untapped potential and work to both empower and equip male and female counterdrug officers to enhance and advance counterdrug programs to disrupt the production, trafficking, and distribution of illicit drugs in the region. The chemical precursors used to produce such substances".

## 1.2 Evaluation background, objective, and scope

The evaluation Terms of Reference (ToR) outline the background of this evaluation as follows<sup>2</sup>:

The consultancy's objective is to evaluate the performance of the SMS-1901 program in terms of efficiency, effectiveness, and sustainability. The evaluation will explicitly focus on the delivery of the program's Immediate and Intermediate Outcomes.

### A. Scope of the evaluation.

To achieve the objective, the Consultant shall:

- i) Conduct a formative and summative assessment to estimate the results of the Program.
- ii) Critically analyze the implementation and management of the Program.
- iii) Determine the relevance (referring to the adequacy of the design, objectives and results to the context in which its implementation has been carried out); efficiency (analysis of Program management in the analysis period, including the assessment of the relationship between the results achieved and the resources of all kinds used for it); effectiveness (compliance with the objectives and results initially formulated, and others not foreseen) of the actions financed; coherence, or compatibility of the intervention with other similar

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<sup>2</sup> OAS General Secretariat. Department for Planning and Evaluation. Terms of Reference. Counterdrug Capacity Building and Technical Assistance Program - Phase IV SMS1901" pages 5 - 7.

interventions in participating countries; and institutional and financial sustainability of the benefits generated by the Program.

- iv) Determine if, during the conceptualization and/or execution of the Program, the gender perspective was used. If it was used, analyze the results achieved and provide recommendations on how to strengthen it.
- v) Conduct, as best possible, a robust Cost Benefit Analysis by determining the internal rate of return and net present value of the investment.
- vi) Identify the main results at the level of direct effects and products to which the operation has contributed, distinguishing between planned and unforeseen, explicit and implicit.
- vii) Document the program's best practices related to its formulation, design, implementation, management, and sustainability.
- viii) Make recommendations and identify and document lessons learned related to the program's formulation, design, implementation, management, and sustainability to improve the implementation and future formulations and designs of similar programs.
- ix) Assess the design and execution of the program against the recommendations made in evaluating previous phases.
- x) Answer the following evaluation questions:

#### **B. Evaluation questions**

- (a) Was the Program's implicit Theory of Change effective?
- (b) Were the Program's objectives achieved?
- (c) Did the outcome indicators identify the appropriate measurement of success?
- (d) Are the Program's achievements sustainable, institutionally and financially?
- (e) Are the Program's indicators S.M.A.R.T.
- (f) Did the Program team apply results-based management principles from inception to its conclusion? Please describe which ones.
- (g) Was the process for the selection of beneficiaries done based on pre-established criteria? And were the criteria appropriate?
- (h) Were best practices considered during the design and applied during the implementation?
- (i) Were lessons learned from previous operations considered during the design and applied during the implementation?

- (j) Did the program include specific requirements for conducting follow-up training activities to measure increased capacity, skills, awareness, and abilities among recipients and strengthen institutions where such individuals work, among other things?
- (k) Was the monitoring mechanism used as an efficient and effective tool to follow up on the progress of the Program’s actions?

The evaluation matrix in Annex 1 further fine-tunes and aligns the evaluation questions to the evaluation criteria.

The evaluation took place between March and May 2024. The evaluator invited project stakeholders in the OAS Member States benefitting from the project to participate in the evaluation. In total, the evaluator reached 300 stakeholders (38,8% female, 61,2% male) from 33 Member States<sup>3</sup>, including one donor representative and three project team members.

The response rate to the online survey was 20,7% (280 out of 1353 beneficiaries contacted with valid e-mail contact details). **Based on the above response rate and a confidence level of 90% at an error margin of 5%, the survey results are statistically representative.**

The OAS contracted an external evaluation specialist to undertake this evaluation. DPMO selected Dr. Achim Engelhardt in a competitive tendering process. The consultant was neither involved in the design nor implementation of the project and has supported the OAS in the evaluations of U.S.-funded projects on several occasions since 2015.

Figure 4 shows the Member States that chose to participate in the evaluation in dark blue or red circles.

The OAS contracted an external evaluation specialist to undertake this evaluation. DPMO selected Dr. Achim Engelhardt in a competitive tendering process. The consultant was neither involved in the design nor implementation of the project and has supported the OAS in the evaluations of U.S.-funded projects on several occasions since 2015.

**Figure 4: Map of OAS Member States participating in the evaluation**



Design: A. Engelhardt, 05/2024

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<sup>3</sup> Antigua and Barbuda, Argentina, Bahamas, Barbados, Belize, Bolivia, Brazil, Canada, Chile, Colombia, Costa Rica, Dominican Republic, Ecuador, El Salvador, Grenada, Guatemala, Guyana, Haiti, Honduras, Jamaica, Mexico, Panama, Paraguay, Peru, Saint Lucia, Saint Vincent and the Grenadines, St. Kitts and Nevis, Suriname, Trinidad and Tobago, Uruguay, and USA.

### 1.3 Evaluation methodology and approach

The evaluation consultant used a theory-based evaluation approach due to the references made in the ToR to validate the project’s results chain and logic model<sup>4</sup>.

This evaluation approach is tried and tested. For example, the evaluator has used it in OAS evaluations since 2015.

The theory-based evaluation approach specifies the project’s intervention logic, building on a set of assumptions and outlining how the project designers in CICAD think the change would happen. The evaluator validated the intervention logic by engaging the project team in the OAS Secretariat and primary stakeholders. Section 1.5 presents the reconstructed project Theory of Change.

The added value of theory-based evaluation is that it further elaborates on the assumptions behind the project and links between output, outcomes, and impact. The approach also highlights stakeholder needs as part of a situation analysis, identifying barriers to strengthening counter-drug capabilities. Analyzing the projects’ response and results follow.

The document review showed that the project benefits from a logframe in Annex 1 of the document, specifying the project’s goal, purpose (outcomes), outputs, activities, and related indicators.

Besides, the project document contains a valuable table of indicators for monitoring and evaluation with specific indicators, baselines, and targets.

The evaluator noted that while baseline sources are listed, some are generic, such as “Reports and records from OAS member states’ forensic laboratories and drug law enforcement agencies.” The evaluability of such less specific sources is limited, and the quality and availability of such data might vary by Member State.

The evaluation aims to use the following evaluation tools and processes, as summarized in Figure 5.

- a. **Key document review** in the execution of the project, including the project document and progress reports;
- a. **Scoping call** with DPMO, the project team, and the donors;
- b. **Virtual interviews** with primary project stakeholders in beneficiary countries related to the project;
- c. **Field visit to the projects’ two main capacity-building implementers and key stakeholders:**
  - The Regional Counterdrug Intelligence School of the Americas (ERCAIAD) and the Colombian National Police in Bogota, Colombia, and
  - The Regional Security System (RSS) is an institution the project partnered with to provide training during the COVID-19 pandemic for

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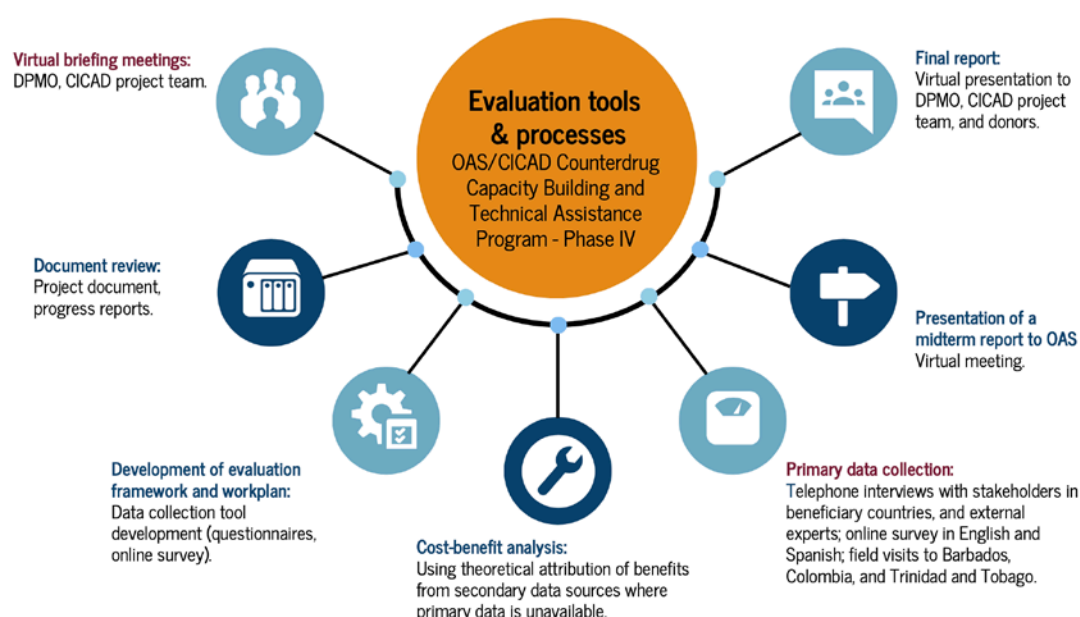
<sup>4</sup> OAS General Secretariat. Department for Planning and Evaluation. Terms of Reference. Counterdrug Capacity Building and Technical Assistance Program - Phase IV SMS1901” page 9.



English-speaking project beneficiaries in the Caribbean, with the support of the Barbados Police Service.

- The National Drug Council in Trinidad and Tobago
- d. **Cost-benefit analysis** using theoretical attribution of benefits from secondary data sources where primary data is unavailable. The evaluation suggests using some of the following literature for the cost-benefit analysis:<sup>1</sup>
- e. Presentation of the **midterm report** to SRU/CICAD and DPMO in the OAS via conference call, following data analysis;
- f. **Finalization of the evaluation report and virtual presentation** to the OAS and the donors.

Figure 5: Evaluation tools and processes applied



## 1.4 Limitations and mitigation measures

No major limitations to the evaluation have emerged due to the readily available project documentation, the responsiveness of the project team, and the DPMO’s timely and efficient evaluation management.

While the evaluation’s timeframe of three months was relatively short, the evaluator managed to undertake data collection analysis and reporting on time to meet the reporting deadlines, given the supporting role of SRU/CICAD and DPMO.

## 1.5 Reconstructed project Theory of Change

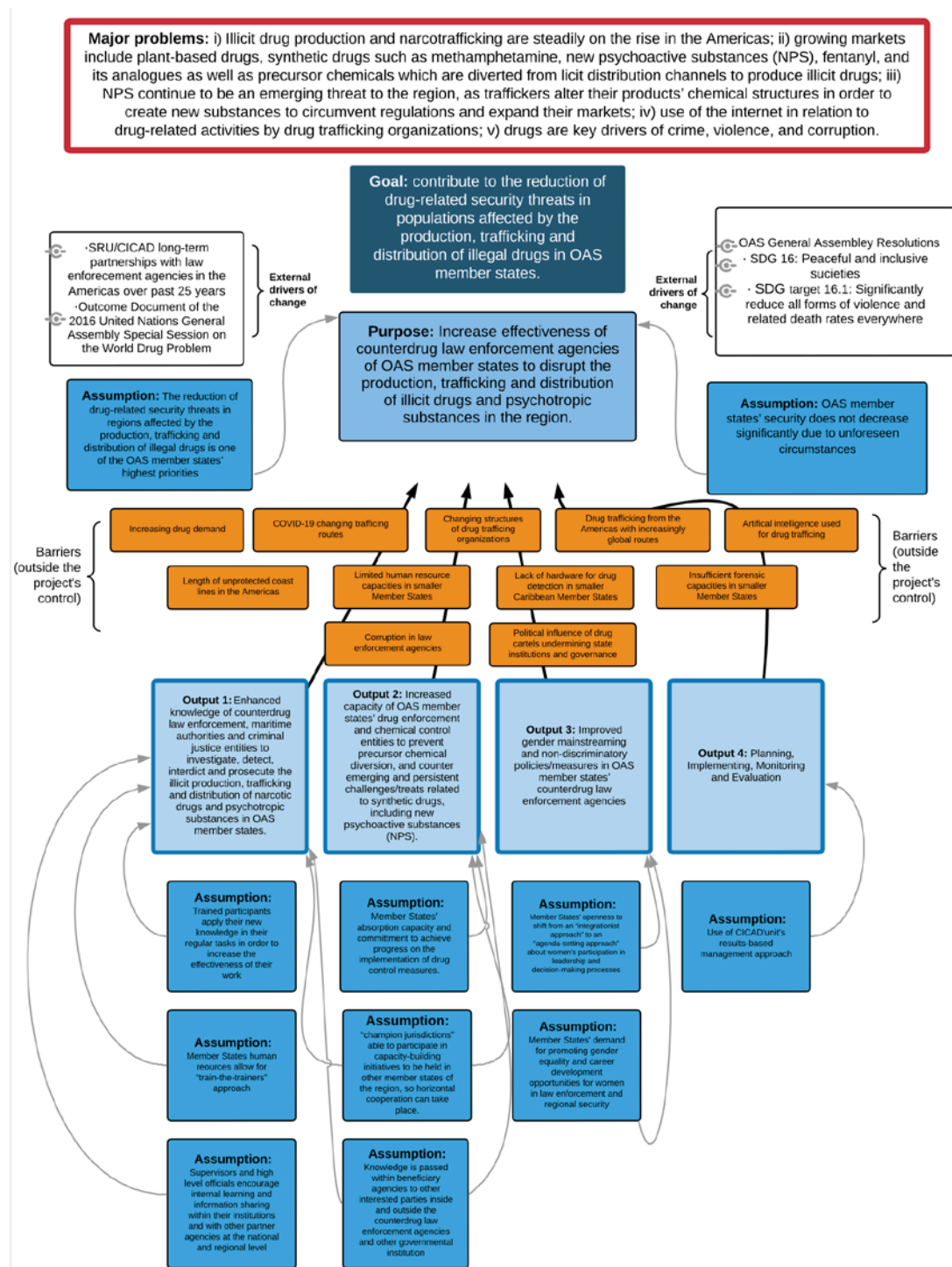
Figure 6 presents the project’s reconstructed theory of change based on the project document and logframe, the document review, and interviews as the primary data sources.

The reconstructed Theory of Change of the project contains the following elements:

- Formulation of the main problems
- Outputs (short-term results) and related assumptions
- Barriers to moving from outputs to outcomes (medium-term results)
- Outcomes
- Impact statement (long-term results)
- Linkages to external drivers of change catalyzing the achievement of the impact
- Main assumptions

Section 2.4 provides a detailed assessment of the reconstructed Theory of Change's validity.

Figure 6: Reconstructed Project Theory of Change



Source: A. Engelhardt 04/2024

## Section II: Findings

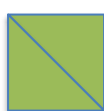
### 2. Relevance: was the project doing the right thing?

This section addresses the evaluation criteria of relevance. The sub-criteria used include the following: i) the alignment to the mandates of the OAS; ii) the relevance for the donors, the U.S. and Canada; iii) the relevance for selected Member States (Barbados, Colombia, and Trinidad and Tobago), including the perspective direct project beneficiary institutions; and iv) the comprehensive validation of the project's reconstructed Theory of Change with five sub-criteria.

This section's principal information sources are the document review, telephone interviews, key informant interviews, the online survey, and observations during the field visits.

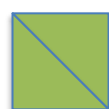
#### **Key findings: the project was doing the right thing in addressing the urgent need of reducing of drug-related security threats**

- The project is highly relevant for the OAS' mandate, for the project donors Canada and the U.S. and selected Member States.
- The reconstructed Theory of Change is valid. The main problems are correctly identified in the project document, as are assumptions at the purpose and output level, barriers beyond the direct project control, and the intervention logic from outputs to the project goal.



The evaluation finds that the relevance of the project is very high. Based on the evaluations' scoring methodology<sup>5</sup>, the relevance score is "green" (100 out of 100<sup>6</sup>). The project shows a solid performance in all eight sub-criteria. The score for the validity of the theory of change also reaches 100%.

#### 2.1 Relevance for the OAS: alignment to OAS mandates



The evaluation finds that the project is highly relevant to OAS mandates, first and foremost to Resolution AG/RES. 2925(XLVIII-O/18). The latter resolution calls for the following:

- 130. To continue supporting the efforts of member states, including requesting CICAD to strengthen the cooperation mechanisms and exchange of good practices of chemical producing and recipient countries to control the diversion of precursor chemicals that can be used to manufacture illicit drugs, and in appropriate cases, in coordination with existing monitoring and notification procedures established by the United Nations Office on Drugs and Crime, without affecting its trade and legitimate uses
- 131. To reiterate our commitment to continue including the gender and human rights perspectives in international drug policies, aiming to develop and disseminate

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<sup>5</sup> applied by the UK's Independent Commission for Aid Impact, see for example <http://icai.independent.gov.uk/wp-content/uploads/ICAI-Review-UK-aids-contribution-to-tackling-tax-avoidance-and-evasion.pdf>

<sup>6</sup> Scores by sub-criteria: green: 3, green/amber: 2, amber/red: 1; red: 0 ; 2.1 = 3, 2.2 = 3, 3; 2.3 = 3; 2.4 = 3, 3, 3, 3, 3. Total = 27 out of a maximum of 27. Overall performance = SUM (27/27\*100) (100%).

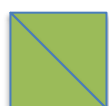
measures that take into account gender issues and the specific needs and circumstances that women and girls face concerning the world drug problem. To ensure women’s effective participation in the agencies and organizations in charge of the drug issue, and in this sense, encourage the participation of countries in the Inter-American Program for Strengthening Gender Equality in Drug Law Enforcement Agencies (GENLEA/CICAD).

- 128. To strengthen the adoption of comprehensive prevention, control, and supply reduction measures, as well as the treatment, rehabilitation, and social reintegration of individuals with drug use disorders, with a focus on human rights at the individual, community, family, and society level, to promote the non-stigmatization of people who use drugs, but also does not permit impunity for drug-related crimes.

Besides, Resolution AG/RES. 2343 (XXXVII-O/07) provides a clear mandate for the Project: To instruct the CICAD Executive Secretariat to: j. Continue to provide training and other technical assistance to increase the capacity of member states to:

- i. Control illicit drugs, pharmaceutical products, chemical precursors, and synthetic drugs;
- ii. Control the sale of drugs via the Internet, taking into consideration the guide approved by CICAD entitled “Drugs in Cyberspace: Understanding & Investigating Diversion & Distribution of Controlled Substances via the Internet”;
- iii. Control maritime narcotrafficking and secure their borders, ports, and airports against the threat of illicit drugs and related contraband, such as chemical precursors;
- iv. Gather information and develop anti-drug intelligence; and
- v. Reduce the cultivation and production of illicit drugs, and help identify and develop integral and sustainable alternatives to illicit drug cultivation and production;
- k. Continue to provide training and other technical assistance to promote the capacity of law enforcement, customs, and other officials of member states responsible for controlling drugs, the diversion of chemical precursors, and related contraband;
- l. Provide technical assistance and research training to health professionals to enable them to study and work on drug issues in the countries of the Hemisphere; and
- m. Continue its training and technical assistance programs in the area of money laundering.

## 2.2 Relevance for the main donors: Canada and the United States of America

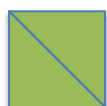


**United States:** The project is fully aligned with the Joint Strategic Plan of the U.S. Department of State and the United States Agency for International Development (USAID) for Fiscal Years 2022 to 2026. Under *Goal 1: Renew U.S. leadership and mobilize coalitions to address the global challenges that have the greatest impact on Americans’ security and well-being*, the Joint Strategic Plan refers to security sector

governance, law enforcement, and criminal justice capacity-building, also related to drug control<sup>7</sup>.

This alignment is fully understood in the context of the United States Congress mandating reporting on narcotics control, as illicit drug production and trafficking is a bipartisan policy priority in the United States. For example, the International Narcotics Control Strategy Report (INCSR) is one of several annual reports on “foreign policy and assistance issues that the United States Congress mandates. Some legislative acts set forth reporting requirements for the INCSR. The broad reporting requirements are set forth in section 489 of the Foreign Assistance Act of 1961, as amended (“FAA,” 22 U.S.C. § 2291), which requires, among other things, reporting on countries designated by the President as major illicit drug producing or drug transit countries and on countries that have received foreign assistance under Sec. 489. Sections 481(d)(2) and 484(c) of the FAA and section 804 of the Trade Act of 1974, as amended, set forth additional, more specific, matters to be addressed in the report on a wide range of specified narcotics control actions”<sup>8</sup>.

