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**Independent project evaluation of the
Strengthening border control along the
Turkmen-Uzbek border, in particular
at Farap checkpoint**

**TD/TKM/J92
Turkmenistan**

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ABBREVIATIONS AND ACRONYMS

BCP	Border Check Point
BLO	Border Liaison Office
DCS	Drug Control Service
SLA	Service Level Agreement
SDCC	State Drug Coordination Commission
NATO	North Atlantic Treaty Organization
TADOC	Turkish International Academy Against Drugs and Organised Crime
TBI	Turkmen Border Initiative
TIKA	Turkish International Cooperation and Development Agency
TPR	Tripartite Project Review meeting
ToR	Terms of Reference
USCENTCOM	United States Central Command
UNODC	United Nations Office on Drugs and Crime

EXECUTIVE SUMMARY

TD/TKM/J92 project “Strengthening border control along the Turkmen-Uzbek border, in particular at Farap checkpoint” was the third cycle of the triple national projects of the UNODC in Turkmenistan to support the Government of Turkmenistan’s current efforts to strengthen drug, crime and terrorism interdiction capacity of law enforcement agencies and border control activities. The first project AD/TUK/03/F42 – “Strengthening border controls of Turkmenistan” was followed by TD/TKM/I78 “Strengthening border control along the Turkmen-Afghan border, in particular at Imam-Nazar checkpoint”. Hence, the lessons learned enabled to improve the followed project, the later project was more comprehensive than its predecessors. The J92 project also served as an additional instrument for fostering international transit trade facilitation by introducing modern, less intrusive interdiction methodologies such as risk management (objective 2) that was not foreseen in the previous projects. The first objective, “to further strengthen counter narcotic capacity of Farap checkpoint” was similar to two other projects and the third objective “to promote cross border cooperation and coordination mechanism between law enforcement authorities at Farap (Turkmenistan) and Alat (Uzbekistan) checkpoints” had a similarity to the objective of I78.

Although this project was specifically designed to address the district’s checkpoints, the technical and training assistance to be provided under the project benefited the railway checkpoint, drug mobile interdiction teams and law enforcement officials operating in Lebap welayet (province) due to staff rotation and geographical authority of the project beneficiary agencies. Extended project targets have caused difficulty in observing the outputs of the project since the benefit of the project has spread out to welayet and countrywide. The beneficiaries of the project have been defined as the State Customs Service, the State Border Guards Service, the State Drug Control Service, the State Migration Service, the Ministry of National Security and the Ministry of Interior Affairs.

The total budget of the project is approximately USD 1 million, and the donors are the USA, the Republic of Turkey and the Turkish Cooperation and Development Agency (TIKA). The project had been endorsed by Turkmenistan Ministry of Foreign Affairs on 17th December 2009 but was implemented in two phases between January to December 2010 and January to December 2011. At the end of first phase an amendment of project extension had been required and approved in line with the procedures. The consultation with Governmental authorities had been considered in project design phase and an adjustment had been applied in accordance with the Government’s proposals.

The purpose and scope of this final-term evaluation aims to assess the overall activities of TKMJ92 from the project's inception in March 2009 until its completion in December 2011 in Turkmenistan (Ashgabat and Farap checkpoint). The evaluation criteria particularly bases on; relevance, effectiveness, efficiency, impact, sustainability, lessons learned and best practices. The activities of the project have been assessed according to these criteria. The missing activities which were designed in the project document have been examined in order to reveal the reasons of the failure and how the project management handled the issue. The thematic coverage of the evaluation is on law enforcement capacity building for border control by retrofitting the infrastructure and equipment, training the personnel and building international cooperation.

The project is relevant and fully in line with the Government's plans and priorities, and with the UNODC regional strategy for the West and Central Asia and the strategic programme framework for Central Asia, 2008-2011, in particular pursuing strategic objective 5, strengthened border control and cross-border cooperation. In 2007, it became embodied in the Paris Pact Initiative, included in the Violet paper of the Rainbow Strategy.

The Project has been built on three immediate objectives which were planned to be achieved through the implementation of ten outcomes. The outcomes have been defined in accordance with the recommendations of the training needs assessment report and the equipment needs assessment report prepared by two subject matter experts.

The project has largely achieved its **immediate objective 1**: To further strengthen counter-narcotic capacity of the checkpoint. However, not all of the outputs to verify successes of the related outcomes have been completed, such as; setting up precursors pre-analysis lab, accommodation of vehicle plate reading system, creating a smuggling database and conducting basic drug and chemical precursors training since Turkmenistan Government was reluctant to cooperate in conducting these activities. In consideration of this fact and the successfully implemented outputs of the objective, achievement of the objective is acknowledged.

Immediate project objective 2: To facilitate effective monitoring and control of migration and trade at border checkpoint has been achieved in line with the foreseen objective. The USCENCOM has built the model infrastructure of border checkpoint and donated relevant equipment, following training activities on trade facilitation, false document examination and site visits facilitated to promote integrated border management practice in the project site. The capacity of customs and border police to monitor and control all activities in collaboration within the checkpoint has been upgraded to the international standards.

Immediate project objective 3 reflected a different window of project goals: to promote cross border cooperation and coordination mechanism between law enforcement authorities at Farap (Turkmenistan) and Alat (Uzbekistan) checkpoints. Since the envisaged ambition was related with sensitive political approach for both Uzbek and Turkmen sides, the third objective was not fully realistic. Both neighbour countries consider international collaboration as national security

matter so they might ignore the cooperation of law enforcement agencies requirement for combating against international criminal networks. The project was able to largely achieve success in setting up cooperation between Turkmen and Uzbek law enforcement agencies via bilateral and international meetings.

The TKM/I78 - strengthening border control along the Turkmen-Afghan border, in particular at Imam-Nazar checkpoint project was accomplished and the lessons learned enabled to enhance the achievement of a similar follow-up to the project TD/TKM/J92- Strengthening border control along the Turkmen-Uzbek border, in particular at Farap checkpoint. TD/TKM/J92 is a chain of comprehensive projects within the Violet Paper of Rainbow Strategy; it aims at strengthening drug interdiction capacity of law enforcement agencies at the checkpoint by providing additional technical and training assistance. Particularly, the training assistance which was provided by the project has spread its benefit over the entire Lebap welayet and countrywide all counter narcotic organisations.

TD/TKM/J92 project coordinator, as the manager of the country office of the UNODC, is responsible for the UNODC's representation in the country and carrying out the activities of 14 projects in Turkmenistan on-going with global and regional scope. It is the project coordinator's responsibility to ensure coordination of these international projects in Turkmenistan, where significant limitations are enforced regarding collaboration with international organizations and contacting foreign officials, and specifically carrying out all transactions of the UNODC's national project J92. The success of the project coordinator in implementing the J92 project despite his extreme workload and the fact that he has earned the trust and respect of Turkmenistan authorities with his extraordinary diplomatic approaches while performing all these duties and also never denied assistance to international organizations must be appreciated.

Despite this success story, the National Project Officer and the Project Coordinator have been appointed to other international organizations in Turkmenistan and Vienna as of June 2011 and December 2011, respectively. This resulted in problems such as the loss of institutional memory during final evaluation of the project. The evaluation did not reach the desired level due to improper information archiving of activities during the execution of the project, lack of information of project personnel about the project implementation since they commenced their duties three months before the final evaluation; consequently, failure to receive answers to questions asked to project staff and not being able to attain required information.

Summary matrix of findings –problems and issues identified, supporting evidences and recommendations – is presented later on.

In determining the equipment needs stipulated in the projects to be carried out in Turkmenistan, an infrastructure and equipment provision which shall constitute an appropriate model for country needs should be aimed. The Government of Turkmenistan has the economic power to install

similar systems on other posts in line with the experience gained from the project. Technical support projects led by the UNODC are regarded as models by Turkmen authorities in reality.

National requirements should be considered in activities intended for training Turkmenistan officials. It has been assessed that Turkmenistan authorities, particularly law enforcement officials, do not prefer to be together with foreign officials. In this regard, careful selection of trainers and being open in sharing training materials will be beneficial in training activities. It is necessary to increase the capacity of personnel in Turkmenistan law enforcement agencies with different subject matter training courses at every level. For this purpose, implementation of a capacity development project or an institution building project should be designed with the aim of establishing a training centre with sufficient equipment and capacity to provide training to Turkmenistan national law enforcement.

It is necessary to commit to close consultancy work with Turkmenistan Government during project design and to consider national requirements. It has been observed that Turkmen authorities can even change their decisions on matters that were previously and mutually agreed upon. Project management should be ready for such abrupt changes and be able to resolve such problems by attempting at learning the reason for such changes.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings¹: problems and issues identified	Evidence (sources that substantiate findings)	Recommendations²
<p>1. Central Independent States evaluates the issue of border security within the scope of national security. As a result of this approach, limitation of international cooperation capacity of law enforcement agencies in combating transnational crimes emerges.</p>	<p>Difficulties encountered during implementation of Objective 3 to promote cross border cooperation and coordination mechanism between law enforcement authorities at Farap (Turkmenistan) and Alat (Uzbekistan) checkpoints. International organizations performing duties in Turkmenistan have poor cooperation potentials with the national authorities.</p>	<p>It is recommended for UNODC to stress the importance of international cooperation in the context of this project. Some initiatives to accomplish this include the recruitment of project coordinator that is highly competent in diplomacy and building relationships w Turkmen authorities.</p>
<p>2. Technical assistance projects could be more cost effective if they allocated their budgets on concerted activities of the project, rather than materials that can alternatively be obtained through national contributions.</p>	<p>Interviews with project team members and donors as well as evaluation reports of previous projects highlighted the consequences of the budget allocations to purchase materials that could be obtained via the national counterpart; that is, the relinquishment of activities of the project.</p>	<p>It is recommended that UNODC carry out a comprehensive model border management project in consultation with Turkmen authorities to support the country in continuing similar projects with its own resources.</p>
<p>3. J92 project has been designed in accordance with the evaluation and lessons learned from I78 project. Since the beneficiary of both projects with similar objectives is the same, similar problems arising</p>	<p>Difficulties encountered during implementation of Objective 3, which is to promote cross border cooperation and coordination mechanism between the law enforcement authorities at</p>	<p>It is recommended that the UNODC emphasise consultation with national stakeholders while determining the objectives, outcomes and outputs in the project document in project design stage. Moreover, it is</p>

¹ A finding uses evidence from data collection to allow for a factual statement.

² Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

<p>from these national agencies have been encountered. Previously gained experiences haven't proved to be beneficial in terms of avoiding encountering the same problems.</p>	<p>Farap (Turkmenistan) and Alat (Uzbekistan) checkpoints, is a result of national risk assessment of the CIS. Cancellation of the precursors lab project by the Government of Turkmenistan results from the tendency explained in 2, key findings.</p>	<p>recommended that project outcomes be flexible and open to amendment practices.</p>
<p>4. J92 project has been implemented in two phases. While no serious fund problems were observed during the first phase, problems have been encountered in finding funds to allow the implementation of the project to continue during the second phase to an extent that affected the progress of the project.</p>	<p>Project Coordinator's project extension amendment request was put forward at the end of the first phase due to insufficient funds for the second phase of implementation. Project Coordinator corresponded with possible donors such as Japan, Korea, Norway Turkey and the USA embassies. Correspondence with the Turkish Government and TIKA took place to increase their contribution to the project.</p>	<p>It is recommended that the financial monitoring system should be operated more sensitively and an early warning mechanism should be developed in order to support the requirements of the accepted and executed activities in all aspects.</p>
<p>5. The Project Coordinator was Head of UNODC Ashgabat office for last 5 years and National Project Officer was senior personnel of the office for 19 years, These two personnel who were responsible to manage J92 project, have left the UNODC Ashgabat office and started working in other international organizations before the project completion. This situation caused troubles in implementation and assessment of the project.</p>	<p>National Project Officer and Project Coordinator left the project in June 2011 and December 2011, respectively.</p>	<p>It is recommended evaluating the causes for these personnel, whose successful performance and professional diplomatic relations are appreciated by both Turkmenistan authorities and international organizations, for leaving in a short interval without finalizing the project and assessing the means for the UNODC of keeping qualified personnel in the organization.</p>
<p>6. Since no proper information management system has been available during project implementation process, sufficient information particularly regarding the application of outcomes could not be acquired. The key project personnel's</p>	<p>The evaluator was informed of five main documents provided by the Project Coordinator only during the preliminary stage. National Project Officer who commenced work in the project office three months before, was only able to procure information</p>	<p>An accurate and detailed reporting and filing / information management system should be installed for project management. Monthly, quarterly, biannual and annual progress reports should be prepared by the project coordinator for each outcome of the project</p>

