



ORGANIZATION OF AMERICAN STATES

INTER-AMERICAN DRUG ABUSE CONTROL COMMISSION

cicad

MULTILATERAL EVALUATION MECHANISM

PROCEDURAL MANUAL

(draft)

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ORGANIZATION OF AMERICAN STATES (OAS)
Inter-American Drug Abuse Control Commission (CICAD)

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I. MULTILATERAL EVALUATION MECHANISM (MEM)

A. Background

The Multilateral Evaluation Mechanism (MEM) is an instrument designed to measure the progress of actions taken by the 34 member states of the Organization of American States (OAS) to combat the Hemispheric drug problem and other related offenses.

The Heads of State and of Government at the Second Summit of the Americas in 1998, mandated the creation of a multilateral evaluation mechanism which would make periodic recommendations to member states to improve their capacity to control drug trafficking and abuse and enhance multilateral cooperation. Specifically, in the Plan of Action, Heads of State mandated countries to:

“develop, within the framework of the Inter-American Drug Abuse Control Commission (CICAD-OAS), a singular and objective process of multilateral governmental evaluation in order to monitor the progress of their individual and collective efforts in the Hemisphere and of all the countries participating in the Summit, in dealing with the diverse manifestations of the problem.”

Evaluations on progress in drug control throughout the Hemisphere are prepared by a Governmental Expert Group (GEG) with Experts from each member state, based upon information provided by the National Coordinating Entity (NCE) of each country in response to a questionnaire of indicators for the national reports and to a follow up form on the implementation of recommendations.

The MEM process, which operates on a three-year cycle produces reports on an annual basis, and has the support of the Multilateral Evaluation Mechanism (MEM) Unit within the CICAD Executive Secretariat in order to carry out its work. All evaluation reports are approved by the CICAD Commissioners at their regular sessions before the documents are published and distributed to the public.

An Intergovernmental Working Group (IWG) comprising 34 delegations is normally convoked prior to each full evaluation cycle, to review and streamline the MEM process and improve any operational features.

B. Principles

Pursuant to the Mandate of the Second Summit of the Americas, the process of multilateral evaluation is based upon the following principles:

1. Respect for sovereignty, territorial jurisdiction, and the domestic laws of States;

2. Reciprocity, shared responsibility and an integrated balanced approach to this issue;
3. The Anti-Drug Strategy in the Hemisphere and international agreements and instruments in force.

C. Objectives

The process of multilateral evaluation has the following objectives:

1. To achieve full application of the Anti-Drug Strategy in the Hemisphere¹;
2. To strengthen mutual confidence, dialogue, and hemispheric cooperation in order to confront, with greater efficiency and efficacy, the diverse aspects of the world drug problem²;
3. To follow-up on the progress of individual and collective efforts in the Hemisphere of all the countries participating in the Mechanism, indicating both results attained as well as obstacles faced by the countries;
4. To promote the following actions on the basis of the evaluation results and within the framework of CICAD:
 - a) To Support States in the execution of their national plans.
 - b) To contribute to the strengthening of their capacity to confront the problem.
 - c) To stimulate the development of technical assistance and training programs, and the exchange of experiences according to the needs of each.
5. To produce periodic reports on the situation of the problem in the countries and in the hemisphere;
6. To strengthen multilateral cooperation as the way to ensure objective evaluation of States' efforts to confront the drug problem; and
7. To promote through CICAD the strengthening of cooperation and coordination with other regions, the United Nations and other international entities.

¹ Approved by CICAD during its twentieth regular session in Buenos Aires, Argentina October 1996, signed in Montevideo, Uruguay in December 1996, adopted by the OAS General Assembly during its twenty-seventh regular session in Lima, Peru, June 1997.

² The illicit cultivation, production, manufacture, sale, demand, trafficking and distribution of narcotic drugs and psychotropic substances, including amphetamine-type stimulants, the diversion of precursors, and related criminal activities.