According to the New York-based nonpartisan think tank Council of Foreign Relations (December 2023) 9, “Fentanyl and other opioids are fuelling the worst drug crisis in the history of the United States. More than 1,500 Americans per week die from taking some type of opioid, making the drug by far the leading cause of fatal overdoses in the country. In recent years, the crisis has become defined by illicit fentanyl, an extremely lethal synthetic opioid. Illegal fentanyl supplies are largely produced in China and Mexico and then smuggled into the United States”.



**Canada: In 2023, Global Affairs Canada issued a Ministerial Declaration on Accelerating and Strengthening the Global Response to Synthetic Drugs**<sup>9</sup>. In

the declaration, Global Affairs Canada announced the establishment of the Global Coalition to Address Synthetic Drug Threats to strengthen the coordinated global response to the international public health and safety challenges posed by synthetic drugs through international cooperation to drive comprehensive, balanced, evidence-based, and effective actions at the national and international levels, in accordance with applicable international law.

The project aligns with the Canadian Anti-Crime Capacity Building Program (ACCBP). It works to improve the capacity of beneficiary states, government entities, and international organizations to deal with transnational crime. The anti-crime program's mandate is global, but it focuses on the Americas, mainly Central America, the Caribbean, and Mexico.

The ACCBP also administers the Canadian annual voluntary contributions to the OAS and the United Nations Office on Drugs and Crime (UNODC)<sup>10</sup>.

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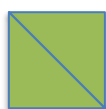
<sup>7</sup> U.S. Department of State and the United States Agency for International Development (USAID), 2022: Joint Strategic Plan of the U.S. Department of State and the United States Agency for International Development (USAID) for Fiscal Years 2022 to 2026, page 22.

<sup>8</sup> United States Department of State, Bureau for International Narcotics and Law Enforcement Affairs, 2020: International Narcotics Control Strategy Report, page 2.

<sup>9</sup> Global Affairs Canada, 2023: Ministerial Declaration on Accelerating and Strengthening the Global Response to Synthetic Drugs  
<https://www.canada.ca/en/global-affairs/news/2023/07/ministerial-declaration-on-accelerating-and-strengthening-the-global-response-to-synthetic-drugs.html>

<sup>10</sup> [https://www.international.gc.ca/world-monde/issues\\_development-enjeux\\_developpement/peace\\_security-paix\\_securite/capacity\\_building-renforcement\\_capacites.aspx?lang=eng](https://www.international.gc.ca/world-monde/issues_development-enjeux_developpement/peace_security-paix_securite/capacity_building-renforcement_capacites.aspx?lang=eng)

## 2.3 Relevance for selected Member States



The online survey enquired about the relevance of CICAD capacity building, training, and workshops between 2019 and 2023. Survey results revealed that 88 % of stakeholders from 31 countries found the CICAD events to meet their performance needs (n=250), and 85% found the event to be timely in addressing their capacity-building needs (n=224). Interviews revealed that for 93% of stakeholders, the project events and technical assistance were relevant to Member States’ political priorities in countering drug trafficking (n=20).

### *Barbados*

The island sits on the eastern frontier of the Caribbean transit zone, a key passageway for drugs originating from South America and headed to the United States, Canada, and Europe. It is strategically used alongside other islands in the Lesser Antilles as a critical staging ground for drug trafficking operations, including airdrops and smuggling via small boats, according to the United States Drug Enforcement Administration.

The primary point of entry for cocaine in Barbados is the Grantley Adams International Airport, a major hub offering daily direct flights to major cities in the U.S., Canada, and the UK. Traffickers predominantly use go-fast boats and individual couriers traveling from Venezuela, Guyana, and neighboring Caribbean islands like St. Lucia, St. Vincent, and Trinidad and Tobago to bring cocaine into Barbados. Additionally, coastal freighters transporting 100 to 250 kilograms of cocaine from Guyana, Trinidad, and Venezuela often offload their cargo onto smaller vessels near Barbadian waters during nighttime operations. Once ashore, this cocaine is handed off to local traffickers for domestic distribution or further smuggling into North America and Europe. Cruise ships have also been implicated in the transport of smaller quantities of cocaine and heroin from Barbados to destinations in the U.S. Virgin Islands and Puerto Rico<sup>11</sup>.

### *Colombia*

The US State Department’s International Narcotics Control Strategy Report (2022) states that Colombia remains the leading global producer and exporter of cocaine, in addition to being a significant source of heroin and marijuana. The Colombian government acknowledges the severe impact of the illicit drug trade and organized crime on the nation's peace and security but faces ongoing challenges related to security, governance, and economic development, particularly in rural areas.

In response, the United States has partnered with Colombia to fortify institutions in these rural, conflict-prone regions. This cooperation aims to curb drug trafficking and supply, enhance citizen security, support the development of legal, economically viable activities, and boost public confidence in government institutions, including the police. Efforts also extend to environmental protection and combating crimes that not only support narcotrafficking but also cause significant harm to Colombia's natural environment. The initiatives further emphasize the promotion of the rule of law, dismantling organized crime networks, and protecting human rights.

Colombian security forces enhance their law enforcement capabilities through the U.S.-Colombia Action Plan on Regional Security Cooperation and share their expertise with regional counterparts to combat transnational organized crime and drug trafficking. Colombia

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<sup>11</sup><https://web.archive.archive.unhcr.org/20230518164535/https://www.refworld.org/docid/3f7d4d630.html>

spearheads the multinational interdiction effort known as “Campaign Orion” with U.S. backing, focusing on disrupting drug flows across land, air, sea, and river routes. Since its inception in 2018, this initiative has successfully seized approximately 546 metric tons of cocaine, underscoring Colombia’s leadership in regional counternarcotics efforts.

#### *Trinidad and Tobago*

The US State Department’s International Narcotics Control Strategy Report (2022) finds that Trinidad and Tobago serves as a hub for illicit drug trafficking destined for Europe, North America, and other Caribbean destinations. The nation's strategic location near Venezuela, along with porous borders, vulnerabilities at ports, limited law enforcement resources, and corruption issues, facilitate the trafficking operations. Despite these challenges, Trinidad and Tobago has shown improvement in disrupting drug networks, with increased seizures of cocaine and marijuana in 2021 compared to 2020.

The country's drug control efforts face hurdles such as inadequate staffing, poor interagency cooperation, and insufficient funding. Progress is being made in enhancing collaboration and breaking down barriers within law enforcement and intelligence agencies to bolster counter-narcotics operations.

Additionally, the National Drug Council has proactively addressed emerging threats by implementing an Early Warning System to detect new psychoactive and other emergent substances in collaboration with national stakeholders. This initiative strengthens Trinidad and Tobago's drug control capabilities and sets a precedent for other Caribbean nations. Trinidad and Tobago has also provided guidance and support to other countries in the region, including Antigua and Barbuda, in developing their own Early Warning Systems.

#### ***Relevance for trainees and recipients of technical assistance***

CICAD training holds significant relevance for law enforcement agents in the Western Hemisphere. The training focuses on enhancing early warning systems, particularly concerning non-traditional drugs prevalent in the region.

#### *Caribbean*

For St. Lucia, the training emphasizes the importance of recognizing and combating synthetic drugs, which are increasingly becoming available. In Antigua and Barbuda, the relevance lies in addressing the unique challenges faced by Eastern Caribbean states, including the detection of New Psychoactive Substances (NPS) and synthetic drugs. In the Dominican Republic, CICAD training meets the demands of committee authorities, who have seen their capacities increase. However, there is a notable gap in the number of trained personnel available for frontline operations, particularly in smaller Caribbean States, highlighting the need for more extensive training programs.

From the academic perspective, the training's evolving relevance is stressed, with recent courses in Jamaica highlighting the growing importance of NPS drugs, previously not considered a significant problem.

The involvement of donors, particularly the US and Canada, underscores the importance of CICAD training in translating resolutions into actionable strategies for Member States (MS). The emergence of synthetic drugs, highlighted by institutions like Aircop in Barbados, further emphasizes the need for continuous training to keep pace with evolving drug trends.



### **Trinidad and Tobago**

CICAD training remains highly relevant in Trinidad and Tobago, particularly for law enforcement agencies like the Coast Guard and Special Investigations Unit.

For the Coast Guard, the training has evolved to address emerging threats. While interceptions in 2019 primarily focused on traditional drugs like marijuana and cocaine, there has been a notable shift in 2020 towards synthetic drugs. Although still secondary, there has been an increase in the interception of pills, highlighting the importance of training in identifying and handling these substances, including the use of protective gear.

In the Special Investigations Unit, CICAD training has been instrumental in addressing the spread of drugs like Ecstasy in clubs, schools, and universities. The training has helped in the identification of these substances, especially as general police awareness may be lacking. The establishment of an Early Warning System (EWS) has also contributed to increased awareness about pills and their dangers. Legislative actions, such as criminalizing substances like Ecstasy in 2019, have been supported by training initiatives aimed at raising awareness. Despite challenges posed by the COVID-19 pandemic, training efforts have continued, leading to numerous seizures and enhanced capabilities in identifying various types of pills.

### *Latin America*

Collaboration with institutions like ERCAIAD and the Armada of Colombia brings attention to emerging threats like Fentanyl and the importance of building detection capacities. While Colombia boasts significant expertise, more operational implementation is required, necessitating further support, for example, concerning equipment. However, the latter is beyond the scope of the CICAD project.

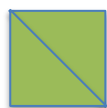
UNODC's involvement in training events underscores the collaborative nature of training efforts, leveraging expertise from North America and Europe to enhance regional drug detection capabilities. Countries like Peru and Brazil tailor training programs to address specific needs, such as gender issues and forensic chemistry expertise.

## **2.4 Validity of the Theory of Change**

The evaluation finds that the project design was sound, fully integrating a gender perspective, as recommended in the final evaluation of phase III.

The evaluator used the project's Theory of Change narrative and reconstructed a comprehensive ToC graphic to systematically assess the intervention logic during the evaluation process.

## Main problems



The evaluation indicates that the project document accurately pinpointed the primary issues the project aimed to tackle. The main problems persist and have worsened over the past five years since the project’s phase IV launch.

### **Main problems identified:**

- Illicit drug production and narcotrafficking are steadily on the rise in the Americas;
- Growing markets include plant-based drugs, synthetic drugs such as methamphetamine, new psychoactive substances (NPS), fentanyl, and its analogs, as well as precursor chemicals which are diverted from licit distribution channels to produce illicit drugs;
- NPS continue to be an emerging threat to the region, as traffickers alter their products’ chemical structures to create new substances to circumvent regulations and expand their markets;
- Use of the Internet in relation to drug-related activities by drug trafficking organizations;
- Drugs are key drivers of crime, violence, and corruption.

The United Nations (UN) World Drug Report 2023<sup>12</sup> indicates that increasing drug production (+ 35% coca cultivation between 2020 and 2021 and + 28% opium poppy cultivation between 2020 and 2021) meets growing drug demand, rising by 23% globally between 2011 and 2021. Between 2010 and 2021, the number of New Psychoactive Substances (NPS) skyrocketed from 162 to 618.

At the same time, the report alludes to the devastating effects of new routes of drug trafficking and production as drivers of crime, for example, in the Amazon basin, creating a criminal nexus, causing environmental and social damage, and accelerating conflict and displacement.

The UN also found that in comparison to the 2014 assessment of Synthetic Drugs and NPS in Latin America and the Caribbean, a significantly changed landscape<sup>13</sup>: “However, changes in the manufacturing of methamphetamine, which no longer affects only Mexico but also its neighbors further South, the expansion of methamphetamine trafficking from the region to Asia, Europe, and Oceania, and more recently, the advent of fentanyl manufacture have significantly changed the synthetic drug landscape and the challenges it poses for countries in the region and beyond.”

The OAS/CICAD reported in 2022 that: “trafficking of illicit fentanyl and other synthetic opioids into the United States and Canada has fueled national epidemics with fatal consequences. Fentanyl, one of the most dangerous synthetic opioids (...), has had by far the greatest impact on these two countries. Fentanyl is trafficked in small quantities, making it difficult to detect”<sup>14</sup>. Also, new trafficking channels in the Americas, stemming from the impacts of the COVID-19 pandemic on trade and travel, emerged during the middle of the CICAD project’s Phase IV implementation and presented new hurdles in detecting the trafficking of NPSs. The UN analyzed the following: “The onset of COVID-19 in Latin America and the Caribbean has led governments to take unprecedented measures to contain the spread of the pandemic. In

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<sup>12</sup> UNODC, 2023: World Drug Report.

<sup>13</sup> UNODC, 2021: Synthetic Drugs and New Psychoactive Substances in Latin America and the Caribbean 2021, page 1.

<sup>14</sup> Inter-American Drug Abuse Control Commission. Inter-American Observatory on Drugs. Report on Drug Supply in the Americas, 2022.

the past, synthetic drugs were often trafficked by persons who concealed them on their bodies or in luggage. The containment measures, which have drastically restricted international travel and in-country mobility, may have permanently reshaped this pattern and increased the importance of trafficking by postal or courier services. Restrictions on international travel have led to a sharp decline in the number of international passengers arriving in the region, and movement restrictions within countries have hindered street-level dealing in the streets or clubs. In contrast, Internet orders (online drug trafficking) delivered by mail or courier services continue to be available during the pandemic. Online trafficking business models popular in the region include illicit drug markets operating in the open or dark web, or traffickers exploiting social media services as a means to coordinate transactions with users”<sup>15</sup>.

### Main assumptions

The project document and the ToC section contain explicit and implicit assumptions. The evaluator grouped the assumptions by outputs and outcomes (project purpose) and identified the main general assumptions before validating those project assumptions.

### Purpose level assumption

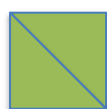


At the **purpose level**, the project document correctly identified the assumption that “OAS member states’ security does not decrease significantly due to unforeseen circumstances.”

In the case of Ecuador, for example, a drastic drop in the security situation and illicit drug trafficking undermining the State authorities (Center For Strategic and International Studies, 2024)<sup>16</sup> jeopardized the project’s outcome level objective (purpose) of an “increased effectiveness of counterdrug law enforcement agencies of OAS member states to disrupt the production, trafficking, and distribution of illicit drugs and psychotropic substances in the region.”

The document review identified another assumption in the project document, which could be placed at the outcome level: “The reduction of drug-related security threats in regions affected by the production, trafficking, and distribution of illegal drugs is one of the OAS member states’ highest priorities.” The online survey, telephone interviews, and field visits underscored the high political priority of the 31 OAS Member States reached during this evaluation.

### Output level assumptions



Regarding the output level, the evaluation identified nine assumptions, eight outlined in the project document and one that arose during the evaluation.

For **output 1**, the evaluation found that the following assumption held: “Trained participants apply their new knowledge in their regular tasks to increase the effectiveness of their work,” with 83,3% of survey participants (n=218) stating that they are using new knowledge on the job.

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<sup>15</sup> UNODC, 2021: Synthetic Drugs and New Psychoactive Substances in Latin America and the Caribbean 2021, pages 2-3.

<sup>16</sup> Center For Strategic and International Studies (CSIS), 2024: In the eye of the storm: Ecuador’s compounding crisis.

The assumption that Member States’ human resources allow for a “train-the-trainers” approach was implicitly included in the project document under lessons learned from previous project phases. The primary data collection revealed that, formally or informally, knowledge is shared after training events, also triggered by a systematic CICAD follow-up after capacity-building events. This includes a highly encouraging “train-the-trainers” approach based on Member State’s initiatives. However, small Caribbean nations with limited law enforcement units and staff taking multiple roles face challenges in rolling out such an approach.

The evaluation indicates that another assumption under output 1, “Supervisors and high-level officials encourage internal learning and information sharing within their institutions and with other partner agencies at the national and regional level,” holds, as 75,4% of survey respondents (n=201) stated that supervisors encouraged the application of new knowledge.

Concerning **output 2**, the evaluation finds that the following assumption holds: “Member States’ absorption capacity and commitment to achieve progress on the implementation of drug control measures.” Even in the smaller Caribbean nations, the Regional Security Services (RSS) provide a rolling capacity-building program funded by its Member States and supported by entities such as CICAD to enhance those absorption capacities.

The evaluator grouped the following assumptions under output 2, which also relate to the project’s outcome 1, as presented in the Theory of Change in Figure 5.

The assumption that “champion jurisdictions are able to participate in capacity-building initiatives to be held in other member states of the region so that horizontal cooperation can take place” proved valid in the case of Colombian law enforcement authorities, for example, supporting peers in Central America. The role of the RSS in the Caribbean and support from authorities in Barbados and Trinidad and Tobago for other parts of the English-speaking Caribbean also emerged.

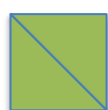
Interviews and field visits revealed that the following assumption also holds: “Knowledge is passed within beneficiary agencies to other interested parties inside and outside counterdrug law enforcement agencies and other governmental institutions. In the case of Trinidad and Tobago, for instance, CICAD training was shared by participants in their respective institutions, reaching even beyond law enforcement agencies and addressing the fire brigades and ambulance services as first responders in need to identify potential NPS cases when attending patients. In the case of Barbados, knowledge was transferred to the courier and postal services to identify clients’ suspicious behavior patterns related to the frequency and regularity of shipments and the declared content of parcels. The latter resulted, in fact, in the police’s anti-drug agents’ seizure of three bottles of liquid cocaine disguised as maple syrup in 2024.

The gender-related **output 3** builds on two main assumptions in the project document. The first assumption concerns “Member States’ openness to shift from an “integrationist approach” to an “agenda-setting approach” about women’s participation in leadership and decision-making processes.” While in the Caribbean, stakeholders perceive a gender balance in law enforcement leadership positions, which was validated during the field visits, in other countries of the Americas, an imbalance still prevails, with CICAD pushing the agenda. In one Colombian ministry visited, for example, establishing a gender unit was appreciated, but gender awareness trainings are still fully rolled out despite the great need identified.

The other assumption concerning “Member States’ demand for promoting gender equality and career development opportunities for women in law enforcement and regional security” resonated with observations during the field visits. Particularly in Colombia, stakeholders were proud of “women only” training for counter-drug action, which enhanced the chances of female trainees for promotion due to acquiring additional skills.

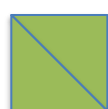
Output 4 about planning, implementation, and monitoring and evaluation (M&E) implicitly implies the assumption that the project team can use the CICAD SRU unit’s results-based management (RBM) approach. The regular reporting and systematic use of pre and post-training course questionnaires are proof of the robust application of RBM principles.

### Barriers



The evaluation established nine main barriers the project faces, which were beyond its control but needed monitoring during project implementation. Some barriers were identified in the project document, while others emerged, for example, during the pandemic and were unforeseeable. Barriers included the increase in drug demand, artificial intelligence used for drug trafficking, COVID-19 resulting in changing trafficking routes and modalities, changing structures of drug trafficking cartels with strong decentralization tendencies, the length of unprotected coastlines in the Americas, limited human resource capacities, especially in small island states, lack of hardware for drug detection in those small island states, including insufficient forensic capacities. Other barriers concern corruption in law enforcement agencies, which surfaced as a major and perilous problem during the evaluation interviews, and the political influence of drug cartels undermining state institutions and governance, such as the juridical functions. The latter emerges, for example, in the case of soft or no convictions of presumed drug criminals by corrupted judges despite existing legal evidence.

### Intervention logic from outputs to goal



The evaluation finds that the project’s results chain is valid. Enhancing knowledge and increasing capacities to investigate, interdict, and prosecute the production and trafficking of illicit drugs, as well as preventing precursor chemical diversion, result in an increased effectiveness of counterdrug law enforcement agencies. The latter ultimately contributes to the reduction of drug-related security threats. Mainstreaming gender across the project activities with a specific output and indicators ensures better using the potential of female law enforcement officers. The systematic use of RBM practices enhances the efficiency of project implementation and, ultimately, its effectiveness.

### 3. Efficiency: were resources used appropriately to achieve project results?

This section analyses the efficiency of the project based on the following set of sub-criteria listed in the ToR and further developed in the evaluation framework and workplan: i) the quality and appropriateness of logframe indicators; ii) the use of results-based management principles; iii) project monitoring; iv) beneficiary selection process; v) capacity building preparation and follow-up; and vi) use of lessons learned and recommendations from previous project phases and evaluations. The evaluation used the document review, virtual interviews, the online survey, and interviews in person during the field visits as the primary sources of evidence for this section.

#### **Key findings: The project's resource use was highly appropriate to achieve project results.**

- The quality and appropriateness of the project's logframe indicators are satisfactory, particularly at the goal level, while output level indicators could be more results focused.
- The use of results-based management principles was very high, with multiple reporting lines.
- Project monitoring is highly satisfactory, despite being outside DPMO's oversight, with quarterly reporting to the US systematically using the project's logframe indicators to assess progress made, using both qualitative and quantitative data
- The capacity-building beneficiary selection is based on profiles agreed upon by CICAD and its regional training partners. Ultimately, OAS Member States are responsible for appointing trainees.
- Capacity-building preparation and follow-up: Post-course questionnaires were used at the end of CICAD training across the Western Hemisphere, while the use of pre-course questionnaires was less systematic, especially in the Caribbean.
- The analysis using the recommendations of the 2021 evaluation of phase II of the project for the design of phase IV showed positive results. As the 2021 evaluation omitted the identification of lessons learned, the use of the latter could not be evaluated.



