



FINAL INDEPENDENT PROJECT EVALUATION

Safety Governance Approach in Urban Environments for Safe, Inclusive and Resilient Communities

1819AY

May 2022



This independent evaluation report was prepared by an evaluation team consisting of Raul Guerrero, Team Leader and Aida Alymbaeva, Team Member. The Independent Evaluation Section (IES) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects.

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

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

Disclaimer

Independent In-Depth Evaluations are managed by IES and conducted by external independent evaluators. It is the responsibility of IES to respond to the commitment of the United Nations Evaluation Group (UNEG) in professionalizing the evaluation function and promoting a culture of evaluation within UNODC for the purposes of accountability and continuous learning and improvement.

The views expressed in this independent evaluation report are those of the evaluation team. They do not represent those of UNODC or of any of the institutions or Member States referred to in the report. All errors and omissions remain the responsibility of the evaluation team.

© United Nations, May 2022. All rights reserved worldwide.

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

This publication has not been formally edited.

Photo cover page: CBO Leaders at the Project Community Report Launch, Nairobi, Kenya. At the bottom: Project Report Launch Event, Tashkent, Uzbekistan

CONTENTS

CONTENTS.....	iii
ABBREVIATIONS AND ACRONYMS	iv
MANAGEMENT RESPONSE	v
EXECUTIVE SUMMARY	viii
SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS.....	xiii
I. INTRODUCTION.....	1
Background and context.....	1
Evaluation methodology.....	3
Limitations to the evaluation	6
II. EVALUATION FINDINGS.....	8
Relevance.....	8
Efficiency.....	11
Coherence.....	13
Effectiveness	15
Impact	19
Sustainability	20
Human Rights, Gender Equality and leaving no one behind.....	22
III. CONCLUSIONS.....	24
IV. RECOMMENDATIONS	26
V. LESSONS LEARNED AND BEST PRACTICES	30
Lessons Learned.....	30
Best practices.....	30
ANNEX I: TERMS OF REFERENCE.....	32
ANNEX II : EVALUATION TOOLS : QUESTIONNAIRES AND INTERVIEW GUIDES	40
Online survey questionnaire	40
Semi-structured interview guides/questionnaires	47
ANNEX III: DESK REVIEW LIST.....	53
ANNEX IV: STAKEHOLDERS CONTACTED DURING THE EVALUATION.....	55
ANNEX V: REVIEW OF ACTIVITIES	56
ANNEX VI: LOGICAL FRAMEWORK.....	58
ANNEX VII: EVALUATION MATRIX.....	61

ABBREVIATIONS AND ACRONYMS

Abbreviation or Acronym	Full name	Abbreviation or Acronym	Full name
CoE	Centre of Excellence in Information on Government, Crime, Victimization and Justice	UNDAF	United Nations Development Assistance Framework
CBO	Community based organizations	UN-Habitat	United Nations Human Settlements Program
CSO	Civil Society Organization	UNODC	United Nations Office on Drugs and Crime
EA	Expected accomplishment	UN WOMEN	United National Women
GPO	General Prosecutor's Office		
KII	<i>Key Informant Interview</i>	USG	Urban Safety Governance
LGBT	<i>Lesbian, gay, bisexual, and transgender.</i>	USGA	Urban Safety Governance Approach
LNOB	Leaving no one behind	USGAS	Urban Safety Governance Assessment
OHCHR	Office of the High Commissioner for Human Rights		
PSUP	Participatory Slum Upgrading Program		
PWD	Persons with disabilities		
SDG	Sustainable Development Goal		
TOR	Terms of Reference		
UN	United Nations		
UNDA	United Nations Development Account		

MANAGEMENT RESPONSE

Recommendations ¹	Management Response ²
<p>1. Policy Recommendations Implementation and Monitoring: Provide support to the governments in three pilot countries to implement and monitor the USGAS policy recommendations. Additional resources should be mobilized for project continuation and/or engage other UNODC thematic sections and UN partners to address the USGAS recommendations.</p> <p><i>(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ; UNODC Country Offices in Kenya, Mexico and Uzbekistan – Timeframe: by the end of 2022)</i></p>	Accepted
<p>2. E-learning: Ensure that the e-learning module provides a vehicle for interested parties to carry out the USGA and increase their overall capacity in urban safety assessment. UNODC should finalize and roll out the e-learning module ensuring that it becomes an interactive tool encompassing a broader set of issue areas related to urban security and governance, but not only the USGA tools.</p> <p><i>(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ, UNODC Country Offices in Kenya, Mexico and Uzbekistan – Timeframe: by the end of June 2022)</i></p>	Accepted
<p>3. Knowledge Management: Gather evidence from the three pilots and other experiences (e.g. Barbados, Brazil, etc.) to increase understanding on what skills are needed to use the USGA tools in different contexts and through a situation analysis that identifies the main issues.</p> <p><i>(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ; UNODC Country Offices in Kenya, Mexico and Uzbekistan – Timeframe: by the end of 2022)</i></p>	Accepted
<p>4. Project Design and Theory of Change: Include implementation and monitoring of policy recommendations as an integral and central part of its next projects in this area. It is important to fully consider the causality for influencing policy through long-term mechanisms as well as the three dimensions of capacity development.</p> <p><i>(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ – Timeframe: during future design phases)</i></p>	Accepted

¹ This is just a short synopsis of the recommendation, please refer to the respective chapter in the main body of the report for the full recommendation.

² Accepted/partially accepted or rejected for each recommendation. For any recommendation that is partially accepted or rejected, a short justification is to be added.

Recommendations ¹	Management Response ²
<p>5. Feasibility and Accountability: Realistically estimate the allotment to cover the technical and administrative support required by UNDA projects. This includes monitoring and collecting information from beneficiaries, allocating enough time for local teams and consultants, ensuring close coordination with other international organizations.</p> <p><i>(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ – Timeframe: during future design phases)</i></p>	<p>Partially Accepted.</p> <p>This recommendation combines the need to allocate additional funds to cover technical and administrative support (agreed) and fieldwork taking place in the three pilot locations. This setback was directly tied to Covid and largely out of the control of project managers. Donor was informed of progress & setbacks along the way.</p>
<p>6. Exit Strategy: Envisage an exit strategy at project outset to maximize sustainability, including targeted activities to strengthen institutionalization through engagement with key stakeholders (national and local government, CSOs and others), including inter-institutional participation and commitment to track implementation and results.</p> <p><i>(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ – Timeframe: during future design phases)</i></p>	<p>Accepted</p>
<p>7. Capacity Development: Boost the capacity development activities for government counterparts in pilot countries so that they gain enough skills to scale up the USGA on their own. It is necessary to thoroughly assess the capacities and related needs of the beneficiaries.</p> <p><i>(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ, UNODC Country Offices in Kenya, Mexico and Uzbekistan – Timeframe: during future design phases)</i></p>	<p>Accepted</p>
<p>8. Human Rights, Gender Equality and Leaving No One Behind: Incorporate gender-responsive outputs and gender-disaggregated indicators in design and reporting of its future projects.</p> <p><i>(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ – Timeframe: during future design phases)</i></p>	<p>Accepted</p>

INTRODUCTION

UNODC developed a holistic approach known as the Urban Safety Governance Approach (USGA) to better understand an ecosystem of local safety and security risks as well as resilience factors as well as to assist governments to develop and monitor evidence-based policies concerning security, safety and governance issues.

PROJECT DESCRIPTION AND OBJECTIVES

The project piloted the USGA approach in three cities in Kenya (Mathare in Nairobi), Mexico (Iztapalapa in Mexico City) and Uzbekistan (Chilanzar in Tashkent). Its main objective was to better equip local authorities to identify, prevent and respond to risks (i.e. crime, corruption, organized crime, violent extremism, drug related health) and measure progress toward achieving resilience and good governance.

Financed by the United Nations Development Account (UNDA) with a total budget of USD 549,341, it was implemented from 12/2018 until 02/2022. It provided technical assistance to strengthen institutional capacities of local governments to produce better data to support evidence-based policies, develop policy recommendations and adopt monitoring schemes to measure progress in policy recommendations.

The project strongly focused on the first stage of the USGA (data collection and analysis, i.e. the project expected accomplishment 1, EA) with a total of six activities planned under this component. The second and third stages were also targeted to a certain extent with only three activities envisaged to discuss possible policy and monitoring options, including one training, one roundtable and one workshop for each city (EA2). This was in part due to the project pilot nature implemented in the framework of a larger global initiative that was supposed to tackle all four major outcomes. Moreover, there were setbacks in reaching EA2 due to COVID-19 that also delayed the accomplishment of the EA1.

PURPOSE, SCOPE AND METHODOLOGY OF EVALUATION

The main objective of the final evaluation was to identify key lessons from project implementation to inform the design and management of the UNODC's future projects in this area. The evaluation also aimed at measuring the project results (in terms of delivered objectives, outcomes and output) and determining gaps and areas for improvement to be applicable for similar projects. Three main types of data collection tools were used, namely a desk review, remote semi-structured interviews with key informants (individual or in group) and an anonymous survey of direct beneficiaries (i.e. participants in the activities).

MAIN FINDINGS

The evaluation found the project relevant for municipal and national governments, CSOs and vulnerable groups in the three pilot countries.

The project was aligned with global instruments and strategies such the SDGs, New Urban Agenda, Doha Declaration, the UN Convention against Transnational Organized Crime, and the UN Convention against Corruption.

The project implemented activities in a timely and efficient manner by adding a pilot in a third country. Despite some delays, quality outputs were delivered (or will be delivered soon).

Stakeholders acknowledged the added value of the scientific innovative approach proposed by the project. It considered different groups when gathering information but, the participation in some events seemed limited.

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

The project was able to adapt to the context of each individual pilot city as well as the COVID-19 pandemic. Resources were efficiently re-allocated, and the substantive focus of the assessment was modified to better address changing needs.

The project contributed to strengthen partnership between the UNODC field offices and government stakeholders either at municipal or national level in three pilot countries. It also promoted partnerships with and among local CSOs.

An inter-divisional consultation and interaction was ensured internally within UNODC during project design and implementation. Yet, extended partnerships with UNODC thematic branches remains contingent on resource mobilization.

Externally, the project contributed to the One UN framework by involving a number of UN agencies into the design and inviting them for joint responses. Yet, a partnership was operationalized only in Kenya with UN-Habitat.

The project focused on the first stage of the USGA (data collection and analysis). Although the second and third stages were also targeted to a certain extent (policy formulation and monitoring), the planned activities were not implemented due to the COVID-19 restrictions and time limitations.

The project only achieved its first indicator but the Logical Framework neither reflected well the theory of change underpinning the project nor it was modified to be useful as an effective management tool. Feasibility of project interventions needs to be estimated well by assessing the time and resources needed at each project stage in view of UNODC's existing capacities.

Despite the important limitations, the evaluation found evidence of the contribution of the project to help local authorities to identify evidence-based priority areas of security concern and to serve as the basis to formulate policies, including crime prevention strategies.

The project did not develop integrated action plans to address the USGAs recommendations. Although the main responsibility for promoting policy changes lies within governments and entail longer periods that go beyond the implementation timeframe and capacities of the project, the UN can provide guidance and assistance through the process.

Nevertheless, the project to have contributed to promote concrete follow-up actions to address issues related to drugs, corruption and crime in some of the pilot cities.

Government counterparts had a stake in project. Yet, their role in project implementation was rather limited as the research component – the project's core – was largely led by external researchers. Government stakeholders were engaged in the data collection to some extent and coordination of the research processes, but external consultants led the research (data collection, data analysis and report writing).

The ownership of the project by governments as well as their capacity to scale up the USGA results were limited. This was partly explained by the reduced number of capacity development activities due to the COVID-19 pandemic (many of them are intended to be covered through the eLearning module).

The evaluation found evidence that the government counterparts in three pilot countries needed continued UNODC assistance to replicate the USGA in new districts.

New pilot cities/countries need to have access to the e-learning resources to enhance their capacity and conduct the USGAS.

The project did not develop a clear exit strategy, and UNODC continued efforts are needed to support the project results.

The project design and implementation aligned with the principles of human rights, gender equality, and leaving no one behind. Research tools and assessment reports significantly addressed these aspects in the three pilot cities. Disability inclusion was also considered in the USGA processes in pilot countries.

Nevertheless, neither the project design nor its reporting incorporated gender-responsive and disaggregated indicators.

MAIN CONCLUSIONS

The project was fully relevant to the identified priorities and needs in the three pilot countries. It delivered a series of tools needed by local governments to strengthen aspects of safety and security governance. As a result, it was aligned with global instruments and strategies. Despite the prominent space dedicated to women in the USGA report and policy recommendations, the project did not benefit from gender-responsive indicators.

Most stakeholders acknowledged the added value of the scientific innovative approach proposed by the project. It was particularly valued for the holistic and inclusive approach where different groups were considered. The participation in some events seemed limited and channels for inter-institutional and regional (inter-municipal) or national dialogue were not sufficiently explored.

The project was flexible and able to adapt to emerging needs and priorities such as the COVID-19 pandemic. Resources were efficiently re-allocated, and the substantive focus of the assessment was modified to better address changing needs. This allowed to add a pilot in a third country or to replace the in-person trainings with an e-learning module. Although key quality outputs were delivered, others were delayed jeopardizing the achievement of important objectives of the project.

It contributed to strengthen UNODC partnerships with government stakeholders either at municipal or national level as well as with and among local CSOs and academic in the three pilot countries. An inter-divisional consultation and interaction was ensured within UNODC. Yet, extended partnerships with UNODC thematic branches remains contingent on resource mobilization. The project involved a number of UN agencies, but a partnership was only operationalized with UN-Habitat in Kenya.

Some of the planned activities were not implemented and the project lacked enough instruments to ensure effective formulation and monitoring of policies to tackle vulnerabilities identified in the USGAS. The Logical Framework neither reflected well the underlying causality chain nor was it modified to be useful as an effective management tool. As a result, the activities were seen as ad-hoc efforts, the project's internal coherence was jeopardized, and its effects were limited.

Although the project only achieved its first indicator, the evaluation found evidence of its contribution to help local authorities to identify evidence-based priority areas of security concern that serve as the basis to formulate policies, including crime prevention strategies. The duration of the project was limited by the UNDA tranche and time was an important limitation to achieve the planned objectives (together with constraints related to the pandemic and the lack of synergies with the global programme that did not take off as expected).

Although the project did not develop integrated action plans to address the USGAS recommendations, it seemed to have contributed to promote concrete follow-up actions to address issues related to drugs, corruption and crime in some of the pilot cities. It should be recognized that policy changes entail longer periods that go beyond the implementation timeframe and capacities of the project, but a clear exit strategy was not developed.

UNODC continued efforts would be needed to support the project results in the pilot cities, let alone achieving transformative and enduring effects on systems, norms and people's well-being. Although UNDA's promotes the adoption of pilot approaches that test new ideas, the financed projects should also aim at achieving development impact.

Although it was too early to draw conclusions about the project's sustainability, it was confirmed that it contributed to generate interest and some steps forward were being considered in response to the policy recommendations in the three countries. To implement these recommendations, the local governments in the targeted countries expected the UNODC to mobilize funding.

Although government counterparts had a stake in the project, their ownership of the results was rather limited. Governments were engaged in data collection and coordination of the research processes, but external consultants largely led the research (data collection, data analysis and report writing). The reduced number of capacity development activities did not enable governments to scale up the USGA results. Despite

the project's efforts, the evaluation found evidence that UNODC continued assistance was needed to replicate the approach in new districts and broadly disseminate the results to increase political support and strengthen beneficiaries' appropriation.

MAIN RECOMMENDATIONS

The evaluation proposed eight recommendations (see section IV), including among others that UNODC:

1. **Policy Recommendations Implementation and Monitoring:** Targets the implementation and monitoring of policy recommendations set by the assessment reports.
2. **E-learning:** Finalizes and rolls out the e-learning module ensuring that it provides a vehicle for interested parties to carry out the USGA and increase its overall capacity in urban safety assessment.
3. **Knowledge Management:** Gathers evidence from the three pilots and other experiences to increase understanding on what skills are needed to use the tool through a situation analysis that identifies the main issues.
4. **Project Design and Theory of Change:** Includes implementation and monitoring of policy recommendations as an integral and central part of its next projects in this area (e.g. strengthening government capacity to perform its role as policy implementer).
5. **Feasibility and Accountability:** Realistically estimate the allotment to cover the technical and administrative support required by UNDA projects.
6. **Exit Strategy:** Envisages an exit strategy at project outset to maximize sustainability, including targeted activities such as wrap-up sessions to tie-in all the themes addressed and agree on specific commitments for the future.
7. **Capacity Development:** Boosts the capacity development activities for government counterparts in pilot countries so that they gain enough skills to scale up the USGA on their own.
8. **Human Rights, Gender Equality and Leaving No One Behind:** Incorporates gender-disaggregated indicators in design and reporting of its future projects.

MAIN LESSONS LEARNED AND BEST PRACTICE

LESSONS LEARNED:

UNODC brought about significant efficiency gains by catalyzing dialogue, facilitating access to cutting-edge knowledge and attracting additional contributions into the projects (in-kind or others).

Ideally, a time horizon to pilot the USG approach in each country would be from three to four years. In this project, two years devoted to each country were insufficient to broadly cover the second project outcome of development and monitoring of evidence-based policies. Although the project timeline was affected by COVID-19 that delayed the launch of many project activities (e.g., research), a two-year time period seemed limited for sound data collection, data analysis, report writing, assistance in formulation of policies and monitoring of policy implementation processes.

By working directly with local government agencies, the project allowed targeting important actors in the policy response to local crime. On other hand, organized crime, illicit trafficking, economic fraud, corruption, and extremism call for interaction with national governments.

The project allowed to thoroughly look at local (grassroot) risk and resilience factors by focusing on one district/municipality/county (pilot nature). On the other hand, policy implications would be far-reaching by targeting an entire city.

Two trainings envisaged under this project, which did not take place due to the COVID-19 and converted to the e-Learning tool, are seemingly insufficient to enhance the capacity of government stakeholders in the three pilot cities/countries. The availability of the e-learning tool itself does not guarantee its wide use by government actors. Therefore, it should be facilitated by UNODC.

BEST PRACTICES:

The project engaged a diverse range of stakeholders (e.g., in the USGA processes) to identify safety and security needs in three pilot locations.

The report validation and report launch events served as an effective mechanism to build communication and dialogue between governments and CSOs representing interests of marginalized groups in pilot cities.

The project strategy of involving CSOs in the research processes was instrumental in addressing human rights issues and responding to the needs of vulnerable groups. CSOs helped to have access to the vulnerable groups (e.g., LGBTQ+ groups or sexual workers) in order to identify their safety and security needs and reflect them in the USGAS.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings	Evidence	Recommendations
<p>1. The project did not develop integrated action plans to address the USGAS recommendations. UNODC continued efforts were needed to support the project results, let alone achieving transformative and enduring effects on systems, norms and people’s well-being.</p> <p>Extended partnerships with UNODC thematic branches remain contingent on resource mobilization. Externally, a partnership was operationalized with UN-Habitat.</p>	<p>Desk review</p> <p>Interviews with UNODC HQ and field staff, representatives of national and local governments, research team members and representatives from different partner organizations (civil society, private sector, UN, etc.)</p>	<p>1. Policy Recommendations Implementation and Monitoring: Provide support to the governments in three pilot countries to implement and monitor the USGAS policy recommendations. Additional resources should be mobilized for project continuation and/or engage other UNODC thematic sections and UN partners to address the USGAS recommendations.</p> <p><i>(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ; UNODC Country Offices in Kenya, Mexico and Uzbekistan – Timeframe: by the end of 2022)</i></p>
<p>2. The governments ownership of the project as well as their capacity to scale up the USGA results were limited. This was partly explained by the reduced number of capacity development activities (in-person activities were even more limited due to the COVID-19 pandemic). New pilot cities/countries need to have access to the e-learning resources to enhance their capacity and conduct the USGA.</p>	<p>Desk review</p> <p>Interviews with UNODC HQ and field staff, representatives of national and local governments, research team members and representatives from different partner organizations (civil society, private sector, UN, etc.)</p> <p>Survey of participants in the events (subset)</p>	<p>2. E-learning: Ensure that the e-learning module provides a vehicle for interested parties to carry out the USGA and increase their overall capacity in urban safety assessment. UNODC should finalize and roll out the e-learning module ensuring that it becomes an interactive tool encompassing a broader set of issue areas related to urban security and governance, but not only the USGA tools.</p> <p><i>(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ, UNODC Country Offices in Kenya, Mexico and Uzbekistan – Timeframe: by the end of June 2022)</i></p>

