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**Computer based drug law enforcement
training in the countries of Central Asia,
Caucasus and Afghanistan**

TD/RER/F60
Central Asia

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CONTENTS

	<i>Page</i>
List of Acronyms	<i>iv</i>
Executive summary	<i>v</i>
Summary matrix of findings, evidence and recommendations.....	<i>x</i>
I. Introduction.....	<i>1</i>
Background and context	<i>1</i>
Evaluation methodology	<i>3</i>
Limits to the evaluation	<i>5</i>
II. Evaluation findings.....	<i>7</i>
Design.....	<i>7</i>
Relevance.....	<i>8</i>
Efficiency.....	<i>9</i>
Partnerships and cooperation	<i>11</i>
Effectiveness.....	<i>12</i>
Impact	<i>16</i>
Sustainability	<i>18</i>
III. Conclusions.....	<i>20</i>
IV. Recommendations.....	<i>21</i>
V. Lessons learned.....	<i>24</i>
<i>Annexes</i>	
I. Terms of reference of the evaluation	<i>25</i>
II. List of persons contacted during the evaluation	<i>35</i>
III. Evaluation tools: questionnaires and interview guides.....	<i>37</i>
IV. Desk review list	<i>39</i>

LIST OF ACRONYMS

BOMCA	Border Management Programme in Central Asia (EU funded programme)
CA	Central Asia
CEPOL	EU Police College
CBT	Computer Based Training
EU	European Union
INL	(US) Bureau for International Narcotics and Law Enforcement Affairs
LE(A)	Law Enforcement (Agencies)
LMS	Learning Management System
NCB	National Central Bureau of Interpol
OC	Organised Crime
PM	Project Management
TADOC	Turkish Academy against Drugs and Organised Crime
TM	Training Manager (recipient country officer)
TOR	Terms of Reference
UNGASS	United Nations General Assembly Special Session

EXECUTIVE SUMMARY

INTRODUCTION

This report is a final evaluation of Project RERF60 “Computer based drug law enforcement training in the countries of Central Asia, Caucasus and Afghanistan.” The objective of the evaluation was to evaluate the performance of the project to date, and to offer guidance for the development of future Computer Based Training (CBT) courses. The evaluation focused on the relevance, efficiency, effectiveness impact and sustainability of the project. This was performed through a desk review of the project documentation, field interviews with the staff of the recipient countries and analysis of the data recorded in the Learning Management Systems (LMS) of each CBT installation.

The project introduces to the countries of Central Asia, the Caucasus and Afghanistan an entirely new approach to train law enforcement officers to counter drug trafficking, based on an interactive computer programme. Using it, the student can study a wide range of inter-related modules relevant to his rank and appointment, at his own pace. By taking a test before and after completing each module the student can assess how his knowledge has improved as a result of the training. This test data is collected centrally within the LMS feature, which also records statistics from which the overall usage of the system can be monitored. The complete CBT is a self-contained installation of software, hardware and classroom infrastructure, which is provided to the recipient country ready to use. Each installation has its own Training Manager who has been trained to facilitate students’ use of the CBT.

The project will end in June 2013 and after that the work that was contained within it will be subsumed into a Regional Programme for Afghanistan and Neighbouring Countries (Regional Programme) and later on will be absorbed by the UNODC Global Project GLOU61 (Global Project). This new approach will allow for the management and administration of all CBT to be done centrally rather than being diffused amongst a number of Regional Projects (as was the case). This will improve efficiency. Similarly, effectiveness will be improved by the way in which lessons learned or new developments in one region can be quickly incorporated into others.

MAJOR FINDINGS

The evaluation has clearly established that the Central Asian regional CBT is highly appreciated by all of the training institutions in the recipient countries.

Design. The project design was based upon the previous experience of providing similar CBT in South East Asia, augmented by a locally conducted needs assessment. The project plan contained provision for the three essential elements of CBT- training software, a platform upon which to run it, and expert support to facilitate a smooth learning experience for students. The design of the project is also in line with the broader UNODC anti-drug trafficking strategy in the region.

Relevance. The provision of drug-trafficking training to law enforcement officers is very relevant to the Central Asian region given the key geographical position it occupies relative to heroin production and transportation. The project clearly demonstrates the efficiency of taking a training

approach from one region and transferring it to another- in this case from South-East Asia to Central Asia, although in so doing care must be taken to adapt it to local conditions and needs as the necessary way of avoiding any reduction in effectiveness.

Efficiency. On the basis of the interviews with training staff in the recipient countries it is clear that CBT is widely regarded as being a very efficient approach to providing training, and its effectiveness is clearly demonstrated by the improvements of the test scores that the students achieved before and after completing the training. Informal conversation with students attending the CBT revealed that they find it engaging and enjoyable; eminently preferable to sitting in traditional classrooms or lecture halls.

Although the late signing of the MOU in some countries caused delays in rolling out the project across the whole region, this may actually have been a blessing in disguise. The phased installation that resulted imposed less pressure on the project team and also allowed lessons to be learned to the benefit of later installations.

Partnerships and Cooperation. As in many developing regions of the world, the plethora of actors and initiatives for law enforcement capacity building in Central Asia creates a strong need for effective cooperation. Furthermore, partnerships create a synergy which increases the efficiency and effectiveness of individual projects. Although the earlier CBT installations tended to be a 'sole effort' by the Regional Office for Central Asia (ROCA), later installations have been implemented with a greater spirit of partnership and cooperation with other providers, to the benefit of all concerned. Additionally, the specific training value of the CBT has contributed to the recipient countries sense of viewing UNODC as a valuable partner.

Effectiveness. The project implementation has satisfied the requirement stated for each of the three outputs described in the original project plan. The CBT contains seven courses explicitly about drug trafficking and six others with a broader application to organised crime. Of the total of 89 individual modules, the vast majority are also applicable beyond the specific course within which they are included. This satisfies the need for the "comprehensive training programme" required by Output 1. Skilled and dedicated Training Managers are present in every CBT site as required by Output 2. The need for good succession planning to ensure continuity in the TM role is a key requirement. Output 3 requires that a "sufficient number of PCs" is installed in each country to run the training. Of course, in this sense 'sufficient' is a subjective term and as such it is difficult to gauge objectively if this sufficiency is met. There is certainly a desire for a broader provision of CBT installations in each recipient country, but this should be taken as a confirmation of its value rather than a complaint about insufficient numbers. A greater provision of mobile CBT, or even making CBT one day available on-line, would hugely increase the availability of the CBT; it is perhaps this issue of availability, rather than a simple count of the number of PCs, which ultimately confirms if Output 3 is satisfied.

Impact. Although an improvement in the knowledge levels of students who have taken the CBT can be quantified through a study of the LMS statistics, it is harder to ascertain what the operational impact has been. It has not been possible to evaluate the working performance of trained officers, nor to study the drug and crime situation itself to see if it has changed as a result of CBT training. In reality, it would actually be extremely difficult to exclude from research all the other factors that affect the drug situation so that the impact of the CBT training could be observed in isolation. During interviews, the training staff reported receiving positive verbal feedback on operational improvements attributable to CBT, but this anecdotal evidence has not been independently verified.

Sustainability. The sustainability of CBT beyond the life-span of the current Regional Project as a central resource in the Central Asian drug trafficking training effort seems to be assured. In the 'physical' sense the observed appearance of CBT installations indicates that they are sustainable- the classrooms are newly renovated and well equipped; the hardware is in some cases ageing (6

years is old for a PC) but is still adequate to run the software installation, and maintenance contracts are in place; the position of TM is established in each institution. Accordingly, although the infrastructure established through a one-off investment has assured longevity.

In the ‘conceptual’ sense, CBT also looks sustainable; it is integrated into the curriculum of most existing courses; there are plans and discussions about how to use it in other courses, and indeed to use it as the basis for inter-agency training; there are many suggestions about how it can be improved and enlarged.

One challenge regarding the practical sustainability of the programme is an apparent national tendency to think that UNODC will continue to provide everything and solve all problems even after the project ends and the recipient countries take over full responsibility for the CBT. Thus, a proper sense of national ownership must be fostered, backed up by the assurance that support is still available from the UNODC. Subsequent to this evaluation, UNODC ROCA project staff informed that they will continue to support existing CBT installations and future installations of a UNODC E-Learning Programme (the successor to CBT) via the UNODC Regional Programme for Afghanistan and neighbouring countries and the Global Project (GLO/U61).

RECOMMENDATIONS

A detailed breakdown of the recommendations is provided in the summary matrix that follows this section. The narrative provided here introduces in general terms each of the issues that appear to be significant in terms of prompting us to specify action, for the purposes of which the recommendations are provided.

Many suggestions were received about from project beneficiaries how the CBT could be improved. In itself, this is a good indicator of the perceived value of the CBT, showing that the training institutions want to use it even more widely across their whole range of training subject. There was a great degree of consistency in terms of the improvements that were suggested. The first priority for everyone (i.e. both project management and beneficiaries) seems to be the need to translate the content from Russian into the local language. This requirement has been known to the project team since at least 2009 when the first translation into Dari language for Afghanistan was undertaken. Later in 2012 the project management (PM) identified this language issue as a ‘significant problem’ across all the recipient countries and initiated steps with the new Global Project to address the issue.

Other possible improvements included an update of the existing content, adding new content to the existing course and even adding new courses. There is also a need to ‘nationalise’ the graphics used within the training content to give people and places a local appearances. Ultimately, the CBT could be made web-based so that it can be accessed remotely, thereby enormously increasing its availability. The European Police College (CEPOL) has a very effective approach to making many of its courses available on-line and as such would be a good potential partner for UNODC to consult with and learn from. The evaluator has worked extensively with CEPOL on their e-Learning programme and is able to facilitate the necessary introductions if this approach is felt to have merit¹.

All of these suggestions could be implemented, but they would come at a cost. A closer examination of the demand, feasibility and cost of each option would be needed before a management decision could be made to select and prioritise which of these might actually be done in future.

¹ <https://www.cepola.europa.eu/index.php?id=e-learning>

None of the installations visited is being used on a full-time basis. Despite this, several requests were made for more classes or more computers during the course of the interviews. This is needed to overcome the problem of two students having to share one computer, or of two different courses requiring the CBT during the same day. It was pointed out that sound financial management discourages the purchase of extra resources if the existing ones are not being fully utilised. A suggested better solution would be the re-scheduling of certain courses, or the splitting of classes such that one half do CBT and the other something else. There seemed to be a certain reluctance amongst the management of training institutions to embrace this idea, as though their current course schedules and delivery were sacrosanct and the CBT itself should be adapted to fit to it.

The Training Manager (TM) is undoubtedly the key position in the CBT programme. By performing the roles of trainer, technician and manager, the TM facilitates the smooth flow of students through the learning process. The project did not play a part in the selection of the TMs, but did draft the ToR, which set the required competencies for the role. The project also conducted the training for the TMs in line with the requirements for the role that are established in the ToR. Each of the installations visited appears to have a competent and committed individual in this role, and it is vital that this is maintained. This requires that the role is properly established within the training institution permanent staff. There is also the need for good succession planning to ensure that a vacated post is immediately filled, ideally with a proper handover between old and new TM. The successor Regional Programme and Global Project should monitor this, and encourage the creation of a pool of potential TMs in each country and agency. One way to do this is through the provision of group training for TMs. Although at least one group training event has been organised in the past, the norm seems to be ‘one-off’ individual training for the TM when a new installation is created or a post vacated.

