



# **External Evaluation of the effectiveness of the “Counterdrug Capacity Building Program Phase III (2013-2018)”**

## **Final Report**

29 April 2021

## Executive Summary

### Introduction

This final report presents the findings of the External Evaluation of the effectiveness of the “Counterdrug Capacity Building Program Phase III (2013-2018)”. The content of the report is based on the Terms of Reference (TORs), on the review of the documents provided, on the interviews conducted among key stakeholders, and on the results of two surveys conducted among beneficiaries.

### Context and purpose of the evaluation

The Department of Planning and Evaluation (DPE) of the Organization of American States (OAS) has, over the past ten years, made special efforts to ensure that projects and programs executed by the OAS include formative and summative evaluations. These evaluations are intended to systematize and document the results of those intervention in order to improve future project and program formulation and design as well as to institutionalize best practices in monitoring and evaluation within the Organization.

Through the Counterdrug Capacity Building Program (2013-2018), which constitutes the third phase of the program, the Supply Reduction Unit (SRU) of the Executive Secretariat of the Inter-American Drug Abuse Control Commission (ES-CICAD) provides technical assistance to its member states to respond to the threats and challenges brought about by the production, distribution and trafficking in illicit drugs and related contraband. In particular, CICAD/SRU assists member states in putting in place appropriate legislation, regulations, administrative and regulatory systems and procedures to control these drugs. This third phase of the program is intended to strengthen the capacity of officials in participating countries to respond to the threats and challenges related to narcotrafficking and drug production, including new threats, and to apply new strategies and techniques to respond to the same with particular emphasis on interagency/international cooperation, collaboration and the exchange of information as well as a common or compatible approach.

The objective of this evaluation is to conduct a summative evaluation of the Counterdrug Capacity Building Program (2013-2018), including an assessment of its efficiency, effectiveness, relevance and sustainability.

The evaluation considers the program over its entire duration (2013-2018).

### Methodology

The approach for this evaluation is firmly rooted in international evaluation standards, namely the principles and guidelines of the Development Co-operation Directorate of the Organisation for Economic Co-operation and Development (OECD-DAC) and United Nations Evaluation Group (UNEG). As such, the evaluation will be evidence-based and utilisation-focused.

In addition, the approach focuses on summative elements, seeking to provide an assessment of the program’s performance, but will also seek to provide inputs into the development potential future phases of the program through a formative lens.

The review was also conducted in a participatory manner, seeking inputs from all relevant stakeholders into the data collected, as well as from the program team and the DPE team in the validation of the analysis conducted. Nevertheless, as this is an independent evaluation, in keeping with the application of the principles and guidelines of international evaluation standards, the consultant has incorporated comments and made appropriate corrections, but remains responsible for the final analysis of the data as supported by the evidence collected.

## Logical Framework and Theory of Change

The program's existing logical framework and Theory of Change provide a reasonable outline of the program's intentions. However, the results framework is incomplete, and notably lacks clear performance indicators. Furthermore, the implicit Theory of Change neglects the presumed links between activities/outputs and higher-level, outcome related results. These flaws have implications for the program's ability to effectively monitor and rigorously demonstrate achievements at the level of outcomes.

## Evaluation Findings

### Relevance

Finding 1: The program is well aligned with the OAS mandates and priorities regarding drug trafficking

Finding 2: The program is in line with the OAS mandates and priorities regarding capacity building

Finding 3: The program is adapted or modified to some extent to respond to different priorities in different regions

The program is well aligned with its institutional mandate and priorities, and is responsive to the needs and priorities of its stakeholders.

### Coherence

Finding 4: The program has so far superficially addressed the crosscutting issue of a gender perspective

Finding 5: There is some indication of coordination and, more clearly, of complementarity with other actors

The program's approach to incorporating a gender perspective is relatively weak, and it should increase its formal coordination and complementarity efforts vis-à-vis other actors and stakeholders in the region.

### Effectiveness

Finding 6: Overall, the program has reached its intended objectives at the level of outputs as far providing training to individuals and conducting meetings of the Groups of Experts; however, there is no evidence to support achievements at the outcome level.

Finding 7: Overall, the trainings were deemed to be of high quality and relevance, but could be improved in particular by including more practical components and by providing more time

Finding 8: Group of Experts Meetings are considered to be very useful for knowledge-sharing

Finding 9: There are hints that the program results at the level of outputs have contributed to its stated purpose and goal; however, the evidence available is purely anecdotal

Finding 10: The formal establishment of the Caribbean Counterdrug intelligence Training School (CCITS) constitutes an important institutional capacity enhancement directly attributable to the program, although it has some limitations

The program is strongly effective at the level of outputs, but needs to improve its monitoring and analysis of higher-level effects to ensure its effectiveness regarding its overall purpose and goal.

### ***Efficiency***

Finding 11: The accounting documentation is relatively opaque, which provides only partial information relating to the direct costs of the program's training activities

Finding 12: Overall, the program management has included some elements of the principles of results-based management. However, further efforts should be made, in particular with regards to ensuring appropriate monitoring documentation is collected and stored

Finding 13: The program's activities during the period under review were mostly conducted according to plan

The program is partially managed on the basis of results-based management principles. However, it shows important weaknesses with regards to its monitoring and documentation approach, including for financial reporting.

### ***Impact or Effect***

Finding 14: The program is beginning to show indications of creating a critical mass of trained personnel. However, institutional capacity building will require additional efforts.

Finding 15: There is some evidence of positive higher-level unplanned results

After this third phase, the program is starting to show evidence of fostering increased coordination and collaboration across agencies and countries in the region.

### ***Sustainability***

Finding 16: The changes in institutional capacity generated by the program are unlikely to be self-sustainable in the short to medium term in individual member states due to insufficient financial resources, but a regional cooperation perspective provides a more positive assessment

Finding 17: There is every indication that the program has access to resources for the implementation of further phases

While the program's own sustainability is not currently in question, the sustainability of its results is not assured as yet, and further efforts are needed in this area.

### **Recommendations**

Recommendation 1: SRU should strengthen the program's theory of change and results framework in future phases of the program

Recommendation 2: SRU should strengthen its results-based management capabilities in order to monitor, measure and report, based on evidence, progress made towards the achievement of outcomes

Recommendation 3: 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 of its ability to leverage outside resources in support of its activities

Recommendation 4: SRU should continue to strengthen its approach to the incorporation of a cross-cutting gender perspective

Recommendation 5: SRU should assess the best ways to improve the accessibility of trainings in order to enhance its already strong output level results

Recommendation 6: SRU should consider formal partnerships and collaborations to improve both the attainment of its higher-level results and their sustainability

## Acronyms

CCITS	Caribbean Counterdrug Intelligence Training School
DPE	Department of Planning and Evaluation
ERCAIAD	Regional Counterdrug Intelligence School of the Americas
ES-CICAD	Executive Secretariat of the Inter-American Drug Abuse Control Commission
NDS	National Drug Control System
OAS	Organization of American States
OECD-DAC	Development Co-operation Directorate of the Organisation for Economic Co-operation and Development
SRU	Supply Reduction Unit
UNEG	United Nations Evaluation Group

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## 1 Introduction

This final report presents the findings of the External Evaluation of the effectiveness of the “Counterdrug Capacity Building Program Phase III (2013-2018)”. The content of the report is based on the Terms of Reference (TORs), on the review of the documents provided, on the interviews conducted among key stakeholders, and on the results of two surveys conducted among beneficiaries.

This document is organised as follows, in line with the TORs for the assignment:

**Section 1:** Introduction

**Section 2:** Summary of context and purpose of the assignment

**Section 3:** Methodology

**Section 4:** Review and assessment of the logical framework and theory of change

**Section 5:** Findings

**Section 6:** Recommendations

This reports also includes the following appendices:

**Appendix I:** Evaluation Matrix

**Appendix II:** Revised results framework

**Appendix III:** List of documents consulted

**Appendix IV:** Raw survey data

## 2 Context and Purpose of the Assignment

### 2.1 Context<sup>1</sup>

The Department of Planning and Evaluation (DPE) of the Organization of American States (OAS) has, over the past ten years, made special efforts to ensure that projects and programs executed by the OAS include formative and summative evaluations. These evaluations are intended to systematize and document the results of those intervention in order to improve future project and program formulation and design as well as to institutionalize best practices in monitoring and evaluation within the Organization.

Through the Counterdrug Capacity Building Program (2013-2018), which constitutes the third phase of the program, the Supply Reduction Unit (SRU) of the Executive Secretariat of the Inter-American Drug Abuse Control Commission (ES-CICAD) provides technical assistance to its member states to respond to the threats and challenges brought about by the production, distribution and trafficking in illicit drugs and related contraband. In particular, CICAD/SRU assists member states in putting in place appropriate legislation, regulations, administrative and regulatory systems and procedures to control these drugs. This third phase of the program is intended to strengthen the capacity of officials in participating countries to respond to the threats and challenges related to narcotrafficking and drug production, including new threats, and to apply new strategies and techniques to respond to the same with particular emphasis on interagency/international cooperation, collaboration and the exchange of information as well as a common or compatible approach.

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<sup>1</sup> Based on the Terms of Reference

## 2.1.1 Program profile<sup>2</sup>

The Program is intended to strengthen the capacity of officials in participating countries to respond to threats and challenges related to narco-trafficking and drug production, including new threats, and to apply new strategies and techniques to respond to the same with particular emphasis on interagency/international cooperation, collaboration and the exchange of information as well as a common or compatible approach.

To fulfill this purpose, the Executive Secretariat of the Inter-American Drug Abuse Control Commission (CICAD) provides, through this program, technical advice and support to its member states in order to prepare new or revised legislation, regulations and administrative systems and procedures concerning the control of drugs and related matters, and by organising and delivering trainings and capacity building initiatives.

Specifically, the program's goal is "To contribute to enhancing the capacity of OAS member states in the Americas to effectively control narcotrafficking, to consider adopting common or compatible approaches to counter-drug activities and to improved [sic] coordination in counterdrug activities". Its stated purpose is "To strengthen the capacity of officials in participating countries to respond to threats and challenges related to narco-trafficking and drug production, including new threats, and to apply new strategies and techniques to respond to the same with particular emphasis on interagency/international cooperation, collaboration and the exchange of information as a well as a common or compatible approach."

The program's expected components, as described in the project document, are as follows:

**Output 1:** Counterdrug intelligence

**Output 2:** Control of chemicals used in the production of illicit drugs

**Output 3:** Control of narcotrafficking across international borders

**Output 4:** Role of the private sector in drug control

**Output 5:** Control of synthetic drugs

**Output 6:** Counterdrug law enforcement

**Output 7:** Evaluation

The main institutional partners of the program are the Regional Counterdrug Intelligence School of the Americas (ERCAIAD -established in 1999 through earlier phases of the program) located in Bogota, Colombia, and the Caribbean Counterdrug Intelligence Training School (CCITS -established as part of this Phase of the program), located in Port-of-Spain, Trinidad and Tobago, while other partners assist in the provision of logistical support, provision of trainers, technical support and cost-sharing.

The program's direct beneficiaries are the officers and officials in member states responsible for controlling drugs, chemicals and related substances, and for counterdrug activities. Its indirect beneficiaries are the agencies in the countries that are responsible for policy, operational or regulatory aspects related to the control of drugs, chemicals and related substances, and/or for counterdrug activities, and more broadly all member states.

This program was implemented with a total budget of US\$1,347,312.46 of Specific Funds over the five years 2013-2018.

## 2.2 Purpose and scope of the evaluation

The objective of this evaluation is to conduct a summative evaluation of the Counterdrug Capacity Building Program (2013-2018), including an assessment of its efficiency, effectiveness, relevance and sustainability. As mentioned in Section 2.1 above, this evaluation is embedded in the organizational objective of systematizing and documenting the results of the intervention in order to improve future project and program formulation and design, as well as institutionalizing best practices in monitoring and evaluation within the Organization.

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<sup>2</sup> Based on SMS1322 Project Document

As such, the evaluation's findings and recommendations are directed at its primary audiences, namely:

- The program team, to provide inputs into the implementation of the current phase of the program as well as into the design of any potential future phases;
- The DPE team, to provide inputs into their support of monitoring and evaluation activities within the Organization; and
- The program funders, as a process of accountability and transparency.

### 2.2.1 Scope of the evaluation

The evaluation considers the program over its entire duration (2013-2018).

The focus of the evaluation is specifically on the delivery of the main Outputs, the Immediate and Intermediate Outcomes for the project, and the implementation of recommendations and lessons learned emanating from the final evaluation of its previous phase (Phase II).

## 3 Methodology

### 3.1 Overall Approach

The approach for this evaluation is firmly rooted in international evaluation standards, namely the principles and guidelines of the Development Co-operation Directorate of the Organisation for Economic Co-operation and Development (OECD-DAC) and United Nations Evaluation Group (UNEG). As such, the evaluation will be evidence-based and utilisation-focused.

In addition, the approach focuses on summative elements, seeking to provide an assessment of the program's performance, but will also seek to provide inputs into the development potential future phases of the program through a formative lens.

The review was also conducted in a participatory manner, seeking inputs from all relevant stakeholders into the data collected, as well as from the program team and the DPE team in the validation of the analysis conducted. Nevertheless, as this is an independent evaluation, in keeping with the application of the principles and guidelines of international evaluation standards, the consultant has incorporated comments and made appropriate corrections, but remains responsible for the final analysis of the data as supported by the evidence collected.

### 3.2 Evaluation Framework

The evaluation framework is based on the objectives, scope and performance questions outlined in the Terms of Reference (TORs) for the assignment, as well as on the revised OECD-DAC criteria. The performance questions, as well as the purpose and scope of the evaluation, can be organised under the revised OECD-DAC evaluation criteria<sup>3</sup>. The consultant therefore presents the following evaluation framework which includes these questions, occasionally slightly reworded for clarity or coherence, to ensure each component is identified under the relevant evaluation criterion. This evaluation framework is also reflected in the evaluation matrix presented in Appendix I of this report. For each criterion, the consultant has sought to document lessons learned and, as appropriate, make recommendations for improvement on the formulation, design, management and implementation to inform future similar interventions.

#### 3.2.1 Relevance (Is the intervention doing the right things?)

This criterion represents “the extent to which the intervention objectives and design respond to beneficiaries’ [the individuals, groups, or organisations, whether targeted or not, that benefit directly or indirectly, from the ... intervention], global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.”