The evaluation found that the project was very efficient, with a "green" score (94 out of 100)<sup>17</sup>. The project showed satisfactory to highly satisfactory performance in all five sub-criteria. Areas for improvement are the formulation of purpose and output level indicators.

#### 3.1 Quality and appropriateness of logframe indicators



The evaluation finds that the project benefitted from goal, purpose, and output indicators. The goal-level indicators are of good quality. At the purpose level, indicators might be slightly too far beyond the project's control, and a mix with behavior change indicators related to the change of law enforcement personnel's practices would be recommendable.

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<sup>17</sup> Ratings by sub/criteria are as follows on the 0 to 3 scale: 3.1 = 2, 3.2 = 3; 3.3 = 3; 3.4 = 3, 3.5 = 3, and 3.6 = 3. Total = 17 out of a maximum of 18. Overall performance = SUM (17/19\*100) (94,44%).

Figure 7: Assessment of project indicators

Project objectives	Indicators	Assessment
<p><b>GOAL</b> The goal of the <b>Counterdrug Capacity Building and Technical Assistance Program - Phase IV</b> is to contribute to the reduction of drug-related security threats in populations affected by the production, trafficking, and distribution of illegal drugs in OAS member states.</p>	<ol style="list-style-type: none"> <li>1. Reduction of 5% by 2030 of drug-related violent crimes in OAS member states, including crimes committed within the functioning of illicit drug markets, as part of drug supply, distribution and use.</li> <li>2. Percentage of drug-related homicide rates in OAS member states reduced by 5% by 2030</li> </ol>	<p>The goal-level indicators reflect the longer-term nature of change envisaged through the project, which is a good practice.</p>
<p><b>PURPOSE</b> Increase effectiveness of counterdrug law enforcement agencies of OAS member states to disrupt the production, trafficking, and distribution of illicit drugs and psychotropic substances in the region.</p>	<ol style="list-style-type: none"> <li>1. Amount of illicit drug crop areas discovered and destroyed at the end of project implementation increased by 2%</li> <li>2. Amount of illicit clandestine drug laboratories discovered at the end of project implementation increased by 2%</li> <li>3. Amount of drug precursors seized at the end of project implementation increased by 2%</li> <li>4. Amount of illicit drugs seized at the end of project implementation increased by 2%</li> </ol>	<p>At the purpose level, a better connection between the project’s results concerning knowledge, awareness, and changes in practice could be pitched. Though very interesting, the current indicators seem too far removed from the results of capacity building and technical assistance and all entirely out of the control of the project. A mix between some selected current purpose level indicators with new indicators to changes in law enforcement personnel’s practices would be recommendable, e.g., a <i>percentage increase of women in law enforcement leadership positions, percentage of vacancies filled in law enforcement agencies, or percentage of trainees benefitting from national training capacities (as compared to CICAD-funded training) with enhanced knowledge in counter drug skills.</i></p>
<p><b>OUTPUTS</b> 1. Enhanced knowledge of counterdrug law enforcement, maritime authorities, and criminal justice entities to investigate, detect, interdict, and prosecute the illicit production, trafficking, and distribution of narcotic drugs and psychotropic substances in OAS member states.</p>	<ol style="list-style-type: none"> <li>1.1 # of documents/training materials/guidelines related to counterdrug intelligence published by law enforcement and maritime/border control agencies in collaboration with SRU/CICAD at the end of project implementation.</li> <li>1.2 # of meetings held by the Group of Experts on Maritime Narcotrafficking at the end of project implementation.</li> <li>1.3 # of strategies developed in collaboration with the SRU/CICAD for counterdrug maritime authorities and criminal justice entities to interdict and seize illicit narcotics and to prosecute and dismantle drug trafficking organizations at the end of project implementation.</li> </ol>	<p>Most output indicators are activity-related. The results focus could be strengthened. For output 1, an indicator assessing the <i>change of practices of trainees involved in CICAD-funded training could be assessed 6 or 12 months after the training concerning the following skills: i) investigation, ii) detection, iii) interdiction, and iv) prosecution.</i> The indicator would be based on participants’ self-assessments.</p>
<p>2. Increased capacity of OAS member states’ drug enforcement and chemical control</p>	<ol style="list-style-type: none"> <li>2.1 # of meetings held by the Group of Experts on Chemical Substances and Pharmaceutical Products at the end of project</li> </ol>	<p>Indicators for output 2 could go one step further to see how those increased capacities resulted in change.</p>

<p>entities to prevent precursor chemical diversion, and counter emerging and persistent challenges/threats related to synthetic drugs, including new psychoactive substances (NPS).</p>	<p>implementation.</p> <p>2.2 # of OAS member states that implemented the CICAD’s Model Regulations for the Control of Chemical Substances used in the Illicit Manufacture of Narcotic Drugs and Psychotropic Substances at the end of project implementation.</p> <p>2.3 # of participating counterdrug law enforcement agencies from OAS member states that will have disrupted sales of synthetic drugs, including new psychoactive substances (NPS) through “darknet” markets, at the end of the fifth (5) year of project implementation.</p> <p>2.4 # of participating forensic laboratories from Caribbean OAS member states that comply with international and regional standards to identify synthetic drugs at the end of project implementation.</p> <p>2.5 # of updated publications on the CICAD’s Model Regulations (documents titled CICAD’s Model Regulations for the Control of Chemical Substances used in the Illicit Manufacture of Narcotic Drugs and Psychotropic Substances) at the end the second (2) year of project implementation.</p>	<p>For example:</p> <p>Indicator 2.1: # of references to results of Group of Experts on Chemical Substances and Pharmaceutical Products meetings in CICAD training materials.</p> <p>Indicator 2.2.: No changes suggested.</p> <p>Indicator 2.3: Market value percentage increase of synthetic drug sales disrupted, including new psychoactive substances (NPS) through “darknet” markets.</p> <p>Indicator 2.4: No changes suggested.</p> <p>Indicator 2.5: # of references to updated publications on the CICAD’s Model Regulations in CICAD training materials.</p>
<p>3. Improved gender mainstreaming and non-discriminatory policies/measures in OAS member states’ counterdrug law enforcement agencies.</p>	<p>3.1 # of CICAD’s Gender Equality Guidelines for Counterdrug Law Enforcement Agencies developed in the Hemisphere at the end of second (2) year of the project implementation.</p> <p>3.2 # of OAS member states that implement/use the CICAD’s Gender Equality Guidelines for Counterdrug Law Enforcement Agencies at the end of project implementation.</p> <p>3.3 # of regional summits on gender equality for counterdrug law enforcement agencies and maritime authorities held at the end of the fifth (5) year of project implementation.</p>	<p>Again, the results focus of indicators under output 3 could be enhanced. For example:</p> <p>Satisfaction of surveyed female law enforcement and maritime agencies’ personnel concerning equal job opportunities, including entitlement to training and promotion opportunities.</p> <p>Percentage increase of female law enforcement and maritime agency personnel in member states.</p>
<p>4. Planning, Implementing, Monitoring and Evaluation Fees</p>	<p>4.1 One monitoring report at the end of year 3 and one final report at the end of project implementation, presented to DPE</p>	<p>The percentage of i) recommendations and ii) lessons learned from the final evaluation of the ending project phase will be reflected in the next project phase.</p>



Seven of the twelve output indicators are activity-based and omit a more precise results focus. Overall, the quality and appropriateness of logframe indicators are satisfactory.

Figure 7 outlines the project’s current logframe indicators, comments, and suggestions for strengthening the results-focus of those indicators for future CICAD capacity building and technical assistance projects.

### 3.2 Use of results-based management principles



Due to the project's multiple donors, the project team engaged in multiple reporting. The SRU submitted timely quarterly reports to the US Department of State, annual reports to Canada in the framework of the Inter-American Program for Strengthening Gender Equality in Counterdrug Law Enforcement Agencies (GENLEA Phase II), and annual reports to the OAS General Assembly as part of CICAD’s Annual Reports. Based on participant feedback, the project team used post-evaluation questionnaires to assess training and keep improving its content. Pe-course questionnaires were also used at times to tailor training events. As such, the evaluation finds that using results-based management principles was very high.

### 3.3 Project monitoring



The CICAD project operated outside DPMO’s oversight with its systematic project monitoring and RPPIs due to CICAD’s governance within the OAS. However, the quarterly reporting to the US systematically uses the project’s logframe indicators to assess progress using qualitative and quantitative data.

### 3.4 Beneficiary selection process



The selection criteria for CICAD trainees involve a structured process facilitated through official channels via the OAS missions. The latter sends invitations to relevant institutions, which then delegate participants based on predefined criteria. Hence, OAS Member States are responsible for appointing trainees.

#### *Training institution’s perspective*

Institutions like ERCAIAD in Colombia adhere to agreed-upon profiles when selecting participants, ensuring alignment with CICAD's objectives.

Similarly, RSS in Barbados specifies prerequisites for course invitations, targeting individuals involved in border control, police investigation, and intelligence fields. The selection process aims to identify suitable candidates who can most benefit from the training.

#### *The perspective of law enforcement agencies for sending trainees*

The Armada de Colombia maintains a policy of utilizing technical personnel for capacity building with systematically filtered selection processes.

For some sessions, such as those attended by the Barbados Police, participants are selected based on their willingness to learn, existing relevant knowledge, and previous training from organizations like RSS countries. Courses may focus on specialized topics like female drug investigative forces or port interdiction, providing both refresher and new insights for attendees.

Other countries, such as Uruguay and the Dominican Republic, prioritize selecting personnel based on their roles within defense and security institutions, ensuring relevance to their duties. Brazil and Argentina mention receiving training opportunities based on international symposia or utilizing existing gender centers to select participants with relevant experience. In the case of Trinidad and Tobago, where the National Drugs Council is in charge of engaging with national law enforcement agencies related to counter-drug activities, first responders are prioritized for CICAD training.

Chile focuses on individuals engaged in countering criminal activities related to drug trafficking, while Costa Rica has provided training across various officer ranks. Peru targets agents directly involved in counter-drug activities for participation.

### 3.5 Capacity building preparation and follow-up



In ERCAIAD, pre-and post-course questionnaires are part of the standard protocol within the academic program.

In the case of RSS, the institution conducts a needs assessment in the Member States every three years, followed by the course design. Evaluation forms are distributed post-course, including feedback on instructors, and reports are prepared to identify improvements. For RSS capacity building under CICAD, the use of pre-and post-course questionnaires is expected.

Interviews with trainees show that the use of pre-course questionnaires could have been more systematic, especially in the Caribbean. In contrast, post-course questionnaires were used at the end of CICAD training across the Western Hemisphere. The follow-up with supervisors three months after the capacity-building events is particularly laudable, as it allows CICAD to track whether knowledge has been institutionalized. Despite being time-intensive, this monitoring loop is a good practice worth replicating across the OAS.






### 3.6 Use of recommendations and lessons learned from previous project phases and evaluations



The 2021 evaluation report of the project’s phase III aimed to address the use of lessons learned and recommendations of previous project phases, as stated in the evaluation scope and framework. This information would have served as a baseline for the evaluation of phase IV. However, regrettably, the 2021 evaluation report omitted this component of the evaluation ToR. Also, the 2021 evaluation report failed to identify any lessons learned concerning Phase III, despite what was stated in the reports’ evaluation scope, another oversight reflecting negatively on the 2021 evaluation report’s quality and incompleteness in fulfilling the ToR.

Hence, due to the above limitations, this section analyzes only the application of the 2021 evaluation's recommendations, with positive results, as presented in Figure 8.

**Figure 8: Implementation of recommendations of the final evaluation of the project’s phase III (2021)**

Recommendation	Comment on implementation in Phase IV	Assessment
SRU should strengthen the program’s theory of change and results framework in future phases of the program	The project document for phase IV contains a narrative Theory of Change. The results framework is robust, but purpose-level indicators could include elements of behavior change that are more related to the project than, for example, surfaces of illicit crops eradicated or laboratories seized.	
SRU should strengthen its results-based management capabilities to monitor, measure, and report, based on evidence, progress made towards achieving outcomes.	The quality of purpose level and output level indicators could be further enhanced, as stated in section 3.1. of this report.	
SRU should consider reviewing the ways in which it reports on its costs in order to gain a better understanding of the program’s cost-effectiveness, as well as its ability to leverage outside resources in support of its activities.	Cost-effectiveness, including cost-benefit analysis, seems to be better placed for evaluations than for project implementation. In-kind contributions are reported to the OAS General Assembly as part of CICADF’s annual report.	
SRU should continue to strengthen its approach to incorporating a cross-cutting gender perspective.	Phase IV has a dedicated project output on gender, including gender-related indicators.	
SRU should assess the best ways to improve the accessibility of training in order to enhance its already strong output level results.	Training is offered virtually, online, and in hybrid formats, allowing for mass online training as well as personal training experiences resulting in participants’ experience sharing and networking.	

## 4. Effectiveness: were project results achieved, and how?

This section analyses the achievement of project results under the evaluation criterion of effectiveness. Those effectiveness sub-criteria encompass i) the achievement of program objectives using the logframe indicators at the goal level, purpose level, and output level (nine indicators); ii) factors influencing program results; iii) unintended project results; iv) cost-benefit; and v) specific results for women. In total, the evaluation assessed 12 sub-criteria and rated 9, as explained in the sections below.

**Key findings: The project’s effectiveness is very high, with purpose level data available only for 2021 but with largely promising results based on the sound performance at output level between 2019 and 2024.**

- At the purpose level, the project exceeded two out of four indicators in 2021, the date with the latest available data, one target was narrowly missed and one missed. Stakeholder perception about the project’s progress towards its purpose was satisfactory (68% satisfaction rate)
- For the project outputs, the ten out of 12 indicators were achieved by 80% to 100% or even exceeding the targets in 2024.
- Behaviour change: 83.3% of beneficiaries already begun to apply new knowledge obtained in CICAD capacity building events, indicating a shift in practice.
- Positive factors influencing project performance:
  - *Internal:* logistical planning and support, as well as the professionalism of the involved teams
  - *External:* strong institutional support and coordination, for example, the pooling of resources for initiatives like early warning systems, proactive engagement, and respect among stakeholders.
  - Presence of a gender equity department in counterpart agencies, specialized teams, and openness to innovation and project management
- Negative factors influencing project performance:
  - *External:* Legal framework and normative settings “outdated” in some Member States
  - Difficulties in convening focal points, limited forensic capacities, and a reactive culture in some law enforcement agencies
  - Limited staff and technical law enforcement capacities in some countries
- Unexpected results:
  - Consistently positive outcomes of training and capacity building, despite the highly complex working environment
  - Astonishing revelations about smuggling methods emerged in CICAD courses, shedding light on new challenges
  - Unexpected equipment shortages, including petrol shortages in certain countries, can lead to reduced learning experiences
- Cost-benefit: Total market value of illicit drugs seized in 2019 to 2021: USD 2.174.440 million vs. project budget of USD 6.5 million. This means that for each USD invested in the project, a theoretical contribution to seizures of USD 334.529 emerges.
- Women's involvement and empowerment within law enforcement agencies across various countries have seen significant strides due to the project.

The document review, virtual interviews, and field visits are the data sources used as the evidence base for the effectiveness section.



The evaluation finds the project highly effective, scoring 80 out of 100 ("green")<sup>18</sup>.

#### 4.1 Achievement of project objectives

### GOAL



"The goal of the **Counterdrug Capacity Building and Technical Assistance Program - Phase IV** is to contribute to the reduction of drug-related security threats in populations affected by the production, trafficking, and distribution of illegal drugs in OAS member states."

The project document contains two goal-level indicators: the reduction of drug-related violent crimes and drug-related homicide rates. Given the targets set for 2030, it is too early to assess the results achieved to date. Hence, this sub-criterion is not scored.

However, the evaluation collected evidence concerning progress toward achieving the goal beyond the selected performance indicators based on stakeholder perceptions. Stakeholder satisfaction with the project's contribution to its goal to date has reached 73% (n=14).

CICAD has played a significant role in mitigating drug-related security threats in OAS member states, particularly in areas affected by the production, trafficking, and distribution of illegal drugs. Goal-level contributions are summarized hereafter:

- **Training Initiatives:** CICAD has provided training sessions to enhance the capacity of law enforcement agencies in member states. For instance, in Antigua and Barbuda, a five-day training program focused on identifying drugs, understanding safety hazards, and providing background knowledge on the dynamics of drug trafficking. As revealed in this evaluation, this directly contributed to numerous seizures in Antigua and Barbuda. Even in countries with significant counter-drug capacities, such as Colombia, stakeholders perceived the need for maximum capacity building due to the dynamic and accelerating development of illicit drug trafficking. CICAD contributed to reducing drug-related security threats through capacity building and knowledge exchange in the region.
- **Improving Detection Skills:** By educating law enforcement officers on the precursors of drug trafficking, how to identify them, and the safety hazards involved, CICAD has helped them become more adept at recognizing and intercepting illegal drugs. Hence, CICAD is filling a critical gap, particularly in the Caribbean.
- **Enhanced Analytical Capabilities:** CICAD capacity building, combined with the forensic laboratory facilities in countries like Trinidad and Tobago, Jamaica, and Barbados, enables law enforcement agencies to identify drugs and assess associated risks accurately. This has helped prevent misidentifications, which can

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<sup>18</sup> The ratings for the evaluation sub-criteria are as follows: 4.1 = 1, 3, 0, 3 at the purpose level and, 3, 3, 3 at the output level; 4.2 = 3; 4.3 = 2; 4.4 = 3; 4.5 = 3. Total score = 24 out of a maximum score of 30 (10\*3). Overall performance =SUM(24/30)\*100 (80%).

be life-threatening for law enforcement officers in the case of new psychotropic substances, and improved overall drug enforcement efforts.

- **Awareness of new threats:** Through engaging partners like AIRCOP in Barbados, CICAD has increased law enforcement agencies' awareness of emerging trends in drug smuggling, including new types of drugs and novel concealment methods. This has enabled countries to adapt their enforcement strategies accordingly.
- **Network Building:** CICAD has fostered the creation of formal and informal networks among member states for sharing information, providing on-the-spot assistance, and facilitating regular communication. This collaborative approach has strengthened regional responses to drug-related security threats. The evaluation detected one informal network with regular information exchange involving law enforcement stakeholders across the Caribbean, including countries such as Jamaica, Trinidad, Belize, Saint Lucia, and the Bahamas.
- **Addressing Border Security Issues:** CICAD has highlighted the importance of addressing loopholes in border security systems, particularly in coastal regions where drug trafficking often occurs. By emphasizing the need for adequate staffing, training, and resources, they have helped countries improve their border control efforts, as experienced in Barbados or Trinidad and Tobago.
- **Monitoring Drug Dynamics:** CICAD, in collaboration with organizations like the UNODC, monitors drug dynamics in the region, including trends in production, trafficking, and consumption. This information helps member states adapt their strategies to evolving challenges, such as the diversification of drug markets and the involvement of international criminal networks. The latter is particularly significant due to the trends in transnational crime, as in the case of countries like Colombia and Ecuador infiltrated by foreign drug and other criminal cartels.

## Purpose

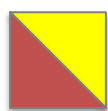
“Increase effectiveness of counterdrug law enforcement agencies of OAS member states to disrupt the production, trafficking, and distribution of illicit drugs and psychotropic substances in the region.”

The 2023 World Drug Report<sup>19</sup> contains the latest available data on the project’s purpose-level indicators (outcomes), which are also used in the project team’s monitoring. A comparison between the 2019 baseline and 2021 data, the latest available in the 2023 World Drug Report, shows the following results:

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<sup>19</sup> United Nations, 2023: World Drug Report 2023. [https://www.unodc.org/unodc/en/data-and-analysis/wdr2023\\_annex.html](https://www.unodc.org/unodc/en/data-and-analysis/wdr2023_annex.html)

**Outcome indicator 1.1 Amount of illicit drug crop areas discovered and destroyed at the end of project implementation increased by 2%.**



Data is available for the eradication of coca bushes, opium poppy, and cannabis, allowing for a comparison between 2019 and 2021 unless otherwise stated. The results are uneven across countries and types of illicit drugs. Overall, the number of hectares eradicated for all three illicit crops decreased by 2,07% from 124.531 hectares (ha) in 2019 to 121.953 ha in 2021, narrowly missing the project target.