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

Findings	Evidence	Recommendations
<p>3. The project delivered quality outputs but with some delays. Stakeholders acknowledged the added value of the scientific innovative approach proposed by the project. UNODC needs to increase understanding on what skills are needed to use the USGA tools (e.g., in different types of contexts).</p>	<p>Desk review</p> <p>Interviews with UNODC HQ and field staff, representatives of national and local governments, research team members and representatives from different partner organizations (civil society, private sector, UN, etc.)</p> <p>Survey of participants in the events (subset)</p>	<p>3. Knowledge Management: Gather evidence from the three pilots and other experiences (e.g., Barbados, Brazil, etc.) to increase understanding on what skills are needed to use the USGA tools in different contexts and through a situation analysis that identifies the main issues.</p> <p><i>(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ; UNODC Country Offices in Kenya, Mexico and Uzbekistan – Timeframe: by the end of 2022)</i></p>
<p>4. The project only achieved its first indicator. The Logical Framework did not fully reflect the logic and causality underpinning the project.</p> <p>Despite the important limitations, the project contributed to help local authorities to identify evidence-based priority areas of security concern and to serve as the basis to formulate policies, including crime prevention strategies.</p>	<p>Desk review</p> <p>Interviews with UNODC HQ and field staff, representatives of national and local governments, research team members and representatives from different partner organizations (civil society, private sector, UN, etc.)</p> <p>Survey of participants in the events (subset)</p>	<p>4. Project Design and Theory of Change: Include implementation and monitoring of policy recommendations as an integral and central part of its next projects in this area. It is important to fully consider the causality for influencing policy through long-term mechanisms as well as the three dimensions of capacity development.</p> <p><i>(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ – Timeframe: during future design phases)</i></p>
<p>5. Feasibility of project interventions needs to be realistically estimated by assessing the time and resources needed at each project stage in view of UNODC’s existing capacities.</p>	<p>Desk review</p> <p>Interviews with UNODC HQ and field staff, representatives of national and local governments, research team members and representatives from different partner organizations (civil society, private sector, UN, etc.)</p> <p>Survey of participants in the events (subset)</p>	<p>5. Feasibility and Accountability: Realistically estimate the allotment to cover the technical and administrative support required by UNDA projects. This includes monitoring and collecting information from beneficiaries, allocating enough time for local teams and consultants, ensuring close coordination with other international organizations.</p> <p><i>(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ – Timeframe: during future design phases)</i></p>

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

Findings	Evidence	Recommendations
6. The project did not develop a clear exit strategy. The project contributed to strengthen partnerships between the UNODC field offices and different stakeholders in the three pilot countries (municipal and national governments, local CSOs, etc.)	<p>Desk review</p> <p>Interviews with UNODC HQ and field staff, representatives of national and local governments, research team members and representatives from different partner organizations (civil society, private sector, UN, etc.)</p> <p>Survey of participants in the events (subset)</p>	<p>6. Exit Strategy: Envisage an exit strategy at project outset to maximize sustainability, including targeted activities to strengthen institutionalization through engagement with key stakeholders (national and local government, CSOs and others), including inter-institutional participation and commitment to track implementation and results.</p> <p><i>(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ – Timeframe: during future design phases)</i></p>
7. Government counterparts had a stake in project. Yet, their role in project implementation was rather limited as the research component – the project’s core – was largely led by external researchers (data collection, data analysis and report writing). As a result, their ownership of the project and their capacity to scale up the USGA results were limited. This was partly explained by the reduced number of capacity development activities.	<p>Desk review</p> <p>Interviews with UNODC HQ and field staff, representatives of national and local governments, research team members and representatives from different partner organizations (civil society, private sector, UN, etc.)</p> <p>Survey of participants in the events (subset)</p>	<p>7. Capacity Development: Boost the capacity development activities for government counterparts in pilot countries so that they gain enough skills to scale up the USGA on their own. It is necessary to thoroughly assess the capacities and related needs of the beneficiaries.</p> <p><i>(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ, UNODC Country Offices in Kenya, Mexico and Uzbekistan– Timeframe: during future design phases)</i></p>
8. Neither the project design nor its reporting incorporated gender-disaggregated indicators.	<p>Desk review</p> <p>Interviews with UNODC HQ and field staff, representatives of national and local governments, research team members and representatives from different partner organizations (civil society, private sector, UN, etc.)</p>	<p>8. Human Rights, Gender Equality and Leaving No One Behind: Incorporate gender-responsive outputs and gender-disaggregated indicators in design and reporting of its future projects.</p> <p><i>(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ – Timeframe: during future design phases)</i></p>

BACKGROUND AND CONTEXT

OVERALL CONCEPT AND DESIGN

There has been a constant growth of urban population with 55 percent of the world's population currently living in cities, a figure that is projected to increase to nearly 70 percent by 2050.³ As urbanization poses considerable security challenges for a large number of countries worldwide (e.g. homicide rates are higher in many urban areas),⁴ providing access to safe and resilient urban areas has become a top development priority reflected in national and global strategies such as the 2030 Agenda for Sustainable Development and its 17 Sustainable Development Goals (SDG). SDG 11 explicitly highlights the need to promote safe, inclusive and resilient cities.

As a response, UNDOC developed the Urban Safety Governance Approach (USGA) to contribute to the achievement of a safer and more resilient city environments. By launching the project "Safety Governance Approach in Urban Environments for Safe, Inclusive and Resilient Communities" (hereafter referred to as the project), UNODC planned to pilot this a strategic approach encompassing not only the UNODC's mandate areas, but also issues of governance.

Many city administrations lack accurate data on the overall crime trends; reasons of violence; interaction of local risk factors with national, regional and global crime trends; underlying reasons of urban crime; perceptions of inhabitants towards their engagement in criminal groups; etc. Lack of capacities of local governments to both collect and analyse data and develop policies addressing urban insecurity is one of the major bottlenecks to develop evidence-based policies and programs to tackle the drivers of crime. In general, these policies can be described as response-focused, i.e. local authorities take actions after the occurrence of a situation, rather than planning to prevent the emergence of safety threats. Hence, city administrations fail to adopt holistic and integrated policies covering the multifaceted nature of urban safety and governance challenges. USGA was designed to help local governments to produce better data to support evidence-based policymaking.

USGA built on the previous experience of UNODC with traditional safety audits that were meant to examine the levels of crime and victimization as well as to identify their linkages with socioeconomic factors. These safety audits were launched by UNODC in Colombia, Mexico and Kyrgyzstan within 2013-2016. After being piloted in one city, safety audits were normally rolled out to other cities. For example, based on the experience of Medellin (Colombia), security audits were conducted in 33 Colombian municipalities.

By piloting USGA, the project intended to broaden and deepen the traditional safety audit model to include other areas of the UNODC mandate spectrum such as those related to corruption, transnational organized crime, preventing terrorism, and health-centred drug use prevention, treatment and care. Moreover, as USGA is based on the premise that insecurity in many cities lies at the intersection between external (national, regional or global) flows and their interface with local urban dynamics, USGAs are expected to produce an in-depth understanding of how localized risk factors of crime interact with external illicit flows to create different forms of "criminal governance".

USGA was designed to guide policy makers to better understand how to address the intersection of global threats and local dynamics, including identification of levers that could promote change. The framework is

³ 2018 Revision of World Urbanization Prospects, UN Department of Economic and Social Affairs. Available at: <https://population.un.org/wup/>

⁴ World crime trends and emerging issues and responses in the field of crime prevention and criminal justice, Commission on Crime Prevention and Criminal Justice, UN Economic and Social Council, 29 March 2016. Available at: <https://undocs.org/pdf?symbol=en/E/CN.15/2016/10>

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

implemented through a four-stage process. The USGA is regarded as the first stage of this process. Development of strategies and policy recommendations to be included in local public policies represent the second stage. The third stage is the implementation of the strategies and policies (government role). The last step involves monitoring and evaluation to track progress of policy execution (making sure that the recommendations from the assessment were taken into account and are making a difference in the governance, safety and ultimately the well-being of the communities).

USGA is also centred on the principle of leaving no one behind as upholding human rights and gender equality are important for enhancing safety in cities. Thus, USGA gives a central place to human rights considerations as well as gender aspects with view to promote inclusive access to a safe environment for all groups of the urban population, and especially, vulnerable and marginalized communities (e.g, persons with disabilities (PWD), women and girls). In particular, the USGA is set up to reflect the needs of these groups in the policy analysis as well as security policies and address them in policy implementation.

In this framework, the main objective of the project was to better equip local authorities to identify, prevent and respond to risks (i.e. crime, corruption, organized crime, violent extremism, drug related health) and measure progress toward achieving resilience and good governance. After consultations with national governments, three neighbourhoods, districts or counties were selected for piloting under the project, namely, Iztapalapa municipality in Mexico City (Mexico), Mathare sub-country in Nairobi (Kenya) and Chilanzar District in Tashkent (Uzbekistan). The project was financed by the United Nations Development Account (UNDA) with a total budget of USD 549,341 and it was implemented from December 2018 until February 2022.

To reach its main objective, the project provided technical assistance to strengthen institutional capacities of local governments to produce better data to support evidence-based policies, develop policy recommendations and adopt monitoring scheme to measure progress in policy recommendations. In particular, the project (including two revisions) was expected to reach two accomplishments each having two indicators:

Table 1. Project logic

Objective
Local authorities, in association with national counterparts, are better equipped to identify, prevent and respond to crime, corruption, organized crime, violent extremism, drug related health risks, and measure progress toward achieving resilience and good governance.
Expected accomplishments
(1) Enhanced capacities of relevant stakeholders ⁵ in three pilot cities to collect, analyze and utilize multiple sources of data to enable evidence-based policy making aimed at fostering safety, good governance and inclusion
(2) Pilot cities have enhanced capacity to develop and monitor evidence-based policies and programs to prevent and respond to crime, corruption, organized crime, and violent extremism and measure progress achieved towards safety and security; health-centered drug demand reduction; and transparent institutions and governance

PURPOSE AND SCOPE

In line with the terms of reference (TOR), the final evaluation (i) measured the project results in terms of delivered objectives, outcomes and output and (ii) identified gaps and areas for improvement applicable to similar projects (see Annex I). The evaluation covered the entire project duration from its inception in November 2018 until the end in December 2021 and assessed all the activities implemented in the three

⁵ Relevant stakeholders include national government departments, local administrations, CSOs and private enterprises.

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

targeted cities (Mexico City, Nairobi and Tashkent) as well as the coordination activities (UNODC Office in Vienna).

Figure 1. Project target locations



As USGA is regarded as a new initiative of UNDOC and in line with the pilot-based nature of the project, the evaluation had a utilization-focused approach and its primary objective was to identify key lessons from implementation to inform the design and management of UNODC's future projects in this area. The main users of the evaluations included:

9. UNODC program managers in HQs, regional and country offices involved in crime prevention programs in urban areas, including programs addressing transnational organized crime, corruption, terrorism prevention, and health-centered drug use prevention and treatment
10. UNDA (project donor)
11. Local government authorities and city administration officials in the three target cities (including both municipality offices and security sector agencies)
12. Other city municipalities considering using USGA in their planning processes
13. Civil Society Organizations (CSO) and research centers working to improve the safety of urban residents (human rights, education, health, environment, urban planning, etc.)
14. UNODC partner organizations engaged in improving access to safe public services for urban population such as UN-Habitat, UNEP, UN Women, UNICEF, UNFPA, UNESCO, and United Cities and Local Governments (UCLG).

THE COMPOSITION OF THE EVALUATION TEAM

The evaluation was conducted by a two-expert team consisting of a male Team Leader/Evaluation Expert and a female Team Member/Substantive Expert, the former with experience in project/program evaluation (including 20 evaluations with the UN Secretariat and 13 of UNDA-financed projects) and the latter with experience in both evaluation and the security sector. Both experts had extensive experience conducting evaluations at international level (e.g. ECLAC, UNECE, UNCTAD, OIOS, UNDESA, UNEP, FAO, UNDP, UNIDO, UNODC, IOM, UNICEF, EC, EIB, USAID, SDC, GIZ, The Netherlands' Ministry of Foreign Affairs, etc.).

EVALUATION METHODOLOGY

The evaluation was retrospective and summative in nature and structured around eight evaluation criteria as per the TOR (i.e., relevance; coherence; efficiency; effectiveness; impact; sustainability; human rights, gender equality, and leaving no one behind; and lessons learned). The analysis of each criterion was guided by a set of evaluation questions that intend to explain "the extent to which", "why", and "how" specific outcomes

were attained.⁶ Both anticipated and unanticipated key results were considered and particular attention was paid to identify implementation challenges and risks to achieve the expected objectives and sustainability.

APPROACH

The evaluation was conducted in line with the norms, standards and ethical principles of the United Nations Evaluation Group (UNEG)⁷ as well UNODC evaluation guidance.⁸ The values and principles of human rights, gender equality and disability inclusion were integrated into all the evaluation stages and the evaluators ensured that these values were respected, addressed and promoted in all activities, underpinning the principle of no-one left behind.

The evaluation findings and judgements were based on sound evidence and analysis. Information was triangulated as far as possible and analysis leading to evaluative judgements is clearly spelled out in this report. The rigorous approach to respond to the evaluation questions was summarized in a matrix that outlined the evaluation criteria, questions, indicators, data collection methods and sources of information. The matrix was a suitable framework for analysis and an overarching tool to guide the whole assessment, including elaborating data collection tools (see Annex II). The approach was:

- inclusive and transparent keeping key stakeholders informed and consulted throughout the process;
- results-focused using both quantitative and qualitative (mixed) methods to determine the achievements against the expected results (outputs, outcomes and impacts); and
- theory-based through careful articulation of the project's logic and its use as a guiding framework for evaluation.

The evaluation's methodology, and data collection tools and instruments considered the limitations due to the COVID-19 pandemic as well as the complexity related to the disparity of context in the three countries targeted by the project.

The surveys were translated into English, Russian and Spanish. In Uzbekistan, communication via Telegram and WhatsApp is preferred over email. Besides, many email addresses of Uzbek beneficiaries were unavailable. Hence, evaluators reached out the project beneficiaries to fill out the online survey via these two social media messengers. Seven responses were received from Uzbek beneficiaries.

EVALUATION TOOLS/DATA COLLECTION INSTRUMENTS

The robustness of the evaluation methodology was ensured by triangulating the information to get unbiased and objective findings. The evaluation used three main types of data collection tools, namely a desk review, remote semi-structured interviews with key informants (individual or in group) and an anonymous survey of direct beneficiaries (i.e. participants in the activities).

Desk review: The evaluation team conducted a desk review of available and relevant documents. In total, 38 documents were reviewed (see Annex III). The initial analysis allowed the evaluation team to get familiar with the project context, objectives, activities and outputs as well as to identify key stakeholders to be included in the evaluation process, finetune the sampling strategy and triangulation methodology. The desk review was refined with information from additional documents gathered during the subsequent phases of the evaluation.

⁶ The evaluation questions provided in the TOR were refined by the evaluators to better meet the needs of the stakeholders, respond to the context and define the boundaries of the evaluation. In this sense, the aim was to develop clear, meaningful and answerable questions by ensuring that they were reasonably scoped and informed by a breadth of information sources.

⁷ The UNEG Norms and Standards for Evaluation (2016) are available at: <http://www.unevaluation.org/document/detail/1914>

⁸ Available at: <https://www.unodc.org/unodc/evaluation/index.html>

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

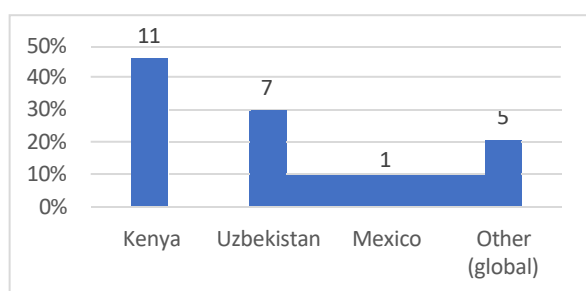
Key Informant Interviews: The evaluation team carried out 24 remote semi-structured interviews with key informants (16 female and 8 male) using interview guidelines to ensure consistency (see Annex II). The interviews allowed to capture the views of UNODC HQ and field staff, representatives of national and local governments, research team members and representatives from different partner organizations (civil society, private sector, UN, etc.) located in the three countries covered by the project (see Annex IV).

Survey: The evaluation focused on the project’s contribution to direct changes and did not enquire indirect or final beneficiaries on higher level effects (impact). The participants in the activities organized by the project (direct beneficiaries) were surveyed using an online self-administered questionnaire in English, Spanish and Russian.⁹ The survey was designed to be completed within 10 minutes (see Annex II).

As UNODC was not able to provide the lists of participants in all the events, the survey was made available to a subset of participants and stakeholders identified by the project (e.g. using the “Directorio de actores Iztapalapa”). It is estimated that approximately 200 people received the survey.¹⁰ The evaluation did not intend to achieve a statistically representative sample but to gather the opinion of a significant number of stakeholders that do not necessarily represent the entire community of participants, users, beneficiaries, etc. The survey was active for two weeks (10-23 March) and a total of 24 responses were received.¹¹

The sample included all the stakeholder categories in all countries. Nevertheless, Kenya (46 percent) and Uzbekistan (29 percent) are overrepresented, and Mexico is underrepresented with only one response received from this country (4 percent). Five responses were from people working at global level (21 percent).

Figure 2. In which country do you work? (Source: elaborated by the evaluation team)



One third of the respondents worked at UNODC (8). Almost another third (30%) worked at government institutions (7), including 2 working at security agencies such as police, General Prosecutor’s Office and other law enforcement bodies (8 percent). Finally, 37 percent of them worked at non-governmental organizations (4), business associations / private sector (3) or academia (2).

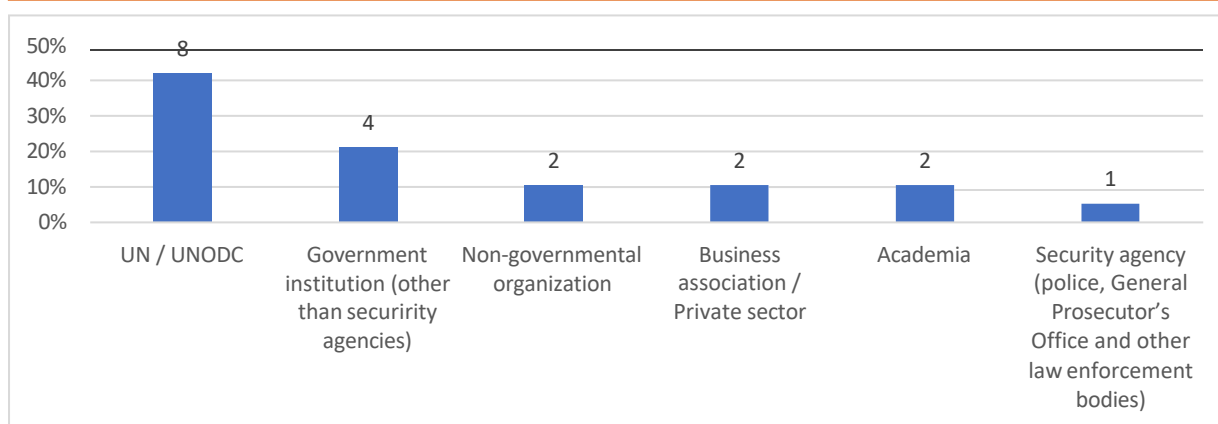
Figure 3. In which sector do you work? (Source: elaborated by the evaluation team)

⁹ The survey was tested before distribution using KoBotoolbox. For further details see: <https://www.kobotoolbox.org>

¹⁰ The survey was distributed via email as well as Telegram and WhatsApp in Uzbekistan (as only mobile numbers were available in the lists received from this country). Although an exact figure of recipients cannot be given due to the mixed information in the lists the difficulties to track undelivered messages), it is estimated that approximately 120 people received the survey in Kenya, 50 in Mexico and 30 in Uzbekistan.

¹¹ This represents a 12% response rate which seems in line with similar surveys.

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES



The respondents included a balanced mixed of senior managers, project officers, consultants programme coordinators, experts, researchers, civil society representatives (e.g. at local or community level). 13 of them were women (54 percent) and 10 men (42 percent); one respondent preferred not to say.

There was at least one participant in each event. There was an overrepresentation of the participants in the Report launch & training (December 2021, Uzbekistan) (29 percent) and Nairobi County Government validation meeting (USGA report) (28 July 2020, Kenya) (25 percent).¹²

LIMITATIONS TO THE EVALUATION

The table below highlights the major constraints faced by the evaluation and how they were overcome:

Table 3. Limitations of the evaluation

Limitation	Mitigation measures
Limited resources and time constraints	Focusing on issues that were both highly relevant for UNODC and prone to generate lessons in order to prevent a narrow and less useful assessment
Inability to collect data in project countries due to COVID-19 restrictions and potential biases related to self-selection	Proactively identifying informants (including those representing vulnerable/marginalized groups) which allowed data triangulation through diverse sources (making up for the lack of physical presence)

¹² The events included: Report launch & training (December 2021, Uzbekistan), Nairobi County Government validation meeting (USGA report) (28 July 2020, Kenya), Technical Workshop for the review of UNODC's Urban Safety Governance 3 12.5 Assessments (May/June 2019, Vienna), Technical Workshop for the development of UNODC's Urban Safety Governance Audit 3 12.5 Tool (February 2021, Vienna), Training sessions (20-25 February 2020, Kenya), Respondents' validation meeting (USGA Report) (3 August 2020, Kenya), USG Approach Report Launch (10 February 2021, Kenya), Training session 1: Experiences and lessons learned in the implementation of Local Safety Audits in the Mexican context (15 May 2020, Uzbekistan), Training session 2 (23 May 2020, Uzbekistan), Contribution to the Nairobi County Action Plan on Preventing and Countering Violent Extremism Stakeholder Consultation (29 September 2020, Kenya), Special Event at the 14th Crime Congress in Kyoto – An Urban Safety Governance Approach for safe, inclusive and resilient societies (9 March 2021, Kyoto), Side Event at the 30th session of the Commission on Crime Prevention and Criminal Justice – Urban Safety Governance: addressing the root causes of threats to city safety (21 May 2021, Vienna), Center of Excellence presentation of the results of the project "Urban Safety Governance Assessment in Iztapalapa, Mexico" (26 March 2021, Mexico), USGA Report Launch Secretariat Round Table (1 December 2020, Kenya), USGA Technical Workshop (1 February 2021, Kenya), USGA Community Launch (9 June 2021), USGA Capacity Building Session (8 June 2021).

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

Lack of details on the participants in the events organize by the project (complete lists with email addresses)	Using available lists of participants and other alternative lists of relevant stakeholders (provided by UNODC) as well as using other means of contact when email addresses were not available (Telegram, WhatsApp...)
Three target countries with distinct context and languages	Distributing evaluation activities within the team to maximize knowledge and skills (e.g. technical, sector, language, etc.)
Constraints or unwillingness of stakeholders to respond to the evaluation	Offering flexibility both in terms of timing (different time zones) and languages (Spanish, Russian and English)

II. EVALUATION FINDINGS

RELEVANCE

EVALUATION QUESTIONS:

To what extent did the project respond to existing needs and priorities?