<sup>3</sup> OECD DAC recently adopted revised evaluation criteria to better capture actual practice as well as the importance of sustainability in light of the SDGs; see <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

For this summative evaluation, the pertinent components for analysis outlined in the TORs are the following:

- Determine the relevance of the program vis-à-vis the OAS mandates and priorities in the countries benefited by the intervention
- Critically analyse the formulation and design of the program
- Critically analyse the program's implicit Theory of Change, as well as the appropriateness and effectiveness of its existing results framework, including whether its objectives were achievable, and whether the outcome indicators were appropriate and S.M.A.R.T. (specific, measurable, achievable, relevant and time-bound)

Note that the second and third bullets can be understood as reflecting similar questions, in so far as the formulation and design of the program represent the program's implicit Theory of Change, and the results framework and outcome indicators selected are elements of its design.

### **3.2.2 Coherence (How well does the intervention fit?)**

This criterion refers to the “compatibility of the intervention with other interventions in a country, sector or institution.” That is to say, it refers to the “extent to which other interventions (particularly policies) support or undermine the intervention, and vice versa.”

While this is not the main thrust of this evaluation, the TORs do specifically include the following element:

- Assess if and how the program addressed the crosscutting issue of gender perspective and to what results.

It is the consultant's view that this element is best addressed under this evaluation criterion, as it relates to the Organization's Institutional Policy on Gender Equality, Diversity, and Human Rights of the General Secretariat of the OAS, which includes, as one of its action lines, the commitment to “adopt (...) the measures needed to integrate the gender perspective into the execution of programs and activities by all organs, agencies, and entities of the OAS, and promote the incorporation of this perspective into the work of the agencies of the inter-American system”.<sup>4</sup> Specifically, this element of the evaluation reflects the criterion of coherence insofar as it involves an assessment of internal coherence, or “the consistency of the intervention with the relevant international norms and standards to which that institution/government adheres”.

To the extent possible, the consultant has also sought to assess the program's external coherence, or “the consistency of the intervention with other actors' interventions in the same context”, namely elements of complementarity, harmonisation and co-ordination with others.

### **3.2.3 Effectiveness (Is the intervention achieving its objectives?)**

This criterion is defined by the OECD-DAC as the “extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.”

For this evaluation, the pertinent components for analysis outlined in the TORs are the following:

- Determine the effectiveness of the program as best reflected in the available results
- Determine whether and to what extent the program's objectives were achieved

### **3.2.4 Efficiency (How well are resources being used?)**

This element of the revised evaluation criteria is described as “The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way”, where economic is defined as “the conversion of inputs (funds, expertise, natural resources, time, etc.) into outputs, outcomes and impacts, in the most cost-effective way possible, as compared to feasible alternatives in the context.” Similarly, timely delivery is defined as “within the intended timeframe, or a timeframe reasonably adjusted to the demands of the

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<sup>4</sup> Organization of American States. General Secretariat (2018). “Gender, Rights and Diversity in the General Secretariat of the OAS”. OAS Official Records (p. 16). <http://www.oas.org/en/cim/docs/GPAP-EN.pdf>

evolving context. This may include assessing operational efficiency (how well the intervention was managed).”

The TORs for this evaluation include a number of occasionally overlapping components that are encompassed within this criterion, focusing on what can be described as the managerial component:

- Determine the efficiency of the program as best reflected in the available results
- Critically analyse the implementation and management of the program
- Determine the efficiency of the program as best reflected in the available results
- Assess whether and to what extent the program team applied results-based management principles from its inception to its conclusion
- Assess whether and to what extent the process of selection of beneficiaries was done based on pre-established criteria, as well as the appropriateness of said criteria, if relevant
- Assess whether and to what extent best practices were taken into account during the design and implementation of the program
- Assess whether and to what extent lessons learnt and recommendations from the evaluation of Phase II were taken into account during the design and implementation of Phase III (2013-2018)
- Assess whether and to what extent the project included specific requirements for conducting follow-up of training activities in order to measure increased skills, awareness and abilities among recipients; and the strengthening of institutions where such individuals work, among others, in line with the Kirkpatrick methodology.
- Assess whether and to what extent the monitoring mechanism was used as an efficient and effective tool to follow-up on the progress of the program’s actions

#### Four levels of Kirkpatrick’s evaluation model

<b>Reaction</b>	-what the participants thought and felt about a training activity (satisfaction)
<b>Learning</b>	-the increase in the knowledge and/or abilities resulting from the training, and the changes in the participants’ attitudes
<b>Behaviour</b>	-the transfer of knowledge, abilities and/or attitudes from the training activity to the workplace (changes in the behaviour in the workplace due to the training activity)
<b>Results</b>	-the effects of the training activity on the organisational level or the work environment (which can be financial, based on productivity, etc.)

Source: Donald L. Kirkpatrick and J.D. Kirkpatrick (2006. Evaluating Training Programs (4<sup>th</sup> Edition). San Francisco: Berrett-Koehler Publishers, Inc.

### 3.2.5 Impact (What difference does the intervention make?)

This criterion addresses the “extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, **higher-level** effects”. It addresses the ultimate significance and potentially transformative effects of the intervention. “Beyond the immediate results, this criterion seeks to capture the indirect, secondary and potential consequences of the intervention. It does so by examining the holistic and enduring changes in systems or norms, and potential effects on people’s well-being, human rights, and gender equality, and the environment”.

The TORs for this evaluation include one component that falls within this criterion, namely:

- Is the project big enough to reach critical mass and promote significant change?

In addition to assessing this explicit question, the consultant will seek to obtain inputs from key informants to understand whether and to what extent the program has generated unexpected and/or unintended effects, negative or positive, that may engender significant changes in the relevant context.

### **3.2.6 Sustainability (Will the benefits last?)**

This criterion concerns the “extent to which the net benefits of the intervention continue, or are likely to continue”, and includes “an examination of the financial, economic, social environmental, and institutional capacities of the systems needed to sustain net benefits over time”.

For this evaluation, the relevant component of the performance questions is as follows:

- Are the program’s achievements sustainable, institutionally and financially?

## **3.3 Methodology**

During the inception phase, the consultant conducted conversations with both the program team and with the DPE team, in order to select the three countries where field visits would be conducted, based on the potential for learning that they would represent. It was agreed that the three most strategically important countries for the program are Colombia, Trinidad and Tobago, and Peru. The importance of the first two countries resides in the fact that they host the two main training campuses of the program, concretely the Regional Counterdrug intelligence School of the Americas (ERCAIAD by its Spanish acronym) in Bogota, Colombia, and the Caribbean Counterdrug Intelligence Training School (CCITS) in Port-of-Spain, Trinidad and Tobago. In the case of Peru, the program team consider its inclusion strategic in light of the numerous regional trainings conducted in the country.

### **3.3.1 Impact of the COVID-19 Pandemic**

In light of the COVID-19 pandemic and the resulting travel restrictions and health risks, the originally planned field visits were not feasible. Therefore, the plan for the conduct of the evaluation was modified, in consultation with DPE and with the program team, to remove the planned in-person field visits, and to replace them with virtual visits consisting of additional at-distance interviews.

Additional challenges were faced with regards to being able to reach key informants, since the pandemic caused increased workloads and decreased availability. This affected both the interview and the survey processes.

### **3.3.2 Data collection approach**

In order to address the evaluation framework, the consultant employed a mix of qualitative and quantitative methods and techniques.

#### **3.3.2.1 Document review**

A review of relevant documents including but not limited to:

- Program document
- Program operational and financial reports
- Training agendas and materials where available
- Participants lists for training activities
- Completed training evaluation questionnaires
- Information products, guides
- Event agendas and final reports
- Institutional policies and principles

#### **3.3.2.2 Key informant interviews**

This technique, of long-form, semi-structured interviews, was used with different types of stakeholders and for different purposes:



- **Key informants** knowledgeable about the program's work over the period under review, including both the rationale for the program's activities, their implementation and the corresponding planned and unplanned effects. This set of interviews was conducted among:
  - ◇ current program staff
  - ◇ the training personnel at ERCAIAD and CCITS and other instructors, as relevant
  - ◇ representatives of the funder
- **Training event participants and representatives of institutional beneficiaries** in the three virtual field-visit countries, in order to gain a better understanding of:
  - ◇ Their perception of the quality and relevance of the training received
  - ◇ Their perception of their ability to apply the materials learned in their position
  - ◇ Their perception of the effects of the training on their career progression
  - ◇ Their understanding of the individual and institutional effects of the trainings
- **Group of expert participants**, in the three virtual field-visit countries, in order to gain a better understanding of:
  - ◇ Their perception of the quality and relevance of the sessions
  - ◇ Their understanding of the effects of the meetings and, when relevant, documents produced, on institutional performance in their country

### *Sampling approach for selecting interviewees*

In the impossibility of conducting in-person field visits, the consultant originally proposed that the sampling approach for interviews should be based on an attempt to replicate such visits virtually. Therefore, other than the program key informants, interviews were intended to be conducted with stakeholders located in the countries that would have been visited. All other program stakeholders for which there are contact details were contacted through surveys. The full list of actually interviewed individuals is presented in Appendix III.

#### **Program key informants**

For this component, the consultant sought to conduct interviews with approximately 24 individuals identified by the program team as key actors and partners in the implementation of the program.

#### **Training event participants**

As the training activities of the program directly benefited approximately<sup>5</sup> 1,764 individuals, it was impossible to interview them all. Given that, had actual field visits taken place, they would have involved either individual and/or group interviews (as feasible within the planned three-day visits) with individuals from this category located in the visited location, the consultant proposed to conduct those interviews remotely. However, it proved impossible to reach any of them.

#### **Representatives of institutional beneficiaries of the training events**

As part of the virtual field visits, representatives of beneficiary institutions were interviewed in each virtual field visit country.

#### **Group of experts' participants**

As part of the virtual field visits, a number of group of experts' participants were interviewed.

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<sup>5</sup> There are a few inconsistencies in the documents provided, hence a small degree of uncertainty regarding this total. This does not affect the selected sampling approach.

### 3.3.2.3 Surveys

Two separate surveys (one in English and one in Spanish) were developed in order to reach those beneficiaries that are not usually located in the virtual field-visit countries, as well as those from the selected countries that could not be interviewed. These surveys explored the same themes as the key informant interviews, and were deployed to the entire program population of training event participants

## 3.4 Analytical approach

The analysis of the data collected started from an appreciative enquiry perspective, seeking to capture in particular those areas and elements of strength and highest success, without neglecting the need to identify opportunities for improving and the program's achievements. In order to ensure that unplanned outcomes were also taken into account, the consultant employed an outcome mapping perspective. That is to say, the consultant did not limit her enquiries, either of documentation or of key informants, to the explicitly planned program results, but rather sought to gather information about the most significant changes identified over the course of the implementation of the program's Phase III, and explicitly queried respondents about unexpected and unintended changes.

The primary method of analysis was content analysis of documents, interviews and survey material, through which the consultant identified themes based on the evaluation questions. In addition, the consultant conducted a comparative analysis of the different contexts of implementation (thematically, chronologically and geographically) under review, in order to assess whether, to what extent and, if possible, why particular variations in performance occurred.

This approach allowed the consultant to develop actionable recommendations for any adjustments to the current Phase IV of the program and potential future similar programs.

With regards to the survey material, this involved basic quantitative analysis of the responses to identify trends and patterns of responses, in addition to qualitative content analysis, which informed the direction of the content analysis of the data collected through all methods.

### Cost analysis

As indicated in section 3.2.4 above, the consultant conducted a combined cost allocation/cost effectiveness analysis to assess the cost effectiveness of the program. This involved a review of the program's budgets and expenditures with a comparative perspective across locations and across time, undergirded by a broader comparison of the cost effectiveness of similar interventions.

## 3.5 Limitations

Every methodological choice implies limitations. In this case, the selected methodology is primarily qualitative, and therefore reflects, to a large extent, the stakeholders' perceptions. This is, however, inevitable when assessing programs that focus on building the capacity of individuals, and all inputs were triangulated both across participants and against available documentation to ensure their accuracy and validity.

In addition, the absence of a possible control group (that is to say, an assessment of the effectiveness of counterdrug trafficking efforts in countries that do not benefit from the program) may over-value its effects. This was, however, inevitable given that the program benefits all member states, directly or indirectly.



## 4 Review and assessment of the logical framework and theory of change

### 4.1 Logical Framework

The documentation provided on the program does not include a full, formal logical framework, in so far as while it does outline clear objectives, outputs and activities, the project document and reports do not include performance indicators, baselines, data sources, or a description of assumptions and risks. That being said, it does include approximate targets and the activities are described in such a way that the performance indicators (number of training events and/or meetings of groups of experts) can be inferred for the majority of activities. The extent to which these indicators are appropriate depends on the underlying assumptions that guide the design and execution of the program, as well as on the definition of activities, outputs and outcomes.

Indeed, in its current statement, the program's **goal** is stated as "To contribute to enhancing the capacity of OAS member states in the Americas to effectively control narcotrafficking, to consider adopting common or compatible approaches to counter-drug activities and to improved coordination in counterdrug activities."

The program's **outcome** (labeled as **purpose** in the documentation), is stated as "To strengthen the capacity of officials in participating countries to respond to threats and challenges related to narco-trafficking and drug production, including new threats, and to apply new strategies and techniques to respond to the same with particular emphasis on interagency/international cooperation, collaboration and the exchange of information as a well as a common or compatible approach".

While this statement relates to the intentions of the program, outcome statements should describe what is expected to happen once the intervention is completed. In this case, it should focus on what the program wants people to do or be able to do when they are back in their workplaces and apply what they have learned. They should describe who will change, what will change, by how much and by when. In other words, a better outcome statement should indicate how many officials are expected to use what skills and to what end. A proposed revised logical framework in Appendix II of this report provides an alternative outcome statement and indicators.

The logical framework then proceeds to describe a series of **outputs** and corresponding **activities**, which are less well defined in terms of the expected results. The following review of each output teases out these weaknesses.

