

Independent final project evaluation of the
**Strengthening Customs service and other law
enforcement agencies' capacity in
implementing border and trade control, in
particular, export/import control regimes**

TKM/X57
Turkmenistan

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This evaluation report was prepared by an independent evaluation expert Ms. Katerina Stolyarenko. The Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects. Please find the respective tools on the IEU web site: <http://www.unodc.org/unodc/en/evaluation/evaluation.html>

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ABBREVIATIONS AND ACRONYMS

CLP	Core Learning Partnership
EQ	Evaluation Question
EXBS	U.S. Department of State's Bureau of International Security and Non-proliferation Export Control and Related Border Security
GLOU40	UNODC Global Programme against Money Laundering, Proceeds of Crime and the Financing of Terrorism in the Mekong Region
GLOG80	UNODC Container Control Programme
GLO900	UNODC Legal Advisory Programme
GPO	General Prosecutor's Office
HRBA	Human Rights-Based Approach
IEU	Independent Evaluation Unit
J92	UNODC Strengthening border control along the Turkmen-Uzbek border, in particular at Farap checkpoint project
MFA	Ministry of Foreign Affairs
MOD	Ministry of Defence
MOI	Ministry of Interior
MTFEA	Ministry of Trade and Foreign External Economic Activities
OECD DAC	Organization for Economic Cooperation and Development's Development Assistance Committee
OSCE	Organization for Security and Co-operation in Europe
PRODOC	Project Document
POTUK	UNODC Office in Turkmenistan
SMART	Specific, Measurable, Achievable, Realistic, Time-bound
STCE	Single Point of Contact for Strategic Trade Control Enforcement
TKMX57	UNODC Strengthening Customs service and other law enforcement agencies' capacity in implementing border and trade control, in particular, strategic export/import control regimes under counterterrorism-related international instruments project
TOR	Terms of Reference
TOT	Training of Trainers
TSBS	Turkmenistan State Border Service
TSCS	Turkmenistan State Customs Service
UMOJA	UN-Secretariat Wide New Financial Administration System
UNDP	United Nations Development Programme
UNODC	United Nations Office on Drugs and Crime
UNODC	UNODC Regional Office for Central Asia
ROCA	
UNSCR	UN Security Council Resolution
WCO	World Customs Organization

EXECUTIVE SUMMARY

Background

This report is the final independent project evaluation of the project “Strengthening Customs service and other law enforcement agencies’ capacity in implementing border and trade control, in particular, strategic export/import control regimes under counterterrorism-related international instruments”, implemented by the UNODC Office in Ashkhabad, Turkmenistan (ref. No TKM/X57). Implementation commenced in December 2012 with duration of 3 years and 7 months, with a budget of US\$ 660,500 (both after project revision). The Project was aimed at the enhancement of Customs and other law enforcement agencies’ capacity to implement border and trade control, in particular, export/import control regimes. This final evaluation was commissioned by the UNODC in line with the project proposal and conducted by an independent evaluator between May and August 2016.

Purpose and methodology of the evaluation

The purpose of the final independent evaluation was to assess the performance of the Project over its 43- month duration, as well as its success in achieving its planned results and objective. The Project was appraised against the following evaluation criteria: project design, relevance, partnerships and coordination, efficiency, effectiveness, impact, sustainability and human rights and gender. The evaluation covered the period of the project implementation from December 2012 to June 2016. The evaluation was based on a desk review of project documents, interviews with key project informants and project staff along with a survey among beneficiaries (participants in the project events and members of the Joint Legislative Review Group). In total, more than 35 project documents have been reviewed, 31 interviews with key project informants and project staff have been held, and 24 project beneficiaries have participated in the surveys.

Findings of the evaluation

Design

TKMX57 was designed as a follow-up of the TKM/J92 project in consultative collaboration with partners (national and international). The project design was generally valid, although quite ambitious in terms of scope and duration, taking into consideration the country context. The integration of activities to influence policy and practice are among the elements that made the project’s design relevant. However, the project’s decision to initiate policy changes for update of the national customs-related legislation was risky, given that many factors influencing its progress were, and remain, beyond the project’s control.

The overall and specific objectives were well defined in the Project Document (PRODOC). The expected results were clear. The selected activities were relevant for the fulfillment of the stated objectives and results. The project work plan was practical, logical, cohesive and relevant. The initial Logframe elaborated as part of the PRODOC was revised and significantly improved during the Implementation Phase. Most of the indicators are clear, relevant, valid, and contextually sound and contain baselines and targets. Assumptions and risks were identified in the PRODOC.

Relevance

As evident from the desk review and interviews with stakeholders, TKMX57 had high relevance, which remained so throughout the project's lifespan. The project fully corresponds with the strategic documents of the Government of Turkmenistan, the UNODC and the EXBS.

The project is fully in line with the national priorities of Turkmenistan in countering transnational organized crime and illicit trafficking, including drug trafficking, particularly "Law on Narcotic Drugs, Psychotropic Substances, Precursors and Measures on Counteraction of its Illicit Circulation" (Drug Control Law 2004) and Working Plan on Fighting Illegal Drug Trafficking, Psychotropic Substances and Precursors and Rendering Assistance to Drug and Psychotropic Substance Addicts for 2011 – 2015. TKMX57 is highly relevant to the Turkmen Government's international commitments in the field of non-proliferation of weapons of mass destruction (WMD), their means of delivery, as well as in the sphere of export control of military and dual-use goods and counterterrorism. Additionally, the Project is also relevant to the Turkmen law enforcement agencies, as it corresponds with their needs, provided that the export/import regulation system in place requires further development to meet internationally accepted standards.

The project document and its objectives are in line with the UNODC Strategic Frameworks for 2012-2013 and 2014-2015 (sub-programme 1) and UNODC Programme for Central Asia 2015-2019 (sub-programme 1). Regional Programme for Promoting Counter Narcotics Efforts in Afghanistan & Neighboring Countries for 2011-2014 and 2016-2019 (sub-programme 1). TKMX57 is in agreement with the Global UNODC programmes, particularly UNODC GLOG80, GLO900, and GLOU40.

TKMX57 is consistent with the donor priorities in Turkmenistan, specifically U.S. foreign assistance long-standing objective on strengthening Turkmenistan's capacity to manage its international borders and to cooperate on regional security issues¹ and the U.S. Department of State Export Control and Related Border Security (EXBS) Program².

Efficiency

Resources have been allocated strategically and used efficiently to achieve results. The Project had efficient project management and governance structure and relied on sufficient staff capacity to ensure the adequate supervision and implementation of the project activities. However, the TKMX57 project suffered substantial delays in its implementation due to initial delay of the approval of the Project by the Government of Turkmenistan, changes in the project management team, lengthy approval of the project activities with the Turkmen State Customs Service and delays with the activation of the 2nd pledge. TKMX57 had a well-established documentation system; however, it had not set up an effective monitoring system for the proper measurement of outcome indicators. As a result, it is not possible to assess the achievement of the project's target under Outcome 1, i.e. '70 per cent of trained law enforcement officers use the acquired knowledge/skills in their day-to-day work'.

Partnerships and coordination

The project implementation was done in a participatory manner and effective partnerships were established on operational level with both the Turkmen Government authorities and

¹ <http://www.state.gov/r/pa/ei/bgn/35884.htm>

² <http://www.state.gov/t/isn/ecc/c27911.htm>

the International Community with a very strong focus on the improvement of the coordination and cooperation amongst beneficiaries.

POTUK secured the support and the active participation of national counterparts (TSCS, TSBS, MoI, MoD, GPO) in the project's national, regional and international events, which contributed to the collaboration and exchange of expertise in the field of export/import control regimes under counterterrorism-related international instruments. In addition, US Embassy representatives have participated in project events at key moments, demonstrating their support for the project's objectives. Furthermore, POTUK established partnerships with other development partners through the Mini-Dublin Working Group composed of representatives of Embassies and international organizations and organized the Law-Enforcement Donor Coordination meetings in order to have better coordination of drug-related bilateral and multilateral initiatives for Turkmenistan. Besides, the project has also established very efficient and close collaboration with the UNODC Regional Office and Headquarters, which allowed for obtaining support on critical stages of the project implementation.

Effectiveness

The Project demonstrated different levels of achievement towards reaching the anticipated results under the different project components due to the challenging operating environment. TKMX57 achieved most of the set targets under Outcome 2, while the expected results mostly exceeded the set targets under Outcome 1. Feedback from evaluation interviews with stakeholders and surveys among beneficiaries show that the overall delivery of outputs under Outcome 1 is perceived as satisfactory, while under Outcome 2 - moderately satisfactory. The effectiveness of Outcome 2 is lower than that of Outcome 1. TKMX57 elaborated only the recommendations for development of control lists for military and dual use goods instead of developing the updated list of controlled export/import items. Moreover, the project undertook review of the status of ratification by Turkmenistan of the international instruments on counterterrorism instead of conducting a legislative review of national customs legislation. On the output level, all but three have not been undertaken: a) one awareness-raising training, b) one regional/international workshop on risk management systems, and c) purchase of equipment for TSCS.

The pace of the project implementation was influenced by external factors, including: (1) lengthy approval of the project's events, (2) frequent rotation of the staff of Customs Service (within the project's lifespan, the head of the TSCS was changed twice), (3) geographical location of the country (border with Afghanistan which leads to frequent changes of the government policies due to security issues) and (4) absence of access to the border points for conducting trainings.

Impact

TKMX57 has shown the positive signs of short-term impacts at individual, institutional and policy levels. At individual level, TKMX57 raised the awareness on international instruments on countering organized crime, including international initiatives and applications on export/import and dual use items control. At institutional level, TKMX57 contributed to strengthening the capacities of law enforcement agencies and training institutions and to producing recommendations based on international standards and best practices for the amendments of the national customs-related legislation. At policy level, TKMX57 contributed to the improvement of the enabling environment, in particular to the increase in buy in of Turkmen government authorities for the necessity of having lists of dual goods in Turkmenistan. Nonetheless, further support is needed for ensuring the long-

term impact in terms of improvement of the trade and for the border control regulations in Turkmenistan to be in line with the UNSCR 1540.

Sustainability

POTUK undertook all necessary steps under its control and within its mandate to promote the sustainability of the project's outcomes. Sustainability was addressed through building of institutional capacity of national counterparts; training of trainers to pass on knowledge gained in the project to a wider group of stakeholders; production of high-quality training guidelines and recommended thematic curricula for inclusion into the programme of formal education of customs officers. However, the actual national ownership of the project's results is still to be seen, as it depends on the political will of the Government of Turkmenistan to make formal approval of the proposed amendments to the national customs-related legislation.

Human rights and Gender

TKMX57 promoted and took into account gender mainstreaming aspects wherever applicable; however, the involvement of women into the project's activities was quite limited. Only 7 per cent of the participants in TKMX57 project events were women. The low level of participation of women in the project's trainings could be explained by the fact that in Turkmenistan, the women representation in law enforcement agencies in overall is very low and constitutes approximately 10%-15%. The project would have benefited from a more pro-active outreach strategy with regard to women's participation in the project's capacity building activities.

Human rights were incorporated effectively in all activities under the project. Training materials developed within the project covered topics of international standards of human rights through describing relevant UN Conventions, while during the project's capacity building activities, the functions and powers of the customs service, border guards and police in line with international human rights law were specified. Furthermore, during JCLRG meetings, UNSCR 1540 legislative and WCO Strategic Trade Control Enforcement Guides were presented, including the topics of international standards of human rights in non-proliferation of weapons of mass destruction, combating terrorism, and export control of military and dual-use goods.

Main Recommendations

TKMX57 should be considered as a basis for further initiatives. UNODC should consider more targeted future interventions on UNSCR 1540 in Turkmenistan with the focus only on those areas where it has the added value and exceptional expertise, such as strengthening export control legislation and national criminal legislation, as well as control measures.

Future financial support is critical to ensure that the effects of this project and its activities are entrenched and capacity is developed to ensure effective implementation of the UNSCR 1540 by Turkmenistan and subsequent legislation, policies and strategies in the export control system.

See the Summary Matrix and respective chapter for all recommendations.

Conclusion

In overall, TKMX57 contributed to the enhancement of the Customs and other law enforcement agencies' capacity to implement border and trade control in Turkmenistan. The EXBS funding was important, as it allowed the UNODC through the TKMX57 project to collectively build the trust between the national counterparts and the international community on the issues pertaining to the export/import control regimes. TKMX57 project was instrumental in laying out the foundation for further improvement of the national customs-related legislation in line with the UNSCR 1540 in order to provide security and to enhance the cooperation between the military and the law enforcement agencies at the national level in Turkmenistan, as well as to strengthen its regional and international cooperation. The project document set up a broad work agenda with limited time. It also demanded to work with multiple stakeholders on complex technical and political issues with regard to the country's approach towards the implementation of UNSCR 1540. In spite of these challenges, the project carried out a vast number of planned activities.

Major good practices

Training programmes preceded by a training needs analysis assist in determining the necessity for the training, the objective of the training, identify the content of the training and training materials and the participants. It ensures that the participants who attend the training have the correct skills and experience and utilise the training provided within their own agencies.

The combination of international and national trainers is a highly effective means of teaching, as it allows for sharing of best practices and adjusting them to the country context.