What adjustments, if any, were made by the project to better respond to emerging priorities and needs (including those related to the COVID-19 pandemic)?

Local priorities and national policies: Based on the evidence collected for this evaluation, it can be noted that the project was relevant to the priorities of government counterparts, CSOs and vulnerable groups in the three countries. In particular, the survey results show that 71 percent of the respondents considered that the USGAS had been relevant (42 percent) or very relevant (29 percent) to the context of their countries, cities and institutions. 96 percent assessed the organized events as relevant (63 percent) or very relevant (33 percent) to the priorities of the target countries and cities. Stakeholders acknowledged that there was an increasing need by cities to get support and inspiration on safety and transparency. According to the survey findings, the project was also seen as highly relevant for the most disadvantaged groups. As put by respondents to the survey, a culture of lawfulness promoted by the USGA reduces the incentive of the most vulnerable individuals to entangle with criminal activities. The results of desk review and interviews also confirmed the project relevance to the national priorities and the local needs in the three countries as discussed below.

In Mexico, the project was relevant to the needs of Iztapalapa municipality, the most populated and largest by territory district in Mexico City, where nearly 2 million people live.¹³ The project addressed impending security challenges of the municipality such as gender-based violence, organized crime, illicit trafficking, property crimes, as well as access to basic facilities (e.g. street lightening, housing, water, garbage collection, etc.) The project built on the safety audits previously conducted across the country, which were incorporated into the city-level policy process. However, these audits lacked a focus on external threats to the urban safety and governance issues. Consequently, organized crime and illicit flows of drugs and firearms, among other external vulnerabilities, were not explored in safety audits. Insecurity, violence and risks associated with weak governance were also targeted by the project via the USGA. By providing a holistic approach to urban safety, the USGA responded to the priorities of city government in a broadened way.

The project objectives were also aligned with the country goals set in the UN Development Assistance Framework (UNDAF) for 2014-2019 as well as the UN Sustainable Development Cooperation Framework (Cooperation Framework) for 2020-2025. In particular, the project objectives supported the achievement of the fourth programmatic priority of the Mexico's Cooperation Framework that seeks to promote peaceful, just and inclusive societies in the country, with effective and accountable institutions and a rule of law that protects, respects, guarantees and promotes the human rights of local population, with a focus on women, girls and adolescents.¹⁴

The project's relevance was also noted with regard to the needs of vulnerable groups in Iztapalapa such as women and youth. Domestic violence, violence against women and sexual assaults were the most reported crimes in Iztapalapa in recent years and their rate increased during the COVID-19 pandemic.¹⁵ For instance,

¹³ Findings, the Urban Safety Governance Assessment for Iztapalapa Municipality, Mexico City, Mexico conducted under this project, 2021.

¹⁴ <https://unsdg.un.org/un-in-action/mexico>

¹⁵ Ibid.

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

reports on domestic violence increased by 25 percent from June to July 2020 (a lockdown period), while 51 percent of crime victims in Mexico were women.¹⁶ Besides, 28 percent of young people between 18 and 29 years old were victims of crime in Mexico city.¹⁷ Hence, the USGA aiming to improve the well-being of urban residents through creation of safer city environments was well suited to the needs of project beneficiaries – residents of Iztapalapa municipality.

In Kenya, the project had its relevance to the Kenyan National Spatial Plan for 2015-2045, which is designed to provide a national spatial planning framework for integration of social, economic and environmental policies.¹⁸ Moreover, the USGA addressed the priority areas identified by the Kenyan government, i.e. policy solutions related to the intersection of violent extremism and environmental degradation, which represent a pressing problem for Mathare, the second largest informal settlements in Nairobi with a population of approximately 500,000 people. The project's work on safety and security also fed into the Nairobi's city-level policy development. This included the use of data from the USGAS by municipal authorities and the Kenya National Bureau of Statistics for further distribution and utilization by relevant government agencies.¹⁹ According to the evaluation interviews, the project generated data on security threats and risk factors in Mathare that were not available before to the Kenyan government. In addition, the project was aligned with the UNDAF for Kenya for 2018-2022 and particularly, its strategic result 1 "Transformative Governance" aiming to ensure that people in Kenya live in a secure, peaceful, inclusive and cohesive society (Outcome 3).²⁰

The USGA also served the interests of the most vulnerable groups in Mathare, especially girls, women, teenagers, young people, and PWD. In Mathare, victims and perpetrators of crime are largely young people while violence against women and girls is widespread.²¹ Alcohol and drug abuse is the highest among young people aged 15-29 years, and crimes such as robbery and sexual assault are perpetrated by young people.²² Girls and young women are increasingly getting involved in crime in Mathare.²³ The project was also highly relevant to the needs of marginalized groups living in this urban settlement such as the LGBT members, commercial sex workers, drug-users, PWD, and victims of domestic violence, who were able to openly express their concerns during the USGA processes (e.g. data collection, report validation and report launch). In this light, the project served as a platform for these groups to raise their security grievances. Their voices were also reflected in the UGS assessment. Besides, Mathare-based CSOs benefited from the USG assessment as they used its data for their follow-up advocacy campaigns (e.g. promotion of human rights among young people).

In Uzbekistan, the project was relevant to the new government policy in the area of public safety called "Safe City", which was launched as part of a major structural reform conducted in the country since the change of president in 2016.²⁴ The "Safe City" initiative works in several big cities, including Tashkent to address risks at the urban level, protect the population and territories from emergencies, enhance public safety, rule of law, fire, road and environmental safety. The project objectives were also aligned with the goals of Uzbekistan's National Action Strategy for 2017-2021.²⁵ According to the data gathered, the project also responded to the priorities of the General Prosecutor's Office (GPO) and its Academy, including its Center for Crime

¹⁶ Ibid.

¹⁷ Ibid.

¹⁸ Available at: <https://vision2030.go.ke/publication/kenya-national-spatial-plan-2015-2045/>

¹⁹ Project Document, "Safety Governance in Urban Environments for Safe, Inclusive and Resilient Communities"

²⁰ <https://kenya.un.org/en/15986-undaf-2018-2022>

²¹ Findings, the Urban Safety Governance Assessment for Mathare sub-country, Nairobi, Kenya conducted under this project, 2021.

²² Ibid.

²³ Ibid.

²⁴ Presidential Decree "On Measures to Further Improve the Project Management System in the field of Information and Communication Technologies dated August 29, 2017, Available at: <https://president.uz/ru/lists/view?id=968> ; Presidential Decree "On Measures to Improve the Police Effectiveness and Strengthen Their Responsibility for Ensuring Public Order and Protection of Rights, Freedom and interests of Citizens dated April 10, 2017, Available at: <https://lex.uz/docs/3159825>

²⁵ About Uzbekistan's National Action Strategy for 2017-2021. Available at: https://strategy.uz/index.php?static=strategy_actions

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

Prevention.²⁶ The GPO in Uzbekistan is the main coordinating agency on crime prevention and the “Safe City” initiative. The project also fed into the UNSDCFs for Uzbekistan for 2016-2020 and 2021-2025. The project objectives were aligned with strategic priority A “Effective governance and justice for all” and Outcome 1: “By 2025, all people and groups in Uzbekistan, especially the most vulnerable, demand and benefit from enhanced accountable, transparent, inclusive and gender responsive governance systems and rule of law institutions for a life free from discrimination and violence”.²⁷ Moreover, the project was relevant to the needs of residents of Chilanar District, who identified the criminal situation in the city as the fourth biggest public security concern after road safety, sanitary and environmental security challenges.²⁸

The project also responded to the interests of the PWD. In Kenya and Uzbekistan, the USGA tools (e.g. questionnaires) included questions related to the safety of PWD (e.g., housing security and access to public infrastructure facilities). In Mexico, local policies and programs were analyzed in the USGA in terms of public care provision for this group. In Kenya, CSOs representing interests of the PWD participated in surveys and interviews.

Global frameworks and programs: The project was designed to reflect the need for the implementation of the SDGs, particularly SDG11 aimed at assisting countries to “make cities inclusive, safe, resilient and sustainable”. Overall, the project was aligned with a wide number of targets of SDG 3 (Ensure healthy lives and promote well-being for all at all ages), SDG 4 (Ensure inclusive and quality education for all and promote lifelong learning), SDG 5 (Achieve gender equality and empower all women and girls), SDG 11 (Make cities inclusive, safe, resilient and sustainable), SDG 13 (Take urgent action to combat climate change and its impacts by regulating missions and promoting developments in renewable energy), SDG 16 (Promote just, peaceful and inclusive societies) and SDG 17 (Revitalize the global partnership for sustainable development).²⁹ The project objectives were also aligned with goals of the New Urban Agenda,³⁰ Doha Declaration,³¹ the UN Convention against Transnational Organized Crime and its Protocols,³² and the UN Convention against Corruption.³³

Context and emerging needs: At the same time, the project was flexible in the face of changing circumstances and emerging priorities, including those related to the COVID-19 pandemic. In light of the COVID-19, the USGA guide was readapted and revised for emergency contexts. As a result, the Rapid Response Urban Safety Governance Assessment Guide was developed to help national counterparts to collect data during the crisis situations such as natural disasters, pandemic and other emergency situations in a prompt and effective way. This guide takes into consideration a tiered approach to the assessment, prioritizing the immediate effects of a crisis over secondary or medium-term effects. In addition, assessment methodology and data collection methods were also adapted in response to COVID-19 (e.g., face-to-face interviews were replaced by remote interviews).

Besides, safety and security concerns of various vulnerable groups during the COVID-19 pandemic were analyzed in the USGAs in Mexico and Kenya. Based on this analysis, in Mexico, a campaign against domestic violence “Support to vulnerable groups during the COVID-19 pandemic in Iztapalapa” was developed and carried out, in coordination with the Mayor’s Office of Iztapalapa. It aimed to disseminate emergency numbers and special services provided by the authorities to support victims of domestic violence. The goal was to reduce the occurrence of gender-based violence against women and girls. The campaign also promoted the adoption of sanitary measures to prevent the spread of the virus.

²⁶ The GPO is the key security agency in Uzbekistan responsible for development of crime prevention strategies as well as a national focal point for implementation of SDG11.

²⁷ <https://uzbekistan.un.org/sites/default/files/2021-11/UNSDCF%20final%20ENG.pdf>

²⁸ Findings of the USGA for Chilanar District (Tashkent, Uzbekistan) conducted under the project (2021).

²⁹ <https://sdgs.un.org/2030agenda>

³⁰ Available at: <https://habitat3.org/the-new-urban-agenda/>

³¹ Available at: https://www.wto.org/english/thewto_e/minist_e/min01_e/mindecl_trips_e.htm

³² Available at: <https://www.unodc.org/unodc/en/organized-crime/intro/UNTOC.html>

³³ Available at: <https://www.unodc.org/unodc/en/treaties/CAC/>

Another example of the project responsiveness to the emerging needs was the development of two manuals designed for Uzbek law enforcement officers and community workers, i.e. “Prevention of violence in family and educational institutions” and “Psychosocial support to individuals in difficult life situations”. These manuals were initiated immediately after initial analysis of the USGAS. They had a crime prevention focus and were aimed at reducing risks faced by victims of domestic violence, teenagers, and homeless people.

SUMMARY – RELEVANCE

The evaluation found the project relevant for municipal and national governments, CSOs and vulnerable groups in the three pilot countries.

The project was aligned with global instruments and strategies such the SDGs, New Urban Agenda, Doha Declaration, the UN Convention against Transnational Organized Crime, and the UN Convention against Corruption.

The project was built on the need to be flexible to the context of each individual city as well as emerging needs and priorities such as COVID-19.

EFFICIENCY

EVALUATION QUESTIONS:

To what extent has the project implemented activities and delivered outputs in a timely and efficient manner?

How was the project able to adapt to the context of the COVID-19 pandemic and were the resources efficiently re-allocated to address changing needs?

Initially, the project was planned to be piloted in two countries (Kenya and Mexico). Later, UNODC used the remaining project budget to include one more country (Uzbekistan) into the pilot. In other words, the project has succeeded to target three cities instead of two with the same allotted funding (USD 549,341). In part, this was achieved through moderate consultant rates and reduced travel costs in Uzbekistan. Other important contributing factors were UNODC existing knowledge in the area and installed capacities in UNODC Field Offices and HQ.

Overall, the project was able to adjust its interventions to respond to the COVID-19 pandemic, including efficiently re-allocating resources between countries and budget lines. For example, the envisioned methodology for conducting the USGAS had to be adapted to enable remote data collection. The substantive focus of the assessment itself was modified to account for COVID-19-related needs. In 2020, the main changes introduced by the project to respond to arising challenges included:

- A second edition of the USGA guide was developed, expanding its use to emergency contexts. As a result, the Rapid Response USGA guide was developed (a new project activity #1.7 was created in the Logical Framework).
- Due to the travel restrictions imposed by the country, the initial city selected in Uzbekistan (Nukus) was replaced by Tashkent (a capital city that facilitated logistics).
- It was not possible to collect data for safety assessments using the envisioned research methodologies. Therefore, research methods were changed to an online (virtual) format.
- Due to the COVID-19 pandemic, in-person trainings were replaced by an e-learning course to train government authorities on conducting Rapid Response USGAS.

Nevertheless, some delays occurred and gaps were identified. For example, the e-learning material was not available yet at the time of the evaluation. The project did not develop follow-up technical assistance or

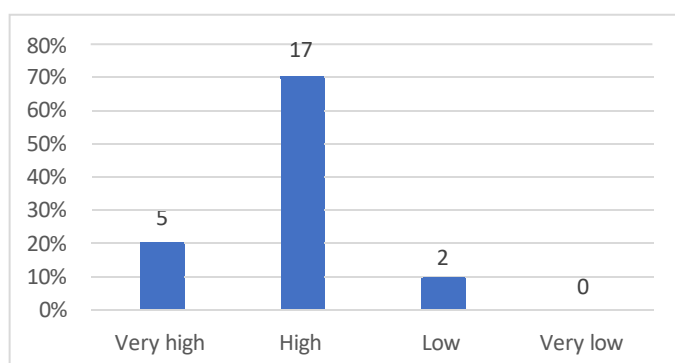
FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

training plans based on report recommendations and results of the community launches/discussions (several project proposals had been submitted at the time of the evaluation to address this in the three locations).³⁴ See a full overview of the main activities implemented by the project in Annex V, including details on the modifications of the planned activities, delays, postponements, etc.

Most stakeholders highlighted the quality of the reports (75 percent thought it was high or very high and only 12 percent thought it was low) as well as the innovative nature of the approach. It was mentioned that “for the first time, a definition of the concept of security was given outside the legal (criminological) context. In addition to official government sources, information from alternative sources (media content, social surveys, etc.) was studied and evaluated.” It was also broadly recognized that the project implemented a scientific holistic approach to safer cities by considering different groups when gathering information.

In general, the majority of interviewees and respondents to the survey highlighted the overall quality of the events (91 percent thought it was high or very high and only 8 percent thought it was low). It was mentioned that the events “combined a good mix of theory, substantive knowledge and evidence” as well as of “people from different sectors and approaches.”

Figure 4. How would you rate the quality of the event(s)? (Source: elaborated by the evaluation team)



Nevertheless, there were also some remarks related to the lack of inclusiveness in some events, e.g. it was mentioned that second tier agencies (judiciary, probation, prosecution, etc.) and people who experience insecurity were missing. The lack of space to deepen the presented analysis and conclusions was also mentioned. In this sense, only 50 percent of the respondents to the survey considered that all the people or institutions who could have benefited participated in the events. 21 percent thought they did not and 29 percent did not have sufficient information.

According to the project final report, almost 1,700 people attended workshops, seminars and training events. Unfortunately, this information was not disaggregated (e.g., country, sex, etc.) and the participant details were not systematically recorded. There was no evidence of satisfaction survey.

Table 6. Review of deliverables

Deliverables	National level	Global / Interregional level
Total number of workshops, seminars and training events / number of participants	16 / 1,457	4 / 192
(i) In person	7 / 960	1 / 37
(ii) Virtual	6 / 291	2 / 99
(iii) Hybrid	3 / 206	1 / 56
Studies	3	
Reports and publications	5	

³⁴ There is a funding proposal pending with the EU in Kenya (in coordination with three other UN agencies), there are two project proposals with donors in Tashkent and work is being done in Mexico to follow-up on the assessments.

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

Deliverables	National level	Global / Interregional level
Toolkits/methodologies/guidelines/training modules	3	
Online portals/platforms	2	

The project attempted to mainstream gender issues and diversity which were recognized by most stakeholders. Between 87 and 92 percent of the respondents to the survey thought that gender and human rights issues were sufficiently addressed during the events. A respondent from Kenya highlighted, for example, that the extreme vulnerability of young women was addressed. Only two respondents considered that these issues were not addressed.

SUMMARY – EFFICIENCY

The project implemented activities in a timely and efficient manner by adding a pilot in a third country. Despite some delays, quality outputs were delivered (or will be delivered soon).

Stakeholders acknowledged the added value of the scientific innovative approach proposed by the project. It considered different groups when gathering information but, the participation in some events seemed limited. UNODC needs to establish a sound knowledge management system to increase understanding on what skills are needed to use the USGA tools.

The project was able to adapt to the context of the COVID-19 pandemic. Resources were efficiently re-allocated and the substantive focus of the assessment was modified to better address changing needs.

COHERENCE

EVALUATION QUESTIONS:

To what extent did the project contribute to develop or strengthen cooperation (including partnerships or linkages at local, national or international level)?

To what extent did the project contribute to or benefit from the work of other areas within UNODC?

The evaluation found that the project enhanced partnerships between the UNODC field offices and government stakeholders either at municipal or national level. One of the examples was the cooperation between the UNODC-IEGI's Centre of Excellence in Information on Government, Crime, Victimization and Justice (CoE) and municipal government of Iztapalapa, Mexico. In the past, Mexican local governments collaborated with the UNODC country office over the safety audits. Thanks to this project, partnership was extended to the new municipality of Iztapalapa. It collaborated closely with the CoE over the project execution (e.g. data collection, report launch and advocacy campaign against domestic violence).

In Uzbekistan, the project contributed to strengthening the partnership between the UNODC field office and the GPO. In fact, the role of GPO's Academy was paramount during the COVID-19 pandemic as it assisted the research team in arranging interviews with security agencies and other government offices when travel restrictions were imposed throughout the country. Besides, the GPO provided researchers with access to some classified information concerning crime statistics so that they better understand the criminal context of Chilanzar District. Overall, the GPO acknowledged the importance of collaborating with UNODC, particularly as part of this project (i.e., policy analysis and development of future evidenced-based interventions).

In Kenya, the project contributed to establishing close contacts with women members of the parliament (MPs) who were introduced to the assessment findings. Later, these MPs initiated policy conversations on gender violence in Mathare. The project also helped to establish partnership between UNODC and the local government county office.

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

The evaluation also found several examples of collaboration with CSOs. In Kenya, the project actively engaged Mathare-based CSOs working with vulnerable groups such as the LGBT members, drug users and survivors of sexual and economic violence as data collectors. They are more familiar with the local context and enjoyed trust from these marginalized groups. In this aspect, they acted as bridge-builders between researchers and community groups during the data collection, report validation, and report dissemination. As a result of the efforts of these CSOs, the community engagement in the USGA processes was high. Besides, the project contributed to create a network of community-based organizations (CBOs) in Mathare as many of them found out similarities in their missions and activities through their participation in the USGA exercises (e.g. report validation, community and national launch) and decided to act under one umbrella to promote a common agenda.

The project also contributed to building a space for dialogue between local governments and CSOs. For instance, members of the Nairobi County government participated in the report launch, where CSOs raised concerns of the LGBT community, victims of gender violence and other marginalized groups. This led to the exchange of ideas between government officers and CSOs on how to address security concerns of Mathare residents. According to one CSO representative, following such a dialogue, police officers started to patrol Mathare more actively as the response to the discussion held during the report launch.

The survey results confirmed the above as 79 percent of the respondents thought that the events were participatory and inclusive (e.g. all views were equally considered, people with different gender, ethnicities and PWD participated). Only one respondent thought they were not. Over 71 percent of the CSO and business association representatives considered that the voice of their organization was sufficiently reflected and/or addressed in the assessments. None thought it was not.

As far as the contribution to the One UN framework is concerned, UNODC involved a broad range of UN agencies having mandates relevant to urbanization, good governance, crime prevention, and citizen safety and security to develop the USGA. For this purpose, in June 2017, UNODC in partnership with UN-Habitat and the Habitat III Secretariat under coordination of the Government of Canada organized an expert meeting to discuss, among others, the concept of safe cities and the way forward on integrated UN system support to safety related elements of the New Urban Agenda. As the meeting outcome, recommendations were formulated for the UN system-wide Safer Cities Guidelines taking into consideration the 2030 Agenda on Sustainable Development and the New Urban Agenda. The meeting was attended by representatives of UN-Habitat, UN Women, OHCHR, UNDP, and UN University. Following this expert meeting, the project design was drafted that was further consulted externally with the UN agencies such as UN-Habitat and internally across the UNODC Thematic Programmes, including (i) Action against Transnational Organized Crime and Illicit Trafficking, (ii) Corruption, Economic Fraud and Identity-Related Crime, (iii) Crime Prevention and Criminal Justice Reform, and (iv) Terrorism Prevention. Hence, the project design incorporated insights and recommendations both from other UN agencies and UNODC programs (e.g., selection of Mathare as a pilot where UN-Habitat had extensive experience engaging with the community). In doing so, the project opened the windows for possible partnership with them.