**Output 1** is labelled "Counterdrug intelligence: Officers from participating member states will have increased their knowledge and competence in apply [sic] specialized techniques related to counterdrug intelligence development and analysis". Compared to Outputs 2 through 6, this output could provide a better definition of the targeted officers to be trained. The corresponding activities are as follows:

*Activity 1.1: On-going activities related to the development, organization and execution of initiatives in this program including the logistical and administrative aspects as Salary Costs*

*Activity 1.2: Up to three regional seminars (3 - 4 weeks) in Strategic or operational Intelligence in Bogota, Colombia*

*Activity 1.3: Up to 6 national or regional seminars (one or two week)- ERCAIAD - on specialized areas of counterdrug intelligence in selected Latin American countries*

*Activity 1.4: Planning and coordination with officials from CARICOM, Caribbean countries and the government of Trinidad and Tobago to establish a regional counterdrug intelligence training school in the Caribbean*

*Activity 1.5: Delivery of a 3 week pilot regional (Caribbean) counterdrug intelligence seminar (cost shared with the host country) and the evaluation of the initiative (date to be determined)*

*Activity 1.6: Up to 3 regional seminars (3-4 week) in counterdrug intelligence for ERCAIAD-Caribbean in Trinidad and Tobago*

*Activity 1.7: Up to 4 national seminars (one or two week) on specialized areas of counterdrug intelligence for ERCAIAD-Caribbean (venues to be determined)*

Activities 1.2, 1.3, 1.5, 1.6 and 1.7 are well defined in terms of the number of training events that are intended to be conducted, though they do not refer to the number of individuals to be trained at each event, nor as already mentioned to the desired characteristics of these individuals. It is less clear, however, what results are expected in terms of the output itself. That is to say, while these capacity building activities can be expected to produce trained officials, and while the evaluation activities on the seminars and their participants can give an indication of the effects of these trainings in levels 1 and 2 of Kirkpatrick's evaluation model (see sidebar in section 3.2.4 above), there is no corresponding reference to levels 3 and 4, which would be the required link of the output to the outcome as stated.

While Activity 1.4 can be understood to constitute an element of institutional capacity building, this is focused on increased capacity to train individual officers, and not so clearly on the institutional capacity suggested by the program's goal.

Finally, Activity 1.1 (which recurs for Outputs 2 through 6) refers to administrative and logistical activities. While it is defined rather vaguely, the program designers are to be commended for including these activities which are often taken for granted.

With regards to **Output 2** "Control of chemicals used in the production of illicit drugs: Officers (police, customs, regulatory, administrative control, chemists, judges, prosecutors and others) from relevant agencies concerned with the control of chemicals will have increased their knowledge and skills in the administrative processes and specialized operational techniques to safely and effectively monitor, investigate, detect and control chemicals that can be used to produce illicit drugs. They will also understand what new chemical substances, precursors and processes are being used to produce drugs and new investigative approaches and techniques", the corresponding activities are as follows:

*Activity 2.1: On-going activities related to the development, organization and execution of initiatives in this program including the logistical and administrative aspects as Salary Costs*

*Activity 2.2: Regional training seminar (one week) on chemical control and officer safety for law enforcement officers from Caribbean member states to be delivered in partnership with Regional Drug Law Enforcement Training Centre (REDTRAC) at their training center in Spanish Town, Jamaica*

*Activity 2.3: Up to 8 national or regional training seminars (one week) on control of diversion of chemicals used in the production of illicit drugs for officers of the Caribbean*

*Activity 2.4: Up to 8 national or regional training seminars (one week) on control of diversion of chemicals used in the production of illicit drugs for officers of Latin America*

*Activity 2.5: Meeting of the Group of Experts on Chemical Substances and Pharmaceutical Products*

*Activity 2.6: Implementation and support for the National Drug Control System (NDS) computerized chemical control system in Central America (in collaboration with the UNODC Mexico)<sup>6</sup>*

Once again, Activities 2.2, 2.3 and 2.4 refer clearly to the number of training events although not to the number of intended trainees, and the same missing links in terms of the results pathway are present as for Output 1.

Activity 2.5 would benefit from a clearer statement of the expected results of the meeting of the Group of Experts.

**Output 3** is stated as "Police, customs and other officers working at land borders, airports and marine ports have increased their knowledge and skills to monitor, investigate, target, detect and interdict the movement of illicit drugs and related contraband. Increased awareness, knowledge and capacity will lead to more effective controls over these border points regarding drugs, chemicals and related contraband." Its activities are as follows:

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<sup>6</sup> This activity appears to have been dropped from the program, as there is no reference to it in any of the additional documentation provided

*Activity 3.1: On-going activities related to the development, organization and execution of initiatives in this program including the logistical and administrative aspects as Salary Costs*

*Activity 3.2: Up to 10 national or regional seminars (one-week) on various aspects of maritime counterdrug investigative, monitoring, control or interdiction techniques (eg. Searching vessels, risk management regarding containers or passengers, border control, port security, ANAOPS among others) in partnership with various entities and agencies including French Customs, CIFAD, Interpol, RCMP (venues and dates to be determined)*

*Activity 3.3: Meeting of Group of Experts on Maritime Narcotrafficking*

Activities 3.1 and 3.3 display the same characteristics as the corresponding activities for other outputs, and Activity 3.2 similarly lacks specificity with regards to the numbers of trainees it expects to produce, and regarding the linkages to the program's outcomes and goal.

**Output 4** "Role of the private sector in drug control - Private sector companies have increased their awareness of their role in controlling illicit drugs and related contraband in the distribution chain going through ports and the techniques they have to apply to prevent this from happening. More private companies will become more directly involved in securing the supply chain and the ports through which their goods pass", and **Output 6** "Counterdrug law enforcement - Drug control officers including plain clothes and undercover have increased their knowledge and skills to safely and effectively monitor, detect, investigate and control the production, trafficking and use of illicit drugs and related contraband", in addition to including as Activity 4.1 and 6.1 respectively, the administrative and logistical functions described previously, include as Activity 4.2 "*Up to 6 national or regional (one week) seminars on various aspects of port and supply chain security and initiatives such as Operador Economico Autorizado (OEA), in collaboration with private sector entities such as BASC, AES, etc (venues and dates to be determined)*" and as Activity 6.2 "*Up to 10 national or regional seminars regarding counterdrug investigative techniques (eg. Passenger risk management, informant handling and interviewing techniques among others) in partnership with the RCMP and various other entities (venues and dates to be determined)*", which share the same characteristics as the other training activities included in the program.

For its part, **Output 5** is labeled as "Control of synthetic drugs - Officers concerned with the control of synthetic drugs have an increased level of awareness of this problem and the knowledge and skills in the administrative and specialized operational techniques to safely and effectively monitor, investigate, detect and otherwise control these drugs. Officers will be able to recognize the signs of clandestine laboratories, the type and how to safely investigate them. They will understand the effects of these drugs and how to recognize the signs of people under the influence of these substances". In addition to the administrative Activity 5.1, the outputs activities are described as follows:

*Activity 5.2: Up to 8 national or regional seminars (one week) on specialized advanced training in the investigation of the sale of illicit drugs over the Internet (venues and dates to be determined)*

*Activity 5.3: Up to 8 national or regional seminars (one week) on the control of synthetic drugs in selected member states in partnership with the RCMP, Interpol and other entities (venues and dates to be determined)*

*Activity 5.4: Development of a model curriculum for the training of pharmacy/chemical inspectors in the Caribbean in consultation with officials from the region*

*Activity 5.5: Up to 4 regional seminars concerning the control of pharmaceutical products (venues and dates to be determined)*

With the exception of Activity 5.4, these are again training activities that share the same characteristics as those included in the other outputs. Once again, the expected contribution of Activity 5.4 to the capacity building objective and goal of the program is implied rather than stated.

Finally, the program includes **Output 7**: "Evaluation - Increased understanding of the effectiveness of the program in meeting the needs of participants and member states as they relate to their counterdrug supply reduction capacity. Officers will be aware of and able to apply new investigative techniques to control these substances", with the following activities:

*Activity 7.1: Implementation of procedures and mechanisms to evaluate seminars (modules and presenters) and participants attending seminars delivered in this program*

*Activity 7.2: Undertake a mid-term evaluation (third party or by other means) of the program*

*Activity 7.3: Undertake a final evaluation (third party or by other means) of the program*

The program designers are again to be commended for including explicitly an evaluative component, in particular through the including of Activity 7.1 which specifically aims to assess the conduct of the training activities and their contributions to levels 1 and 2 of the Kirkpatrick evaluation model (see sidebar on page 4 above).

Overall, the program's existing logical framework is operational albeit incomplete by the highest formal standards of the tool, in particular due to the lack of clearly expressed assumptions and risks. Of somewhat more concern is the lack of attention given to the measurement of the program's contributions to the higher levels of evaluation in the Kirkpatrick model, although it could be argued that Activities 7.2 and 7.3 can go some way toward assessing those.

The proposed revised logical framework is included in Appendix II of this report.

## 4.2 Theory of Change

The implicit Theory of Change (TOC) of the program is relatively straightforward and suggest a change pathway that is in line with most interventions of this kind, that focus primarily on training personnel as a primary means of building and/or strengthening capacity.

Simply put, the program seeks to address an identified capacity gap with regards to addressing the threats and challenges posed by narcotrafficking, specifically regarding specialist skills on particular topics (counterdrug intelligence, control of chemicals used in the production of illicit drugs, control of narcotrafficking across international borders, the role of the private sector in drug control, control of synthetic drugs and counterdrug law enforcement). In addition to this element of training, the program does include more institutionally focused activities that serve to create and or strengthen capacity through the production of knowledge products (such as the model curriculum for pharmacy/chemical inspectors in the Caribbean and other guides produced through the Group of experts Meetings on Maritime Narcotrafficking and on Chemical Substances and Pharmaceutical Products), and through the institutionalisation of training through the Caribbean Counterdrug Intelligence Training School (CCITS).

The results chain undergirding the program is clear: provide training in those topics to the individuals involved in the relevant agencies, and support the availability of continuing training in the future. This is logical and solid, but limited. Indeed, the program does not explicitly address the continued usefulness of the training provided, in as much as it does not explicitly incorporate any activities or measures to promote the transfer of the skills and knowledge provided in the training events into the workplace in a sustainable manner (Kirkpatrick's level 3). It also does not track the translation of this acquired capacity into improved effectiveness of the relevant agencies (Kirkpatrick's level 4). In other words, it is assumed that the trained individuals will transform the ways in which they work (and there is some evidence from the data collected thus far that this indeed occurs most of the time, in large part as a result of the selection of training participants, which will be discussed in the Preliminary Findings section of this report), and that any such changes will become institutionalised, that is to say, independent of the presence or performance of the individuals trained (for which there is less evidence so far).

It is the evaluator's view that explicitly addressing these dimensions of the program would enhance the sustainability of the program's results. At the same time, it must be recognised that the program cannot (and indeed does is not designed to) replace other factors involved in the capacity of member states to address narcotrafficking, such as infrastructure (access to specialised equipment) or personnel rotation and promotion mechanisms.

Finally, interviewees indicate that participation in the capacity building program has led to an increased awareness of the roles that other agencies play in participating countries, and to the creation of linkages among officers and officials of different institutions who gained a better understanding of one another's roles and of the possibility of collaboration and complementarity among their own activities. This unplanned effect

of the program could be further and more systematically promoted and leveraged if it became an explicit component of the training events.

## 5 Findings

The evaluation framework is based on the objectives, scope and performance questions outlined in the Terms of Reference (TORs) for the assignment, as well as on the revised OECD-DAC criteria. The performance questions, as well as the purpose and scope of the evaluation, can be organised under the revised OECD-DAC evaluation criteria<sup>7</sup>. The consultant therefore adhered to the following evaluation framework which includes these questions, occasionally slightly reworded for clarity or coherence, to ensure each component is identified under the relevant evaluation criterion. This evaluation framework is also reflected in the evaluation matrix presented in Appendix I of this report. For each criterion, the consultant seeks to document lessons learned and, as appropriate, make recommendations for improvement on the formulation, design, management and implementation to inform future similar interventions.

### 5.1 Relevance

This criterion represents “the extent to which the intervention objectives and design respond to beneficiaries’ [the individuals, groups, or organisations, whether targeted or not, that benefit directly or indirectly, from the ... intervention], global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.”

For this summative evaluation, the pertinent components for analysis outlined in the TORs and presented in the Evaluation Matrix are the following:

- How relevant is the program vis-à-vis the OAS mandates and priorities in the countries benefitted by the intervention?
  - ◇ To what extent is the program aligned with the OAS mandates and priorities regarding drug trafficking?
  - ◇ To what extent is the program in line with the OAS mandates and priorities regarding capacity building?
  - ◇ To what extent is the program adapted or modified to respond to different priorities in different regions?
- To what extent was the program appropriately formulated and designed in line with relevant results-based management principles?
  - ◇ To what extent is the program’s theory of change sound?
  - ◇ To what extent is the existing results framework appropriate and effective?
  - ◇ To what extent are the program’s outcome indicators appropriate and S.M.A.R.T.?

The second of these sets of questions is addressed in Section 3 above. This section therefore focuses on the first elements.

#### **Finding 1: The program is well aligned with the OAS mandates and priorities regarding drug trafficking**

OAS CICAD’s Hemispheric Drug Strategy published in 2010 categorises the problem of drugs as demanding “a comprehensive, balanced and multidisciplinary approach that requires common and shared responsibility among all States”<sup>8</sup>. It further emphasises, among the principles of the strategy, that “CICAD is the competent regional forum to follow up on the implementation of this Strategy. Its Executive Secretariat

<sup>7</sup> OECD DAC recently adopted revised evaluation criteria to better capture actual practice as well as the importance of sustainability in light of the SDGs; see <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

<sup>8</sup> Organization of American States. CICAD (2010). “Hemispheric Drug Strategy” (p. 1)



will execute programs and actions in support of this Strategy as requested by the Commission, in coordination, if necessary, with other specialized organizations” (p. 2). Specifically, member states are encouraged to “establish and/or strengthen national drug authorities (...) with the mission to coordinate the effective planning and implementation of national drug policies” (p. 2).

As such, the Counterdrug Capacity Building Program is well in line with the institutional mandate, as it seeks to strengthen the capacity of member states to address multiple areas of drug trafficking.

Furthermore, specifically regarding supply reduction, the Hemispheric Strategy calls on member states to adopt and improve comprehensive, balanced measures to reduce the availability of illicit drugs (p. 4), to prevent the illicit manufacture of both synthetic and plant-based drugs, including precursors, and implement measures to control the international trade in precursor chemicals (p. 5). Hence, the themes incorporated into the training activities and the Groups of Experts in the program align directly with key elements of the OAS CICAD’s core policy document on drugs.

In addition, the Hemispheric Plan of Action on Drugs 2016-2020 includes among its priority actions on supply reduction the “promotion of the identification of chemical profiles and characteristics of drugs subject to the international control system, as well as, new psychoactive substances, enabling a better understanding of the dynamics of the supply of these substances”<sup>9</sup> (p. 20). Clearly, the program’s Outputs 2 and 5 are well aligned with this objective.