The project lacks a mechanism for measuring and demonstrating the impact of the training- i.e. the actual operational improvement in police performance, or results, stemming from the training. Whilst recognizing the difficulty of measuring impact in such a quantitative manner it is recommended that effort is made to create such a mechanism. Indeed, this was one of the key comments from donors who felt that they were not sufficiently able to see what results their money was paying for.

Finally, as already eluded to, the Central Asian CBT project officially closes in summer 2013, and the project activity will be taken forward within a Regional Programme with future absorption by the new Global Project to be created for this specific purpose. Clearly, the Global Project will need to learn from the working experiences so far, and strive to ensure that the results of this are continued, maintained and developed further.

LESSONS LEARNT

The key lesson learned by the implementation of CBT in Central Asia, is that a mistake was made in assuming that a foreign language (Russian) that was widely used in a previous era (Soviet times) remains acceptable and utilitarian in the present day. Similarly, re-using training content with a ‘foreign’ visual appearance also detracts from local relevance. In other words, simple economical efficiency must not take automatic precedence over local relevance.

Rather than simply installing new CBT sites as and when local circumstances allow, it would have been better if a more detailed ambition had been elaborated within a ‘roll-out plan’ which provided PC numbers, locations, target dates etc. Such a plan can of course be flexible, but it would have allowed the PM to drive the project according to the overall strategy, rather than just reacting to opportunities. The ongoing progress of implementation could also be more objectively evaluated if such a plan existed. To the greatest extent

possible, the planning for every new installation should include inter-action with existing and potential partners to ensure that maximum synergies can be obtained. This relates primarily to the physical creation of the new installation, where costs or provision can be shared. Coordinating the intellectual aspects (i.e. training matter content) also ensure continuity and complementarity between different training initiatives, thereby avoiding conflicting approaches and resulting confusion. Although it is very difficult to propose a practical and effective solution to this particular problem, the CBT project has again taught us just how difficult it is to obtain a clear measurement of the success a training initiative in terms of the operational impact it has upon the crime problem it addresses. Nevertheless, some attempt should be made to develop a system based on observable indicators, for example:

- structured feedback from operational commanders could indicate the ‘managerial satisfaction’ amongst senior officers whose staff have undergone the CBT training;
- The format for recording and reporting drug seizures could be adapted to reveal the particular skill or technique that was instrumental in making the seizure.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings²: problems and issues identified	Evidence (sources that substantiate findings)	Recommendations³
Critical		
1. Many CBT modules are only available in the Russian language with inadequate translation into local languages.	Interviews with beneficiaries, Project Progress reports (APPRS and SAPPRS) CBT modules, Assessment forms	For the Central Asian CBT ROCA should translate all CBT modules into all local languages in addition to Russian. The future Global Project should keep this issue in mind when planning new CBT type projects in other regions.
2. UNODC often finds it difficult and time consuming to service the CBT installations because it does not enjoy any right of access to them.	Interviews with PM, site visits	Under the new Global Project, UNODC should ensure that the MoU that the recipient country agrees to at the start of the contractual relationship provides an automatic right of access for the PM into every CBT installation.
3. CA CBT formally ends in summer 2013 with the intention that the Regional Programme and a future Global Project will take over all aspects of CBT. This will allow for the CBT programme to be rolled out and managed in a more centralized manner but will pose coordination challenges if not managed correctly.	Project documentation. Interview with ROCA staff.	The future Global Project must take account of the experiences gained in the CA CBT when implementing CBT in other regions. It must also continue to support ROCA in the management and further development of local installations.
Important		
4. The project does not have an explicit mechanism by which the progress of implementation can be	Project document, Project Progress reports (APPRS and SAPPRS), Interviews with PM	The Regional Programme and future Global Project should include an overall monitoring and evaluation

² A finding uses evidence from data collection to allow for a factual statement.

³ 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>quantitatively assessed by using readily available and objective data.</p>		<p>mechanism to provide comprehensive and ongoing indicators of progress.</p> <p>The Global Project should be based on a concrete plan for the location and sequence of installations in the countries and institutions of the region, with the target dates.</p>
<p>5. Studying the CBT leads to an increase in knowledge levels but operational impact is difficult to ascertain. Similarly, there is no measure of the longer-term retention of this new knowledge. Student satisfaction with the CBT is also not explicitly evaluated. The lack of such data makes it difficult for donors to see the benefit their aid has produced.</p>	<p>LMS statistics. Donor feedback.</p>	<p>The Regional Programme and future Global Project should develop indicators to reveal the operational impact of the CBT training.</p> <p>Training Mangers should repeat the ‘before’ test some time (e.g. 6 months) after the student completes the training in order to reveal how much knowledge has been retained over the longer term.</p> <p>At the end of the training, students should provide their feedback such that the ongoing relevance and approach of the CBT can be monitored. This can be done through completing a ‘satisfaction survey’ form and collating the results, perhaps in a new LMS application?</p>
<p>6. Not having a local TM in position would be a major drawback insofar as assuring the ongoing utility of the CBT is concerned as well as a sustainability issue.</p>	<p>Interviews with beneficiaries, Project Progress reports (APPRS and SAPPs) CBT modules, Assessment forms</p>	<p>ROCA should ensure succession planning for future TMs (including the provision of training)</p>
<p>7. There is a general expectation amongst many beneficiaries that ROCA will continue to shoulder all of the responsibility for all aspects of the CBT even after the regional project ends.</p>	<p>Interviews with beneficiaries and UNODCs staff, site visits</p>	<p>UNODC to make clear to recipients that it is their responsibility to proactively develop, resolve, repair, report & request issues themselves rather than waiting for UNODC to do it for them.</p>

<p>To ensure local sustainability of the CBT a sense of local responsibility and ownership for the CBT must be fostered amongst the recipients</p>		
<p>8. For many officers, the distances between their duty station at the border and the national CBT installations are too great for them to study other than as part of a residential course. The resulting travel and accommodation costs and manpower shortages at the border posts. Bringing students into a central location to undergo the CBT is thus not the most efficient means of providing this training.</p>	<p>Interviews with beneficiaries and UNODCs staff, site visits</p>	<p>Under the new Global Project, UNODC should in the short-term make greater use of the mobile CBT approach and in the longer-term explore making the CBT web-based such that users can log on remotely using a username/password issued and managed by the national TM. CEPOL should be consulted in order to learn from the approach they have taken</p>
<p>9. Apart from the local language translation need, there is no consensus about which of the other possible ‘upgrades’ to the CBT is more desirable. Nor is there clarity on the relative costs of each upgrade.</p>	<p>Interviews with beneficiaries and UNODCs staff, site visits, CBT modules review, assessment forms</p>	<p>These possible ‘upgrades’ include- adding new content, bringing existing content up to date or ‘localising’ the visual appearance of the training matter. The Global Project should initiate a survey to prioritise the different possible upgrades in terms of demand and cost. An informed management decision can then be made about initiating an upgrade programme.</p>
<p>General</p>		
<p>10. The appearance of new drugs, new modus operandi for trafficking and new technical means for counter-narcotics logically need the training tool to also evolve otherwise it runs the risk of becoming less relevant by being out of date. The content of the CBT has not been updated since its launch.</p>	<p>Interviews with beneficiaries, Project Progress reports (APPRS and SAPPRS) CBT modules, Assessment forms</p>	<p>Recipient countries should be made responsible for monitoring the ongoing relevance of content and informing ROCA so that upgrade necessities are identified and acted upon.</p>
<p>11. Some subjects, considered by interviewees to be important for controlling drug trafficking,</p>	<p>Interviews with beneficiaries and site visits</p>	<p>Consideration should be given to creating new modules (or adding more detail to existing modules) on</p>

are not included in the CBT. For example, controlling railway freight.		e.g. railways, document falsification, behavioural indicators etc.
12. In the earlier CBT installations, “dummy” PCs were provided, which were configured such that they could run the CBT software, but nothing else. In practice this approach caused efficiency problems; the need to find classroom space to accommodate different types of computer training, or the need to wait for UNODC presence to fix simple run-time ‘freezes’.	Interviews UNODCs staff and site visits,	Installations should be made using ‘open access’ PCs such that other training software can be run on them, and the Training Managers can fix problems locally through having access to Windows.
13. Loading the CBT software onto computers / installations provided by other donors is a very efficient way to provide CBT.	Interviews with beneficiaries and UNODCs staff and site visits.	Wherever possible new CBT classes should be created by adding the CBT software onto installations provided by other donors/programmes.

I. INTRODUCTION

Background and context

Drug production in, and trafficking through, Central Asia has for some time been a great concern for national governments and the international community. The phenomenon has reached such levels of volume, complexity and profitability that it is increasingly difficult to combat. Asian opium and morphine exports account for 99% of the world total, and more than half of all the world's heroin seizures were made by Asian countries, principally those surrounding Afghanistan. The value of the global opiate market is estimated at USD 68 billion⁴. The primary and most profitable market is Western Europe with the Russian Federation occupying a secondary position. In the absence of extensive air transportation links with these markets, traffickers are forced to rely on land transportation. An extensive network of drug trafficking routes has thus developed, originating in the heroin cultivating areas of Afghanistan and crossing all Central Asian states as they head west and north along the so-called 'Balkan Route' to Western Europe, or the 'Northern (or 'Silk') Route' into Russia. The flow of the precursor chemicals needed to refine raw opium into more profitable derivative products uses the same routes, albeit in the opposite direction. It is estimated that one third of all Organised Crime groups active in the European Union have drugs as the primary part of their criminal portfolio⁵.

This alarming situation requires a specialized and coordinated response from all the countries of Central Asia. Success requires that law enforcement personnel acquire up-to-date expertise in drug detection and interdiction methodologies, and work together to strengthen the regional response. To an extent, this approach has already started to bear fruit in Turkey and the Balkans where seizures have shown an encouraging increase. This increased pressure on the Balkan Route is likely to cause a displacement effect with organised crime groups preferring to traffic their drugs along the 'weaker' Northern Route through Central Asia⁶.

Most of the Central Asian law enforcement agencies provide their officers with basic training in drug control. However, in order to effectively counter international trafficking networks, further attention has to be given to specialized drug enforcement techniques, as required in the UN 1988 Convention and 20th United Nations General Assembly Special Session (UNGASS). Specialized training is needed to upgrade and update law enforcement expertise in dealing with domestic and cross-border drug trafficking. There is also a need to provide specialized training to a large number of law enforcement personnel on a permanent basis. Raising the expertise and level of cooperation of customs and police personnel in the field of drug law enforcement through specialized training is another priority.

Through the development of a high-quality CBT project (AD/RAS/97/C51) in East Asia, UNODC created a flexible, innovative and effective approach to the delivery of training to law enforcement personnel. The project demonstrated that this training methodology provides solutions to most drug-related training needs and offers many additional advantages over traditional training methods such as classroom based lectures where one trainer addresses a large

⁴ UNODC World Drug Report 2011, quoting figures for 2009.

⁵ Europol Serious & Organised Crime Threat Assessment 2013

⁶ EMCDDA European Drug Report: trends and developments 2013.

class of students. Two independent evaluation exercises praised the CBT programme in terms of content, quality and cost. Both recommended that the training programme should be introduced into other parts of the world and its comprehensive curriculum extended further.