During project implementation, there was involvement of different UNODC structures. Experts from several UNODC branches and teams participated as panelists and moderators in technical workshops. Another example is that a workshop held in 2019 to develop/refine the USGA tools (guide) benefited from the participation of officers from UNODC Justice Section, Corruption and Economic Crime Branch, Gender Team, Terrorism Prevention Branch, Civil Society Team, Prevention, Treatment and Rehabilitation Section, Human Trafficking and Migrant Smuggling as well as Research & Trends Analysis Branch. In addition, UN Women and UN-Habitat were also consulted to improve the guide. They also participated in the technical workshop to finalize the USG Audit tool and methodology. Later, the guide was disseminated more widely across UNODC HQ and field offices as well as other UN partners.

As a whole, the project attempted to build synergies and linkages with UN entities for joint responses to address vulnerabilities and needs identified in pilot countries. Yet, except for the partnership with UN-Habitat in Kenya, the degree of their integration was weak. The project interventions in Kenya complemented the work done by the Youth Section of UN-Habitat as well as the UN-Habitat's Safer City Program, which was

implemented throughout Nairobi. This program supports cities in adopting the city-wide urban safety strategies and action plans, building on socially inclusive and participatory approaches that contribute to a safer and just city for all.³⁵ According to the interviewees, UN-Habitat benefited from the USGAS, i.e. through the assessment of findings that helped to broaden the areas of their interventions. The USGA report spotted new vulnerabilities and grievances of Mathare community that had been overlooked by UN-Habitat. For instance, during the COVID-19 pandemic, UN-Habitat largely focused its work on distributing essential prevention kits, including masks and sanitizers. The findings of the USGAS revealed new pressing problems during the COVID-19 pandemic such as an increase in gender-based violence or illegal arrests of residents (especially young men).

At the same time, the project benefited from the UN-Habitat Participatory Slum Upgrading Program (PSUP) implemented in Mathare. The PSUP facilitated the access of the project researchers to youth leaders in Mathare who, in turn, assisted to identify potential interviewees. Moreover, UN-Habitat helped the research team during data collection and report launch by providing its infrastructure facilities (e.g. **the UN-Habitat's Environmental One Stop Youth Centre in Mathare** was used for meetings). Besides, the collaboration allowed PSUP staff to learn on the participatory research methods used by project. As a results, PSUP was using them in their research activities. Overall, cooperation between project and UN-Habitat in Kenya was mutually beneficial and crucial.

However, synergies with other UN entities were not operationalized and did not result in enduring partnerships. This is partly due to the pilot nature of the project and its limited resources. UN agencies were expected to join subsequent stages of the project (policy development, implementation and monitoring). Nevertheless, the project did not reach these stages. Despite the project efforts, the limited funding allotted for this pilot prevented UNODC to exploit enduring synergies and linkages with other UN organizations.

SUMMARY – COHERENCE

The project contributed to strengthen partnership between the UNODC field offices and government stakeholders either at municipal or national level in three pilot countries. It also promoted partnerships with and among local CSOs.

An inter-divisional consultation and interaction was ensured internally within UNODC during project design and implementation. Yet, extended partnerships with UNODC thematic branches remains contingent on resource mobilization.

Externally, the project contributed to the One UN framework by involving a number of UN agencies into the design and inviting them for joint responses. Yet, a partnership was operationalized only in Kenya with UN-Habitat.

EFFECTIVENESS

EVALUATION QUESTIONS:

To what extent did the project achieve its intended outcomes and objective?

The project design and implementation largely focused on the first stage of USGA (data collection and analysis) with a total of six activities planned under this component. Meanwhile, the policy development and monitoring stages envisaged only three activities, including one training, one roundtable and one workshop for each city to discuss possible policy and monitoring options.

³⁵ <https://unhabitat.org/programme/safer-cities>

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

In line with the donor’s template, the PRODOC established four indicators to measure the two expected accomplishments but it did not establish any at the level of the overall objective of the project. The table below shows the level of accomplishment achieved by each of those indicators according to the project final report.

Table 7. Review of performance indicators

Objective: Local authorities, in association with national counterparts, are better equipped to identify, prevent and respond to crime, corruption, organized crime, violent extremism, drug related health risks, and measure progress toward achieving resilience and good governance.		
Expected Accomplishment	Indicator of achievement (T0)	Indicator of achievement (T1)
EA1: Enhanced capacities of relevant stakeholders in two pilot cities to collect, analyze and utilize multiple sources of data to enable evidence-based policy making aimed at fostering safety, good governance and inclusion.	IA 1.1: Safety Governance Assessments completed in the two pilot cities.	Completed. Safety Government Assessments completed in three cities. A fourth location was conducted based on in-kind contributions.
	IA 1.2: 80% of local and national officials trained to use data and analysis confirm they have increased knowledge to collect and analyze data related to addressing crime, corruption, organized crime, violent extremism and drug use in a participatory manner.	In process. The approach changed due to COVID-19. In-person training was replaced by an e-learning module that will be launched shortly.
EA2: Pilot cities have enhanced capacity to develop and monitor evidence-based policies and programmes to prevent and respond to crime, corruption, organized crime, and violent extremism and measure progress achieved towards safety and security; health-centered drug demand reduction; and transparent institutions and governance.	IA 2.1: 80% of local and national officials trained to use data and analysis confirm they increased knowledge to formulate and measure policies and programs related to addressing crime, corruption, organized crime, violent extremism and drug use in a participatory manner.	Not achieved. The approach changed due to COVID-19. In-person training was replaced by an e-learning module that will be launched shortly.
	IA 2.2: Adoption of monitoring framework with relevant indicators related to the priority areas adopted for policies and programmes in the two cities.	Not achieved. Partly due to the COVID-19 pandemic and related restrictions and time limitations.

As shown above, the project only achieved its first indicator. In addition, this indicator is arguably more at the level of the outputs than at the level of strategic achievements. The Logical Framework did not fully reflect the logic and causality underpinning the project and it was not modified to be useful as an effective management tool (see Annex VI). The overlap between outputs and outcomes should have been better clarified and the indicators more thoroughly explained and modified to reflect the changing circumstances.

The project design focused on the first stage of the USGA (data collection and analysis). Although the second and third stages were also targeted to a certain extent (policy formulation and monitoring), the planned activities could not be implemented due to the COVID-19 restrictions and time limitations. Acknowledging the challenges posed by the pandemic, the project lacked enough instruments to ensure effective formulation, implementation and monitoring of policies to tackle vulnerabilities identified in the urban safety governance assessment.

This flaw was in part due to the project focus on the first stage of the USGA (data collection and analysis) with a total of six activities planned under this component. The project was designed as part of a larger global

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

initiative (GLOUB1) and not all four major outcomes (accomplishments) of the global PRODOC were included in the Logical Framework of the project (designed to achieve only two). Nevertheless, the global program did not seem to advance at the same pace and synergies and linkages between them were limited.

This was clearly reflected in the interviews. Some respondents from municipal governments and CSOs noted that the project needed a strengthened focus on implementation of policy recommendations proposed by the USGAS. They reiterated that without putting into practice these policy recommendations, the safety and security of vulnerable groups in urban pilot districts will remain largely unchanged. This clearly indicated that the needs of local governments and CSOs to put into practice any policy recommendations remain pressing. According to the UNODC project managers, policy implementation and monitoring was envisaged in future projects as they required additional funding.

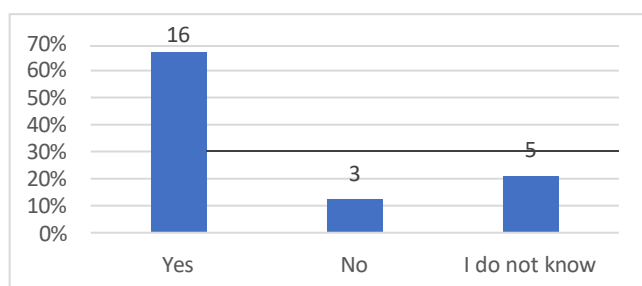
Although the project did not attempt to measure the achievement of the overall objective (i.e. local authorities, in association with national counterparts, are better equipped to identify, prevent and respond to crime, corruption, organized crime, violent extremism, drug related health risks, and measure progress toward achieving resilience and good governance), the evaluation found evidence of the contribution of the USGAS results to help local authorities to identify evidence-based priority areas of security concern and to serve as the basis to formulate policies, including crime prevention strategies.

In this sense, 71 percent of the respondents to the survey agreed (54 percent) or strongly agreed (17 percent) that the project had contributed to improve individual capacities to collect and analyze data collection. 21 percent disagreed. Similarly, 63 percent agreed (46 percent) or strongly agreed (17 percent) that the project had contributed to improve individual capacities to design, implement and monitor policies. 25 percent disagreed.

Capacity development has traditionally been associated with knowledge transfer and training of individuals, yet it is a complex, non-linear and long-term change process in which no single factor (e.g. information, training, technical assistance, policy advice, etc.) can by itself be an explanation for the development of capacity.³⁶ As recognized by UNDA, three dimensions should be considered for capacity development: individual, organizational and inter-organizational and enabling environment.³⁷

In this sense, approximately 67 percent of the respondents to the survey considered that the participants in the events were or will be able to act as agents of change within their institutions (i.e. capacity to influence policies, decisions, institutional culture, etc.) Less than 21 percent thought they will not. One stakeholder interviewed noted that “I have shared the report broadly and I continue to make reference to it in my daily work”. The main criticism was related to the limitations of the project mentioned above.

Figure 5. Have you been/will you be able to act as an agent of change within your institution? (Source: elaborated by the evaluation team)



³⁶ Capacity is defined as “the ability of people, organizations and society as a whole to manage their affairs successfully” (OECD, 2006), while capacity development is understood as “the process whereby people, organizations and society as a whole unleash, strengthen, create, adapt and maintain capacity over time.” (OECD 2006, 2008).

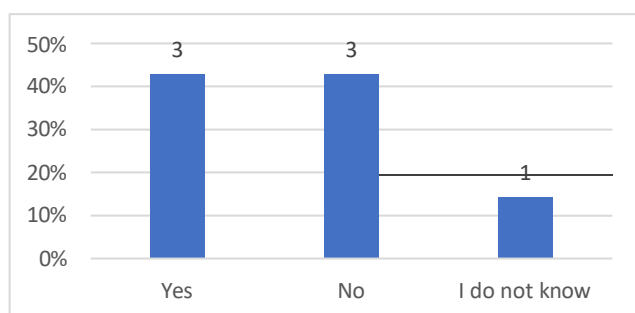
³⁷ The dimension of enabling environment relates to political commitment and vision; policy, legal and economic frameworks; national public sector budget allocations and processes; governance and power structures; incentives and social norms. The organizational dimension relates to public and private organizations, civil society organizations, and networks of organizations. The individual dimension relates to the people involved in terms of knowledge, skill levels (technical and managerial) and attitudes.

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

It was confirmed during the interviews that the USGAS data had been extensively used by the GPO's Academy for policy analysis in Uzbekistan. Another example of this use was the campaign targeting vulnerable groups implemented in Itzapalapa during the pandemic as a rapid response of the local authorities to crisis situation linked with the USG approach.³⁸

On the other hand, as shown below, only 54 percent of the overall respondents to the survey had used the assessments in their daily work. 38 percent had not used them and 8 percent did not have sufficient information to respond. Only 43 percent of surveyed government officials reported that they and their institution had used the assessments. Exactly the same number had not used them (43 percent), and one respondent did not have sufficient information. On the contrary, 78 percent of the representatives from CSOs, business associations and academia (from Uzbekistan and Kenya) had used them and only 22 percent had not used them.

Figure 6. Use of the assessments by government officials and institutions (Source: elaborated by the evaluation team)



The target countries/cities are quite heterogeneous and the differences could have been more thoroughly acknowledged during the design of the project (e.g. precarious institutions, lack of autonomy, personnel turnover, missing mechanisms of policy influence such as intermediary institutions that carry research to policy, implementation challenges, lack of research-to-action machinery, etc.). This would have allowed to assess to what extent there were reasonably stable and predictable institutional arrangements for reaching governmental decisions and carrying them out (i.e. UNODC's research constituted one of the many influences for policymakers).

It is also believed that with the amount of funding allotted for this project (approximately USD 0,5 million), the best option to effectively pilot the USG approach would be to focus on one country instead of three. This would have enabled to implement extensive capacity development activities for government (and other) counterparts, and closely work with government stakeholders. Besides, it would have allowed the project to focus not only on one component of policymaking (problem definition via assessment), but also on other stages of the policy cycle (i.e. formulation, implementation, and monitoring). As a result, the project results would have been more far-reaching and profound.

³⁸ UNODC collaborated in the design of 10+ videos about social services available at the Municipality were produced. See: <https://auditoriadeseguridad-cdeunodc.org/campana-de-atencion-a-grupos-vulnerables-por-la-covid19-itzapalapa-2/>

SUMMARY – EFFECTIVENESS

The project focused on the first stage of the USGA (data collection and analysis). Although the second and third stages were also targeted to a certain extent (policy formulation and monitoring), the planned activities were not implemented due to the COVID-19 restrictions and time limitations.

The project only achieved its first indicator but the Logical Framework neither reflected well the causality chain behind the project nor it was modified to be useful as an effective management tool. Feasibility of project interventions needs to be estimated well by assessing the time and resources needed at each project stage in view of UNODC's existing capacities.

Despite the important limitations, the evaluation found evidence of the contribution of the project to help local authorities to identify evidence-based priority areas of security concern and to serve as the basis to formulate policies, including crime prevention strategies.

IMPACT

EVALUATION QUESTIONS:

Has the project contributed or is it likely to contribute to integrated action plans at the urban level addressing issues related to drugs, corruption and crime?

To what extent has the project generated or is expected to generate positive or negative, intended or unintended, higher-level effects for all stakeholders (including contribution to the SDGs)?

It was assumed in the project design that the participation of local authorities in both the technical workshops and the development of the USGAS would have resulted in increased capacities, knowledge and capacity in collecting, analyzing and utilizing multiple sources of data for formulation of policies aimed at fostering safety, good governance and inclusion.³⁹ The participation of local authorities and city administrations was rather limited and this assumption was not validated by the evaluation. On the other hand, the project implemented participatory and inclusive data collection methods to gauge vulnerabilities of different city groups enabling beneficiaries to identify their needs related to UNODC mandated areas, including drugs, crime, and corruption.⁴⁰

The project did not develop integrated action plans to address the USGAS recommendations. This seemed to indicate that any contribution to policy changes on issues related to drugs, corruption and crime in the three pilot cities would be rather indirect. Nevertheless, 63 percent of the respondents to the survey considered that the project contributed or will contribute to influence policies, strategies, initiatives, etc. at the urban level. Only 13 percent thought that it will not. The opinion of government officials is even better as over 71 percent of them gave a positive answer and only one considered that the project contribution did not exist.

It should also be recognized that policy changes entail longer periods that go beyond the implementation timeframe and capacities of the project. Influencing policy is more a process than a product, a number of activities and relationships interacting with each other. Influencing policy is not a linear process, policy decisions over time generally display a complicated pattern of advances and reversals tied together in

³⁹ This assumption is for example found in the Urban Safety Governance Assessment Reports for Mexico and Uzbekistan produced under the project, 2021; Project Progress Report for 2019, and Agenda of Project Technical Workshop, June 16-17, 2019.

⁴⁰ This assumption is for example found in the methodology chapter, the Urban Safety Governance Assessment Reports for Kenya, Mexico and Uzbekistan produced under the project, 2021.

feedback loops of decision, implementation, second thoughts, and course corrections. Therefore, policy influence should be understood as a means to an end and not an end in itself.

Almost 67 percent of the respondents to the survey (almost 86 percent of government officials) thought that the events organized by the project contributed to raise awareness on local priorities (e.g. crime, drugs, corruption, etc.). None thought that they did not and 33 percent did not have sufficient information. In this sense, it was highlighted that the events were an “excellent information occasion for establishing contacts between interested state and non-governmental departments in order to increase the effectiveness of relations between them” and that “when people are aware they can influence policies.” Some of the identified gaps were related to the above-mentioned absence of some key stakeholders (e.g. probation department).

There were though some immediate follow-up actions (undertaken during implementation and some financed by the project itself) to respond to the USGAS emerging needs (e.g. campaign against domestic violence in Iztapalapa and two post-assessment manuals in Uzbekistan). These manuals developed by the GPO’s Academy were meant to be used by law enforcement officers and community workers to (i) prevent domestic violence and (ii) help people in difficult life situations. Although, it was not possible to conclude that holistic action plans addressing issues related to drugs, corruption and crime had been adopted, some actions were adopted by Iztapalapa authorities (e.g. the Mayor’s Office created Safe Corridors for women in urban spaces with high crime rates, which were equipped with surveillance cameras and emergency bottoms to prevent crime). In Uzbekistan, it was mentioned that the USGAS data and recommendations will be used in the development of local roadmaps.

SUMMARY – IMPACT

The project did not develop integrated action plans to address the USGAS recommendations. It should be recognized though that policy changes are the main responsibility of governments and entail longer periods that go beyond the implementation timeframe and capacities of the project.

Nevertheless, the project seemed to have contributed to promote concrete follow-up actions to address issues related to drugs, corruption and crime in some of the pilot cities.

SUSTAINABILITY

EVALUATION QUESTIONS:

To what extent has the project generated national ownership to ensure that the benefits continue after it ends?

What options are there for UNODC, in coordination with partners, to build on the project results in the future, particularly in the context of the SG’s Common Agenda?

In line with the pilot nature of the project and the limitations mentioned above, its implementation was largely driven by UNODC. The project engaged local and national counterparts during implementation, but the degree of their involvement was still limited, and varied from country to country. As put by a CSO representative, their role in the project was minor. They acted as observants or researchers rather than playing a pro-active role as agents of change during implementation.

Nevertheless, the evaluation found good examples of governments taking responsibility for the project results. For instance, in Uzbekistan, UNODC regular communication with the GPOs’ Academy ensured its active engagement during implementation and created a sense of ownership. GPO is now interested in replicating the USGA to other districts of Tashkent or other provinces of Uzbekistan. They have also a stake in digitalizing some of the USGA tools to reduce the cost associated to their use (e.g. research). However, neither the GPO nor other government counterparts in Kenya are able to scale up the USGA without UNODC’s

support. Despite having a good understanding of the methodology and concept, they lack skills and expertise to replicate the USGA on their own.

Research was the core and dominant part of the project and sustainability was not sufficiently embedded neither in the design nor the implementation arrangements. For example, research was largely carried out by teams of external consultants hired by UNODC. Although the staff of the GPO Academy in Uzbekistan participated in data collection to some extent, data analysis and report drafting were undertaken by external consultants. In Mexico, research was conducted by the team from Inegi, which is a hybrid governmental-UN entity. Yet, Inegi is not a typical government agency and its staff are not the government officers. In the same line, the reduced number of capacity development activities organized for government counterparts was too limited to build the necessary expertise and skills to sustain the USGA (i.e. two technical workshops and a handful of side events).

In this context, the sustainability of the project results in these three countries remains fragile unless UNODC continues supporting government stakeholders by enhancing their capacity and/or supporting their structures at the municipal or national levels (e.g. data and policy analysis units). These structures could act as the main translators and implementers of the USGA concept in pilot countries. More trainings on research, policy development and monitoring seemed to be needed. All stakeholders considered crucial that UNODC continues its efforts to support the project results. It was even feared that the lack of further engagement could be perceived by the community as lack of commitment, making them less inclined to further engage with the organization in the future.

Nevertheless, a clear exit strategy was not elaborated and implemented by the project. This led to a situation in which local and national governments in the three pilot countries were still having high expectations of the project embarking on enforcement of the USGAS policy recommendations. Only 33 percent of the respondents to the survey thought that government institutions implemented, planned or discussed any follow-up activities. 46 percent did not know and 21 percent thought that nothing had been done. Only one of the government representatives gave a positive response but did not provide any examples.

Based on this piloting, UNODC and other UN partners can build on the project results in the future. At the time of the evaluation, UN-Habitat was following up some of the USGAS' recommendations with view to support the Mathare community. For instance, by raising awareness among youth on their rights if they are arrested by police. Furthermore, a rapid assessment was carried out in communities in Barbados in December 2020/January 2021, and an assessment was being planned in Brazil at the time of the evaluation. The project also generated interest from governments in Jamaica, Kosovo, Serbia, Philippines, Guatemala and Honduras. To support any interested party to conduct an assessment in the future, UNODC made the Safety Governance Assessment Tool and the Rapid Response Tool publicly available. The online e-learning module was also expected to be publicly accessible soon to provide additional tools and potential guidance.

However, the project demonstrated that, in many countries, a full-fledged support from UNODC is still needed (e.g. capacity development, sharing expertise, transferring good practices and lessons learned from other countries, etc.). Hence, UNODC still needs to act as a knowledge-based hub for countries interested in using the framework.

SUMMARY – SUSTAINABILITY

Government counterparts had a stake in project. Yet, their role in project implementation was rather limited as the research component – the project’s core – was largely led by external researchers. Governments were engaged in the data collection to some extent and coordination of the research processes, but external consultants led the research (data collection, analysis and report writing).

The ownership of the project by governments as well as their capacity to scale up the USGA results were limited. This was partly explained by the reduced number of capacity development activities.

The evaluation found evidence that the government counterparts in three pilot countries needed continued UNODC assistance to replicate the USGA in new districts.

New pilot cities/countries need to have access to the e-learning resources to enhance their capacity and conduct the USGAS.

The project did not develop a clear exit strategy, and UNODC continued efforts are needed to support the project results (let alone achieving transformative and enduring effects on systems, norms and people’s well-being in three pilot cities).