Main lessons learned

Before setting up an interagency working group to deal with any legislation review, it is necessary to identify the existing procedure and the authorities possessing the right of legislative initiative in the country in order to be able to define the proper mandate of the working group and invite all relevant stakeholders from the outset.

Based on the evaluation interviews with trainers and trainees, a one-off training is normally not enough to change the activities and processes of individuals and their organizations. Hence, sustainable and long-term training solutions should be considered using partner institutions.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings ³	Evidence (sources that substantiate findings)	Recommendations ⁴
Key recommendations		
The Project was and remains relevant to the Government, donor and UNODC programming and should be considered as a basis for further initiatives.	Interviews and desk review documents	ROCA/POTUK/Donor: Seriously consider preparing for a next phase of this project. Maintain and where possible further develop its relations with the donor community and national partners to maintain the cooperation network.
UNODC is widely regarded as a professional and impartial organization, which could encourage key stakeholders to work together.	Interviews with Government, development partners and funder	POTUK: Promote further UNODC “honest broker” role in Turkmenistan.
Despite its impact, the project design (especially logic, definition of indicators, gender mainstreaming, assumptions and risks) needs improvement.	Interviews and desk review documents	UNODC: Consider introduction of the practice of development theory of changes for its interventions, which would explain the logical path from activities/outputs through intended outcomes/objectives to anticipated impacts. Further elaboration on indicators, including gender-sensitive, might also be explored to assist in the monitoring of progress toward realizing outcomes. Indicators that are more reflective of a causal relationship between interventions and desired outcomes may be helpful. Mainstream gender in the situation analysis, the project goals, outputs, indicators, and monitoring and evaluation framework on the stage of the project design. Assessment of risk and assumptions relating to variations in the project’s intermediate

³A finding uses evidence from data collection to allow for a factual statement.

⁴Recommendations 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.

		objectives and associated outputs and activities over the lifespan of the project should be built into the project design.
UNODC collaboration with project partners during planning of joint activities under TKMX57 was limited mostly to provision of experts' support.	Interviews with the partners, project team and funder, desk review documents	POTUK: Give more attention to more systematic partnership and planning of joint activities with the project's partners in future projects.
Important recommendations		
Expert trainers were highly valued, but should be ideally Russian speaking from the CIS region for cultural compatibility, and support the inclusion of regional/local good practice examples in training curricula.	Interviews with trainees and trainers (national and international), partners	POTUK: If possible, recruit trainers from the region and ensure that the training materials offer examples and contextualize information in accordance with the Turkmenistan context.
The project progress reports were activity- rather than result-oriented.	Desk review documents, interviews with project team and funder	POTUK: Improve the progress reporting by inclusion of relevant data from missions' reports, training reports, studies, etc.
The project established a good documentation system, but at the same time did not have a separate M&E plan.	Desk review documents, interviews with project team and UNODC Regional Office	POTUK: Ensure the preparation of the project's M&E plan during the project's inception phase and organize training on M&E in order for UNODC local project staff to be able to undertake effective project monitoring.
The project has a limited number of female trainees in its capacity building activities.	Desk review documents, interviews with project team, trainers and partners	POTUK: Improve outreach strategy by including the criterion of gender during the selection of trainees for future capacity building activities.
"Blended learning" training methodologies have not been used by the project.	Interviews and desk review documents	POTUK: Provide continuous learning opportunities to the law enforcement agencies by inclusion of different types of training and methodologies such as workshops, mentoring and on job training.
TKMX57 made good use of targeting educational institutions for the ToT segment.	Desk review documents, interviews with project team, trainers and partners	POTUK: Explore further the sustainable capacity development for law enforcement agencies.
Feedback from training sessions (quality, effect) was not sufficient.	Interviews and desk review documents	POTUK: Improve measurement of actual increase in knowledge gained during the courses through pre- and post-testing. Develop database of trainees with all contact details so as to be able to undertake assessment of the long-

		term impact of capacity building activities.
The project raised awareness on dual-use goods primarily among law enforcement agencies.	Representatives of stakeholders and beneficiaries	POTUK: Expand the target group and include all other relevant line ministries such as the Ministry of Agriculture, the Ministry of Health, the Ministry of Energy, etc.
The project did not have a written sustainability plan.	Interviews and desk review documents	POTUK: Develop sustainability plan on the stage of the project implementation.
The project was properly managed by POTUK personnel and is in compliance with UN guidelines.	Representatives of stakeholders and beneficiaries	UNODC/ROCA: Retain knowledgeable staff members who are dedicated to the UNODC mandate.

I. INTRODUCTION

Background and context

A Central Asian country of 5 million inhabitants, Turkmenistan is a vast, landlocked country neighbored by the Republic of Kazakhstan, the Republic of Uzbekistan, the Islamic Republic of Afghanistan, the Islamic Republic of Iran and the Caspian Sea. Turkmenistan gained independence from the Soviet Union in 1991. A small country in terms of population, its importance, both commercially and politically, lies in the fact that it has the fourth largest reserves of gas in the world. According to the World Bank classification, Turkmenistan has been given the status of Upper Middle Income Country⁵ in 2012.

The politics of Turkmenistan take place in the framework of a presidential republic, whereby the President of Turkmenistan is both head of state and head of government. Turkmenistan has a multi-party system. Turkmenistan positions itself as a “permanently neutral” state, which was recognized by the United Nations in a General Assembly Resolution adopted in December 1995⁶. This made Turkmenistan one of six neutral countries recognized by the UN. Turkmenistan has acceded to all UN drug and crime conventions and most of the international conventions relating to WMD, including the Nuclear Non-Proliferation Treaty (1994). Turkmenistan is not a producer or source country for illegal drugs or precursor chemicals⁷. The country does, however, straddle the western and northern routes for Afghan opiates travelling to Europe and Russia and is therefore believed to be one of the main conduits for smuggling narcotics and precursor chemicals⁸. The national legislation identifies responsible ministries and agencies within the government, in particular the State Customs Service and the State Border Service, to combat border-related crimes and to exercise control over dual items goods. At the same time, the export/import regulation system in place requires to be further developed to meet internationally accepted standards.

UNODC launched a 25-month national TKMX57 project ‘To enhance Customs and other law enforcement agencies’ capacity to implement border and trade control, in particular, export/import control regimes under counterterrorism-related international instruments’ with funding support from the U.S. Department of State’s Bureau of International Security and Non-proliferation Export Control and Related Border Security in December 2012 with a total budget of US \$660,500. TKMX57 was implemented in partnership with the World Customs Organization (WCO) and the Organization for Security and Co-operation in Europe (OSCE).

It is supported by two outcomes: (1) ‘Customs and other law enforcement agencies trained in international trade and border control, in particular export/import control regime’, further aided

⁵ <http://www.turkmenistan.ru/en/articles/16772.html>

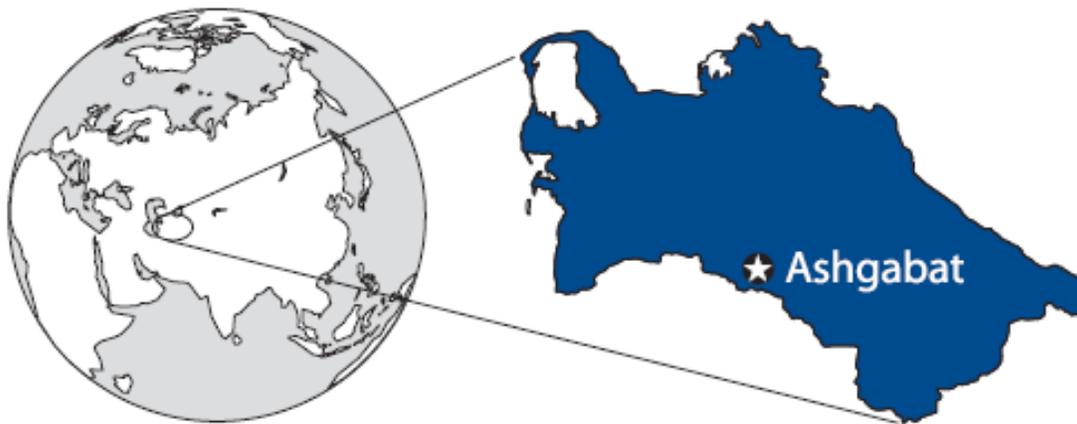
⁶ <http://www.globaltimes.cn/content/959553.shtml>

⁷ <http://www.state.gov/j/inl/rls/nrcrpt/2016/vol1/253317.htm>

⁸ 2015 Mini-Dublin Group on Turkmenistan report

through four outputs, and (2) 'The trade and border control, in particular export control related national regulations are brought in line with the international standards', supported by two outputs. The outputs include delivery of trainings on the best practices related to export, import, and transit control measures, development of training materials and curriculum to support the Customs and other national law enforcement agencies' training units, organization of study tours for customs and other law enforcement officials and the establishment of a joint expert group to review the relevant national legislation and export/import control lists and produce recommendations for further consideration by the Government.

Figure 1. Map of Turkmenistan



Source: CIA World Factbook

Evaluation Methodology

The overall objective of the final evaluation was to assess the performance of the project over its forty-three-month period, as well as its success in achieving its planned results and objectives. The overall purpose of this summative evaluation is to learn from the project implementation so that lessons can be drawn to form the basis for making improvements to the project planning, design and the management of future projects and programs of a related nature. This evaluation exercise is meant to ensure ownership, result-based orientation, cost-effectiveness and quality of UNODC services and act as a downward and upward accountability process by the UNODC to the donor.

The scope of the evaluation includes the whole period of project duration from 1 December 2012 to June 30, 2016.

The final evaluation of TKMX57 focused on three levels: design, process and results. This involved a triangulation process of gathering data from the existing documentation and monitoring data, and complementing these data through surveys and interviews with the project staff, partners and beneficiaries, whilst comparing the findings with baseline data (where feasible). This report contains the findings of this process, its conclusions and recommendations. The entire evaluation process adhered to the standards and guidelines set forth by the IEU.

The overall evaluation questions were provided by the terms of reference, and follow OECD-DAC⁹ evaluation guidelines:

1. *Relevance* (including the extent to which the Project responds to stakeholders' needs and priorities and the alignment with UNODC regional and thematic programmes);
2. *Efficiency* (including cost-effectiveness, timeliness and the efficiency of implementation arrangements);
3. *Effectiveness* (including progress of achievement of stated objectives and major challenges faced);
4. *Impact* (including anticipated long term impact of the project and any positive or negative unintended results, which influenced results of activities);
5. *Sustainability* (including the likelihood that activities and/or impact will be sustained beyond the end of the Project).

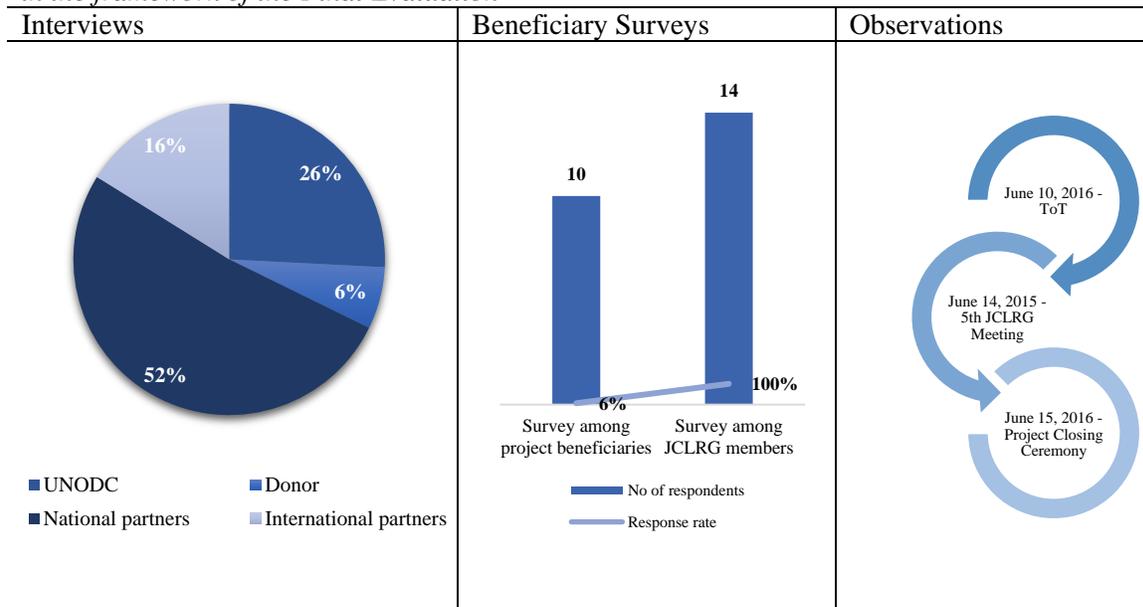
Additionally, the evaluation studied the overall design aspects of the project, UNODC partnerships and cooperation with external partners and stakeholders, as well as human rights and gender consideration during the design and implementation of the project, as per Evaluation TOR.