The Plan of Action’s priority action on control measures regarding the “training of personnel involved in interdiction operations linked to regulations, processes and procedures related to drugs and related crimes, as well as, specialized investigative techniques and intelligence” (p. 27) corresponds well with the program’s Outputs 1, 3 and 6, which focus on counterdrug intelligence gathering, control of trafficking across international borders, and counterdrug law enforcement. This is also the case regarding the program’s alignment with Objective 8 of the Control Measures of the plan of Action, which seeks to “Strengthen national information gathering systems and mechanisms for exchanging intelligence information to detect routes and methods used by criminal drug trafficking organizations.” (p. 31)

## **Finding 2: The program is in line with the OAS mandates and priorities regarding capacity building**

The Statute of the CICAD identifies its functions as including:

*“To assist the member states of the Organization through international and regional coordination and cooperation, in order to facilitate the execution of actions and the adoption of measures required:*

*i. To prevent the illicit use of narcotic drugs and psychotropic substances and to promote the treatment, rehabilitation and social reintegration of drug-dependent persons;*

*ii. To prevent, control and appropriately penalize the production of and illicit traffic in narcotic drugs and psychotropic substances, the laundering of proceeds of crime, the diversion of precursors and essential chemicals, the illegal traffic of arms and other related offenses; and*

*iii. To promote the regulation of controlled substances and inhalants and prevent, control and appropriately penalize their illicit production, traffic, distribution and abuse;” and*

*“To conduct technical cooperation activities when so requested by one or more member states of the Organization”<sup>10</sup>*

Capacity building activities such as those implemented by this program can be clearly included within this mandate.

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<sup>9</sup> Organization of American States. CICAD (2016). “Hemispheric Plan of Action on Drugs, 2016-2020”. [http://www.cicad.oas.org/mem/Activities/PoA/PoA-Version\\_Final-ENG.pdf](http://www.cicad.oas.org/mem/Activities/PoA/PoA-Version_Final-ENG.pdf)

<sup>10</sup> Statute of the inter-American Drug Abuse Control Commission (CICAD), Chapter VII, Article 19. ([http://www.cicad.oas.org/Main/Template.asp?File=/main/aboutcicad/basicdocuments/estatuto\\_eng.asp](http://www.cicad.oas.org/Main/Template.asp?File=/main/aboutcicad/basicdocuments/estatuto_eng.asp))

In addition, the mission of the Supply Reduction Unit (CICAD/SRU) is “to increase the capacity of OAS member states to counter the production and trafficking of illicit drugs and reduce their availability. Relying on a multidimensional, comprehensive, and evidence-based approach, CICAD supports OAS member states to strengthen their capacities to effectively disrupt the production, trafficking, and distribution of illicit drugs in the region.”<sup>11</sup>

In this regard, the program is squarely within the parameters of this mission, focusing as it does on increasing the capacity of member states to address a variety of dimensions tied to the production and trafficking of illicit drugs.

**Finding 3: The program is adapted or modified to some extent to respond to different priorities in different regions**

Based on the program’s documentation, as well as on the interviews conducted among stakeholders, the program seeks to address the challenges of drug trafficking at the hemispheric level, in the sense that it sees the problems as being shared among all member states. However, it does recognise the specificities of the main regions of the hemisphere, in particular the linguistic divide between Spanish-speaking countries in Latin America and the English-speaking Caribbean region. While the program’s previous phases focused to a large extent on training provided by ERCAIAD (Escuela Regional de la Comunidad Americana de Inteligencia Antidrogas), the establishment of the CCITS in Trinidad and Tobago, the program’s Activity 1.4, was a direct effort to respond to this linguistic difference.

In addition, while the training curricula are broadly standardised for each topic, the specific seminars delivered in member states are at least partially adapted to the requests of the host country, according to interviewees among the training personnel and the partner organisations. It is worth noting that both training institutions consider it an important asset of the program that there is close consultation and collaboration in the development of the specific curricula that are delivered.

Considering that the program’s intent is to assist in the development of a coherent approach and strategy across the hemisphere, this approach -of a largely common curriculum with slight adaptations according to context – seems appropriate.

## 5.2 Coherence (How well does the intervention fit?)

This criterion refers to the “compatibility of the intervention with other interventions in a country, sector or institution.” That is to say, it refers to the “extent to which other interventions (particularly policies) support or undermine the intervention, and vice versa.”

While this is not the main thrust of this evaluation, the TORs do specifically include the following element, as adapted in the Evaluation Matrix:

- To what extent and to what results has the program addressed the crosscutting issue of gender perspective?
  - ◇ What if any considerations of gender perspective were included in the design and implementation of the program?
  - ◇ To what extent has the program collected gender disaggregated data on its performance?
  - ◇ To what extent has the program generated gender differentiated results?

It is the consultant’s view that this element is best addressed under this evaluation criterion, as it relates to the Organization’s Institutional Policy on Gender Equality, Diversity, and Human Rights of the General Secretariat of the OAS, which includes, as one of its action lines, the commitment to “adopt (...) the measures needed to integrate the gender perspective into the execution of programs and activities by all organs, agencies, and entities of the OAS, and promote the incorporation of this perspective into the work

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<sup>11</sup> [http://www.cicad.oas.org/Main/Template.asp?File=/reduccion\\_oferta/default\\_eng.asp](http://www.cicad.oas.org/Main/Template.asp?File=/reduccion_oferta/default_eng.asp)

of the agencies of the inter-American system".<sup>12</sup> Specifically, this element of the evaluation reflects the criterion of coherence insofar as it involves an assessment of internal coherence, or "the consistency of the intervention with the relevant international norms and standards to which that institution/government adheres".

**Finding 4: The program has so far superficially addressed the crosscutting issue of a gender perspective**

The Plan of Action call for the "integration of a human rights perspective, a gender approach and development with social inclusion in the process of formulation, implementation and updating the national drug policies and/or strategies". However, what this means is relatively vague. The program's documentation mentions the responsibility to "include as appropriate gender related content or focus" in capacity building activities. Furthermore, the documentation emphasises that participants to the capacity building activities include both male and female officers and officials, and when organising training events member states are invited to nominate suitable participants while also seeking to strike a balance in gender. Similarly, responses to the event evaluations are compiled based on gender. Further, it is noted that "the subject matter ... is technical and frequently operational in nature. (...) Issues that may be gender specific or sensitive including elements of security and safety are addressed on a case by case basis in each seminar"<sup>13</sup>.

In practice, this approach translates into encouraging member states to nominate a gender balanced group of prospective participants, and to the compilation of gender disaggregated data regarding the number of trainees and their responses to the event evaluation questionnaires. No mention is made of gender diversity in any documentation.

When asked directly, interviewees emphasised the roughly equal participation of men and women in the training events. However, no mention was made of particular efforts to include a gender dimension in the training materials or in the organisation or logistics of training events.

When considering the results of the program activities, the composition of the training event participants for which participants' lists were made available, the actual numbers suggest that, on average, only one quarter of participants at each event are in fact women. The proportions are slightly higher for events in the English-speaking Caribbean than in Latin America. It may well be that this reflects the composition of the target population; however, it may also suggest that additional efforts could be made to promote an overrepresentation of women to encourage gender parity.

Further, there is no indication that an analysis has been conducted to determine whether the event evaluations differ depending on the gender of the respondent, a data gap that reduces the program's ability to assess the effects of its approach to gender mainstreaming.

While this minimalist approach is common in this consultant's experience of programs and projects, more active analysis could be conducted and more consideration could be included in the design of the program in order to fully realise the inclusion of gender considerations. It should be noted that since the end of the program's phase under consideration, more active measures in this area have indeed been planned, as evidenced by the setting of the strategic objective for 2020 of incorporating a gender perspective in the training activities conducted by ES-CICAD within ERCAIAD, which will include specific modules on substantive equality and gender mainstreaming. A similar approach was planned for CCITS courses.<sup>14</sup>

**Finding 5: There is some indication of coordination and, more clearly, of complementarity with other actors**

While this topic is not formally included in the evaluation matrix, the consultant has sought to assess the program's external coherence, or "the consistency of the intervention with other actors' interventions in the

<sup>12</sup> Organization of American States. General Secretariat (2018). "Gender, Rights and Diversity in the General Secretariat of the OAS". OAS Official Records (p. 16). <http://www.oas.org/en/cim/docs/GPAP-EN.pdf>

<sup>13</sup> Project Document

<sup>14</sup>Memorandum SMS/CICAD-22/20 dated 14 February 2020, "Proyectos de la SE-CICAD dedicados a la capacitación policial en inteligencia antidrogas". [Implementation to be confirmed during internal interviews.]



same context”, namely elements of complementarity, harmonisation and co-ordination with others, including member states, UNODC and law enforcement entities from Canada, the United States and France.

In this regard, the program -like all CICAD activities- includes in principle a built-in component of complementarity, in so far as the coordination of the program’s aims with the objectives of the participating member states, as the program responds to their specific requests and perceived needs. In interviews with key stakeholders, they have generally highlighted these efforts at alignment with national and regional objectives as a key element in accounting for the success of the program, in particular as regards the willingness of the different member states to participate in the program.

In addition, the program has collaborated with a variety of regional actors involved in combatting drug trafficking, in particular by bringing in trainers from the Royal Canadian Mounted Police, the Drug Enforcement Agency, the Centre d'Analyse du Renseignement Maritime aux Antilles. In addition, interviewees have stressed the importance of the collaboration with UNODC, whose own capacity building activities, more focused on the provision of specialised equipment, are seen to dovetail with the technical training provided by the program.

### 5.3 Effectiveness (Is the intervention achieving its objectives?)

This criterion refers to the “extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.”

For this evaluation, the pertinent components for analysis from the evaluation matrix are as follows:

- To what extent has the program achieved its stated objectives? To what extent have officers from participating member states increased their knowledge and competence in applying specialized techniques related to counterdrug intelligence development and analysis?
  - ◇ To what extent have officers from relevant agencies concerned with the control of chemicals increased their knowledge and skills in the administrative processes and specialized operational techniques to safely and effectively monitor, investigate, detect and control chemicals that can be used to produce illicit drugs, and developed an understanding of what new chemical substances, precursors and processes are being used to produce drugs and new investigative approaches and techniques?
  - ◇ To what extent have police, customs and other officers working at land borders, airports and marine ports increased their knowledge and skills to monitor, investigate, target, detect and interdict the movement of illicit drugs and related contraband? To what extent have increased awareness, knowledge and capacity led to more effective controls over these border points regarding drugs, chemicals and related contraband?
  - ◇ To what extent have private sector companies increased their awareness of their role in controlling illicit drugs and related contraband in the distribution chain going through ports and the techniques they have to apply to prevent this from happening? To what extent have more private companies become more directly involved in securing the supply chain and the ports through which their goods pass?
  - ◇ To what extent have officers concerned with the control of synthetic drugs increased their level of awareness of this problem and the knowledge and skills in the administrative and specialized operational techniques to safely and effectively monitor, investigate, detect and otherwise control these drugs? To what extent are they able to recognize the signs of clandestine laboratories, the type and how to safely investigate them? To what extent do they understand the effects of these drugs and how to recognize the signs of people under the influence of these substances?
  - ◇ To what extent have drug control officers including plain clothes and undercover increased their knowledge and skills to safely and effectively monitor, detect, investigate and control the production, trafficking and use of illicit drugs and related contraband?

- ◇ Is there evidence of unintended effects of the program, positive or negative?

**Finding 6:** Overall, the program has reached its intended objectives at the level of outputs as far providing training to individuals and conducting meetings of the Groups of Experts; however, there is no evidence to support achievements at the outcome level.

It can be stated confidently is that the program conducted the planned training events and the groups of experts produced knowledge products across all outputs. The following table presents a summary of these results. On the other hand, there is no indication of production of documents by the Groups of Experts in the Years 2015 through 2018.

**Table 1: Summary of Program Results**

Year	Trained personnel (including trainings conducted with CICTE)	Group of Expert documents produced
2013	938	Guide of Basic Elements to Consider in the Implementation of Mechanisms that Allow Authorities to Evaluate the Estimated Requirements of Controlled Substances Guide to Best Practices to Prevent the Counterfeiting of Precursor Chemicals Guide for Tracing Seized Narcotics and Psychotropic Substances Information Bulletin on New Psychoactive Substances (NPS)
2014	890	Model Administrative Control System for the Control of Chemical Substances Disposal of Pharmaceutical Drugs: Fentanyl Transdermal Patches Suggestions for Establishing Designated Ports of Entry for Chemical Substances and Pharmaceutical Products Guide to Best Practices for the Establishment and Integration of Risk Assessment Groups (RAG) Cargo Control in Ports and the Guide for Law Enforcement Officials to Help Ensure Successful Prosecutions of Maritime Law Enforcement Cases
2015	971	N/A
2016	525	N/A
2017	450	N/A
2018	485	N/A

It should be noted that the activities conducted within the Groups of Expert Meetings go beyond the production or publication of guidance documents, which are difficult to summarise in table form. There is also a lack of documentation in this area, but interviews did provide additional information regarding the uses and usefulness of these meetings.

**Finding 7:** Overall, the trainings were deemed to be of high quality and relevance, but could be improved in particular by including more practical components and by providing more time

With regards to the quality of the trainings provided, only eight training evaluations have been made available, all dating to the start of this phase of the program (2013 to 2015). The information provided by these training evaluations has been complemented by two surveys among participants: one in Spanish (which received 34 responses) and one in English (which received 13 responses). While these response rates are very low, they do provide some indicative data.

58.33% of Spanish respondents rated the quality of the courses as excellent and 41.67% as good. For English respondents, the corresponding ratings are 25% and 62.5%. It is unclear why this disparity exists, as respondents' comments do not provide any clues. The key finding, however, is that the overwhelming majority of respondents have a positive opinion of the quality of the training received.

Similarly, training participants had a positive opinion of the trainers, who were considered as "good" or "excellent" by 100% of Spanish respondents, and by 87.5% of English respondents. It is noteworthy that no respondents of either survey considered either the trainings or the trainers to be poor or very poor.

69.6% of Spanish respondents and 44% of English respondents found that the training activities were extremely relevant to their daily work practices and activities. This discrepancy may be explained by the fact that, while 64.7% of Spanish respondents identified their position as operational, only 30.7% of English respondents classified themselves in that category, with 46% self-identifying as either Senior Leadership or Management among this set of respondents, compared to 20.6% among the Spanish group. This suggests that the content of the courses is well aligned with the needs of operational level personnel, which is its primary target group. At the same time, it suggests that the courses conducted in Spanish may want to emphasise this intention in the selection of training participants.