**Figure 9: Eradication of coca bushes (in hectares) 2019 - 2021**

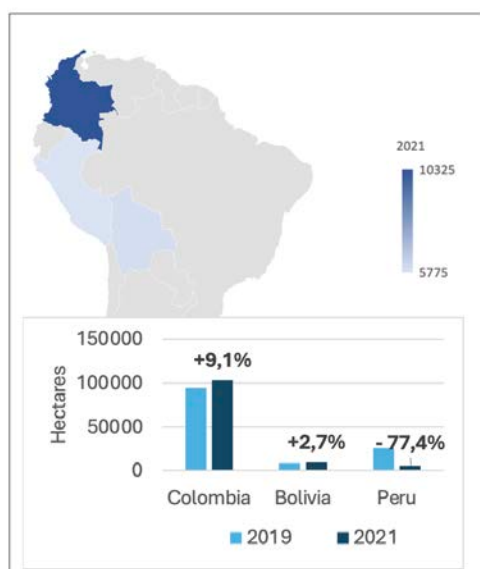


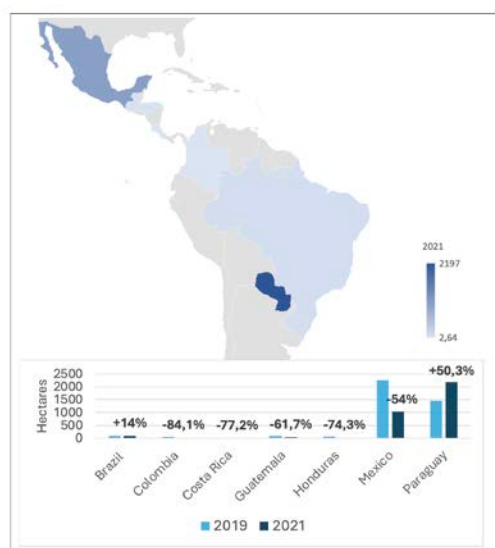
Figure 9 shows the reduction of the cultivation surface of coca bushes in Bolivia, Colombia, and Peru between 2019 and 2021.

In Bolivia, the surface eradication increased by 2,7%, from 9,205 ha to 9.458 ha, exceeding the CICAD project target of 2%. The same applies to Colombia, where the surface of coca bushes eradicated increased by 9,1%, from 94.606 ha to 103.257 ha.

However, in Peru, the surface eradication of the coca bush decreased by 77.4%, from 25.526 ha to 5.775 ha.

Data on the eradication of cannabis fields is available for eight countries in Latin America and the Caribbean between 2019 and 2021, as presented in Figure 10.<sup>20</sup>

**Figure 10: Eradication of cannabis (in hectares) 2019 - 2021**



In Brazil, the surface of cannabis eradicated increased from 74,53 ha to 85 ha (+14%). In Colombia, that surface decreased by 84,1%, from 39,34 ha to 6,23 ha (-84,1%), a trend also observed in Costa Rica, Guatemala, Honduras, and Mexico.

In Costa Rica, the cannabis surface eradicated decreased from 11,56 ha to 2,64 ha (-77,2%), in Guatemala from 84,26 to 32,26 ha (-61,7%), and in Honduras from 59,59 ha to 15,3 ha (-74,3%). In Mexico, the eradication of cannabis decreased from 2.263,71 ha to 1.041,19 ha (-54%).

UN data shows, however, that the cannabis areas eradicated in Paraguay increased from 1.462 ha to 2.197 ha, an increase of 50,3%

<sup>20</sup> Comparative data for Brazil and Costa Rica: 2020, instead of 2021. Baseline data Honduras and Paraguay, 2017. Baseline data Mexico: 2018.

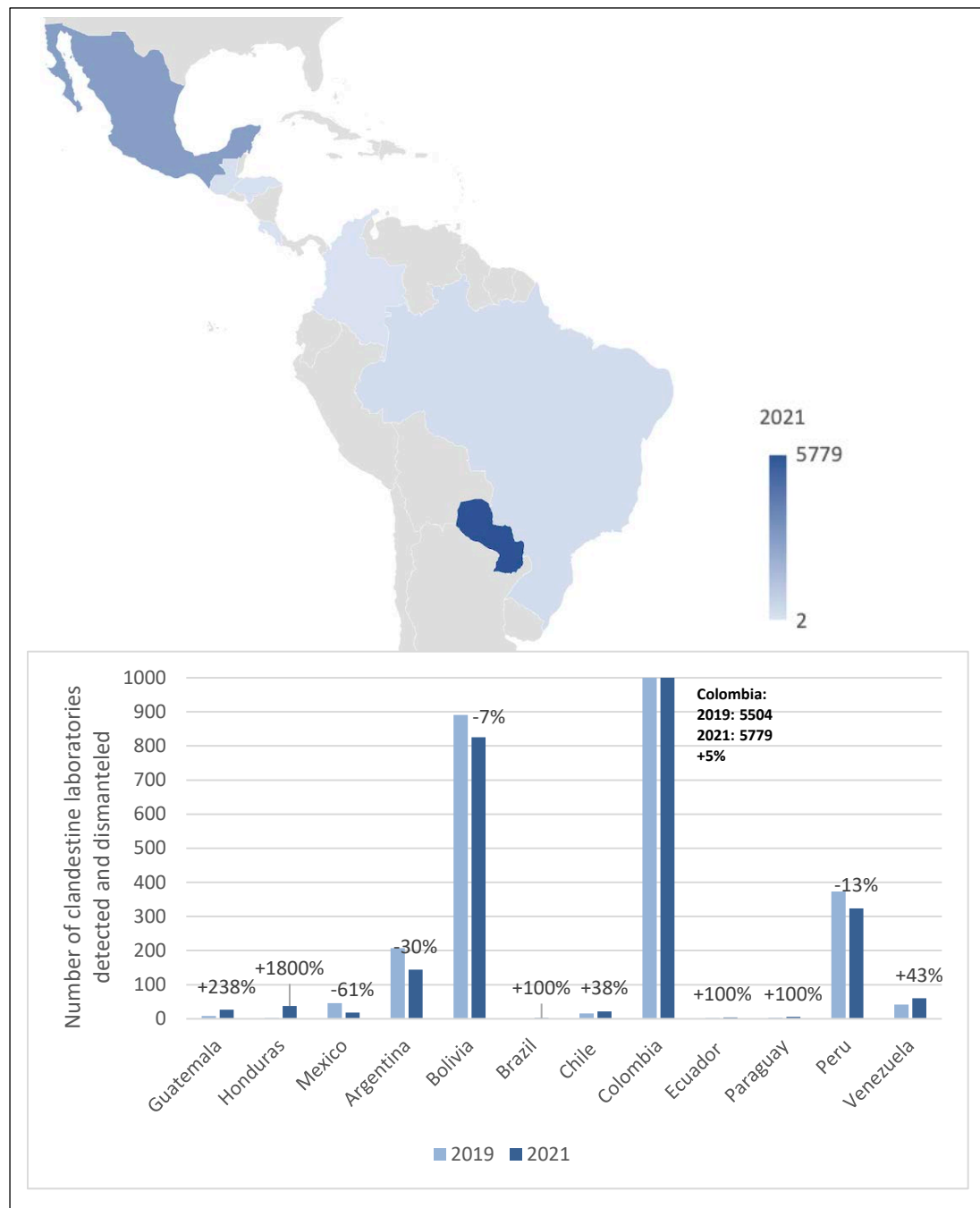
In the case of opium poppy, data is only available for Colombia and Guatemala, with an increase in the eradication of cultivation in both countries between 2019 and 2021. In Colombia, the surface eradication increased from 24 ha to 27 ha (+8%), and in Guatemala, from 0,27 ha to 57 ha, an increase of 21.011%.

**Outcome indicator 1.2 Amount of illicit clandestine drug laboratories discovered at the end of project implementation increased by 2%.**



Unless otherwise stated, the World Drug Report contains data for the countries presented in Figure 11, allowing for a comparison between 2019 and 2021. The results are uneven across countries but meet the project target overall.

**Figure 11: Detection and dismantling of clandestine laboratories**





Overall, the number of laboratories detected and dismantled increased by 2.18% from 7095 to 7250 between 2019 and 2021 based on the 12 countries with baseline data for 2019 and the latest comparable data (2021).

The following countries registered an increase in the number of laboratories detected and dismantled above the 2% project target between 2019, 2020, and 2021, the latter being the latest available data: Guatemala, Honduras, Brazil, Chile, Colombia, Ecuador, Paraguay, and Venezuela. Colombia’s 5779 laboratories are the paramount achievement of national law enforcement agencies.

In Guatemala, the number of detected and dismantled laboratories increased from 8 to 27 (+238%), in Honduras from 2 to 38 (+1800%), in Brazil from 1 to 2 (+100%), in Chile from 16 to 22 (+38%), in Ecuador from 2 to 4 (+100%), in Paraguay from 3 to 6 (+100%) and in Venezuela from 42 to 60 (+43%). In Colombia, the number of laboratories detected and dismantled increased from 5.504 to 5.779, an increase of 5%.

However, the following countries registered a decrease in laboratories detected and dismantled, missing the 2% project target: Mexico, Argentina, Bolivia, and Peru. The number of detected and dismantled laboratories decreased from 46 to 18 in Mexico (-61%), in Argentina from 207 to 144 (-30%), in Bolivia from 891 to 826 (-7%), and in Peru from 373 to 324 (-13%).

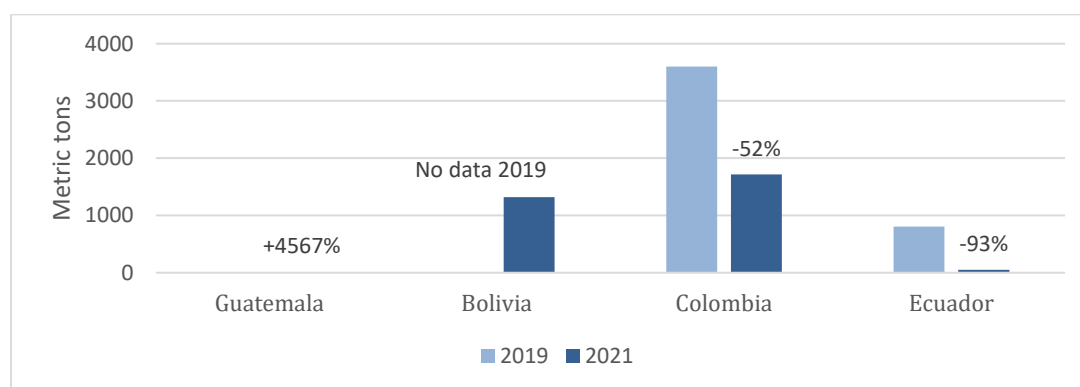
### Outcome indicator 1.3: Amount of drug precursors seized at the end of project implementation increased by 2%



For drug precursors, the World Drug Report only contains comparable data for 2019 and 2021 for four countries, as presented in Figure 12. The amount of drug precursors seized decreased by 29.6%, from 4.406 MT to 3.102 MT, with the pandemic being a major factor influencing the result..36

Hence, the project missed the target for that outcome indicator. By definition, purpose-level indicators are outside the project's control but within a certain level of influence.

Figure 12: Amount of drug precursors seized



In Colombia, the amount of drug precursors seized decreased from 3,599 MT in 2020 (no data available for 2019) to 1.1715 MT in 2021 (-52,3%). In Ecuador, the amount seized decreased by 93,3%, from 807 MT in 2019 to 54 MT in 2021. Bolivia reports 1.319 MT of drug precursors seized in 2021, with no previous comparable data. In Guatemala, the amount of drug precursors seized increased from 0.3 MT in 2020 (no data available for 2019) to 14 MT in 2021.

#### **Outcome indicator 1.4: Amount of illicit drugs seized at the end of project implementation increased by 2%**



Between 2019 and 2021, the quantity of illicit drugs seized increased from 8,554.2 metric tons (MT) to 10,338.8 MT, marking a 20.9% rise across 25 countries, thereby achieving the project's target.

Significant differences show across the sub-regions. In the Caribbean, the weight of illicit drugs seized between 2019 and 2021 decreased by 95,2%, from 1.082,3 MT to 51,7MT, with significant reductions in the Dominican Republic (-96,9%) and the Bahamas (-99,2%), while the amount of drugs seized increased starting from a low baseline in Trinidad and Tobago (+93,8%) and Haiti (+114,3%), showing an opposite trend.

In Central America and Mexico, the amount of illicit drugs seized between 2019 and 2021 decreased by 10%, from 3.341 MT to 3.007 MT, again showing diverging trends within this sub-region. In Mexico, for example, the amount seized decreased from 273,2 MT to 149,8 MT (-45,2%), and in Costa Rica, from 190 MT to 148 MT (-22,3%). Those are among the countries with the highest amount of seizures in 2019 and 2021 in the sub-region, Guatemala being the country with the highest seizures (with an 8,3% decrease between 2019 and 2021, from 2727 MT to 2500 MT). In the country with the fourth highest amount of seizures in the subregion, Panama, the amount increased from 90,9 MT to 145,2MT (+59,8%). In El Salvador, the amount of illicit drugs seized increased from 1.5 MT to 11.8 MT, an increase of 705,2%, the highest in the Western hemisphere.

In South America, the amount of illicit drugs seized between 2019 and 2021 increased by 76,2%, turning around the trend in the other two sub-regions of the Americas.

The highest increases show in Bolivia, from 271,3 MT to 1.529,5 MT (+463,7%), and Colombia, from 1.363,3 MT to 3,686,5 MT (+170,4%), the latter being the country with the highest amount of seizures in 2019 and 2021.

In Chile, seizures increased by 143% from 55,6 MT in 2019 to 137,5 MT in 2021, followed by a 135,3% increase in Guyana, from 0,9 MT to 2.1 MT in the same period.

Countries in the sub-region where drug seizures decreased comprise Ecuador (-69,5%, from 882,2 MT in 2019 to 268,8 MT in 2021), followed by Suriname (-63,2%, from 6,6 MT to 2,4 MT) and Uruguay (-59%, a decrease from 14,2 MT to 5,4 MT between 2019 and 2021).

Between 2019 and 2021, the quantity of illicit drugs seized increased from 8,554.2 metric tons (MT) to 10,338.8 MT, marking a 20.9% rise across 25 countries, thereby achieving the project's target.

#### **Stakeholder perspective**

To date, stakeholder satisfaction with the project's contribution to its purpose has reached 68% (n=14). The paragraphs below show insights into stakeholder perceptions from the primary data collection.

CICAD has contributed significantly to enhancing the effectiveness of counterdrug law enforcement agencies in OAS member states, focusing on disrupting the production, trafficking, and distribution of illicit drugs and psychotropic substances in the region.

**Institutionalization of capacities:** CICAD has significantly contributed to enhancing the effectiveness of counterdrug law enforcement agencies in Trinidad and Tobago, exemplified by the efforts of the country’s National Drugs Council. Through heightened vigilance and training initiatives, law enforcement officers have reported increased seizures of synthetic drugs, including the discovery of the country's first clandestine drug lab in 2023. Additionally, establishing an Early Warning System, overseen by the Office of the Prime Minister and supported by subcommittees, has further bolstered Trinidad's ability to respond to emerging drug threats preemptively. Potentially, training programs facilitated by CICAD, such as a Certified Trainers Program, could additionally equip officers with improved detection skills and forensic knowledge for substance identification, with a clear path for sustainability.

Evaluation interviews revealed that limited forensic **laboratory infrastructure** is shared in the Caribbean where possible, for example, when police forces from smaller Islands send suspicious items to the forensic laboratory in Barbados.

**Psychotropic substances:** The evaluation found that the CICAD capacity building was successful. At the same time, training investigators and other law enforcement agents to assist in disrupting drug trafficking operations is crucial for effective law enforcement efforts. However, there are gaps in training, particularly regarding psychotropic substances, which pose unique challenges. This gap underscores the need for more direct and specialized training to enhance officers' abilities to identify and handle such substances, particularly in the Caribbean.

Psychotropic substances, in particular, present challenges due to their non-bulky nature, making them less easy to detect. This difficulty is compounded by the fact that officers may not know what to look for unless they receive specific training on identifying these substances. Therefore, targeted training programs are essential to equip law enforcement personnel with the knowledge and skills needed to effectively combat drug trafficking, especially in regions where psychotropic substances are increasingly prevalent.

**Role of forensic personnel:** According to one expert, forensic agents might have been less represented in the training over the past five years. This gap is so important to close, as the capabilities of both forensic personnel and police officers, for example, are essential for counter-drug action. In this respect, stakeholders identified communication challenges between forensics and police personnel, which is, however, beyond the scope and control of CICAD capacity building and technical assistance.

**Technical assistance for normative counter-drug support:** CICAD has several opportunities to enhance its support for normative development in addressing drug-related challenges. CICAD has significant opportunities to support normative development in addressing drug-related challenges, particularly in regions with less law enforcement development, and norms urgently require updating. With a focus on providing normative technical assistance that is more concentrated, continuous, and supportive to the justice sector, CICAD can play a vital role in assisting member states in modernizing their legal frameworks and addressing outdated norms, especially those heavily focused on coca and traditional drugs. By leveraging its expertise and resources, CICAD can help countries establish comprehensive strategies and policies tailored to contemporary drug trends and challenges, ultimately strengthening drug control efforts in OAS member states.

The importance of an appropriate normative framework is evident in Colombia, where a new drug policy was implemented in October 2023, which has been regarded as highly effective. This policy serves as a comprehensive normative framework, supporting existing laws and focusing on organized drug trafficking and drug-related crime while adopting a less punitive





approach towards individuals who are not major drug traffickers. In Barbados, however, legal gaps concerning customs interception of mail and packages hinder the complete application of skills acquired in CICAD training.

## **Outputs**

Figure 13 summarizes the output-level results. For three outputs (1,2 and 3), targets were largely achieved, with target achievement of 80% to 100% or even exceeding the targets, as in the case of ten out of 12 output-level indicators.

For two indicators, it is too early to assess the achievement of targets set for the end of the project implementation, including output 4.