leaving the project has led to a significant loss in the institutional memory.	available on the UNODC correspondence computer network, but could not answer questions inquired about the project.	objectives.
7. Training activities could not be evaluated with the desired criteria since no appropriate reporting and assessment system has been developed regarding the training activities in general.	Lesson plans or subject titles, attendee profiles, end of training evaluation reports, performance evaluation reports of trainers that are used in training in general are not available.	A general evaluation form should be prepared for evaluating training activities, information suitable to this format should be compiled and training evaluation should be performed by each short term expert who fulfilled the training.
8. During the project, project staff failed to visit border checkpoint and observe implementation and progress of the project.	Correspondence with the project coordinator and monitoring reports in the project file.	In the case where the operation centre of the project staff is located away from the project site, monitoring the project implementation area and on-site supervision of the progress of implementation at appropriate intervals is necessary and recommended for the project management.
9. The USCENCOM constructed three border checkpoint infrastructures in total as models upon Turkmen Government's request. Turkmen Government has built three border checkpoints similar to these models with its own means and also initiated two new projects.	Information compiled by the UNODC office regarding the issue and communication with US Embassy first secretary.	UNODC should continue to support the national border checkpoint systems as well as communicate/offer the organization's experience in this arena, in particular to international standards. Concurrently, UNODC should press ahead the cooperation and collaboration with Turkmen Government.
10. In the preliminary stage, X-Ray detector purchase was planned for border gate; then Turkmen authorities stated that they were going to procure detectors with the same standards for all gates by their own means, and it was agreed on to establish a pre-analysis precursors lab but it was announced in the last month of the project that establishment of this lab was renounced. The planned and confirmed outcomes of the project have not been enforced.	The evidence....e.g. project documents outlining the planned outputs from the projects inception, interviews corroborating that the changes in the projects were detrimental to project implementation, etc.	The project management should set up ascendant and constant communication linkage with beneficiary bodies to monitor their alteration trends. During the implementation period, risen new expectations of the beneficiaries should be considered and negotiation facilities should be used to handle the problems.

I. INTRODUCTION

Background and context

The Great Silk Road, which was of significant importance between the 6th and 15th centuries in the history of World Civilizations, was the only route of trade between Asia and Europe. It grew into a commercial, cultural and political interaction area following different routes for hundreds of years when it was used. Although it consists of different routes and branches in geographical aspect, one of the indispensable, lasting arterial parts was the part coming from Kabul and Samarkand and going to Iran passing from the Turkmenabat – Mary line which is situated within Turkmenistan territory today. The Silk Road, which lost its importance when sea routes were preferred for transportation to Asia in the 15th century, shows a tendency of revival today as a result of the integration of the new states founded in the region after the dissolution of the USSR with the World economy.

According to the data presented in Statistical Yearbook of Turkmenistan, published by the National Institute of State Statistics and Information of Turkmenistan, the number of vehicles in the country, the number of passengers and the amount of goods transported, as well as the import and export volume have showed significant increases in the last decade. The increase in trade relations with neighbouring countries is inevitable in Turkmenistan, which is in a period of transition from command economy to liberal economy. This situation indicates that transnational crimes, contraband and illegal narcotics trafficking activities will be intensified more on Turkmen borders than they are now.

Farap border checkpoint (BCP) which is located in Turkmenistan – Uzbekistan border line, has been identified as one of the main arteries facilitating the flow of persons and cargo between Central / South Asia and the Caucasus, the European Union and the Gulf States. The I. R. of Iran, Russian Federation and Turkey are particularly important destinations / origins. Recognizing this, the Government of Turkmenistan has recently decided to improve the road and airport connections to the checkpoint. Furthermore, given Turkmenistan's position as one of Afghanistan's direct neighbours, the threat of drug and / or precursor trafficking in the region is high. Therefore, in order to ensure that the facility can meet the challenges of an increased flow of passengers and goods, the knowledge of staff and technical capacity at the checkpoint need to be enhanced (see the map of Annex 3).

The first allocation of the project was initiated on 23 March 2009. Following the consultancy meetings with the UNODC, stakeholders and the Government of Turkmenistan, the project document took its final form and was signed by the parties on 17 December 2009. Project was planned to be carried out in a period of 24 months in 2010 and 2011 in two separate phases and it would be completed on 31 December 2011 with completion of the final evaluation. The total budget of the project is approximately USD 1 million, and the donors are the USA, the Republic of Turkey and the Turkish Cooperation and Development Agency (TIKA).

Upon Turkmenistan Government's demand for assistance via the US Embassy for establishing and modernizing BCPs in the country, the United States Central Command (USCENTCOM) commenced the project by constructing one BCP on each border of Turkmenistan with Iran, Afghanistan and Uzbekistan and providing proper equipment in the first stage. During the approval stage of TD/TKM/J92 'Strengthening border control along the Turkmen-Uzbek border, in particular at Farap checkpoint' project, a linkage was established with the project in which USCENTCOM was continuing the construction and it was incorporated into the project. When the project commenced in January 2010, the infrastructure operation in BCP was in the stage of completion, the operation regarding provision of required equipment was in progress.

Two separate needs assessment missions were performed in Ashgabat, Turkmenabat prior to the commencement of the project. In conclusion of the equipment needs assessment; i. establishing pre-analysis lab, ii. training on technical equipment usage, iii. study tour for high level officials on integrated border control, iv. anti-smuggling database and v. mobile-hand-held search and monitoring equipment were recommended. In conclusion of the training needs assessment; i. basic training courses-upon request / approval and ii. advanced vocational courses were recommended.

A total of 10 outcomes were determined in order to reach the three immediate objectives intended by the project document. When we evaluate the success rate of these three objectives intended in the project, even not considering the difficulties encountered during the execution of the project, Turkmenistan Government's not allowing the practice of some approved outputs unilaterally damaged the project's success rate. The achievement of the project significantly depended on meeting the requirements of the objectives.

The objective of the evaluation focused on how the project was tailored to Turkmenistan Government's priorities and requests, if the project objectives had been achieved, to what extent the outcomes of the project matched to the UNODC's strategic approaches for reduction of illicit drug trafficking. This final-term evaluation covers the activities of TKM/J92 from the project's inception in March 2009 until its completion in December 2011 in Turkmenistan (Ashgabat and Farap checkpoints). The thematic coverage of the evaluation is law enforcement capacity building for border control.

The evaluation team included one independent evaluator Mr. Mehmet Oguz Togat, recruited for 15 days divided as 7 days home base study and 7 days field mission in Turkmenistan (see ToR of evaluation Annex 1).

Evaluation methodology

The ToR of independent evaluator for final term independent evaluation of TD/TKM/J92 project "Strengthening border control along the Turkmen-Uzbek border, in particular at Farap checkpoint" refers that the evaluation methodology would have been involved:

(a) A desk review of relevant documents. These documents will include at least the following: the project document, all project revision documents, semi-annual and annual project progress reports; this will be followed by an inception report that should be prepared prior to the evaluator mission:

(b) Field mission to UNODC Office in Ashgabat to include all stakeholders consisting of:

- (i) Briefing by UNODC staff in Ashgabat;
- (ii) Individual interviews with senior officials of project beneficiary agencies and other national counterparts, including officials from the relevant competent authorities;
- (iii) Individual interviews with donor representatives;
- (iv) Site visits to the project site (Farap checkpoint) and Regional Customs office located in Turkmenabat city,

The framework of evaluation methodology has been carried out as required in ToR above. Some of the required methods were not able to fulfil as adequate as the evaluator desired because of the limitations underlined in below section. Hence the evaluation methodology was based on:

(a) Review of documents as stated above. Refer to Annex 6 for a full list of desk review documents.

(b) Direct correspondence with the project coordinator via phone interviews and the Internet. During the desk review period of evaluation the project coordinator responded all the questions of evaluator by mail or on phone calls. The project coordinator also assumed that he would have arranged all the planned activities of evaluator and required project information in Ashgabat.

(c) Interviews with the project personnel, beneficiary agency Drug Control Service at central level in Ashgabat, the representatives of donors from the US Embassy, the Turkish Embassy and TIKA (See Annexes 2 & 5).

(d) General background research via the Internet, library and open sources. Some academic master thesis, web site of non-governmental organisations, news about Turkmenistan has been reviewed (See Annex 6).

Limitations to the evaluation

The final-evaluation of J92 project faced substantial challenges. Firstly, approximately one month prior to the commencement of the evaluation, the project coordinator managing the project resigned and took office in an international organization in Vienna. The national project officer who served in applications throughout the project also resigned from his duty in June 2011. This absence of key officials resulted in a loss of project knowledge / insight about the matters regarding the execution stage of the project. Secondly, the successor national project officer was not provided with adequate information about the project to assist the evaluator although the ToR of independent evaluation indicates that the focal personnel to assist the evaluator should be the national project officer. And finally, the work plan of the evaluator had not been well organised before his arrival in Turkmenistan, the set of project documents was not prepared for review, the appointments for the relevant interviews had not been organised, the approbation of Turkmen authorities to visit the project site was not obtained timely. Besides all these challenges, absence of any officials who can answer to inquiries

about the matters regarding the execution stage of the project and unavailability of institutional memory affected the evaluation in a negative way.

The evaluator was notified of his appointment regarding the assessment of J92 project on 18 December 2011 and the below listed documents were sent as the basis for evaluation:

- (a) TD/TKM/J92 Project Document,
- (b) Annual 2010 Project Progress Document,
- (c) Quarterly Field Report January – March 2011,
- (d) Quarterly Field Report April – June 2011,
- (e) Quarterly Field Report July – September 2011 and
- (f) Required reporting templates.

In the inception report, it was noted that the report could be prepared with more content using the information obtained from the project office in the field mission in Turkmenistan. However, in the project office in Ashgabat it was observed that activities regarding the project were not filed appropriately, the progress reports and the meeting reports of the project were not prepared regularly and the projected tripartite meetings were not held sufficient number of times or not filed adequately. In brief, no source of information was available from the records in the project office to support evaluation duties such as the manner of project execution, problems encountered, problem resolution, and assessment reports of performed activities.

A significantly limited term of operation was stipulated to carry out the evaluation. Particularly, the five-day field mission affected the success of the evaluation in a negative way. The dates of the evaluation mission were planned in this period of time without taking into consideration the dense fog which took place in December and January in Turkmenistan, primarily in Ashgabat. The fog resulted in a 20-hour trip to Ashgabat and as such the evaluator experienced significant physical fatigue upon arrival.

The new national project officer who took office three months before the evaluation assignment did everything in his power to assist the evaluator to be efficient in the field mission in Turkmenistan, but could not answer inquiries related to project details as he had no information on the project implementation. Serious disruptions emanated while planning the evaluator's field mission as the former national project coordinator was assigned to a manager position in the UNDP. An opportunity to have a meeting with project donors, the US and the Turkish Embassy officials and with the TIKA representative was available. However, only officials from the State Drug Control Service could be contacted which is only one of the seven national beneficiary agencies, a meeting with the officials of the two most important agencies, the State Customs Service and the State Border Guard Service could not be organized. While it was required to prepare the evaluator work plan in advance and to fulfil the bureaucratic procedure stipulated by Turkmenistan Government, the evaluator was unable to perform examinations in the project site and contact with the relevant officials during the field mission as he was unable to visit Farap BCP due to lack of the official green light from the authorities. All these negative circumstances negatively affected the project evaluation in a crucial way, but the evaluator

dealt with the abovementioned challenges by examining all correspondences of the project and questioning the project coordinator when he was available via the Internet connection.

Country-wide, regional and project site statistics of drugs apprehended in the last three or five years could not be provided. As the increase or decrease in the amount of drugs seized shall be considered as an indicator of the effect of the project on the campaign against drugs, this evaluation factor was forfeited.

As per the ground rules of Turkmenistan's bureaucracy, permission is required from the Ministry of Foreign Affairs for a state official to converse and meet with a foreign national official who is member of an international organization or for the said foreign national official to visit an agency of the government or a public space. The procedure for acquiring this permit primarily starts with an application of the international organization, to which the foreign national who will perform a visit or have a meeting is affiliated, submitted to the Ministry with an explanatory letter regarding the subject of the visit or meeting. Then the Ministry shall send this request to the coordination unit in the Cabinet and this unit asks related agency's approval. The above explained procedure was not completed in time and it was not possible for the evaluator to visit the project site.