It is essential that training programs for drug enforcement officers in Central Asia should be tailored according to local needs and requirements and should be compatible with each other. This means that the legal, procedural and cultural specificities of each recipient country should be reflected in the training programs. Such programmes should be addressed to as many as possible operational police and customs officers, and not just oriented towards a selected few. The design and delivery method should reflect this.

The main objective of the “Computer based drug law enforcement training in the countries of Central Asia, Caucasus and Afghanistan” project (TD/RER/F60) was to adapt the CD-ROM training programme elaborated within the previous project in South East Asia (AD/RAS/97/C51) – mentioned above - to the training needs of the drug law enforcement agencies of the Central Asian states. The project was designed to develop a computer based interactive multimedia drug law enforcement training program for customs, police and specialized drug law enforcement officers. Initially the recipient countries were to be Azerbaijan, Kazakhstan, Kyrgyzstan, Russia, Tajikistan, Turkmenistan and Uzbekistan. Due to delays in signing the MOU, the project was not launched simultaneously in all countries. The project was subsequently broadened to include Armenia, Georgia and Afghanistan. The Russian Federation has to date still not joined the project.

The CBT was initially provided in the Russian language. This was because the original content had been developed for the South East Asian project and was therefore only available in English, or languages local to that region. Hence, it was necessary to translate the content and rather than face the cost and complexity of translating into all Central Asian languages, it was considered more efficient to exploit the language legacy of the Russian Empire and Soviet Union.

The project was designed in such a way as to be fully in line with the plans and priorities specified by the international and regional fora such as the “Six plus Two” Group meetings, the International Conference on Enhancing Security and Stability in Central Asia: An Integrated Approach to Counter Drugs, Organized Crime and Terrorism, held in Tashkent on 19-20 October 2000, etc.

From inception, the project has been run from ROCA Tashkent by a Project Manager occupying a post that was specifically created for this task.

The project was launched in January 2005, for a duration of two years (2005-07) with an original UNODC budget of US\$ 1,292,900 plus additional (unspecified amount) funding from Norway and the Russian Federation.

Subsequently, the project was subject to four revisions:-

- Revision 1 extended the project until December 2008 with no increase in budget. The extension was necessary because of delays in the signing of the MOU in some recipient countries, and associated delays in making installations.
- Revision 2 further extended the project until December 2010 with a budget increase of US\$ 1,207,100 taking the total project budget to US\$ 2,500,000. The main operational elements of the revision were to introduce CBT into Afghanistan, Armenia and Georgia.
- Revision 3 extended the project until December 2012 with no further increase in budget. The extension was required to allow time to add more installations in Armenia and Georgia once they joined the project, and also due to delays in installation caused by the

deteriorating security situation in Afghanistan and to complete the translation into local languages for Afghanistan.

- Revision 4 extended the project until June 2013 with no increase in budget. The extension was created to allow the installation of the new LMS “Go-Learn” module, to prepare for absorption by the global project GLO/U61, and to conduct the final evaluation of the project.

Table 1 Project Financial Overview

Item	Amount in USD
Overall budget	1,786,996
Donors	
• Canada	538,288
• Italy	
• Norway	310,120
• Russian Federation	
• UNDP	300,000
• USA	
	150,000
	413,588
	75,000
Funding provided	1,786,996
Shortfall	0

Evaluation Methodology

The evaluation was carried out by an International Consultant working on a UNDP contract for a period of 21 days. The evaluation methodology consisted of a triangulation exercise of data from:

(a) Desk review of project documents provided by ROCA (see Annex for a full list of documents reviewed)

(b) Semi-structured interviews with key informants (including project staff and, national counterparts, UNODC headquarter staff, donors, and CBT centre staff in 5 of the recipient countries (see Annex for a complete list of informants)

(c) Observations of project sites in Afghanistan, Armenia, Kazakhstan, Kyrgyzstan and Uzbekistan (see Annex for a detailed list of the installations visited)

The Inception Report outlined the original plan to conduct the evaluation on the basis of data collected from a series of interviews with stakeholders in the region. Using a range of different but complementary data collection instruments (sources) would ensure that a broad and comprehensive data set was collected. This is a pre-requisite for robust analysis.

Although the document review and the answers to interview questions are important sources, they do not in themselves provide all the data required for a comprehensive evaluation. In addition, there is always the danger that the ‘vested interest’ of these sources can affect the objectivity and impartiality of the data they provide. Accordingly, additional collection instruments were needed to overcome this danger.

The table below shows the different sources of information that would be relied upon to provide data, and the areas of the evaluation where that data would be utilised.

Table 2 Data source matrix

	Project documents	Interview questions	LMS data	Local operational data	International operational data
Relevance	X	X			
Efficiency	X	X			
Effectiveness	X	X	X	X	
Impact	X	X		X	X
Sustainability	X	X			

A detailed questionnaire was developed to facilitate the consistent collection of relevant data from the interviews (see Annex III). The questions equally covered the evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability and were structured in such a way as to obtain both quantitative and qualitative data. Statistical data would also be obtained from the LMS facility in each CBT installation.

In any event, this approach proved to be over-ambitious; none of the interviews was conducted on a one-to-one basis, in fact as can be seen from the ‘list of persons contacted during the evaluation’ (Annex II) there were always several persons present and contributing to the conversation. Indeed, such was the enthusiasm of many of the interviewees that they didn’t wait to be asked questions but simply proceeded unprompted into sharing of their opinions and observations. The requirement for interpretation between Evaluator and interviewee(s) also introduced another challenge to the ‘structured approach’ that had been envisaged.

For these reasons it very quickly became apparent that it was not possible or appropriate to pose and score each question one by one, and instead it became a matter of trying to guide the conversation in such a way that the issues contained in the questionnaire were anyway covered.

In addition, statistics were extracted from the LMS function at each CBT installation visited. A simple analysis of this data was helpful in establishing the impact of the project.

Limits to the evaluation

For perfectly understandable logistical reasons, the interviews were arranged in advance by ROCA Tashkent. This was done without any input from the Evaluator and before the Inception Report had been created. As a result, the schedule of visits and interviews did not entirely facilitate the ambitions and data collection requirements contained in the Inception Report. For example, no operational commanders from whom it should have been possible to discover the front-line impact of the CBT were interviewed. To overcome this shortfall, the interviewed training staff were asked about the feedback they had received from operational commanders. Admittedly, this is unsubstantiated anecdotal data but it did provide some indication where otherwise nothing would have been available.

Not all of the countries that have benefited from a CBT installation were visited. Hence, this evaluation report does not contain any input from interview or LMS data from Azerbaijan, Georgia, Tajikistan or Turkmenistan.

With one exception (Armenia MFA), all of the visits were to training institutions where CBT was being delivered. There were no visits to operational units where the results of the training could be seen in action, nor were there any interviews with operational managers who could comment on the actual operational impact that the training has created.

Neither Interpol nor Europol were able to provide any detailed operational statistics relating to drug seizures, street prices or supply volume estimates in the key end-user markets of Western Europe and Russia. This was a disappointment as it had been hoped that this might be means by which to get some independent indication of the impact of the CBT.

Only limited contact with donors was possible, largely due to the unavailability of the key persons in the donor country / organisation. Nevertheless, out of the total of five donor countries shown in Table 1, representatives of two⁷ were spoken to. Their views coincided to a remarkable degree as further elaborated in section below.

⁷ Canada & USA

II. EVALUATION FINDINGS

Design

The Central Asian CBT project is inspired by, and based upon, an earlier regional project run by UNODC in South East Asia. A similar project was subsequently rolled out in Turkey, with installation at TADOC.⁸ The execution of the Central Asian project benefited from the experiences gained during these projects. Before installation in Central Asia, the content of the CBT was to be adapted to ensure that the effects of regional differences did not undermine the training impact.

The idea for the Central Asian project first came in 2002. Before finalisation of the project idea and the preparation of the project documentation, the UNODC ROCA team carried out a detailed needs assessment to establish the current situation in Central Asia. This was a vital pre-requisite to inform the design and delivery of the project. Furthermore, in 2004 a group of law enforcement officers from Central Asia was taken on a study visit to the TADOC CBT. Here they were introduced to the concept of CBT, the nature of a CBT centre, and familiarised with the format and content of the CBT. This consultative process confirmed that the CBT was appropriate to the needs of the Central Asian countries.

Finally, discussions took place between UNODC ROCA and BOMCA, because the test phase of project was to be launched in cooperation with BOMCA. This discussion also clarified the debate as to whether the CBT would be delivered in a minimalist fashion (through providing CD-ROMs containing the training content) or in a more comprehensive fashion through the creation of complete CBT training centres custom-built for the purpose. The decision came down on the side of the latter.

To work effectively, a computer based training initiative has to contain three essential elements – software, hardware/infrastructure and a human support element to facilitate the interaction of students with the system. The Central Asian CBT project was designed specifically to deliver these:

(a) Output 1: “a comprehensive law enforcement-training program that supports, enhances and links with UNODC overall drug control and crime prevention strategies in the region, adjusted for legal, procedural, language and cultural aspects of the MOU member countries”.

(b) Output 2: “Trained Training Managers in each training centre will support the students throughout the learning process.”

(c) Output 3: “A sufficient number of computers and associated equipment capable of running the training program provided and installed in each country.”

Accordingly, it can be said that the design of the project was logical and appropriate and laid the foundations for a successful and measurable implementation; i.e. designed in such a way that if all the planned activities are properly

⁸ At TADOC- Turkish Academy against Drugs and Organised Crime

At the strategic level, it can be said that the design of the project is in line with overall UNODC goals in the region. Detailed consideration was not given to the alignment with other projects delivering training in Central Asia, but the evaluator was not made aware of any conflict or incompatibility issues vis-a-vis other training.

The project was also designed in a manner consistent with the overall UNODC IT strategy for the region. All the equipment was procured via UNDP or UNODC procurement units. All procured equipment came with 3 year warranty and all of the vendors (for example HP) have service centres in CA countries. All the equipment has been handed over to the national law enforcement agencies and all future service support and maintenance will be provided by their IT support units.

The project design does not include a comprehensive monitoring and evaluation system whereby all aspects of the project can be assessed on an ongoing basis from the micro-level (e.g. throughput and performance of students taking the training) to the macro-level (e.g. 'occupancy rates' for each CBT installations). Nevertheless, there are separate tools or procedures by which these performance figures can be obtained by the PM. The LMS application provides the student figures, and regular consultation with the TMs reveals the occupancy rates.

Relevance

Drug trafficking is a significant and long-standing problem in the Central Asia region. Given that the vast majority of the worldwide opiate supply originates in the region, this has consequences for the whole world. A lack of capacity within the law enforcement agencies in the countries of the region, and the lack of a common approach to tackling drug trafficking between law enforcement in the region undermine efforts to tackle the problem. On this basis, a regional training initiative, which aims to enhance and standardise law enforcement capacity in the field of drug trafficking, is clearly relevant in Central Asia.