The evaluation methodology consisted of a triangulation exercise of data stemming from:

1. Desk review of 50 documents (including all project's progress reports, project documentation, and relevant national, regional and international reports and literature);
2. Semi-structured interviews with 32 key informants (including project staff and consultants (7-m), national counterparts (13-m/3-f), funder (1-m/1-f), international partners (3-m/2-f), UNODC headquarters (1-m) and regional office staff (1-m);
3. Beneficiary surveys of 24 project beneficiaries and stakeholders (including 10 project beneficiaries and 14 members of JCLRG);
4. Field mission to Turkmenistan between June 8-16, 2016 and observations of project events in Ashkhabad;
5. A debrief with the project team on the last day of the mission (16 June 2016).

⁹OECD DAC: Organization for Economic Cooperation and Development's Development Assistance Committee

Figure 2. Summary of Main Methods of Data Collection and Number of Stakeholders Reached in the framework of the Final Evaluation



(See annexes II - IV for data collection tools, documentation and key informants).

Limitations to the evaluation

There were a few limitations to this evaluation.

Access to informants

- *Access to direct beneficiaries:* Due to the limited time and resources, it was not possible to interview all key stakeholders in the course of data collection, and some important voices and perspectives might not have been obtained. The evaluation mission was limited only to Ashkhabad, although a vast majority of project beneficiaries (law enforcement officers) who participated in project's capacity building and awareness raising activities were from regions. Phone interviews were not possible to hold with representatives of the state authorities from the regions, as special permission from the MFA was required.
- *Inability to conduct full scale beneficiary survey:* The response rate of the beneficiary survey among project beneficiaries was lower (just 6%) than expected and there is no way of knowing if the 94% who did not participate in the survey had systematically different views from those who did. During the field work in Turkmenistan, it was pointed out that as per the ground rules of Turkmenistan's bureaucracy, the survey among project beneficiaries could be done only through the Ministry of Foreign Affairs. This procedure could take up to 8 weeks. Therefore, the project team sent the survey questionnaire to the focal points of the national counterparts whose staff participated in the project's trainings from the national level and those who were available participated in the beneficiary survey.

Availability of data

- *National statistics:* State data on most economic indicators are mostly unavailable and crime statistics or information about crimes are not published by the Government of Turkmenistan. As a result, the statistics provided from time to time

by the Government of Turkmenistan are unverifiable, so it is difficult to assess economic and crime trends.

- *National reports to 1540 Committee*¹⁰: Turkmenistan has not yet developed a national implementation action plan for the execution of the key provisions of resolution 1540. Therefore, only annual reports of 1540 Committee have been analysed.

The Evaluator mitigated these limitations and minimized possible biases through triangulation of methods and data, and consultation with UNODC POTUK on the evaluation's tentative findings. Additionally, these limitations were mitigated by holding anonymous surveys among both participants in project's capacity building activities and members of the expert working group. Furthermore, the interviewees were informed briefly about the project at the beginning of the interview to refresh the stakeholders' memory on the project's activities and planned objectives.

The triangulation of findings was achieved through triangulation by method as well as by source through the employment of a range of rapid assessment methods that include in-depth interviews and/or group interviews where feasible and appropriate, surveys, site visits, and analysis of secondary data (methods), as well as through interviewing a range of stakeholders at different levels from a variety of institutions and reviewing a wide range of documents (sources).

¹⁰<http://www.un.org/en/sc/1540/national-implementation/national-reports.shtml#T> (accessed on July 6, 2016)

II. EVALUATION FINDINGS

Design

The Project was designed as a follow-up of the UNODC national project ‘Strengthening border control along the Turkmen-Uzbek border, in particular at Farap checkpoint’ (TKM/J92)¹¹. TKMX57 was developed by the POTUK in 2010 in consultative collaboration with the UNODC ROCA and the UNODC HQ. Due to staff changes both at the POTUK and the UNODC ROCA during 2011, the project was approved by the UNODC HQ only in September 2012, while the approval of the project by the Government of Turkmenistan only took place at the beginning of 2013.

TKMX57 project document contains analysis of both the national and legal context in which the project intends to operate. Interviews with interlocutors demonstrated that POTUK held consultations with different stakeholders during the project design. In addition, the interviewed national and international partners highlighted extensive consultations with the stakeholders on the Implementation Phase.

The desired impact of the Project was to enhance customs and other law enforcement agencies’ capacity to implement border and trade control over the long-term. More specifically, the Project’s objectives were to train “Customs and other law enforcement agencies in international trade and border control” and to bring “Trade and border control, in particular export control related national regulations in line with the international standards”. On the one hand, the integration of activities to influence policy and practice are among the elements that made the project’s design relevant. On the other hand, the project’s decision to initiate policy changes for update of the national custom-related legislation was risky, given that many factors influencing its progress were, and remain, beyond its control.

The Project was intentionally designed in a “light” way, leaving specific details open in order to allow for fine-tuning during implementation. For example, the design recognized the importance of carrying out Training Needs Assessment (TNA) prior to the implementation of capacity development activities. The TNA was meant to capture the needs of the main recipient agencies in terms of capacities to be strengthened. It was also meant to provide the project with greater flexibility during implementation to adapt the project according to needs identified. As a consequence, the Project Document is agnostic on the training program that would be followed to build the technical capacity of customs and other law enforcement agencies. While it is important not to “over-design” a project

¹¹Background information: J92 Project was implemented by UNODC in Turkmenistan during January 2010-December 2011 and aimed at supporting the Government of Turkmenistan’s efforts to strengthen drug, crime and terrorism interdiction capacity of law enforcement agencies and border control activities. The project was funded by the USA, the Republic of Turkey and the Turkish Cooperation and Development Agency with an overall budget of US\$ 1,000,000. The beneficiaries of the project were the State Customs Service, the State Border Guards Service, the State Drug Control Service, the State Migration Service, the Ministry of National Security and the Ministry of Interior Affairs.

and to leave a certain degree of flexibility during implementation, the risk of having an “open” design is that the capacity development activities undertaken by the Project may be limited to classroom training, which was mostly the case in TKMX57. The Project Document could have provided some guidance and examples of the different types of training and methodologies such as "blended learning" – a combination of workshops and mentoring, as well as on job training - to provide continuous learning opportunities to the law enforcement agencies.

The overall and specific objectives were well defined in the PRODOC. The expected results were clear. The selected activities were relevant for the fulfillment of the stated objectives and results. However, the project duration was rather short in terms of the objectives set and the time allocated for its achievement, taking into consideration the country context and lengthy bureaucratic procedures. In addition, the project would benefit from having a theory of change that explains both the mini-steps that lead to a long-term goal and the connections between these activities and the outcomes of the TKMX57 project. The project work plan was practical, logical, cohesive and relevant.

The initial Logframe elaborated as part of the PRODOC, was revised and significantly improved during the Implementation Phase. The revised Logframe monitoring elements (indicators, means of verification, assumptions) are, in general, well-conceived. The number of indicators has been reduced by 29 per cent, i.e. from 21 indicators (original Logframe) to 15 indicators (revised Logframe). Most of indicators are clear, relevant, valid, and contextually sound and contain baselines and targets. All indicators are quantitative, which is consistent with the way in which the corresponding outcome and outputs are worded. The biggest changes in terms of targets in the revised Logframe could be seen under Output 1.1. Number of officials to be trained and workshops to be conducted (national, regional, international). This has been decreased on average from 50 per cent to 34 per cent due to time constraints. In terms of gender issues, TKMX57 does not have sex disaggregated indicators, although this information has been collected by the project team and presented in the progress reports.

Assumptions and risks were identified in the PRODOC. Assumptions are the conditions necessary in order to ensure that the project activities will produce results, while risks are the possibility that they may not occur. Risks need to be recognized and prevented from happening to the extent possible, and contingency plans must be put in place to deal with them should they happen. The main risk identified was connected with adequate political will at the national level to make concrete progress and implement the planned activities, although little is said about mitigating measures.

Relevance

Relevance for the partner country

The Project is fully in line with the national priorities of Turkmenistan in countering transnational organized crime and illicit trafficking, including drug trafficking, particularly “Law on Narcotic Drugs, Psychotropic Substances, Precursors and Measures on Counteraction of its Illicit Circulation” (Drug Control Law 2004) and Working Plan on Fighting Illegal Drug Trafficking, Psychotropic Substances and Precursors and Rendering Assistance to Drug and Psychotropic Substance Addicts for 2011 – 2015.

TKMX57 is highly relevant to the Turkmen Government’s international commitments in the field of non-proliferation of weapons of mass destruction (WMD), their means of delivery, as well as in the sphere of export control of military and dual-use goods and counterterrorism. The Project is aligned with country’s commitments for the implementation of:

- *UN Security Council Resolution 1540 2004* (UNSCR 1540). The UNSCR 1540, in particular paragraph 3 (c), provides that all States shall “develop and maintain appropriate effective border controls and law enforcement efforts to detect, deter, prevent and combat, through international cooperation when necessary, the illicit trafficking and brokering in such items in accordance with their national legal authorities and legislation and consistent with international law”.
- *UN General Assembly resolution 64/179*, paragraph 5 (c), provides that all States shall ‘strengthen their efforts to cooperate, as appropriate, at the bilateral, sub-regional, regional and international levels to counter effectively transnational organized crime’.
- *International instruments on counter-terrorism*. Turkmenistan is also a party to the 14 out of 19 international instruments on counter-terrorism as per paragraph 8 of UN Security Council Resolution 1540 (2004), including the 1963 Convention on Offences and Certain Other Acts Committed on Board Aircraft, the 1970 Convention for the Suppression of Unlawful Seizure of Aircraft, the 1971 Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation, the 1973 Convention on the Prevention and Punishment of Crimes against Internationally Protected Persons, including Diplomatic Agents, the 1979 International Convention against the Taking of Hostages, the 1980 Convention on the Physical Protection of Nuclear Materials, the 1988 Protocol for the Suppression of Unlawful Acts of Violence at Airports Serving International Civil Aviation, the 1988 Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation, the 1988 Protocol for the Suppression of Unlawful Acts against the Safety of Fixed Platforms Located on the Continental Shelf, the 1991 Convention on the Marking of Plastic Explosives for the Purpose of Detection, the 1997 International Convention for the Suppression of Terrorist Bombings, the 1999 International Convention for the Suppression of the Financing of Terrorism, the 2005 Amendment to the Convention on the Physical Protection of Nuclear Material and the 2005 International Convention for the Suppression of Acts of Nuclear Terrorism.

The Project is also relevant to the Turkmen law enforcement agencies, as it corresponds to their needs provided that the export/import regulation system in place requires further development to meet internationally accepted standards.

Relevance to UNODC Programming

TKMX57 is consistent with the UNODC priorities, as specified in the UNODC strategies, regional and global programmes.

- *UNODC Strategic Frameworks for 2012-2013 and 2014-2015*, sub-programme 1 “Countering transnational organized crime and illicit trafficking, including drug trafficking”, Expected Accomplishment “(b) Member States are equipped to take effective action against transnational organized crime, including: drug trafficking; money laundering; trafficking in persons; smuggling of migrants; illicit manufacturing and trafficking of firearms.
- *UNODC Programme for Central Asia (2015-2019)*¹², Sub-programme 1 “Countering transnational organized crime, illicit drug trafficking and preventing terrorism”, Outcome 1.1 ‘Member States more capable and proficient at countering the threats posed by narcotics trafficking’, Outcome 1.2 ‘Member States border capacities increased and cross border cooperation improved’, Outcome 1.3 ‘Member States more effective at identifying and countering Human Trafficking and Smuggling of Migrants’ and Outcome 1.4 ‘Member States more effective at preventing and countering terrorism and emerging terrorist threats’.
- *Regional Programme for Promoting Counter Narcotics Efforts in Afghanistan & Neighboring Countries for 2011-2014*¹³ and 2016-2019,¹⁴ Sub-programme 1 “Regional Law Enforcement Cooperation”, Outcome 1 ‘Enhanced regional cooperation and coordination to address transnational drug-related crimes’ and Outcome 2 ‘Enhanced counter-narcotics enforcement capacity through delivery of better coordinated training programmes across the region’.
- *Global UNODC programmes*, particularly the UNODC GLOG80 “Container Control Programme–Turkmenistan segment”¹⁵, Expected Accomplishment ‘To improve regional information sharing, cooperation and coordination’, GLO900 “Legal advisory programme”¹⁶, Expected Accomplishment ‘To help Member States to ratify and effectively implement the international drug control conventions and the common services of the transnational organized crime, corruption and counterterrorism instruments’ and GLOU40¹⁷, Result 1.2.3 ‘Strengthened capacity of Member States to establish comprehensive and effective regimes against money-laundering related to organized crime, drug trafficking and corruption’.

¹² http://www.unodc.org/documents/centralasia/MOU/programme_for_central_asia_2015-2019_en.pdf

¹³ <https://www.paris-pact.net/upload/a6ad40d347c9e9807962a93dc4a61b4a.pdf>

¹⁴ http://www.unodc.org/documents/rpanc/UNODC_Regional_Programme_for_Afghanistan_and_Neighbouring_Countries_-_Brochure.pdf

¹⁵Background information: GLOG80 is the UNODC-WCO Container Control Programme implemented in 13 countries, including Turkmenistan, which aims at assisting Governments in establishing effective container controls that serve not only to prevent drug trafficking and other illicit container crime, but also to facilitate legitimate trade and raise state revenues.

¹⁶Background information: GLO900 aims at helping Member States to ratify and effectively implement the international drug control conventions and the common services of the transnational organized crime, corruption and counterterrorism instruments and was implemented by UNODC during 1994-2014.