II. EVALUATION FINDINGS

Design

The J92 Project is a continuance of I78 project completed in December 2009 and it is designed with the UNODC ROCA and the UNODC HQ in accordance with experiences gained from this project and in close consultative collaboration with the project coordinator and the UNODC country director of Turkmenistan. His devoted and successful work as the project coordinator led to progress in the project and he made amendments when required.

The project was developed through collaboration with relevant units of the UNODC and Turkmenistan. The State Drug Coordination Commission was requested to provide opinion on the draft. Necessary revisions were made upon discussing the opinion and proposals of the Commission. Thus contributions of national organizations were incorporated in the design of the project.

In addition, during the concept development phase, the following points had also been taken into consideration:

- (a) National anti-drug plans and strategies in place
- (b) National efforts underway to foster the bilateral and regional transit trade and transportation
- (c) The Government's current activities to support regional stability and security
- (d) Good neighbour policy being developed and pursued by Turkmenistan
- (e) The important role of Farap checkpoint in international trade and transportation in the region
- (f) The impact of enhanced drug interdiction capacity of Farap checkpoint and cross-border cooperation with the Uzbek authorities
- (g) The benefit of the project to the entire region, international community and the Paris Pact Initiative partners
- (h) UNODC Strategic Programme Framework for Central Asia and its Rainbow Strategy
- (i) Excellent relations and support of Turkmenistan and the UNODC

It is proposed that success shall be achieved when five outcomes for the first objective, three outcomes for the second objective and two outcomes for the third objective are achieved (see logical framework table given as Annex 1 in project documents). When the table is reviewed it is seen that outputs towards achieving said outcomes are specified, however the relevance between outputs and achievement of said outcomes is not determined. Determining the relevance between outputs and outcomes would prevent various interpretations. The objectives and outcomes of the project are as follows:

Project Objective 1: To further strengthen counter-narcotic capacity of Farap checkpoint

Outcome 1: Recommended drug search and detection equipment procured and training on effective usage provided

Outcome 2: Farap land border, railway and mobile teams' drug interdiction capacity enhanced via additional knowledge, advance technology and best practice provided

Outcome 3. Pre-analysis lab set up under the support and responsibility of Customs service and the assigned chemists trained

Outcome 4. Search capacity further strengthened with the provision of two detector dogs and training of dog handlers

Outcome 5: Local intelligence and information sources, data collection and analytical capacity improved

Project Objective 2: To facilitate effective monitoring and control of migration and trade at Farap border checkpoint

Outcome 1: Modern international Customs control techniques and best practices promoted;

Outcome 2: Trade and passenger related internationally accepted documents process facilitated

Outcome 3: Trade facilitation oriented inter-agency and trade community cooperation increased

Project Objective 3: To promote cross border cooperation and coordination mechanism between law enforcement authorities at Farap (Turkmenistan) and Alat (Uzbekistan) checkpoints

Outcome 1: Cooperation and communication with the Uzbekistan (Alat) checkpoint enhanced

Outcome 2: Exchange of operational experience enhanced

Outputs included in the logical framework table were designed in accordance with the equipment and training needs assessment, recommendations in expert reports and data from consulting with national authorities carried out prior to the commencement of the project. Some of the realistic outputs supporting the success of the objectives and meeting national requirements could not be put into practice due to the fact that authorities of Turkmenistan changed their decision and new tendencies emerged in international diplomatic relations. On the other hand, Turkmenistan authorities comprehending the concept with the definition of technical aid to be provided to law enforcement agencies through this project changed their decision about accepting technical aid upon coming to the conclusion that substantial part of the equipment subject to this aid may be supplied from national resources. The project had not stipulated measurable criteria allowing assessment, yet unwillingness of Turkmenistan authorities about sharing information and statistics since they see drug problems as a national security issue constituted an impediment for concrete implementation. On the other hand, the number of planned activities or the number of activity participants included among indicators that may be used towards achievement of outcomes may be accepted as an achievement criteria for the objective.

In its design, the project included assumptions and risks by the project coordinator with substantial knowledge about the country in a detailed and realistic way. In addition, mitigation measures were not provided however the project coordinator sought solutions through diplomatic and personal skills when a problem emerged.

Relevance

In Article 10 of ‘National Program on Fighting Illegal Drug Trafficking and Assistance to Drug and Psychotropic Substance Addicts for 2006 – 2010’ approved on 24 April 2006 with decree no 7856 of Turkmenistan President; State Border Service, Ministry of National Security, State Customs Service, Ministry of Defence and Ministry of Internal Affairs were permanently assigned for ‘Improving the scope of legal, military, and operational measures aimed at ensuring effective border control, including those measures preventing import of and illegal trafficking in narcotic and psychotropic substances and precursors’. Additionally, State Commission, State Border Service of Turkmenistan, State Customs Service of Turkmenistan, Ministry of National Security of Turkmenistan, and State Drug Control Service of Turkmenistan were permanently assigned for ‘Provision of secure state borders and firm customs control to avoid narcotics and precursor contraband’ in Article 1 of Part I under the title: ‘Measures on fighting the illegal trafficking in narcotic and psychotropic substances and precursors’ in ‘Working Program on Fighting Illegal Drug Trafficking, Psychotropic Substances and Precursors and Rendering Assistance to Drug and Psychotropic Substance Addicts for 2011 – 2015’ decree which entered into force upon approval of the Turkmenistan President.

In this regard, the project was extremely relevant to enhance the control of the northern border of Turkmenistan with Uzbekistan and to prevent illegal trafficking. Strengthening of border control is given priority in work plans for fighting against illegal drug, psychotropic substances and precursors trafficking which entered into force upon approval of the President and have been in effect for the last ten years. The UNODC national technical assistant project J92 ‘strengthening border control along the Turkmen-Uzbek border, in particular at Farap checkpoint’ aimed to enhance the capacity of law enforcement cooperation against crime, organized crime, corruption, drug trafficking, diversion of precursors and terrorism. The scope of the project is completely compatible with the strategy of Turkmenistan Government in this matter. The draft project had been proposed to Ministry of Foreign Affairs in Turkmenistan and the draft took its last form as a result of the correspondence exchange and by considering recommendations of the Government. In brief, J92 project was approved by Turkmenistan Government as a national project in strict consistency with national priorities upon having contribution of Turkmenistan Government as a result of the Project Coordinator’s efforts.

Officials of central law enforcement agency in Ashgabat emphasized that the project provided technical knowledge and experience to drug law enforcement personnel of the country and knowledge and training materials from training activities shall be used in their own training centres. It was stated that compliance of project management in terms of national priorities and preferences lead to adoption of the project by Turkmen authorities.

This project was designed in accordance with the UNODC Strategic Programme Framework for Central Asia and its Rainbow Strategy especially in relation with the Violet paper on the Caspian Sea

and Turkmen border initiatives, and in line with the UNODC's overall strategy, most notably result area 1.6.2. (Enhanced capacity for law enforcement cooperation against crime, organized crime, corruption, drug trafficking, diversion of precursors and terrorism).

The project was aligned with the UNODC regional strategy for the West and Central Asia and the SPF for 2008-2011, in particular pursuing strategic objective 5, *strengthened border control and cross-border cooperation*, addressing a number of operational targets under this objective, such as: *increased interdiction capacity of border guards, customs and law enforcement bodies posted in the border areas (e.g. by provision of modern equipment, specialized training, drug detecting dogs, etc.)*

In addition to project's specific support in border control at Farap BCP on Turkmen-Uzbek border, a rotation system resulting in relocation of Turkmenistan law enforcement officials extended the scope of the project so as to include central units of Lebap welayet and Ashgabat. Thus, in addition to the focus of the project on Farap BCP, capacity of below stated national beneficiaries was increased for law enforcement cooperation against crime, organized crime, corruption, drug trafficking, diversion of precursors and terrorism. This output indicates that the project was significantly relevant in meeting the UNODC mandate and overarching strategies and policies.

- (a) Law enforcement agencies; enhancing interdiction capacity
- (b) State Customs Service,
- (c) State Border Guards Service,
- (d) State Drug Control Service,
- (e) State Migration Service,
- (f) Ministry of National Security and
- (g) Ministry of Interior Affairs.

Efficiency

The UNODC national project J92 encountered funding problems since the beginning. Letters in project's correspondence file show that the project coordinator placed substantial diplomatic effort and requested support for the project by contacting all potential donors with the purpose of carrying out the project. In these correspondences, the project was introduced to the embassies of Japan, Korea, Norway, the USA, Turkey, TIKA and some NGOs and they were requested to provide funds for continuance of the project. This request received positive response from the USA, Turkey and TIKA. An amount of **USD 1,000,000** required for implementation of the project was never funded and program of the project ended with a budget of **USD 730,256** which is less than 75% of the said amount. Budget of the project was raised with contribution of the US and Turkish governments and in-kind contribution of TIKA, an organization of the Turkish Government.

Table 1. PROJECT BUDGET (USD)

Year 2010 (Phase I)	USD 500,000 –Expected USD 480,256 – Funded USD 19,744-Missing	USD 200,000-USA USD 150,000-TR USD 70,000-TR USD 60,256-USA
Year 2011 (Phase II)	USD 519,744-Expected USD 250,000- Funded USD 269,744-Missing	USD 50,000-TR USD 200,000-USA
In-kind contribution by		
Business	USD 2,000	USD 1,500
USA Embassy	USD 10,000	
TIKA	USD 100,000	USD 250,000 expected
Overall budget	USD 1,000,000 planned	USD 730,256 funded

What is particularly remarkable is the fact that the budget of the project was not funded at once through a single donation by the aforesaid donors. The budget was funded through contribution of donors in parts and even through in-kind contributions. Donors provided continuous aid due to diplomatic relations established through personal attempts of the project coordinator. It is remarkable that the donors highlighted their appreciation for sincere and fervent efforts of the entire project team reflecting satisfactory collaboration during execution of project.

Since required funds were not available for the implementation of the project a general implementation plan was prepared, however, it is concluded that the anticipated outputs can be implemented only when sufficient funds are found. Furthermore, responsibility of beneficiaries in selecting the personnel for implementation of indicators and determining the right time simultaneously had been a suspending factor. Project team was attentive about right timing for successful implementation of outputs despite aforesaid difficulties. Six outputs included in the project documents could not be achieved despite such attentive works and this situation had a negative impact on success of outputs. Assessments showed that reasons for not implementing six indicators were out of the project team`s control. These reasons are as follows: i. Turkmenistan Government informed that they changed their decision about achieving predetermined outputs, ii. One of the countries that were the targets for strengthening collaboration as a matter of international affairs and politics stepped back.

Duplications were avoided by comparing data from equipment needs analysis carried out during the preparatory stage of the project and with aid from the USCENTCOM. Upon these careful assessments, an ultimate fiberscope, a hardware tool set, a digital handy camcorder Sony, a digital camera Sony Cyber-shot, a digital Dictaphone VR-W600F and a night vision goggle were delivered to the State Customs Service; four night vision goggles, a digital camera Sony Cyber-shot and a digital handy

camcorder Sony were delivered to the State Border Guard Service, and a laptop Dell Latitude, a digital handy camcorder Sony, a digital camera Sony Cyber-shot and two digital Dictaphones VR-W600F were delivered to the State Drug Control Service. In addition to equipment delivered by the UNODC, USCENCOM provided an Eagle Gantry G6003 Truck Scanner, Rapiscan, two Baggage Scanners, Rapiscan part number/Equipment: 620DV RHS-UK, three metal detectors, Rapiscan part number/equipment: 8100718 metor 300 multi-zone walk through metal detector, five handheld metal detectors, Rapiscan part number/equipment: 8100374 metor 28 handheld metal detector and three SWEN-R2 by C&S INT. LTD, handheld liquid explosives detector, six MN 1000 by SDT, handheld trace narcotics detector, an Auto Scan by KRK, advanced, under-vehicle inspection system (permanently installed), two OptoScreeners by optosecurity, automated weapon and hazardous liquid threat detector, two HP proliant m1350 g5-intel xenon 5400 (server), six printers star sp298 dot matrix, six printers HP laser jet HP1022n and 12 computer core2 duo (full) were delivered to Farap BCP. During site monitoring missions of the US officials and the project team, it was observed that equipment provided by the project was used correctly and reasonably.

As it was stated before, whether relevant units of the UNODC provided backstopping or what kind of backstopping was provided could not be determined since sufficient information or documentation was not available to assess management and implementation of the project.