Whilst the detailed specifics of a drug trafficking problem will vary from country-to-country, and region-to-region, there are many general similarities; the drugs themselves, the organised criminal structures, and the trafficking modus operandi used all tend to conform to standard models. Consequently, the law enforcement approaches and methods that prove to be successful in combating drug trafficking in one region have a general relevance in another. Indeed, the widely used approach of sharing 'best practice' is built on this idea. An approach developed for South East Asia is therefore generally relevant to Central Asia

As mentioned above, a detailed needs assessment, and consultation through study visits took place before the project was designed and the documentation drafted to ensure that the style of the delivery was regionally relevant. Despite this, and although the project planning indicated that the CBT would be "*modified and adapted to the legal, procedural and cultural requirements of the recipient countries*" this ideal has not been comprehensively implemented. Numerous local idiosyncrasies are not accommodated; some of these (for example provision in the local language) are perhaps more properly defined as 'effectiveness' issues and are therefore covered in that section below. Others are clearly 'relevance' issues- for example; Uzbekistan has no coastline so the modules on sea-ports are not relevant, and whilst Kazakhstan reported that some of the profiling and searching techniques presented in the CBT are not lawful in their country. This is perhaps being too prescriptive as one of the advantages of the CBT is that its modular nature allows every beneficiary to easily select those courses and modules that are most relevant to their needs. Additional discussions on this issue can be found in the section on Effectiveness.

One can also consider relevance as having geographical aspect to it, i.e. as well as the recipients need being nationally met, is it also locally met? There have been instances where an under-utilised CBT installation was re-located to where it would be used more; this having come about as a result of the input of the PM.

Relevance also has a time aspect to it. Over time, the world and its problems change and evolve; the appearance of new drugs, new modus operandi and new technical means all contribute to this. Logically then, a training tool must also evolve otherwise it runs the risk of becoming less relevant by being out of date. The content of the CBT has not been updated since its launch.

The fact that enthusiasm for the CBT that was so clearly and simply expressed by all interviewees is perhaps the best indicator of just how relevant CBT is to their needs. This enthusiasm should be maintained, which also highlights the critical requirement to keep the training relevant in the face of the changes in the drug trafficking environment.

Efficiency

Efficiency is the measure of how resources (in this case money, expertise and time) have been converted into outputs- completed CBT installations and trained law enforcement officers. Since 2005, a total of 47 CBT installations have been created in the 9 recipient countries (see Table 4). Although an overall figure is not available, the 13 installations visited during the evaluation for which figures were available showed a total of 8,570 officers trained i.e. students registered in LMS. (See Table 5). Given that these figures are not complete, there is little utility in extrapolating them further, e.g. against the total investment figure of USD 1,786,966 for the whole lifespan of the CBT regional project.

Numerous attempts have been made to ensure that the Central Asian CBT was implemented as efficiently as possible. These attempts have been appropriate, and largely successful.

Given the likely high costs involved in creating an entirely new training tool, the process of replicating a training initiative that already exists in one region into new regions is clearly a very efficient way of working, particularly if the existing content can be used without modification. Similarly, the original plan to provide all the Central Asian CBT modules in the Russian language was made for good efficiency reasons. The decision to take the Pashtu script from the Pakistan CBT for use in Afghanistan was similarly motivated.

Efficiency cannot however be viewed in isolation - efficiency gains must not be made at the expense of other factors. Some efficiency gains have had a negative impact on effectiveness as described in the section on effectiveness below.

In each of the Central Asian countries a number of different law enforcement agencies are involved in the fight against drug trafficking; typically, the Police, the Border Guard and the Customs. The success of the fight against drug trafficking will be enhanced if they work well together, and a factor in this is sharing common working methods. Accordingly, all agencies should be able to take advantage of the CBT; in other words an equitable and logical distribution of CBT installations throughout the country. It seems that the decision about where to place a CBT installation is entirely at the discretion of the recipient country, and that within the countries the relative influence of the respective agencies is more of a factor in the decision making than the objective need. An objective needs assessment before roll-out began would have given

UNODC a better basis upon which to advise the recipient countries on the ideal locations for CBT installations.

Another efficiency aspect is the difficulty that UNODC often experiences when attempting to gain access to the CBT installations. There is no automatic 'right of access' to the CBT and an official application must be made prior to every visit. Even though deliberate refusals to grant access might not actually occur, the bureaucratic procedures in many of the recipient countries, and the slow pace of communication combine to create a problem.

In the earlier installations, all aspects of the CBT (software, hardware and classroom infrastructure) were provided by ROCA. The PC's provided were configured such that they could run the CBT software, but nothing else (not even MS Windows). The intention was to ensure that no other work/training could be done on the PCs, thereby maximising the amount of time they were available for CBT. In practice this approach actually tends to cause other efficiency problems for the recipients; the need to find other classroom space to accommodate different types of computer training, or the need to wait for UNODC presence to fix simple run-time 'freezes' which would normally be fixed locally if Windows was accessible.

Later CBT installations have addressed this issue through a partnership approach, whereby donor/provider resources are pooled in a more shared approach to supplying and using the software, hardware and classroom. For example, in Kyrgyzstan the CBT software is loaded onto PCs supplied by BOMCA, and in Armenia the costs of renovating the classrooms was financed by Canada. This is primarily a major efficiency gain for the recipient, but it is also beneficial to the cooperating partners.

At a number of the installations visited, requests were made for more computers or classrooms to be provided so that more training could be delivered. This in itself is a good sign, as it is a clear indicator that the CBT is appreciated. However, when questioned, the interviewees revealed that the CBT classes were not in full-time use- the highest figure given was 60% usage- meaning that there is spare capacity available and that the problem is perhaps one of scheduling rather than of a shortage of resources. Interviewees accepted that requests for additional resources could only be justified if existing resources are already being fully utilised.

One view that all interviewees held in common was that CBT is a far more efficient training tool than traditional lectures, seminars etc. The training can be tailored to the needs of individual students who can learn at their own speed, re-take problematic modules and even study in their own time. That said, it was also commonly held that de-centralising the training provision could even further enhance efficiency. The current 'fixed-installation' approach makes it necessary to bring all the students into a central training location, which creates additional travel and accommodation costs, as well as taking students away from work. A more inefficient approach would be to take the CBT to them; either using a mobile CBT like that which is available in Afghanistan, or better still, creating individual remote accessibility via a web-based CBT.

One major efficiency issue arises from the fact that UNODC does not own the source code from which the CBT is written. Due to shortcomings in the procurement procedure, the contract that was signed with the IT contractor who was selected to create the CBT, failed to secure for UNODC the intellectual property rights to the source code. Accordingly, any alterations to the CBT content could only be made with the permission of the contractor. Subsequently, when the contract was re-tendered and awarded to another company the original contractor refused to divulge the source code. This has made it necessary to 'de-code' the original source code, which has led to legal challenges from the original contractor.

Some concerns were raised by the Project Manager about the potential future obligation for internal sub-contracting of IT support services (installation, maintenance and training) to the UNODC IT Service (ITS). The cost of using ITS was considered to be rather high and that the operational benefit of such an arrangement may not justify the financial cost that it would entail.

The project relies upon UNDP for accountancy and administration support. There is a strong requirement to always follow the precise UNDP procedures and this can give the outsider the impression of a slow and overly bureaucratic system. The Project Manager previously worked for UNDP so these procedures are well known to him and not problematic. A less experienced person might not fare so well.

Partnerships and cooperation

One feature that the developing regions of the world have in common is the plethora of training and other capacity building initiatives that are on offer, and the myriad donors and programmes that are present to deliver them. Central Asia is no exception.

Although this creates a strong requirement for cooperation and coordination, one very common consequence is actually a state of confusion where different projects and donors are competing with, and contradicting one another. On the basis of the evidence of the visits and discussions with key interlocutors during this evaluation, this does not seem to be the case with CBT.

Many of the CBT installations are ‘joint-ventures’ where UNODC has provided the software, whilst the hardware and classroom infrastructure have been provided by other organisations, for example BOMCA or UNDP. In some instances additional donor funding had been specifically made available for a particular installation; Canada, Norway and USA have co-financed installations and this is immediately apparent to any visitor as the result of the emblems, logos etc that adorn the facility.

When they were spoken to, the donors expressed an overall satisfaction with the project that they had supported. Their comments were remarkably similar to one another, and therefore worthy of close attention. They felt that it had always been rather hard to discern exactly what had been the outcome of the project, i.e. the actually policing results achieved, rather than just numbers of students trained. This shortcoming is already identified in the section below on ‘Impact’. Indeed, the donors felt that the project reporting tended to be more focussed towards financial transparency rather than towards sharing positive operational results. In this respect, the UNODC “Container Control Programme” was cited as a good example of how good news about outcomes is shared with donors.

Although the initiation of the project was delayed in some recipient countries because the national Government delayed signing the MOU, this reflected bureaucratic procedures within the country or government, rather than any shortcomings in the relationship between UNODC and the country. Indeed, the way in which the CBT has been welcomed, utilised and extended within the recipient countries reveals a strong spirit of cooperation. The one shortcoming in this is perhaps the fact that PM lacks any automatic right of access to the CBT sites and must often endure bureaucratic delays before a visit can be made. It is clear that the direct positive impact that the CBT has made in the training arena has also contributed in a broader sense to the national law enforcement agencies viewing UNODC as a valuable partner.

Effectiveness

An evaluation of the effectiveness of any project should start by considering the extent to which it supports, enhances and links to the overall effort in the region, in this case the UNODC drug control and crime prevention strategies in Central Asia.

The UNODC “Strategic outline for Central Asia and Southern Caucasus, 2012-2015” puts improving regional cooperation against drug-trafficking, and countering the transnational OC groups involved in drug-trafficking as its first and second priority areas of work, specifically stating that “limited capacities in the use of modern investigatory tools and methodologies” is one of the problem areas to be addressed.

The UNODC Regional Programme for Afghanistan and Neighbouring Countries” emphasises the need to “support the development of a common skill-base amongst law enforcement officers in the region” and recognises that “there is a need for a much stronger regional cooperation and targeted support from UNODC to facilitate and enable regional activities”.

As an operational-level indicator of the ‘fit’ of the training, the evaluator saw instances where the classroom and hardware which hosts the CBT installation was being used to provide training on GIS software as part of the Paris Pact drug seizures database, and on facial identikit software as part of the drug-control training provided by BOMCA. This evidences the fact that although the CBT provides specific training in its own distinct area, it does indeed fit in with the broader capacity building effort in both the physical and conceptual sense.

The measure of effectiveness is the extent to which the project has achieved its objectives. Accordingly it is appropriate to look in more detail at the three outcomes of the project as stated in the project plan.

Outcome 1: Deliver a comprehensive law enforcement training programme that supports enhances and links with UNODC overall drug control and crime prevention strategies in the region, adjusted for legal, procedural, language and cultural aspects of the MOU states.

The content of the CBT does indeed provide a comprehensive coverage of the knowledge and skills required to successfully police drug trafficking; there are 7 courses relating explicitly to drug-trafficking issues and 6 courses with a broader application to all types of crime, but still very relevant to drug-trafficking. Many of the 89 different modules are also applicable beyond the specific course within which they are presented. Although the overall intention is that all the modules in a given course should be studied (and studied in the order that they are presented) it is possible for them to be studied on an individual basis if desirable.

Table 3 Overview of CBT courses and module numbers.