¹⁷Background information: GLOU40 is the UNODC Global Programme against Money Laundering, Proceeds of Crime and the Financing of Terrorism in the Mekong Region. This programme encourages policy development on anti-money laundering and countering the financing of terrorism, raises public awareness about the cross-cutting aspects of money laundering and the financing of terrorism, contributes to the strengthening of governance measures and anti-corruption policies, and acts as a center of expertise of anti-money laundering and, jointly with the Terrorism Prevention Branch, countering the financing of terrorism.

Relevance for the donor

The project main donor is the U.S. Department of State's Bureau of International Security and Non-proliferation Export Control and Related Border Security (EXBS). Through the strategy of the donor it is clear how this project was of direct support - a view that was further stressed during the interviews that this evaluation held with stakeholders. TKMX57 project's design was coherent with the U.S. Department of State EXBS Program¹⁸, which seeks to prevent the proliferation of WMD and destabilizing accumulations and irresponsible transfers of conventional weapons by helping to build effective national strategic trade control systems in countries that possess, produce, or supply strategic items, as well as in countries through which such items are most likely to transit. The project is also in direct support of the U.S. foreign assistance long-standing objective on strengthening Turkmenistan's capacity to manage its international borders and cooperate on regional security issues¹⁹.

Efficiency

Cost effectiveness and timeliness

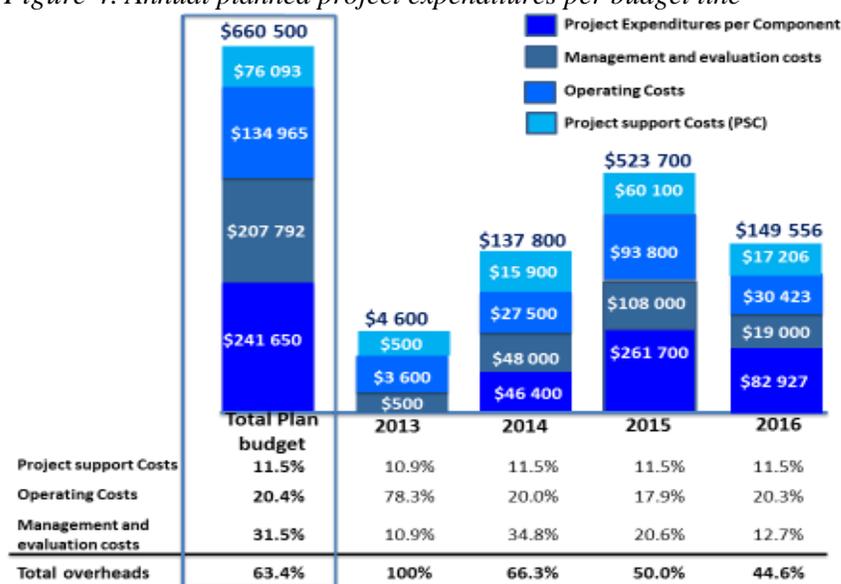
TKMX57 project budget amounts to a total of US \$660,500, while the actual spending equals US \$ 644,846 as of June 30, 2016, i.e. the budget utilization rate constitutes 97.63 per cent. The budget was disbursed in two pledged amounts of US \$373,000 in 2011 and US \$287,500 in 2013.

There was a sound relationship between budget allocated and results achieved. The table below shows the budget allocation according to four main categories: project expenditures per component, management and evaluation costs, operating costs and project support costs.

¹⁸Background information: EXBS program is the global program created in 1990s. It is funded and has been managed by the U.S. Department of State in over 60 countries, including Turkmenistan, since 2003 with an average annual budget of US\$ 250,000. It has four main objectives: (1) Assist foreign governments in bringing export control systems up to international standards; (2) Establish capabilities to detect, interdict, investigate, and prosecute illicit transfers of WMD, WMD-related materials, and conventional weapons; (3) Exchange information about export control and border security "best practices"; and (4) Support national efforts to fulfill UNSCR 1540 requirements.

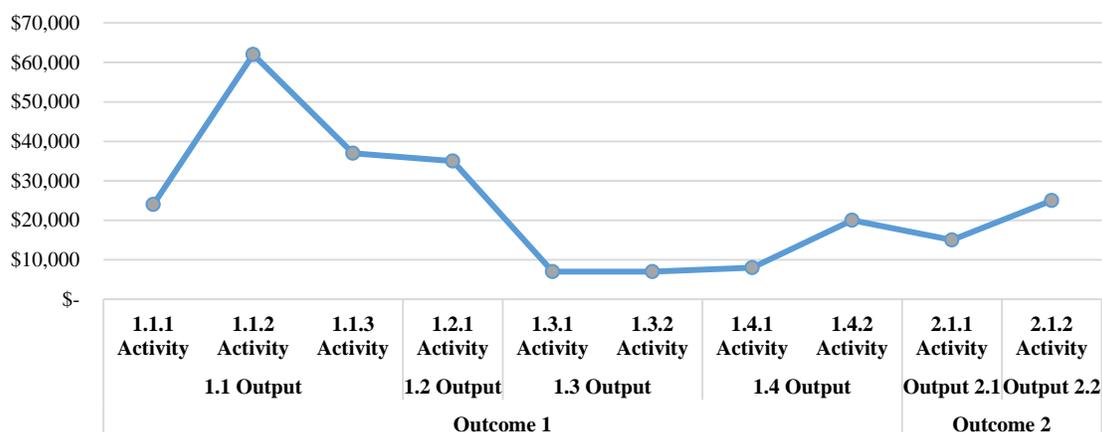
¹⁹ <http://www.state.gov/r/pa/ei/bgn/35884.htm>

Figure 4. Annual planned project expenditures per budget line



In reviewing the financial documents obtained from the desk report, TKMX57 should be seen as a technical assistance project; therefore, the distribution of costs between ‘Project Direct Costs’²⁰ and ‘Other Costs’²¹ amounts to 36.6 per cent and 63.4 per cent respectively.

Figure 5. Budget allocations per outcome



For Outcome 1 allocated amount was US \$200,000 (61.5 per cent for Output 1.1; 17.5 per cent for Output 1.2; 14 per cent for Output 1.4 and 7 per cent for Output 1.3), while for Outcome 2 - US \$40,000 (62.5 per cent for Output 2.2 and 37.5 per cent for Output 2.1).

²⁰Direct costs include project expenditures per component

²¹Other costs include management and evaluation costs, project support costs and operating costs

Figure 6. Project's implementation rate disaggregated by year

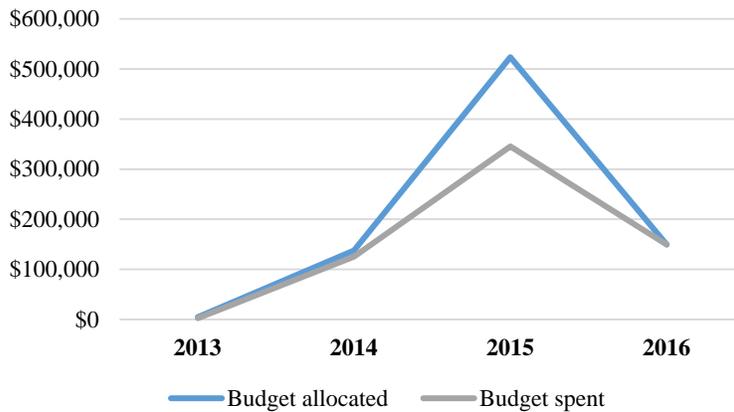
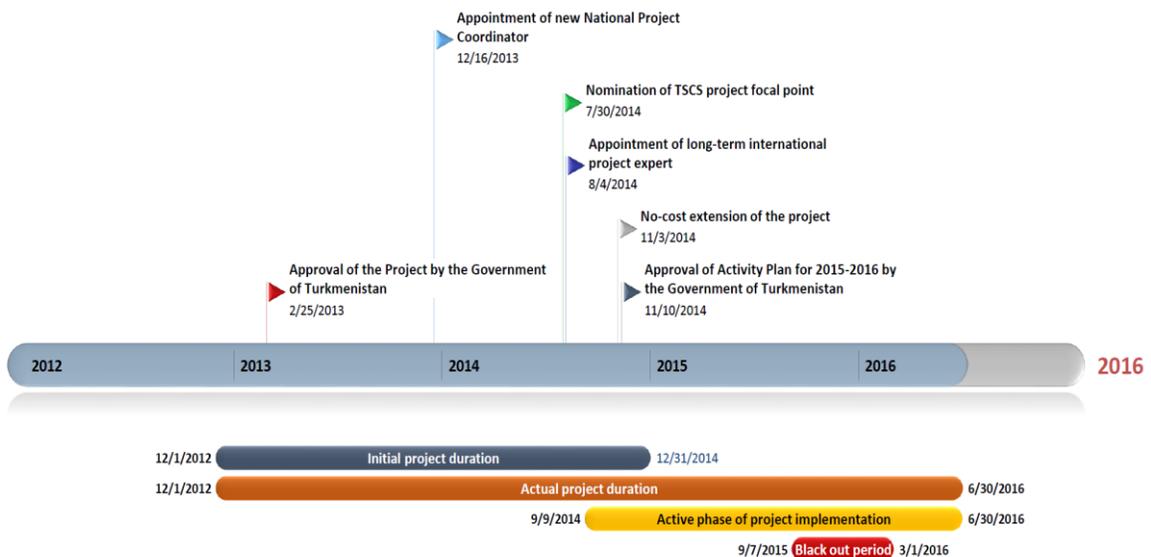


Figure 6 displays the project's slow start and how it caught up speed over the next years. The implementation rate in 2013 constituted 55.4 per cent, 90.8 per cent in 2014, 60.8 per cent in 2015 and 99.9 per cent in 2016.

With respect to procurement, UN rules and regulations have been followed in order for the project to be cost efficient. On the whole, the project has been implemented cost-efficiently, and project expenditures stayed within the budget.

At the same time, TKMX57 project suffered substantial delays in implementation. The Project duration was revised once²², i.e. from 25 months (December 1, 2012-December 31, 2014) to 43 months (December 1, 2012-June 30, 2016); however, the active implementation took place only during 22 months (September 2014-June 2016).

Figure 7. TKMX57 Project's Timeline



As evident from the desk review and interviews with interlocutors, the main reasons for delays with project implementation were four-fold:

- 1) *initial delay in the approval of the Project by the Government of Turkmenistan* (3 months later from the estimated starting date, i.e. on February 25, 2013),

²²Note: In November 2014 the project received 18-month no-cost extension

- 2) *changes in project management team* (separation from International Project Coordinator in December 2011 who was originally involved in the project's design, changes in project team during 2013 and recruitment of the new National Project Officer only in December 2013 and international long-term project expert just in August 2014),
- 3) *lengthy approval of project activities with Turkmen State Customs Service* (the absence of the officially appointed focal point of the Turkmen State Customs Service (TSCS) until 30 July 2014 resulted in delayed implementation of the activities due to the requirement for the National Project Coordinator to get approval for the implementation of each project activity from the Deputy-Head of the SCS through the exchange of Notes Verbales between the UNODC, MFA and TSCS), and
- 4) *delays with activation of the 2nd pledge* (due to implementation of a UN-Secretariat wide new financial administration system – Umoja, the project team was not able to organize planned project activities and undertake payments during September 2015-March 2016).

Management

In overall, the project management structure has generally been viewed in a positive light. The project was implemented by a project team at the UNODC office in Turkmenistan (POTUK) with the overall guidance of the Senior Law Enforcement Advisor in UNODC Regional Office for Central Asia (ROCA) with the advice of the Container Control Program Coordinator in UNODC headquarters in Vienna. The project team was composed of a National Project Officer, Project Assistant and a long-term International Customs Expert. The Project also involved short-term national and international experts on the needs basis for provision of thematic expertise under both components. The National Project Officer Position was cost-shared with the GLOG80 project (50%), while the project assistant position was cost-shared with the GLOU40 project (30%) up to January 2015. The National Project Officer in addition to the management of TKMX57 project also served as officer-in-charge of POTUK and coordinated national activities under the GLOG80 project. The interviews with the POTUK, ROCA and UNODC HQ staff demonstrate that it did not have any negative influence on the efficiency of the TKMX57 implementation. Moreover, the inclusion into the project team of the long-term international expert with thematic expertise in customs and law enforcement was effective and relevant, as it supported the smooth project implementation. The project management team and project experts (national and international) were perceived by all interviewed national and international counterparts as knowledgeable and highly experienced. In addition, in interviews with the donor representatives, they advised that the project was professionally implemented, conformed to their requested inputs, and was responsive to information requests.

In terms of the project governance structure, initially it was planned to be undertaken through the Project National Steering Committee (PNSC), consisting of the main project beneficiaries – State Customs Service, State Border Guard Service, Ministry of Interior, and Ministry of National Security Service, Ministry of Trade and Foreign Economic Relations and project implementation team. However, on the stage of the project implementation, the MFA proposed to appoint a focal point from the State Customs Service instead of setting up a formal PNSC to deal with the daily follow-up and administrative level cooperation under the project due to its rather small scale. The interviews with the project team and main recipient agency indicate that such project governance arrangements worked well and were reasonable.

