



# MULTILATERAL EVALUATION MECHANISM (MEM)

## Draft Procedural Manual

### Sixth Evaluation Round



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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.”*

### 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 Hemispheric Drug Strategy and its Plan of Action<sup>1</sup>;

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<sup>1</sup> Hemispheric Drug Strategy approved by CICAD during its forty-seventh regular session in Washington, D.C., May 3, 2010 and adopted by the OAS General Assembly during its fortieth regular session in Lima, Peru, June 2010. The Plan of Action was approved during the forty-ninth regular session of CICAD, in Paramaribo, Suriname, May 4, 2011, and adopted by the OAS General Assembly during its forty-first regular session in San Salvador, El Salvador, June 2011.

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 problem<sup>2</sup>;
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.

#### 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.

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<sup>2</sup> 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.

## II. INTERGOVERNMENTAL WORKING GROUP (IWG)

The Intergovernmental Working Group (IWG) shall be comprised by the delegates of the 34 member states to review and streamline the MEM process and improve its operational features. The duties of the IWG include, as needed, updating and revising the MEM evaluation instrument for the subsequent MEM Round, deleting topics that are no longer useful, revising the MEM Procedural Manual including possible revisions to relevant MEM documents.

### A. Convocation

The CICAD Commissioners will decide whether to convene the Inter-Governmental Working Group (IWG) of the MEM before each evaluation round. As appropriate, CICAD Commissioners should provide the IWG with any specific guidance concerning the new Round that it particularly wants the IWG to focus upon/revise.

### B. Chair and Vice-Chair

1. The IWG will elect the IWG Chair and Vice Chair, who shall have the following responsibilities:
  - a) Preside over all activities of the IWG;
  - b) Coordinate all Plenary session debates;
  - c) Assist the Executive Secretariat, especially the MEM Section, in the coordination, organization and preparatory work for meetings of the IWG.
2. The IWG Chair will represent the IWG and present reports and IWG recommendations to the respective CICAD regular sessions.
3. The IWG Vice-Chair will replace the IWG Chair in case of temporary/permanent absence and assist in the fulfillment of duties. These duties will include coordinating with the Chair and the MEM Section on specific action items. To this end, the Vice-Chair may enlist the support of another IWG member with particular subject matter experience.
4. The IWG Chair and Vice-Chair will also serve as principal liaisons/rapporteurs to the MEM Section/CICAD Executive Secretariat for implementation of instructions developed by the IWG.

### C. CICAD Executive Secretariat

1. The various sections of the Executive Secretariat will work to ensure that all instructions received from the IWG are appropriately implemented.

2. Sections will work directly with the IWG Chair, Vice-Chair or other IWG members as indicated by the work which is required.

D. Operation

1. The IWG Plenary sessions can proceed with the presence of half plus one of the number of participating member states.
2. The IWG Plenary will decide by consensus. When agreement cannot be reached by consensus, the Plenary shall adopt its decisions by an absolute majority of the member states present.
3. The IWG Chair (or Vice-Chair) shall work on behalf of the group to reach consensus, with respect to specific proposals. This activity includes especially helping the group to arrive at compromises when consensus is difficult to reach.
4. The Chair, Vice-Chair, and any member of the IWG is encouraged to develop compromise solutions as the preferred outcome to differences within the group pertaining to the MEM as the desirable alternative to adopting Plenary decisions through an absolute majority of the member states present.

### III. GOVERNMENTAL EXPERT GROUP (GEG)

The Governmental Expert Group (GEG) shall be composed of experts from the diverse areas of the drug problem and designated by each of the 34 member states. Each member state will finance the participation of its Expert in the GEG meetings. Member states will inform the Executive Secretariat of the name of their Expert, and provide his/her CV, in a timely manner, in advance of the GEG meeting, to ensure proper coordination.

A. Characteristics of the Experts

1. The Government-appointed experts shall possess:
  - a) A solid technical background and experience in one or more of the MEM's thematic areas: institutional strengthening, demand reduction, supply reduction, control measures and international cooperation.
  - b) A working knowledge of English and/or Spanish;
2. GEG experts, selected for their technical expertise, will work objectively to evaluate countries' drug control progress through the MEM process, based upon the reality of individual countries.
3. If possible, the expert should not be the head of the National Coordinating Entity (NCE).
4. Experts should be designated with the authority to make autonomous judgments, and take appropriate and timely decisions.