In responding to the question “are there any aspects of the course/seminar that could be improved? If so, how?”, the recurring topics for both sets of respondents were, in order of frequency, as follows:

- More hands-on practice
- Longer duration to enable deeper discussion (and more practice)
- More frequency
- Include more agencies

Data from interviews raised the same topics, with an overall sense that more frequent and more in-depth training would be highly valuable, especially in a field that evolves very rapidly. This is also corroborated by information provided orally by the CCITS, where follow up evaluations, conducted when possible nine months after the trainings, highlight that participants’ only complaints were requests for longer trainings with more practical components.

It should be noted that no data was available regarding the private sector trainings.

#### **Finding 8: Group of Experts Meetings are considered to be very useful for knowledge-sharing**

Participants consistently described the Group of Experts Meetings as vital fora in which to share both expertise and experience, providing opportunities for learning from the experiences and initiatives implemented in other countries and regions. According to interviewees, this was particularly valuable with regards to addressing the growing problem of new psychoactive substances (NPS), and especially in the English-speaking Caribbean. Indeed, multiple interviewees reported having been made aware of the problem through exchanges with their counterparts in Latin America, a region where the use of such substances manifested earlier than in the island nations of the Caribbean. This allowed them to see the value of field-based rather than laboratory-based testing to identify uncommon substances, in collaboration with “unusual suspects” such as postal services, which reportedly led in one instance to the identification of shipments of ecstasy from Europe.

This shows that the Group of Expert Meetings can serve as a form of early warning system, raising awareness of emerging problematic new substances and allowing countries that have not had to deal with them to prepare for their anticipated arrival. While this is especially relevant for the continuously changing landscape of NPS, it was also raised by participants in the Group of Experts on Chemical Substances and Pharmaceutical Products and on Maritime Narcotrafficking.

Interview respondents generally considered that the guides and documents shared during the Meetings were useful, but did not provide concrete examples of their application.

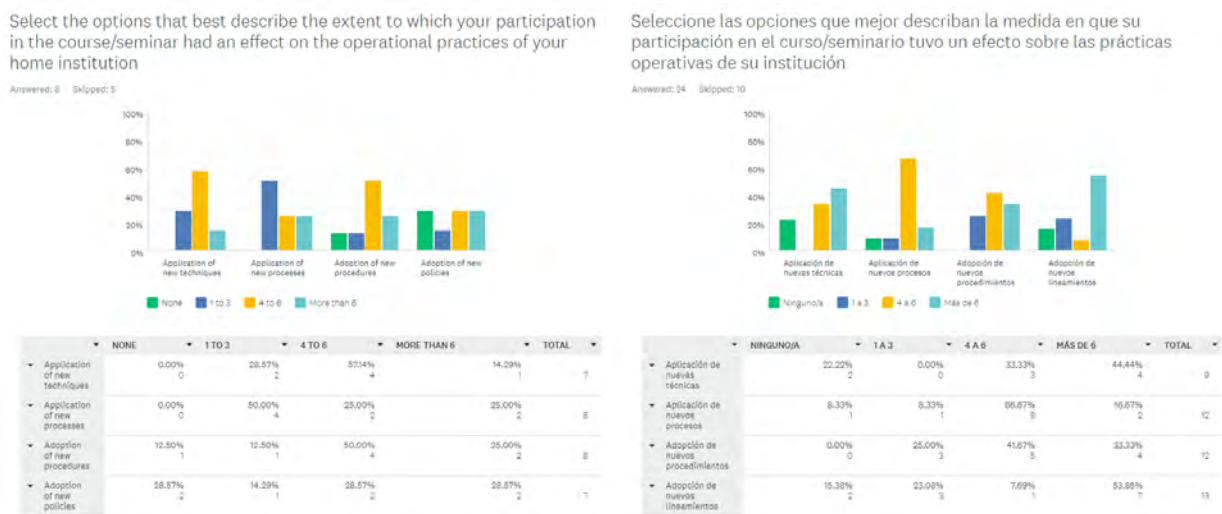
#### **Finding 9: There are hints that the program results at the level of outputs may have contributed to its stated purpose and goal; however, the evidence available is purely anecdotal**

While the TOC, as mentioned in the relevant section, does not indicate a clear results pathway linking training to institutional capacity building, inputs from interviewees and from the survey suggest that there are indications of institutional capacity development, in particular regarding the application of the material learned within the practices of the trainees’ home institutions.

In all cases, respondents indicate that material learned through participation in the courses has led to changes in their home institution’s operational practices, including the application of new techniques, new processes, new procedures and new policies, as can be seen in Figure 1 below. It should be noted,

however, that these examples are purely anecdotal and cannot be used to conclusively establish causation without additional corroborating evidence, which is absent in this case.

Figure 1: Extent of training effects on operational practices



The data emerging from the survey is corroborated by information provided by interviewees, especially in Trinidad and Tobago. Indeed, multiple respondents in this country cite their participation in the program’s trainings as key reasons for improved interagency collaboration at the country level, for the review and revision of relevant legislation, and for increased seizures of illicit chemicals.

**Finding 10: The formal establishment of the Caribbean Counterdrug Intelligence Trainign School (CCITS) constitutes an important institutional capacity enhancement directly attributable to the program, although it has some limitations**

Multiple interview respondents in the English-speaking Caribbean cite the establishment of an institutional setting for training in these topics to be of significant importance. The region’s characteristics, being comprised of a number of small states with limited resources, mean that it is particularly difficult for them to establish country-specific training programs. As such, having what one participant describes as “a one-stop shop” allows beneficiary countries to benefit from economies of scale.

The involvement of the program was deemed by interviewees to be integral to the early formation of the institution, providing both financial and human resources at the outset, as well as key technical advice in the adaptation of ERCAIAD’s courses to the Caribbean context.

The establishment of the CCITS also allows the program to provide equivalent capacity building activities to the English-speaking Caribbean countries to what has been in place from ERCAIAD for the Spanish-speaking member states since 2010. This means that the program is better able to serve all member states, in keeping with its mandate.

Some respondents consider that the CCITS does not fully reflect its intended regional mandate, since it is incorporated within the Trinidad and Tobago Police Academy, which reduces its ability to include participants from other countries. Remote training is not considered to be fully feasible, given the need for practical elements requiring specific types of locations.

**5.4 Efficiency (How well are resources being used?)**

This element of the revised evaluation criteria is described as “The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way”, where economic is defined as “the conversion of inputs (funds, expertise, natural resources, time, etc.) into outputs, outcomes and impacts, in the most cost-effective way possible, as compared to feasible alternatives in the context.” Similarly, timely delivery is defined as “within the intended timeframe, or a timeframe reasonably adjusted to the demands of the

evolving context. This may include assessing operational efficiency (how well the intervention was managed).”

This criterion is addressed through the following questions in the evaluation matrix:

- To what extent was the program appropriately managed?
  - ◇ To what extent was the program managed on the basis of results-based management principles from its inception to its conclusion?
  - ◇ To what extent was the process of selection of beneficiaries done on the basis of pre-established criteria, and were said criteria appropriate?
  - ◇ To what extent were best practices taken into account during the design and implementation of the program?
  - ◇ To what extent were lessons learnt and recommendations from the evaluation of Phase II taken into account during the design and implementation of Phase III?
  - ◇ To what extent did the project include specific requirements for conducting follow-up of training activities in order to measure increased skills, awareness and abilities among individual recipients?
  - ◇ To what extent did the project include specific requirements for conducting follow-up of training activities in order to measure the strengthening of the institutions where such individuals work?
  - ◇ To what extent was the monitoring mechanism used as an efficient and effective tool to follow up on the progress of the program's actions?
  - ◇ What if any events or contextual circumstances affected the program's performance (positively or negatively), and what if any measures were taken to respond to them?

**Finding 11: The accounting documentation is relatively opaque, which provides only partial information relating to the direct costs of the program's training activities**

Based the budget documentation provided, it has been possible to assess some of the direct costs involved in providing training at ERCAIAD and at CCITS. The following tables summarise those costs and will be discussed below.

Table 2: Reported Direct Expenses ERCAIAD (in USD)

Type of expense	2013	2014	2015	2016	2017	Total per type of expenditure
Airfare non-OAS personnel	\$12,629.36	\$ 8,349.92	\$ 2,794.74	\$ 4,463.03		\$ 28,237.05
Airfare OAS personnel	\$ 6,792.82	\$ 4,053.28	\$ 3,070.15	\$ 1,804.38		\$ 15,720.63
Bank fees		\$ 149.01	\$ 66.63			\$ 215.64
Food supplies	\$13,600.00					\$ 13,600.00
Hotel expenses	\$42,700.00	\$59,204.76	\$ 46,550.53	\$17,745.20		\$ 166,200.49
Office supplies				\$ 1,411.69		\$ 1,411.69
Per diem Non-OAS staff	\$ 8,601.81		\$ 3,096.24	\$ 2,482.74		\$ 14,180.79
Per diem OAS staff	\$10,292.00	\$ 7,707.00	\$ 5,920.00	\$ 3,231.50	\$163.87	\$ 27,314.37
Terminal expenses	\$ 1,980.00	\$ 620.00	\$ 510.00	\$ 605.00		\$ 3,715.00
<b>Total expenditures per year</b>	<b>\$96,595.99</b>	<b>\$80,083.97</b>	<b>\$ 62,008.29</b>	<b>\$31,743.54</b>	<b>\$163.87</b>	<b>\$ 270,595.66</b>

Table 3: Reported Direct Expenses CCITS (in USD)



Type of expense	FY2013	FY2014	FY2015	FY2016	FY2017	Total per type of expenditure
Airfare non-OAS personnel	\$ 2,918.17		\$ 3,155.48			\$ 6,073.65
Airfare OAS personnel	\$ 1,431.80		\$ 1,695.04			\$ 3,126.84
Consultant Fees (International)				\$ 870.00		\$ 870.00
Hotel expenses	\$ 4,401.79		\$ 2,176.88			\$ 6,578.67
Per diem: OAS Staff	\$ 2,536.00		\$ 3,069.00			\$ 5,605.00
Terminal expenses	\$ 300.00		\$ 300.00			\$ 600.00
<b>Total expenditures per year</b>	<b>\$11,587.76</b>	<b>\$ -</b>	<b>\$ 10,396.40</b>	<b>\$ 870.00</b>	<b>\$ -</b>	<b>\$ 22,854.16</b>

As can be seen in these tables, the reported direct expenses are incomplete. There is indeed no information related to the financial year 2018, whereas trainings did take place that year. Whereas it is not the case that no training activities took place in 2017 at CCITS nor in either institution in 2018, it seems that the most likely explanation for this lack of information relates to the opacity of the accounting documentation and of the exclusion of in-kind contributions from the hosting institutions.

Furthermore, the reported costs for each institution are not comparable, since those related to CCITS pertain to the process of negotiations for the establishment of CCITS, rather than to the conduct of training activities per se.

**Finding 12:** Overall, the program management has included some elements of the principles of results-based management. However, further efforts should be made, in particular with regards to ensuring appropriate monitoring documentation is collected and stored

#### Principles of Results-Based Management

RBM is a life-cycle approach to management that integrates strategy, people, resources, processes, and measurements to improve decision-making, transparency, and accountability. RBM is essential for [...] senior management to exercise sound stewardship in compliance with government-wide performance and accountability standards. The approach focuses on achieving outcomes, implementing performance measurement, learning, and adapting, as well as reporting performance.

RBM means:

- defining realistic expected results based on appropriate analyses;
- clearly identifying program beneficiaries and designing programs to meet their needs;
- monitoring progress towards results and resources [utilized] with the use of appropriate indicators;
- identifying and managing risks while bearing in mind the expected results and necessary resources;
- increasing knowledge by learning lessons and integrating them into decisions; and
- reporting on the results achieved and resources involved

Source: Global Affairs Canada; Results-based Management Policy Statement 2008 ([https://www.international.gc.ca/world-monde/funding-financement/policy\\_statement\\_2008-enonce\\_principe\\_2008.aspx?lang=eng#a2](https://www.international.gc.ca/world-monde/funding-financement/policy_statement_2008-enonce_principe_2008.aspx?lang=eng#a2) )

The program has generally well-defined expected results that are based on an analysis of the needs both of member states and of the region as a whole, as described in Section 4.1 Relevance above. It should be noted again, however, that the outcome level results are not well defined, and that the results framework as a whole requires additional elements and clarity. The project document further identifies both direct (“Officers and officials in member states responsible for controlling drugs, chemicals and related substances and for counterdrug activities”) and indirect (“Agencies in the countries that are responsible for policy, operational or regulatory aspects related to the control of drugs, chemicals and related substances and/or for counterdrug activities” and “All member states”) beneficiaries. In addition, the program is designed and implemented in continuous consultation with its intended beneficiaries to ensure that it serves their needs. Indeed, both the program staff and their counterparts in the beneficiary countries and institutions described in the relevant

interviews a process of joint development of the training curricula with regular reviews and revisions to ensure its continued applicability.

Overall, the program has developed a strong selection process for participants, establishing clear criteria for selection for each training event, including the type of pre-existing skills and current function of participants in line with the specific event's content. Given the highly technical content of the trainings, this is an important component to support the effectiveness of the program. The fact that the participants indicated in the survey that the trainings were both of good quality and relevant to their day-to-day work indicates that this selection process is successful. As noted in Finding 7 above, however, it appears that this process is somewhat less effective in the Spanish-speaking component of the program. That being said, the data from the survey is not corroborated by the interviews.

The program has also demonstrated strong efforts to monitor progress towards results, albeit primarily at the level of outputs. Indeed, lists of event participants were available for the overwhelming majority of training events, identifying them by name, gender, country and, frequently, position or function. Unfortunately, the same is not the case for the Group of Experts Meetings, for which such lists were only available for three events.

A common weakness in all cases is that contact details are not always provided, which makes it difficult to follow up with participants. An additional and related problem is the relative absence of post-training evaluation documentation, as training evaluation questionnaires were not available for the majority of training events. By the same token, while interviewees indicated that post-training testing took place in most cases, very few records of that testing were available. Taken together, these circumstances inhibit a thorough ex-post assessment of the extent to which participants' knowledge was increased through the trainings.

Similarly, the program's monitoring process does not include a mechanism to assess the extent to which the training events engender effects at the higher levels of Kirkpatrick's evaluation model, namely changes in the behaviour in the workplace due to the training activity, and the effects of the training activity on the organisational level or the work environment (which can be financial, based on productivity, etc.). While technically this evaluation process can constitute such a mechanism, it is complicated by the difficulty of contacting past event participants due to the incomplete contact detail lists, and by the fact that the evaluation occurs in some cases many years after the initial event, so that even the contact details available are not always current. A more frequent process of monitoring through regular post-training contact would go some way to addressing this shortcoming.