Figure 13: Achievement output level indicator targets

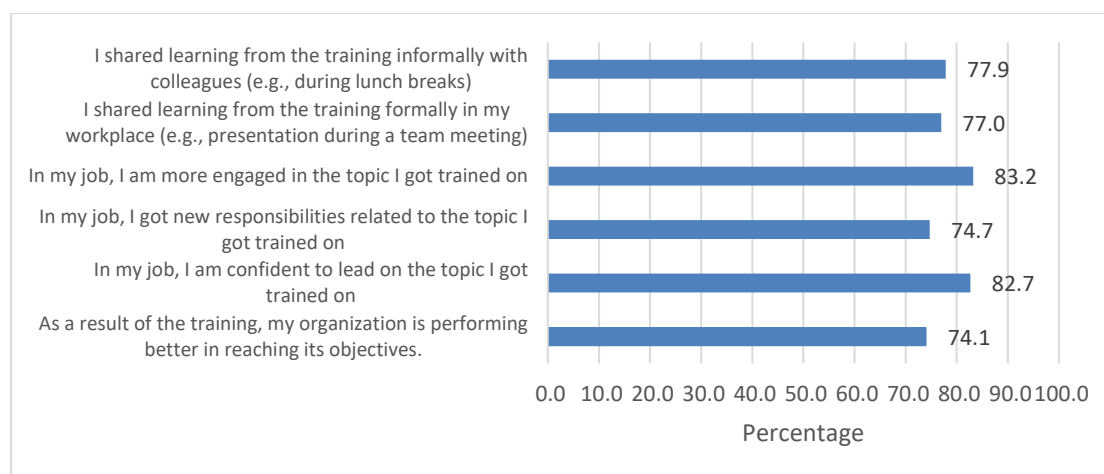
Project outputs	Logframe indicator <b>targets</b> and <i>achievement</i>	Comments
 <p><b>Output 1</b>                      1.1. # of documents/training materials/ guidelines related to counterdrug intelligence published by law enforcement and maritime / border control agencies in collaboration with SRU/ CICAD at the end of project implementation                      1.2. # of meetings held by the Group of Experts on Maritime Narcotrafficking at the end of project implementation                      1.3. # of strategies developed in collaboration with the SRU/CICAD for counterdrug maritime authorities and criminal justice entities to interdict and seize illicit narcotics and to prosecute and dismantle drug trafficking organizations at the end of project implementation.</p>	<ul style="list-style-type: none"> <li>• 1.1.: <b>5 reports</b></li> <li>• <u>Five reports prepared.</u></li> <li>• 1.2. <b>5 meetings</b></li> <li>• <u>4 meetings held</u></li> <li>• 1.3. <b>1 strategy</b></li> <li>• <u>1 strategy developed</u></li> </ul>	<ul style="list-style-type: none"> <li>• 1.1.: 100% of target achieved</li> <li>• 1.2: 80% of target achieved; 1 meeting missed during the pandemic</li> <li>• 1.3: 100% of target achieved</li> </ul>
 <p><b>Output 2</b>                      2.1 # of meetings held by the Group of Experts on Chemical Substances and Pharmaceutical Products at the end of project implementation                      2.2 # of OAS member states that implemented the CICAD’s Model Regulations for the Control of Chemical Substances used in the Illicit Manufacture of Narcotic Drugs and Psychotropic Substances at the end of project implementation.                      2.3 # of participating counterdrug law enforcement agencies from OAS member states that will have disrupted sales of synthetic drugs, including new psychoactive substances (NPS) through “darknet” markets, at the end of the fifth (5) year of project implementation.                      2.4 # of participating forensic laboratories from Caribbean OAS member states that comply with international and regional standards to identify synthetic drugs at the end of project implementation.                      2.5 # of updated publications on the CICAD’s Model Regulations (documents titled CICAD’s Model Regulations for the Control of Chemical Substances used in the Illicit Manufacture of Narcotic Drugs and Psychotropic Substances) at the end the second (2) year of project implementation.</p>	<ul style="list-style-type: none"> <li>• 2.1.: <b>5 meetings</b></li> <li>• <u>4 meetings held</u></li> <li>• 2.2.: <b>3 member states</b></li> <li>• <u>Too early to tell</u></li> <li>• 2.3.: <b>4 agencies</b></li> <li>• <u>7 agencies disrupting sales</u></li> <li>• 2.4.: <b>2 laboratories</b></li> <li>• <u>5 laboratories complying</u></li> <li>• 2.5.: <b>1 publication</b></li> <li>• <u>1 publication updated</u></li> </ul>	<ul style="list-style-type: none"> <li>• 2.1.: 80% of target achieved; 1 meeting missed during the pandemic</li> <li>• 2.2: No data</li> <li>• 2.3: 175% of target achieved</li> <li>• 2.4: 250% of target achieved</li> <li>• 2.5.: 100% of target achieved</li> </ul>
 <p><b>Output 3</b>                      3.1 # of CICAD’s Gender Equality Guidelines for Counterdrug Law Enforcement Agencies developed in the Hemisphere at the end of second (2) year of the project implementation.                      3.2 # of OAS member states that implement/use the CICAD’s Gender Equality Guidelines for Counterdrug Law Enforcement Agencies at the end of project implementation.                      3.3 # of regional summits on gender equality for counterdrug law enforcement agencies and maritime authorities held at the end of the fifth (5) year of project implementation.</p>	<ul style="list-style-type: none"> <li>• 3.1.: <b>1 publication</b></li> <li>• <u>1 publication prepared</u></li> <li>• 3.2.: <b>5 member states</b></li> <li>• <u>5 member states using the guidelines</u></li> <li>• 3.3.: <b>5 regional summits</b></li> <li>• <u>7 regional summits held</u></li> </ul>	<ul style="list-style-type: none"> <li>• 3.1.: 100% of target achieved</li> <li>• 3.2.: 100% of target achieved</li> <li>• 3.3.: 140% of target achieved</li> </ul>
 <p><b>Output 4</b>                      4.1 One monitoring report at the end of year 3 and one final report at the end of project implementation, presented to DPE</p>	<ul style="list-style-type: none"> <li>• 4.1: <b>2 reports</b></li> <li>• <u>Too early to tell</u></li> </ul>	<ul style="list-style-type: none"> <li>• 4.1: 2 reports due at end of project implementation</li> </ul>

## 4.2 Behavior change



The evaluator employed the Kirkpatrick model to assess the impact of CICAD's capacity building, focusing specifically on outputs 1 and 2, and found the outcomes to be very satisfactory. According to Figure 14, the rate of knowledge sharing post-CICAD capacity-building, even through formal or informal means, was over 77%, which is crucial for institutionalizing the acquired knowledge and enhancing the sustainability of capacity-building efforts. Field visits indicated that many law enforcement agencies mandate that training participants compile a mission report and deliver presentations on what they learned. The survey results further underscored the success of these initiatives, revealing that 83.2% of the participants became more engaged with the training topics, and 82.7% felt more confident to lead related activities at their workplace. Additionally, 74.7% of respondents assumed new responsibilities connected to the training, and 74.1% observed improved performance within their law enforcement agencies due to capacity-building efforts.

Figure 14: Sharing new knowledge and its application at the workplace

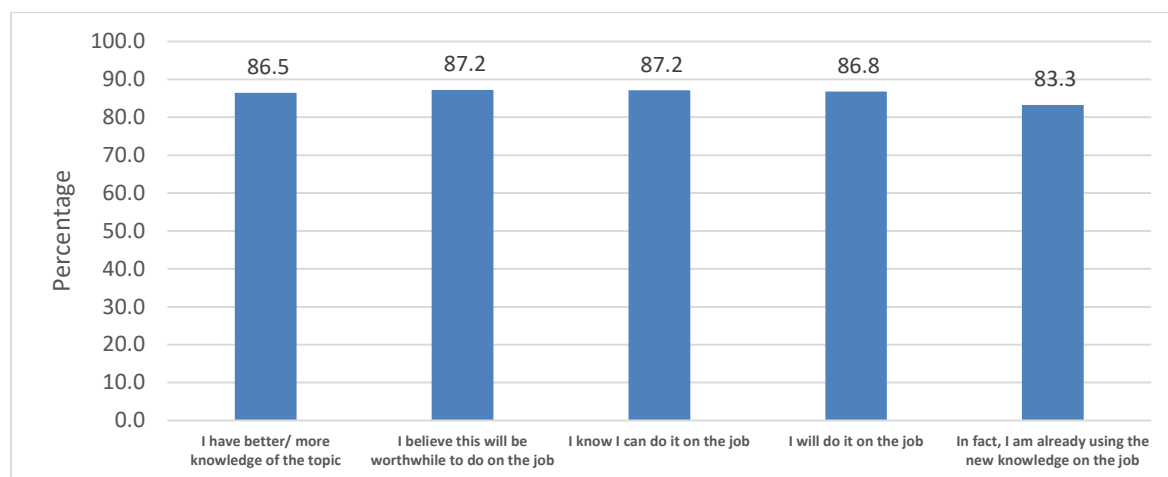


Source: evaluation survey, April 2024, n=206

The survey indicated an 82% satisfaction rate concerning CICAD training (n=207). 72,4% of trainees attributed CICAD training to “doing their jobs better.” (n=192).

Figure 15 displays the significant improvements among beneficiaries in knowledge, awareness, and practice following CICAD capacity-building events funded under the project. A remarkable 86.5% of beneficiaries reported enhanced knowledge of the subject matter covered. Furthermore, 87.2% of participants recognized the importance of applying their new knowledge and felt confident in their mastery of it. Additionally, 86.8% expressed a firm intention to implement this knowledge in their work settings, and 83.3% have already begun to apply it, indicating a shift in practice.

**Figure 15: Changes in knowledge, awareness, and practice**

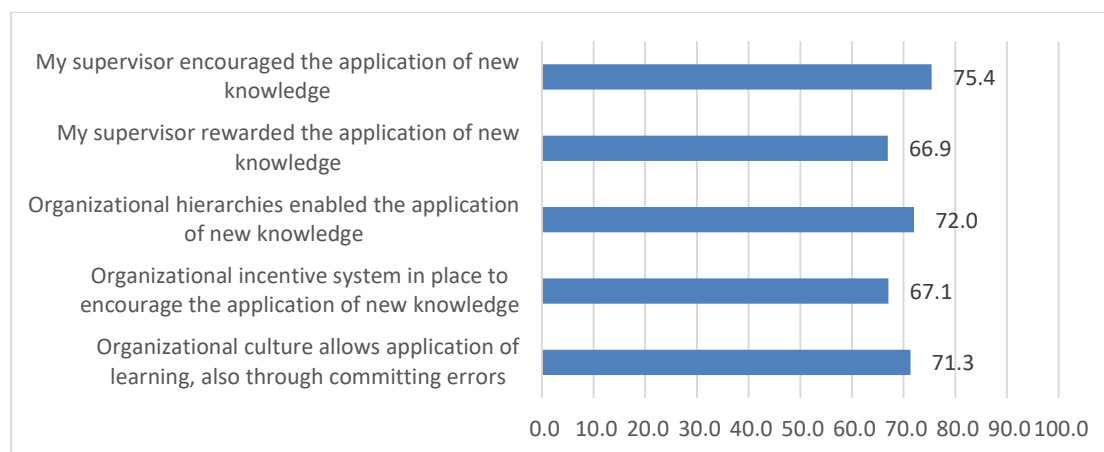


Source: evaluation survey, April 2024, n=216

Figure 16 highlights the various factors influencing the application of newly acquired knowledge. Supervisors' attitudes play a crucial role, with 75.4% of beneficiaries reporting encouragement to apply what they have learned. Organizational structures and cultures also support utilizing this knowledge, with favorable responses between 71.3% and 72%.

However, organizational reward or incentive systems show a slightly lower effectiveness in promoting the use of new knowledge, with responses ranging from 66.9% to 67.1%.

**Figure 16: Factors affecting the application of new knowledge**



Source: evaluation survey, April 2024, n=201

### 4.3 SWOT analysis of project-funded training

The strengths of CICAD training encompass a broad spectrum of advantages, making it a comprehensive and impactful program. Firstly, it provides a diverse range of knowledge-sharing opportunities, sourced from various channels and continuously updated to offer the latest information and techniques. Leveraging the international reputation of OAS, the course facilitates multilateral meetings and aids in building institutional capacity. The inclusivity of the training, conducted by knowledgeable facilitators in face-to-face sessions, fosters a broad perspective across jurisdictions and enhances awareness of global situations. Moreover, its

international reach fosters collaboration among member states, allowing for the exchange of best practices and resources. This strengthens participants' skills and abilities, promotes personal development, and enhances relevance in addressing contemporary issues. Furthermore, the program excels in subject matter expertise and is facilitated by highly trained personnel who provide excellent guidance and facilitation. Emphasizing knowledge acquisition and social reinforcement, the curriculum ensures participants receive relevant and accurate academic content that is regularly updated to reflect the latest advancements. Additionally, the program's logistical capacity enables effective delivery of sessions, while its dynamism, technical preparation, and follow-up reinforce its effectiveness. The program also promotes gender equality initiatives, enhancing its impact further. Through extensive knowledge sharing, enriching experiences, and networking opportunities, participants engage in valuable information exchange, empowering them to apply acquired knowledge effectively in their work contexts. The program's analytical expertise and access to advanced equipment ensure participants have access to valuable resources, contributing to better intelligence sharing and fostering trust among members. Overall, CICAD training stands out for its commitment to collaboration, practicality, and integrating different realities, equipping participants with essential knowledge and skills to effectively address diverse crime control challenges. The quotes below captured in the evaluation survey exemplify some of the capacity-building strengths.

*"Attending a CICAD training event always marks a before and after, because it provides not only new knowledge, but also contextualizes what we know, which allows us to optimize and give greater utility to the actions carried out by our organizations".*

Female trainee from Paraguay

*"Networking with and learning trends from the other delegates allows me to spot indicators and share information".*

Female trainee from Barbados

*"The threats (related to illicit drug trafficking) are now regional in scope, and information is being exchanged with bordering countries".*

Male trainee from Ecuador

*"I am better equipped when doing searches, what to look for and the areas where to search".*

Female trainee from Saint Vincent and the Grenadines

*"The participants on the seminar are based primarily at the ports which are points of entrance and exit. They have began looking for New Psychoactive Substances of which they were unaware before".*

Male trainee from Jamaica

*"The new capabilities and information provide knowledge to be used in military operations for the surveillance and control of airspace and to eradicate illicit drug trafficking by air".*

Male trainee from Ecuador



**The weaknesses** identified in the CICAD training program encompass several areas. Language barriers and the short duration of training sessions present challenges in fully digesting the extensive information provided, compounded by financial responsibilities. Additionally, the lack of equal-ranking authorities from different countries attending forums hinders effective application and bureaucratic processes. There's a call for more outreach to broader sections of society, alongside suggestions for more frequent training sessions and better coordination with local units for implementation. Concerns also arise regarding the need for follow-up courses, difficulty in monitoring and evaluating the impact of training, infrequency of events, inconvenient training locations, and limited practical training opportunities.

Moreover, funding constraints and availability issues affect the program's ability to combat threats adequately. Overall, while there are no fundamental weaknesses, limitations primarily stem from financial constraints, availability, follow-up, and evaluation procedures. Addressing these weaknesses would improve the effectiveness and reach of CICAD training initiatives.

The box below highlights areas for improvement in law enforcement capacities, which go, however, beyond the scope of the CICAD project and relate to insufficient detection equipment and unfilled staff vacancies. The latter results from severe vetting processes that disincentivize potential candidates.

*"On some of the other, smaller islands, customs don't have baggage scanners at the airports. Drug traffickers use those points of entry to smuggle drugs into Barbados and then overseas. A chain is as strong as its weakest link".*

Female trainee from Barbados

*"In my area of work (Port facility) we don't have the various equipment, for example, scanners or staff to effectively execute on objectives".*

Male trainee from Grenada

*"In our airport, we are 3 staff but we would need about 20 to cover customs procedures adequately 24/7. Vacancies simply remain unfilled".*

Female trainee from Barbados

**Opportunities:** CICAD training serves as a catalyst for professional development, institutional capacity building, and international cooperation, offering a comprehensive approach to combat drug trafficking and related crimes effectively across the region.

CICAD training offers many opportunities for professionals working in drug interdiction and related areas. First, it fosters continued networking by establishing new relationships and networks, providing a platform for collaboration and support among agencies and personnel from different sectors and countries. This networking opportunity extends to face-to-face meetings and joint working initiatives, enabling participants to learn from each other's experiences and gain awareness of new cultures and lifestyles.

Moreover, CICAD training facilitates knowledge sharing and skill enhancement, allowing individuals to learn new ideas and techniques from trained staff and colleagues with diverse skill sets in the region. The training also equips participants with subject matter expertise, expands their capabilities, and enables them to apply their knowledge effectively in their

organizations. Additionally, CICAD training opens up employment opportunities, further advancing career prospects for participants.

Institutionally, CICAD training strengthens capacity-building efforts by offering resources, including online courses and practical applications, which can be conducted more frequently to reach a larger audience. It enhances the control bodies' effectiveness in combating corruption and advancing regulatory frameworks, thereby improving job performance and facilitating better inter-agency cooperation. Furthermore, CICAD training fosters international and regional engagement, encouraging collaboration with various organizations and partners to address common challenges and share best practices.

The box below highlights insights into the project’s successes and opportunities for gender inclusion in its capacity building.

**Gender inclusion**

*“The inclusion of a gender and diversity perspective in counter-narcotics procedures will greatly enhance the quality of those procedures and therefore the results”.*

Female trainee from Uruguay

*“Attending the training introduced me to new concepts, strategies, and trends in leadership. This led to an expansion of the topics I can discuss and provide information on.*

*Through the training, I gained a deeper understanding of the importance role females play. This improved the quality and depth of responses I generate. The training focused on communication and leadership skills, which enhanced my ability to convey information clearly and effectively. This resulted in more coherent and helpful responses. Exposure to diverse perspectives and experiences in the training broadened my understanding of global gender challenges and solutions. This enabled me to provide more comprehensive and insightful responses to queries related to female leadership on a global scale.*

*Acquiring new knowledge and skills through the training increased my confidence in addressing gender-related topics. I was able to provide relevant and up-to-date information on emerging drug trends, in respect to sea vessels and containers”.*

Female trainee from Guyana

The following box summarizes insights into participants' experience with in-person classroom training versus online training.

**Experience with online training**

*“The online training allowed me to participate in it since my work commitments would have prevented me from attending in person in a state of pandemic”.*

Male trainee from Argentina

***Experience with online training (continued)***

*"It (the online training) allows us to optimize the time to participate and access training. However, when travelling, we have to reorganize the work we left pending".*

Female trainee from Paraguay

*"There was time (in the online training) between sessions to do other task on the job".*

Male trainee from Saint Lucia

***Experience with classroom training***

*"The training was face-to-face and allowed not only to obtain relevant updated knowledge on LCD, but also to share and exchange experiences that clarified our objective vision of the role of women in LCD".*

Female trainee from Peru

*"The face to face (training) has proven to be much more effective regarding questions and explanations".*

Male trainee from Antigua and Barbuda

*"I think that the face-to-face facility helps to interact and meet people in the classroom, which allows a better development with people, while the online event helps to streamline the daily activities at work, but at the same time it shows difficulties in terms of connections and the good development of the project".*

Male trainee from Paraguay

**The threats** to CICAD training encompass a diverse range of challenges that span from the potential misuse of knowledge to bureaucratic hurdles and resource limitations. Concerns arise regarding the diversion of acquired knowledge for non-work-related purposes and the perception that NGOs and other organizations, free from bureaucratic constraints, may be more capable. Additionally, the scarcity of available courses and the lack of uniform implementation policies undermine the effectiveness of training initiatives. Corruption within law enforcement agencies and government institutions impedes capacity-building efforts and erodes public trust. Issues such as inadequate communication, personnel transfers, and rogue elements within law enforcement further compound these challenges.

Moreover, the risk of information falling into the wrong hands necessitates careful candidate selection, while funding and time constraints hinder training implementation during annual work plans. The evolving nature of crime, especially drug trafficking, demands constant updates and adaptations in training content. Despite these obstacles, there's a recognition of the importance of continuous improvement and adaptation to combat drug trafficking and related crimes effectively. Measures such as promoting opportunities for updating knowledge, enhancing regional cooperation, and ensuring the support and tools necessary for participants are crucial for mitigating these threats and maximizing the impact of CICAD training efforts.

## 4.4 Internal and external factors influencing the project results

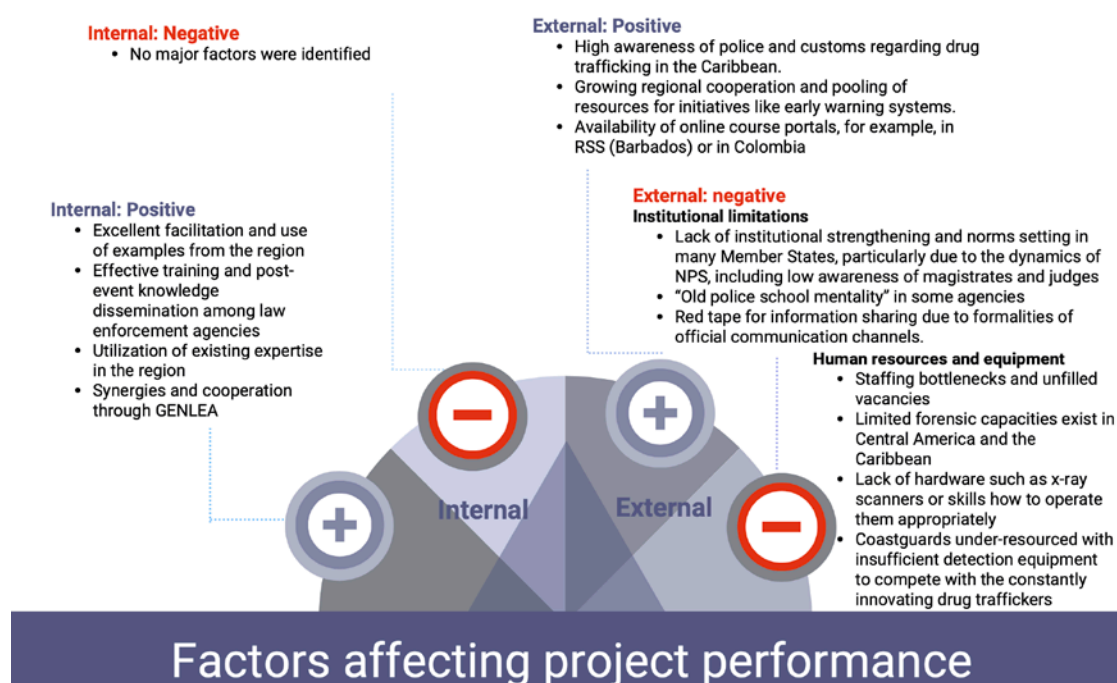


Many internal and external factors influenced the implementation of the CICAD project. Internally, qualities attributed to CICAD included providing favorable conditions for training, such as airfare and lodging, and advancing the integration of women in crime management. Furthermore, logistical planning and the professionalism of the involved teams, both internally and externally, significantly impacted the project's implementation. Additionally, the project benefited from strong institutional support and coordination, proactive engagement, and respect among stakeholders. Factors such as the presence of a gender equity department in counterpart agencies, specialized teams, and openness to innovation and project management played crucial roles. However, challenges such as difficulties in convening focal points, limited forensic capacities, and a reactive culture were also observed, highlighting areas for improvement in future endeavors.