Course name	Number of modules
7 Courses explicitly relating to Drug-trafficking	
General (drugs) courses	5
Interdiction techniques for land controls	12
Interdiction techniques for airports	13
Interdiction techniques for seaports	10
Search techniques	5
Precursor chemicals	3
Controlled delivery	2
6 Courses with a broader application	
Investigating Organised Crime	5
First responder at a crime scene	3
Digital evidence	4
Money Laundering	13
Risk management	5
Intelligence (and analysis)	9
1 Course explicitly relating to other crime areas (non-drugs)	
Trafficking in Human Beings	3
1 Non-crime course	
Learning Management System	1 ⁹

The intention for the CBT content to be “*adjusted for legal, procedural, language and cultural aspects*” has not been particularly well achieved. In particular, the provision of content in the Russian language rather than translated into the local language is a problem. This was the most frequent comment about how the CBT could be improved. Since Russian is no longer routinely

⁹ Not for use by students- only for Training Managers

taught in all regional education systems, many of the younger generation are not competent in Russian. The effectiveness of the training is thus compromised. In Afghanistan, there has been translation into local language- Dari and Pashtu. In attempting to be more efficient, the Pashtu language version used in Pakistan was introduced into Afghanistan. Unfortunately, it appears that the Pashtu spoken in Pakistan is not readily understood by Afghani Pashtu speakers meaning that a re-translation will be required.

The graphical images seen in the CBT have also not been adapted from the South East Asian original. Accordingly, the facial appearance of the characters seen in the training scenes seems foreign to a Central Asian user. Similarly, other images are not regionally accurate- i.e. European-looking airports, Turkish flags on border crossings etc. Although this issue was raised by a number of interviewees, it is assessed to be a minor irritant rather than a major problem. As such, it is not considered to compromise the effectiveness of the training.

It also appears that not all the CBT content is legally accurate in all recipient countries. For example, it was reported that the module on body searching contravenes the legal provisions of the Kazakhstan penal code. Although this is not explicitly stated in the project documentation, it is logical to assume that the legal accuracy of the content was checked against the legal requirements of each recipient country before the CBT was installed there. Nevertheless, laws do change over time meaning that the CBT content must be monitored and updated over time, as this Kazakh example illustrates.

Output 2: Trained Training managers in each learning centre to support the students learning throughout the learning process.

At each CBT installation the Evaluator met with, and obtained statistics from, the TM. They all appeared to be competent and committed individuals who enjoy their work. No problems were reported by or about the TMs, and similarly there is no mention in the project annual reports of such problems. As such this output appears to have been achieved throughout the life-span of the project.

This is important because the TM is undoubtedly the key position in the CBT. He is himself a law-enforcement officer with experience of investigating drug-trafficking and performs a triplicate role of trainer, technician and manager, facilitating the smooth flow of students through the learning process.

It was encouraging to note that the position of TM is properly established within the human resourcing plan of each training institution. There is also a need for good succession planning to ensure that any post that is vacated is immediately filled, with an appropriate and well-trained replacement. There should also be a handover between old and new TM. The successor Global Project should monitor this, and encourage the creation of a pool of potential Training Managers in each country and agency.

One way to do this is through the provision of group training for TMs. One such group training event- a “Train the Trainer” course - was held in Turkey in 2007. A group of 35 officers from Kyrgyzstan and Tajikistan were trained in the skills needed to perform the role of TM. Individual training is still needed for new TMs (i.e. when a new installation is created or an existing TM post is vacated) but this could be in a condensed ‘refresher training’ format if the officer is taken from a pool of already trained staff. The advantage of this is that the existing knowledge he has means he can start work immediately rather than having to wait for a visit from a UNODC trainer.

Output 3: Sufficient number of computers and associated equipment capable of running training programme is provided and installed in each MOU country.

‘Sufficient’ is a very subjective word and as such it is difficult to make an objective evaluation of this output as no clear targets were set under this Output. The original project planning was to establish one CBT installation in each country. As a CBT site could only be established with the approval of the host government, it was felt that the best tactic was to get one CBT approved and installed. Then, once the recipient country realised the value of the CBT, other installation requests or suggestions would be possible. This approach did mean that the project had little direct control over actual installation dates because this depended entirely upon the acceptance process and timescale of the recipient countries. Once the project implementation began, ROCA began to receive many requests from the different law enforcement agencies of participating countries and the project planning was updated accordingly. Admittedly, this is a rather ad-hoc approach to project implementation, but one chosen as the tactic appropriate to the circumstances. Given that the recipient countries were effectively receiving a free gift, and themselves responsible for any delay in the reception thereof. No major problems have been reported with this approach.

Whilst there were several requests from interviewees for more computers or classes to be installed, it was noted that there is plenty of spare capacity with CBT usage and only when that is fully utilised would requests for more be justified. As well as looking at the simple numbers of installations (see Table 3) one can also consider whether the distribution of CBT classes through a recipient country means that the numbers are sufficient to meet demand across the country.

Table 4: CBT Installations per recipient country

	2006	2007	2008	2009	2010	2011	2012
Afghanistan	-	-	-	-	-	2	2 ¹⁰
Armenia	-	-	-	-	2	3	4
Azerbaijan	-	-	2	4	4	4	5
Georgia	-	-	-	-	-	-	1
Kazakhstan	-	-	5	5	5	8	8
Kyrgyzstan	1	6	6	6	4 ¹¹	4	6 ¹²
Tajikistan	2	7	9	9	9	9	9 ¹³
Turkmenistan	1	5	5	5	5	5	5
Uzbekistan	1	4	5	5	5	5	7

Some comments were made by counterparts about there being a greater need for CBT in places other than where they were currently installed. Although, it was not possible to objectively assess whether this was actually justified, or just a matter of professional jealousy. There have been

¹⁰ Includes one mobile class

¹¹ Two classes removed when the Drug Control Agency was disbanded by decree of the President.

¹² DCA re-established with two classes

¹³ Includes one mobile class

instances where an existing CBT installation has been re-located to another institution where it would be more extensively used. This action was initiated by UNODC rather than the recipient country, indicating that such outside monitoring was required to ensure the ongoing efficient distribution of CBT installations.

An interesting recent addition to the CBT provision is the creation of 'Mobile CBT'- a fully portable installation based on laptop PCs, which can be utilised in any location with a reliable power supply. Again, this is a good approach to increasing the sufficiency of CBT provision by taking the training to the student, rather than the other way round. The ultimate application of this logic would be the creation of an on-line CBT where a student who has been issued with a username and password by the Training Manager can log onto a web-based system so that he can literally study in his own time from his own PC. Clearly, there are security and financial implications to this, but the fact that it was so frequently requested does make it worthy of further consideration.

Finally, mention should also be made of initiatives being planned in several locations (Armenia and Afghanistan for example) to run joint inter-agency training whereby the CBT installation in one agency will host students from other agencies. This not only makes a better use of existing installations, but also fosters closer cooperation between agencies, which should have a positive effect on operational cooperation.

Impact

The true impact of any training initiative is only seen through a measurable change in performance after the training compared to before. Strictly speaking, this would require some objective measure of how much better a law enforcement officer is at interdicting or investigating drug trafficking as a result of having done the CBT. One cannot easily envisage a practical and economical way to achieve this.

A less direct, but certainly more feasible, approach is to use the statistics available from within the LMS function embedded in the CBT. The table on the next page shows the average 'before' and 'after' test scoring per CBT installation. The increase in the average score represents the improvement in the knowledge of the student- i.e. the impact of the training.

Table 5 LMS data from the CBT installations visited

Int.#	Installation Date	Number of Students registered	Total number of study hours	Average score before study	Average score after study	Average improvement through study
1	Feb 2007	1608	22,187	40%	81%	41%
2	May 2011	882	13,061	50%	78%	28%
3	April 2012	-	-	-	-	-
4	Sep 2007	2731	6386	23%	53%	20%
5	Jun 2007	338	1589	25%	77%	52%
6	May 2007	793	4682	43%	80%	47%
7	Oct 2011	466	6119	44%	77%	33%
8	Dec. 2012	111	481	36%	57%	21%
9	Oct 2007	128	1189	41%	80%	39%
10	May 2013	-	-	-	-	-
11	Mar 2008	752	3311	47%	70%	23%
12	Sept 2010	340	1050	19%	50%	31%
13	Jan 2013	22	205	45%	85%	40%
14	Nov 2011	307	665	33%	51%	18%
15	No CBT	-	-	-	-	-
16	Feb 2013	92	1528	42%	63%	21%

Efforts were made during the interviews to establish the levels of satisfaction with the training itself, and with the improvements in operational capacity following the training. This was done by discussing with the Institution Commanders and Training Managers the kind of feedback they received from students. From the anecdotal information received, it appears that student feedback is generally very positive; the students like the modern inter-active nature of the CBT and find it more engaging than lectures or seminars. A small number of students were personally spoken to by the evaluator whilst they were actually engaged with the CBT and they were most positive about it.

No operational managers were actually interviewed during the evaluation, so again it was a case of discussing the anecdotal feedback received by the training staff. Many operational managers have also undergone the CBT themselves so the feedback they gave to the trainers was both direct- relating to their own training experience, and indirect- relating to the improvements in operational that they had perceived in the workplace. Again, it was reported that this feedback from operational managers was consistently good.

It is of course accepted that there are a great many other factors that affect the local and international drug-trafficking figures/trends during the period of the CBT. Accordingly, it is difficult to isolate these to the extent that the specific impact of the CBT on these figures/trends

can be seen clearly. Nevertheless, it is felt that no evaluation of training can ignore the problem that the training is trying to reduce, and as such some effort should be made to obtain an independent view of the changes (and their causes) observed in drug trafficking from and via Central Asia during the period of the CBT project. To this end, relevant specialists at major international law enforcement agencies were consulted for their opinions.

Due to its strict data protection regime, Europol was unable to supply any operational data directly relating to drug trafficking from and via Central Asia. This is unfortunate as Europol does significant data about the situation, as well as close links with the EU police mission in Afghanistan, and indirectly with CARICC. In general terms, the heroin situation in the European Union was described as being stable with no major fluctuations in supply or pricing over the last years.

Interpol were also not able to provide a great deal of useful guidance on trends in drug trafficking from and via Central Asia. Currently, Interpol receives very little operational reporting from the National Central Bureaux in the region so their level of knowledge is rather poor. The current priority for Interpol is drug trafficking from South America and (via) West Africa. This is primarily concerned with cocaine-based products, although some heroin is entering Europe via West Africa. The source of the heroin is suspected to be Central Asia (Afghanistan) but there is little data on the supply routes.

The future Global Project should aim to achieve an impact all round the world. When rolling out CBT in new regions of the world it must take care to properly adapt the CBT to the local needs and situation. This must not be done at the expense of existing installations. The Global Project must take on responsibility for delivering the continued support and upgrading that the Regional Project needs. This should result from informed management decisions based on needs, feasibility and costs, and clearly appropriate budget provision must be made for this.

Sustainability

Sustainability is a key issue for CBT as the Regional Project approaches its end date and a Regional Programme will continue support until the Global Project will be launched to continue the support and ongoing development of CBT.

The fact that it actually exists in a tangible, physical form (classrooms with computers and furniture installed) gives the CBT a 'head start' in terms of sustainability. Although this is an important element, it would be naïve to think that physical existence alone guarantees sustainability. Ongoing benefits resulting from continued use are the real indicators of sustainability, and these in turn rely upon a perception that the CBT remains relevant to the regional training needs and is effective in meeting them.