Monitoring and Reporting

The National Project Officer was responsible for M&E within the Project. Although the project did not have a separate M&E plan, it had a well-established documentation system consisting of the minutes of meetings, press releases, mission reports for trainings and study tours, budget ledgers, progress reports and the project workplans.

The quality of capacity building activities has been monitored through the following tools: (1) Training Needs Assessment (TNA), (2) Trainees Feedback at the End of Training, and (3) Trainer End of Training Report. In addition, the National Project Officer undertook the quality check of ToTs and trainings through direct participation in the training events. The conducting of TNA at the outset of implementation of capacity building activities was highly important, as it ensured non-duplication of project's trainings with the OSCE-led workshops.

The strength of the project's capacity building approach is that it was participant-oriented, as it involved limited number of participants (10-12) per training in order to support practical, goal-oriented skill-building. The training programmes were developed taking into consideration UNSCR 1540 legislative, WCO Strategic Trade Control Enforcement Guides and official UNODC videos. Also each training involved representatives of different Turkmen law-enforcement agencies (Customs Service and Drug Control Agency, Border Guard Service, Ministry of Internal Affairs, General State Prosecutors Office and Ministry of Defense), which allowed for strengthening the networking among them. The average duration of each training (basic and advanced) was 4 days, while 5 days for training of trainers. As evident from the interviews with trainers and trainees, the training duration was rather limited, as the topics of the trainings (strategic and dual use goods as well as UN Resolution 1540) were quite new to the participants and more time was needed to absorb all the materials provided during the workshops. Additionally, the project team was not involved in the selection of participants for all capacity building activities and it was done solely by the MFA. This influenced the project's ability to ensure the continuity of the trainees' participation in both basic and advanced trainings, as well as ToTs. Furthermore, both the ToTs and the trainings (basic and advanced) would benefit if they would incorporate a pre-post knowledge test in addition to the collection of feedback about the trainees' satisfaction with the training, as it would allow for measuring the change in the participants' knowledge as a result of their participation in the training events. Besides, the project did not establish a monitoring system for proper measurement of outcome indicators and, in particular, Outcome 1 indicator 'Number of trained law enforcement officials use the gained knowledge and skills in day-to-day practice'. The project team planned to collect this data through the site visits to border check-points, which was done, but not properly documented. As a result, it is not possible to assess the achievement of the project's target under this outcome, i.e. '70 per cent of trained law enforcement officers use the acquired knowledge/skills in their day-to-day work'.

TKMX57 prepared progress reports as per UNODC requirements. In total, 4 progress reports were prepared (3 annual and 1 final). The progress reports were uploaded in the UNODC Profi system and shared with the donor (EXBS HQ). Information gleaned from the desk review of project's progress reports shows that the progress reports are more activity- rather than result-oriented, although the vast majority of information was collected and presented in the missions' reports, but not fully reflected in the progress reports. In addition, the indicators and targets listed in progress reports have not been modified in line with the 2014 revision of the PRODOC.

Partnerships and cooperation

The project demonstrated respect for the importance of stakeholder participation, and actively sought stakeholder input through structured periodic meetings and consultations.

UNODC has been very successful in developing working partnership with both the Turkmen Government and the International Community. POTUK secured the support and the active participation of national counterparts (TSCS, TSBS, MoI, MoD, GPO) in the project's national, regional and international events, which contributed to the collaboration and exchange of expertise in the field of export/import control regimes under counterterrorism-related international instruments. The interviewed national counterparts confirmed that there was good coordination and collaboration with them throughout the project implementation.

Gleaned from interviews with the project's partners, TKMX57 was implemented in a consultative/participatory manner, although more systematic partnership and planning of joint activities, not just experts' support could have been done. The collaboration among partners could be seen from the following examples:

- WCO provided expert advice for the Customs Training Centre in modelling the training curriculum in accordance with the thematic areas and hosted a study tour of TSCS to its headquarters,
- The OSCE Secretariat participated in the JLRG meetings and delivered presentations of the OSCE experience with export control issues as part of 1540 National action plans, taking place in Tajikistan, Kyrgyzstan, and Belarus, the OSCE office in Turkmenistan and POTUK hold joint training course on examination and detection at borders, in the city of Turkmenabat, in the east of Turkmenistan, the OSCE office in Turkmenistan participated in the UNODC regional conference in Ashkhabad, the OSCE trainer jointly with the UNODC long-term international expert delivered three trainings for law enforcement agencies on strategic goods.

US Embassy representatives have participated in project events at key moments, demonstrating their support for the project objectives. For example, the project donor made opening remarks at each project training and participated in most of the JLRG meetings. Interviews revealed that in general TKMX57 has very good relations with the EXBS; however, it was mentioned that there were some times at the beginning of project implementation when they were not properly informed about the planned activities.

As evident from the evaluation interviews, the project has very efficient and close collaboration with the UNODC Regional Office and Headquarters. The UNODC Regional Representative visited Turkmenistan three times²³ during the project duration and held meetings with high-level officials from the TSCS, MFA, DCA to identify customs priorities and Customs Training Center needs in addition to the participation in the Law-Enforcement Donor Coordination Meeting. The regional coordinator of GLOG80 provided on-going support in the project implementation through regular working level meetings with the TSCS and participation in the JLRG meetings to ensure complementarity of efforts between TKMX57 and GLOG80. The Terrorism Prevention Branch of the United Nations Office on Drugs and Crime (UNODC/TPB) provided significant support during the project's JLRG meetings through awareness-raising on the importance of ratifying and fully implementing by Turkmenistan of the international conventions and protocols related to terrorism, as well as criminalization of Chemical, Nuclear, Radiological and Biological related offences.

POTUK established partnerships with other development partners through the Mini-Dublin Working Group²⁴, which included representatives of Embassies (Afghanistan, France, Germany, Japan, Romania, Russia, Turkey, UK and US), as well as international organisations (EUD, OSCE, UNDP, UNODC and UNRCCA), with the aim of coordinating drug-related bilateral and multilateral initiatives for Turkmenistan. Additionally, POTUK organized the Law-Enforcement Donor Coordination meetings²⁵ in order to have better coordination with other development partners in such areas as countering narcotics, organized crime and border security management, money-laundering and human trafficking, and drug demand reduction issues.

Evaluation feedback through interviews with stakeholders and beneficiaries show that the cooperation overall was perceived as very good. Interviewed project partners (national and international) appreciated UNODC responsiveness and action-orientation. This seems to form a solid basis for future project formulation, in which cooperation and coordination can be continued.

²³ Note: March 2014, May 2015 and September 2015

²⁴Note: Mini-Dublin Working Group meets on a regular basis, once a year. Three meetings took place during the TKMX57 lifespan (January 2014, February 2015 and April 2016).

²⁵Note: Law Enforcement Donor Coordination Meetings have been organized on an annual basis and were composed of representatives of Embassies (US, Russia, Turkey, Germany) and international organizations (OSCE, USAID, UNDP and UNODC). Three meetings were organized during the TKMX57 lifetime (June 2014, September 2015 and March 2016).

Effectiveness

The project was relatively effective, in that the planned activities were implemented, in some cases beyond what was envisioned in the project document. However – due in part to the design weaknesses identified in the previous section and in part to the challenging operating environment – the degree of achievement of the project’s expected outcomes was weaker than it could have been anticipated.

Table 2. TKMX57 project Results Framework

Outcome	Output
Outcome 1: Customs and other law enforcement agencies trained in international trade and border control, in particular export/import control regime	Output 1.1: National, regional and international workshops are conducted to raise awareness on the best practices related to export, import, and transit control measures, including prevention, detection, investigation and risk profiling techniques
	Output 1.2: The curriculum, training materials developed, if needed training equipment provided to support the Customs and other national law enforcement agencies’ training units and/or centers
	Output 1.3: A national Information and Research Centre is established within the State Customs Service’s Training Center in Ashgabat to further support the State Customs Service and other beneficiaries’ training and research activities as an additional resource tool
	Output 1.4: Working visits abroad for Customs and other law enforcement officials conducted to share best practices.
Outcome 2: The trade and border control, in particular export control related national regulations, are brought in line with the international standards	Output 2.1: The joint legislative review group is set up to review the current relevant national regulations and produced recommendations for the consideration of the national authorities.
	Output 2.2 In line with the international applications, the list of the items for the export control is developed and recommended by the national and international experts.

In support of Outcome 1 (‘Customs and other law enforcement agencies trained in international trade and border control, in particular export/import control regime’), the following has been delivered:

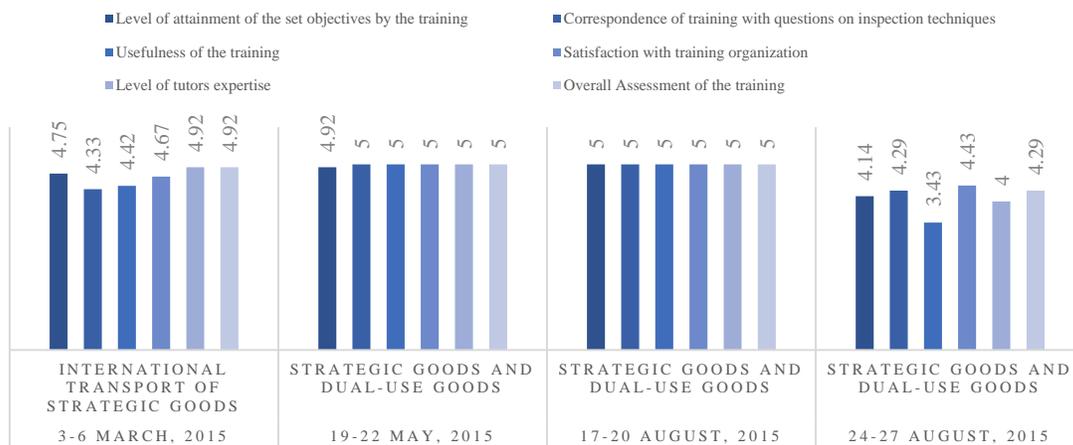
- Undertaken TNA among the Turkmenistan State Customs Service (TSCS), Turkmenistan Drug Control Agency (TDCA) and other related Governments departments (September 2014).
- Conducted 2 basic raising awareness workshops for 34 TSCS and TDCA representatives (September-October and November 2014) and 6 advanced workshops for 87 representatives of the TSCS and other law enforcement agencies (March, May, August, October 2015 and April 2016).
- Organized 2 ToTs for 22 representatives of Turkmen Law Enforcement Agencies on topics of border control and export/import control regimes (November 2015 and June 2016).
- Developed a curriculum for Training Centre of the State Customs Service of Turkmenistan and translated it into Turkmen and handed over on a hard disk (April 2015).
- Organized 2 study tours for TSCS to Belgium (April 2014) and the UK (June 2015) for 7 senior officials, and supported the participation of 4 TSCS officials in the CCP Regional meeting in Kyrgyzstan (May 2016).
- TSCS TKMX57 liaison appointed two officers for the appointment and function of the State Customs Service’s Training Center in Ashgabat. TORs for the creation of the essential STCE ‘Single point of contact’ (Section A) and the TSCS personnel (Section B) were drafted and shared with the TSCS (March 2015).

- Held a Regional Conference on UNSCR1540 in Turkmenistan with the participation of 50 representatives from all Central Asian countries, international experts, local agencies and embassies (July 2015).

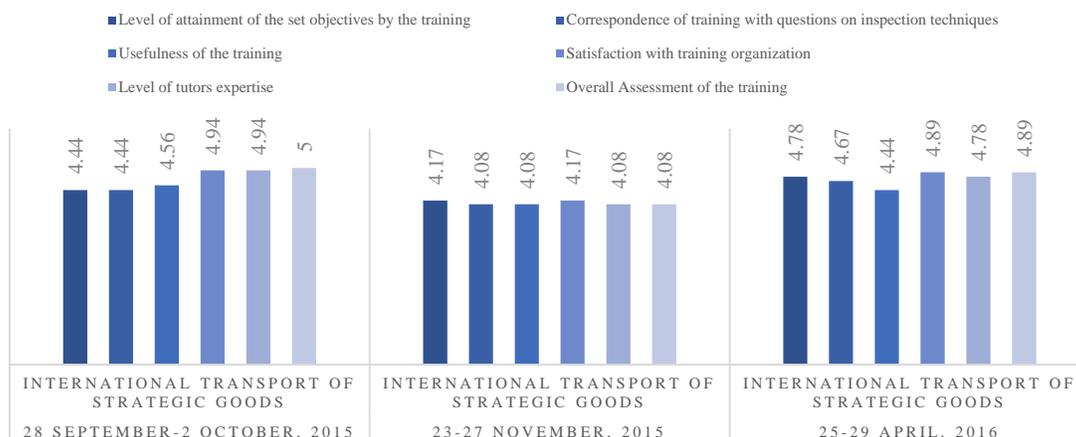
The Project achieved most of the set targets and even exceeded some targets under Outcome 1. The planned conducting of one more awareness-raising training and one more regional/international workshop on risk management systems (Activity 1.1) and purchase of equipment for TSCS (Activity 1.3) have not been conducted by the TKMX57 project. The first activity was cancelled by the MFA, and other two activities were cancelled by the donor. In September 2014, TSCS opened a new International Customs terminal in Ashgabat²⁶ which was fully equipped and no additional equipment was required.