HUMAN RIGHTS, GENDER EQUALITY AND LEAVING NO ONE BEHIND

EVALUATION QUESTIONS:

To what extent has the project design and implementation fully considered human rights, gender equality and marginalized groups, including LGBTQI+ and people with disabilities?

The project comprehensively applied the principle of leaving no one behind in its design and implementation. It was underpinned by a human rights approach, including promotion of inclusive access to a safer environment for the urban population and especially vulnerable groups. The promotion of human rights guided the entire assessment process from data collection to the presentation of results, as well as formulation of policy recommendations. The research tools, including the two guides, underlined the need to mainstream human rights as well as gender, age, ethnic and racial diversities in planning and conducting a safety assessment. The guides also instructed to ensure inclusion and active participation of marginalized and most vulnerable groups in the assessment processes.

In line with the guides, all three countries mainstreamed human rights in their USGAS. Localized questionnaires in the three countries incorporated human rights related aspects. Equally important, the assessments in the three pilot cities were conducted in an inclusive and participatory manner. The project directly engaged marginalized and vulnerable groups (e.g. LGBTQI+ community members, drug-users, sex workers, victims of domestic violence, women and girls, youth, elderly, PWD, etc.) in the research process to identify their needs. Their voices regarding security and safety concerns were broadly reflected in the assessment reports. In addition, the policy recommendations as well as the immediate follow-up actions (e.g. campaign in Iztapalapa and two manuals produced in Uzbekistan) were intended to reduce risks for vulnerable groups and address human rights issues.

The project also paid attention to the inclusion of PWD. In Kenya, PWDs participated in the USGAS surveys and interviewees, including a taskforce to determine the specific security concerns and vulnerabilities of PWDs during the COVID-19 pandemic. In Mexico, the USGAS report analysed local policies and programs in terms of public care provision for this group. In Uzbekistan, localized questionnaires incorporated questions to define

the access of PWDs to public facilities (e.g. availability of ramps in public spaces). Based on the USGAS findings, policy recommendations were developed to improve accessibility of public infrastructures.

The guides also encouraged taking a gender responsive approach in the USGAS. As a result, beneficiaries for the country assessments were selected with attention to gender equality. For example, in Uzbekistan, more than half of respondents were women. In Mexico and Kenya, there were special chapters in the reports devoted to the crimes perpetrated against women and girls before and during the COVID-19 lockdown period. These chapters presented a gender analysis of crimes by detailing gender differentials of various crimes. These chapters helped to obtain a gender-sensitive understanding of safety issues. Besides, policy recommendations articulated in the assessment reports were aimed at preventing and responding to gender-based violence. As the follow-up to the USGAS in Kenya, the project widely disseminated the assessment findings among women MPs that took the issue up to the policy debate. On the other hand, neither the project design nor its reporting integrated gender-responsive outputs to measure the clearly defined gender aspects in relation to the project inputs and results. In particular, the project lacked gender-disaggregated indicators such as the number of participants in workshops, trainings, report launches and other events.

As discussed above, the project strategy of engaging CSOs in the research processes was a facilitating factor to address human rights issues and respond to the needs of vulnerable groups. For instance, CSOs in Kenya played an instrumental role in communicating and building trust with members of vulnerable groups, who often distance themselves from interacting with external parties. Moreover, some members of these marginalized groups openly raised their concerns such as drug abuse and trafficking during validation and launch of the report, which were attended by municipal authorities and police. They urged municipal administration to take actions.

In Kenya, the partnership with UN-Habitat facilitated addressing human rights issues in the USGA processes.

SUMMARY – HUMAN RIGHTS, GENDER EQUALITY AND LEAVING NO ONE BEHIND

The project design and implementation aligned with the principles of human rights, gender equality, and leaving no one behind. Research tools and assessment reports significantly addressed these aspects in the three pilot cities. Disability inclusion was also considered in the USGA processes in pilot countries.

On the other hand, neither the project design nor its reporting incorporated gender-responsive and disaggregated indicators to measure the clearly defined gender aspects in relation to the project inputs and results.

III. CONCLUSIONS

The evaluation found the project fully relevant to the priorities and needs of municipal and national governments, CSOs and vulnerable groups in the three pilot countries. It delivered a series of tools and guidance needed by local governments to strengthen aspects of safety and security governance such as data collection and analysis, multi-sector and multi-level approach to crime and violence prevention policies, integral and transversal management, focalized interventions, accountability, community participation, special attention to vulnerable groups, and all of this with a perspective on human rights and gender equality. On the other hand, the project did not contribute to quality monitoring systems and evidence-based polices or did it very indirectly.

As a result, it was aligned with global instruments and strategies such the SDGs, New Urban Agenda, Doha Declaration, the UN Convention against Transnational Organized Crime, and the UN Convention against Corruption. Nevertheless, neither the project design nor its reporting incorporated disaggregated indicators.

The majority of stakeholders acknowledged the added value of the scientific innovative approach proposed by the project. It was particularly valued for the holistic and inclusive approach where different groups were considered when gathering information.

The project was flexible and able to adapt to emerging needs and priorities such as the COVID-19 pandemic. Resources were efficiently re-allocated and the substantive focus of the assessment was modified to better address changing needs. This allowed for example to add a pilot in a third country, to develop rapid response guidance or to replace the in-person trainings with an e-learning module. Although key quality outputs were delivered, others were delayed jeopardizing the achievement of important objectives of the project.

The project contributed to strengthen UNODC partnerships with government stakeholders either at municipal or national level as well as with and among local CSOs in the three pilot countries. An inter-divisional consultation and interaction was ensured internally within UNODC during both the project design and its implementation. Yet, extended partnerships with UNODC thematic branches remains contingent on resource mobilization. Finally, the project contributed to the One UN framework by involving a number of UN agencies into the design and inviting them for joint responses. Nevertheless, a partnership was operationalized only with UN-Habitat in Kenya.

The project strongly focused on the first stage of the USGA (data collection and analysis) with a total of six activities planned under this component. The second and third stages were also targeted to a certain extent with only three activities envisaged to discuss possible policy and monitoring options, including one training, one roundtable and one workshop for each city. This flaw was in part due to the project pilot nature implemented in the framework of a larger global initiative that was supposed to tackle all four major outcomes.

Due to the restrictions imposed by the COVID-19 pandemic and other time limitations, neither the planned activities targeting the second and third stages were implemented nor the global program advanced at the same pace to exploit synergies and linkages. Acknowledging the challenges posed by the pandemic, the project lacked enough instruments to ensure effective formulation, implementation and monitoring of policies to tackle vulnerabilities identified in the urban safety governance assessment. The Logical Framework did not reflect well the logic and causality underpinning the project and it was not modified to be useful as an effective management tool and capture the project's performance.

Although the project only achieved its first indicator by completing USGAS in three pilot cities, the evaluation found evidence of the contribution of the project to help local authorities to identify evidence-based priority areas of security concern and to serve as the basis to formulate policies, including crime prevention strategies. The duration of the project was limited by the UNDA tranche and time (together with constraints related to the pandemic and the lack of synergies with the global programme) was an important limitation to achieve the planned objectives.

As a result, the project did not develop integrated action plans to address the USGAS recommendations in any of the three pilot cities. Nevertheless, the project seemed to have contributed to promote concrete follow-up actions to address issues related to drugs, corruption and crime in some of the pilot cities. Although it should be recognized that policy changes entail longer periods that go beyond the implementation timeframe and capacities of the project, a clear exit strategy was not developed. UNODC continued efforts would be needed to support the project results in three pilot cities, let alone achieving transformative and enduring effects on systems, norms and people's well-being.

Although it was too early to draw conclusions about the project's sustainability, it was confirmed that it contributed to generate interest and some steps forward were being considered in response to the policy recommendations in the three countries. To implement these recommendations, governments in the targeted countries expected the UNODC to mobilize funding.

Although government counterparts had a stake in the project, their ownership of the results was rather limited. Governments were engaged in the data collection to some extent and coordination of the research processes, but external consultants largely led the research (data collection, data analysis and report writing). The reduced number of capacity development activities did not enable governments to scale up the USGAS results. Despite the project's efforts, the evaluation found evidence that UNODC continued assistance was needed to replicate the approach in new districts and broadly disseminate the results to increase political support and strengthen beneficiaries' appropriation.

IV. RECOMMENDATIONS

Based on the findings and conclusions of the evaluation, the following is recommended if similar follow up projects are implemented (shown in order of importance):

RECOMMENDATION 1 – POLICY RECOMMENDATIONS IMPLEMENTATION AND MONITORING

(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ; UNODC Country Offices in Kenya, Mexico and Uzbekistan – Timeframe: by the end of 2022)

It is recommended that UNODC addresses the implementation and monitoring of policy recommendations set by the assessment reports. It is of utmost importance for the three pilot countries and cities, especially for marginalized groups. For this purpose, it is first recommended for UNODC to mobilize additional resources for project continuation and/or engage other UNODC thematic sections and UN partners to address the recommendations. Second, it is crucial to engage with local/national authorities of the three pilots (e.g. municipalities, line ministries, presidential offices, members of the parliament, etc.) in order to assist them to:

- Develop a strategy to address policy recommendations, e.g. build consensus on priority areas of intervention, identify key stakeholders to address these priorities, identify specific needs of government agencies based on the gaps identified, determine budget lines in municipal/national budgets or devise fundraising strategies, and establish the parameters for gradual implementation of policies.
- Build a participatory monitoring and evaluation system to adequately measure progress and achievements.

This could involve establishing a working group/steering committee like it was instituted under UNODC project on a safety audit in Kyrgyzstan, which was comprised both of local and national government agencies. As policy recommendations of USGAS are of multi-sectoral nature and addressed for a variety of government stakeholders, an inter-governmental coordination and interaction is needed for effective policy implementation. In this line, this inter-governmental body would steward policy implementation and monitoring while its members are assigned responsibilities and timeframe to implement policies.

RECOMMENDATION 2 – E-LEARNING

(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ; UNODC Country Offices in Kenya, Mexico and Uzbekistan – Timeframe: by the end of June 2022)

It is recommended that UNODC continues the effort to finalize and roll out the e-learning module providing a vehicle for interested parties to carry out the USGAS and increase their overall capacity in urban safety assessment. It should become an interactive tool encompassing a broader set of issue areas related to urban security and governance, but not only the USGA tools. Combining the e-learning module with a mechanism to gather evidence on its quality and use should be considered. This would enable UNODC to track long-term effects such as strengthened capacities or policy influence as well as to improve the guides.

One of the pathways to increase impact is through seeking linkages and synergies within the UN system and innovative initiatives with influence in urban safety issues (e.g. Peace in Our Cities network,⁴¹ UN-Habitat

⁴¹ Peace in Our Cities network seeking to galvanize mayors, city governments, and civil society organizations to halve urban violence by 2030. See: <https://www.sdg16.plus/peaceincities>

convened World Urban Forum,⁴² UNECE's promoted Forum of Mayors,⁴³ etc.) These interlinkages can enrich e-learning resources of UNDOC.

RECOMMENDATION 3 – KNOWLEDGE MANAGEMENT

(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ; UNODC Country Offices in Kenya, Mexico and Uzbekistan – Timeframe: by the end of 2022)

It is recommended that UNODC gathers evidence from the three pilots and other experiences (e.g. Barbados, Brazil, etc.) to increase understanding on what skills are needed to use the tool through a situation analysis that identifies the main issues. The evidence gathered should be systematized to facilitate adaptation to local contexts (e.g. compile lessons learned from the pilots) and translated into global products contributing to UNODC overall mandate (e.g. new versions of the guidelines consolidating evidence, practical information tailored to different contexts, etc.)

It would be crucial that the findings continue to inform UNODC's work by identifying synergies with ongoing work (including other UNDA-financed projects). This could for example include (i) developing step-by-step instructions on how to articulate policy recommendations and define relevant policy actors to act on them (recommendation section of two guides) or (ii) a meta-analysis of the three pilots to unearth cross-country results and lessons that could be presented in regional or global events organized by UNODC or other stakeholders.

RECOMMENDATION 4 – PROJECT DESIGN AND THEORY OF CHANGE

(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ – Timeframe: during future design phases)

It is recommended that UNODC includes implementation and monitoring of policy recommendations as an integral and central part of its next projects in this area. UNODC should ensure that all projects are underpinned by a theory of change that investigates causal relationships as comprehensively as possible, including those not directly addressed by the project. For example, it is important to fully consider the causality for influencing policy through long-term mechanisms as well as the three dimensions of capacity development (individual, organizational and enabling environment).

The theory of change should be reflected in a Logical Framework with clear activities, outputs, outputs, outcomes and impact. Indicators should be identified to allow tracking performance and achievement at each level (i.e. specific, measurable, attainable and action-oriented, relevant, and time-bound).

It is recommended that similar projects (e.g. size and resources) focus on one country. This would enable UNODC to implement extensive capacity development activities for government (and other) counterparts as well as focusing on all policy-making stages (from policy analysis/assessment to formulation, implementation and evaluation).

RECOMMENDATION 5 – FEASIBILITY AND ACCOUNTABILITY

(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ – Timeframe: during future design phases)

It is recommended that UNODC realistically estimate the allotment to cover the technical and administrative support required by UNDA projects, including monitoring and collecting information from beneficiaries,

⁴² UN-Habitat convened World Urban Forum being the premier global conference on sustainable urbanization. See: <https://wuf.unhabitat.org>

⁴³ UNECE's promoted Forum of Mayors allowing cities to share the best practices and define a new vision for urban sustainability. See: <https://forumofmayors.unece.org>

allocating enough time for local teams and consultants, ensuring close coordination with other international organizations (especially UN agencies with presence in the implementation countries), etc.

It is crucial to ensure the feasibility of the whole process by assessing the time and resources needed at each stage in view of UNODC's existing capacities. The project design should be underpinned by a thorough stakeholder analysis that includes assessing the roles that different stakeholders should play to solve the identified problems effectively and fully at global, national and local level. This would allow to strengthen UNODC inter-divisional linkages to better harness possible synergies and to promote external partnerships (e.g. actively pursue support to the project from other UN offices in the field).

It is recommended that UNODC enhances its results-based management culture and learning focus by regularly assessing project evaluability, implementing results-oriented monitoring and/or mid-term evaluations and organizing structured learning events. More attention should be paid to getting the opinion from participants in organized events and collecting information from beneficiaries (e.g. keep records of participants including contact details, conduct pre- and post-event surveys, etc.).

RECOMMENDATION 6 – EXIT STRATEGY

(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ – Timeframe: during future design phases)

It is recommended that UNODC envisages an exit strategy at project outset to maximize sustainability, including targeted activities such as wrap-up sessions to tie-in all the themes addressed and agree on specific commitments for the future. To strengthen institutionalization, UNODC could consider developing short info-notes or concrete implementation toolkits.

Long-term institutionalization of good practices at the local level is often fragile due to the typically short periods of local administrations. Therefore, UNODC should engage all the key project stakeholders in the exit strategy (national and local government, CSOs and others), including inter-institutional participation and commitment to track implementation and results. For example, empowering a reduced core group of focal points would be crucial in this effort (e.g. "champions" in the line ministries).

The participation of civil society in all stages and project activities (beyond the collection of information) would contribute to increase their ownership of outputs and results and, in turn, strengthening linkages with national/local governments and sustainability. A possible outcome could be to establish city observatories/labs (run by academia, CSOs, etc.) to monitor progress and generate qualitative and quantitative data for decision making (e.g. through new knowledge, research, debates, best practices, regular reports, etc.).

RECOMMENDATION 7 – CAPACITY DEVELOPMENT

(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ; UNODC Country Offices in Kenya, Mexico and Uzbekistan – Timeframe: during future design phases)

It is recommended that UNODC boosts the capacity development activities for government counterparts in pilot countries so that they gain enough skills to scale up the USGA on their own. In this sense, it is necessary to thoroughly assess the capacities and related needs of the beneficiaries (i.e. government and others at local and national level). This would allow to realistically estimate the number of events (including training courses at the local level) and, even more importantly, the type of participants so that the idea can sink deeper to people and institutions.

It is crucial to ensure that the participants in the project activities align with existing government structures. future USGA projects should consider assisting government policy units or data analysis departments to enhance their capacity so that they become translators and implementors of the USGA in their countries. As the main concern of the communities was crime rise and insecurity (especially after the COVID-19 pandemic), it is recommended that UNODC has a more relevant role in the engagement with law enforcement to bring this effort to a reality. In as much the issues happen at the community, it seems also needed to engage a

second tier of security agencies (e.g. judiciary, probation, prosecution) – primary agencies include police and local administration.

RECOMMENDATION 8 – HUMAN RIGHTS, GENDER EQUALITY AND LEAVING NO ONE BEHIND

(Directed to Project Management at Strategic Planning and Interagency Unit UNODC HQ – Timeframe: during future design phases)

It is recommended that UNODC incorporates gender-responsive outputs and gender-disaggregated indicators in design and reporting of its future projects. All projects should ensure that gender-related issues are mainstreamed in their logic and activities by undertaking a comprehensive gender analysis at project outset and including targeted activities if necessary. The different effects on women and men should be thoroughly analyzed, including not only direct but also indirect ones. Furthermore, UNODC should continue to encourage specific analysis at local level to identify gender-based patterns and constraints to allow expanding the policy recommendations and make them more gender-specific.

V. LESSONS LEARNED AND BEST PRACTICES

LESSONS LEARNED

UNODC/UNDA added value: UNODC is an excellence-driven organization with a strong record and reputation in all regions. Its involvement brought about significant efficiency gains by catalyzing dialogue, facilitating access to cutting-edge knowledge and attracting additional contributions into the projects (in-kind or others). The role of the UNDA as a vehicle for member countries to tap into the normative and analytical expertise of the UN Secretariat was evident throughout the project. By offering distinctive knowledge and skills that are rarely dealt with by other development partners, UNDA is well placed to play a game changer role in terms of promoting exchange of knowledge and transferring skills among countries.

Project timeframe: Ideally, a time horizon to pilot the USG approach in each country would be from three to four years. In this project, nearly two years devoted to each country were insufficient to broadly cover the second project outcome of development and monitoring of evidence-based policies. Project scoping missions, negotiations with governments, recruitment of research teams, as well as launch, validation, finalization, presentation and dissemination of the USG assessments took up to two years. Although the project timeline was affected by COVID-19 that delayed the launch of many project activities (e.g. research), a two-year time period seemed limited for sound data collection, data analysis, report writing, assistance in development of policies and monitoring of policy implementation processes.

Project implementation: This project was unique for UNODC in terms of working with local government agencies (urban authorities such as Mayor's Office or county offices), a model not often pursued by UNODC in the past.⁴⁴ The project showed that this scheme has its benefits and constraints. The benefit is that urban government stakeholders bear direct responsibility for prevention and responding to local crimes (e.g. gender violence, property related crimes, etc.) In this regard, they are important actors in the policy response to local crime. On other hand, organized crime, illicit trafficking, economic fraud, corruption, and extremism call for interaction with national governments. Hence, in the next projects, UNODC needs to involve the higher-level national governments as they enjoy more power than local authorities in policymaking, policy enforcement, budget allocation, etc.

Research tools: The project developed two global products (research tools/guides on the USGA) that can be used in different countries and adapted to different contexts such as natural disasters, pandemics or other crisis situations with view to assess the immediate concerns of communities. Yet, the recommendation section of two guides lacked thorough, step-by-step instructions on how to articulate policy recommendations and define relevant policy actors to act on them. This should be given proper attention in the future to ensure ownership of these recommendations by government counterparts.

BEST PRACTICES

Building a space for dialogue: The report validation and report launch events served as an effective mechanism to build communication and dialogue between governments and CSOs representing interests of marginalized groups in pilot cities. Moreover, some members of these vulnerable groups took part in these events, where they were able to convey their security concerns and grievances directly to government representatives such as police and urban government. As a result, these events also contributed to raising awareness of local authorities about critical and pressing needs of community members.

Engagement of CSOs, academia and business communities: The project engaged a diverse range of stakeholders in the USGA processes to identify safety and security needs in three pilot districts. CSOs, CBOs,

⁴⁴ Interviews with a number of UNODC HQ staff, both CLP and non-CLP, responsible for the project implementation.

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

research centers and businesses were brought together to discuss security concerns and share ideas about possible solutions. Such an engagement resulted in deeper understanding of urban security context, prioritization of security-related problems, and enlisting commitment of these groups to eventual actions.

The project strategy of involving CSOs in the research processes was instrumental in addressing human rights issues and responding to the needs of vulnerable groups. CSOs helped to have access to the vulnerable groups (e.g., LGBTQ+ groups or sexual workers) in order to identify their safety and security needs and reflect them in the USGAS.

ANNEX I: TERMS OF REFERENCE

Background and Context

Project/Programme number:	1819AY
Project/Programme title:	Safety Governance in Urban Environments for Safe, Inclusive and Resilient Communities
Duration (dd/mm/yyyy-dd/mm/yyyy):	1/11/2018- 31/12/2021
Location:	Uzbekistan, Kenya, Mexico & Austria
Linkages to the SDG targets to which the project contributes:	3.5; 4.4, 4.7; 5.2, 5C; 11.3; 13.B; 16.1, 16.2, 16.4, 16.5, 16.6, 16.7, 16A; 17.14, 17.16 & 17.17
Executing Agency (UNODC office/section/unit):	UNODC DPA/PAB/SPIA
Partner Organizations:	UN Habitat, UN Women
Total Approved Budget (USD):	\$549, 341 USD
Total Overall Budget (USD):	\$549,341 USD
Total Expenditure by date of initiation of evaluation (USD):	\$459,680.23 USD
Donor(s):	UN DESA
Name and title of Project/Programme Manager and UNODC office/section/unit:	Nina Grellier, Programme Officer, UNODC/DPA/PAB/SPIA
Type and time frame of evaluation: (Independent Project Evaluation/In-depth Evaluation/mid-term/final) (<i>start and end date of the evaluation process</i>)	Final independent project evaluation November 2021-June 2022
Time frame of the project covered by the evaluation (<i>until the end of the evaluation field mission/data collection phase</i>):	1/11/2018-31/12/2021
Geographical coverage of the evaluation:	Uzbekistan, Kenya, Mexico & Austria
Budget for this evaluation in USD ⁴⁵ :	21,900 USD
Number of independent evaluators planned for this evaluation ⁴⁶ :	2
Type and year of past evaluations (if any):	N/A

⁴⁵ Including fees for evaluation team, travel, printing, editing, translation, interpretation, etc.