Project team closely monitored each output implemented with the purpose of achieving successful outcomes. Project coordinator made monthly visits to the project site, Farap BCP, and progression was observed on site. Outcomes achieved in Turkmenabat and Ashgabat were implemented in the presence of the project team and project personnel while accompanying training and consultancy experts were visiting Turkmenistan.

Partnerships and cooperation

Close collaboration and coordination was established between the project coordinator, the UNODC HQ and the UNODC ROCA during the project design phase. In addition, the draft text of the project was presented to Turkmenistan Government with the purpose of establishing a partnership during the preparation stage. Thus, it was aimed at establishing an effective collaboration as a result of appreciation of the project with the contribution of the Government. At this stage, duplication with the on-going project of USCENCOM was avoided and the two projects were carried out in collaboration. Close coordination and collaboration arrangements were made with the USCENCOM at partnership level and a future project of this organization and J92 project were merged. During the project and after the project, the level of collaboration between USCENCOM and USA authorities has led to this donor's assignment of the project's coordinator as a consultant for fighting against drugs in Turkmenistan. Citizenship of the project coordinator and his past career as a senior customs officer in Turkey improved the level of collaboration with Turkey and TIKA. At this point, close collaboration was established with UN agencies, under UNDAF, with OSCE, IOM and EC BOMCA-CADAP carrying out activities in Turkmenistan.

The project coordinator completed 5.5 years in Turkmenistan when he resigned from the UNODC Country Office Head position in December 2011. The project coordinator, known as one of the most experienced persons among the officers in international organizations, was known by a substantial part of the personnel in law enforcement agencies in Turkmenistan. Inasmuch that, on 18 January 2008, he provided substantial contribution to the project for establishing the State Drug Control Service considered as the most important organization in fighting against drugs in the country. Accumulated experience of the project coordinator in Turkmenistan including his past and the project period provided substantial contribution to establishing partnership and cooperation with beneficiary agencies.

Project Steering Committee and Tripartite Project Review (TPR) meetings have been conducted in January and December 2010 to assess and review the implementation of the project. Recommendations made by the TPR had been recorded in the minutes of these meetings. The project site and the local authorities of Farap checkpoint had been visited by the project coordinator almost each month to monitor the implementation of the project. The senior officials of the beneficiary national agencies had been regularly visited and informed on the progress of the project implementation and the required consultations had been made before the activities took place. A Tripartite Project Review meeting (TPR) was held on 24 December 2010. The project coordinator reported the entire set of project activities, funding, expenditures and staffing. The meeting agreed on the project objectives set for the year 2010 and recommended the UNODC smoothly launch phase II on 1 January 2011 with existing and potential funding. However, it was requested that the UNODC should inform the GoTM in advance in case the funding process encountered any difficulty. Additionally, Law Enforcement Donor Coordination meetings have been conducted on a quarterly basis to update and share the information with the donors and partners. Law Enforcement Round Tables were conducted jointly with the Government of Turkmenistan in June and December 2010 to discuss the accomplishments and future plans on the law enforcement projects signed by Turkmenistan including this project. The last TPR was held on 13 December 2011 to wrap up all project activities, completed and pending activities, budgeting issues and farewell of the project coordinator.

On 25 March 2011, the UNODC organized the Law Enforcement Donor Coordination Meeting at the UN House in Ashgabat. The UNODC invited key diplomatic mission and international organizations to the meeting. The issues proposed for the meeting's consideration were law-enforcement oriented and highlighted as drugs, organized crime, money-laundering, human trafficking, corruption, HIV / AIDS, justice and human rights regarding the law enforcement community. This was the first of the regular law enforcement donor coordination meetings of the year 2011 to exchange views over the planned drug and organized crime-related significant developments and newly launched relevant projects.

The UNODC Turkmenistan held a briefing for the representatives of the diplomatic corps and international organizations located in Turkmenistan on the drug supply and trafficking in Turkmenistan and neighbouring countries in Ashgabat on 23 May 2011. The briefing somehow

facilitated to present key points of the project J92 to the representatives of the diplomatic corps and international organizations.

Effectiveness

The UNODC country technical assistance project J92 was fully tailored with the UNODC regional strategy for the West and Central Asia and the strategic programme framework for the Central Asia, 2008-2011, in particular pursuing strategic objective 5, *strengthened border control and cross-border cooperation*. First and third objectives of the project are directly in consistency with the strategic objective 5 of the UNODC. In addition, project objective 2 aims to enhance integrated border management capacity of law enforcement agencies in Turkmenistan.

As for **Project Objective 1**, *to further strengthen counter-narcotic capacity of Farap checkpoint*, it has not attained a considerable extent as much as was planned in the project document. In general, five consultancy studies were carried out providing significant benefits during the preparation period with the purpose of achieving outcomes under the scope of this objective. A training expert and a customs expert performed a training session and equipment needs assessment on 26th April and 2nd May 2009 for Farap, Turkmenabat and Ashgabat. For the purpose of training activities under the project, i. basic training courses-upon request / approval and ii. advanced vocational courses were recommended. As a result of equipment needs assessment; i. establishing a pre-analysis lab, ii. training on technical equipment usage, iii. study tour for high level officials on integrated border control, iv. forming an anti-smuggling database and v. mobile-hand-held search and monitoring equipment were recommended. As a result of activities carried out by two dog handlers on 1-3 November 2010 in Farap, Turkmenabat and Ashgabat; findings indicated requirements for i. building a specific qualified working house at Farap checkpoint, ii. building a specific qualified permanent dog house within DCS Farap Unit, iii. purchasing a modified vehicle to transport the dogs and, iv. training of two DCS dog handlers with two procured dogs. In a preliminary survey carried out by two IT and two customs experts between 19 and 21 July 2010 in Farap, Turkmenabat and Ashgabat i. Compliance of infrastructure at project site and required changes were analysed, ii. System requirements were established for construction of a system, iii. Possible operating method and procedures were specified for the system to be established, iv. Practical training in Turkey and Farap was foreseen and v. System budget was specified as USD 110,000 as a result of a series of market researches carried out on possible resources. As a result of the laboratory studies carried out by two customs experts and one expert from criminal laboratory of police on 18-23 September 2010 in Turkmenabat and Ashgabat; it was foreseen to i. form a small laboratory at checkpoint base in Farap, ii. to form a modern laboratory for Customs Service in Turkmenabat, iii. to provide training in Turkey and Turkmenistan, iv. possible activity budget was foreseen as USD 250,000.

24 months implementation period of the project was divided into two implementation periods in 2010 and 2011. Five outcomes of the **Project Objective 1**, *to further strengthen counter-narcotic capacity of Farap checkpoint*, were determined with five pre-project missions specified in previous paragraph as follows: i. Recommended drug search and detection equipment procured and training on effective

usage provided, ii. Farap land border, railway and mobile teams' drug interdiction capacity enhanced via additional knowledge, advance technology and best practice provided iii. Pre-analysis lab set up under the support and responsibility of Customs service and the assigned chemists trained, iv. Search capacity further strengthened with the provision of two detector dogs and training of dog handlers and, v. Local intelligence and information sources, data collection and analytical capacity improved. However, success rate was substantially affected by the fact that outputs planned towards success of this objective could not be put into practice.

In project documents, seven outputs were foreseen in Phase I with the purpose of achieving five targeted outcomes. **Phase I (January-December 2010)**; i. 15 officials gained experience on advance search techniques via a workshop, ii. Five senior officials gained experience on integrated cross-border security and monitoring control system through a study tour, iii. Initial work on the installation of vehicle plate reading system with a local database introduced, iv. A local database on drug and contraband cases introduced, v. Practical training courses designed for the assigned staff on the effective use of drugs and precursors kits; search and detection equipment; access and experience on the use of available relevant international and regional law enforcement databases (as long as the Internet access was provided and permitted), vi. Provision of identified search and detection equipment, vii. Under support and responsibility of Customs authority to establish a pre-analysis laboratory to handle drug and chemical precursors tests and training of the assigned chemists. At Phase II, six outputs were determined with the purpose of achieving success. **Phase II (January--December 2011)**; i. Three workshops for 45 officials on Interview techniques and behavioural indicators; preliminary drug investigation and evidence collection techniques and information collection, collation, analysis and sharing considering local environment and capacity, ii. A study tour for six operational officers to share experience on land-border drug interdiction capacity focusing on basic and advanced equipment and undercover and mobile teams operations, iii. Provision of two detector dogs and (including the completion of two dog handlers' training), iv. Vehicle plate registration system made operational - integrated in risk assessment work, v. Pre-analysis lab and chemist's experience enhanced, vi. Local database on drug and other contrabands with the access to the available international and regional law enforcement databases (assumed that the Internet access is provided and permitted).

Before mentioning activities during implementation period of the project, a part of the minutes of the meeting held between officials from the UNODC Country office and the State Customs Services in Ashgabat at the start of the project is given below:

Table 2. Minutes of the Meeting between Deputy Chief State Customs Service and UNODC International Project Coordinator.

Minutes of the Meeting between the Deputy Chief State Customs Service and UNODC International Project Coordinator Friday, January 15, 2010 from 10:00-11:30 State Customs Service, Ashgabat	
A) Participants:	
1.	State Customs Service: Mered Orazovich Berdiyev, Deputy Chief;
2.	State Customs Service: Kakabay Goyunliyev, Chief of the International Relations Department;
3.	State Customs Service: Vepa Ovezliyev, Technical Department;
4.	State Customs Service: Guvanch Nazarov, Statistics Department;
5.	State Customs Service: Bayramova, Note-taker;
6.	UNODC Turkmenistan: Ercan Saka, International Project Coordinator;
7.	UNODC Turkmenistan: Chary Atayev, National Project Officer;
8.	UNODC Turkmenistan: Batyr Geldiyev, National Strategic Analyst;
B) Key issues discussed:	
...	
•	Mr. Saka informed on the upcoming activities under J92 including Project Steering Committee meeting scheduled on January 26 and visit to Farap checkpoint. Regarding training component Mr. Saka agreed with Mr. Berdiyev's suggestions but plans to arrange training courses differently and foresees more interaction with students. The courses will include training on the use of equipment, interpretation of customs documentation, false documentation related to Customs and a joint workshop with Turkmen and Uzbek Customs officers. The equipment component will be based on what Customs already has and what it needs more. It will also include establishing a database on tracking vehicles plate numbers. The question under which law enforcement agency the dogs' training should be included was raised. Mr. Saka proposed establishing a chemical analysis unit at Farap checkpoint. To support this, the UNODC can send one Customs chemist to Turkey for a practical training for one month.
•	Mr. Berdiyev supported all proposals provided by Mr. Saka however he suggested that the Dog Training should be established at the State Drug Control Service. He said that creating a chemists position is also in line with the Customs' own needs. He agreed to send their focal point to January 26 Project Steering Committee meeting.
•	Mr. Saka said that J92 Farap project will be a pilot project. He also said that in February the UNODC plans to organize a mission by senior officials of the Government of Turkmenistan to Turkey to meet with their counterpart from Customs and other agencies to discuss modernization of Customs.
•	Mr. Berdiyev agreed that Customs have also got their plans on modernizing Customs work including buying GPS equipment to track different means of transportation. He recommended when developing a database for Customs to make sure that the software provided should be compatible to the IT equipment that Customs will procure by its own means.
...	
UNODC Ashgabat, January 18, 2010	

Towards the achievement of Objective One, two officials of the State Drug Control Service and two officials of the State Customs Service carried out a study tour on chemical analysis techniques in August 2010 for 30 days in Turkey during Phase I. At the end of the 30 days' study tour and training, the capacity of core personnel in pre-analysis lab was improved and the training stage was completed.

This study tour and training should be seen as an indicator of successful completion of the training period for pre-analysis lab foreseen in Outcome 3. Infrastructure required for forming a pre-analysis lab and findings from equipment needs assessment are given in paragraph 42. Establishing a pre-analysis lab under the State Customs Service was accepted in the letter of Ministry of Foreign Affairs in Turkmenistan sent to the UNODC on 21 June 2011. In consideration of available information, mutual agreement was established for allowing TIKa to achieve this output as an in-kind contribution and TIKa waited for an approval in order to send all equipment to Turkmenistan upon raising funds required for buying necessary equipment for TIKa lab. In the meantime, it was stated that forming a lab was not required in the letter of Ministry of Foreign Affairs in Turkmenistan sent to the UNODC on 28 December 2011. TIKa representative was not aware of the situation during TIKa visit of the evaluator on 16 January 2012 and all lab equipment were available, however purchase of equipment was cancelled when TIKa officials were informed by the UNODC regarding this matter. Hence output of establishing a laboratory failed and the reason why Turkmenistan Government changed its decision remained unclear since there was not any UNODC Head of Country Project Coordinators in Turkmenistan. However, unverified information was received from representatives of international organizations carrying out national projects in Turkmenistan that negative situations may be encountered in this matter. As a consequence, a favourable result was not accomplished despite successful implementation of three outcomes of objective one by the UNODC. Another output foreseen in concept of objective one ‘Five senior officials experienced on integrated cross-border security and monitoring control system through a study tour’ was not possible to actualise even though allotted adequate funds and appointed meetings with secretaries of Ministries in Turkey since the Turkmenistan Government nominated junior officials.