D. Characteristics

The multilateral evaluation process applicable to all States, individually and collectively, has the following characteristics:

1. Governmental, singular and objective, with the participation of specialized representatives of the governments;
2. Transparency, impartiality and equality to assure an objective evaluation;
3. Full and timely participation of the States based upon mutually and previously established rules and procedures of general application to guarantee an equitable evaluation process;
4. The exclusion of sanctions of any kind; and
5. Respect for the confidentiality of the deliberations and the information provided by states, in accordance with established norms and procedures.

II. INTERGOVERNMENTAL WORKING GROUP (IWG)

The Intergovernmental Working Group (IWG) shall be comprised by the delegations of the 34 member states to review and streamline the MEM process and improve its operational features.

A. Convocation

The CICAD Commissioners will decide whether to convene the Inter-Governmental Working Group (IWG) of the MEM before each evaluation round.

B. Chair

The CICAD Commissioners will elect the IWG Chair, who will provide assistance to the MEM Unit in the coordination, organization and preparatory work as well as in the preparatory documents for the IWG.

III. GOVERNMENTAL EXPERT GROUP (GEG)

The Governmental Expert Group (GEG) shall be represented by experts from the diverse areas of the drug problem and designated by each of the 34 member states.

A. Characteristics of the Experts

1. The Government-appointed experts shall possess:
 - a) A solid technical background;
 - b) A working knowledge of English and/or Spanish;
 - c) Experience in the different topics covered by the MEM;
 - d) Suitable criteria to meet the demands of the work of the GEG; and
 - e) Be able to make independent and appropriate decisions.
2. If possible, the expert should not be the National Coordinating Entity (NCE).
3. Through their designation, the experts are given powers to ensure their representation and to enable them to make timely, flexible decisions.
4. The stability and continued service of the experts throughout the evaluation process must be ensured as far as possible.
5. The experts must commit to effective, continued participation in all the exercises, either during the GEG meetings and in his/her country.
6. Experts should be in constant communication with the respective Working Group Coordinator and the MEM Unit from their capitals.

B. Composition of the GEG

1. The Governmental Experts' Group (GEG) shall consist of 34 experts, one per country, who will be designated by each member state. The country may also designate an alternate(s).
2. The GEG shall be headed by a General Coordinator and a Deputy General Coordinator.
3. The GEG may form working groups, with each group headed by a Working Group Coordinator.

C. Organization of the GEG

1. In terms of organization and methodology, the Group shall decide on:
 - a) The election of General Coordinator and Deputy General Coordinator for the group itself at the beginning of each full evaluation round; and
 - b) The formation of working groups for the preparation of the individual reports.

2. Election of the GEG General Coordinator and Deputy General Coordinator should consider the most experienced experts in the drug problem and in the MEM process, together with their leadership skills and also take into account regional representation.
3. The MEM Unit shall submit a proposal for expert assignments to working groups using a selection procedure against predetermined selection criteria of regional representation, language balance, known skill requirements and equality of workload.

D. Functions of the GEG

1. General Coordinator and Deputy General Coordinator

- a) The General Coordinator and Deputy General Coordinator shall have the following responsibilities:
 - i. Preside over all activities of the GEG;
 - ii. Coordinate all Plenary session debates;
 - iii. Participate fully as experts in their respective working group sessions;
 - iv. Meet with the Working Group Coordinators to address and resolve working group problems and issues during the working group debate and drafting of reports; and
 - v. Carry out on-going communication with experts in-between GEG sessions.
- b) The GEG General Coordinator will represent the GEG and present reports at CICAD regular sessions and/or any promotional MEM activity.
- c) The Deputy General Coordinator will replace the General Coordinator in case of temporary/permanent absence and assist in the fulfillment of duties.
- d) The GEG General Coordinator and Deputy General Coordinator shall not function simultaneously as Coordinators of Working Groups within the GEG.