⁴⁶ Please note that the minimum for any UNODC evaluation is two independent evaluators, i.e. one Evaluation Expert and one Substantive Expert in the subject area of the project to be evaluated.

Project overview

The project proposed that the use of a strategic approach to urban safety and good governance should be based on an in-depth understanding of how a wider set of localised risk factors interact with illicit external flows to create conditions of insecurity, including different forms of ‘criminal governance’ that seek to subvert established structures. To develop a holistic and strategic approach to the challenge of insecurity, the project used a ‘safety governance’ lens that seeks to enhance the well-being of people and communities through appropriate management and allocation of resources across a city. UNODC’s intervention aimed at broadening the model of the traditional safety audit that UNODC (as well as other partner organizations) have used, to include a broader spectrum of areas--including those related to corruption, transnational organized crime, preventing violent extremism, and health--and to develop the results of such audits into a safety governance approach. The local audits not only examined crime and victimization, but issues related to corruption, violent extremism, the impact of illicit transnational flows, and substance abuse disorders, poor urban planning and environmental degradation, on the resilience of institutions of local governance. This Safety Governance Assessment was developed in close cooperation with other UN entities and partners but was also designed in such a way that organisations with other local priorities, such as education, health, urban design among others could join in the consultation process to develop their own interventions to address the vulnerabilities in the Safety Governance Assessments. Upon completion of the Assessments, the following three results would be achieved: the identification of local challenges and priority areas of intervention; urban strategy and policy development; identification of appropriate technical assistance and capacity building resources. This would take place in cooperation with different actors including local and national government officials; UN partners; civil society; academic institutions; and local residents. The Assessments take into consideration how men, women, and people of diverse gender identity and sexual orientation are differently impacted by and involved in crime, drugs and illicit flows based on their gender roles and needs. The Assessment will seek to ensure to the extent possible a gender balance in the different activities to be carried out. Emphasis will be put on the gender dimension and performance indicators will be, to the greatest extent possible, disaggregated by sex and age. In addition, gender will be incorporated into questionnaires addressed to participants (e.g. country analysis, training questionnaires, etc.). Overall, the project will contribute to promoting human rights in-line with the UNODC guidance note on the promotion of human rights and will work with national and local authorities to build and strengthen capacity for urban safety and good governance data collection and analysis, and development of evidence-based policies with due regard to human rights requirements.

Expected accomplishments

EA1: Enhanced capacities of relevant stakeholders in two pilot cities to collect, analyze and utilize multiple sources of data for formulation of policies aimed at fostering safety, good governance and inclusion.

EA2: Pilot cities have enhanced capacity to develop and monitor evidence-based policies and programmes to prevent and respond to crime, corruption, organized crime, and violent extremism and measure progress achieved towards safety and security; health-centred drug demand reduction; and transparent institutions and governance.

I. PURPOSE AND SCOPE OF EVALUATION

This final independent project evaluation initiated by UNODC is an end of project (final) evaluation, in line with UNODC Evaluation Policy and the requirements of the donor. The evaluation was planned and budgeted for at the project design phase.

The overall expectation of the evaluation is to draw lessons from project implementation that form the basis for instituting improvements to the existing and future project planning, design and management, as well as potential growth and sustainability of the initiative. It will help UNODC, and other stakeholders take stock of the project, learn from its implementation process and results, and identify gaps. Furthermore, as it is a final

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

evaluation, the accomplishments of the project will be assessed against the planned outputs, outcomes and objective.

The main users of the evaluation results will include, but not be limited to the donor, the project managers, senior management, partner organizations and beneficiaries.

The scope of the evaluation will include the full project, from its initiation in late 2018 to its conclusion at the end of 2021. Due to Covid-19-related travel restrictions, it will include a virtual analysis of implementation at all three field locations (Uzbekistan, Kenya and Mexico), as well as headquarters in Vienna.

II. EVALUATION CRITERIA

The evaluation will be conducted based on the following DAC criteria⁴⁷: relevance, coherence, efficiency, effectiveness, impact and sustainability, as well as human rights, gender equality and leaving no one behind, and lesson learned and best practices. All evaluations must include gender, human rights and no one left behind. Ideally these are mainstreamed within the evaluation questions. The criteria of relevance, efficiency, effectiveness, impact and sustainability can be addressed as relevant to the evaluation purpose. Evaluation criteria and questions should be selected to meet the needs of the stakeholders and evaluation context. The evaluation criteria and questions will be further refined by the Evaluation Team in the drafting of the Inception Report.

<i>Relevance⁴⁸: Is the intervention doing the right thing?</i> <i>Relevance is the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor.</i>
<ol style="list-style-type: none"> 1. To what extent has the project been relevant to stakeholder's (e.g. governments, Member States, etc.) needs and priorities? 2. What adjustments, if any, were made to the project as a direct consequence of the COVID-19 situation, and to what extent did the adjustments allow the project to effectively respond to the new priorities of Member States that emerged in relation to COVID-19?
<i>Coherence⁴⁹: How well does the intervention fit?</i> <i>The compatibility of the intervention with other interventions in the country, sector or institution</i>
<ol style="list-style-type: none"> 3. How does the intervention fit with the overarching needs of the cities where they were implemented? 4. To what extent has the project delivered results identifying appropriate entry points for action to address linkages between issues in crime, drugs, and corruption in line with organisational, and local priorities?
<i>Efficiency: How well are resources being used?</i> <i>The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.</i>
<ol style="list-style-type: none"> 5. To what extent has the project delivered outputs in a timely and efficient manner? 6. How was the project able to adapt to the context of the Covid-19 pandemic and were the resources efficiently re-allocated to address changing needs?
<i>Effectiveness: Is the intervention achieving its objectives?</i> <i>The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.</i>
<ol style="list-style-type: none"> 7. To what extent did the project achieve its intended outcomes and objective? 8. How did the adjustments made as a consequence of the COVID-19 situation, if any, affect the achievement of the project's expected results as stated in its original results framework?

⁴⁷ <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

⁴⁸ Includes the previous criterion of design.

⁴⁹ Includes the previous criteria of partnerships and cooperation.

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

<i>Impact: What difference does the intervention make?</i>
The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.
<p>9. Has the project enabled beneficiaries in identifying needs related to UNODC mandate areas, including but not limited to drugs, crime and corruption?</p> <p>10. To what extent has the project generated or is expected to generate positive or negative, intended or unintended, higher-level effects?</p> <p>11. Has the project contributed or is it likely to contribute to integrated action plans at the urban level addressing issues related to drugs, corruption and crime and the urban level?</p>
<i>Sustainability: Will the benefits last?</i>
The extent to which the net benefits of the intervention continue or are likely to continue.
<p>12. To what extent are the benefits of the projects likely to continue after it ends?</p> <p>13. What options are there for UNODC, in coordination with partners, to build on the project results in the future, particularly in the context of the SG's Common Agenda?</p>
<i>Human rights, gender equality, and leaving no one behind: Has the intervention been inclusive and human rights based?</i>
<i>The extent to which the project/programme has mainstreamed human rights, gender equality, and the dignity of individuals, i.e. vulnerable groups, including those with disabilities.</i>
<p>14. To what extent has the project design and implementation fully considered human rights, gender equality as well as marginalised groups, including LGBTQI+ and people with disabilities?</p>
<i>Lessons learned and best practices</i>
<i>Lessons learned concern the learning experiences and insights that were gained throughout the project/programme.</i>
<p>15. What are the main lessons of the project for replication in future projects/programmes?</p> <p>16. How might these lessons be best be applied in the future by UNODC to support Member States?</p> <p>17. What best practices can be identified that are applicable to other UNODC projects and programmes?</p>

III. EVALUATION METHODOLOGY

The methods used to collect and analyse data

This evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR and further refined in the Inception Report, as well as the availability of stakeholders. In all cases, the evaluation team is expected to analyse all relevant information sources, such as reports, programme documents, thematic programmes, internal review reports, programme files, evaluation reports (if available), financial reports and any other additional documents that may provide further evidence for triangulation, on which their conclusions will be based. The evaluation team is also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation. While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties identified as the stakeholders of the project/ programme. The Core Learning Partners (CLP).

The evaluation team will be asked to present a summarized methodology (including an evaluation matrix) in the Inception Report outlining the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards as well as the UNODC Evaluation Policy, Norms and Standards.

While the evaluation team shall fine-tune the methodology for the evaluation in an Inception Report, a mixed-methods approach of qualitative and quantitative methods is mandatory due to its appropriateness to ensure

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

a gender-sensitive, inclusive, respectful and participatory approach and methodology to capture disability and gender equality issues, as well as voices and opinions of both men, women and other marginalised groups, ensuring gender related and disaggregated data (e.g. age, sex, countries etc.). Special attention shall be paid to an unbiased and objective approach and the triangulation of sources, methods, data, and theories. The limitations to the evaluation need to be identified and discussed by the evaluation team in the Inception Report, e.g. data constraints (such as missing baseline and monitoring data). Potential limitations as well as the chosen mitigating measures should be discussed.

The main elements of the evaluation process are the following:

- Preparation and submission of an Inception Report (containing a desk review summary, refined evaluation questions, data collection instruments, sampling strategy, limitations to the evaluation, and timetable) to IES through Unite Evaluations (<https://evaluations.unodc.org>) for review and clearance at least one week before any field mission/data collection phase may take place (may entail several rounds of comments);
- Initial meetings and interviews with the Project Manager and other UNODC staff as well as stakeholders during the field mission/data collection phase;
- Interviews (face-to-face or by telephone/skype/Teams etc.), with key project stakeholders and beneficiaries, both individually and (as appropriate) in small groups/focus groups, as well as using surveys/questionnaires or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation (respecting potential COVID-related restrictions on travel and in-person meetings);
- Analysis of all available information;
- Preparation of the draft evaluation report (based on the Template Report). The Evaluation and Thematic Expert submits the draft report to IES only through Unite Evaluations for review and clearance (may entail several rounds of comments). A briefing on the draft report with project/programme management may also be organized. This will be based on discussion with IES and project/programme management.
- Preparation of the final evaluation report and an Evaluation Brief (2-pager) (based on the Template Brief) including full proofreading and editing, submission to IES through Unite Evaluations for review and clearance (may entail several rounds of comments). It further includes a PowerPoint presentation on final evaluation findings and recommendations;
- Presentation of final evaluation report with its findings and recommendations to the target audience, stakeholders etc. (in person or if necessary, through Skype/Teams etc.).
- In conducting the evaluation, the UNODC and the UNEG Evaluation Norms and Standards are to be taken into account.
- All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IES website: <https://www.unodc.org/unodc/en/evaluation/guidelines-and-templates.html>

IV. TIMEFRAME AND DELIVERABLES

<i>Evaluation stage</i>	<i>Start date</i> <i>⁵⁰(dd/mm/yy)</i>	<i>End date</i> <i>(dd/mm/yy)</i>	<i>Subsumed tasks,</i> <i>roles</i>	<i>Guidance / Process</i> <i>description</i>
<i>Inception Report</i> <i>(3-5 weeks)</i>	<i>01/11/2021</i>	<i>29/11/2021</i>	<i>Draft IR; Review by</i> <i>IES, PM; Final IR</i>	<i>Includes 2 weeks for</i> <i>review by IES</i>

⁵⁰ Required preparations before the start: completed ToR; 2 weeks review of ToR by the Core Learning Partners; finalised ToR based upon comments received; clearance by IES; assessment of qualified evaluation team candidates; clearance by IES; recruitment (Vienna HR for international consultants requiring a minimum of 2 weeks; UNDP for national consultants which may take up to several weeks); desk review materials compiled.

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

<i>Data collection (incl. field missions) (2-6 weeks)⁵¹</i>	<i>1/12/2022</i>	<i>14/01/2022</i>	<i>Field missions; observation; interviews; etc.</i>	<i>Coordination of data collection dates and logistics with PM.</i>
<i>Draft report (6-9 weeks)</i>	<i>17/01/2022</i>	<i>28/02/2022</i>	<i>Drafting of report; by evaluators</i>	<i>Includes 2 weeks for review by IES, 1 week by PM</i>
	<i>01/03/2022</i>	<i>25/03/2022</i>	<i>Review by IES; review by PM; revision of draft</i>	
<i>Draft report for CLP comments (2 weeks)</i>	<i>28/03/2022</i>	<i>11/04/2022</i>	<i>Compilation of comments by IES</i>	<i>Comments will be shared by IES with evaluators</i>
<i>Final report, Brief and PowerPoint slides (3-4 weeks)</i>	<i>12/04/2022</i>	<i>17/05/2022</i>	<i>Revision by eval; review/approval by IES; completion of MR and EFP by PM</i>	<i>Evaluation report, Brief and slides are finalised. Includes 1 week for review by IES and 1 week for PM</i>
<i>Presentation (1 day)</i>	<i>31/05/2022</i>	<i>31/05/2022</i>	<i>Presentation organised</i>	<i>Date of presentation of final results to be agreed with PM.</i>

V. Evaluation Team Composition

Evaluation Team Composition

Role	Number of consultants ⁵² (national/international)	Specific expertise required ⁵³
Evaluation and Thematic Expert (Team Leader)	1 (international/national consultant)	Evaluation methodology
Evaluation Expert (Team Member)	1 (international/national consultant)	Evaluation methodology and tools, support in data collection

The evaluation team will not act as representatives of any party and must remain independent and impartial. The qualifications and responsibilities for each evaluation team member are specified in the respective job descriptions attached to these Terms of Reference (Annex 1). The evaluation team will report exclusively to the Chief or Deputy Chief of the UNODC Independent Evaluation Section, who are the exclusive clearing entity for all evaluation deliverables and products.

Absence of Conflict of Interest

⁵¹ Data collection is currently likely to take longer than usual due to competing priorities of stakeholders and beneficiaries due to COVID-19. Data collection phase may imply on-line interviews, surveys etc instead of travel/face-to-face interviews.

⁵² Please note that an evaluation team needs to consist of at least 2 independent evaluators – at least one Evaluation Expert and one Substantive Expert

⁵³ Please add the specific technical expertise needed (e.g. expertise in anti-corruption; counter terrorism; etc.) – please note that at least one evaluation team member needs to have expertise in human rights and gender equality.

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

According to UNODC rules, the evaluation team must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project or theme under evaluation.

Furthermore, the evaluation team shall respect and follow the UNEG Ethical Guidelines for conducting evaluations in a sensitive and ethical manner.

VI. Management of the Evaluation Process

Roles and responsibilities of the Project/Programme Manager

The Project/Programme Manager is responsible for:

- managing the evaluation process;
- drafting and finalizing the ToR;
- identifying stakeholders and selecting Core Learning Partners (representing a balance of men, women and other marginalised groups) and informing them of their role;
- recruiting the evaluation team following clearance by IES, ensuring issued contracts ahead of the start of the evaluation process in line with the cleared ToR. In case of any delay, IES and the evaluation team are to be immediately notified;
- compiling and providing desk review materials (including data and information on men, women and other marginalised groups) to the evaluation;
- reviewing the draft report and draft Evaluation Brief for factual errors;
- completing the Management Response (MR) and the Evaluation Follow-up Plan (EFP) for usage of the evaluation results;
- facilitating the presentation of final evaluation results;
- disseminating the final evaluation report and Evaluation Brief and communicating evaluation results to relevant stakeholders;
- recording of the status of the implementation of the evaluation recommendations in Unite Evaluations (to be updated once per year).

The Project/Programme Manager will be in charge of providing logistical support to the evaluation team including arranging the field missions of the evaluation team, including but not limited to:

- All logistical arrangements for the travel/data collection phase including travel details; DSA-payments; transportation; etc.);
- All logistical arrangement for the meetings/interviews/focus groups/etc., (respecting potential COVID-related restrictions on travel and in-person meetings), ensuring interview partners adequately represent men, women and other marginalised groups and arrangements for the presentation of the evaluation results;
- Ensure timely payment of all fees/DSA/etc. (payments for the evaluation team must be released within 5 working days after the respective deliverable is cleared by IES).

Roles and responsibilities of the Independent Evaluation Section

The Independent Evaluation Section (IES) provides mandatory normative tools, guidelines and templates to be used in the evaluation process⁵⁴. Furthermore, IES provides guidance, quality assurance and evaluation expertise, as well as interacts with the project manager and the evaluation team throughout the evaluation process. IES may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation process.

⁵⁴ Please find the respective tools on the IES web site <https://www.unodc.org/unodc/en/evaluation/guidelines-and-templates.html>

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

IES reviews, comments on and clears all steps and deliverables during the evaluation process: Terms of Reference; Selection of the evaluation team, Inception Report; Draft Evaluation Report; Final Evaluation Report, Evaluation Brief and PowerPoint slides on the final evaluation results; Evaluation Follow-up Plan. IES further publishes the final evaluation report and the Evaluation Brief on the UNODC website, as well as sends the final evaluation report to an external evaluation quality assurance provider.

VII. Payment Modalities

The evaluation team will be issued consultancy contracts and paid in accordance with UNODC rules and regulations. The payment will be made by deliverable and only once cleared by IES. Moreover, 75 percent of the daily subsistence allowance and terminals is paid in advance before travelling. The balance is paid after the travel has taken place, upon presentation of boarding passes and the completed travel claim forms. Deliverables which do not meet UNODC and UNEG evaluation norms and standards will not be cleared by IES.

IES is the sole entity to request payments to be released in relation to evaluation. Project/Programme Management must fulfil any such request within 5 working days to ensure the independence of this evaluation process. Non-compliance by Project/Programme Management may result in the decision to discontinue the evaluation by IES.

ANNEX II: EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

ONLINE SURVEY QUESTIONNAIRE

In line with the evaluation policies of UNODC (project implementer) and UNDA (project donor), an independent team is evaluating the project “Safety Governance in Urban Environments for Safe, Inclusive and Resilient Communities”. The evaluation covers the entire three-year project duration from its inception in November 2018 until the end in December 2021. It will assess all the activities implemented by the project in the three targeted cities (Mathare in Kenya, Iztapalapa in Mexico and Chilanzar in Uzbekistan) as well as the coordination activities (UNODC Office in Vienna).

The primary objective of this evaluation is to identify key lessons, good practices and areas for improvement that could inform the design and management of future projects in this area. In addition, this final evaluation will measure the project results in terms of delivered objectives, outcomes and outputs.

According to our records you have participated in at least one of the following events organized by the project:

- Technical Workshop for the review of UNODC’s Urban Safety Governance Assessments (May/June 2019, Vienna)
- Technical Workshop for the development of UNODC’s Urban Safety Governance Audit Tool (February 2021, Vienna)
- Side Event at the 30th session of the Commission on Crime Prevention and Criminal Justice – Urban Safety Governance: addressing the root causes of threats to city safety (21 May 2021, Vienna)
- Special Event at the 14th Crime Congress in Kyoto – An Urban Safety Governance Approach for safe, inclusive and resilient societies (9 March 2021, Kyoto)
- Center of Excellence presentation of the results of the project “Urban Safety Governance Assessment in Iztapalapa, Mexico” (26 March 2021, Mexico)
- UNODC presentation of the campaign to assist vulnerable groups in Iztapalapa during COVID-19 pandemic (15 December 2020, Mexico)
- Training sessions (20-25 February 2020, Kenya)
- Nairobi County Government validation meeting (USGA report) (28 July 2020, Kenya)
- Respondents’ validation meeting (USGA Report) (3 August 2020, Kenya)
- Contribution to the Nairobi County Action Plan on Preventing and Countering Violent Extremism Stakeholder Consultation (29 September 2020, Kenya)
- USGA Report Launch Secretariat Round Table (1 December 2020, Kenya)
- USGA Technical Workshop (1 February 2021, Kenya)
- USG Approach Report Launch (10 February 2021, Kenya)
- USGA Capacity Building Session (8 June 2021)
- USGA Community Launch (9 June 2021)
- Training session 1: Experiences and lessons learned in the implementation of Local Safety Audits in the Mexican context (15 May 2020, Uzbekistan)
- Training session 2 (23 May 2020, Uzbekistan)
- Report launch & training (December 2021, Uzbekistan)

It is important for the quality of our work that you respond in full and freely to the questions. The comments you make to us remain confidential, all information will be anonymous in any oral and written reporting.