As for objective one outcome 5, ‘*Local intelligence and information sources, data collection and analytical capacity improved*’ could not be applied in a similar way. The two outputs regarding the success of the outcome; i. *Vehicle plate registration system made operational - integrated in risk assessment work and*, ii. *Local database on drug and other contrabands with access to the available international and regional law enforcement databases (assumed that the Internet access is provided and permitted)* the pre-examination that would allow the application of plate reading and construction of a database was developed between 19 – 21 July 2010 by two IT and two customs experts in Turkmenabat and Ashgabat and the findings were presented in paragraph 42. In the letter that the UNODC Country Project Office had presented to the Ministry of Foreign Affairs of Turkmenistan on 25 May 2011 it was stated that the project had arrived in its final quarter and demanded the determination of the dates at the latest 15 June 2011 for the application of both outputs. In the reply of the Ministry dated 21 June 2011, it was stated that these outputs were not required. It was not possible to understand why these outputs were not accepted which were part of the project that had been approved before. It is concluded in the evaluation that the lack of application of these two major outputs has affected the success rate of the Objective One negatively.

Outcome 2, the application of the output ‘*Practical training courses designed for the assigned staff on the effective use of drugs and precursors kits; search and detection equipment; access and experience on the use of available relevant international and regional law enforcement databases (as long as the Internet access is provided and permitted)*’ specified regarding the success of the application of

'Practical training courses designed for the assigned staff on the effective use of drugs and precursors kits; search and detection equipment; access and experience on the use of available relevant international and regional law enforcement databases (as long as the Internet access is provided and permitted)' had not been accepted by the Ministry of Foreign Affairs of Turkmenistan with its letter explained in Paragraph 46.

Despite all these inconveniences explained above, successful outputs have been produced regarding the objective one.

(a) Purchasing and delivering of search and detection equipment in December 2010. The list of the equipment is not limited as is given in paragraph 33 since the quantity was higher due to the USCENCOM Project.

(b) From 21-25 February 2011, the UNODC organized a workshop on advanced interview skills and techniques in Turkmenabat, Turkmenistan. The proposed workshop acted as a platform to discuss the widely applied and internationally accepted practices on interview techniques ranging from interview planning to controlling and concluding interviews as well as the minimum required skills for the interviewer with attendance of 20 officers.

(c) A training course on risk indicator led-advanced search techniques was carried out with attendance of 20 officials on 29 March-2 April 2010.

(d) A workshop on risk assessment and profiling was conducted on 2-6 May 2011 in Turkmenabat and a total of 14 law enforcement officials participated in the event.

(e) With the Turkish TIKAs in-kind contribution, two officers from the State Drug Control Service started their training covering the period of March 6 – 11 June 2011 in Turkish Police Dog Training Centre in Ankara, Turkey to be professionally trained as narcotic dog handlers. Furthermore, the two narcotic dogs have been purchased and included in the above officials' training program. The training program for the two dog handlers from the State Drug Control Service, as well as procurement, training and delivery of two narcotic dogs to work in particular at the checkpoint was organized in line with international experts' recommendations mentioned in paragraph 33.

(f) A training course on X-Ray image reading techniques was held on 21-25 June 2010 at the checkpoint by using the current container scanning system with the participation of a total of 10 current and potential Customs X-ray users.

(g) A study tour was conducted for five x-ray operators of the State Custom Service to Turkey to share best practices on the use of x-ray equipment for cargos, containers and trucks.

In line with the determined findings: the success of the Objective One has been negatively affected upon the preference of the Government of Turkmenistan not to apply some of the outputs prepared and planned comprehensively by the project management. However, when it is considered that it is completely the preference of the beneficiary not to apply the said outputs, it should be accepted that the objective one has been completely successful.

In terms of objective two; *to facilitate effective monitoring and control of migration and trade at border checkpoint'* it included three outcomes; *i. modern international Customs control techniques*

and best practices promoted, ii. trade and passenger related internationally accepted documents process facilitated and, iii. trade facilitation oriented inter-agency and trade community cooperation increased and five related outputs; i. a workshop on examination of internationally accepted trade and passenger related documents including TIR carnets, ii. a workshop on identification of false trade and travel documents, iii. two workshops for approximately 30 officials on i) effective application of risk assessment, profiling and targeting for cross-border control; ii) internationally recommended minimum standards for trade facilitation and control purposes, iv. a study tour for six officials on best practices of risk profiling, single window and e-Customs applications (policy and key operational level staff) and, v. the UNODC - Government of Turkmenistan first joint workshop for commercial carriers and private sector on control and procedure requirements.

When evaluated in general terms, some of the outputs of the objective one have an indirect effect on the objective two. Because the activities carried out to reach the target of objective one; *'to further strengthen counter-narcotic capacity of Farap checkpoint'* will also affect the supervision and the control of trade and migration activities at the BCP. Therefore the reflection of the success of objective one on the objective two is inevitable.

However, the outputs focused on the success of the objective two and of course the outputs supporting the objective one mutually have been carried out.

(a) A workshop on trade and transit control procedure under international facilitation instruments was conducted in Ashgabat on 3-7 May 2010 with the participation of 22 law enforcement officials.

(b) A workshop on identification of false trade and travel documents was held in Turkmenabat and the project site on 1-5 November 2010 with participation of 20 law enforcement officials.

(c) Between 28 March and 1 April 2011, the UNODC organized a workshop on investigation techniques related to commercial and illegal drugs cases for 14 officers in Turkmenabat, Turkmenistan. The proposed workshop acted as a platform to discuss and share the widely applied internationally accepted practices on commercial and criminal drug investigation techniques used by the law enforcement agencies.

The monitoring and control of the border mobility of Turkmenistan that is within the transition process from the command economic system to the liberal economic system is perceived in terms of national security with the habit carried over from the past. When the outputs of objective two allowing the settlement of the concept of integrated border management are evaluated in relation to the outputs of objective one serving the same purpose, it is concluded that significant success has been achieved.

The objective three; *'to promote cross border cooperation and coordination mechanism between law enforcement authorities at Farap (Turkmenistan) and Alat (Uzbekistan) checkpoints'* had two outcomes; i. *cooperation and communication with Uzbekistan (Alat) checkpoint enhanced and, ii. joint workshops and exchange of experience and operation increased.* The specified seven outputs have been observed in two phases for the success of these two outcomes; i. a joint workshop was held for a total of 16 officials with participation of Uzbek officials on enhanced cross-border cooperation

elements and instruments (senior and operational levels), ii. contact points on both sides were identified and met, iii. regular joint cross-border multi-agency meetings were scheduled, iv. common joint communication and cooperation modality mechanism, including the possibility of establishment of Border Liaison Office was discussed with Uzbek authorities, v. regular technical cross-border meetings were conducted on a quarterly basis to exchange information, intelligence and expertise, vi. the possibilities for Uzbek officials' participation in the project activities were maximized and, vii. an international / regional workshop held on cross-border cooperation with participation of senior officials of neighbouring countries.

In recent years, showing the importance it attaches to the international cooperation by taking part in the management of international organizations, the government of Turkmenistan tries to increase its good neighbourhood relations through the agreements it has signed in various fields with the neighbouring countries. On the other hand, the border management is perceived as the subject of national security with the concept remaining from the mutual pasts with Kazakhstan and Uzbekistan that were the members of the former Soviet Union. The perception lowers the possibilities of cooperation between the countries.

Despite this difficulty emphasized, the J92 Project has aimed to increase the information sharing and the cooperation possibilities between the BCP located on Turkmenistan side of Turkmen – Uzbek border and Alat BCP personnel on Uzbekistan side. This strategy of the project management seeking to achieve the target of objective three by applying the direct and indirect outputs has yielded a positive result. Permission to hold meetings for Alat BCP Personnel and Farap BCP personnel has been demanded from the diplomatic authorities of Uzbekistan in order to develop the cooperation possibilities at the beginning of the project but somehow no positive reply was received to this demand. After the International Conference on Cross Border Cooperation held on 24-26 June 2011 within the scope of the project, the desired positive reply was received with the contribution of Uzbekistan Embassy in Ashgabat and the first coordination meeting was held with participation of two BCP personnel on 8 July 2011 where the diplomatic reasoning of two major activities was explained and the activities were carried out within the scope of objective 3.

(a) An International Conference on Cross Border Cooperation took place on 24-26 June 2011 in Ashgabat with the support of the Government of Turkmenistan. The meeting was opened with the message of the President of Turkmenistan and he congratulated the conference's participants by emphasizing his commitment to the promotion of good neighbourhood policy and appreciated the initiative taken by the UNODC. The conference was attended by the law enforcement experts from Afghanistan, Azerbaijan, Kazakhstan and Uzbekistan besides Russian Federation, Turkey, Italy and the USA. Representatives of the UNRCCA, UNDP, OSCE, ECO, INTERPOL, CARICC and CSTO have also shared their institutional experience with the national delegations.

(b) A workshop on cross-border cooperation between Farap (Turkmenistan) and Alat (Uzbekistan) checkpoints was held on 8 July 2011 at Turkmenabat, Turkmenistan with the participation of both sides' local, regional and HQ senior officials. The parties expressed their intention to intensify the relations via further meetings under the UNODC auspices.

Although not all of the outcomes and the outputs specified within the scope of the project document have been carried out to the determined extent, it should be stated that the objective 3 has been completed successfully. The project provided understanding of bilateral cooperation environment that is hard to establish since both Central Asian countries take the international relations issues through the scope of national security. However, since the parties stipulate the continuation of the UNODC's role in carrying on this success, in order the sustainability of this bilateral cooperation could be established, the UNODC should make new movements without delay to sustain the success.

Despite the serious negative factors coming from either inside or outside in the application of the project, it has been determined that the project has reached its objectives completely and become successful. However, in order for the achieved success to continue and increase its effect by dissemination, the project office of the UNODC Ashgabat should monitor the on-going considerations.

Impact

The biggest effect of the national technical assistance provided by the J92 Project of the UNODC together with its predecessor in Turkmenistan is that the Government of Turkmenistan, which used to claim that there were no drug problem at any extent in their country before these projects, now recognizes the transnational crime of drug trafficking and the presence of drug problems. In reaching this stage it is observed that the national, regional and global projects carried out by the UNODC in the country have had a deep impact.

On 18 January 2011, the President of Turkmenistan Gurbanguli Berdimuhamedov sent a congratulatory message to the officers of the State Agency of Turkmenistan for Combating Narcotic Drugs on the third anniversary of the establishment of the agency. Within his message, the Turkmen leader clearly appreciated the work of the UNODC: *“Our independent permanently neutral state highly appreciates the initiative of the United Nations Office on Drugs and Crime aimed at assisting in the prevention of spreading of narcotic drugs in our region and actively participates in all international treaties in fighting the illicit trafficking of this dangerous evil.”*

The Government of Turkmenistan requested the Government of the USA to establish modern BCPs at international standards in accordance with the agreement made for construction of three BCPs and equipping them with the necessary installations by the international aid organization of the USA, USCENCOM. The UNODC has established a link between the USCENCOM Project and the UNODC Project in order to avoid the duplications of the national technical assistance for the project regarding the increases of the capacities of the BCPs in fighting the drugs in Turkmenistan and has brought both projects under one roof. When the advancing stages of the project were reached, the Government of Turkmenistan was asked whether it had a demand for a similar project or not for the BCPs and the government authorities reported that they did not need similar assistances stating they were satisfied with the project. However, it is found that the Government of Turkmenistan has put three new BCPs into service by constructing them with its national resources in accordance with the project carried out and the construction of two new BCP are going on, too. It is observed that the Government of Turkmenistan has used the project of the UNODC as a model and it has constructed the new BCP it requires by using its national resources due to its economical sufficiency. In the long

term, it might be observed that new BCPs which will be in similar shape and organisation like Imam-Nazar and Farap BCPs would be built along the border of Turkmenistan. The model effect of the project on the beneficiary should be welcomed positively but it should be explained to the Turkmen authorities that the protection of the standards of the project carried out by the national resources should be provided technically by continuing the advisory assistance.