A final point with regards to the program's monitoring system, it must be noted that detailed financial records are available and up to date.

### **Finding 13: The program's activities during the period under review were mostly conducted according to plan**

The program's schedule of activities was mostly followed, with usually minor alterations. The only exception to this observation is that planned activities were scaled back starting in 2016. This was the result of budgetary constraints that affected CICAD as a whole, that were neither foreseeable nor under the control of the program staff. These budgetary shortfalls could not be mitigated with resources from the beneficiary countries.

## **5.5 Impact or Effect (What difference does the intervention make?)**

The criterion of "impact" in the OECD-DAC revised evaluation criteria is equivalent to the term "effect" used within the OAS, and addresses the "extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, **higher-level** effects". It addresses the ultimate significance and potentially transformative effects of the intervention. "Beyond the immediate results, this criterion seeks to capture the indirect, secondary and potential consequences of the intervention. It does so by examining the holistic and enduring changes in systems or norms, and potential effects on people's well-being, human rights, and gender equality, and the environment".

This criterion will be addressed through the following questions in the evaluation matrix:

- To what extent has the program generated or is expected to generate significant positive or negative, intended or unintended, higher level effects?

- ◇ Is the project big enough to reach critical mass and promote significant change?
- ◇ Is there evidence of unintended higher-level effects of the program, positive or negative?

**Finding 14: The program is beginning to show indications of creating a critical mass of trained personnel. However, institutional capacity building will require additional efforts.**

While the number of trained personnel is significant (4,259 individuals), and included the majority of member states, there is only anecdotal evidence of higher-level effects regarding institutional capacity building. A more systematic approach to monitoring at that level of results should enable the program to assess the extent to which this anecdotal evidence is indicative of a more robust trend.

The information available indicates, furthermore, that while some proportion of trained individuals remain within the relevant unit and can therefore continue to apply the knowledge acquired through the training, a significant proportion of them move on or are promoted out of the operational level. In addition, multiple respondents indicated that they are unable to apply some of the training received because their home institutions do not have access to the equipment that would be needed to apply what they learned in the field. As such, there is a certain degree of loss of learning over time.

**Finding 15: There is some evidence of positive higher-level unplanned results**

While this observation is based on a small number of interviews, the extent to which this was consistently and enthusiastically raised suggests that, subject to further confirmation, an important positive effect that was not explicitly contemplated in the program's design is the development of personal and institutional ties across agencies and, to some extent across countries. These have reportedly led to increased collaboration and cooperation once the training participants gained a better understanding of their respective roles and capacities. In this sense, the targeting of training seminars to cross-agency audiences appears to have the potential to develop multidisciplinary and multi-agency formal or informal teams, which is in line with the OAS CICAD Hemispheric Drug Strategy approach.

## **5.6 Sustainability (Will the benefits last?)**

This criterion concerns the "extent to which the net benefits of the intervention continue, or are likely to continue", and includes "an examination of the financial, economic, social environmental, and institutional capacities of the systems needed to sustain net benefits over time".

For this evaluation, the relevant questions of the evaluation matrix are:

- To what extent are the program's achievements sustainable, institutionally and financially?
  - ◇ To what extent are the changes in institutional capacity generated by the program likely to be self-sustainable?
  - ◇ To what extent do the beneficiary institutions have access to the financial resources necessary to sustain the program's achievements?
  - ◇ If relevant, to what extent does the program have access to the necessary financial resources to implement further Phases if needed?

**Finding 16: The changes in institutional capacity generated by the program are unlikely to be self-sustainable in the short to medium term in individual member states due to insufficient financial resources, but a regional cooperation perspective provides a more positive assessment**

The very nature of the training provided by the program, which revolves around the latest techniques used in fighting narcotrafficking, requires continuous updating of skills, which interviewees indicated is not possible at present without the continued inputs from the program. This is due in part to the absence of locally-based experts, which could be mitigated with a more vigorous training-of-trainers approach. However, the resource constraints in many of the participant member states makes it unlikely that they



would be able to offer the most up-to-date equipment. In other words, the type of training necessary would be unlikely to be provided by any one country.

However, as the training program and the groups of experts appear to be creating a community of practice, and to the extent that countries with the required financial resources and technical expertise are involved in the program, it can be said that the continued activities of the program over a longer time horizon are creating the conditions for regional cooperation that could be independent of the program itself.

**Finding 17: There is every indication that the program has access to resources for the implementation of further phases**

As confirmed by the fact that the program is currently in its fourth phase, there is demonstrated interest among potential funders for this type of program at least in the medium term. The gravity of the challenges posed by narcotrafficking at the hemispheric and global levels leads to a reasonable expectation that resources will be made available to tackle it. This is the case both for both the financial resources needed to finance the program and for the human and in-kind resources provided by the beneficiary countries to enable the program to function.

## 6 Conclusions and recommendations

### 6.1 Conclusions

This section summarises the findings elaborated in previous sections, and seeks to form the basis of the recommendations to be offered in the following section.

Overall, the Counterdrug Capacity Building Program Phase III (2013-2018) has been well designed and effectively executed, creating a significant cadre of trained operatives and leading to modest but potentially important institutional capacity development outcomes.

#### Logical Framework and Theory of Change

The program's existing logical framework represents a strong foundation for its execution and ongoing monitoring, in spite of some technical weaknesses pertaining to the selection of indicators which, in its present form, do not allow for the assessment of program contributions to the implementation of knowledge acquired, its incorporation into the relevant institutions, and ultimately to the assessment of the project's impact in terms of contributing to changes in the performance of the institutions whose capacity it is intended to strengthen.

These gaps, while arguably technical, potentially reduce the program's ability to demonstrate medium and longer term, structural changes. More clearly articulated results chains would highlight the need to both monitor and foster these higher-level changes.

#### Relevance

The evidence analysed in the context of this evaluation shows that the program is clearly aligned with the OAS mandates and priorities regarding both drug trafficking (Finding 1) and capacity building (Finding 2), as it responds directly to the mandates outlined in the OAS CICAD's Hemispheric Drug Strategy, the Hemispheric Plan of Action on Drugs, and CICAD's mandate to increase member states' capacity to address the challenges of drug production and trafficking. Furthermore, the program has taken pains to ensure that its common curriculum approach still addresses regional differences not only in terms of the languages of instruction, but also by continuously consulting member states to ensure that their particular needs are incorporated into the trainings provided (Finding 3).

#### Coherence

In the context of this evaluation, this dimension was mainly assessed with regards to the incorporation of the cross-cutting issue of a gender perspective. The evaluation finds that, during this Phase, the program fell far short in this aspect, with only minimal attention being given to this dimension (Finding 4). Interviews

conducted with program staff and the documentation provided do indicate a desire to more actively and deeply incorporating a gender perspective in its training activities.

In addition, the program does appear to be complementary with the interventions of other actors, both the member states' priorities and the capacity building activities of UNODC (Finding 5).

### **Effectiveness**

The program has been consistently effective in reaching its objectives at the level of outputs with regards to the training of personnel in the participating countries, delivering planned trainings that participants considered to be of high quality. Furthermore, both participants and institutional stakeholders highlighted the strong relevance of the training topics to the evolving challenges posed by drug trafficking in the region (Finding 6 and 7). Similarly, the Groups of Expert Meetings appear to be fulfilling their purpose by creating a relevant space for knowledge sharing and ensuring that member states have the opportunity to identify and prepare for the regional trends in drug trafficking and production (Finding 8). While the available evidence is not compelling at the level of the program's purpose and goal, in part as a result of the gaps in the Theory of Change and associated indicators and monitoring data, there are some signals of effects at those levels (Finding 9).

It is worth highlighting that the establishment of the CCITS represents a concrete and significant contribution to institutional capacity strengthening in the region (Finding 10).

### **Efficiency**

The overall management of the program partially follows the fundamental principles of results-based management (Finding 12). Notably, the program has established a strong selection process for training participants, which is a key element of its successful implementation. Furthermore, while some significant gaps remain, its monitoring and documentation are above par for this type of program. With minor exceptions, the planned activities were also conducted as planned (Finding 13). In addition, the financial documentation of the program does not allow for the assessment of the full costs of the various components of the program, it also prevents the assessment of the leveraging effects of the program in terms of mobilising resources from other actors (Finding 11).

### **Impact or Effect**

As has been indicated, the evidence for higher-level effects is scant. Nevertheless, the sheer volume of trainings and trained individuals can reasonably be seen to be creating a critical mass of cadres and operatives (Finding 14). There are however contextual limitations (such as lack of existing appropriate equipment for the application of the knowledge and skills acquired once in the field, and personnel rotation). A potentially important unplanned (or at least tacit) result of the program is the creation and strengthening of inter-institutional linkages in and across the participating member states that have been fostered by the joint trainings, and which have been reported as leading to improved cooperation and collaboration among relevant actors (Finding 15). It should be noted that, so far, the only evidence available is anecdotal.

### **Sustainability**

While the program's own continuation is assured at least in the short term (Finding 16), there remain questions relating to the self-sustainability of changes in the institutional capacity generated by the program, as a result of a scarcity of financial resources in the participating member states. The indications of a nascent community of practice resulting from the establishment of the Groups of Experts are too incipient to be considered likely to be sustainable without continued support from the program.

## **6.2 Recommendations**

The recommendations that follow are based on the findings of the evaluation, and are directed at SRU-CICAD.

**Recommendation 1: SRU should strengthen the program's theory of change and results framework in future phases of the program**

As has been noted throughout this report, the program's overall sound management and grounding in good practices of results-based management could be significantly strengthened by adopting a more robust results framework, theory of change and associated monitoring processes. Taking the time to reflect on these design processes would allow the program to identify more suitable indicators to assess its effects at the level of outcomes and overall objectives and results. It could then build on the strong foundation of evidence at the level of outputs to ensure that it appropriately contributes to the full range of levels of Kirkpatrick's evaluation model for capacity building, and also that this translates to the institutional capacity building and improved performance regarding the effective control of narcotrafficking that constitutes its stated goal.

SRU should therefore consider a formal review of its results framework either for any new phases of the program or at the mid-term point of the current phase. This should include a review of its monitoring framework and the development of a monitoring plan that helps to minimise the loss of data related to the training participants, and create the evidence base to enable a tracer study review of the longer-term effects of the trainings.

**Recommendation 2: SRU should strengthen its results-based management capabilities in order to monitor, measure and report, based on evidence, progress made towards the achievement of outcomes**

As has been noted at various points in this report, the program's existing results framework is especially weak regarding outcome level results. As a consequence, data has not been collected that would allow for a rigorous assessment of results at this level. It is therefore recommended that, in combination with the elements outlined under Recommendation 1, the results framework and monitoring plan should pay close attention to this level of results, in particular regarding the incorporation and appropriation of the knowledge and skills learned by training participants into the institutional practices of their home institutions. Similarly, with regards to the Groups of Experts, a more systematic analysis of the policy effects of the Groups' products should be undertaken regularly.

**Recommendation 3: 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 of its ability to leverage outside resources in support of its activities**

While the financial documents provided for this evaluation account for all expenses in the program, this is done in such a way that it is difficult to cost each activity, output and outcome. This is presumably in line with institutional guidelines; however, it undermines attempts to assess the cost effectiveness of the program.

More importantly, perhaps, this form of accounting makes invisible the in-kind contributions from other stakeholders that are integral to the functioning of the program. This is unfortunate, since being able to show those contributions would not only make it possible to consider all the costs that actually go into the program, but it would also highlight an important element that contributes to the assessment of the program's relevance, in so far as the willingness of member States to contribute financially to the running of the program highlights the importance that they assign to it. Furthermore, it could highlight the basis for the sustainability of the program and of its results in terms of the institutionalisation of the knowledge, skills and processes it promotes, in as much as embedding the costs of the program within the institutions that house the training activities suggests again the commitment of the relevant member States to the program's objectives, and their willingness to invest in their continuity.

**Recommendation 4: SRU should continue to strengthen its approach to the incorporation of a cross-cutting gender perspective**

While the setting of a strategic objective for 2020 of incorporating a gender perspective in the training activities constitutes an important step forward, SRU should consider applying more systematically the collection and ongoing analysis of gender disaggregated data for the composition of the trainee groups as well as of the training evaluation questionnaires, and do the same for the Groups of Experts participants. It should further consider conducting an analysis of the content of existing modules and modify them as needed to ensure that they reflect a cross-cutting understanding of gender dynamics, rather than restricting the incorporation of this lens to separate modules.

**Recommendation 5: SRU should assess the best ways to improve the accessibility of trainings in order to enhance its already strong output level results**

As has been noted, significant numbers of trained individuals and the overall satisfaction with the quality of the trainings indicate that the program is effective in reaching the objective of increasing the capacities of operatives in relevant agencies. However, a frequent suggestion from respondents was that these trainings are still insufficient to meet the demand. For one, the nature of the materials of the trainings requires frequent updating to remain relevant given the constant changes in the drug trafficking trends, which would benefit from refresher courses for those who have already taken part in the program. Further, participants and institutional respondents suggest many of the courses would benefit from a greater practical component, as well as from more time to address the theoretical components; in other words, the trainings would be even better if they were somewhat longer and more frequent.

Similarly, questions were raised, especially in the Caribbean region, regarding the accessibility of the trainings in terms of location. The limitations to the participation of foreign nationals in programs that are incorporated into the Trinidad and Tobago Police Academy, are seen to restrict the benefits of the CCTS for other countries in the region. Furthermore, the restrictions to travel arising from the current pandemic suggest that the use of regional training hubs may be impractical in the immediate future. This presents both a challenge and an opportunity to consider the best ways to ensure that the trainings remain available and are accessible to different locations. While remote training is not always appropriate given the practical components of the trainings, there may be combinations of models that could resolve these difficulties, incorporating a mix of remote training for some theoretical/conceptual components, instituting locally-based practical sessions in the different countries, and -in the medium-term- developing a stronger training-of-trainers element to ensure that suitable trainers are available in more than one location.

**Recommendation 6: SRU should consider formal partnerships and collaborations to improve both the attainment of its higher-level results and their sustainability**

A recurring observation from interviewees and survey respondents referred to the lack of appropriate equipment that makes it difficult to apply the knowledge and skills acquired in the trainings once participants are back in the field. Given that the program does not have the necessary resources to provide that equipment, and considering the presence in the region of other actors, in particular UNODC, who are able and willing to provide such equipment, it would make sense to discuss a more formal coordination with those actors to attempt to improve the availability of the equipment that relates to the planned trainings within the program. This would both allow for the application of the knowledge, and provide a basis for more frequent training or training-of-trainers on site. Thus, the institutional effects of the trainings would be more easily incorporated into the operations of the relevant agencies.