5. The stability and continued service of the experts throughout the evaluation process must be ensured.
6. Experts must participate actively in all the exercises, either during the GEG meetings and in his/her country.
7. Experts should be in constant communication with the respective Working Group Coordinator and the MEM Section 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 will designate one or more alternates who can attend the meetings when feasible.
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. The GEG shall determine its internal organization, operation and methodology.
2. 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.
3. 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.

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. Should the General Coordinator's absence be permanent, the GEG will name another member to carry out the duties of the Deputy General Coordinator.
  - d) The GEG General Coordinator and Deputy General Coordinator will participate fully in working groups but 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 with the General Coordinator and Deputy General Coordinator;
- e) Ensure that the work undertaken prior to the presentation of reports to Plenary follows established guidelines (the Procedural Manual and the agreements reached in the Coordinators' meetings), and is completed within the established timelines; and
- f) Present the viewpoints of their respective working groups.

## 3. Governmental Experts:

- a) The GEG will be responsible for evaluating countries, as well as drafting, reviewing and editing the national and hemispheric multilateral evaluation reports, for which the Group will prepare a Format and Style Manual.



- b) The GEG shall draft the multilateral evaluation reports based on the draft narrative prepared by the MEM Section 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, during their sessions, on information provided by the National Coordinating Entity (NCE) for clarification purposes. Any other information requested by the GEG from the country will be conducted through the NCE.
- f) GEG experts will be responsible for drafting reports, comparing the information with previous rounds, 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) 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.
- i) Each member state shall adhere to the principle "one country, one voice".
- j) Experts and their alternates would ordinarily remain in the same working groups during drafting sessions, save specific exceptions which will be resolved in the Plenary, according to its rules.
- k) 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, respecting point "i" above.

#### E. Operation of the GEG

##### 1. GEG Plenary

- a) The GEG Plenary sessions can proceed with the presence of half plus one of participating member states.
- b) The Plenary will decide by consensus. When agreement cannot be reached by consensus, the Plenary shall adopt its decisions by an absolute majority of the member states present.
- c) The Plenary review time for each draft report shall be adequate enough for a timely review of the text, with all countries being evaluated with equal 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 should contribute to the review of all reports except their own, with special emphasis on their own areas of expertise.

2. Working Groups

- a) The working group meetings should operate with the presence of all experts (and/or their alternates) assigned to specific groups, and which have been accredited for participation in the GEG.
- b) Working groups shall prepare, evaluate and review all assigned reports, based upon the same criteria and guidelines.
- c) The MEM Section shall submit a proposal for expert assignments to working groups using a selection procedure against predetermined selection criteria of known skill requirements.

#### IV. FINANCING OF EXPERT PARTICIPATION AT GEG MEETINGS

Each member state shall finance the participation of its expert to the GEG meetings. However, countries may request assistance from CICAD when, due to exceptional circumstances, they are unable to finance their Expert's participation in the GEG meetings.

A. Procedures to Request Assistance

- 1. In order to request assistance, 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.
- 2. The Executive Secretariat will advise the country what type of assistance it will receive. The applying country may only receive assistance to cover a portion of its expert's expenses in a meeting.

B. Criteria for the Approval of Requests

The MEM Section 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. Current availability of funds;
- 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.

## V. 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 evaluation instrument, and review and analyze this information to ensure accuracy and consistency;
2. Prepare an introductory document to provide context for the country's responses, contributing to the GEG's evaluation;
3. Complete and transmit the MEM evaluation instrument within the established timeframe;
4. Review responses received from national institutions to the GEG's 'Notes to Country' and other points in the draft report within the specified timeframe;
5. Clarify any information required by the GEG or the MEM Section;
6. Review all paragraphs of the draft reports for accuracy;
7. Contribute to the promotion of MEM reports in their country.
8. Coordinate, in conjunction with MEM Section, training and awareness workshops for all institutions participating in the MEM process in their country;

## VI. MEM SECTION

### A. Functions of the MEM Section

The MEM Section was established within the Executive Secretariat of the Inter-American Drug Abuse Control Commission (CICAD) to provide technical and managerial support for the MEM process.