2. Working Group Coordinators

The Working Group Coordinators shall have the following responsibilities:

- a) Coordinate all sessions for their respective working groups during the GEG meetings;
- b) Participate in all Coordinators meetings to report on the progress of his/her respective working group and address emerging problems and/or suggest solutions;

- c) Report fully to their working group on topics discussed at the Coordinators' meetings;
- d) Carry out on-going communication with experts in their capitals; and
- e) Ensure that the work undertaken prior to the presentation of reports to Plenary follows established guidelines and within the established timelines.

3. Governmental Experts:

- a) The GEG shall carry out the following responsibilities:
 - i. The national and hemispheric multilateral evaluation reports; and
 - ii. The national and hemispheric implementation of recommendations reports.
- b) The GEG shall draft the multilateral evaluation reports based on the first draft text prepared by the MEM Unit which reflects accurately the information submitted by the country.
- c) The GEG shall prepare the final drafts of the multilateral evaluation reports for presentation to the CICAD Commission for its approval.
- d) The governmental experts shall not participate in the evaluation of their own country.
- e) Country experts, may be consulted by the GEG on information provided by the National Coordinating Entity (NCE) for clarification purposes. Any other information requested by the GEG to the country will be conducted through the NCE.
- f) GEG experts shall have drafting responsibilities during the GEG meetings as well as assignments in their capitals.
- g) GEG experts shall complete their respective drafting assignments prior to the working group sessions and read the relevant documentation provided.
- h) GEG experts shall be present at all times during the GEG Plenary meetings and during the working group debates.
- i) When a country has both a principal and an alternate expert, the presence of at least one of them is required.
- j) The preparation of national report drafts undertaken by an expert and his/her alternate(s) shall be assigned by the Coordinator of his/her respective working group. Alternates may also be consulted by other working groups in matters of their particular expertise if required.
- k) Each member state shall adhere to the principle "one country, one voice".
- l) Experts and their alternates shall remain in the same working groups during drafting sessions.
- m) If a country's expert is elected Coordinator or Deputy Coordinator of the GEG, the alternate may occupy the country's seat at the Plenary.

E. Operation of the GEG

1. GEG Plenary

- a) The Plenary sessions shall commence with the presence of half plus one of the number of experts in attendance of the meeting.
- b) The Plenary will decide by consensus. Failing this, and only in exceptional circumstances, the General Coordinator will submit the issue to a vote, which will be decided by the majority of experts present.
- c) The Plenary review time for each country report shall be adequate enough for a timely review of the text, with all countries being evaluated with equal seriousness, commitment and attention.
- d) The order in which country reports are considered by the Plenary will be determined by the GEG General and Deputy Coordinators, based upon working groups, level of complexity, language and regional distribution.
- e) During the GEG Plenary, experts shall contribute to the review of all reports except their own, with special emphasis on areas of their expertise, in order for the Plenary review to be effective and as thorough as possible.

2. Working Groups

- a) The working group meetings should operate with the presence of all experts (or their alternates) assigned to specific groups, and which have been accredited for participation in the GEG.
- b) Working groups shall have an equal workload.
- c) Working groups shall prepare, evaluate and review all assigned reports, based upon the same criteria and guidelines.

IV. NATIONAL COORDINATING ENTITY (NCE)

A. Functions of the NCE

The National Coordinating Entity (NCE) is appointed by each member state at the beginning of each evaluation round with the purpose of providing its country information so the GEG may carry-out the corresponding evaluation.

B. Responsibilities of the NCE

The NCE shall have the following responsibilities:

1. Compile information to provide responses to the MEM questionnaire;
2. Prepare an introductory document;

3. Complete and transmit the MEM questionnaire within the established timeframe;
4. Clarify any information required by the GEG or the MEM Unit;
5. Complete the implementation of recommendations follow-up form;
6. Review all paragraphs of the draft report for accuracy;
7. Respond to 'Notes to Country' and other points in the report;
8. Contribute to the promotion of MEM reports in their country;
9. Coordinate training and awareness workshops for all institutions participating in the MEM process in their country, in conjunction with MEM Unit; and
10. Submit and handle requests for assistance to implement recommendations.