As most internal factors were positive, the evaluation very highly rates this sub-criterion.

Figure 17 categorizes the factors influencing the performance of the CICAD project, dividing them into internal and external factors, as well as those that have positive or adverse effects.

Figure 17: Factors affecting project performance



Source: Final project evaluation, 2024. Design. A. Engelhardt, 05/2024

The bullet points summarized below are based on interviews with stakeholders from countries as diverse as Antigua and Barbuda, Argentina, Barbados, Brazil, Chile, Colombia, Costa Rica, Dominican Republic, Peru, Saint Lucia, Trinidad and Tobago, the United States of America and Uruguay.

**The internal factors in CICAD affecting the project performance are as follows:**

Positive

- Excellent facilitation and use of examples from the region in capacity building and technical assistance.
- Effective training and post-event knowledge dissemination among law enforcement agencies.
- Utilization of existing expertise in the region, such as trainers and resource persons, for capacity-building events and expert group meetings, for instance, concerning the safe disposal of chemicals.
- Synergies and cooperation due to the creation of the Inter-American Program for Strengthening Gender Equality in Counterdrug Law Enforcement Agencies (GENLEA) within the framework of CICAD.

**External factors outside the direct control of CICAD affecting the project performance include the following:**

Positive

- High awareness of police and customs regarding drug trafficking in the Caribbean.
- Growing regional cooperation and pooling of resources for initiatives like early warning systems.
- Availability of online course portals, for example, in RSS (Barbados) or Colombia, enabling the delivery of CICAD courses online even at the height of the pandemic
- Higher forensic capacities in Argentina, Brazil, and Colombia

Negative

The negative factors can be grouped by i) institutional limitations and ii) shortcomings in human resources and equipment, as outlined below.

- Institutional limitations
  - Lack of institutional strengthening and norms setting in many Member States, mainly due to the dynamics of new psychoactive substances.
  - Law enforcement management with an “old police school mentality” is unaware of changes and lack of exposure that affect training effectiveness. To gain exposure, they should participate in road shows or site visits.
  - Magistrates and judges also lack awareness, often resulting in lower sentences for crimes related to NSP in some countries.
  - Uneven working relationships between police, customs, navy, or immigration. Red tape was observed for information sharing due to the formalities of official communication channels.
  - An insider threat is posed by corrupt staff members receiving training.
  - Cultural acceptance of “micro-machismo” in many law enforcement entities affects equal career opportunities for men and women.
- Human resources and equipment
  - Staffing bottlenecks and unfilled vacancies in law enforcement space lead to limited personnel across countries, especially in smaller economies; for example, only availability of 10% of capacities would be required in one major international airport in the Caribbean.
  - Limited forensic capacities exist in Central America and the Caribbean, which have adverse knock-on effects on juridical and penal processes.

- There is a lack of hardware, such as x-ray scanners, or the lack of appropriate use of this equipment.
- Coastguards are under-resourced with insufficient detection equipment to compete with the constantly innovating drug traffickers, using increasingly artificial intelligence (drones, seaborne vehicles), even in more advanced economies of the Western Hemisphere, aggravated by long and porous borders.

#### 4.5 Unintended positive and negative results



A positive and probably unexpected project result includes the steady rollout of capacity building and technical assistance with consistently positive outcomes despite the highly complex working environment, making SRC one of the most successful units of CICAD. In Barbados, revelations about smuggling methods emerged in CICAD courses, shedding light on new challenges. Unexpected equipment shortages, including petrol shortages in certain countries, can reduce learning experiences and frustration for instructors and their institutions.

The Trinidad and Tobago National Drug Council's inclusion of the fire service as first responders was an unforeseen development from firsthand exposure to synthetic drugs' effects. In Peru, the enthusiastic response of women to the project was unexpected, while cancellations due to exhibitor unavailability and restrictive measures disrupting the scheduled activities were also unforeseen challenges.

#### 4.6 Cost-benefit of the project based on theoretical contribution



On the cost side, the evaluator used the total project budget for phase IV, USD 6,510,038.50.

The project benefits could be calculated in various ways. Given data availability, the evaluator chose to use the drug seizure data from the 2023 World Drug Report concerning Latin America and the Caribbean and calculate the market value of the drugs seized using data from the same report. Retail prices of the U.S. market marked as “typical” in the 2023 World Drug Report’s relevant annexes are used for the analysis unless otherwise marked in the footnote below<sup>21</sup>. Based on the availability of retail prices per kg of the U.S. market marked as “typical,” the following illicit drugs were selected for the cost-benefit analysis.

- Cannabis (Marihuana)
- Cannabis resin (hashish)
- “Ecstasy”-type substances
- Amphetamine-type stimulants
- Cocaine, salts
- Opioids, Fentanyl
- Opioids, Heroin

Figure 18 and Figure 19 present the results of the evaluator’s calculations, which resulted in a total value of seizures of USD 2.174.440 million.

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<sup>21</sup> The latest available prices in the 2023 World Drug Report were used for the calculations. Cannabis (Marihuana): retail prices 2019; Cannabis resin (hashish) retail prices 2018; “Ecstasy”-type substances”: wholesale prices 2019; Amphetamine-type stimulants: retail prices 2021; Cocaine, Salts retail prices 2019; Opioids Fentanyl: retail prices 2021; Opioids Heroin: retail prices 2021.

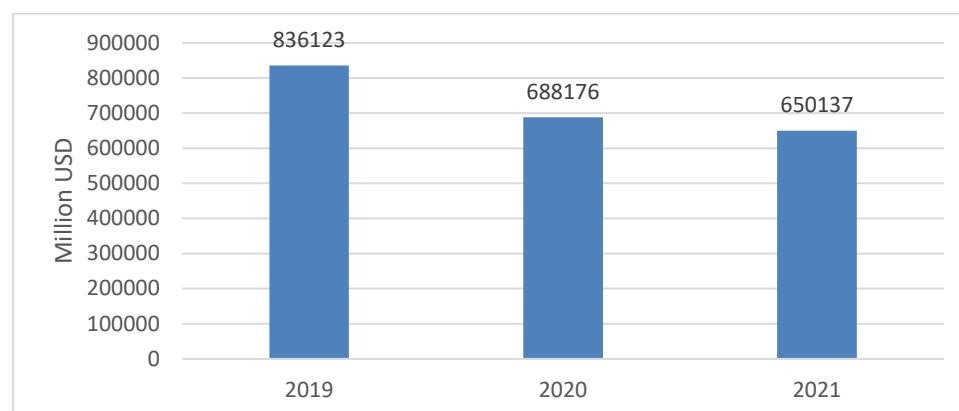
**Figure 18: Value of drug seizures in Latin America and the Caribbean, 2019 to 2021**

	2019	2020	2021
Cannabis (Marihuana)	366.075.800.000,0	426.217.762.023,3	376.674.292.616,4
Cannabis resin (hashish)	14.503.913,9	1.668.682,4	20.714.994,0
“Ecstasy”-type substances	6.864.000,0	3.271.501,8	848.795,3
Amphetamine-type stimulants	515.844.000,0	200.191.868,9	435.720.493,5
CCocaine salts	469.423.320.000,0	261.707.858.188,1	272.956.673.899,2
Opioids, Fentanyl	44.300.314,3	9.815.029,2	7.348.500,0
Opioides, Heroin	42.174.000,0	35.515.966,8	41.345.625,3
<b>SUBTOTAL by year</b>	<b>836.122.806.228,2</b>	<b>688.176.083.260,5</b>	<b>650.136.944.923,6</b>

Source: Own calculations using UNODC 2023 World Drug Report for seizure data (Annex 7.1) and typical retail prices in the U.S. market (Annex 8.1)

For the cost-benefit analysis, the evaluator used the total market value of illicit drugs seized from 2019 to 2021: USD 2.174.440 million compared to the project budget of USD 6.5 million. This means that for each USD invested in the project, a theoretical contribution to seizures of USD 334.529 emerges.

**Figure 19: Total value of selected illicit drugs seized from 2019 to 2021.**



## 4.7 Specific results for women



The project has a specific gender component, and the results show its value in enhancing gender equality in the law enforcement environment.

Women's involvement and empowerment within law enforcement agencies across various countries have seen significant strides due to CICAD's influence in Peru, where women have gained increased participation and empowerment in various roles. In Barbados and Costa Rica, safe learning environments and effective implementation of gender equity manuals have empowered female officers. Trinidad and Tobago and the Dominican Republic have made efforts to maintain gender balance in training programs and establish gender equity departments, respectively, reflecting progress toward gender inclusion in law enforcement training and practices. In St. Lucia, while gender dynamics were not explicitly addressed, there is openness to discussing gender-related perspectives.

Finally, the GENLEA handbook has been effectively implemented in Costa Rica, empowering policewomen and creating opportunities for aspiring female officers through workshops and training sessions.



## 5. Sustainability: are results lasting?

This section evaluates the sustainability of the project outcomes. The sub-criteria considered include the enduring aspects of the following: i) ownership over the project and its objectives; ii) knowledge and capabilities of counterdrug law enforcement, maritime authorities, and criminal justice entities to combat the illicit production, trafficking, and distribution of narcotic drugs and psychotropic substances; iii) capacity of OAS member states' drug enforcement and chemical control entities to combat precursor chemical diversion and emerging challenges related to synthetic drugs and; iv) gender mainstreaming and non-discriminatory policies in OAS member states' counterdrug law enforcement agencies.

The evaluation uses interviews as the principal data source for this section.

**Key findings: The sustainability of project results is high, considering that a very high sustainability would mean that law enforcement agencies are enabled to fully impede drug trafficking.**

- Project ownership is very high, with growing support and identification with the project's goals, reflected in increased participation in training programs.
- Stakeholder knowledge to combat the illicit production, trafficking, and distribution of narcotic drugs and psychotropic substances increases significantly when participating in more than a single event.
  - Regional capacities such as AIRCOP, ORION or the Centre for drug trafficking investigation and analysis in Cartagena de Indias, Colombia complements the sustainability of CICAD's cooperation with regional training Centers in Barbados (RSS) and Colombia (Regional Counterdrug Intelligence School of the Americas, ERCAIAD).
- OAS member states' capacity for drug enforcement and chemical control entities to combat precursor chemical diversion and emerging challenges related to synthetic drugs is satisfactory, with a clear demand for CICAD-facilitated and certified "train the trainers" courses in Barbados, Saint Lucia and Trinidad and Tobago to enhance the sustainability of capacity building.
- CICAD contributed to progress in gender mainstreaming and non-discriminatory policies in OAS member states' counterdrug law enforcement agencies.



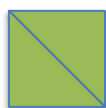
The evaluation finds that the sustainability of project results is satisfactory. The score for sustainability is "green/amber" (75% out of 100%)<sup>22</sup>.

**The evaluation finds that capacity building for law enforcement agencies will always be necessary as long as illicit drug trafficking persists, given its ever-evolving nature. Despite the project's excellent performance, this caveat is reflected in the scores for criteria 5.2 and 5.3.**

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<sup>22</sup> The ratings for the evaluation sub-criteria are as follows: 5.1 = 3, 2; 5.2 = 2; 5.3 = 2; 5.4 = 2. Total score 8 out of a maximum score of 12. Overall performance =SUM(9/12)\*100 (75%)

## 5.1 Ownership over the project and its objectives



Partners in Trinidad and Tobago, particularly in law enforcement agencies like the Police and Coast Guard, demonstrate ownership over the project objectives by advocating for a Train the Trainers (ToT) approach and collaborating with accredited training academies to spread training across various security forces. They aim to expand training initiatives to address emerging challenges like synthetic drugs and clandestine labs. Similarly, in Barbados, the AIRCOP unit, facilitated by UNODC, shows a degree of ownership by actively participating in training facilitated by the project. However, challenges persist due to turf battles among agencies and limited communication in several countries. In Peru, while gender management in drug-related issues is gaining recognition, ownership is still in the process of development, with the project seen as a long-term endeavor. Despite this, there is growing support and identification with the project's goals, reflected in increased participation in training programs.

## 5.2 Knowledge of counterdrug law enforcement, maritime authorities, and criminal justice entities to investigate, detect, interdict, and prosecute the illicit production, trafficking, and distribution of narcotic drugs and psychotropic substances.



This sustainability criterion focuses on enhancing the knowledge and capabilities of counterdrug law enforcement, maritime authorities, and criminal justice entities to combat the illicit production, trafficking, and distribution of narcotic drugs and psychotropic substances. In Trinidad and Tobago, the National Drug Council observes significant improvements when individuals attend multiple training sessions. In St. Lucia, efforts focus on addressing psychotropic substances by collaborating with the Ministry of Education to develop curriculum content and planning public awareness events after stakeholder sensitization, aiming for a holistic approach. Conversely, in Peru, the lack of training repetition impedes progress in some agencies. However, in the Dominican Republic, strong interest and active participation in training programs demonstrate commitment and connection to the project.

Colombia exemplifies sustainability efforts in counterdrug operations through various initiatives. The Counter-Drug Directorate of the Colombia Navy emphasizes shared fluvial capabilities and South-South cooperation, notably through entities like the Centro de Investigación y Análisis de Narcotráfico (CIMCON), involving navies from multiple countries. CIMCON's role in anticipating drug trafficking strengthens regional security, reducing reliance on external expertise. Ongoing capacity building within institutions mitigates staff turnover. Colombia acknowledges drug trafficking's interconnected nature with other criminal activities like money laundering, requiring a network approach for combatting cartels, now highly specialized and decentralized. The Navy's participation in initiatives like ORION demonstrates regional collaboration, bolstered by organizations like OAS and UNODC. CICAD's role in training and facilitating joint efforts underscores the importance of coordinated defense capacities for national and regional security against drug-related threats.

### 5.3 The capacity of OAS member states' drug enforcement and chemical control entities to prevent precursor chemical diversion and counter emerging and persistent challenges/threats related to synthetic drugs, including new psychoactive substances.



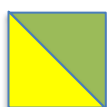
In addressing the capacity of OAS member states' drug enforcement and chemical control entities to combat precursor chemical diversion and emerging challenges related to synthetic drugs, Saint Lucia faces communication issues between agencies and human resources shortcomings, with a need for Training of Trainers (ToT) programs to address staff turnover. Similarly, Trinidad and Tobago's success depends on knowledge-sharing post-courses, favoring a ToT approach that CICAD will hopefully facilitate. One law enforcement agency in Barbados encounters challenges with unfilled vacancies and intrusive vetting processes, hindering recruitment despite available positions. Peru acknowledges medium-level sustainability for this criterion due to limited knowledge of detecting psychoactive substances while an early warning is initiated. At the same time, stakeholders in the Dominican Republic emphasize the significant value of the training participation of a director in chemicals and precursors to address these issues effectively.

Both AIRCOP in Barbados and the Trinidad and Tobago National Drug Council, with their keen interest and enthusiasm, demonstrate the potential for replicating a Train the Trainers (ToT) approach. AIRCOP personnel, despite lacking certification, possess the capability to train colleagues in parent agencies. They express a strong desire for a certified ToT approach, recognizing its significant benefits for both them and regional counterparts.

Similarly, the Trinidad and Tobago National Drug Council collaborates with CICAD to provide administrative and logistical support for training events in Trinidad and Tobago. They leverage resources such as the Caribbean Counterdrug Development School, originally funded by CICAD, to host training sessions and potentially also for ToT events. The National Drug Council can provide technical equipment for training purposes as required such as labs or substances for detection.

These partnerships highlight the feasibility and effectiveness of replicating the ToT model to build capacity and expertise in counterdrug efforts.

### 5.4 Gender mainstreaming and non-discriminatory policies/measures in OAS member states' counterdrug law enforcement agencies.



Regarding gender mainstreaming and non-discriminatory policies in OAS member states' counterdrug law enforcement agencies, Peru conducted a workshop on gender management, established a gender committee, and reported strong identification with gender-related commitments among both male and female staff. Similarly, the Dominican Republic indicates the integration of gender perspectives in all country-level activities, which is well-received by stakeholders. Trinidad and Tobago National Drug Council notes efforts toward equal participation, highlighting a male predominance among operational staff in the police and army. At the same time, customs exhibit a more balanced gender distribution. Saint Lucia observes that drug smugglers are predominantly male, backed by national drug observatory statistics.

## Section III: Conclusions, recommendations, and lessons learned

### 6. Conclusions

The two sections below provide a summary of the evaluation conclusions and recommendations. Figure 20 offers an overview of the key evaluation findings, their corresponding conclusions, and the resulting recommendations, illustrating the logical progression of these elements and avoiding bias through transparency.

#### **Relevance:**

By ensuring strategic alignment, garnering robust donor support, and employing a comprehensive and valid Theory of Change, this project is poised to substantially contribute to counter-drug capacity building and technical assistance across the Americas.

Its successful implementation could serve as a model for similar initiatives within the OAS framework, promoting sustained regional development and cooperation. This reinforces the project's importance not only in achieving its outputs and outcomes but also in contributing to long-term regional stability and prosperity by contributing to its goal.

**Efficiency:** The project has demonstrated a high degree of efficiency through appropriate resource use, effective monitoring, and a robust application of results-based management principles. While the quality of logframe indicators is an area for enhancement, the overall execution reflects a well-managed and efficiently run project.

Addressing the identified gaps will further strengthen the project's efficiency, ensuring sustained success and continuous improvement in future phases.

#### **Effectiveness:**

The CICAD team showed substantial effectiveness in both purpose-level and output-level achievements. A strong performance against most indicators and high stakeholder satisfaction underscores the project's success. Factors influencing project performance negatively are largely external and beyond the control of CICAD, while positive factors reflect the professionalism of the CICAD project team and stakeholder trust and commitment due to CICAD's long-term engagement in the Western Hemisphere.

The project's cost-benefit analysis reveals a highly favorable outcome. This substantial theoretical return on investment underscores the project's effectiveness and significant theoretical contribution to combating illicit drug activities.

Through this project, CICAD contributed to notable progress in women's involvement and empowerment within law enforcement agencies across various countries. The inclusive approach improved the project's effectiveness and advanced gender equity and diversity in the sector.

#### **Sustainability:**

The project counterparts' very high ownership, enhanced stakeholder knowledge, and robust regional capacity building contribute to the enduring sustainability of its results.

The project's high sustainability is driven by growing stakeholder support and identification with its goals, as seen through increased participation in training programs. This very high level of ownership ensures ongoing commitment and engagement. Enhanced stakeholder knowledge, gained through multiple event participation, strengthens their capacity to combat

illicit drug activities effectively. Additionally, robust regional capacities, including Aircop, Orion, and specialized centers in Colombia and Barbados, further support and ensure the long-term impact and continuity of the project's initiatives.

The capacity of OAS member states' drug enforcement and chemical control entities to address precursor chemical diversion and synthetic drug challenges is satisfactory. There is an apparent demand for CICAD-facilitated and certified "train the trainers" courses in Barbados, Saint Lucia, and Trinidad and Tobago to enhance capacity-building sustainability. Furthermore, CICAD has significantly advanced gender mainstreaming and non-discriminatory policies within counterdrug law enforcement agencies, promoting a more inclusive and effective approach to drug enforcement in OAS member states.

Finally, the evaluation concludes that capacity building for law enforcement agencies will remain essential as long as illicit drug trafficking persists due to its ever-evolving nature. This should ideally be achieved through endogenous regional capacities, but support from international actors like CICAD is also needed.

## 7. Recommendations

### Relevance:

**R1: CICAD:** Engage the current donors (Canada and the U.S.) and encourage continued and potentially increased funding. Seek additional funding from other OAS Member States and international organizations to expand the project's reach and impact on combatting illicit drug trafficking.

**Prioritization: medium. Next 9-12 months**

**R2: CICAD:** Maintain the scope and frequency of capacity-building initiatives and keep ensuring they are accessible to a broader range of stakeholders through several capacity-building channels, such as expert meetings, online courses, hybrid courses, and in-person courses.

### Efficiency:

**R3: CICAD:** Refine and enhance the output-level indicators to make them more results-focused, including for changes in beneficiaries' behavior. This will provide more precise insights into the project's progress for all its outputs.

**Prioritization: very high. Next 3 months**

**R4: DPMO:** Hold evaluators accountable to deliver on evaluation ToR, including the elaboration of lessons learned, through rigorous quality control.

**Prioritization: very high. Next 3 months, for all ongoing and planned evaluations.**

### Effectiveness:

**R5: CICAD:** Capitalize on external support: Foster deeper collaboration with institutional partners across the sub-regions in the Americas with regional research and capacity-building capacities in the sector. Develop joint initiatives and resource-sharing agreements to enhance the effectiveness of early warning systems and other coordinated efforts to complement capacity development.