The social areas such as the work offices, conference hall and cafeteria that were constructed as a part of the J92 Project's infrastructure within the modern and international standard buildings at Farap BCP allowed the BCP personnel to work in a more comfortable and safer environment and this has increased the efficiency of the personnel.

The training for the trade control procedure under international facilitation instruments has caused the personnel previously assigned to the BCP i. to focus on national security, ii. to be motivated, iii. to perceive the service they provide as a contribution to the economic and commercial development of the country and iv. to understand that the work they perform results in true and urgent conclusions which would contribute to the development of the country.

Together with the training for X-Ray image reading techniques, risk indicator led-advanced search techniques, their ability to determine the criteria for selecting the suspicious vehicle or passengers and to make the right selection has been developed; the search techniques, finding out what methods should be used for the search of a person, vehicle or a building; when they need to make search and obtaining / determining results in a shorter time have been provided and with the x-ray image reading techniques, they have learned to scan the vehicles in a shorter time and read the correct signs from the images. These details have prevented the unnecessary delay of persons and vehicles transiting through BCPs and introduced rapidness and efficiency to the procedures as well as providing them to perform their works in a more comfortable environment and shorter time.

Together with the training for risk indicators for false commercial and travel document, they have developed their ability to determine and prevent the illegal financial activities for the BCP personnel. This allowed preventing illegal immigration and customs smuggling activities to be made through the BCP. After the training for advanced interview techniques, the personnel's ability to approach the suspicious persons and do behaviour analysis has been developed together with their interrogation skills. All these trainings will assist in the seizure of drug smuggling to be made from the BCP more frequently and therefore they will decrease such activities.

Following three months of training for the handlers, the two narcotic detector dogs delivered to BCP will be regarded as a deterrent element by the drug smugglers. Together with other techniques trainings which were given, the use of the detector dogs will also get a higher rate of accuracy in defining the suspicious vehicles and persons involved in drug smuggling. Therefore, the selected suspicious vehicles will be directed to x-ray scanning which is a more advanced search technique. All these procedures will allow the process to be performed more rapidly and accurately. Therefore the self-confidence of the personnel and the satisfaction of the persons using the BCP will increase.

Turkmen authorities nominated an experienced police trainer for the training given during the project. This trainer has become familiar with the training process and observed how the subject matter training would be given. At the end of the training the Turkmen authorities were given the materials used in the training. Hence, it has become possible for the trainers to give the same training in the future. In addition, as directed by the Turkmen authorities, the personnel that attended the training during the project have told and shown the subjects they had learned to their colleagues when they returned to their duty stations and started their jobs and thus on the job training has been carried out to some extent.

Upon the long and insisting efforts of the project management, the authorities from Turkmen law enforcement bodies and the neighbouring countries have come together in the three day long International Conference on Cross Border Cooperation that was held in Turkmenistan and they pronounced the problems and searched for the solutions. The benefits obtained at the end of this conference are that at least the authorities of Turkmenistan and the neighbouring countries have become familiar with each other. The result of the positive reflection of this conference is carrying out a coordination meeting for Farap – Alat BCP personnel that was previously approached negatively. Both parties had expressed that the continuation of these meetings via the UNODC would be useful.

It was determined by both the US Embassy and the project personnel that the technical materials were used on the project site and well maintained in accordance with their purpose at the BCP. It is considered that these materials will allow the Border Guards, Customs and Drug Control Service personnel assigned to the BCP to be more successful in their jobs.

The statistical information about the seizures in terms of customs and drug smuggling, illegal immigration and human trafficking taking place specifically at the BCP could not be obtained. Therefore it is not possible to make comment about the crime busting rates of the project on the project site. However the statistics throughout the country about drugs seized between the years 2001 – 2010 are presented in Annex 4.

Sustainability

J92 Project has left a notable effect upon the beneficiaries. In the interviews made during the evaluation mission and from the meeting reports, the success felt from the execution of the project to reaching the objectives was emphasized. It has been found that three BCPs have been constructed by Turkmen authorities using national facilities taking the project as a model in terms of the objectives and the outputs of the project and the construction of two additional BCPs is continuing. Even this attitude of the Turkmen Government is an indicator that the project will be sustainable and its use will spread to broader areas.

As stated in the article 66, the project management and Turkmen authorities have agreed upon the participation of a Turkmen police trainer in the training studies in the project. In this respect, an experienced trainer has participated in the subject matter training performed by the project, become familiar with the subject and observed the method as to how the training about that subject should be

given. The training materials have been delivered to Turkmen authorities at the end of the training. Therefore the possibility for the given training to be repeated with the national facilities has been established. In addition, a kind of on the site training has also been carried out upon the participators' sharing what they learned with their colleagues when they returned to their duty stations.

The awareness of the top authorities about the importance of the international cooperation rose after the International Conference on Cross Border Cooperation was held in the final quarter of the project. The authorities were satisfied with the result of the coordination meeting of Farap – Alat BCP personnel and they pronounced their wish to continue these meetings via the UNODC.

It has been understood from the observations of both the project management and the US Embassy authorities that the materials procured on the project site were used in accordance with the purpose of their allowance and they are in good condition with well maintenance. It has been evaluated that these materials contributed to the project will serve their purpose for a long time.

Two narcotic detector dogs provided by the project are kept in a special shelter prepared in Turkmenabat DCS and being transported to the border for the task. It is understood by the interviews made with the authorities that the care and daily training are given to the dogs in accordance with the training given to the handlers and the dogs are being effectively used on the project site.

III. CONCLUSIONS

J92 Project is the success of mainly the project coordinator, the superior diplomacy ability of the project team and the success of crisis management. Except the preparation and the approval stage of the project, they had to deal with effective problems faced in every stage. Some of these problems were solved, sometimes the application of the outputs mentioned in the project documents had to be cancelled. Based on the evaluation, if the rate of execution of the outputs that are the measure of the objectives specified in project documents is taken, we will draw the conclusion that the project is not fully implemented. The evaluation in this direction will not be true and meaningful since it will mean disregarding the facts and the events occurred during the execution of the project. Because it is clear that the outputs that cannot be applied is the result of the decisions of the Government of Turkmenistan that did not allow the application. Therefore, using the factors that are not within the control of the project or impossible to intervene such as being reluctant for the applications of some outputs by the Government of Turkmenistan, the Government of Uzbekistan not allowing the coordination meeting to the Alat BCP personnel will make us reach the wrong results. For this reason, when we eliminate the components that would make it draw away from its objectiveness by misleading the evaluation, we will reach to the conclusion that the project is completely successful.

The project had started with a significantly limited budget and especially when the second phase of the project was reached, the lack of funds prevented the continuation of the project. In this stage, firstly by contacting possible donors from the international community found within Turkmenistan, the project coordinator had introduced the project with an appropriate diplomatic tone and asked for support. However, except the USA that is the partner of the project and Turkey which the project coordinator is a citizen of, there has been no donor that provided financial support to the project. The project has been carried out below the estimated budget with the funds of the USA and Turkey and the contributions of Turkmenistan.

Being the only national technical assistance project that the UNODC carried out in Turkmenistan, Project J92 was implemented completely with the efforts of the project coordinator and his team. Being responsible for 14 regional and global projects carried out in the country as the representative of the UNODC and being obliged to frequently attend the meetings outside Turkmenistan under those projects, it was apparent that the project coordinator was given more responsibility and workload than a person would have under normal circumstances.

The project coordinator who had 5.5 years of experience and the national project assistant who had 15 years of experience in the UNODC Project Office in Turkmenistan have left the organization before the project ended. Their leaving the UNODC before the end of the project has caused the project not to be completed appropriately. Moreover, some considerations such as the monitoring and even intervening of the UNODC for the continuation of the benefits the

project has provided after it is completed and who will undertake those operations and how have remained uncertain. The UNODC has not announced a vacancy to recruit a new project coordinator yet.

Turkmen Government may cancel the application of the outputs specified for the success of outcomes taking place in the project document it approved without reasoning. In this case, acting with common sense is needed by keeping silent like the project coordinator does. Consequently, the authorized organ giving the cancellation decision is the authority to give the decision to reapply seeing the sincere hardworking of the applicator. The project coordinator has displayed a professional diplomacy performance in his relations with the project stakeholders.

The idea to increase the cooperation between the mutual border gates of the project is logical and it is what should be done. However, it is not evaluated sufficiently as to how much it is related to the reality. The design of this objective risks the success of the project without making a pre-examination about the attribute and the size of the diplomatic relations in the Central Asian countries.

Turkmenistan Government abstains from sharing statistical information about the seizure of drugs and publishing a country evaluation report on this matter. The only international organization it shares the information on drug seizures is the UNODC. According to the UNODC data, the statistical information on drug seizures in the country between the years 2001 – 2010 is presented in Annex 4. These details are not eligible to make a comment about the drug smuggling situation in the BCP, but only reflect the situation in general terms throughout the country. The part requiring attention in these data is the reduction of 50% in the drugs seized in 2010. In a country of transit for drug smuggling, this case is considered a failure in the general evaluation of a country. Turkmen authorities handle the dramatic reduction in drug seizures with another point of view; suggesting that the smugglers do not use the direction passing over Turkmenistan due to the intensity of precautions taken in the country and the successful fighting operations, which is why they state the drug capturing amount has decreased.

The project has been designed in harmony with the UNODC objective 5 and Paris Pact Rainbow Strategy. However, especially the second objective gives the project the inspirations from the European Union's Border Management Programme in Central Asia.

IV. RECOMMENDATIONS

After the J92 Project was completed as of January 2012, neither a follow up project nor another national technical assistance project has been planned for increasing the capacity of drug fighting of the Turkmenistan law enforcement agencies. Declaring its independence in 1991, Turkmenistan has first met its drug problem after its independence but it has applied a policy of denial for the drug problem until a few years back. Today, accepting the drug problem as an issue of the country, it has prepared and approved a second five year plan for drug fighting. This trend developing in a positive way should be accelerated by support.

For this reason, the UNODC should continue capacity development and design future institution building projects in order to increase the abilities of drug fighting of Turkmenistan law enforcement agencies without delay; this will also support the successes of the previous national projects.

UNODC should offer more powerful backstopping for covering the financial requirement of the national technical assistance projects. The proposals of the national technical assistance projects of UNODC country office covers all aspects including financial resources but in general the financial planning does not work out as it was calculated initially so an additional supporting funds should be considered and *an intensive financial monitoring system should be enforced by UNODC RHQ or HQ.* Looking for donors with the restricted possibilities of the project management and reorganizing the application of the project according to the funding rate, may create negative effects on the basic purpose and expectations of the project. *UNODC should increase the financial contribution percentage for national projects that will be applied in Turkmenistan which has reached the significant economical proficiency so that Turkmenistan can internalize and adopt the projects.*

Establishing continuous and effective communication channels in the national technical assistance projects to be carried out in Turkmenistan is important in terms of the success of the project. Being a young country, Turkmenistan is ruled by a powerful presidency system. The active dynamism introduced by both its features of the decision making mechanism and the balances of powers may lead to continuous and critical changes. In the projects to be carried out in Turkmenistan, the project management should follow these developments and search for its place in the new balance formations when required by visits from the UNODC ROCA. For example, the State Drug Coordination Commission was specified as the focal point in project document however, our evaluation has shown that the State Drug Control Service established 4 years ago has undertaken an efficient role in determining the drug policy of the country. *The future national project management of the UNODC should keep the coordination and consultation continuous and effective according to the changing balances in the country with an appropriate diplomatic politeness that will increase the support of the country authorities to the project.*

Upon the gains, the experienced and successful project coordinator has acquired in 5.5 years of working in Turkmenistan, the UNODC has acquired a prestigious place before the international public in Turkmenistan and Turkmen authorities. The personnel of Turkmenistan law enforcement agencies and the government authorities at every level agree upon the contributions of the UNODC to Turkmenistan. ***UNODC should assign a new country coordinator possessing the features of the former coordinator without delay for protecting this privileged place and developing it further.***