V. MEM UNIT

The MEM Unit was established within the Executive Secretariat of the Inter-American Drug Abuse Control Commission (CICAD) to provide support to the MEM process in general.

The MEM Unit shall have the following responsibilities:

1. Ensure that information received from the countries is complete, consistent, succinct and relevant;
2. Prepare the first narrative draft of all MEM country reports and implementation of recommendations' reports which shall accurately reflect the information submitted by the country;
3. Provide any data requested by the GEG as well as other data considered relevant in order to prepare the hemispheric evaluation draft report;
4. Organize a planning session for experts as well as training for national coordinating entities' personnel;
5. Provide experts with a style and format manual which includes evaluation guidelines;
6. Execute promotional activities for the MEM process on a continuous basis; and
7. Publish and distribute the MEM national and hemispheric reports, once they have been approved by CICAD.

VI. SOLIDARITY FUND OF THE MEM

The Solidarity Fund is set up to ensure the participation of those countries, which due to exceptional circumstances, are unable to finance their participation in the GEG meetings.

A. Financing for the Participation of Experts

1. Each member state shall finance the participation of its expert to the GEG meetings.
2. The Solidarity Fund is administered by the Executive Secretariat of the Inter-American Drug Abuse Control Commission (CICAD).
3. The resources of this fund are contributions from donor countries and the OAS Regular Fund assigned annually to the MEM. It is important that all countries provide resources to the Solidarity Fund, however modest they may be, in accordance with the possibilities of each country, and as a demonstration of commitment to the MEM process.

B. Procedures to Request Assistance

In order to request assistance from the Solidarity Fund, an applying country sends a letter of request to the CICAD Executive Secretariat, at least three weeks before the meeting, in which the country explains the reason for its application. All communications shall be considered confidential.

The Executive Secretariat will advise the country what type of assistance it will receive. The applying country may only receive Solidarity Fund assistance to cover a portion of its expert's expenses in a meeting.

C. Criteria for the Approval of Requests

The MEM Unit Coordinator will review all country applications taking into account the following criteria:

1. The exceptional circumstance the country is facing (based on the letter submitted by the country);
2. Availability of funds at the moment;
3. Strong commitment by the country to the MEM process;
4. Expert's experience;
5. Expert's active participation and fulfillment of responsibilities (during the GEG sessions as well as in their capitals); and
6. Counterpart funding from the country to cover its expert's participation.

VII. IN-SITU COUNTRY VISITS

The in-situ country visits shall be carried-out during the evaluation process and shall be exceptional and duly justified by the GEG. The purpose of these visits will be to determine the country's situation and the obstacles encountered; obtain political support from the member states; promote cooperation and improve the quality of dialogue among them and CICAD; promote its full participation in the MEM process; provide training and promote technical assistance, as appropriate.

A. Authorization

The in-situ visits shall be proposed by the GEG, and will be authorized by the country being visited.

B. Justification

These visits will be justified only when the member state has not:

1. Provided adequate information to allow an evaluation and if this information cannot be obtained from other sources as identified by CICAD;
2. Implemented the reiterated recommendations; and
3. Demonstrated an active participation in the MEM.

C. Operating Principles

The visits will be carried out in accordance with the following principles and guidelines:

1. The visiting team will be small, comprised of one to three GEG experts with experience in the focus area of the visit and one staff member from the MEM Unit. The GEG Coordinator will be consulted on which experts shall be part of the in-situ visit;
2. The visits should last a maximum of 3 working days, long enough to accomplish established objectives;
3. The preparatory work will be done by the MEM Unit of the CICAD Executive Secretariat with assistance from the country;
4. These visits will include interviews with authorities and technical personnel of the visited country and the holding of an awareness workshop for those responsible for completing the MEM Questionnaire of Indicators and reporting on the implementation of recommendations;

5. The final report of each in-situ visit will be drafted by the visiting team. Once completed it will be delivered to the Executive Secretariat, later delivered to the visited country and the GEG, and finally presented to CICAD; and
6. The In-situ visits shall be financed by CICAD.