SECTION A: PERSONAL INFORMATION

1) WHERE DO YOU WORK?*

- Security agency such as police, General Prosecutor's Office and other law enforcement bodies
- Other government institutions
- Non-governmental organization
- Academia
- Business association / Private sector
- Other-Write In (Required): _____*

2) PLEASE CHOOSE YOUR WORK TITLE? (SELECT ALL THAT APPLY)*

- Senior management
- Project officer / consultant / programme coordinator
- Expert / researcher (e.g. non-governmental organization, academia)
- Civil society representative (e.g. at local or community level)
- Other-Write In (Required): _____*

3) IN WHICH COUNTRY DO YOU WORK?*

- Kenya
- Mexico
- Uzbekistan
- Other-Write In (Required): _____*

4) WHAT IS YOUR SEX?*

- Male
- Female
- I prefer not to say

SECTION B: EVENTS

5) IN WHAT EVENT(S) DID YOU PARTICIPATE? (SELECT ALL THAT APPLY)*

- Technical Workshop for the review of UNODC's Urban Safety Governance Assessments (May/June 2019, Vienna)
- Technical Workshop for the development of UNODC's Urban Safety Governance Audit Tool (February 2021, Vienna)
- Side Event at the 30th session of the Commission on Crime Prevention and Criminal Justice – Urban Safety Governance: addressing the root causes of threats to city safety (21 May 2021, Vienna)
- Special Event at the 14th Crime Congress in Kyoto – An Urban Safety Governance Approach for safe, inclusive and resilient societies (9 March 2021, Kyoto)
- Center of Excellence presentation of the results of the project "Urban Safety Governance Assessment in Iztapalapa, Mexico" (26 March 2021, Mexico)
- UNODC presentation of the campaign to assist vulnerable groups in Iztapalapa during COVID-19 pandemic (15 December 2020, Mexico)

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

- Training sessions (20-25 February 2020, Kenya)
- Nairobi County Government validation meeting (USGA report) (28 July 2020, Kenya)
- Respondents' validation meeting (USGA Report) (3 August 2020, Kenya)
- Contribution to the Nairobi County Action Plan on Preventing and Countering Violent Extremism Stakeholder Consultation (29 September 2020, Kenya)
- USGA Report Launch Secretariat Round Table (1 December 2020, Kenya)
- USGA Technical Workshop (1 February 2021, Kenya)
- USG Approach Report Launch (10 February 2021, Kenya)
- USGA Capacity Building Session (8 June 2021)
- USGA Community Launch (9 June 2021)
- Training session 1: Experiences and lessons learned in the implementation of Local Safety Audits in the Mexican context (15 May 2020, Uzbekistan)
- Training session 2 (23 May 2020, Uzbekistan)
- Report launch & training (December 2021, Uzbekistan)

6) HOW WOULD YOU RATE THE QUALITY OF THE EVENT(S)?*

- Very high High Low Very low I do not have sufficient information

PLEASE SPECIFY WHY.

7) TO WHAT EXTENT DO YOU CONSIDER THAT THE EVENT(S) WAS/WERE RELEVANT TO THE PRIORITIES OF YOUR COUNTRY/CITY?*

- Very relevant Relevant Slightly relevant Not relevant I do not have sufficient information

PLEASE SPECIFY WHY.

8) IN YOUR OPINION, DID ALL THE PEOPLE OR INSTITUTIONS WHO COULD HAVE BENEFITED FROM THE TRAINING PARTICIPATED IN THE EVENT(S)?*

- Yes
 No
 I do not have sufficient information

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

PLEASE EXPLAIN YOUR ANSWER.

9) FOLLOWING YOUR PARTICIPATION IN THE EVENT(S), TO WHAT EXTENT HAVE YOU BEEN/WILL YOU BE ABLE TO ACT AS AN AGENT OF CHANGE WITHIN YOUR INSTITUTION? (I.E. CAPACITY TO INFLUENCE POLICIES, DECISIONS, INSTITUTIONAL CULTURE, ETC.)*

- Yes
- No
- I do not have sufficient information

PLEASE EXPLAIN YOUR ANSWER.

10) IN YOUR OPINION, WERE THE EVENT(S) PARTICIPATORY AND INCLUSIVE? (E.G. ALL VIEWS WERE EQUALLY CONSIDERED, PEOPLE WITH DIFFERENT GENDER, ETHNICITIES AND DISABLED PEOPLE PARTICIPATED)

- Yes
- No
- I do not have sufficient information

PLEASE EXPLAIN YOUR ANSWER.

11) DO YOU CONSIDER THAT GENDER EQUALITY AND HUMAN RIGHTS WERE SUFFICIENTLY ADDRESSED DURING THE EVENT(S)?*

	Yes	No	I do not have sufficient information
Gender equality	[]	[]	[]

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

Human rights	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
--------------	--------------------------	--------------------------	--------------------------

PLEASE EXPLAIN YOUR ANSWER.

12) PLEASE INDICATE TO WHAT EXTENT YOU AGREE OR DISAGREE WITH THE FOLLOWING STATEMENT:
THE PROJECT(S) CONTRIBUTED TO IMPROVE...*

	Strongly agree	Agree	Disagree	Strongly disagree	I do not have sufficient information
My capacity to collect and analyze data collection	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My capacity to design, implement and monitor policies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

SECTION C: PUBLICATIONS AND STUDIES

13) HOW WOULD YOU RATE THE QUALITY OF THE URBAN SAFETY GOVERNANCE ASSESSMENT(S)?*

Very high High Low Very low I do not have sufficient information

PLEASE SPECIFY WHY.

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

14) TO WHAT EXTENT DO YOU CONSIDER THE URBAN SAFETY GOVERNANCE ASSESSMENT(S) IS RELEVANT TO THE CONTEXT IN YOUR COUNTRY, CITY AND INSTITUTION?*

Very relevant Relevant Slightly relevant Not relevant I do not have sufficient information

PLEASE SPECIFY WHY.

15) HAVE YOU (OR YOUR INSTITUTION) USED THE ASSESSMENT(S) IN YOUR DAILY WORK?*

Yes
 No
 I do not have sufficient information

FOR WHAT PURPOSE?

16) DO YOU CONSIDER THAT THE POINT OF YOUR ORGANIZATION IS SUFFICIENTLY REFLECTED/ADDRESSED IN THE ASSESSMENT(S)?*

Yes
 No
 I do not have sufficient information

17) PLEASE INDICATE TO WHAT EXTENT YOU AGREE OR DISAGREE WITH THE FOLLOWING STATEMENT: THE ASSESSMENT(S) CONTRIBUTED TO IMPROVE...*

	Strongly agree	Agree	Disagree	Strongly disagree	I do not have sufficient information
My capacity to collect and analyze data collection	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My capacity to design,	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

implement and monitor policies					
--------------------------------	--	--	--	--	--

18) DO YOU HAVE ANY RECOMMENDATIONS FOR SIMILAR FUTURE ASSESSMENTS?

SECTION D: GENERAL QUESTIONS

19) DO YOU THINK THAT THE EVENTS AND THE URBAN SAFETY GOVERNANCE ASSESSMENT(S) CONTRIBUTED OR WILL CONTRIBUTE TO INFLUENCE (OR IT WILL DO IT IN THE FUTURE) ANY POLICIES, STRATEGIES, INITIATIVES, ETC.*

- Yes
- No
- I do not have sufficient information

PLEASE SPECIFY ANY SIGNIFICANT RESULT OR CHANGE WITHIN YOUR CITY, COUNTRY OR INSTITUTION.

20) DO YOU THINK THAT THE EVENT(S) CONTRIBUTED OR WILL CONTRIBUTE TO RAISE AWARENESS ON ISSUES IN LINE WITH YOUR ORGANIZATION AND LOCAL PRIORITIES? (E.G. CRIME, DRUGS, CORRUPTION, ETC.)*

- Yes
- No
- I do not have sufficient information

IF SO, PLEASE PROVIDE DETAILS.

21) IN YOUR OPINION, HAS YOUR GOVERNMENT/INSTITUTION IMPLEMENTED/PLANNED/DISCUSSED FOLLOW-UP ACTIVITIES?*

- () Yes
- () No
- () I do not have sufficient information

WHICH ONES?

22) IN YOUR OPINION, WHAT OTHER ACTIVITIES COULD BE IMPLEMENTED? (E.G. REPLICATION, ETC.)

23) DO YOU HAVE ANY RECOMMENDATIONS FOR FUTURE PROJECTS? PLEASE ADD ANY OTHER ADDITIONAL COMMENTS YOU MAY HAVE.

SEMI-STRUCTURED INTERVIEW GUIDES/QUESTIONNAIRES

Questions – National and local government counterparts / Implementing partners
<p>Did the project respond to existing needs and priorities in your country/city?</p> <ul style="list-style-type: none">- To what policies, strategies and initiatives (national and local) did the project contribute?- How was the engagement of national and local counterparts ensured during both the project design and implementation?- Was it informed by previous evidence? (e.g. research, lessons learned, evaluations...)
<p>Why was your country/city selected to pilot UNODC’s Urban Safety Governance Approach?</p> <ul style="list-style-type: none">- Was there any previous experience (e.g. traditional safety audit) that informed the design? What were the main lessons?
<p>How did the project mainstream human rights and gender equality into the design?</p> <ul style="list-style-type: none">- Were specific needs and constraints of women, vulnerable and marginalized groups identified? (e.g. LGBTQI+, people with disabilities, etc.)- What concrete actions were implemented to address these needs and ensure the participation of

Questions – National and local government counterparts / Implementing partners
these groups in the project activities?
<p>What measures did the project implement in response to the COVID-19 pandemic?</p> <ul style="list-style-type: none"> - Did the project respond to any other emerging priorities and needs?
<p>With what partners did the project cooperated to achieve the results? (e.g. UN agencies, CSOs, private sector, academia, etc.)</p> <ul style="list-style-type: none"> - Please provide examples of the project contribution to strengthen cooperation, partnerships or linkages at local, national or international level.
<p>Did the project generate high-quality, sound, consensual and credible products? (e.g. Urban Safety Governance Assessments)</p> <ul style="list-style-type: none"> - Is there any evidence to back up the response? (e.g. surveys, citations, articles, etc.)
<p>Did the project contribute to strengthen capacities at individual level? (i.e. to collect, analyze and utilize multiple sources of data; to develop and monitor evidence-based policies and programs)</p> <ul style="list-style-type: none"> - Is there any evidence to back up the response? (e.g. surveys, citations, articles, etc.)
<p>How did the project ensure that individual capacities were translated at organizational and inter-organizational level? (i.e. to collect, analyze and utilize multiple sources of data; to develop and monitor evidence-based policies and programs)</p> <ul style="list-style-type: none"> - Was the number and type of participants in the events appropriate to achieve the project's goals? (e.g. local and national officials) - Did local government produce better and useful data to identify needs related to UNODC mandate areas? (e.g. drugs, crime, corruption, etc.)
<p>Is there any evidence of the project contribution to create an enabling environment? (i.e. the administration and enforcement of government policy, and national and local institutional arrangements that affect the behaviour of relevant stakeholders)</p> <ul style="list-style-type: none"> - Did the project put in place sufficient mechanisms to focus on both the first stage of the Urban Safety Governance Approach (data collection and analysis) and the second stage (policy formulation and monitoring)?
<p>Did the project contribute to improve the formulation and/or implementation of effective evidence-based policies?</p> <ul style="list-style-type: none"> - Were the vulnerabilities identified in the Urban Safety Governance Assessment addressed through changes in policies or strategies? (e.g. reflected in the formulation of new policies or strategies, modification of existing ones, at the level of implementation, etc.) - What mechanisms have been put in place to make sure that the recommendations from the assessment were taken into account and are making a difference in the governance, safety and ultimately the well-being of the communities? (e.g. monitoring and evaluation to track progress on policy execution)
<p>What other effects could be attributed to the project? (e.g. positive or negative, intended or unintended...)</p>
<p>Are you aware of any plans in your country/city to build on the started processes?</p> <ul style="list-style-type: none"> - Are you aware of any plans to replicate the project approach, products, activities, etc.? - Do stakeholders have the capacity and interest?

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

Questions – National and local government counterparts / Implementing partners
- Have resources been made available?
What options are there for UNODC to build on the project results and contribute to any started/planned processes? - Could you identify any entry points and potential partners?
What are the good practices applicable to future projects and programmes?
What are the main lessons of the project that could inform UNODC’s future support to Member States? (e.g. main constraints that jeopardized the success of the project, etc.)

Questions – UN Country Teams
What are the main global frameworks that justify the project? (e.g. New Urban Agenda, 2030 Agenda for Sustainable Development, Doha Declaration, UN Convention against Transnational Organized Crime and its Protocols, UN Convention against Corruption, etc.)
Did the project respond to existing needs and priorities of the pilot country/city and of your organization? - To what policies, strategies and initiatives (international, national and local) did the project contribute?
What linkages did the project identify with UN system-wide coordination mechanisms? (e.g. One UN, UNDAF...) - Please provide example of concrete synergies (or lack of) you are aware of (e.g. use of the project’s products, development of training resources, implementation of capacity development activities, etc.)
Did the project generate high-quality, sound, consensual and credible products and to increase capacities? (e.g. Urban Safety Governance Assessments) - Is there any evidence to back up the response? (e.g. surveys, citations, articles, etc.)
Did the project contribute to improve the formulation and/or implementation of effective evidence-based policies? - Were the vulnerabilities identified in the Urban Safety Governance Assessment addressed through changes in policies or strategies? (e.g. reflected in the formulation of new policies or strategies, modification of existing ones, at the level of implementation, etc.) - Is there any evidence of the project contribution to create an enabling environment? (i.e. the administration and enforcement of government policy, and national and local institutional arrangements that affect the behaviour of relevant stakeholders)
With what partners did the project cooperate to achieve the results? (e.g. governments, UN agencies, CSOs, private sector, academia, etc.) - Please provide examples of the project contribution to strengthen cooperation, partnerships or linkages at local, national or international level.
What options are there for UNODC to build on the project results? (e.g. replication, strengthened ownership, etc.)

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

Questions – UN Country Teams
<ul style="list-style-type: none"> - Could you identify any entry points, particularly in the context of the SG’s Common Agenda? - Could you identify any potential partners?
What are the good practices applicable to future projects and programmes?
What are the main lessons of the project that could inform UNODC’s future support to Member States? (e.g. main constraints that jeopardized the success of the project, etc.)

Questions – Research team members
What are the main global frameworks that justify the project? (e.g. New Urban Agenda, 2030 Agenda for Sustainable Development, Doha Declaration, UN Convention against Transnational Organized Crime and its Protocols, UN Convention against Corruption, etc.)
<p>Did the project respond to existing needs and priorities in the pilot country/city?</p> <ul style="list-style-type: none"> - To what policies, strategies and initiatives (national and local) did the project contribute?
<p>How did the project mainstream human rights and gender equality in planning and conducting the Urban Safety Governance Assessment?</p> <ul style="list-style-type: none"> - Were specific needs and constraints of women, vulnerable and marginalized groups identified and reflected in planning and conducting the Urban Safety Governance Assessment as well as other products/activities? (e.g. LGBTQI+, people with disabilities, etc.)
<p>Did the project generate high-quality, sound, consensual and credible products? (e.g. Urban Safety Governance Assessments)</p> <ul style="list-style-type: none"> - Is there any evidence to back up the response? (e.g. surveys, citations, articles, etc.)
<p>Did the project contribute to strengthen capacities at individual level? (i.e. to collect, analyze and utilize multiple sources of data; to develop and monitor evidence-based policies and programs)</p> <ul style="list-style-type: none"> - Is there any evidence to back up the response? (e.g. surveys, citations, articles, etc.)
Was the number and type of participants in the events appropriate to achieve the project’s goals? (e.g. translate individual capacities at organizational and inter-organizational level)
<p>Is there any evidence of the project contribution to create an enabling environment? (i.e. the administration and enforcement of government policy, and national and local institutional arrangements that affect the behaviour of relevant stakeholders)</p> <ul style="list-style-type: none"> - Did the project put in place sufficient mechanisms to focus on both the first stage of the Urban Safety Governance Approach (data collection and analysis) and the second stage (policy formulation and monitoring)?
<p>Did the project contribute to improve the formulation and/or implementation of effective evidence-based policies?</p> <ul style="list-style-type: none"> - Were the vulnerabilities identified in the Urban Safety Governance Assessment addressed through changes in policies or strategies? (e.g. reflected in the formulation of new policies or strategies, modification of existing ones, at the level of implementation, etc.) - What mechanisms have been put in place to make sure that the recommendations from the assessment were taken into account and are making a difference in the governance, safety and

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

Questions – Research team members
ultimately the well-being of the communities? (e.g. monitoring and evaluation to track progress on policy execution)
What other effects could be attributed to the project? (e.g. positive or negative, intended or unintended...)
What options are there for UNODC to build on the project results and contribute to any started/planned processes? - Could you identify any entry points and potential partners?
What are the good practices applicable to future projects and programmes?
What are the main lessons of the project that could inform UNODC’s future support to Member States? (e.g. main constraints that jeopardized the success of the project, etc.)

Questions – NGOs, academia, business associations...
Did the project respond to existing needs and priorities in your country/city? - To what policies, strategies and initiatives (national and local) did the project contribute?
How did the project mainstream human rights and gender equality? - Were specific needs and constraints of women, vulnerable and marginalized groups identified and reflected in the project products/activities? (e.g. LGBTQI+, people with disabilities, etc.) - What concrete actions were implemented to address these needs and ensure the participation of these groups in the project activities?
Did the project generate high-quality, sound, consensual and credible products? (e.g. reflecting different points of view and addressing the needs of different groups) - Was your organization consulted during the project design and implementation? - Did the project cooperate with partners in the achievement of results? (e.g. UN agencies, CSOs, private sector, academia, etc.) - Did it contribute to strengthen cooperation, partnerships or linkages at local, national or international level?
Did the project contribute to strengthen the capacities of your organization? - Was the number and type of participants in the events appropriate to achieve the project’s goals? (e.g. translate individual capacities at organizational and inter-organizational level)
Is there any evidence of the project contribution to create an enabling environment? (i.e. the administration and enforcement of government policy, and national and local institutional arrangements that affect the behaviour of relevant stakeholders) - Is your organization better positioned to influence/monitor policies and strategies?
Did the project contribute to improve the formulation and/or implementation of effective evidence-based policies? - Were the vulnerabilities identified in the Urban Safety Governance Assessment addressed through changes in policies or strategies? (e.g. reflected in the formulation of new policies or strategies, modification of existing ones, at the level of implementation, etc.)

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

Questions – NGOs, academia, business associations...
<ul style="list-style-type: none"> - What mechanisms have been put in place to make sure that the recommendations from the assessment were taken into account and are making a difference in the governance, safety and ultimately the well-being of the communities? (e.g. monitoring and evaluation to track progress on policy execution)
<p>What other effects could be attributed to the project? (e.g. positive or negative, intended or unintended...)</p>
<p>What options are there for UNODC to build on the project results and contribute to any started/planned processes?</p> <ul style="list-style-type: none"> - Could you identify any entry points and potential partners?
<p>What are the good practices applicable to future projects and programmes?</p>
<p>What are the main lessons of the project that could inform UNODC's future support to Member States? (e.g. main constraints that jeopardized the success of the project, etc.)</p>

ANNEX III: DESK REVIEW LIST

UNODC DOCUMENTS

- Project Document for 1819AY “Safety Governance Approach in Urban Environments for Safe, Inclusive and Resilient Communities”
- Project Document revised for 1819AY “Safety Governance Approach in Urban Environments for Safe, Inclusive and Resilient Communities”
- Project final report (2022)
- Annual Progress Report, January 2019 - January 2020
- Annual Progress Report, January 2020 - January 2021
- Project Document, Global Program, GLOUB1, Safety Governance Approach in Urban Environments for Safe, Inclusive and Resilient Cities
- [Governing Safer Cities: Strategies for a Globalised World, A Framework to Guide Urban Policy-Makers and Practitioners](#)
- [UNODC Safety Governance Approach for Safe, Inclusive, and Resilient Cities: A Practical Guide for conducting Safety Governance Assessments in urban environments](#)
- [UNODC Rapid Assessment Guide, Urban Safety Governance Assessments – conducting rapid assessments in emergency contexts](#)
- [Urban Safety Governance Assessment for Iztapalapa District, Mexico City, Mexico](#)
- [Urban Safety Governance Assessment for Mathare, Nairobi, Kenya](#)
- Resume, Urban Safety Governance Assessment for Chilinzar District, Tashkent, Uzbekistan in Russian
- Documents from the Technical Workshop held in June 2019 in Vienna, Austria
- Documents (agenda, presentations, etc.) from the Technical Workshop for the Review of the UNODC’s Urban Safety Governance Assessments, 1-5 February 2021
- Manual for Law Enforcement Officers on Prevention of Domestic Violence as well as Violence in Schools & other Educational Institutions, Uzbekistan (Russian)
- Manual Psychological and Social Support for the Vulnerable Group Members, Uzbekistan (Russian)
- COVID-19 Budget Suggested Revisions – 1819AY
- [UNODC Urban Safety Governance Global Program Concept Note](#)
- [Key data and figures from UNODC website, UNODCITY Urban Safety Governance Initiative](#)
- [UNODC website: UNODC and the Sustainable Development Goals](#)
- [UNODC brochure: UNODC and the Sustainable Development Goals](#)
- UNODC organizational chart
- [UNODC evaluation guidelines, templates, handbook, policy](#)
- [Guidance Note on Gender Mainstreaming in UNODC \(2013\)](#)
- [Brief for project/programme managers: Mainstreaming gender in UNODC evaluations](#)
- [UNEG Norms and Standards for Evaluation](#)

Total number of UNODC documents reviewed: 28

EXTERNAL DOCUMENTS

- [UN Sustainable Development Cooperation Framework for Mexico 2020-2025 \(Cooperation Framework\)](#)
- UNDAF for Mexico 2014-2019
- UNDAF for Kenya 2018-2022
- UNDAF for Uzbekistan 2016-2020, Central Asia

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

- UN Sustainable Development Cooperation Framework for Uzbekistan 2021-2025
- Presidential Decree “On Measures to Further Improve the Project Management System in the field of Information and Communication Technologies dated August 29, 2017
- Presidential Decree “On Measures to Improve the Police Effectiveness and Strengthen Their Responsibility for Ensuring Public Order and Protection of Rights, Freedom and interests of Citizens dated April 10, 2017
- [Uzbekistan’s National Action Strategy for 2017-2021](#)