**Prioritization: very high. Next 3 months**

**R6: CICAD:** Continue proactive engagement with stakeholders and create platforms for regular dialogue and feedback, such as informal social media channels, to ensure their needs and perspectives are integrated into the project.

**Prioritization: very high. Next 3 months**

**R7: CICAD:** Advocate for and support reforms to update legal frameworks and normative settings. Work with national governments and legal experts to modernize laws and regulations related to drug enforcement.

**Prioritization: medium. Next 9-12 months**

**R8:** Invest in training and resources to strengthen forensic capacities. Partner with international forensic institutions to provide advanced training and equipment.

**Prioritization: medium. Next 9-12 months**

**R9:** Keep developing and implementing additional training programs specifically designed for women in law enforcement. These programs should focus on leadership, advanced technical skills, and specialized areas of drug enforcement.

**Prioritization: medium. Next 9-12 months**

**Sustainability:**

**R10: CICAD:** Given the high project ownership, increased stakeholder engagement, and significant knowledge gains from multiple event participation, it is recommended that CICAD expand its "train the trainers" activities to enhance capacity-building sustainability further.

Specifically, CICAD should prioritize developing and implementing certified training courses in Barbados, Saint Lucia, and Trinidad and Tobago to address the identified demand.

**Prioritization: medium. Next 9-12 months**

## 8. Lessons learned

Since the early 2000s, CICAD has engaged with law enforcement stakeholders across the Americas, as evidenced by evaluation interviews. The fourth phase of the Counterdrug Capacity Building and Technical Assistance Program allowed CICAD to leverage the trust and partnerships developed over more than a decade, thanks to donor support and a growing, highly professional, and fully dedicated project team working beyond the call of duty.

Trust and partnerships are essential for attracting relevant counterparts and institutions to participate in capacity-building, technical assistance initiatives, and co-finance events. This lesson is especially pertinent to the often traditionally organized security sector.

## 9. Good practices

Monitoring capacity building is one of the strongest elements of the CICAD project, serving as a best practice across the OAS due to the importance of capacity building in its development cooperation. Pre-course questionnaires allow CICAD to tailor training to the beneficiaries' skill levels and serve as a baseline for assessing learning progress. Post-course questionnaires measure changes in participants' knowledge, awareness, and intended practice changes. Additionally, a follow-up questionnaire to beneficiaries' supervisors three months after the event helps identify the extent to which knowledge has been institutionalized and whether practices are actually changing.

Figure 20: Summary of key findings, conclusions, and recommendations

	Key evaluation findings	Conclusions	Recommendations
Relevance: was the project doing the right things?	<p>The project is highly relevant for the OAS mandate, the project donors Canada and the U.S., and selected Member States.</p> <p>The reconstructed Theory of Change is valid. The main problems are correctly identified in the project document, as are assumptions at the purpose and output level, barriers beyond the direct project control, and the intervention logic from outputs to the project goal.</p>	<p>By ensuring strategic alignment, garnering robust donor support, and employing a comprehensive and valid Theory of Change, this project is poised to make a substantial contribution to counter drug capacity building and technical assistance across the Americas.</p> <p>Its successful implementation could serve as a model for similar initiatives within the OAS framework, promoting sustained regional development and cooperation. This reinforces the project's importance not only in achieving its outputs and outcomes but also in contributing to long-term regional stability and prosperity by contributing to its goal.</p>	<p><b>R1: CICAD:</b> Engage the current donors (Canada and the U.S.) and encourage continued and potentially increased funding. Seek additional funding from other OAS Member States and international organizations to expand the project's reach and impact on combatting illicit drug trafficking.</p> <p><b>Prioritization: medium. Next 9-12 months</b></p> <p><b>R2: CICAD:</b> Maintain the scope and frequency of capacity-building initiatives and keep ensuring they are accessible to a broader range of stakeholders through several capacity-building channels, such as expert meetings, online courses, hybrid courses, and in-person courses.</p> <p><b>Prioritization: very high. Next 3 months</b></p>
Efficiency: was the project doing this right?	<p>The quality and appropriateness of the project's logframe indicators are satisfactory, particularly at the goal level, while output-level indicators could be more results-focused.</p> <p>The use of results-based management principles was very high, with multiple reporting lines.</p> <p>Project monitoring is highly satisfactory, despite being outside DPMO's oversight, with quarterly reporting to the US systematically using the project's logframe indicators to assess progress made, using both qualitative and quantitative data.</p> <p>The capacity-building beneficiary selection is based on profiles agreed upon by CICAD and its regional training partners. Ultimately, OAS Member States are responsible for appointing trainees.</p> <p>Capacity-building preparation and follow-up: Post-course questionnaires were used at the end of CICAD training across the Western Hemisphere, while the use of pre-course questionnaires was less systematic, especially in the Caribbean.</p> <p>The analysis using the recommendations of the 2021 evaluation of phase II of the project for the design of phase IV showed positive results. As the 2021 evaluation omitted the identification of lessons learned, the use of the latter could not be evaluated.</p>	<p>The project has demonstrated a high degree of efficiency through appropriate resource use, effective monitoring, and a strong application of results-based management principles. While the quality of logframe indicators presents an area for enhancement, the overall execution reflects a well-managed and efficiently run project. Addressing the identified gaps will further strengthen the project's efficiency, ensuring sustained success and continuous improvement in future phases.</p>	<p><b>R3: CICAD:</b> Refine and enhance the output-level indicators to make them more results-focused, including for changes in beneficiaries' behavior change. This will provide clearer insights into the project's progress for all its outputs.</p> <p><b>Prioritization: very high. Next 3 months</b></p> <p><b>R4: DPMO:</b> Hold evaluators accountable to deliver on evaluation ToR, including the elaboration of lessons learned, through rigorous quality control.</p> <p><b>Prioritization: very high. Next 3 months, for all ongoing and planned evaluations.</b></p>



Effectiveness: were project results achieved, and how?	<p>At the purpose level, the project exceeded two out of four indicators in 2021, the date with the latest available data. One target was narrowly missed, and one was missed. Stakeholder perception about the project’s progress towards its purpose was satisfactory (68% satisfaction rate).</p> <p>For the project outputs, ten out of 12 indicators were achieved by 80% to 100% or even exceeding the targets in 2024.</p>	<p>The CICAD team showed substantial effectiveness in both purpose-level and output-level achievements. The strong performance against the majority of indicators and high stakeholder satisfaction underscore the project's success. Factors influencing project performance negatively are largely external and beyond the control of CICAD, while positive factors reflect the professionalism of the CICAD project team and stakeholder trust and commitment, due to CICAD’s long-term engagement in the Western Hemisphere.</p>	<p><b>R5: CICAD:</b> Capitalize on external support: Foster deeper collaboration with institutional partners across the sub-regions in the Americas with regional research and capacity building capacities in the sector. Develop joint initiatives and resource-sharing agreements to enhance the effectiveness of early warning systems and other coordinated efforts to complement capacity development.</p> <p>Strengthening regional capacities is recommended through a strategic engagement, for example, with AIRCOP, ORION, and the Centre for Drug Trafficking Investigation and Analysis in Cartagena de Indias, Colombia, which could further solidify the sustainability of these efforts.</p> <p><b>Prioritization: very high. Next 3 months</b></p> <p><b>R6: CICAD:</b> Continue proactive engagement with stakeholders and create platforms for regular dialogue and feedback, such as informal social media channels, to ensure their needs and perspectives are integrated into the project.</p> <p><b>Prioritization: very high. Next 3 months</b></p> <p><b>R7: CICAD:</b> Advocate for and support reforms to update legal frameworks and normative settings. Work with national governments and legal experts to modernize laws and regulations related to drug enforcement.</p> <p><b>Prioritization: medium. Next 9-12 months</b></p> <p><b>R8:</b> Invest in training and resources to strengthen forensic capacities. Partner with international forensic institutions to provide advanced training and equipment.</p> <p><b>Prioritization: medium. Next 9-12 months</b></p> <p><b>R9:</b> Keep developing and implementing additional training programs specifically designed for women in law enforcement. These programs should focus on leadership, advanced technical skills, and specialized areas of drug enforcement.</p> <p><b>Prioritization: medium. Next 9-12 months</b></p>
	<p>Unexpected results:</p> <ul style="list-style-type: none"> <li>○ Consistently positive outcomes of training and capacity building, despite the highly complex working environment</li> <li>○ Astonishing revelations about smuggling methods emerged in CICAD courses, shedding light on new challenges</li> <li>○ Unexpected equipment shortages, including petrol shortages in certain countries, can lead to reduced learning experiences</li> </ul>		
	<p>Cost-benefit: Total market value of illicit drugs seized in 2019 to 2021: USD 2.174.440 million vs. project budget of USD 6.5 million. This means that for each USD invested in the project, a theoretical contribution to seizures of USD 334.529 emerges.</p>		
<p>Women's involvement and empowerment within law enforcement agencies across various countries have seen significant strides due to the project.</p>	<p>CICAD contributed through this project to notable progress in women's involvement and empowerment within law enforcement agencies across various countries. The inclusive approach not only improved the effectiveness of the project but also advanced gender equity and diversity in the sector.</p>		

Sustainability: are results lasting?	<p>Project ownership is high, with growing support and identification with the project's goals, reflected in increased participation in training programs.</p>	<p>The project counterparts’ high ownership, enhanced stakeholder knowledge, and robust regional capacity building contribute to the enduring sustainability of its results.</p>	<p><b>R10: CICAD:</b> Given the high project ownership, increased stakeholder engagement, and significant knowledge gains from multiple event participation, it is recommended that CICAD expand its "train the trainers" activities to further enhance capacity-building sustainability.</p> <p>Specifically, CICAD should prioritize developing and implementing certified training courses in Barbados, Saint Lucia, and Trinidad and Tobago to address the identified demand.</p> <p><b>Prioritization: medium. Next 9-12 months</b></p>
	<p>Stakeholder knowledge to combat the illicit production, trafficking, and distribution of narcotic drugs and psychotropic substances increases significantly when participating in more than a single event. Regional capacities such as AIRCOP, ORION, or the Centre for Drug Trafficking Investigation and Analysis in Cartagena de Indias, Colombia, complement the sustainability of CICAD’s cooperation with regional training Centers in Barbados (RSS) and Colombia (Regional Counterdrug Intelligence School of the Americas, ERCAIAD).</p>	<p>The project’s high sustainability is driven by growing stakeholder support and identification with its goals, as seen through increased participation in training programs. This high level of ownership ensures ongoing commitment and engagement. Enhanced stakeholder knowledge, gained through multiple event participation, strengthens their capacity to combat illicit drug activities effectively. Additionally, robust regional capacities, including AIRCOP, ORION, and specialized centers in Colombia and Barbados, further support and ensure the long-term impact and continuity of the project's initiatives.</p>	
	<p>OAS member states' capacity for drug enforcement and chemical control entities to combat precursor chemical diversion and emerging challenges related to synthetic drugs is satisfactory, with an apparent demand for CICAD-facilitated and certified “train the trainers” courses in Barbados, Saint Lucia, and Trinidad and Tobago to enhance the sustainability of capacity building.</p>	<p>The capacity of OAS member states' drug enforcement and chemical control entities to address precursor chemical diversion and synthetic drug challenges is satisfactory. There is a clear demand for CICAD-facilitated and certified "train the trainers" courses in Barbados, Saint Lucia, and Trinidad and Tobago to enhance capacity-building sustainability. Furthermore, CICAD has significantly advanced gender mainstreaming and non-discriminatory policies within counterdrug law enforcement agencies, promoting a more inclusive and effective approach to drug enforcement in OAS member states.</p>	
	<p>CICAD contributed to progress in gender mainstreaming and non-discriminatory policies in OAS Member States' counterdrug law enforcement agencies.</p>		

## Annex 1: Terms of Reference



**GENERAL SECRETARIAT OF THE ORGANIZATION OF AMERICAN STATES  
STRATEGIC COUNSEL FOR ORGANIZATIONAL DEVELOPMENT AND MANAGEMENT FOR RESULTS  
DEPARTMENT OF PLANNING AND EVALUATION**

**Call for resumes:**

**“COUNTERDRUG CAPACITY BUILDING AND TECHNICAL ASSISTANCE PROGRAM - PHASE IV”  
SMS1901**

- Type of Appointment:** Consultancy
- Organizational Unit:** Department of Procurement and Management Oversight (DPMO)
- Duration:** 35 non-consecutive working days between February and April of 2024.
- Remuneration:** Based on experience, education, and skills.
- Work Place:** Remote
- Profile:** The consultant must demonstrate a minimum of 10 years of experience in project evaluation and must hold a graduate degree in public policy, economics, management, or related area; and have experience working in Latin America and the Caribbean. In addition, the consultant should be proficient in the use of the English and Spanish language, oral and written. Experience in public policy and counterdrug investigative techniques, in working with an international organization in the Americas, and in the evaluation of similar projects is not a requirement but will be desirable.

The Consultant(s) must conduct themselves in accordance with the principles of ethics established by the United Nations Evaluation Group (UNEG) and the OAS code of ethics and submit a statement on conflict of interest.

## I. BACKGROUND

- 1.1 The OAS is the leading multilateral institution in the Americas dedicated to political dialogue and collective action, working to promote democracy, strengthen human rights, consolidate peace and security, and address the complex problems created by poverty, terrorism, drugs, corruption, and natural disasters. In pursuit of such goals the Department of Procurement and Management Oversight (DPMO) is coordinating an external assessment of the “**Counterdrug Capacity Building and Technical Assistance Program - Phase IV**”.
- 1.2 This assessment is part of the DPMO greater efforts to conduct formative and summative evaluations of projects and programs executed by the OAS. Such efforts, coordinated and supervised by the DPMO, began over 15 years ago with the evaluation of initiatives financed by the Spanish Fund for OAS and has been extended to operations financed by other donors, such as Canada and the United States of America. These evaluations, in addition to systematizing and documenting the results of the interventions, have the goal of capitalizing on these experiences for the improvement of future project and program formulations and designs, and institutionalizing best practices in monitoring and evaluation within the Organization.

### **The Inter-American Drug Abuse Control Commission**

- 1.3 The Inter-American Drug Abuse Control Commission (CICAD) is the consultative and advisory body of the OAS on drug issues. It serves as a forum for OAS member states to discuss and find solutions to the drug problem and provides them technical assistance to increase their capacity to counter the drug problem. Since its establishment in 1986, CICAD and its Executive Secretariat have responded to the ever-changing challenges of drug control, expanding its efforts to promote regional cooperation and coordination with and among its member states.

### **Project Context**

- 1.4 Illicit drug production and narcotrafficking are steadily on the rise in the Americas. Despite significant efforts and resources devoted by OAS member states to control supply reduction, drug markets appear to be growing. These growing markets include plant-based drugs such as cannabis, cocaine, and heroin; synthetic drugs such as methamphetamine, new psychoactive substances (NPS), fentanyl, and its analogues; as well as precursor chemicals

- which are diverted from licit distribution channels to produce illicit drugs. According to the United Nations Office on Drugs and Crime (UNODC) 2018 drug report, countries are facing a potential supply-driven expansion of drug markets, with production of opium and manufacture of cocaine at the highest levels ever recorded.
- 1.5 Furthermore, the use of the internet in relation to drug-related activities by drug trafficking organizations, such as the sale of illicit narcotics through *darknet* markets, use of cryptocurrencies and distribution of illicit drugs through postal services, is a growing global problem, as the perceived anonymity and global reach of the internet provide traffickers with ideal conditions to sell both illicit synthetic drugs and their chemical precursors. A study conducted jointly by the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) and EUROPOL found that more than 60% of all listings on five major *darknet* markets worldwide (up to August 2017) were related to the illicit sale of drugs, including drug-related chemicals and pharmaceuticals.
  - 1.6 Therefore, narcotrafficking poses serious security threats to citizens of OAS member states, since illegal drugs are key drivers of crime, violence, corruption, and are an important factor behind the high mortality rates of some countries in the hemisphere. Drug trafficking also hinders economic prosperity, the development of democratic institutions, and the full respect of human rights. Moreover, the drug problem represents a threat to the overall physical, material, psychosocial, health, community, and environmental security of the citizens of the region. In the Western Hemisphere, drug trafficking affects all sub-regions and countries by means of production, transit and/or consumption of illicit drugs.
  - 1.7 To address these and other significant challenges and enhance drug control, in 2016 the global community achieved notable progress in reaching a new international consensus at the United Nations General Assembly Special Session (UNGASS) held in April, where the Western Hemisphere joined the international community and committed to reduce the availability of illicit drugs, based on the principles of collective responsibility and full respect for human rights. UNGASS 2016 stressed the importance of supply reduction as an integral part of a balanced drug control strategy and requested the incorporation of a gender perspective and for jurisdictions to ensure the involvement of women in all stages of the development, implementation, monitoring and evaluation of drug policies and programs.
  - 1.8 Through its **Counterdrug Capacity Building and Technical Assistance Program Phase IV**, the SRU/CICAD is adapting to the new trends and realities faced globally and regionally, while considering new international and regional mandates and innovating solutions to support counterdrug law

enforcement agencies of OAS member states to disrupt the production, trafficking and distribution of illicit drugs and psychotropic substances in the region. The SRU/CICAD also recognized this opportunity to harness untapped potential, and work to both empower and equip male and female counterdrug officers to enhance, and advance counterdrug programs to disrupt the production, trafficking and distribution of illicit drugs in the region, and the chemical precursors used to produce such substances.

### **The project**

- 1.9 The **goal** of the "Counterdrug Capacity Building and Technical Assistance Program - Phase IV" is to contribute to the reduction of drug-related security threats in populations affected by the production, trafficking, and distribution of illegal drugs in OAS member states.
- 1.10 The purpose of the project is to increase effectiveness of counterdrug law enforcement agencies of OAS member states to disrupt the production, trafficking and distribution of illicit drugs and psychotropic substances in the region, by:
  - i) Enhancing knowledge of counterdrug law enforcement, maritime authorities, and criminal justice entities to investigate, detect, interdict and prosecute the illicit production, trafficking and distribution of narcotic drugs and psychotropic substances in OAS member states,
  - ii) Increasing capacity of OAS member states' drug enforcement and chemical control entities to prevent precursor chemical diversion, and counter emerging and persistent challenges/treats related to synthetic drugs, including new psychoactive substances (NPS),
  - iii) Improving gender mainstreaming and non-discriminatory policies/measures in OAS member states counterdrug law enforcement agencies; and
  - iv) Planning, Implementing, Monitoring and Evaluating the operation.

### **Previous phases**

- 1.11 Evaluations from previous phases indicated that the program has achieved its main purpose and has actively contributed to enhancing the capacity of counterdrug law enforcement agencies of OAS member states to counter drug trafficking; and concluded that the program had the following direct effects and post-implementation benefits:
  - i) Increased awareness: The Program's capacity building training activities have greatly contributed to keen appreciation of the threats and challenges related to drug trafficking in participating member states. Heightened sensitivity and awareness, along with acquired

skills, have engendered in law enforcement officers (and others) a sense of empowerment to exercise their counterdrug assignments with confidence and competence.

- ii) Acquisition of new knowledge of techniques and approaches: Participants reported that the trainings delivered within the framework of the program were instrumental in exposing institutions to the trafficking modalities of criminal organizations involved in precursor chemical diversion.
- iii) Advance common or compatible approaches: Those who received the trainings and work within the same district or division have increased their collaboration with efforts dealing in any counterdrug operation.
- iv) Advance cooperation and coordination: The program's multi-agency approach has increased interoperability among enforcement agencies and has helped to build trust, improve information sharing, support, and inform the formulation of policies related to counterdrug investigations.

In this context the CICAD aimed at building upon the accomplishments of previous phases, by connecting students from the activities, developing networks for timely and relevant information exchange, and fostering interagency and interregional cooperation and collaboration. Likewise, Phase IV took into consideration the various recommendations made in previous evaluations.

## II. OBJECTIVE OF THE CONSULTANCY

2.1 The objective of the Consultancy is to evaluate the performance of the SMS-1901 program, regarding efficiency, effectiveness, and sustainability. The evaluation will explicitly focus on the delivery of the Immediate and Intermediate Outcomes for the program.

### **C. Scope of the evaluation.**

2.2 To achieve the objective the Consultant shall:

- xi) Conduct a formative and summative assessment to estimate the results of the Program.
- xii) Critically analyze the implementation and management of the Program.
- xiii) Determine the relevance (referring to the adequacy of the design, objectives and results to the context in which its implementation has been carried out); efficiency (analysis of Program management in the analysis period including the assessment of the relationship between the results achieved and the resources of all kinds used for it); effectiveness (compliance with the objectives and results initially formulated, and others not foreseen) of the actions financed; coherence, or compatibility of the intervention with other similar interventions in participating countries; and institutional and financial sustainability of the benefits generated by the Program.