Mention has already been made of the various requests for the existing modules CBT to be updated, for the content to be broadened to include courses on other crime areas or policing techniques, and most importantly of all for CBT to be available in local languages. These are all issues with direct relevance to sustainability because the longer they are left unattended, the less appealing and useful the CBT will become meaning that it may fall into dis-use.

Insofar as the sustainability of the new skills and knowledge that students learn from the CBT are concerned, there is reason for much optimism. It is scientifically proven that the human recall is better when the learning has been a combination of visual and aural stimulus activated through

both reading and doing. This is exactly the format of the CBT. In addition, many of the institutions visited also run a programme of refresher training through which previous CBT learning will be revised and updated.

Perhaps the one area of concern is that whilst sustainability ultimately requires a spirit of local ownership, there are indications that the recipient institutions still expect that ROCA will continue to support the CBT in the very close and hands-on fashion that has been the case during the implementation phase. Whilst the new Global Project should be available to assist the recipient countries, it should be more of a resource of last resort rather than a first response when a problem arises. Similarly, the recipient countries need to be thinking creatively and proactively about how and where to use the CBT and what to supplement it with rather than waiting for ROCA to do or suggest this for them. Clearly, the way in which the new Global Project is launched and presented to the recipient countries will play a significant part in helping to foster this sense of local responsibility and self-reliance. This requirement should therefore be an explicit part of the plan for the Global Project.

III. CONCLUSIONS

The CBT is highly appreciated by all the recipient institutions and is having a positive impact on LE capability through increasing the skills and knowledge of officers who do the training. It is however not possible to quantify the value of the training in concrete terms as expressed by operational statistics on drug seizures, drug prices or supply volumes.

The project was well designed with relevant, realistic and measurable outputs. The training itself is very relevant to the region, given its significance in the global heroin trade and the current shortcomings in law enforcement capacity.

The project was efficiently implemented. Replicating an existing project in a new region is a very efficient way of adding value at low cost. However, given regional variations, greater attention should have been paid to ensuring that the South East Asian CBT was properly adapted to the different situation that exists in Central Asia. The longer this situation remains unresolved the more it may detract from the relevance of the training with consequences for sustainability. The new Global Project should certainly learn this lesson when contemplating implementing the CBT into other regions.

The most problematic aspect of this lack of regionalisation is the reliance on Russian as the main delivery language. Due to limited competence in Russian in many countries in the region, particularly amongst the younger generation, the effectiveness of the training is reduced if it is only available in that language. The alteration to CBT that was most widely requested is for the CBT content to be translated from Russian into local languages.

The numerous requests for alterations to the CBT should not be seen as criticisms of the existing provision, but as positive indicators of the strong desire to make greater use of the CBT. There is almost equal demand for updates, new modules, new courses and for the de-centralised provision of training through mobile CBT classes, or better still, via a web-based remote access arrangement. A more detailed study of these competing demands would be needed to inform a management decision about how to proceed. The availability, or not, of funding for upgrading existing installations in the budget of the Regional Programme and the new Global Project is therefore a significant factor in this respect.

The noticeable improvements in the scores that students achieved in the tests before and after they studied the module demonstrate the impact of the CBT as a training tool. The actual operational impact of the training cannot unfortunately be gauged. Nor is it possible to ascertain how the knowledge gained from undergoing the CBT is retained over the longer term.

The necessary arrangements seem to be in place to ensure the sustainability of the CBT after the Regional Project ends in June 2013. Local plans for, and attitudes towards, the CBT indicate that it will continue to play a central role in the provision of law enforcement drugs training. This sustainability could be undermined if none of the requested alterations are made, or if the content is not updated to prevent it from becoming out of date.

IV. RECOMMENDATIONS

The evaluation has shown that training using the CBT format should be continued and extended in the law enforcement agencies of the countries of Central Asia. The Central Asia CBT approach is of course not perfect, meaning that this overall recommendation can be supplemented with other detailed and prioritised recommendations, as follows;

Critical

In future, wherever the CBT is installed, it should be translated into the local language. Insofar as existing Central Asian CBT installations are concerned, local language provision should be the first priority in any future enhancement programme.

The procurement contract by which future training software/applications is obtained must ensure that UNODC owns and is able to use the source code that has been utilised to write the content.

The PM should enjoy a right of prompt access to all the CBT installations, and this should be written into the MOU that regulates all aspects of the CBT in a given country.

Important

The project should have an in-built explicit system that automatically captures relevant data to facilitate the monitoring and evaluation of the project. At the micro level this would comprise data relating to student registrations, module choices, study hours and test results. At the macro level, objective data on CBT occupancy rates would also be useful.

The current pre & post testing measure the short term impact of the CBT training in terms of the improvement in knowledge. It would be useful to be able to measure the longer term retention of knowledge; for example through a repeat of the same testing 6 months after completing the training. One can however imagine that operational commanders might object to the load on staff time that this approach might occasion and hence will need to be rolled out in a sustainable manner.

In a similar vein, the project also lacks a mechanism for measuring and demonstrating the impact of the training- i.e. the actual operational improvement in police performance, or results, stemming from the training. Whilst recognizing the difficulty of measuring impact in such a quantitative manner it is recommended that effort is made to create such a mechanism. Indeed, this was one of the key comments from donors who felt that they were not sufficiently able to see what results their money was paying for.

The TM is the key individual in each CBT installation, and without the presence of a TM the functionality of the CBT is undermined. ROCA should encourage each agency, which has a CBT Centre to ensure that there is good succession planning for the TM position, and to give the earliest possible notice of an impending departure such that a new replacement can effectively occupy the post with minimum disruption to the overall training.

The ending of the Regional CBT project in June 2013 will place the CBT in local hands. The Regional Programme will continue to offer support, but this is unlikely to be at the same level as was the case during the life of the Regional Project. Accordingly, there will need to be a greater degree of local ownership and self-sufficiency. After the future absorption the Global Project must address this and ensure that the recipient countries understand that the responsibility for a first-line fix now lies with them.

The distance between border posts and CBT installations causes complications for officers wanting to undergo the training. Travel and accommodation costs, plus absence from work inevitably restrict the numbers of officers who can be trained using a fixed installation. The solution to this is a CBT that can come to the student; a greater use should be made of the mobile CBT system approach like that which is currently employed in Afghanistan. Real consideration should be given to an even further development of this 'home study' concept - the provision of CBT through a web-based portal that can be accessed from any internet-enabled device, for students who have been issued with the appropriate log-in username and password.

In addition to providing CBT translated into all local languages, a case can be made for other enhancements to content and accessibility. It seems unlikely that the resources to implement all possible upgrades would be immediately available, in which case a more detailed consideration of the costs and benefits of each should be done in order to arrive at a proper prioritisation.

General

With the passage of time, there is the danger that content becomes outdated, through changes in drug types, criminal modus operandi, or national legislation. Effort must therefore be made to keep content as up to date as possible. This relies as much upon a national ability and willingness to monitor and report changes as it does upon a UNODC capacity to effect the changes.

Similarly, some modules that would have direct applicability have never been provided. The Uzbekistan transportation network relies heavily upon railways, but there are no modules relating to the skills required for successful interdiction in relation to rail transportation.

The practice of restricting the PCs used in the early CBT installations such that they could run the CBT software and nothing else has proved to be inefficient in terms of making full use of the hardware and classroom infrastructure. A far better approach is a cooperative one, particularly if the CBT software can be loaded onto PCs provided under the budget of other assistance programmes.

As shown in Table 3, not all the countries in the region have received an adequate number of CBT installations, and to the extent that local conditions allow it, efforts and resources should be focussed on increasing the number of CBT installations in the less well provided countries. Mobile CBT classes are an efficient way doing this. A web-based approach would be even more efficient, providing that access and security concerns could be addressed.

Although the ending of the current Regional Project leaves CBT in local hands, the Regional Programme and the future Global Project should continue to support and further develop the Central Asian CBT. Ideally, the Global Project should have budget provision to undertake the various enhancements that have been described in this report. The planning for the Global Project should also include the means by which local responsibility through ownership will be fostered in

the recipient countries such that UNODC can step back from its current hands-on stature whilst still providing support when needed.

The Global Project should look to roll out CBT in other regions of the world, noting that whilst the existing CBT is generally applicable in any region of the world, its specific appeal and relevance is heavily reliant on the extent to which it has been adapted to make it appropriate to the region in question.

Given that success in combating drug trafficking relies on good inter-agency cooperation, joint training between the various national agencies involved in this work should be encouraged. This is a factor to be considered when deciding on locations for future CBT installations, given that physical proximity is one simple and practical determinant for inter-agency cooperation.

V. LESSONS LEARNED

It is dangerous to make assumptions about the contemporary acceptance of a foreign language for training, based on the historical significance or utility of that language in the region. Although it is good for efficiency to avoid the cost of translation if it is unnecessary, this should not be done at the expense of effectiveness. The needs assessment and consultation process that precedes project design should clarify from the recipient perspective whether such a foreign language is indeed an acceptable and practical approach.

The retention in the training material of visuals (e.g. flags, faces, scenery etc.) that are clearly 'foreign' to the region in which it the training is to be implemented is another factor which can negatively impact on effectiveness and as such should also be avoided.

The project plan should include information showing the planned and actual roll-out of the project. It should be clear to see the sequence of CBT installations in the countries and institutions of the region, and the target dates upon which the installations will take place. This information will inform the other associated activities that need to take place in the areas of procurement, recruitment and training plan. It would also facilitate monitoring of progress. It is accepted that the 'special circumstances' in the region, whereby everything was dependent on host government agreement, makes it difficult for the project team to control the precise dates of installation. However, it would be preferable to have a concrete plan for the location and sequence of installations, and then apply this tactic of flexibility to the specific installation dates.

The absence of an explicit mechanism built into the project to monitor and evaluate implementation and usage of CBT installations makes evaluations challenging. This must also mean that it causes even greater problems to the Project Manager who has to monitor all aspects of the project on an ongoing basis. This can be done on an ad-hoc basis, but this approach is subjective and time-consuming and as such, no substitute for a built in monitoring system.

It is really quite difficult for a training project to be able to clearly see the impact that the training is having on an operational problem. In the case of drug trafficking, success cannot necessarily be measured numerically at the border control points along the trafficking route. Indeed, it may only be observable fluctuations in the destination markets many thousands of kilometres away that indicate the impact. Even then it is difficult to isolate all the other contributing factors such that the effect of the training alone can be quantified. Nevertheless, such a project should always attempt to develop operational indicators, which can give an idea of the actual impact that the training is having on operational capacity.