The conventions of national, regional and international relations should be taken into consideration and be realistic in the design of the outcomes of establishing the cooperation mechanisms and increasing the bilateral and multilateral international cooperation possibilities taking place in the national projects. It is notably difficult to establish international cooperation between law enforcement agencies through the foreign representatives of neighbouring countries as attempted by project management during the course of this project. The project coordinator was not able to fulfil the objective three *'To promote cross border cooperation and coordination mechanism between law enforcement authorities at Farap (Turkmenistan) and Alat (Uzbekistan) checkpoints'* by assistance of Uzbek Embassy in Ashgabat but the objective has been accomplished following the direct interviewing with Uzbek authorities in an international meeting of UNODC in Ashgabat. The face to face diplomacy would be appropriate solution to promote international cooperation but national offices may have difficulty in this stage and need superior assistance. ***In the application of the objectives intended to strengthen the capacity of international cooperation, the UNODC regional offices, and if necessary the UNODC HQ, should support the national projects.***

A reporting system based on the precise rules and formats for the UNODC project management should be established and this system should be inspected in quarterly periods as to whether it is properly applied or not. After the projects are completed, it should be kept under record in every aspect for further investigation of the personnel so that the project is easy to understand for a person who has no prior information about it. ***Every development and subject from the start to the end of the projects should be regularly recorded, the institutional memory should be based on the filing system, not on the personnel working in the project and the UNODC HQ should monitor the project with an inspection mechanism to make sure the system is set up and executed.***

The UNODC acts in more than 150 countries around the world with a network of a regional centre, two liaison offices, three sub-regional offices, nine regional offices, one country office and 28 project offices. The role of the experienced and quality personnel selected carefully is significant to carrying this widespread and efficient structuring to success. The personnel carrying their organizations to the success with broad experience and knowledge have high tendency to protecting the institutional identity. In the final quarter of J92 Project, the national project officer responsible for the execution of the project who had served 15 years in the UNODC Turkmenistan Project office and the Project coordinator who had served 5.5 years have left the duty station. The interviews with both personnel implied that in the expectations

of the personnel that worked for a long time in the same position and reached the professional saturation are not met, it is natural for them to follow different career aspirations. *The UNODC should take the necessary precautions to keep the trained and experienced personnel within the institute by offering influential options.*

UNODC should not only focus on preventing the illegal activities within the scope of projects increasing the capacity of BCPs, but also should give place to the principles of integrated border management that include human transition and custom procedures at BCPs. Together with intending to prevent the illegal activities, smuggling and terrorism in accordance with the UNODC objectives, the BCPs are the centres of import and export where important financial activities of the countries are executed. The crimes that might arise from these commercial activities or considerations such as the completion of the commercial activities rapidly and safely would make the projects more efficient if these actions are included within the project outputs.

V. LESSONS LEARNED

The J92 Project is full of lessons learned from its design stage to its execution. It is possible to run into the key arguments in this project as to how to work with the stakeholders and the relations that might affect the progress of the project with unexpected sudden decisions.

The process for completing a comprehensive and well-designed project that is in the stage of stopping due to insufficient funding by making use of all possible resources with the efforts to drift forward further is a remarkable example.

The pre-project mission data collected at the beginning of J92 Project have contributed importantly to the project. Providing contribution to the success by reflecting the data obtained in this assessment mission on the project outputs is an experience to be recommended for other UNODC Projects.

Avoiding duplication with another project being carried out within the same field of operation but combining in a way to complement each other fully is an example of mutual objective achieving.

Annex I. Terms of Reference of the Evaluation



UNODC

United Nations Office on Drugs and Crime

Turkmenistan Project Office

УПРАВЛЕНИЕ ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ
ПО НАРКОТИКАМ И ПРЕСТУПНОСТИ
РЕГИОНАЛЬНОЕ ПРЕДСТАВИТЕЛЬСТВО
В ЦЕНТРАЛЬНОЙ АЗИИ
ПРОЕКТНЫЙ ОФИС В ТУРКМЕНИСТАНЕ

VACANCY ANNOUNCEMENT - UNODC/ROCA- 2011/002

I. Job Information	
Job Title:	Independent Evaluator
Project Title/Department:	TD/TKM/J92- Strengthening border control along the Turkmen-Uzbek border, in particular at Farap checkpoint
Duration of the assignment:	15 working days (within December 2011 – January 2012)
Duty station:	Home country with field mission to Turkmenistan
Expected places of travel:	Turkmenistan

II. Background

The UNODC national project TKMJ92 began on 23 March 2009 with the initial budget of USD 13,900 and aims of strengthening drug interdiction capacity of law enforcement agencies operating at Farap checkpoint by providing additional technical and training assistance, best practices and promoting inter-agency and cross-border cooperation. Current overall budget is USD 730,256.

The proposed project also aims at assisting the implementation of the Government of Turkmenistan's national enforcement priority and counter-narcotic action plan (2006-2010) by providing a tailor-made technical and training assistance. Furthermore, the project has been designed as a complimentary to the infrastructure developed and handed over by the USA CENTCOM in the project site.

In line with the current national good neighbourhood policy, the country recently signed a total of thirteen personnel; five of whom were enforcement oriented, as well as bilateral

agreements and protocols with Uzbekistan. Therefore, it is highly expected that the project will be a concrete vehicle to facilitate the implementation of these bilateral agreements as well as create a further example of cross-border cooperation initiative and application in the region.

Considering the current overall national drug interdiction capacity and existing structure, the project consisted of three milestone training strategies: (i) all kinds of advanced training activities designed and conducted in the format of “workshops” instead of regular training sessions. The expected result is to enable creating a platform to discuss and harmonize national and international experiences and applications (ii) the basic training courses such as identification of drugs, chemicals, and relevant international instruments are not proposed among the main project activities. However, these courses has been made available if there is a separate request by the authorities during the any stage of the project life and finally (iii), the project intended to employ national law enforcement trainers besides international experts so the national trainers gain more experience on training methodology and skill.

An additional expected result of the project is the facilitation of legal movement of international cargo, vehicle and passengers through the introduction of less intrusive interdiction methodologies, international minimum standards and knowledge on the internationally accepted trade and travel related documents. So the project is considered to provide an added value to the socio-economic development efforts in the country and in the entire region.

Although this project was specifically designed to addresses Farap checkpoint’s requirements, the technical and training assistance provided under the project tried to include Farap railway checkpoint, drug mobile interdiction teams and law enforcement officials operating in Lebap welayet due to the staff rotation and geographical authority of the project beneficiary agencies.

Additionally, the newly established State Drug Control Service is also considered as one of the main beneficiaries of the project besides the regular beneficiary of law enforcement agencies operating at the checkpoint.

The changes within the State Customs service’s priority during the project implementation and the lack of funding for the project phase II (year 2011) were the main challenges identified and the work plan has been modified accordingly.

Donors: Turkey; USA; TIKA (in kind)-Turkish Development and Cooperation Agency

The project objective: To support the Government of Turkmenistan’s current efforts to strengthen drug, crime and terrorism interdiction capacity of law enforcement agencies and border control activities.

The project outcome 1:

- Additional drug search and detection equipment procured and training on effective usage provided
- Farap land border, railway and mobile teams’ drug interdiction capacity enhanced via additional knowledge, advance technology and best practice provided
- Local intelligence and information sources, data collection and local analytical capacity improved
- Modern international Customs control techniques and best practices to facilitate the flow of legal trade and passengers promoted;
- Trade and passenger related internationally accepted documents and process standards

facilitated

- Trade facilitation-oriented inter-agency cooperation increased

Outputs relevant to outcome no. 1:

Phase I (January-December 2010):

- 15 officials gained experience on advance search techniques via a workshop
- Minimum 5 senior officials gained experienced on integrated cross-border security and monitoring control system through a study tour
- Provision of identified search and detection equipment,
- Practical training courses designed for the assigned staff on the effective use of drugs and precursor kits; search and detection equipment; access to and experience on the use of available relevant international and regional law enforcement databases (provided that the Internet access is available and permitted)
- A vehicle plate reading system with a local database introduced
- Initial work of the establishment of a local drug and other contraband database under the assigned local law enforcement agency to support the local risk assessment study
- Initiated the work on the establishment of pre-analysis laboratory unit under the Customs authorities' responsibility for handling drug and chemical precursor tests and training of the assigned chemists
- The required contact and source regarding deployment of two detector dogs and training of two handlers initiated

Phase II (January--December 2011):

- Three workshops for 45 officials on interview techniques and behavioural indicators; preliminary drug investigation and evidence collection techniques and information collection, collation, analysis and sharing considering local environment and capacity
- A study tour for a minimum of five operational officers to share experience on land-border drug interdiction capacity focusing on basic and advanced equipment and undercover and mobile teams operations,
- Establishment of local smuggling database and enhanced via an access to the available regional and international enforcement databases
- Provision of two detector dogs (including of two dog handlers' training)
- Pre-analysis lab's capacity and knowledge of Customs chemist(s) enhanced
- Vehicle plate registration system integrated into the local risk assessment work

The project outcome 2:

- Modern international Customs control techniques and best practices to facilitate the flow of legal trade and passengers promoted;
- Trade and passenger related internationally accepted documents and process standards facilitated
- Trade facilitation-oriented inter-agency cooperation increased

The outputs relevant to outcome no. 2:

Phase I (January-December 2010):

- A workshop for 15 officials on comprehensive examination of internationally accepted trade related documents including TIR carnets based on risk indicators and cases
- A workshop on false trade and travel documents conducted for a minimum of 15 officials

Phase II (January--December 2011):

- Two workshops for approximately 30 officials on i) effective application of risk assessment, profiling and targeting for cross-border control; ii) internationally recommended minimum standards for trade facilitation and control purposes.
- A study tour for six officials on best practices of risk profiling, single window and e-Customs applications (policy and key operational level staff)
- A UNODC - GoTM joint (first) workshop for commercial carriers and private sector on checkpoint control and procedure requirements

Outcomes no. 3:

- Cooperation and communication with the Uzbekistan (Alat) checkpoint enhanced
- Joint workshops and exchange of experience and operation increased

Outputs relevant to Outcomes no. 3:Phase I (January-December 2010):

- A joint workshop for a total of 16 officials with the participation of Uzbek officials on enhanced cross-border cooperation elements and instruments (senior and operational levels)
- Contact points on both sides are identified and met each other.
- Regular joint cross-border multi-agency meetings scheduled

Phase II (January--December 2011):

- Common joint communication and cooperation modality mechanism, including the possibility of establishment of Border Liaison Office discussed with Uzbek authorities
- Technical regular cross-border meetings/workshops conducted on a quarterly basis to exchange expertise and practice (on documents, standardization, statistics, the use of equipment experience, information and intelligence)
- The possibility to include Uzbek (Alat checkpoint) officials' participation to the national trainings, workshops, study tours where applicable is considered
- Organization of an international/ regional workshop on cross-border cooperation with the Turkmenistan's neighbouring countries

III. Scope of Work / Outputs / Timeline

This final-term evaluation covers the activities of TKMJ92 from the project's inception in March 2009 until its completion in December 2011 in Turkmenistan (Ashgabat and Farap checkpoint).

The thematic coverage of the evaluation is on law enforcement capacity building for border control.

EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS:

Relevance

Which degree is the project related to the national program or priorities?
Are the project outputs and activities consistent with the expected outcomes and objectives?
How well did the project design meet the needs analysis made?
How well was the project planned in advance?
Were appropriate adjustments made where necessary?
How have the project moved from phase I to the phase II starting from 1 January 2011?

Effectiveness

To what extent have project objectives, outcomes and outputs from the original project document been achieved?
To what extent have a partnership been developed with the UNODC partners and applied?
Was the project promoted and contributed to the overall interagency and cross-border cooperation?
How?
Were there a training and technical needs analysis conducted? If so, is the training and equipment delivery appropriate in the light of the end result?
Are training and equipment inputs delivered effectively and adjusted to the national context?
How could the procurement of equipment and the delivery of training be made more effective?

Efficiency

Are the project activities conducted in a cost-efficient way?
Are objectives achieved on time?
Is the project implemented in the most efficient and cost-effective way compared to the alternatives?
Is the structure and profile of the project management team appropriate?
Is the project managed effectively and with timely responses to changing circumstances?
Is project reporting accurate, timely and satisfactory?
Is procurement of equipment being conducted effectively and in a timely fashion?

Impact

What external factors are impacting on project delivery? Are they being properly addressed?
What is the anticipated long term impact of this project? Is the project likely to achieve that impact?
Have there been any positive or negative unintended results?
Are there any additional needs or requirements in precursor control that have not already been addressed?

Sustainability

To what extent are project interventions sustainable in the long term?
If they are not, what is needed to ensure their continued resilience and viability in the future?
What measures are in place to ensure skills are retained within the target group?
What measures are in place to ensure future maintenance and repair of any equipment provided?

Partnerships / cooperation

Are national and international stakeholders properly engaged and informed?