VIII. REPORTS

A. Evaluation Report

1. The evaluation report of each of the 34 member states of the OAS shall be concise and reflect the country's internal reality regarding the drug problem, reflecting clearly the challenges encountered, the strengths, opportunities available and the progress made by each one on drug control matters.
2. The thematic structure of the report shall be based on the Anti-Drug Strategy in the Hemisphere and its main chapters will be:
 - a) Institutional Strengthening;
 - b) Demand Reduction;
 - c) Supply Reduction;
 - d) Control Measures;
 - e) Recommendations; and
 - f) Conclusion.
3. The report shall be produced in accordance with the following stages:
 - a) Preparation of the first narrative draft of each country by the MEM Unit;
 - b) Analysis and evaluation of each narrative draft by the GEG, during their first drafting session, incorporating conclusions and recommendations and finalizing with a draft report per country;
 - c) Delivery of each country's draft report for its comments and data update;
 - d) Analysis of the country comments, data update and countries' responses to conclusions and recommendations by the GEG, who will modify each country's draft report accordingly;
 - e) Delivery of final draft report to the country;
 - f) Approval of each country's final draft reports by the CICAD Commission; and
 - g) Presentation of the MEM reports to the OAS General Assembly.
4. The sources of information used for the production of the evaluation report shall be the following:

- a) The member states' responses to the questionnaire of indicators;
- b) The country introductory document which shall be mandatory for all the member states. The document will be prepared by them to report to the GEG on the country's national reality in facing the drug control problem (country's achievements, difficulties and areas where cooperation should be strengthened). This document shall focus on the reporting period evaluated, be written in simple and concise language (maximum of eight pages) and be attached to the questionnaire;
- c) The evaluation reports from prior MEM rounds;
- d) The in-situ visit report to a country, if applicable;
- e) The authorized external sources of information can be used during the GEG evaluation work and when necessary. Such sources can be official national reports, documents from organizations, such as, Organization of American States (OAS); United Nations Office on Drugs and Crime (UNODC); Financial Action Task Force (FATF); Caribbean Financial Action Task Force (CFATF); Financial Action Task Force of South America (GAFISUD); World Bank; International Monetary Fund (IMF), and other reliable sources as identified by member states; and
- f) The GEG consultations with the countries during the evaluation process will be carried-out to clarify, verify, and request more information.

B. Recommendation Implementation Report

- 1. The recommendation follow-up report of the 34 member states of the OAS shall be concise and include the recommendations assigned to the country, their implementation status, the obstacles encountered, and the GEG conclusions.
- 2. The report shall be produced in accordance with the following stages:
 - a) Preparation of the first narrative draft of each country by the MEM Unit;
 - b) Analysis and evaluation of each narrative draft by the GEG, during their first drafting session, incorporating conclusions and finalizing with a draft report to be sent to each country;
 - c) Delivery of each country's draft report for their comments and data update;
 - d) Analysis of the country comments, data update and countries' responses to conclusions by the GEG, who will modify each country's draft report accordingly;
 - e) Delivery of final draft report to the country;

- f) Approval of each country's final draft reports by the CICAD Commission; and
 - g) Presentation of the MEM reports to the OAS General Assembly.
3. The information sources used for the production of the implementation of recommendations report shall be the following:
- a) Responses to the Implementation of Recommendations Form.
 - i. The form for the follow-up of recommendations shall be sent to the countries so they can indicate their progress on implementation of recommendations.
 - ii. Responses from countries will include a description of the approach, methods and specific measures used to achieve progress on implementing each recommendation. If appropriate, responses will describe obstacles encountered, overcome, or still to overcome to implementing recommendations. Countries may include requests for technical or other assistance related to implementation of recommendations.
 - iii. The responses shall be compiled into a first narrative draft, which the GEG shall use to draft the recommendation implementation report.
 - b) The GEG consultations with the countries during the evaluation process; and
 - c) The in-situ visit report to a country, if applicable.