Furthermore, and following on from Recommendation 3 above, such a partnership could provide the necessary equipment for more decentralised training.

## Appendix I: Evaluation Matrix

This evaluation matrix organises the evaluation framework described in Section 3.2. Note that the main questions and the sub-questions have been reworded for clarity and coherence.

Issue	Main Questions	Sub Questions	Sources of Data	Methods of Data Analysis
Relevance	How relevant is the program vis-à-vis the OAS mandates and priorities in the countries benefitted by the intervention?	<p>To what extent is the program aligned with the OAS mandates and priorities regarding drug trafficking?</p> <p>To what extent is the program in line with the OAS mandates and priorities regarding capacity building?</p> <p>To what extent is the program adapted or modified to respond to different priorities in different regions?</p>	<p>Interviews with key informants: program staff, program partners</p> <p>Document review (program documents, institutional policy documents)</p>	<p>Content analysis</p> <p>Comparative analysis</p>
	To what extent was the program appropriately formulated and designed in line with relevant results-based management principles?	<p>To what extent is the program's theory of change sound?</p> <p>To what extent is the existing results framework appropriate and effective?</p> <p>To what extent are the program's outcome indicators appropriate and S.M.A.R.T.?</p>	<p>Interviews with key informants: program staff</p> <p>Document review: program management documents</p>	Content analysis
Coherence	To what extent and to what results has the program addressed the crosscutting issue of gender perspective?	<p>What if any considerations of gender perspective were included in the design and implementation of the program?</p> <p>To what extent has the program collected gender disaggregated data on its performance?</p> <p>To what extent has the program generated gender differentiated results?</p>	<p>Interviews with key informants: program staff, program partners</p> <p>Document review (program documents, institutional policy documents)</p>	Content analysis

Issue	Main Questions	Sub Questions	Sources of Data	Methods of Data Analysis
Effectiveness	To what extent has the program achieved its stated objectives?	<p>To what extent have officers from participating member states increased their knowledge and competence in applying specialized techniques related to counterdrug intelligence development and analysis?</p> <p>To what extent have officers from relevant agencies concerned with the control of chemicals increased their knowledge and skills in the administrative processes and specialized operational techniques to safely and effectively monitor, investigate, detect and control chemicals that can be used to produce illicit drugs, and developed an understanding of what new chemical substances, precursors and processes are being used to produce drugs and new investigative approaches and techniques?</p> <p>To what extent have police, customs and other officers working at land borders, airports and marine ports increased their knowledge and skills to monitor, investigate, target, detect and interdict the movement of illicit drugs and related contraband? To what extent have increased awareness, knowledge and capacity led to more effective controls over these border points regarding drugs, chemicals and related contraband?</p> <p>To what extent have private sector companies increased their awareness of their role in controlling illicit drugs and related contraband in the distribution chain going through ports and the techniques they have to apply to prevent this from happening? To what extent have more private companies become more directly involved in securing the supply chain and the ports through which their goods pass?</p> <p>To what extent have officers concerned with the control of synthetic drugs increased their level of awareness of this problem and the knowledge and skills in the administrative and specialized operational techniques to safely and effectively monitor, investigate, detect and otherwise control these drugs? To what extent are they able to recognize the signs of clandestine laboratories, the type and how to safely investigate them? To what extent do they understand the effects of these drugs and how to recognize the signs of people under the influence of these substances?</p> <p>To what extent have drug control officers including plain clothes and undercover increased their knowledge and skills to safely and effectively monitor, detect, investigate and control the production, trafficking and use of illicit drugs and related contraband?</p> <p>Is there evidence of unintended effects of the program, positive or negative?</p>	<p>Interviews with key informants: training event participants, representatives of beneficiary institutions, group of experts participants</p> <p>Document review: reporting documents, training event evaluations</p> <p>Survey data</p>	<p>Content analysis</p> <p>Comparative analysis</p>



Issue	Main Questions	Sub Questions	Sources of Data	Methods of Data Analysis
Efficiency	To what extent was the program appropriately managed?	<p>To what extent was the program managed on the basis of results-based management principles from its inception to its conclusion?</p> <p>To what extent was the process of selection of beneficiaries done on the basis of pre-established criteria, and were said criteria appropriate?</p> <p>To what extent were best practices taken into account during the design and implementation of the program?</p> <p>To what extent were lessons learnt and recommendations from the evaluation of Phase II taken into account during the design and implementation of Phase III?</p> <p>To what extent did the project include specific requirements for conducting follow-up of training activities in order to measure increased skills, awareness and abilities among individual recipients?</p> <p>To what extent did the project include specific requirements for conducting follow-up of training activities in order to measure the strengthening of the institutions where such individuals work?</p> <p>To what extent was the monitoring mechanism used as an efficient and effective tool to follow up on the progress of the program's actions?</p> <p>What if any events or contextual circumstances affected the program's performance (positively or negatively), and what if any measures were taken to respond to them?</p>	<p>Interviews with key informants: program staff</p> <p>Document review (program management documents)</p>	Content analysis

Issue	Main Questions	Sub Questions	Sources of Data	Methods of Data Analysis
<b>Impact</b>	To what extent has the program generated or is expected to generate significant positive or negative, intended or unintended, higher level effects?	<p>Is the project big enough to reach critical mass and promote significant change?</p> <p>Is there evidence of unintended higher-level effects of the program, positive or negative?</p>	<p>Interviews with key informants: training event participants, representatives of beneficiary institutions, group of experts participants</p> <p>Document review: reporting documents, training event evaluations</p> <p>Survey data</p>	<p>Content analysis</p> <p>Comparative analysis</p>
<b>Sustainability</b>	To what extent are the program's achievements sustainable, institutionally and financially?	<p>To what extent are the changes in institutional capacity generated by the program likely to be self-sustainable?</p> <p>To what extent do the beneficiary institutions have access to the financial resources necessary to sustain the program's achievements?</p> <p>If relevant, to what extent does the program have access to the necessary financial resources to implement further Phases if needed?</p>	<p>Interviews with key informants: program staff, program partners, representatives of beneficiary institutions, group of experts participants</p> <p>Document review (program documents, institutional policy documents)</p>	<p>Content analysis</p>



## Appendix II: Proposed Format for Logical Framework

Program Goal: To contribute to enhancing the capacity of OAS member states in the Americas to effectively control narcotrafficking, to consider adopting common or compatible approaches to counter-drug activities and to improved coordination in counterdrug activities				
Outcome 1 (Purpose): By the end of the program, officials in participating member states will have acquired knowledge and skills related to new strategies and techniques that they will apply in their home institutions so that the latter are better able to respond to threats and challenges related to narco-trafficking and drug production, including new threats. These strategies and techniques will emphasise interagency/international cooperation, collaboration and the exchange of information as a well as a common or compatible approach				
Item	Performance indicators	Targets by end of project	Data sources/Mean of verification	Assumptions and Risks/ Comments
Output 1: Counterdrug intelligence	Officers from participating member states will have increased their knowledge and competence in applying specialized techniques related to counterdrug intelligence development and analysis			<p>Assumption: the officers trained will transfer their newly acquired knowledge to their home agencies through the implementation of administrative processes and the application of techniques acquired during the training.</p> <p>Risk: staff rotation may mean that trained officers will no longer be in a position where they can apply the knowledge and skills acquired.</p> <p>Mitigation strategy: selection of seminar participants to maximise the likelihood of their remaining in their current agency and position for at least 3 years</p>
Activity 1.1: On-going activities related to the development, organization and execution of initiatives in this program including the logistical and administrative aspects as Salary Costs	NA	NA	NA	Comment: Consider developing indicators linked to program monitoring on results as well as bdugeting/accounting for in-kind contributions
Activity 1.2: Up to three regional seminars (3 - 4 weeks) in Strategic or operational Intelligence in Bogota, Colombia	1.2.1: Number of seminars 1.2.2 Number of individuals trained	1.2.1: 3 1.2.2: TBD	Seminar materials Participants lists	
Activity 1.3: Up to 6 national or regional seminars (one or two week)- ERCAIAD - on specialized areas of counterdrug intelligence in selected Latin American countries	1.3.1: Number of seminars 1.3.2: Number of individuals trained	1.3.1: 6 1.3.2: TBD	Seminar materials Participants lists	
Activity 1.4: Planning and coordination with officials from CARICOM, Caribbean countries and the government of Trinidad and Tobago to establish a regional counterdrug intelligence training school in the Caribbean	1.4.1: Establishment of a regional counterdrug intelligence training school in the Caribbean	yes	MOUs or other agreements establishing the school Physical existence of the school (premises, personnel, resources)	Assumption: there are appropriate physical, human and financial resources for the establishment of the school
Activity 1.5: Delivery of a 3 week pilot regional (Caribbean) counterdrug intelligence seminar (cost shared with the host country) and the evaluation of the initiative (date to be determined)	1.5.1: Number of seminars 1.5.2: Number of individuals trained	1.5.1: 1 1.5.2: TBD	Seminar materials Participants lists	
Activity 1.6: Up to 3 regional seminars (3-4 week) in counterdrug intelligence for ERCAIAD Caribbean in Trinidad and Tobago	1.6.1: Number of seminars 1.6.2: Number of individuals trained	1.6.1: 3 1.6.2: TBD	Seminar materials Participants lists	
Activity 1.7: Up to 4 national seminars (one or two week) on specialized areas of counterdrug intelligence for ERCAIAD-Caribbean (venues to be determined)	1.7.1: Number of seminars 1.7.2: Number of individuals trained	1.7.1: 4 1.7.2: TBD	Seminar materials Participants lists	
Output 2: Control of chemicals used in the production of illicit drugs	Officers (police, customs, regulatory, administrative control, chemists, judges, prosecutors and others) from relevant agencies concerned with the control of chemicals will have increased their knowledge and skills in the administrative processes and specialized operational techniques to safely and effectively monitor, investigate, detect and control chemicals that can be used to produce illicit drugs. They will also understand what new chemical substances, precursors and processes are being used to produce drugs and new investigative approaches and techniques			<p>Assumption: the officers trained will transfer their newly acquired knowledge to their home agencies through the implementation of administrative processes and the application of techniques acquired during the training.</p> <p>Risk: staff rotation may mean that trained officers will no longer be in a position where they can apply the knowledge and skills acquired. Mitigation strategy: selection of seminar participants to maximise the likelihood of their remaining in their current agency and position for at least 3 years</p>
Activity 2.1: On-going activities related to the development, organization and execution of initiatives in this program including the logistical and administrative aspects as Salary Costs	NA	NA	NA	Comment: Consider developing indicators linked to program monitoring on results as well as bdugeting/accounting for in-kind contributions
Activity 2.2: Regional training seminar (one week) on chemical control and officer safety for law enforcement officers from Caribbean member states to be delivered in partnership with Regional Drug Law Enforcement Training Centre (REDTRAC) at their training center in Spanish Town, Jamaica	2.2.1: Number of seminars 2.2.2: Number of individuals trained	2.2.1: 1 2.2.2: TBD	Seminar materials Participants lists	
Activity 2.3: Up to 8 national or regional training seminars (one week) on control of diversion of chemicals used in the production of illicit drugs for officers of the Caribbean	2.3.1: Number of seminars 2.3.2: Number of individuals trained	2.3.1: 8 2.3.2: TBD	Seminar materials Participants lists	
Activity 2.4: Up to 8 national or regional training seminars (one week) on control of diversion of chemicals used in the production of illicit drugs for officers of Latin America	2.4.1: Number of seminars 2.4.2: Number of individuals trained	2.4.1: 8 2.4.2: TBD	Seminar materials Participants lists	
Activity 2.5: Meeting of the Group of Experts on Chemical Substances and Pharmaceutical Products	2.5.1: Number of Meetings of the Group of Experts	2.5.1: 1	Meeting notes/report Participants list	
Activity 2.6: Implementation and support for the National Drug Control System (NDS) computerized chemical control system in Central America (in collaboration with the UNODC Mexico)	??	??	??	??