Feedback from evaluation interviews with stakeholders and surveys among beneficiaries show that the overall delivery of the outputs under Outcome 1 is perceived as satisfactory. The TKMX57 project under Outcome 1 trained on risk management systems and modern working methodology 1.94 times more representatives of the State Customs and other law enforcement agencies than originally planned (45 vs 87); however, the attendance of senior officials to these trainings was 46 per cent less than initially envisaged (8 vs. 15). In addition, the number of participants of the UNODC Regional Conference exceeded 8.5 times the planned target, i.e. 17 representatives of Central Asia countries (4 from Kazakhstan, 5 from Kyrgyzstan, 3 from Uzbekistan and 5 from Tajikistan) (actual) versus 2 (planned).

Figure x. Average assessment of UNODC trainings organized in 2014-2016 by trainees (sample – 92 trainees)



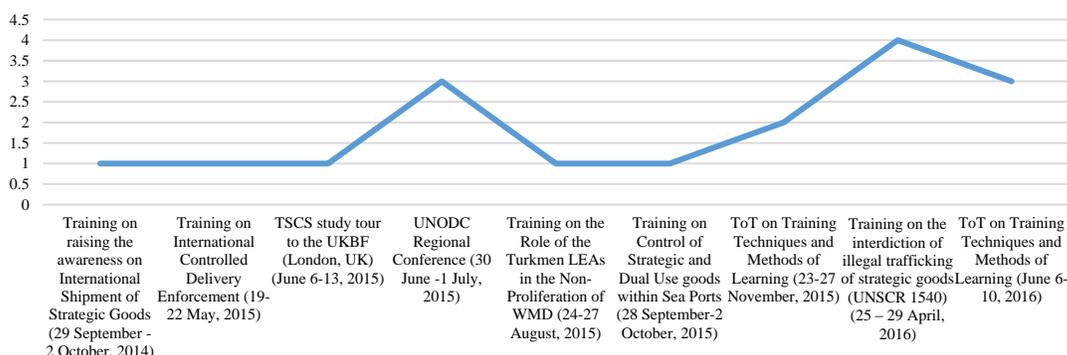
²⁶Note: It was visited in June 2015 during the regional conference by all of the participants. The UNODC has a room within this new terminal, where the Port Control Unit is located (GLOG80 project).



Source: UNODC post-training assessment reports

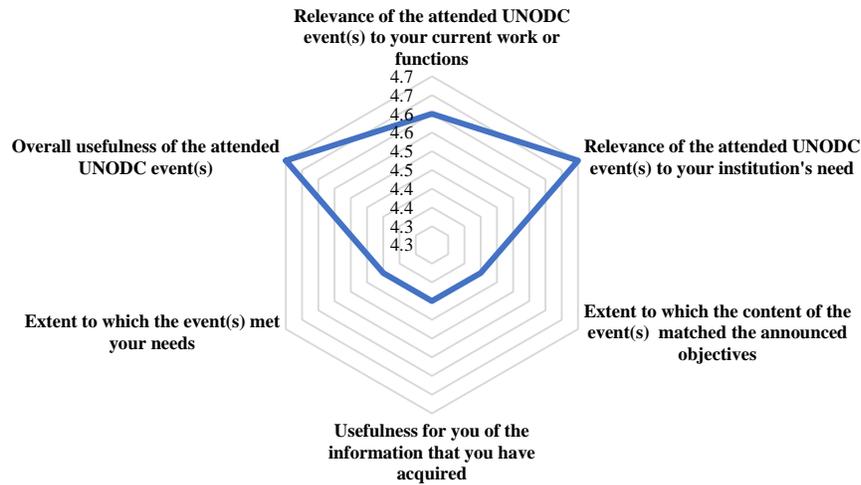
Based on the post-training assessment results, all trainings organized by TKMX57 were well perceived by the participants. All trainees underlined the high quality of the training organization, the competence of the experts, the practical orientation of the trainings, the usage of interactive training methods, and the innovative training topics. The UNODC training evaluation reports showed that the trainees perceived the advanced trainings on ‘International Controlled Delivery Enforcement, encompassing enforcement and detection techniques, control of transit shipment at national, regional and international level’ and ‘Role of the TSCS in the International Enforcement Control of Strategic and Dual Use Goods: Risk Management and Profiling’ to be of particular relevance and effectiveness. The interviews with TSCS representatives indicated that the advanced training on ‘Control on Transit Shipment at national, regional and international level’ was very useful, as it covered the search techniques of all different types of vehicles. At the same time, in individual interviews it has been mentioned that most of the trainings were of insufficient duration, had quite intensive agenda with inadequate time for practicing, used insufficient video materials and sometimes lacked professional translation. Additionally, it was mentioned by interviewed trainees and government representatives that more printed training materials are required, as the Internet does not work well in Turkmenistan and especially in the regions.

Figure 8. Participants in the beneficiary survey (sample – 10 participants of UNODC events)



In the beneficiary survey organized in the framework of the final evaluation, 10 representatives of the TSCS and MoI took part (100% men), who attended different types of project events, including basic and advanced trainings, ToTs, a study tour and a regional conference.

Figure 9. Overall assessment of the project events by participants (sample – 10 participants in UNODC events)



The surveyed participants highlighted the high relevance of the TKMX57 project events to their current work and functions, as well as to their institutional needs. Interviews with the main recipient agency revealed that the project team were highly responsive to the requests of the TSCS/TDCA in the course of the project implementation and chose themes for workshops based on their training needs.

Figure 9. Assessment of the value of the project events to the participants (sample – 10 participants of UNODC events)

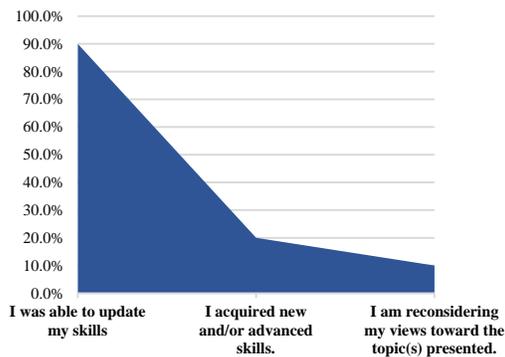
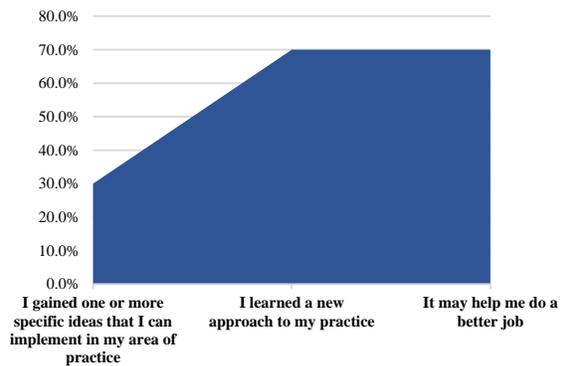


Figure 10. Assessment of the usefulness of the project events to the participants (sample – 10 participants of UNODC events)



Source: Beneficiary survey, June 2016

90 per cent of the surveyed participants in the project's capacity building and awareness-raising events stated that they were able to update their skills on UN Resolution 1540/Strategic Products and export, import, and transit control measures, 20 per cent acquired new or advanced skills on risk management and profiling techniques and advanced search techniques of all different types of vehicles and 10 per cent reconsidered their views towards the topic presented. The most useful aspect for them was to learn on how to respect the laws on prohibition of illicit trade of strategic goods, methods for simplifying procedures for legitimate trade and organizational approaches in dealing with strategic goods. Moreover, 70 per cent learned new approaches that can help them to do their job better and 30 per cent gained new ideas that they can apply in practice. At the same time, only half of the surveyed beneficiaries had already a chance to apply the attained knowledge

and skills in their work, while 20 per cent stated that they were not able to do this, as they do not work directly with the goods.

The interviews with trained 'master trainers' revealed that the UNODC ToTs were very useful for them, as Turkmen educational institutions usually apply the lecture-type training delivery approach. Therefore, the project's ToTs which focused on training techniques and methods of learning were highly relevant to the recipient agencies. Interviewed 'master trainers' also highlighted that the conducting of training needs analysis, the development of a training schedule, the use of videos for presentations were new, useful and particularly interesting for them. The results of the self-assessment knowledge test of ToT 2 suggest a 26 per cent increase in the knowledge and skills of the trainees.

Nonetheless, the observation of one of the project's ToT in the course of the final evaluation showed that the capacity of 'master trainers' needs further strengthening, as many of the prepared 'master trainers' still have insufficient level of proficiency in training and presentation skills and in the use of Power Point for the delivery of presentations. Furthermore, the project's ToTs included not only training techniques, but also thematic topics such as review of UNSCR 1540, international best practices on controlling deliveries of goods and drugs, methods of controlling nuclear and radiological weapons at the customs checkpoints. In spite of the high level of importance of capacitating trainers in the subject matter, such an approach limited the ability of the project trainers to improve significantly the trainers' skills of the participants due to the overall low level of their knowledge of interactive methods of teaching and the limited time available for training of trainers. Furthermore, the interviews with law enforcement agencies indicated that there was the need to share more printed materials with the trainees during the trainings (basic, advanced and ToTs), and not just training handouts (soft and hard copies).

In interviews with the TSCS, they confirmed that the project assisted with strengthening of the Information and Intelligence Exchange Centre at the Customs Academy through sharing of training materials and various methods of learning such as presentations, videos, case studies and pictures in addition to the provision of access to the UNODC Counter Terrorism e-Learning Platform, the WCO Customs Enforcement Network Communication Platform (CENcomm)²⁷ for the duration of the project and various specialized databases via the WCO and UNODC Container Control Programme (CCP).

The study tours and the regional conference were generally very well received. The value of regional/international events, as pointed out by the interviewees, is in the fields of learning from new experiences. The participants found the exchange of best practices concerning Strategic Trade Customs/Control Enforcement in relation to the trafficking of military and dual use goods particularly useful. The study tour to the UK was highlighted in particular, as the visits to the London Stansted Airport and London Heathrow Airport with observation of live real time operational work were timely for the TSCS representatives, as they coincided with the development of the new Ashgabat international airport²⁸ and contributed to the improvement in the future of the customs and other law enforcement control.

In support of Outcome 2 ('The trade and border control, in particular export control related national regulations are brought in line with the international standards'), the following has been delivered:

²⁷Note: CENcomm was conceived as a web-based communication system permitting a closed user group of officers to exchange messages via encrypted channels in real time.

²⁸ Note: The new international airport in Ashkhabad "Oguz Han" is due to be launched in 2017 and will be able to serve 14 million passengers per year and will have the capacity to handle 1,600 passengers per hour.

- Formed a Joint Legislative Review Group (JLRG) to review the current relevant national customs regulations and produced recommendations for the national authorities in terms of the implementation of UNSCR 1540 and drafted ToR for the JLRG (April 2015).
- Organized 5 meetings of Joint Legislative Review Group (April, July, November 2015, and May, June 2016).
- Undertaken review of the status of ratification by Turkmenistan of the international instruments on counter-terrorism.
- Developed a set of recommendations in relation to the control lists and anti-terrorism instruments relevant to UNSCR 1540 (paragraphs 6 and 8) which was submitted to the TSCS (June 2016).

The delivery of outputs under Outcome 2 could be assessed as moderately satisfactory. All planned activities were implemented; however, not all set targets were achieved. As per the Project Document, the TKMX57 project has to prepare the updated list of controlled export/import items (Activity 2.2) and undertake the legislative review with recommendations on the custom-related legislation update (Activity 2.1). Nevertheless, the project only recommended to elaborate control lists for export control purposes in accordance with the lists of the four international export control regimes, which are used by different countries - the Wassenaar Arrangement, the Nuclear Suppliers Group, the Australia Group, and the Missile Control Regime Technology²⁹. In addition, during the second JLRG meeting, it was determined that national Turkmen control lists exist for import and transit goods, while lists for the export of strategic and dual use goods are absent³⁰. Therefore, the project recommended to the National Customs Committee to use the example of a EU control list for military and dual use goods. The legislative review of national customs legislation, namely the gap analysis of 2012 Turkmen State Customs Code regarding the implementation of criminalization provisions prescribed by relevant international instruments against nuclear terrorism, has not been conducted. As evident from the desk review of provided documents³¹, this gap analysis should be done by appointed members of the group, but due to the quite big volume of the analysis and the limited timescale this process has not been started, plus the mandate of the working group did not allow for making any legislative recommendations, as, according to the Turkmen legal practice, it should be done solely by a specifically established working group under the Parliament (Medjlis).

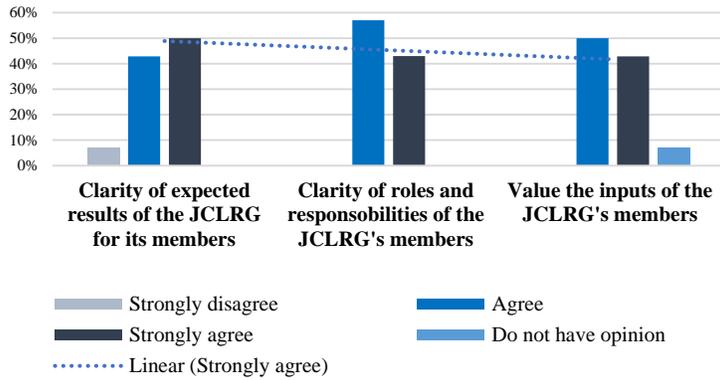
The Joint Legislative Review Group was composed of six national law enforcement agencies (TSCS, TSBS, MoNS, MoI, MoD, and GPO) and two international organizations (UNODC and OSCE). Initially it was called Joint Customs Legislative Review Group, but later it was re-named to the Joint Legislative Review Group to respond better to the requirements of the UNSCR 1540 and reflect wider representation of the Turkmen Government authorities in the working group, not only Customs Service.