### B. Responsibilities of the MEM Section

The MEM Section shall have the following responsibilities:

1. Maintain continuous communication with the GEG and the NCEs;
2. Verify that information received from the countries is complete.
3. Prepare the narrative draft of all MEM country reports which will reflect the information submitted by the country;

4. Provide any data requested by the GEG as well as other data considered relevant in order to prepare the hemispheric evaluation draft report;
5. Organize training, including online training, for experts, as well as a training session for national coordinating entities' personnel;
6. Provide experts with evaluation guidelines;
7. Provide National Coordinating Entities with an operational manual;
8. Execute promotional activities for the MEM process on a continuous basis; and
9. Publish and distribute the MEM national and hemispheric reports, or other MEM-related reports, once they have been approved by the CICAD Commission.

## VII. 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 implementation of the Hemispheric Drug Strategy and its Plan of Action, reflecting clearly the challenges encountered, the strengths, and the progress made by each country in implementing anti-drug policies, as well as pending steps.
2. The thematic structure of the report shall be based on the Hemispheric Drug Strategy and its main chapters will be:
  - a) Institutional Strengthening;
  - b) Demand Reduction;
  - c) Supply Reduction;
  - d) Control Measures;
  - e) International Cooperation; and
  - f) Conclusion.
3. The report shall be produced in accordance with the following stages:
  - a) Preparation of the narrative draft of each country by the MEM Section;
  - b) Analysis and evaluation of the information in each narrative draft by the GEG, during their first drafting session, incorporating conclusions, and finalizing one draft report per country;
  - c) Delivery of each country's draft report for its comments and data update through the "notes to country";
  - 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 report by the CICAD Commission; and

- g) Presentation by CICAD of the MEM reports to the Permanent Council and 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 Evaluation Survey. Additionally, the general context document, which is optional for each state, can be used as reference.
  - b) The evaluation reports from prior MEM rounds;
  - c) 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 international entities, 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 official sources as identified by the GEG; and
  - d) The GEG consultations with the NCEs during the evaluation process will be carried-out to clarify, verify, and request more information.
  - e) Consultations with the CICAD Executive Secretariat

B. Hemispheric Report

- 1. The hemispheric evaluation report shall be concise and reflect the reality of member states in the hemisphere as a whole regarding the drug problem, demonstrating clearly the challenges encountered, the strengths and the collective progress in the implementation of anti-drug policies.
- 2. The thematic structure of the report shall be based on the Hemispheric Drug Strategy and its main chapters will be:
  - a) Introduction;
  - b) Institutional Strengthening;
  - c) Demand Reduction;
  - d) Supply Reduction;
  - e) Control Measures;
  - f) International Cooperation, and
  - g) Conclusions.
- 3. The report shall be produced in the following stages:

- a) Designation of the governmental experts responsible for drafting the hemispheric report, and their organization into groups that shall be in charge of the sub-chapters of the report. Each group shall have a main drafter and one or more secondary drafters;
  - b) Preparation of tables and gathering of information at the hemispheric level, to be used as inputs for the report;
  - c) Analysis of the information in each national report and other inputs provided by the MEM section, in order to produce an initial draft and evaluation of each chapter of the hemispheric report;
  - d) Review of the first draft, and delivery of comments and proposed changes;
  - e) Online submission of the draft report to CICAD commissioners for comments and corrections;
  - f) Presentation of the final draft report to CICAD by the GEG Coordinator; and
  - g) Presentation of the Hemispheric report to the Permanent Council and the OAS General Assembly.
4. The sources of information used for the production of the hemispheric report shall be the following:
- a) The evaluation reports from the current MEM round and from previous rounds;
  - b) Authorized external sources of information, which may include official national reports; documents from organizations such as the Organization of American States (OAS), the United Nations Office on Drugs and Crime (UNODC), the Financial Action Task Force (FATF), Caribbean Financial Action Task Force (CFATF), the Financial Action Task Force of South America (GAFISUD), the World Bank, and the International Monetary Fund (IMF); and other reliable sources as identified by member states; and
  - c) Consultations made by the GEG and the “ad-hoc” group to the Executive Secretariat, and to experts on the issues covered by the report, in order to clarify and verify the information received.

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