Program Goal: To contribute to enhancing the capacity of OAS member states in the Americas to effectively control narcotrafficking, to consider adopting common or compatible approaches to counter-drug activities and to improved coordination in counterdrug activities				
Outcome 1 (Purpose): To strengthen the capacity of officials in participating countries to respond to threats and challenges related to narco-trafficking and drug production, including new threats, and to apply new strategies and techniques to respond to the same with particular emphasis on interagency/international cooperation, collaboration and the exchange of information as a well as a common or compatible approach				
Item	Performance indicators	Targets by end of project	Data sources/Mean of verification	Assumptions and Risks/ Comments
Output 3: Control of narcotrafficking across international borders	Police, customs and other officers working at land borders, airports and marine ports have increased their knowledge and skills to monitor, investigate, target, detect and interdict the movement of illicit drugs and related contraband. Increased awareness, knowledge and capacity will lead to more effective controls over these border points regarding drugs, chemicals and related contraband.			Assumption: the officers trained will transfer their newly acquired knowledge to their home agencies through their implementation of administrative processes and the application of techniques acquired during the training.  Risk: staff rotation may mean that trained officers will no longer be in a position where they can apply the knowledge and skills acquired. Mitigation strategy: selection of seminar participants to maximise the likelihood of their remaining in their current agency and position for at least 3 years
Activity 3.1: On-going activities related to the development, organization and execution of initiatives in this program including the logistical and administrative aspects as Salary Costs	NA	NA	NA	Comment: Consider developing indicators linked to program monitoring on results as well as budgeting/accounting for in-kind contributions
Activity 3.2: Up to 10 national or regional seminars (one-week) on various aspects of maritime counterdrug investigative, monitoring, control or interdiction techniques (eg. Searching vessels, risk management regarding containers or passengers, border control, port security, ANAOPS among others) in partnership with various entities and agencies including French Customs, CIFAD, Interpol, RCMP (venues and dates to be determined)	3.2.1: Number of seminars 3.2.2: Number of individuals trained	3.2.1: 10 3.2.2: TBD	Seminar materials Participants lists	
Activity 3.3: Meeting of Group of Experts on Maritime Narcotrafficking	3.3.1: Number of Meetings of the Group of Experts	3.3.1: 1	Meeting notes/report Participants list	
Output 4: Role of the private sector in drug control	Private sector companies have increased their awareness of their role in controlling illicit drugs and related contraband in the distribution chain going through ports and the techniques they have to apply to prevent this from happening. More private companies will become more directly involved in securing the supply chain and the ports through which their goods pass.			Assumption: participants from private sector companies are willing to participate in the seminars, and will transfer their newly acquired knowledge to their supply chain management procedures.  Risk: private sector companies may not be interested in participating. Mitigation strategy: raise awareness of advantages to private sector companies of obtaining the Operador Económico Autorizado label
Activity 4.1: On-going activities related to the development, organization and execution of initiatives in this program including the logistical and administrative aspects as Salary Costs	NA	NA	NA	Comment: Consider developing indicators linked to program monitoring on results as well as budgeting/accounting for in-kind contributions
Activity 4.2: Up to 6 national or regional (one week) seminars on various aspect of port and supply chain security and initiatives such as Operador Económico Autorizado (OEA), in collaboration with private sector entities such as BASC, AES, etc (venues and dates to be determined)	4.2.1: Number of seminars 4.2.2: Number of individuals trained	4.2.1: 6 3.2.2: TBD	Seminar materials Participants lists	
Output 5: Control of synthetic drugs	Officers concerned with the control of synthetic drugs have an increased level of awareness of this problem and the knowledge and skills in the administrative and specialized operational techniques to safely and effectively monitor, investigate, detect and otherwise control these drugs. Officers will be able to recognize the signs of clandestine laboratories, the type and how to safely investigate them. They will understand the effects of these drugs and how to recognize the signs of people under the influence of these substances			Assumption: the officers trained will transfer their newly acquired knowledge to their home agencies through their implementation of administrative processes and the application of techniques acquired during the training.  Risk: staff rotation may mean that trained officers will no longer be in a position where they can apply the knowledge and skills acquired. Mitigation strategy: selection of seminar participants to maximise the likelihood of their remaining in their current agency and position for at least 3 years
Activity 5.1: On-going activities related to the development, organization and execution of initiatives in this program including the logistical and administrative aspects as Salary Costs	NA	NA	NA	Comment: Consider developing indicators linked to program monitoring on results as well as budgeting/accounting for in-kind contributions
Activity 5.2: Up to 8 national or regional seminars (one week) on specialized advanced training in the investigation of the sale of illicit drugs over the Internet (venues and dates to be determined)	5.2.1: Number of seminars 5.2.2: Number of individuals trained	5.2.1: 8 5.2.2: TBD	Seminar materials Participants lists	
Activity 5.3: Up to 8 national or regional seminars (one week) on the control of synthetic drugs in selected member states in partnership with the RCMP, Interpol and other entities (venues and dates to be determined)	5.3.1: Number of seminars 5.3.2: Number of individuals trained	5.3.1: 8 5.3.2: TBD	Seminar materials Participants lists	
Activity 5.4: Development of a model curriculum for the training of pharmacy/chemical inspectors in the Caribbean in consultation with officials from the region	5.4.1: Existence of the curriculum (Y or N) 5.4.2: Number of consultations conducted	2.2.1 : Yes 2.2.2 : TBD	Model curriculum Participants lists for consultations	Comment: identifying a suitable indicator for the process of consultation would be important; it can be as in this example, number of consultations or number of persons consulted, or it could consider the breadth of the consultations (such as how many member states are represented in the consultation process)
Activity 5.5: Up to 4 regional seminars concerning the control of pharmaceutical products (venues and dates to be determined)	5.5.1: Number of seminars 5.5.2: Number of individuals trained	5.3.1: 4 5.3.2: TBD	Seminar materials Participants lists	

## Final Report

Program Goal: To contribute to enhancing the capacity of OAS member states in the Americas to effectively control narcotrafficking, to consider adopting common or compatible approaches to counter-drug activities and to improved coordination in counterdrug activities				
Outcome 1 (Purpose): To strengthen the capacity of officials in participating countries to respond to threats and challenges related to narco-trafficking and drug production, including new threats, and to apply new strategies and techniques to respond to the same with particular emphasis on interagency/international cooperation, collaboration and the exchange of information as a well as a common or compatible approach				
Item	Performance indicators	Targets by end of project	Data sources/Means of verification	Assumptions and Risks/ Comments
Output 6: Counterdrug law enforcement	Drug control officers including plain clothes and undercover have increased their knowledge and skills to safely and effectively monitor, detect, investigate and control the production, trafficking and use of illicit drugs and related contraband			<p>Assumption: the officers trained will transfer their newly acquired knowledge to their home agencies through the implementation of administrative processes and the application of techniques acquired during the training.</p> <p>Risk: staff rotation may mean that trained officers will no longer be in a position where they can apply the knowledge and skills acquired.</p> <p>Mitigation strategy: selection of seminar participants to maximise the likelihood of their remaining in their current agency and position for at least 3 years</p>
Activity 6.1: On-going activities related to the development, organization and execution of initiatives in this program including the logistical and administrative aspects as Salary Costs	NA	NA	NA	Comment: Consider developing indicators linked to program monitoring on results as well as budgeting/accounting for in-kind contributions
Activity 6.2: Up to 10 national or regional seminars regarding counterdrug investigative techniques (eg. Passenger risk management, informant handling and interviewing techniques among others) in partnership with the RCMP and various other entities (venues and dates to be determined)	6.2.1: Number of seminars 6.2.2: Number of individuals trained	5.2.1: 10 5.2.2: TBD	Seminar materials Participants lists	
Output 7: Evaluation	Increased understanding of the effectiveness of the program in meeting the needs of participants and member states as they relate to their counterdrug supply reduction capacity. Officers will be aware of and able to apply new investigative techniques to control these substances.			Assumption: Program Theory of Change and Results Framework are refined to more clearly identify change pathways
Activity 7.1: Implementation of procedures and mechanisms to evaluate seminars (modules and presenters) and participants attending seminars delivered in this program	7.1.1: Existence and use of monitoring tools for evaluation of seminars, tracking participant performance and post-seminar path 7.1.2: Existence and use of monitoring tools for assessment of application of seminar content in home institutions of seminar participants 7.1.3: Existence and use of monitoring tools to assess effectiveness of Group of Experts Meetings (including quality of products if relevant, dissemination of discussions, etc.)	TBD	Completed seminar evaluation questionnaires Pre- and post-seminar test results Participants lists Meetings reports	
Activity 7.2: Undertake a mid-term evaluation (third party or by other means) of the program	7.2.1: Mid-term evaluation conducted (Y or N)	7.2.1: Yes	Mid-term evaluation report and management response	
Activity 7.3: Undertake a final evaluation (third party or by other means) of the	7.3.1: Final evaluation conducted (Y or N)	7.3.1: Yes	Final evaluation report and management response	

## Appendix III: List of documents consulted

### From the program

Output	Means of Verification	Copy of Productos implemented
<b>Output 1: Counterdrug intelligence</b>	E-reports Lists of participants Other	2013: Colombia Curso Inteligencia Antidrogas Marzo 2014: Peru Curso Inteligencia Antidrogas Julio 2014: Colombia Curso Inteligencia Antidrogas Noviembre 2015: Chile 2015: Peru Curso Inteligencia Antidrogas Abril 2015: Peru Curso Inteligencia Antidrogas Junio 2015: Peru Curso Inteligencia Antidrogas Noviembre 2015: Mexico Curso Inteligencia Antidrogas Octubre 2015: Colombia Curso Inteligencia Antidrogas Julio 2015: Colombia Curso Inteligencia Antidrogas Sept/Oct 2017: Colombia Curso Inteligencia Antidrogas Peru 2017: Colombia Curso Inteligencia Antidrogas Enero 2017: Colombia Curso Inteligencia Antidrogas Marzo 2017: Peru Curso Inteligencia Antidrogas March 2018: ERCAIAD informe anual Cursos Inteligencia Antidrogas Memo ERCAIAD - CCITS
	E-reports Lists of participants Other	2015: Diciembre T&T 2015: Noviembre T&T 2016: Enero T&T 2017: Septiembre T&T 2018: Mayo T&T 2018: Signature of MOU with the Regional Security System (RSS)
	E-reports Lists of participants Other	2013: Argentina, Counterdrug Operational Intelligence Analysis Regional Seminar (ANAOPS) in partnership with the French Inter-ministerial Center for Anti-drug Training (CIFAD) 2014: Paraguay, Counterdrug Operational Intelligence Analysis Regional Seminar (ANAOPS) in partnership with the French Inter-ministerial Center for Anti-drug Training (CIFAD) 2014: Chile, Counterdrug Operational Intelligence Analysis Regional Seminar (ANAOPS) in partnership with the French Inter-ministerial Center for Anti-drug Training (CIFAD) 2014: Peru, Counterdrug Operational Intelligence Analysis Regional Seminar (ANAOPS) in partnership with the French Inter-ministerial Center for Anti-drug Training (CIFAD) 2014: Antigua and Barbuda, National Counterdrug Intelligence Seminar in collaboration with the French Customs 2014: Trinidad and Tobago, Counterdrug Operational

		Intelligence Analysis Regional Seminar (ANAOPS) in partnership with the French Inter-ministerial Center for Anti-drug Training (CIFAD)
<b>Output 2: Control of chemicals used in the production of illicit drugs</b>	Seminar final evaluations Lists of participants Agendas	2013: Barbados Julio 2013: Grenada Enero 2013: Jamaica Marzo 2014: Jamaica Marzo 2015: Colombia Agosto 2015: T&T Septiembre 2017: Colombia Junio
	E-reports Agenda	2013: Colombia Octubre 2015: Colombia Agosto
	Final reports Participants List Products	2013: Guía de elementos básicos a considerar para la implementación de mecanismos que permitan a las autoridades evaluar la estimación de requerimientos de sustancias fiscalizadas 2013: Guía de buenas prácticas para prevenir maniobras relacionadas con la falsificación de precursores químicos 2013: Guía para el rastreo de estupefacientes y sustancias psicotrópicas 2013: Boletín informativo sobre nuevas sustancias psicoactivas (NSP) 2014: Sistema administrativo modelo para el control de sustancias químicas. 2014: Desecho de fármacos sujetos a control: parches transdérmicos de fentanilo. 2014: Sugerencias para el establecimiento de puertos designados para la entrada de sustancias químicas y productos farmacéuticos.
<b>Output 3: Control of narcotrafficking across international borders</b>	Final reports Lists of Participants	2013: Barbados, Regional Jetway Train the Trainer Seminar on Investigative and Operational Counterdrug Techniques in collaboration with Royal Canadian Mounted Police (RCMP) 2014: Costa Rica, Jetway Train the Trainer Seminar on Investigative and Operational Counterdrug Techniques in collaboration with Royal Canadian Mounted Police (RCMP) 2014: Bahamas, National Jetway Train the Trainer

		Seminar on Investigative and Operational Counterdrug Techniques in collaboration with Royal Canadian Mounted Police (RCMP) 2014: Trinidad and Tobago, Seminar on the Maritime Interdiction Operations (MIO) Programme: Selection and Search of Recreational Crafts in partnership with the French Inter-ministerial Center for Anti-drug Training (CIFAD) 2017: Colombia, CIMCON - (Juridico operacional) 2018: Colombia, CIMCON - (Juridico operacional)
	Final reports	2013: Guía de mejores prácticas para prevenir las infiltraciones criminales y la corrupción en las instalaciones portuarias 2014: Guide to Best Practices for the Establishment and Integration of Risk Assessment Groups (RAG) and Cargo Control in Ports 2014: Guide for Law Enforcement Officials to Help Ensure Successful Prosecutions of Maritime Law Enforcement Cases (United States) Formerly referred to as "Guide for Judicial Support"
<b>Output 4: Role of the private sector in drug control</b>	Agenda E-report	2013: Congreso internacional BASC-Rep Dominicana 2015: Barbados, Regional seminar on Cargo/Port Security 2015: OEA - Colombia 2015: OEA – Mexico
<b>Output 5: Control of synthetic drugs</b>	Final Reports Participants List	2013: Guatemala Julio 2015: Barbados Septiembre 2018: St. Kitts Abril 2018: Colombia Agosto
<b>Output 6: Counterdrug law enforcement</b>	Post-evaluations	2013: Saint Lucia, Regional Training Seminar on the Investigation of Internet Sales of Drugs 2013: St Kitts and Nevis Septiembre 2015: Costa Rica, National Seminar on the investigation of Internet sales of drugs 2015: Barbados, Investigation of Internet Sales

SMS 1322 Project Document

SMS 1322 Budget

### Additional OAS Documents

Organization of American States. CICAD (2016). "Hemispheric Plan of Action on Drugs, 2016-2020". [http://www.cicad.oas.org/mem/Activities/PoA/PoA-Version\\_Final-ENG.pdf](http://www.cicad.oas.org/mem/Activities/PoA/PoA-Version_Final-ENG.pdf)

Statute of the Inter-American Drug Abuse Control Commission (CICAD), Chapter VII, Article 19. ([http://www.cicad.oas.org/Main/Template.asp?File=/main/aboutcicad/basicdocuments/estatuto\\_eng.asp](http://www.cicad.oas.org/Main/Template.asp?File=/main/aboutcicad/basicdocuments/estatuto_eng.asp))

Supply Reduction Unit (CICAD/SRU) webpage

[http://www.cicad.oas.org/Main/Template.asp?File=/reduccion\\_oferta/default\\_eng.asp](http://www.cicad.oas.org/Main/Template.asp?File=/reduccion_oferta/default_eng.asp)

Organization of American States. General Secretariat (2018). "Gender, Rights and Diversity in the General Secretariat of the OAS". OAS Official Records (p. 16). <http://www.oas.org/en/cim/docs/GPAP-EN.pdf>

Memorandum SMS/CICAD-22/20 dated 14 February 2020, "Proyectos de la SE-CICAD dedicados a la capacitación policial en inteligencia antidrogas". [Implementation to be confirmed during internal interviews.]



**Additional documentation/literature**

Donald L. Kirkpatrick and J.D. Kirkpatrick (2006). Evaluating Training Programs (4th Edition). San Francisco: Berrett-Koehler Publishers, Inc.

Global Affairs Canada; Results-based Management Policy Statement 2008

([https://www.international.gc.ca/world-monde/funding-financement/policy\\_statement\\_2008-enonce\\_principe\\_2008.aspx?lang=eng#a2](https://www.international.gc.ca/world-monde/funding-financement/policy_statement_2008-enonce_principe_2008.aspx?lang=eng#a2))

OECD DAC Revised evaluation criteria

<https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

## Appendix IV: Surveys Raw Data

The raw data for both Spanish and English versions of the survey are provided in two separate Excel documents.