²⁹Source: Final report of the JLRG, June 2016

³⁰ Source: Minutes of JLRG meeting, July 2015

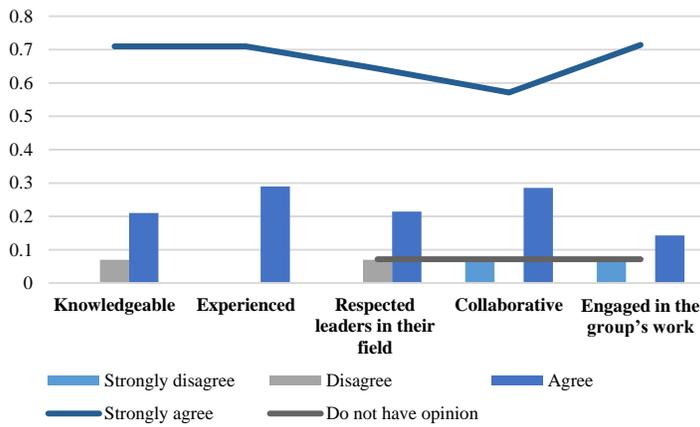
³¹Source: Minutes of JLRG meeting, November 2015

Figure 12. Assessment of clarity of the ToR of the working group (sample - 14 JLRG members)



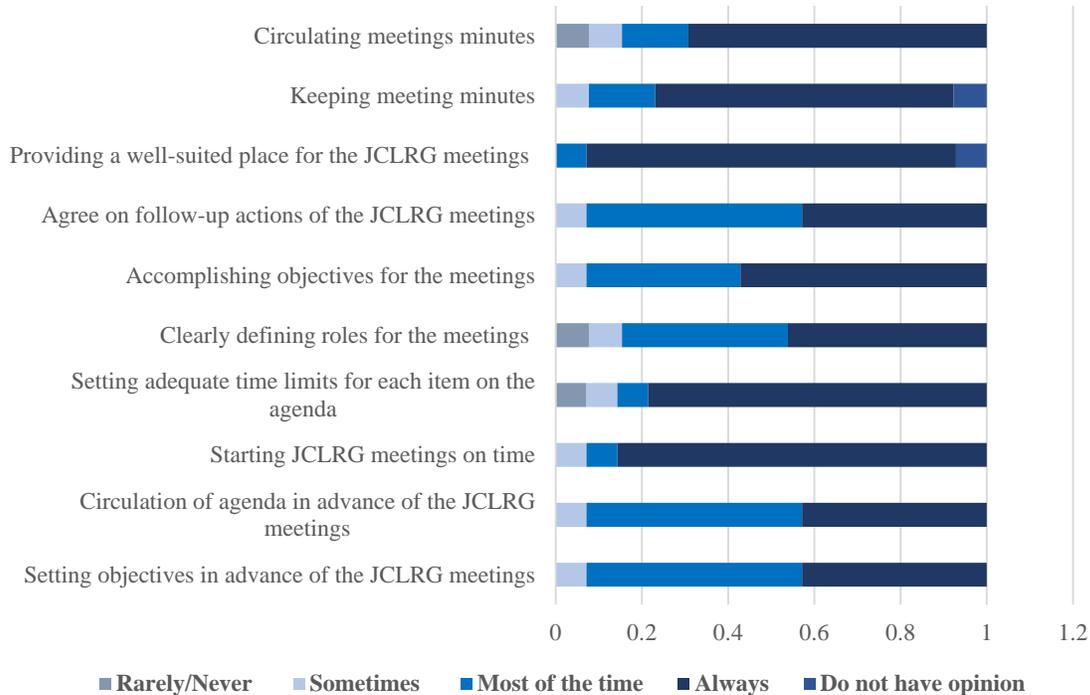
Surveyed JLRG members universally agreed that the expected results of the work of the expert group, members' roles and responsibilities were clear, and their inputs were valued.

Figure 13. Self-assessment of working group members expertise (sample - 14 JLRG members)



The vast majority of surveyed JLRG members (90 per cent) pointed out that the members of the expert group were knowledgeable, experienced, respected leaders in their field, collaborative and engaged in the group's work.

Figure 14. Assessment of JLRG meetings content and organization (sample - 14 JLRG members)



Eighty-nine per cent of the surveyed JLRG members consider that setting objectives and circulation of the agenda of the JLRG meetings in advance, starting of JLRG meetings on time, setting adequate time limits for each item on the agenda, clear definition of the roles for the meetings and accomplishing its objectives, agreement on follow-up actions of the JLRG meetings, keeping and circulating meeting minutes were done by the UNODC either 'always' or 'most of the time'. Overall, in the point of view of 93 per cent of surveyed expert group members, the JLRG meetings were either 'mostly' or 'extremely' productive.

The evaluation interviews demonstrated that the strength of the JLRG was that there was continuity in the representation of the Turkmen government authorities in the working group meetings. It allowed for conducting for the most part effective discussions and producing jointly agreed recommendations at the end. All stakeholders interviewed underlined the importance of the review of the status of ratification by Turkmenistan of the international conventions and protocols related to terrorism and highly appreciated its conducting by the project. At the same time, respondents noted that the composition of the JLRG lacked representatives of the main licensing authorities of Turkmenistan, such as the Ministry of Trade and Foreign External Economic Activities (MTFEA), the State Service 'Turkmenistandardlary', specialised ministries such as the Ministry of Agriculture, the Ministry of Health, etc. and the main coordinating governmental agency, i.e. the MFA, which prevented the working group from developing and agreeing on specific recommendations pertaining to the update of the list of controlled export/import items for the purposes of export/import control. As evident from the desk review of documents³² and interviews with project management team, UNODC requested from the Government of Turkmenistan to assign to the working group the representatives of the State Standardisation, Export Licensing Authority and Supreme Court; however, this proposal was not

³²Source: Mission Reports of Martin D Wilde, January and July 2015

supported by the Government. Additionally, in interviews with the donor and JLRG members, it was figured out that another national working group on UNSCR 1540 was active in Turkmenistan and was formed in 2015 with the financial support of the EXBS. It is composed of the same government authorities, but includes also representatives of the MTFEA and MFA. The difference between the working groups lies in the fact that the second working group is focused solely on export control legislation and strategic trade goods. The meetings were held on biannual basis; however, no joint recommendations and/or legislative analyses have been produced so far by this working group.

Based upon an analysis of the triangulated data, the TKMX57 project in general completed 86 per cent of planned activities (18 out of 21). The pace of the project implementation was influenced by external factors, which have an influence on the achievement of the expected results and the smooth implementation of the Project. Those factors were identified during the interviews with the UNODC staff and national and international counterparts as part of this final evaluation and include: (1) lengthy approval of project's events (all correspondence only through the MFA and Note Verbale, as well as vetting of participants for participation in the project's capacity building events by the US Embassy), (2) frequent rotation of the staff of Customs Service (within the project's lifespan, the head of the TSCS was changed twice), (3) geographical location of the country (Turkmenistan's border with Afghanistan causes frequent changes in government priorities, which influences the project's relevance) and (4) absence of access to the border points for the conducting of trainings (the project asked several times for permission to conduct the trainings at the borders in order to make practical exercises at the trainees' workplace; however, it was not supported by the MFA).

Impact

Based upon an analysis of the triangulated data, the evaluator identified a number of positive effects which can be causally linked to the project's intervention.

At individual level, TKMX57 raised the awareness on UNSCR 1540, increased the knowledge of law enforcement mid-level staff about strategic and dual use goods, controlled delivery and transit enforcement control measures at airports, sea ports and border checkpoints, created interest in learning more about risk management and risk profiling techniques, and provided personal networking opportunities and improved the professional skills and knowledge of Turkmen senior policymakers.

At institutional level, TKMX57 contributed to the improvement of technical capacities of national partners by strengthening the trainers' capacity of Turkmen law enforcement training institutions and by building up the organizational, staff and research capacity of the Information and Intelligence Exchange Centre at the Customs Academy.

At policy level, TKMX57 contributed to the improvement of the enabling environment, in particular to the increase in buy in of Turkmen government authorities for the necessity of having lists of dual goods in Turkmenistan, as the adoption of control lists and development of export control system along with UNSCR 1540 requirements would only strengthen the recognition and viability of Turkmenistan's neutrality status, would result in positive economic/trade impact for the country's oil and gas industry and would facilitate further development of science and modern technologies in Turkmenistan.

However, still much more work has to be done to create the long-term impact for noticeable improvement of the trade and border control regulations in Turkmenistan, especially on the export control related national regulations in line with the UNSCR 1540.

Sustainability

To ensure sustainability, the whole process of project designing and implementation should be participatory. The project followed this approach partly, as the project activities have been designed only to some extent in coordination with national and international partners. Besides, the TKMX57 project did not have a separate sustainability plan which specifies the partners' commitments and ownership of the results after the project has been completed.

Sustainability was intended to be addressed through building of institutional capacity of national counterparts; training of trainers to pass on the knowledge gained in the project to a wider group of stakeholders; production of high-quality training guidelines and recommended thematic curricula for inclusion into the programme of formal education of customs officers; preparing of recommendations for update of the national custom-related legislation to ensure its compliance with UN Resolution 1540 and WCO framework.

The TKMX57 project was reasonably successful in terms of training of trainers and production of training guidelines. The project formed a pool of national trainers, who were equipped both in terms of substance of UNSCR 1540 and training methodology, developed training manuals in Turkmen and Russian and handed them over to the TSCS³³. The interviewed staff at the State Customs Service's Training Center in Ashgabat stated that they were planning to introduce the course on UNSCR 1540 in their training curriculum in the next academic year³⁴. The training material provided during the workshops and training programmes shared by the project is also being utilized in the training academies (State Customs Service's Training Center and MoI Institute). In interviews with the representatives of the MoI, they confirmed that the MoI staff who participated in the project's trainings shared the information received during workshops with their colleagues³⁵. However, it remains a question whether the project created a critical mass to ensure the imparting of knowledge to its national counterparts.

In case of adoption of the JLRG recommendations by the Government of Turkmenistan³⁶, the OSCE Secretariat is planning to provide further support to the Turkmen authorities in implementation of those recommendations within its ongoing programme in assisting

33 Note: Note Verbale No 0117 dd April 9, 2015.

34 Note: No official documents which could prove such commitments have been shared with the evaluator by the national counterparts. In overall, based on the interviews with members of the international community, no development partners active in Turkmenistan have access to the teaching curriculums of law enforcement agencies.

35 Note: The information was shared during operational training which is conducted once per week and lasts for 2 hours.

36 Note: The recommendations were developed by the JLRG and submitted to the National Customs Committee. On the date of the final project evaluation, these recommendations were with pending approval; however, the entire JLRG process and the final working group report with its specific text and recommendations were comprehensively approved by the represented Turkmen Government departments.

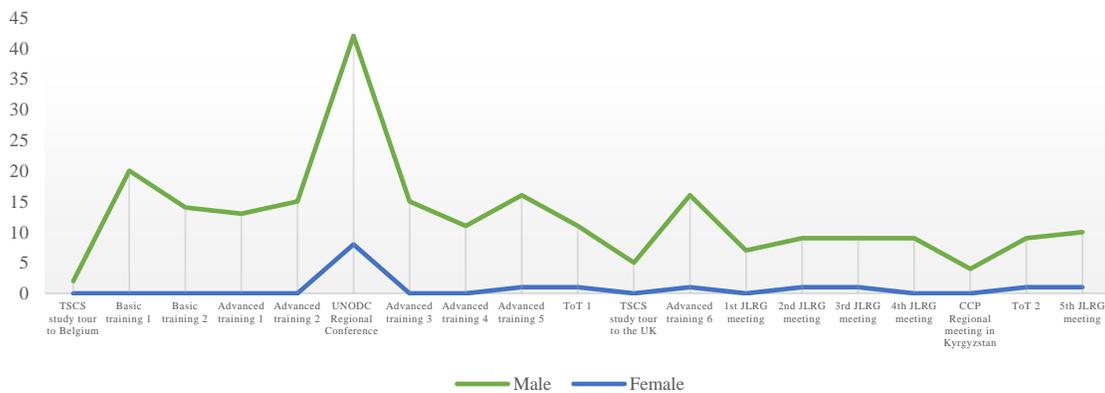
Member States with the development of national action plans and strategies in implementation of resolution 1540³⁷.

The outputs to outcome 2 related to the promotion of networking and cooperation among different Turkmen law enforcement agencies through the established platform for Turkmen inter-Governmental information exchange on UNSCR 1540 and whilst these outputs achieved the objective in the short term, it is probable that the dialogue and networking, both formally and informally, will continue in the medium term. However, another project may be required to give impetus to the long-term creation of networking and cooperation.