- xiv) Determine if during the conceptualization and/or execution of the Program the gender perspective was used. If it was used, analyze the results achieved and provide recommendations on how to strengthen it.
- xv) Conduct, as best possible, a robust Cost Benefit Analysis, by determining the internal rate of return and net present value of the investment.
- xvi) Identify the main results at the level of direct effects and products to which the operation has contributed, distinguishing between planned and unforeseen, explicit, and implicit.
- xvii) Document best practices of the program related to its formulation, design, implementation, management, and sustainability.
- xviii) Make recommendations and identify and document lessons learned related to the formulation, design, implementation, management, and sustainability of the Program, to improve the implementation and future formulations and designs of similar programs.
- xix) Assess the design and execution of the program against the recommendations made in the evaluation of previous phases.
- xx) Answer the following questions:
  - (l) Was the Program's implicit Theory of Change effective?
  - (m) Were the Program's objectives achieved?
  - (n) Did the outcome indicators identify the appropriate measurement of success?
  - (o) Are the Program's achievements sustainable, institutionally and financially?
  - (p) Are the Program's indicators S.M.A.R.T.
  - (q) Did the Program team apply results-based management principles from its inception to its conclusion? Please describe which ones.
  - (r) Was the process for the selection of beneficiaries done based on pre-established criteria? And were the criteria appropriate?
  - (s) Were best practices considered during the design and applied during the implementation?
  - (t) Were lessons learnt from previous operations considered during the design and applied during the implementation?
  - (u) Did the Program include specific requirements for conducting follow-up of training activities to measure: increased capacity, increased skills, awareness and abilities among recipients; and



the strengthening of institutions where such individuals work, among others?

- (v) Was the monitoring mechanism used as an efficient and effective tool to follow-up on the progress of Program's actions?

#### **D. Information sources.**

2.3 Among other sources the Consultant will review the following:

- i) Program profile and program document.
- ii) Progress implementation reports.
- iii) Program indicators identified and used throughout the execution.
- iv) Products derived from the implementation of the program and means of verification.
- v) Any evaluation report available.
- vi) Any other document deemed relevant for the completion of the work.

#### **E. Stakeholders.**

2.4 Among other stakeholders the Consultant will consider the following:

- i) Program Team.
- ii) Member States.
- iii) Local and national counterparts.
- iv) Department of Procurement Services and Management Oversight, OAS.
- v) Beneficiaries, individuals, and Member States.
- vi) Partner institutions

### **III. ACTIVITIES**

3.1 This consultancy will be coordinated and supervised by the DPMO. The evaluation process will take a participatory approach and take account of the views of all key stakeholders. In general, the evaluation will be based on interviews, analysis of documents, use of relevant evaluation instruments (i.e., application of surveys, focus groups, etc.) and all available data sources, as required. **All conclusions and recommendations must be based on evidence, not opinion and/ or anecdotes.**

#### **A. Phase I: Preparatory activities.**

3.2 To achieve the objectives of the Terms of Reference, the consultancy shall carry out the following activities, without prejudice to other tasks that are necessary to complete the work:

- i) Conduct initial conference calls with key stakeholders such as members of the Program Team and DPMO/OAS; and assess more accurately the scope of the work and request the necessary information to perform effectively. As a result, the consultancy will submit a preliminary work plan to the DPMO/OAS; the work plan will include the description and chronology of the activities to be carried out, the reports to be submitted, and the deliverables of the evaluation.
- ii) Develop an Evaluation Framework (EF) after conducting the first wave of interviews, which will contribute to determine if the Program was implemented efficiently and effectively and generated the expected results. The EF shall include the following sections among other:
  - (a) A description of the methodology or design of evaluation strategy, including the sampling framework to be used for the collection of data, and the evaluation matrix. The methodology to be used to conduct the cost-benefit analysis. The evaluation methodology must consider qualitative and quantitative measurements.
  - (b) Data collection protocols and analysis of information.
  - (c) The identification of data collection instruments.
  - (d) The identification and measurement of output and outcome indicators (initial, intermediate and/ or final) to measure the Program 's efficiency and effectiveness, in addition to those previously identified during the design of the program, if any. Both groups of indicators are expected to include their definition and methodologies for the collection and calculation.
  - (e) The instruments for the collection of information and related materials.
  - (f) The updated work plan for the consultancy, including the collection, analysis and production of reports as required by this section.
  - (g) A proposal of the table of contents of the final report, among others.

## **B. Phase II: Collection and analysis of information, and Midterm Report.**

- i) Review all the relevant documentation including those produced during the formulation and design of the Program.
- ii) Conduct interviews and collect information from additional key stakeholders, including government officials, partner institutions, and direct and indirect beneficiaries, among others (see paragraph 2.4).
- iii) Conduct interviews and focus groups to validate the implicit chain of results (Logic Model) for the Program, by determining if it was adequate and valid for the expected and actual results.
- iv) Establish the Program's efficiency and effectiveness, identifying lessons learned and making recommendations for future executions. This assessment should include a robust cost-benefit analysis of the operation (CBA), by: identifying and quantifying the social and economic costs and benefits of the Program; collecting the necessary data to validate the CBA proposal; conduct a literature review to support theoretically the social and economic costs and benefits and monetize them; estimate the returns to the investment by calculating the Net Present Value (NPV), and the Internal Rate of Return.
- v) Assess the management of the Program in the use of planning and implementation tools, such as annual operations plans, strategic plan, logical framework, and program monitoring reports among others.
- vi) Assess the technical and economic feasibility of the Program, including the sustainability of its benefits.
- vii) Determine the relevance of the criteria used for the targeting of beneficiaries; including member countries and agencies benefiting from the Program and make appropriate recommendations for similar initiatives in the future.
- viii) Analyze how and if the Program incorporated a gender perspective approach in the execution of its components, and if there were any such efforts, determine how consequential they were. Were they relevant?
- ix) Measure the program's performance in terms of efficiency and effectiveness. The consultancy shall review and suggest adjustments to the indicators identified in the Logical Framework. In addition, the consultancy shall identify, propose, and measure indicators that were not considered in the design but are important to truly assess the impact and/ or contribution to the objective of the Program. The consultancy shall analyze the extent to which the expected results were achieved, as well as identify unplanned results that may have occurred.

- x) Assess the level of implementation of the Kirkpatrick Model for training activities and their alignment with the OAS Strategic Plan and the CICAD Strategic Plan, if any. The Consultancy shall propose adjustments to the Training Evaluation Plan.
- xi) Produce a mid-term report describing the progress of the evaluation and the findings to date. The report will be accompanied by a Power Point presentation.
- xii) The consultant will conduct two missions to beneficiary countries. The selection of the beneficiary countries will be discussed and agreed upon during the inception phase.

**C. Phase III: Presentation of final report.**

- xiii) Produce a final report analyzing and describing the execution, outputs, and outcomes of the supported actions; lessons learned, recommendations and conclusions; a section for sustainability and beneficiaries, among others. The report will be accompanied by a Power Point presentation.
- xiv) Present the mid-term and final reports to OAS stakeholders as determined by DPMO.

#### **IV. PRODUCTS AND DELIVERABLES**

- 4.1 The Consultant will produce and deliver the following documents taking into consideration each of the activities described in the above section:
- i) A detailed preliminary work plan and the evaluation Framework **within 15 days** of signing the contract.
  - ii) A mid-term report on the progress of the consultancy including, a revised Logical Framework, the theory of change and a Power Point to be presented as established in section B. (xi) above, at a date to be agreed upon.
  - iii) Final Evaluation Report including a cost-benefit analysis, all products mentioned above and a Power Point Presentation to be presented in OAS headquarters at a date to be agreed upon.

#### **V. TIMEFRAME & PAYMENT SCHEDULE**

- 5.1 It is expected that the consultancy will require a total of 35 non-consecutive working days between February and April 2024.
- 5.2 The payment schedule is as follows:
- 30% Upon signing the contract.

- 20% Upon delivery of a mid-term report accompanied by a Power Point presentation.
- 50% Upon delivery of the Final Evaluation Report accompanied by a Power Point presentation.

## **VI. EVALUATION PREMISES AND APPLICABLE REGULATIONS**

6.1 In addition to the clauses contained in the contract, the evaluation team shall comply with the OAS Code of Ethics and UNEG evaluation norms and standards and protect personal data, to uphold and promote:

- i) Anonymity and confidentiality. - The evaluation shall respect the right of individuals to provide information, ensuring their anonymity and confidentiality and guaranteeing the security of personal data that may be collected during the evaluation.
- ii) Integrity. - The evaluator will have the responsibility to highlight issues not specifically mentioned in the terms of reference if this is necessary to obtain a more complete analysis of the Program.
- iii) Independence. - The evaluator shall guarantee his/her independence from the evaluated interventions. To avoid possible conflicts of interest, the evaluator shall not have been linked at any time to the Program implementation nor have participated in the implementation of other projects or programs related to the evaluated program.
- iv) Incidents. - In case of problems arising during the fieldwork or in any other phase of the evaluation, they shall be immediately communicated to the Planning and Evaluation Department. If not, in no case the existence of such problems can be used to justify the non-obtainment of the results established in these terms of reference.
- v) Validation of the information. - It is the evaluator's responsibility to guarantee the veracity of the information gathered for the elaboration of the reports, and in the last instance, he/she will be responsible for the reliability of the information presented in the evaluation.

## **VII. PROCUREMENT PROCESS**

- 7.1 The consultant will follow the procurement processes outlined by OAS tender regulations, as well as Executive Order 05-04 Corr.1., ensuring the application of competitiveness and transparency principles.
- 7.2 The Consultant should present a narrative and budgetary proposal to the DPMO and a description of each member of the evaluation team.

- 7.3 The Consultant, shall not, during the External Evaluation and within a period of one year immediately after termination of the External Evaluation, knowingly negotiate for employment, accept employment, seek, or receive a performance contract, or receive compensation or fees for services or assignments, from the GS/OAS dependency responsible for the administration and execution of the project or program under evaluation. This prohibition applies to Contractor's employees that participated personally and substantially in the External Evaluation in which they may have had major responsibility for the overall management and contents of the evaluation and to Contractor's employees that supervised anyone who may have participated in the previously mentioned activities.
- 7.4 The Consultant shall sign a Conflict-of-Interest (COI) Declaration before signing the contract.
- 7.5 The Organization of American States does not discriminate against any individual based on race, color, marital status, religion, age, gender, disability, sexual orientation, gender identity, or status as a parent.

## Annex 2: Documents reviewed

Center For Strategic and International Studies (CSIS), 2024: In the eye of the storm: Ecuador’s compounding crisis.

Global Affairs Canada, 2023: Ministerial Declaration on Accelerating and Strengthening the Global Response to Synthetic Drugs

Inter-American Drug Abuse Control Commission. Inter-American Observatory on Drugs. Report on Drug Supply in the Americas, 2022.

OAS General Secretariat. Department for Planning and Evaluation, 2024: Terms of Reference. Counterdrug Capacity Building and Technical Assistance Program - Phase IV SMS19011.

OAS General Secretariat. Department for Planning and Evaluation, 2019: Project document. Counterdrug Capacity Building and Technical Assistance Program - Phase IV SMS19011.

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2019: Project Execution Report. Counterdrug Capacity Building Program, 2<sup>nd</sup> Quarter 2019

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2019: Project Execution Report. Counterdrug Capacity Building Program, 3<sup>rd</sup> Quarter 2019

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2019: Project Execution Report. Counterdrug Capacity Building Program, 4<sup>th</sup> Quarter 2019

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2020: Project Execution Report. Counterdrug Capacity Building Program, 1<sup>st</sup> Quarter 2020

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2020: Project Execution Report. Counterdrug Capacity Building Program, 2<sup>nd</sup> Quarter 2020

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2020: Project Execution Report. Counterdrug Capacity Building Program, 3<sup>rd</sup> Quarter 2020

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2020: Project Execution Report. Counterdrug Capacity Building Program, 4<sup>th</sup> Quarter 2020

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2021: Project Execution Report. Counterdrug Capacity Building Program, 1<sup>st</sup> Quarter 2021

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2021: Project Execution Report. Counterdrug Capacity Building Program, 2<sup>nd</sup> Quarter 2021

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2021: Project Execution Report. Counterdrug Capacity Building Program, 3<sup>rd</sup> Quarter 2021

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2021: Project Execution Report. Counterdrug Capacity Building Program, 4<sup>th</sup> Quarter 2021

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2022: Project Execution Report. Counterdrug Capacity Building Program, 1<sup>st</sup> Quarter 2022

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2022: Project Execution Report. Counterdrug Capacity Building Program, 2<sup>nd</sup> Quarter 2022

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2022: Project Execution Report. Counterdrug Capacity Building Program, 3<sup>rd</sup> Quarter 2022

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2022: Project Execution Report. Counterdrug Capacity Building Program, 4<sup>th</sup> Quarter 2022

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2023: Project Execution Report. Counterdrug Capacity Building Program, 1<sup>st</sup> Quarter 2023

OAS, Secretary For Multidimensional Security, Inter-American Drug Abuse Control Commission, 2023: Project Execution Report. Counterdrug Capacity Building Program, 2<sup>nd</sup> Quarter 2023

OAS, Counterdrug Capacity Building Program, 2020: Annual Report 2019

OAS, Counterdrug Capacity Building Program, 2021: Annual Report 2020

OAS, Counterdrug Capacity Building Program, 2022: Annual Report 2021

OAS, Counterdrug Capacity Building Program, 2023: Annual Report 2022

OAS, Counterdrug Capacity Building Program. ACCBP 2017-409 – Logic Model and Performance Measurement Framework

OAS, Counterdrug Capacity Building Program. ACCBP 2017-409 – GENLEA Annual Report 2022

OAS, Counterdrug Capacity Building Program. ACCBP 2017-409 – GENLEA Annual Report 2021

UNODC, 2023: World Drug Report

UNODC, 2021: Synthetic Drugs and New Psychoactive Substances in Latin America and the Caribbean 2021

United States Department of State, Bureau for International Narcotics and Law Enforcement Affairs, 2020: International Narcotics Control Strategy Report

U.S. Department of State and the United States Agency for International Development (USAID), 2022: Joint Strategic Plan of the U.S. Department of State and the United States Agency for International Development (USAID) for Fiscal Years 2022 to 2026

## Websites

### Government of Canada

[https://www.international.gc.ca/world-monde/issues\\_development-enjeux\\_developpement/peace\\_security-paix\\_securite/capacity\\_building-renforcement\\_capacites.aspx?lang=eng](https://www.international.gc.ca/world-monde/issues_development-enjeux_developpement/peace_security-paix_securite/capacity_building-renforcement_capacites.aspx?lang=eng)

### Global Affairs Canada

<https://www.canada.ca/en/global-affairs/news/2023/07/ministerial-declaration-on-accelerating-and-strengthening-the-global-response-to-synthetic-drugs.html>

### United Nations

<https://webarchive.archive.unhcr.org/20230518164535/https://www.refworld.org/docid/3f7d4d630.html>

### UNODC

[https://www.unodc.org/unodc/en/data-and-analysis/wdr2023\\_annex.html](https://www.unodc.org/unodc/en/data-and-analysis/wdr2023_annex.html)



## **Annex 3: Stakeholders interviewed**

This evaluation report does not contain a list of stakeholders interviewed, as agreed with DPMO to ensure the confidentiality of interviewees.

This approach is fully in line with the United Nations Evaluation Group’s evaluation ethics concerning the anonymity of evaluation stakeholders.

## Annex 4: Evaluation matrix

	Evaluation questions/issues	Proposed evaluation tools	Data source
Relevance: Is the project doing the right thing?	To what extent was the project relevant for the mandates of the OAS, selected Member States (Colombia and Barbados) and the donors?	Document review	Project profile and other documents; project stakeholders
	<p>Analysis of project design and formulation: is the project’s implicit Theory of Change valid and supported by empirical evidence?</p> <ul style="list-style-type: none"> <li>○ Are the main problems for addressing counter drug capacities correctly identified?</li> <li>○ Are the barriers to enhancing counter drug capacities in the beneficiary countries correctly listed?</li> <li>○ Are change pathways relevant for achieving the project objectives?</li> <li>○ Do assumptions still hold?</li> <li>○ Are the external drivers of change for successful project implementation still in place?</li> </ul>		
Efficiency: Were resources used appropriately to achieve results?	Did the outcome indicators identify the appropriate measurement of success?	Document review Interviews	Project profile, monitoring reports, and other documents; project stakeholders
	Are output and outcome indicators S.M.A.R.T.?		
	Did the project team apply results-based management principles from its inception to its conclusion, and if yes, which ones? Was the monitoring mechanism used as an efficient and effective tool to follow-up on the progress of Program’s actions?		

	<b>Evaluation questions/issues</b>	<b>Proposed evaluation tools</b>	<b>Data source</b>
	Was the process for the selection of beneficiaries done based on pre-established criteria? And were the criteria appropriate?		
	To what extent did the Program include specific requirements for conducting follow-up of training activities to measure: increased capacity, increased skills, awareness and abilities among recipients; and the strengthening of institutions where such individuals work, among others?		
	Were lessons learnt from previous operations and evaluations considered during the design and applied during the implementation?		
<b>Effectiveness: were project results achieved and how?</b>			
	To what extent were project objectives achieved and can attribution be established? To what extent has behavior change led to institutional strengthening?	Document review (logframe/project profile, progress reports) Interviews (telephone interviews with the project team in OAS and stakeholders)	Monitoring reports; project stakeholders; commented by expert opinion
	What are the major internal and external factors that influenced the implementation of the project?		
	Were there any unforeseen/unplanned results or outcomes?		
	What are the cost-benefits of the project? What are the social and economic costs and benefits of the project, what are the returns to the investment?		
	What are the specific results for women?		

	Evaluation questions/issues	Proposed evaluation tools	Data source
<b>Sustainability: Lasting results?</b>	Have partners developed ownership over the project and its objectives?	Document review (logframe, progress reports)  Interviews (telephone interviews with the project team in OAS and stakeholders)	Project stakeholders; commented by expert opinion
	Are the project’s achievements sustainable, institutionally and financially?		

## Annex 5: Evaluation questionnaire

### (A) Relevance

1. To what extent is the project relevant to the Member States’ policy priorities?

Relevance	Very high	High	Medium	Low	Very low	No answer
<b>Please rate</b>						

### (B) Efficiency: appropriate use of resources

2. What criteria were used for the selection of project beneficiaries? Were those criteria systematically applied?
3. To what extent did the Program include specific requirements for **conducting follow-up training activities** to measure increased capacity, skills, awareness, and abilities among recipients and the strengthening of institutions where such individuals work, among other things?

### (C) Effectiveness: the achievement of project results

4. To what extent has the OAS project achieved planned project objectives in your country?

Achievement of planned objectives	Very high	High	Medium	Low	Very low	No answer
Contribution to the reduction of drug-related security threats in populations affected by the production, trafficking and distribution of illegal drugs in OAS member states.						
Increase effectiveness of counterdrug law enforcement agencies of OAS member states to disrupt the production, trafficking and distribution of illicit drugs and psychotropic substances in the region.						
Enhanced knowledge of counterdrug law enforcement, maritime authorities and criminal justice entities to investigate, detect, interdict and prosecute the illicit production, trafficking and distribution of narcotic drugs and psychotropic substances in OAS member states.						
Increased capacity of OAS member states’ drug enforcement and chemical control entities to prevent precursor chemical diversion, and counter emerging and persistent challenges/treats related to						

synthetic drugs, including new psychoactive substances (NPS).						
Improved gender mainstreaming and non-discriminatory policies/measures in OAS member states' counterdrug law enforcement agencies.						
Overall, how satisfied are you with the results achieved to date?						

5. What were the major internal and external factors that influenced the implementation of the project?
6. Were there any unforeseen/unplanned results of the project?
7. What were the specific results for women?

**(D) Sustainability: lasting results?**

8. To what extent have partners developed ownership over the project and its objectives?
  - Knowledge of counterdrug law enforcement, maritime authorities, and criminal justice entities to investigate, detect, interdict, and prosecute the illicit production, trafficking, and distribution of narcotic drugs and psychotropic substances.
  - The capacity of OAS member states' drug enforcement and chemical control entities to prevent precursor chemical diversion and counter emerging and persistent challenges/threats related to synthetic drugs, including new psychoactive substances.
  - Gender mainstreaming and non-discriminatory policies/measures in OAS member states' counterdrug law enforcement agencies.
  - Member States' financial contribution to the above objectives/related OAS projects

<b>Please rate</b>	Very high	High	Medium	Low	Very low	No answer
Institutional sustainability						
Financial sustainability						

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