Lessons learned / best practices

What lessons have been learned so far during the implementation of this and has any best practice been identified?
Have any lessons learned or best practice been incorporated into the project? If so, how?

In conducting the evaluation, the evaluators must take account of relevant international

standards, including “Guiding principles for evaluation at UNODC”, “Standards of evaluation in the UN system”, and “Norms for evaluations in the UN system”.

EVALUATION METHODOLOGY:

The evaluation methodology will involve:

1. A desk review of relevant documents. These documents will include *at least* the following: the project document, all project revision documents, semi-annual and annual project progress reports; this will be followed by an inception report that should be prepared prior to the evaluator mission
2. Field mission to UNODC Office in Ashgabat to include all stakeholders consisting of:
 - Briefing by UNODC staff in Ashgabat;
 - Individual interviews with senior officials of project beneficiary agencies and other national counterparts, including officials from the relevant competent authorities;
 - Individual interviews with donor representatives;
 - Site visits to the project site (Farap checkpoint) and Regional Customs office located in Turkmenabat city,

An inception report will be submitted by the evaluator at least 1 week in advance of the field missions. This plan will include referral work plan, interview questions and a detailed description of the full evaluation methodology to be adopted. This methodology will be reviewed and approved by the project manager and by IEU prior to the evaluation (if time allows).

Following completion of the missions, a draft evaluation report (in English) will be prepared. The draft will be circulated to the evaluation manager and to the IEU in sufficient time to allow for comments to be made and for any misunderstandings to be clarified. The evaluator may choose to take the comments into account in producing the final report, for which they will be responsible. The final approval and clearance of the report will be done by IEU. The final report will include findings and recommendations to the national and other stakeholders as well.

The UNODC Independent Evaluation Unit (IEU) will provide quality assurance and ensure compliance with the Norms and Standards of the United Nations Evaluation Group (UNEG) and UNODC guidelines³ by providing comments on evaluation tools and methods, the draft report and clearance of the final report.

TIMEFRAME AND DELIVERIES:

When (Tentative dates)	Expected deliveries:	Where
1-3 December	<ul style="list-style-type: none"> • Inception report: The inception plan should include: who should be interviewed and why, prepared interview questions and a detailed description of 	Home

	proposed evaluation methods.	
10 December	Travel to Ashgabat	Home-Ashgabat / air travel
12-13 December	Briefings and interviews with POTUK management, operations and logistical support	Ashgabat, Turkmenistan
14-15 December	Meetings with stakeholders and donors in Ashgabat	Ashgabat, Turkmenistan
16 December	Visit to the project site - Farap checkpoint; meeting with the local managers	Turkmenabat, Turkmenistan
19-20 December	Continue reviewing and debriefing with the project manager	Home
21-22 December	<ul style="list-style-type: none"> Draft evaluation report This report should be a complete draft document reflecting the evaluation and initial findings. It should be submitted electronically to Evaluation Manager and IEU for comments and suggested amendments. 	Home
2-3 January 2011	<ul style="list-style-type: none"> Final evaluation report. This should include a review of the original project design, the way in which it has been implemented and the impact it has had on border control in Turkmenistan for the future. Finalization of the report and submission to the UNODC	Home

EVALUATION TEAM COMPOSITION

The final evaluation of the project will be carried out by an independent Programme Evaluation Expert identified by the UNODC through a competitive selection process and supported by the Project Coordinator.

The Programme Evaluation Expert will be an expert in reviewing criminal justice and / or law enforcement structures, and have experience of evaluating technical assistance projects. Costs associated with the evaluator will be borne by the project.

The expert shall act independently in his individual capacity and not as representative of the government or organization which appointed them. S/he will have no previous experience of working with project TKMJ92 or of working in any capacity linked with it.

MANAGEMENT OF EVALUATION PROCESS

Management Arrangements

The evaluator will submit a draft report to the Evaluation Manager, the UNODC Independent Evaluation Unit, and to ROCA, as well as to all “Core Learning Partners”.

The report will contain the draft findings, conclusions and recommendations of the evaluation team.

The report should be no longer than 20 pages, *excluding* annexes and the executive summary. The report will be distributed by the UNODC as required to the governmental authorities and respective donors, and will be discussed at a Tripartite Meeting by the parties to the project.

ROCA will be responsible for the meeting schedule, arranging the interviews, providing translation and coordinating all administrative matters.

The evaluation manager will travel with the evaluator to facilitate the meetings and interpretation will be arranged as needed.

Logistical Support

POTUK will provide office space, an Internet connection and use of a desktop computer where appropriate as well as assistance with interpretation. The evaluator will need to provide his / her own laptop, cameras or other equipment. POTUK will assist with the transport within the country and support international travel arrangements and the issuance of visa (where necessary).

PAYMENT

The evaluator will be issued a consultancy contract and paid as per common UN rules and procedures.

The fee for their services will be defined according to the UN rules and procedures and depending on the qualifications of the candidate; **Payment of the fee 100% will be made only after completion of the respective tasks and receipt of the final report and its clearance by the Independent Evaluation Unit.**

The project will cover all costs related to travel of the evaluator and provide his / her with the DSA for his / her stay in Turkmenistan in accordance with the UN published rates;

Payment will be in a lump-sum in two instalments:

- a. The first payment will be made on submission of the detailed evaluation plan (20 per cent of the lump sum);
- b. The second payment (80 per cent of the lump sum) will be made only after completion of the respective tasks and receipt of the final report and its clearance by the Independent Evaluation Unit.

VI. Qualifications Requirements

The evaluator should have the following qualifications:

- An academic degree in project management, business administration or international development and / or graduation from a recognised national law enforcement academy both with at least 5 years professional experience;
- Extensive knowledge of and experience in applying, qualitative and quantitative evaluation methods,
- Experience in conducting outcome and impact evaluations of projects and programmes in the field of rule of law, in particular counter-narcotics enforcement field is desirable;

- Familiarity with the counter narcotic drug and border control situation in the region will be an asset;
- The consultant must have excellent English writing skills. Knowledge of Russian and / or local languages (Turkmen) will be an asset;
- According to the UNODC rules, the consultant must not have been involved in the design and / or implementation, supervision and coordination of and / or have benefitted from the project under evaluation.

The evaluators shall respect the UNEG Ethical Guidelines.

V. Application Process:

All interested and qualified candidates are required to apply only via e-mail: **registry.tm@unodc.org** by attaching a cover letter with a filled in copy of the UN Personal History Form PH11.

Reference to the vacancy number should be indicated in the subject field of e-mail messages.

The deadline for submission of application is 07 December 2011.

Incomplete applications or applications received after the closing date (07 December 2011) will not be given consideration.

Please note that only short-listed candidates will be notified.

ANNEX II. LIST OF PERSONS CONTACTED DURING THE EVALUATION

UNODC Turkmenistan Office

Ercan Saka	UNODC Country Project Coordinator
Annatach Mamedova	National Project Officer
Mihail Rahmanov	National Strategic Analyst
Lachin Dinmedova	Project Assistant
Merjen Gurbanova	Project Assistant
Vladimir Dumanayev	Driver

UNDP

Chary Atayev	Manager / (Ex National Project Officer to J92)
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TIKA

Zehra Altundağ	Country Representative
Mamagul Charieva	National Project Assistant

Turkish Embassy

Şevki Mutevellioğlu	Ambassador
Sule Gultek	Third Secretary

US Embassy

Trevor W. Boyd	First Secretary
Vepa Nurnazarov	INL Coordinator

State Drug Control Service

Mahmud Khudaiguliev	International Relations Department
Bairam Rejepov	Head of Ashgabat Unit

ANNEX III. MAP OF TURKMENISTAN AND FARAP



ANNEX IV. DRUG SEIZURES IN TURKMENISTAN FOR LAST 10 YEARS

Drug seizures in Turkmenistan (2001-2010)							
Year	Cannabis	Hashish	Heroin	Opium	poppy straw	Other drugs	Total
2001	83.546	0	131.175	267.571	95.774	0	578.066
2002	114.759	0	53.743	103.271	43.184	0	314.957
2003	113.741	0	76.398	125.963	332.093	0	648.195
2004	132	0.18	258.99	661.297	342	0	1394.467
2005	110.73	0.135	172.886	855.997	137.305	0	1277.053
2006	154.338	206.158	201.113	2655.701	169.602	0	3386.912
2007	85.151	115.324	325.661	2283.895	473.531	0	3283.562
2008	66.679	67.859	244.457	1502.502	261.467	0	2142.964
2009	227.619	327.191	419.722	1259.213	52.203	2	2288.425
2010	46.2	102.2	104	756.6		8.2	1017.2
Total	1134.763	819.047	1988.145	10472.01	1907.159	10.677	16331.801

Source UNODC Turkmenistan

ANNEX V. SET OF QUESTIONS FOR INTERVIEWS

Relevance

Has the project design been tailored to the National Programme? How?
How did the project outputs and activities match to the expected outcomes and objectives?
If any amendment required, which outcome was adjusted and what was the procedure?
What is the satisfaction level of achievement of the project objectives?
Is there any need or plan for strengthening other border checkpoints? Are follow up projects required?

Effectiveness

Were there a training and equipment needs analysis conducted? If so, is the training and equipment delivery appropriate in the light of the end result?
To what extent does the project promote cross border cooperation and coordination mechanism between law enforcement authorities at Farap?
What are the evaluation results of each training sessions?
Has any training material (lesson plans, PPT slides, movies, etc.) handed over to national authorities?
To what extent have the capacity of Turkmenistan law enforcement agencies been enhanced in the precursors examination?
To what extent can the project expect to achieve the positive impacts based on projects results observed at the moment?
Are the procured equipment and infrastructure operated at sufficient level by the local personnel?
How is the maintenance procedure?
Is there a contribution of the project to upgrade border management procedures to modern practise?
Is there any difference in the amount of seized drugs or contraband? Are the statistics available?
Was the project promoted and contributed to the overall interagency and cross-border cooperation? How?

Efficiency

Are the project activities conducted in a cost-efficient way?
Has Project Management kept you updated about the developments on time?
Is project reporting accurate, timely and satisfactory?
Is the number and qualification of project personnel sufficient?
Does the project define the beneficiary groups clearly?
Does the qualification of procured equipment meet requirements in the field, at Farap Checkpoint?

Impact

To what extent, did the project introduce the modern border management procedures to Farap checkpoint?

To what extent, have the foreseen assumptions in the project document impacted the progress of the project?
To what extent, has the awareness been raised on drug matter within Government and public?
To what extent, have the contributions of the UNODC and the donors to the project been shared with Governmental bodies and public? Express visibility methods.
How did the project enhance the capacity of Turkmenistan law enforcement agencies for precursor examination?

Sustainability

What kinds of measures have been taken for continuation of training activities?

How will the personnel rotation system of Turkmenistan affect the sustainability of project contributions to Farap checkpoint?

Is the trained trainer capable of carrying out similar courses at adequate level?

To what extent are project interventions sustainable in the long term?

Lessons learned best practices

What lessons have been learned so far during the implementation of this and has any best practice been identified?

Have any lessons learned or best practice been incorporated into the project? If so, how?

Annex VI. Reviewed Reference Documents

1. TD/TKM/J92 Project Document,
2. Annual 2010 Project Progress Document,
3. Quarterly Field Report January – March 2011,
4. Quarterly Field Report April – June 2011,
5. Quarterly Field Report July – September 2011,
6. Required reporting templates
7. Project Office of Turkmenistan, Network Database
 - i. Folder named TKMJ92 (correspondences)
 - ii. Folder named 2011
 - iii. Folder named YEAR 2010
 - iv. Folder named Year 2009
 - v. Folder named Brief notes on Project activities
8. Master Thesis by Kylych Velilov, Piyasa Ekonomisine Geçiř Sürecinde Türkmenistan Ekonomisi, Sosyo-Ekonomik Bir Analiz, Gazi University, Social Sciences Institution, Ankara 2007
9. Scientific Research by Ahmet Dinç, Yücel Erol, Rüřtü Yayar, 21. Yüzyıla Girenken Türkmenistan Ekonomik, Sosyal, İdari, Siyasi ve Kültürel Özellikleri, Gaziosmanpařa University, Tokat 2010 [Economic, Social, Administrative, Political and Cultural Characteristics of Turkmenistan in the 21st Century]
10. Final Evaluation, TD/TKM/I78 Strengthening border control along the Turkmen-Afghan border in particular at Imam-Nazar checkpoint by Lars Pedersen, Consultant, Turkmenistan, 2010
11. <http://www.silkroadproject.org/tabid/177/default.aspx> (date accessed: January 2012)