Total number of external documents reviewed: 8

ANNEX IV: STAKEHOLDERS CONTACTED DURING THE EVALUATION

Number of interviewees	Type of stakeholder (see note below)	Sex disaggregated data
5	Global project implementer	Male: 2 Female: 3
13	Country project implementer	Male: 1 Female: 12
2	Government recipient	Male: 1 Female: 1
4	Partners, CSOs, beneficiaries	Male: 4 Female: 0
Total: 24		Male: 8 Female: 16

ANNEX V: REVIEW OF ACTIVITIES

Planned activities	Activities implemented and outputs delivered
A1.1 Identify pilot cities and secure buy in and the expansion of existing Safety Audits from national and local level counterparts	<p>Consultations with local counterparts, partner organizations and Member States based on established selection criteria.</p> <p>Scoping mission to each city to ascertain initial areas of concern as well as to document existing policies, data collection tools and monitoring systems.</p>
A.1.2 Conduct training in each of the selected cities to train national and local counterparts on using standardized tools and analytical methods in data collection to develop policies and programmes	<p>Some training sessions were implemented (e.g. to share the Mexican experience in Uzbekistan).</p> <p>Nevertheless, the planned training activities were mostly cancelled due to COVID-19. The development of the guides involved a wide series of consultations with colleagues across UNODC, including substantive experts at HQ and colleagues in field offices with previous experience in implementing safety audits and other relevant initiatives at the local level.</p> <p>The project (in its COVID-19 revision) was modified such that a e-learning course on conducting Rapid Response Urban Safety Governance Assessment was developed in lieu of in-person training. At the time of the evaluation, it was expected to go online in Q2 2022.</p>
A1.3 Organize a technical workshop to finalize the Safety Governance Audit tool and methodology	<p>A technical workshop took place in June 2019 where a draft version of the guide was discussed with the aim of critically reviewing and refining it. In addition to colleagues across UNODC, the meeting brought together a wide range of UN partners (e.g. UN-Habitat and UN Women), as well as governmental and civil society actors and experts from East Africa, Central Asia, Latin America, and Western Europe.</p> <p>According to the Project's Final Report, the meeting not only contributed to the refinement of the guide but also enabled cooperation and exchange of policies and best practices amongst local policymakers and practitioners.</p>
A1.4 Publication of the Safety Governance Audit tool	Two guides were published in English, Spanish and Russian, i.e. USGA guide and Rapid Response USGA guide adapted to emergency contexts.
A1.5 Undertake a Safety Governance Audit in each pilot city and publish findings	<p>Three USGAs carried out in the target cities with the involvement of relevant stakeholders, including local communities.</p> <p>At the time of the evaluation, two reports were available on UNODC website, i.e. Kenya in English (published in February 2021), and Mexico in both English and Spanish (published in February 2021). The report of Uzbek city was available in Uzbek and Russian on a website maintained by the country's GPO⁵⁵ (released in December 2021).</p> <p>In addition, two guides for local stakeholders and community workers were also developed by the team of experts In Uzbekistan, i.e. "Prevention of violence in family and educational institutions" and "Psychosocial support to individuals in difficult life situations".</p>

⁵⁵ <http://urbansafety.uz>

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

Planned activities	Activities implemented and outputs delivered
<p>A1.6 Presentation and dissemination of the tool at the Kyoto 2020 Crime Congress</p>	<p>Postponed to 2021 due to the Covid-19 pandemic.</p> <p>Representatives from the pilot assessment cities presented the USGA results in a special event “An Urban Safety Governance Approach for safe, inclusive and resilient societies”, i.e. County Commissioner of Nairobi, Mayor of Iztapalapa and Deputy Director of the GPO’s Academy of Uzbekistan.</p> <p>The list of speakers also included the UNODC and UN Habitat Executive Directors, the UN Resident Coordinator for Barbados and the Eastern Caribbean and other keynote speakers such as the Chief of Violence Prevention for the City of Oakland and Assistant Vice-Minister of Justice for Japan).</p>
<p>A2.1 Conduct training in each of the selected cities to train national and local counterparts on using standardized tools and analytical methods to measure and evaluate progress in the implementation of policies and programmes</p>	<p>The planned activities were not implemented due to COVID-19.</p> <p>The project (in its COVID-19 revision) was modified such that a e-learning course on conducting Rapid Response Urban Safety Governance Assessment was developed in lieu of in-person training. At the time of the evaluation, it was expected to go online in Q2 2022.</p>
<p>A 2.2 One participatory roundtable in each city aimed at all relevant stakeholders, with experts from UNODC and other partner agencies, local and national officials and stakeholders in the selected pilot cities to develop possible policies and programmes to address vulnerabilities</p>	<p>A second technical workshop to discuss the pilot assessments and to review the Rapid Response took place in February 2021. It included representatives from the three pilots that were a part of this project, as well as the complimentary rapid response pilot that was undertaken in Barbados in 2021.</p>
<p>A 2.3 One workshop in each city, to follow on the roundtable, aimed at government officials, with local and national policymakers and experts to agree upon a monitoring framework and reporting cycle. A strategy for interaction with national counterparts is developed in order to achieve national buy-in and financing, as required</p>	<p>A different approach was adopted in each city.</p> <p>A two-day follow-up capacity development session and community launch was organized at the UN-Habitat Mathare Environmental One Stop Youth Centre in June 2021 (attended by 30 community members and by Mathare Chief). The workshop aimed to create buy-in and ownership by disseminating the USGA findings and recommendations to the community and CSOs in the local language.</p> <p>The results of the Itzapalapa final report were presented in an event that took place in March 2021.</p> <p>Report launch was organized in Tashkent and attended by representatives from a broad range of government agencies such as Ministry of Internal Affairs, GPO, Ministry of Education, local authorities, CSOs and academia. In addition, the training on the two guides held in Uzbekistan allowed stakeholders to work on practical proposals to further implement the two guides as well as the USGA's findings in their respective communities.</p>

ANNEX VI: LOGICAL FRAMEWORK

<p>Objective Local authorities, in association with national counterparts, are better equipped to identify, prevent and respond to crime, corruption, organized crime, violent extremism, drug related health risks, and measure progress toward achieving resilience and good governance.</p>		
<u>Intervention logic</u>	<u>Indicators</u>	<u>Means of verification</u>
EA1: Enhanced capacities of relevant stakeholders ⁵⁶ in two pilot cities to collect, analyze and utilize multiple sources of data to enable evidence-based policy making aimed at fostering safety, good governance and inclusion.	<p>IA 1.1: Safety Governance Audit completed in the three pilot cities.</p> <p>IA 1.2: 80% of local and national officials trained to use data and analysis confirm they have increased knowledge to collect and analyze data related to addressing crime, corruption, organized crime, violent extremism and drug use in a participatory manner.</p>	<ul style="list-style-type: none"> • Safety Governance Audit methodology/tool. • Report on technical workshop including a list of participants. • Report on Safety Governance Audits conducted. • Publication of the Safety Governance Audit tool in two languages (English and Spanish/Russian). • Pre-and post-training survey.
<p>Main activity A1.1: Identify three pilot cities and secure buy in and the expansion of existing Safety Audits from national and local level counterparts;</p> <ul style="list-style-type: none"> • Identify criteria for the selection of the three cities; • Select the three cities in consultation with local counterparts and partner organizations based on criteria identified; • Consult with Member States to ensure agreement on the chosen city and project implementation; • Undertake scoping mission to each city to meet with local officials and ascertain initial areas of concern as well as to document existing policies, data collection tools and monitoring systems. 		

⁵⁶ Relevant stakeholders include national government departments, local administrations, CSOs and possible private enterprises.

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

<p>A1.2: Conduct training in each of the selected cities to train national and local counterparts on using standardized tools and analytical methods in data collection to develop policies and programmes;</p> <ul style="list-style-type: none"> • Select relevant local and national officials based on their designation as focal points to the Safety Governance Audit process; • Develop and agree on the date, location and agenda in cooperation with the host city and national counterparts; • Design the training on data collection methodology, use of standardized tools and analytical methods to develop policies and programmes used to implement them; • Carry out the training; • Conduct pre- and post- training assessment.
<p>A1.3 Organize a technical workshop to finalise the Safety Governance Audit tool and methodology;</p> <ul style="list-style-type: none"> • Identify participants from among national and local counterparts, UN partner agencies and substantive experts; • Select and coordinate date for meeting; • Develop discussion document for the meeting based on indicators and methodology used in other audits; • Prepare and disseminate report based on the meeting, which would include the new Safety Governance Audit tool.
<p>A1.4: Publication of the Safety Governance Audit tool</p> <ul style="list-style-type: none"> • Develop and finalize handbook in English on Safety Governance Audit tool, based on the results of technical workshop; • Translate handbook into Spanish/Russian; • Publish handbook on UNODC website.
<p>A1.5: Undertake a Safety Governance Audit in each pilot city and publish findings</p> <ul style="list-style-type: none"> • Carry out the Safety Governance Audit with involvement of relevant stakeholders, including local communities; • Analyze data collected and consolidate findings; • Draft a report detailing findings from Safety Governance Audit and identified priority areas; and publish/circulate among stakeholders.
<p>A1.6: Presentation and dissemination of the tool at the Kyoto 2020 Crime Congress</p> <ul style="list-style-type: none"> • Identify participants to speak on the panel among the stakeholders involved in each audit in order to promote the tool and the preliminary findings of the two processes; • Organize and coordinate side event for the Kyoto 2020 Crime Congress, including communication and advocacy strategy; • Prepare a summary report of the side event.

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

<u>Intervention logic</u>	<u>Indicators</u>	<u>Means of verification</u>
<p>EA 2: Pilot cities have enhanced capacity to develop and monitor evidence-based policies and programmes to prevent and respond to crime, corruption, organized crime, and violent extremism and measure progress achieved towards safety and security; health-centered drug demand reduction; and transparent institutions and governance.</p>	<p>IA 2.1 : 80% of local and national officials trained to use data and analysis confirm they increased knowledge to formulate and measure policies and programs related to addressing crime, corruption, organized crime, violent extremism and drug use in a participatory manner.</p>	<ul style="list-style-type: none"> • Policies and programmes related to priorities identified by key stakeholders on Safety Governance. • Draft or final monitoring framework at the city level. • Pre-and post- training survey.
	<p>IA 2.2 : Adoption of monitoring framework with relevant indicators related to the priority areas adopted for policies and programmes in the two cities.</p>	
<p>A2.1: Conduct training in each of the selected cities to train national and local counterparts on using standardized tools and analytical methods to measure and evaluate progress in the implementation of policies and programmes;</p> <ul style="list-style-type: none"> • Select relevant local and national officials based on their designation as focal points to the Safety Governance Audit process; • Develop and agree on the date, location and agenda in cooperation with the host city and national counterparts; • Design the training on data collection methodology, use of standardized tools and analytical methods to measure and evaluate progress and develop policies and programmes used to implement them; • Carry out the training; • Conduct pre- and post- training assessment. 		
<p>A 2.2 One participatory roundtable in each city aimed at all relevant stakeholders, with experts from UNODC and other partner agencies, local and national officials and stakeholders in the selected pilot cities to develop possible policies and programmes to address vulnerabilities.</p> <ul style="list-style-type: none"> • Identify relevant local and national officials, local counterparts from civil society and private sector; • Identify relevant UNODC experts and representatives from other partner agencies based on the priority areas identified in the Safety Governance Audit Report; • Select and coordinate date for meeting; • Develop agenda/discussion document for roundtable based on findings from Safety Governance Audit; • Draft report based on the possible programmatic and policy responses identified during the course of the roundtable. 		

ANNEX VII: EVALUATION MATRIX

Evaluation criteria	Evaluation Question	Indicators/sub questions	Collection method(s) and sources
Relevance	[EQ1] To what extent did the project respond to existing needs and priorities?	<p>Was the project design underpinned by a thorough identification of priorities and needs at different levels?</p> <p>Was the context in the three countries and pilot cities conducive to achieve the expected goals?</p> <p>Did the project design establish clear and plausible causal linkages among activities, outputs, expected accomplishments and objectives?</p> <p>Was the project design congruent with relevant global frameworks and programs? (e.g. New Urban Agenda, 2030 Agenda for Sustainable Development, Doha Declaration, UN Convention against Transnational Organized Crime and its Protocols, UN Convention against Corruption, etc.)</p> <p>Was the project design congruent with relevant national policies and strategies in the three countries? If yes, please list them.</p> <p>Was the project design congruent with relevant local policies and strategies in the three pilot cities? If yes, please list them.</p>	<p>Desk review</p> <p>Interviews (UNODC HQs and Field Offices); national and local governments, including security agencies such as police, General Prosecutor's Office and other law enforcement bodies); research team members; implementing partners; UN Country Teams; other (NGOs, academia, business associations)</p> <p>Survey (participants in the activities)</p>
	[EQ2] What adjustments, if any, were made to the project to better respond to emerging priorities and needs (including those related to the	<p>Did the project identify emerging priorities and needs? (e.g. political, institutional, cultural, etc.)</p> <p>Do stakeholders consider that the project provided an adequate response to the identified changes in the context? (e.g. COVID-19 pandemic)</p>	<p>Desk review</p> <p>Interviews (UNODC HQs and Field Offices); national and local governments, including</p>

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

	COVID-19 pandemic)?		security agencies such as police, General Prosecutor's Office and other law enforcement bodies); implementing partners; research team members; UN Country Teams; other (NGOs, academia, business associations) Survey (participants in the activities)
Coherence	[EQ3] To what extent did the project contribute to develop or strengthen cooperation (including partnerships or linkages at local, national or international level)?	Did the project contribute to the One UN, UNDAF, and other UN system-wide coordination mechanisms? Did the project cooperate with partners in the achievement of results? (e.g. UN agencies, CSOs, private sector, academia, etc.)	Desk review Interviews (UNODC; national and local governments, including security agencies such as police, General Prosecutor's Office and other law enforcement bodies); implementing partners; research team members; UN Country Teams; other (NGOs, academia, business associations) Survey (participants in the activities)

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

	<p>[EQ4] To what extent did the project contribute to or benefit from the work of other areas within UNDOC?</p>	<p>Did the project deliver results identifying appropriate entry points for action to address linkages between issues in crime, drugs, and corruption in line with organisational, and local priorities?</p> <p>Is there evidence of synergies between the project and other UNDOC work? (e.g. use of the project's products, development of training resources, implementation of capacity development activities, etc.)</p>	<p>Desk review</p> <p>Interviews (UNODC; national and local governments, including security agencies such as police, General Prosecutor's Office and other law enforcement bodies); implementing partners; research team members; UN Country Teams; other (NGOs, academia, business associations)</p> <p>Survey (participants in the activities)</p>
<p>Efficiency</p>	<p>[EQ5] To what extent has the project implemented activities and delivered outputs in a timely and efficient manner?</p>	<p>Was the project's results framework (including the indicators) useful as a management tool? (e.g. implementation of a consistent and resourced monitoring system)</p> <p>What is the relationship between input costs and delivered outputs/ outcomes?</p> <p>Did the project use cost-effective tools and processes? (e.g. use of national trainers, cooperation between HQ and Field offices, etc.)</p> <p>Did the project put in place sufficient mechanisms to focus on both the first stage of the Urban Safety Governance Approach (data collection and analysis) and the second and third stages (policy formulation and monitoring)?</p> <p>Was the number and type of participants in the events appropriate to achieve the project's goals? (e.g. local and national officials)</p>	<p>Desk review</p> <p>Interviews (UNODC; national and local governments, including security agencies such as police, General Prosecutor's Office and other law enforcement bodies); implementing partners; research team members; UN Country Teams; other (NGOs,</p>

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

			academia, business associations) Survey (participants in the activities)
	[EQ6] How was the project able to adapt to the context of the COVID-19 pandemic and were the resources efficiently re-allocated to address changing needs?	Did the project regularly analyze the risks related to the COVID-19 pandemic and elaborated specific mitigation plans? How well did the project adapt to the context related to the COVID-19 pandemic and how did this affect the timeliness of project interventions?	Desk review Interviews (UNODC; national and local governments, including security agencies such as police, General Prosecutor's Office and other law enforcement bodies); implementing partners; research team members; UN Country Teams; other (NGOs, academia, business associations) Survey (participants in the activities)

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

	<p>[EQ7] To what extent did the project achieve its intended outcomes and objective?</p>	<p>Did the project contribute to strengthen capacities at all levels? (i.e. individual, organizational, inter-organizational and enabling environment)</p> <p>Did the project contribute to enhance capacities in the three selected cities to collect, analyze and utilize multiple sources of data? (to enable evidence-based policy making aimed at fostering safety, good governance and inclusion)</p> <p>Did the project contribute to enhance capacities in the three selected cities develop and monitor evidence-based policies and programs? (to prevent and respond to crime, corruption, organized crime, and violent extremism and measure progress achieved towards safety and security; health-centered drug demand reduction; and transparent institutions and governance)</p> <p>Did local governments in the three selected cities produce better data? (i.e. useful to develop and monitor evidence-based policies and program)</p> <p>What factors facilitated or hindered the achievement of results?</p> <p>How did the adjustments made in response to the COVID-19 pandemic, if any, affect the achievement of the project's expected results?</p>	<p>Desk review</p> <p>Interviews (UNODC; national and local governments, including security agencies such as police, General Prosecutor's Office and other law enforcement bodies); implementing partners; research team members; UN Country Teams; other (NGOs, academia, business associations)</p> <p>Survey (participants in the activities)</p>
Impact	<p>[EQ8] Has the project contributed or is it likely to contribute to integrated action plans at the urban level addressing issues related to drugs, corruption and crime and the urban level?</p>	<p>Did the project enable beneficiaries to identifying needs related to UNODC mandate areas? (e.g. drugs, crime, corruption, etc.)</p> <p>Did the project contribute to improve the formulation and/or implementation of effective evidence-based policies in the three countries or selected cities through new or improved data?</p> <p>Did the three countries and/or pilot cities tackle the vulnerabilities identified in the Urban Safety Governance Assessment through policy changes? (e.g. reflected in the formulation of new policies or strategies, modification of existing ones, at the level of implementation, etc.)</p>	<p>Desk review</p> <p>Interviews (UNODC; national and local governments, including security agencies such as police, General Prosecutor's Office and other law enforcement bodies); implementing partners; research team members; UN Country Teams; other (NGOs,</p>

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

			<p>academia, business associations)</p> <p>Survey (participants in the activities)</p>
	<p>[EQ9] To what extent has the project generated or is expected to generate positive or negative, intended or unintended, higher-level effects for all stakeholders (including contribution to the SDGs)?</p>	<p>Has the project enabled beneficiaries in identifying needs related to UNODC mandate areas, including but not limited to drugs, crime and corruption?</p> <p>Did the project contribute to the achievement of global goals by the three countries and/or pilot cities or is likely to do it? (e.g. SDGs)</p> <p>Did stakeholders identify any unintended effects? (positive or negative)</p>	<p>Desk review</p> <p>Interviews (UNODC; national and local governments, including security agencies such as police, General Prosecutor's Office and other law enforcement bodies); implementing partners; research team members; UN Country Teams; other (NGOs, academia, business associations)</p> <p>Survey (participants in the activities)</p>
Sustainability	<p>[EQ10] To what extent has the project generated national ownership to ensure that the benefits continue after it ends?</p>	<p>Did the project elaborate and implement an exit strategy?</p> <p>Did the project purposefully engage key local and national stakeholders throughout implementation to ensure ownership?</p> <p>Did the project develop national and local capacities or structures to support sustainability?</p> <p>What factors have hindered or facilitated ownership?</p>	<p>Desk review</p> <p>Interviews (UNODC; national and local governments; implementing partners; research team members; UN Country Teams; other (NGOs, academia,</p>

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

			business associations) Survey (participants in the activities)
	[EQ11] What options are there for UNODC, in coordination with partners, to build on the project results in the future, particularly in the context of the SG's Common Agenda?	<p>What are the priorities of the SG's Common Agenda?</p> <p>What entry points for UNODC are identified by stakeholders?</p> <p>What partners for UNODC are identified by stakeholders?</p>	<p>Desk review</p> <p>Interviews (UNODC; national and local governments, including security agencies such as police, General Prosecutor's Office and other law enforcement bodies); implementing partners; research team members; UN Country Teams; other (NGOs, academia, business associations)</p> <p>Survey (participants in the activities)</p>
Human rights, gender equality, disability and leaving no one behind	[EQ12] To what extent has the project design and implementation fully considered human rights, gender equality and marginalised groups, including LGBTQI+ and people with disabilities?	<p>Did the project identify relevant human rights issues and vulnerable groups' needs?</p> <p>Were these issues and needs properly reflected in the design and during implementation? (e.g. identification of risks)</p> <p>Did the project implement concrete actions to ensure equal participation in the activities some level of representation of women and vulnerable groups?</p> <p>What are the major achievements and shortcomings identified by stakeholders in addressing human rights issues and vulnerable group needs?</p> <p>What factors have hindered or facilitated addressing human rights issues and vulnerable group needs?</p>	<p>Desk review</p> <p>Interviews (UNODC; national and local governments; research team members; UN Country Teams; other (NGOs, academia, business associations)</p> <p>Survey (participants in the activities)</p>

FINAL INDEPENDENT PROJECT EVALUATION OF THE SAFETY GOVERNANCE APPROACH
IN URBAN ENVIRONMENTS FOR SAFE, INCLUSIVE AND RESILIENT COMMUNITIES

<p>Lessons learned and good practices</p>	<p>[EQ13] What are the main lessons of the project that could inform UNODC's future support to Member States (such as good practices applicable to future projects and programmes)?</p>	<p>What lessons or good practices are identified by stakeholders? How can these lessons be considered for UNODC's future support to Member States?</p>	<p>Desk review Interviews (UNODC; national and local governments; implementing partners; research team members; UN Country Teams; other (NGOs, academia, business associations) Survey (participants in the activities)</p>
---	---	---	---