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

Project number:	TD/RER/F60
Project title:	Computer based drug law enforcement training in the countries of Central Asia, Caucasus and Afghanistan
Duration:	01 June 2005 – 30 June 2013
Location:	Central Asia, Caucasus and Afghanistan
Linkages to Country Programme	
Linkages to Regional Programme	Regional Programme for Afghanistan and Neighbouring Countries
Linkages to Thematic Programme	
Executing Agency:	UNODC ROCA
Partner Organizations:	Law enforcement agencies in Central Asia, Caucasus and Afghanistan
Total Approved Budget:	USD 1,786,966
Donors:	Canada UNDP Norway Italy Russia USA
Project Manager/Coordinator:	Mr. Ottabek Murodov
Type of evaluation (mid-term or final):	Final
Time period covered by the evaluation:	01 June 2005 – 30 June 2013
Geographical coverage of the evaluation:	Selected countries Central Asia, Caucasus and Afghanistan
Core Learning Partners	Mr. Akmal Saidov High Military Customs Institute of Uzbekistan Mr. Grigor Sargsyan Prosecutors School of Armenia

In 2005, the RER/F60 project started to develop and implement self-sustaining training programs aimed at countering drug trafficking and related cross-border organized criminal activities through the establishment of computer-based training sites in the Central Asian countries. During the implementation process, the Caucasus and Afghanistan also became member countries of the project. The initial project duration was until 31 December 2007 with a project budget of \$1,292,000, but during the project revision in 2010, the duration of the project was extended until 31 December 2012 with budget \$2,500,000.

Furthermore, the project revision was ratified by Afghanistan, Armenia, Azerbaijan, Georgia, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan in 2011.

The project has made significant progress and achieved several milestones, some of which are summarized below:

1. All nine participating countries have at least one functioning CBT training facility in the language that they requested and use. Most of them have more than one CBT site on the premises of law enforcement agencies and training centres. In many of the beneficiary countries, the CBT courses were included into the regular curriculum of the training centres and institutes.
2. In all new CBT sites, training managers were taught on proper management of computer based training sites via the Learning Management System (LMS). In addition to this, all newly appointed training managers were trained by the project staff on CBT site management and on finding solutions for possible technical problems with the network and LMS. Continued support for training managers by project staff was arranged.
3. The project proposal was prepared in 2001, when the Russian language was informally considered to be a second language in several Central Asian countries as they were a part of the USSR (except Kazakhstan, Kyrgyzstan and Tajikistan, where Russian is an official language). During the next ten years, a new generation of law enforcement officials began their work in law enforcement agencies. As these officials were mostly educated by the national education systems of their countries, which were implementing education in their respective native languages, many of these officials did not know Russian well. As a result, the provided computer based trainings with modules in the Russian language became less effective and attractive, especially among law enforcement officers from regions outside the capital of the given country. As a result of the translation of the CBT modules into a specific country's national language became a requirement.
4. The outcome of monitoring of the already established CBT sites displays a very high rate of efficiency in training centers and institutes, in comparison to similar CBT sites located in the premises of the law enforcement agencies.

Since its start, the project has undergone 3 project revisions (the most recent one dated 11 January 2011). The current project end date is 31/06/2013. In the past 7 years, six donors (Norway, Italy, UNDP, Russia, Canada and USA) have pledged USD 1,786,966. The expenditure to date USD 1,646,353 and current budget total USD 1,786,966.

The latest project revision contains the following objectives: "To enhance Governments' capacities to develop and implement self-sustaining training programs to counter drug trafficking and related cross-border organized criminal activity through the application of computer-based training techniques"

The project revision gives the following immediate objectives (Outcomes):

1. A comprehensive law enforcement-training program is in place, in use and contributes to increased capacities of law enforcement agencies;
 - a. Indicators:
 - i. Number of law enforcement officers trained in CBT training facilities (m/f) per target country
Baseline: 0
Target: 1000
 - ii. Number of countries where CBT modules are included in regular curriculum of law enforcement training centers
Baseline: 3
Target: 9

2. DISBURSEMENT HISTORY

USD			
Overall Budget (01/06/2005 – 30/06/2013)	Total Approved Budget (01/06/2005 – 30/06/2013)	Expenditure (01/06/2005 – 31/12/2012)	Expenditure in % (01/06/2005 – 31/12/2012)
1,786,966	1,786,966	1,552,367	87%

3. PURPOSE OF THE EVALUATION

This is a final evaluation and is initiated by the project manager. No project independent evaluation has been conducted in the past seven years. The extended duration, significant resources and financial commitment involved now merit a clear and thorough assessment of the project's relevance, design and progress towards achieving its stated objectives.

The results of the evaluation are intended for use by management of the Global E-learning project and for the regional office in Tashkent to enable them to learn from and make desirable adjustments to the ongoing implementation in scope of global project GLO/U61. It will also inform stakeholders and help them learn more about the project's accomplishments. Considering the perceived relevance of this evaluation to the UNODC Global eLearning Programme (GLO/U61) it is considered that the Coordinator of this project may also be involved and support the evaluation process.

The main stakeholders will be interviewed and briefed as part of the evaluation process and shall receive the key findings. Their comments, opinions and ideas shall be reflected in the report where appropriate. The exhaustive list of stakeholders (the Core Learning Partners) includes:

- Mr. Akmal Saidov High Military Customs Institute of Uzbekistan
- Mr. Grigor Sargsyan Prosecutors School of Armenia

Project Donors: (Not all donors have representation in Central Asia)

Canada
UNDP
Norway
Italy
Russia
USA

Project counterparts

Afghanistan

Counter Narcotics Training Academy
Counter Narcotics Police
Afghan Border Police

Armenia

Police Academy
Prosecutors School
Border Guards
Customs service

Azerbaijan

Border Guards Academy
Finance Police Academy
Drug Control Committee of the Ministry of Internal Affairs
National Security Committee

Kazakhstan:

Border Guards Academy
Finance Police Academy
Drug Control Committee of the Ministry of Internal Affairs
National Security Committee

Kyrgyzstan:

Border Service of Kyrgyz Republic
Ministry of Internal Affairs
State Committee of National Security
State Customs Service under the Government of the Kyrgyz Republic

State Service on Drug Control

Tajikistan:

Customs Service
Drug Control Agency under the President of the Republic of Tajikistan
Main Directorate of border guards of State Committee of National Security
Ministry of Internal Affairs
State Committee of National Security

Turkmenistan:

Ministry of Internal Affairs
Ministry of National Security
State Coordination Commission on Drug Control under the Cabinet of Ministers of Turkmenistan
State Customs Service
State Border Service
State Drug Control Service of Turkmenistan

Uzbekistan:

National Information-analytical Centre of Drug Control under the Cabinet of Ministers of the Republic of Uzbekistan
National Security Service
Ministry of Internal Affairs
State Customs Committee
State Border Guards Committee of the National Security Service
Drug Control Committee of the Ministry of Health

The project will be absorbed by the Global E-learning project GLO/U61 by the end of June 2013. Computer based training (CBT) for law enforcement officers in national languages on counter narcotics is a main feature of that programme. Conducting an evaluation at the present time will help the programme coordinators guide the development of new CBT courses, updating and translation of existing courses under that project.

The evaluation manager is Ottabek Murodov of UNODC Tashkent.

4. SCOPE OF THE EVALUATION

This final evaluation covers all countries of Central Asia (Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan), Caucasus (Armenia, Azerbaijan and Georgia) and Afghanistan as well as some project activities, which were not limited by the project's geography and included Russia. The scope of the evaluation will include the activities of RER/F60 from the last evaluation in 2005 up to the date of the current evaluation. The CBT cites in Afghanistan, Armenia, Kazakhstan, Kirgizstan and Uzbekistan will be visited. These sites were selected due to below reasons:

- project start implementation of mobile training cite concept in Afghanistan for future use in other countries
- all equipment and facilities for CBT cites in Armenia were provided by counterparts
- the largest territory and longest borders belongs to Kazakhstan
- CBT cites in Kyrgyzstan were established in cooperation with other UNODC projects
- Uzbekistan has a largest population and law enforcement officers in the region

5. EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS

Specific issues for the evaluation are:

Relevance

How relevant was the original project idea on establishment of the computer based training centres on counter narcotics for this project? How well did the project design meet this computer based training courses needs of the law enforcement officers in the participant countries?

Are training inputs delivered adjusted to the national context?

To what extent do the objectives, outcomes and outputs from the new project revision respond to present circumstances and stakeholder expectations?

Effectiveness

How have project revisions developed the original project objectives? Have they addressed any shortcomings in the project design or the impact of external influences?

To what extent have project objectives, outcomes and outputs from the original project document been achieved?

How could project planning be improved?

How has the concept of CBT centres contributed to achieving the original objective? How could that concept be improved?

Was there a training needs analysis conducted? If so, is the training delivery appropriate in the light of the analysis?

How well was the project implementation and procurement planned in advance? Were appropriate adjustments made where necessary?

Efficiency

Are activities cost-efficient?

Are objectives achieved on time?

Is the project implemented in the most efficient and cost-effective way?

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?

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 the stakeholders appropriate, properly engaged and informed?

What is the extent of their participation?

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”.

6. 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;
2. Field mission to ROCA office in Tashkent consisting of:
 - Briefing and individual interviews with Regional Representative, Senior Law Enforcement Advisor, Financial Analyst, Procurement Officer, Human Resources Associate, Operations Manager and Programme Associate.
3. Field mission to some CBT sites in countries in Central Asia (Kazakhstan, Kyrgyzstan, Uzbekistan), Caucasus (Armenia) and Afghanistan to include all stakeholders consisting of:
 - Briefing by UNODC staff in the UNODC relevant country offices;
 - 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 CBT sites for physical inspection and discussions.

Sample of the project sites in five countries will be visited. The sampling based on various factors - funding, number of activities implemented, strategic importance of the site and level of cooperation with national counterparts.

A meeting plan with stakeholders will be submitted by the evaluator at least 1 week in advance of the field missions. This plan will include 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.

The Evaluation Expert leading the evaluation will further elaborate on the evaluation methodology in an Inception Report, determining thereby the exact focus and approach for the exercise, including refining the evaluation questions, and developing the sampling strategy and identifying the sources and methods for data collection. The methodology should align with United Nations Evaluation Group (UNEG) Norms and Standards.

Following the 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 (he/she?) will be responsible. The final approval and clearance of the report will be done by IEU.

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 guidelines¹⁴ by providing comments on evaluation tools and methods, the draft report and clearance of the final report.

7. TIMEFRAME AND DELIVERABLES

Timeframe for the evaluation process

Duties	Duration (working days)	Location	Results
Desk study	3 days	Home base	List of evaluation questions Evaluation tools Draft inception

¹⁴ <http://www.unodc.org/unodc/en/evaluation/about-projects-.html>

			report
Interviews with staff at UNODC ROCA	1 days	UNODC ROCA	Inception report
Evaluation mission: briefing, interviews and presentation of preliminary findings	8 days	Countries/Cities	Notes
Presentation of preliminary findings at UNODC ROCA	1 day	UNODC ROCA	UNODC HQ Notes
Drafting of the evaluation report; submission to stakeholders for comments; and finalization of report	8 days	Home base	Draft report Final Report
Total	21 days		

Expected Deliverables

The Lead Evaluator will have the overall responsibility for the quality and timely submission of all deliverables, as specified below:

- Inception Report, containing a refined work plan, methodology and evaluation tools.
- Draft Evaluation Report in line with UNODC evaluation policy and guidelines.
- Final Evaluation Report, including annex with management response
- Presentation of evaluation findings and recommendations to CLP and other key stakeholders

DETAILED BUDGET

Figures are indicative only:

		USD
Consultant's fee	2 days @ \$550 max.	11550
Consultant's travel to Central Asia (arrival Tashkent)	Estimated return flight to Tashkent 1 x \$2500	2500
Consultant's DSA in Tashkent	2 days @ \$172 per day	344
Consultant's & Evaluation Manager's travel to Almaty	2 x \$500 + terminals \$88	1088
Consultant's & Evaluation Manager's travel to Bishkek	2 x \$200 + terminals \$88	1088
	2 x 1x \$204	
Consultant's & Evaluation Manager's travel to Kabul	2 x 2000 + terminals \$88	4088
	2 x 1 x \$188	376

Consultant's & Evaluation Manager's travel to Yerevan	2 x 300 + terminals \$88	1588
	2 x 1 x \$183	366
Translation and interpretation		2000
Sundries (including local travel & DHL)		350
	TOTAL	25 338

8. EVALUATION TEAM COMPOSITION

The final evaluation of the project will be carried out by one International independent Evaluation Expert identified by UNODC through a competitive selection process and supported by the national Project Manager. The Evaluation Expert should have expertise in reviewing criminal justice and/or law enforcement structures, and have experience in evaluating technical assistance projects. Costs associated with the evaluator will be borne by the project. The expert shall act independently, in line with UNEG Ethical Guidelines and in his individual capacity and not as a representative of any government or organisation that may present a conflict of interest. S/he will have no previous experience of working with project RER/F60 or of working in any capacity linked with it.

Evaluation Expert should have the following qualifications and experience:

- 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;
- Substantial experience in evaluating & monitoring technical assistance projects;
- Experience in evaluating the design and implementation of organisational structures at a senior level, preferably in a law enforcement context;
- Previous experience of law enforcement in an operational capacity is highly desirable.
- Experience in conducting outcome and impact evaluations of projects and programmes in international development and preferably regarding counter-narcotics enforcement;
- Experience of having applied recognised quality management and assessment methodologies (such as the Balanced Scorecard or the Business Excellence Model of the EFQM) is desirable;
- Recognised project management training and/or accreditation skills. Membership of a professional body related to project management will be an advantage;
- Familiarity with the precursor chemical situation in the region will be an asset;
- Technical knowledge of human rights and gender issues;
- Fluency in English required, working knowledge of Russian is an asset.

The evaluator will be responsible for drafting the evaluation report, ensuring the report meets the necessary standards and for submitting the drafts as described in a timely manner. He will be supported by the IEU Evaluation Officer based in Kabul who will provide quality assurance throughout this process.

The consultants are contracted by UNODC. The qualifications and responsibilities for each Team member are specified in the respective job descriptions attached to these Terms of Reference (Annex 1).

9. 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 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 to act as interpreter if required. Other interpretation will be arranged as needed.

The Independent Evaluation Unit (IEU) will guide the process of this evaluation; endorses the TOR, approves the selection of the proposed evaluator and liaises closely with the evaluator throughout the entire evaluation process. IEU comments on the evaluation methodology and provides methodological support throughout the evaluation; IEU will comment on the draft report, endorse the quality of the final report, supports the process of issuing a management response, if needed, and participates in disseminating the final report to stakeholders within and outside of UNODC. IEU ensures a participatory evaluation process by involving Core Learning Partners during key stages of the evaluation.

Core Learning Partners Members of the Core Learning Partnership (CLP) are selected by the project managers in consultation with IEU. Members of the CLP are selected from the key stakeholder groups, including UNODC management, mentors, beneficiaries, partner organizations and donor Member States. The CLPs are asked to comment on key steps of the evaluation and act as facilitators with respect to the dissemination and application of the results and other follow up action. (List in Annex 3)

Logistical Support

ROCA 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. ROCA will assist with transport within the region and support international travel arrangements and the issuance of visa (where necessary).

10. PAYMENT MODALITIES

Consultants will be issued consultancy contracts and paid in accordance with UNODC rules and regulations. Payment needs to be correlated to deliverables – three instalments : upon delivery of the Inception Report, of the Draft Evaluation Report and of the Final Evaluation Report and/or the final presentation.

80 percent of the daily subsistence allowance and terminals is paid in advance, before travelling. The balance is paid after the travel has taken place, upon presentation of boarding passes and the completed travel claim forms.

The consultant is paid in accordance with United Nations rules and procedures. Payment correlates to deliverables – three instalments are foreseen (25%, 25% and 50% of total fees).

- The first payment (25 per cent of the consultancy fee) upon receipt of the Inception Report;
- The second payment (25 per cent of the consultancy fee) upon receipt of the Draft Evaluation Report;
- The third and final payment (50 percent of the consultancy fee, i.e. the remainder of the fee) only after completion of the respective tasks, receipt of the final report and its clearance by UNODC.

11. ANNEXES

- Annex 1. Job descriptions of evaluator
- Annex 2. List of background documents for the desk review
- Annex 3. List of CLP Members (names and titles)
- Annex 4. UNODC standard format and guidelines for evaluation reports

ANNEX II. LIST OF PERSONS CONTACTED DURING THE EVALUATION

Personal interviews during the Central Asia Field Mission 29th May – 5th June 2013-06-13

Uzbekistan 29th May 2013

1. High Military Customs.
Deputy Head of Institute
Head of the Special Disciplines Department
International Department
Training Manager
2. Advanced training faculty of the customs Institute.
Head of Faculty
Training Manager
3. National Centre of Cynology (Customs)
Head of Centre
Training Manager
4. Police Academy (MOI)
Head of Advanced Training Faculty
Training Manager
Head of Investigative Law Faculty

Kazakhstan 30th May 2013

5. Academy of Border Guards
Deputy Head
Training Manager
6. Police Academy (MoI)
Head of Training Centre
Head of International Department
Training Manager
7. Border Guards Airport Unit Training Centre
Head of Training Centre
Training Manager

Kyrgyz Republic 31st May 2013

8. State Service on Drug Control
Training Manager
9. Training Centre of Border Guards
Head of Training Centre
Training Manager
10. Police Academy
Deputy Head
Counter Narcotics Department MOI Kyrgyz Republic
Training Manager

Armenia 3rd June 2013

11. Prosecutors School
Director
Training Manager
12. Police Academy (MoI)
Deputy Head of Advanced Training Faculty
Training Manager
13. Training Centre of Customs
Head of Centre
Training manager
14. Border Guards Training Centre
Head of Academy
Training Manager
15. Ministry of Foreign Affairs
Head of UN Department

Afghanistan 5th June 2013

16. Counter Narcotics Training Academy (CNTA)
Comdraining Manager
Deputy Comdraining Manager
General Head of CNPA
Deputy Head of Police Academy
Head of Admin Police Academy
Deputy Head of Staff College
Head of CNTA
Deputy Head of Training at CNTA
UNODC National Project Coordinator

UNODC Staff, ROCA Tashkent

17. ROCA Tashkent
Senior Law Enforcement Advisor
CBT Project Manager

Telephone interviews following the Central Asia Field Mission

18. UNODC Procurement Service
Assistant to the Chief of Procurement Services
19. Canadian Ministry of Foreign Affairs
Senior Program Manager (Capacity Building Programs Division)
20. US Department of State
INL Senior Program Advisor (Central Asia)
21. Europol
Senior Specialist, Project Heroin Manager
22. Interpol
Liaison Officer to Europol

ANNEX III. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

Key:

- **Question Type:** F= Free text answer S= structured (select answer 1-5, where 1= strongly agree, 2= agree, 3= neutral, 4= disagree, 5= strongly disagree)
- **Person category:** Per1= UNODC Project Staff, Per.2 = Heads of Training Institutions, Per.3= Operational Commanders, Per.4= Training Managers, Per.5= Students

#	Question	Type	Person category				
			1	2	3	4	5
Relating to relevance							
1	The project has been entirely relevant to the training needs of law-enforcement officers my country.	S	X	X	X	X	
2	The course content has always been adapted to reflect the latest developments in the crime situation or modus operandi.	S	X	X	X		X
3	Computer based training is not relevant for teaching practical skills, only for learning new knowledge.	S		X		X	X
4	How well does the content of the CBT content fit in with overall drug control and crime prevention strategies in the region, and the working methodology of regional institutions?	F	X	X		X	
Relating to efficiency							
5	The procurement process for CBT infrastructure in my country worked smoothly and without problems.	S	X	X		X	
6	The fact that the project was not implemented equally/concurrently in all participating countries did not have a negative impact on the overall efficiency of the project.	S	X	X		X	
7	There was perfect coordination and cooperation between all the International Agencies and/or National Institutions involved in implementing the CBT in my country.	S	X			X	
8	Was the budget adequate for the project, and were all financial aspects properly managed?	F	X	X		X	
Relating to effectiveness							
9	Students test scores show a significant improvement after taking the CBT compared to what they were before taking it.	S		X		X	X
10	Demand for the CBT has been high and there has always been sufficient capacity of supply to meet that demand.	S	X	X		X	
11	All aspects of the CBT are available in the language(s) required for my country.	S	X	X	X	X	X
12	What aspects of the CBT do students like the best?	F		X		X	X
Relating to impact							
13	Operational Commanders have noticed an improvement in the operational effectiveness of officers who have completed the CBT.	S			X		X

14	Locations / units which have undergone the CBT produce noticeably better operational results than those who have not		X	X	X		X
15	It has been noticed that criminals have been forced to change their activity or modus operandi in those areas that are covered by the CBT.	S	X		X		X
16	What do you consider to be the most significant change brought by the CBT?	F	X		X		X
Relating to sustainability							
17	Officers who have undergone the training do not slip back into their old ways of doing things.	S			X		X
18	The budget and management requirements necessary to sustain the CBT after the UNODC project ends have been guaranteed at national level.	S	X	X		X	
19	The position of CBT training manger is firmly established in the national infrastructure, including provision for succession planning (recruitment & training) should it become necessary.	S	X	X		X	
20	Is there anything that makes you fear for the sustainability of the CBT once the UNODC project formally ends?	F	X	X	X	X	X

ANNEX IV. DESK REVIEW LIST

UNODC Strategic documents

- The Paris Pact Initiative. Evaluating the achievements: from partnership, to policy to action
- World Drug Report 2011
- Strategic Outline for Central Asia and Southern Caucasus 2012 – 2015; a comprehensive approach to implement the UNODC drug and crime mandate.
- Regional Programme for promoting counter narcotics efforts in Afghanistan & neighbouring countries, 2011-2014

Other Strategic Documents

- Europol Serious and Organised Crime Threat Assessment 2013.

Project Planning documents

- Project Plan “Strategic Program Framework for Central Asia” (File: RER.F60 prodoc FINAL 2004.doc)
- UNODC Project Summary: AD/RER/F60 (file: project summaryF60 2004.doc)

Project revision documents

- Project revision document “Strategic Program Framework for Central Asia” dated 2008 (File name: RER.F60 prodoc FINAL 2008 ext.doc)
- Project revision document “Revised Logframe” dated 2008 (File name: RER.F60 prodoc FINAL 2008.doc)
- Project revision document “Computer based drug law enforcement training in the countries of Central Asia, Caucasus and Afghanistan” dated 29 Oct. 2010 (File name: RER.F60 prodoc FINAL 2011)
- Project revision document dated September 2012 (File name: FINAL RERF60 Revision 12 Dec 2012.doc)

Project annual progress reports

- 2007 Annual Report
- 2008 Annual Report
- 2009 Annual Report
- 2010 Annual Report
- 2011 Annual Report
- 2012 Annual Report