Human Rights and Gender

In overall, TKMX57 promoted and took into account gender mainstreaming aspects. The training materials, according to interviewed male stakeholders, were all gender compliant; however, there is no direct reference in the training materials to gender compliance. The project data, disaggregated by gender, showed that only 7 per cent of the participants in the TKMX57 project events (study tours, JLRG meetings, regional conference and regional meetings) were female, and only 4 per cent of the participants in the training (basic and advanced trainings, as well as ToTs), were female.

Figure 16. Participants in the TKMX57 project events disaggregated by gender (sample – 275 participants in UNODC events)



Source: UNODC progress reports

The low level of participation of women in the project's trainings could be explained by the fact that in Turkmenistan, the women representation in law enforcement agencies is in overall very low. Based on the interviews with the project team, donor and international partners, women constitute about 10%-15%³⁸, where custom service have some women workers, while in the border guard service and police there are no women working on the ground, there are just a few in administration. Nevertheless, the project would have benefited from a more pro-active outreach strategy with regard to the women's participation in the project's capacity building activities.

³⁷ Interview with OSCE Secretariat on June 14, 2016 and Minutes of 5th JLRG meeting, June 2016.

³⁸Note: Official statistics on sex- and age-disaggregated data in Turkmenistan's law enforcement agencies is absent.

Training materials were developed within the project, covering topics of international standards of human rights through describing relevant UN Conventions such as the UNSCR 1540, the UN Convention against Trans-National Organized Crime (UNCATOC), the UN Convention against Corruption (UNCAC) and the UN Convention against Illicit Trafficking in Narcotic Drugs and Psychotropic Substances (UNCAITINDP). In addition, during the project's capacity building activities, the functions and powers of the customs service, the border guards and the police in line with international human rights law were specified.

The experts of the JCLRG undertook an assessment of the country's status of ratification of the 19 international instruments on counter-terrorism, including the seven legal instruments out of the 19 that deal, to varying degrees, with chemical, biological, radiological and/or nuclear (CBRN) terrorism. In addition, during the JCLRG meetings, the UNSCR 1540 legislative and the WCO Strategic Trade Control Enforcement Guides were presented and discussed, including the topics of international standards of human rights in non-proliferation of weapons of mass destruction, combating terrorism, and export control of military and dual-use goods.

III. CONCLUSIONS

Evaluation Criteria	Conclusions
Overall	In overall, TKMX57 contributed to the enhancement of the Customs and other law enforcement agencies' capacity to implement border and trade control in Turkmenistan. The EXBS funding was important, as it allowed the UNODC through TKMX57 project to build collectively the trust between the national counterparts and the international community on the issues pertaining to the export/import control regimes. The TKMX57 project was instrumental in laying out the foundation for further improvement of the national customs-related legislation in line with the UNSCR 1540 in order to provide security and to enhance the cooperation between the military and the law enforcement agencies at the national level in Turkmenistan, as well as to strengthen its regional and international cooperation. The project document set up a broad work agenda with limited time. It also demanded to work with multiple stakeholders on complex technical and political issues with regard to the country's approach towards the implementation of the UNSCR 1540. In spite of these challenges, the project carried out a vast number of the planned activities.
Design	The project design was generally valid, although quite ambitious in terms of scope and duration taking into consideration the country context. Consultation during the planning and design phase was done with partners (national and international) to better inform of the objectives and activities of the project.
Relevance	TKMX57 enjoyed a high relevance, which remained so throughout the project's lifespan. The project fully corresponds to the strategic documents of the Government of Turkmenistan, the EXBS, and the UNODC.
Efficiency	Resources have been allocated strategically and used efficiently to achieve results. The Project had efficient project management and governance structure and relied on sufficient staff capacity to ensure the adequate supervision and implementation of the project activities. However, TKMX57 suffered substantial delays in implementation due to a number of internal and external factors that were for the most part out of its control.
Partnerships and coordination	The project implementation was done in a participatory manner and effective partnerships were established on an operational level with both the Turkmen Government authorities and the International Community with the very strong focus on the improvement of the coordination and cooperation amongst beneficiaries. TKMX57 has also established effective internal cooperation and coordination with the UNODC ROCA and UNODC HQ.

Effectiveness	The project was effective where it did deliver. TKMX57 achieved most of the set targets under Outcome 2, while the expected results mostly exceeded the set targets under Outcome 1. Overall, while not being able to meet all its intended outputs due to the very challenging operating environment, the available data (qualitative and quantitative) strongly suggest the project's progress towards meeting its objective.
Sustainability	POTUK undertook all necessary steps under its control and within its mandate to promote sustainable project outcomes. However, the actual national ownership of the project's results is still to be seen, as it depends on the political will of the Government of Turkmenistan to make formal approval of the proposed amendments to the national customs-related legislation.
Impact	TKMX57 has shown the positive signs of short-term impacts at individual, institutional and policy levels through raising the awareness on international instruments on countering organized crime, including international initiatives and applications on export/import and dual use items control, strengthening the capacities of law enforcement agencies and training institutions and through producing recommendations based on international standards and best practices for the amendments of the national customs-related legislation. Nonetheless, further support is needed to ensure the long-term impact in terms of improvement of the trade and border control regulations in order for Turkmenistan to be in line with the UNSCR 1540.
Human rights and Gender	TKMX57 promoted and took into account gender mainstreaming aspects; however, the involvement of women into the project's activities was quite limited due to the existing substantial gender gap in the Turkmen law enforcement agencies. Human rights were incorporated effectively in all project activities.

IV. RECOMMENDATIONS

Evaluation Criteria	Recommendations	Relevant Stakeholders (Recommendation made to whom)
Overall	TKMX57 should be considered as a basis for further initiatives. UNODC should consider more targeted future interventions on UNSCR 1540 in Turkmenistan with the focus only on those areas where it has the added value and exceptional expertise, such as strengthening export control legislation (governing export, import and transit of controlled CBRN goods) and national criminal legislation, as well as control measures (border and customs controls in line with paragraph 3).	POTUK, UNODC ROCA and UNODC HQ
	Future financial support is critical to ensure that the effects of this project and its activities are entrenched and capacity is developed to ensure the effective implementation of the UNSCR 1540 by Turkmenistan and subsequent legislation, policies and strategies in export control system.	Development partners
Design	Re-visit the project formulation phase in case of a follow-up project. To set realistic results taking into consideration the project duration and country context. To ensure the involvement of partners in the project planning and design to secure the national ownership of the project activities and the sustainability of the results and outcomes.	POTUK
	In future interventions, the project development should proceed from the Logframe. Special emphasis should be placed on establishing logical links and clearly specified indicators with sex-disaggregated data, so that the Logframe can serve as a management tool for oversight of project delivery and also for monitoring and evaluation.	POTUK, UNODC ROCA and UNODC HQ
	To consider building into the project design of a proper assessment of risk and assumptions relating to variations in the project intermediate objectives and associated outputs and activities over the lifespan of the project. This will allow for better mitigation of the risks and for undertaking timely adjustments.	POTUK, UNODC ROCA and UNODC HQ

	On the stage of design of future interventions, to include different types of training and methodologies such as "blended learning" – a combination of workshops and mentoring, as well as on job training - to provide continuous learning opportunities to the law enforcement agencies.	POTUK, UNODC ROCA and UNODC HQ
Effectiveness	In future projects on UNSCR 1540, to expand the target group and include all relevant line ministries such as the Ministry of Agriculture, the Ministry of Health, the Ministry of Energy, etc. in addition to the law enforcement agencies in order to the raise awareness of all relevant stakeholders on dual-use goods.	POTUK
	Taking into consideration the construction of the new international airport in Ashkhabad and the conducting of the 5th Asian Indoor and Martial Arts Games in 2017, to consider conducting capacity building activities on such topics as risk profiling, advanced search techniques in airports, seaports, land checkpoints during large gatherings of people, intelligence/information (sharing and gathering) between law enforcement authorities at the regional level, usage of harmonized system database on the classification of goods.	POTUK
	The development of 'master trainers' (via ToT) to provide sustainable capacity development should be exploited further. TKMX57 made good use of targeting educational institutions (e.g. the Customs Training Academy) for the ToT segment. In a next phase, the project should explore and seek to include participants across other law enforcement training centers as well. The beneficiary entities should provide additional support for master trainers to develop.	
Efficiency	To ensure the preparation of the project's M&E plan during the project's inception phase with a clear description of monitoring and evaluation processes and tools, specification of indicators definitions, inclusion of baseline data and targets, specification of data sources, frequency of data collection, and responsible persons. It is recommended to set clear mechanism for the provision of management responses to ensure the utilization of the monitoring data.	POTUK
	To ensure that the UNODC local project staff are able to carry out their M&E responsibilities, it is necessary that the local project staff undergo a thorough M&E training and use different M&E tools in order to effectively monitor the progress of the activities.	UNODC HQ and UNODC ROCA
	To improve the training component of future projects by including systemized pre- and post-testing methodologies. This will allow for enhanced and accurate measuring of capacity development amongst trainees.	POTUK
	To improve the contents of project progress reports in	POTUK and

	order to provide valuable information for interested parties that clearly illustrate the current state of the project with respect to the project's accomplishments status within the reporting period, challenges in the project implementation, as well as the project summary. To consider the introduction of the requirement to report on gender and human rights in the annual progress reports.	UNODC HQ
Sustainability	In future interventions, to develop exit plans to ensure the sustainability of the project results on national and local level.	POTUK
Human rights and Gender	In future interventions, to mainstream gender in the situation analysis, the project goals, outputs, indicators, and monitoring and evaluation framework on the stage of the project design.	POTUK

V. LESSONS LEARNED

The implementation of this Project has brought a number of lessons and good practices that are relevant for the implementation of a similar project in the future. Key good practices and lessons include the following:

Good Practices	Training programmes preceded by a training needs analysis assist in determining the necessity of the training, the objective of the training, identifying the content of the training, the training materials and the participants. It ensures that the participants who attend the training have the correct skills and experience and utilise the training provided within their own agencies.
	The combination of international and national trainers is a highly effective means of teaching, as it allows for sharing international best practices adjusted to the country context.
	Usage of a facilitator who possesses thematic expertise and knowledge of one of the national languages proved to be highly effective, as it allows for holding effective discussions during the meetings of the interagency working group.
Lessons Learned	One-off training is normally not enough to change the activities and processes of individuals and their organizations. Hence, sustainable and long-term training solutions should be considered using partner institutions.
	Training conducted outside the context of a comprehensive and grounded capacity development plan, focusing on the learning needs, circumstances and basic capabilities of those to be trained, as well as organizational priorities, is unlikely to have any impact for either the trainee or the organization.
	Before setting up an interagency working group to deal with any legislation review, it is necessary to identify the existing procedure and the authorities possessing the right of legislative initiative in the country in order to be able to define the proper mandate of the working group and invite all relevant stakeholders from the outset.
	In the case of establishment of the interagency working group, it is necessary to ensure the representation of the Ministry of Foreign Affairs, which has the power to assign to the respective Ministries to follow-up and/or implement tasks/recommendations set/developed by the working group.
	Based on the TKMX57 model of governance structure for small-scale projects, the usage of a system of assigning focal points from the main recipient agency instead of setting up of a Project Steering Committee might work more effectively, as it ensures better daily follow-up and administrative level cooperation.
	Limited access to the Internet in Turkmenistan shows the need to distribute more hard copies of the training materials during the capacity building events.
	Certificate of the training completion should be issued only after a successful exam, as it will allow for creating more incentives/motivation for the trainees to participate more actively in the training.

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

I. BACKGROUND AND CONTEXT

Project number:	TKM/X57
Project title:	Strengthening Customs service and other law enforcement agencies' capacity in implementing border and trade control, in particular, export/import control regimes
Duration:	01 December 2012 – 30 June 2016 Project was approved only as of 25 February 2013, and the project entered into its active phase of implementation in 2014 only.
Location:	Turkmenistan
Linkages to Country Programme:	n/a
Linkages to Regional Programme:	UNODC Regional Program on Afghanistan and Neighbouring Countries.
Linkages to Thematic Programme:	Countering transnational organized crime and illicit trafficking, including drug trafficking
Executing Agency:	UNODC
Partner Organizations:	World Customs Organization (WCO), Organization for Security and Co-operation in Europe (OSCE)
Total Approved Budget:	USD 660,500
Donors:	USA
Project Manager/Coordinator:	Mr. Chary Atayev
Type of evaluation (mid-term or final):	Final Independent Project Evaluation
Time period covered by the evaluation:	01 December 2012 – 30 June 2016 Project was approved only as of 25 February 2013, and the project entered into its active phase of implementation in 2014 only.
Geographical coverage of the evaluation:	Turkmenistan
Planned budget for this evaluation:	US \$30,000
Core Learning Partners (entities):	Ministry of Internal Affairs State Customs Service State Border Service

Project overview and historical context in which the project is implemented

The project TKM/X57 – “Strengthening Customs service and other law enforcement agencies’ capacity in implementing border and trade control, in particular, export/import control regimes” was set to get started in 2012, to support related activities in Turkmenistan, with an initial total approved budget of US\$ 660,500.

The original objective of the project was to enhance Customs and other law enforcement agencies’ capacity to implementing border and trade control, in particular, export/import control regimes under counterterrorism related international instruments. Thus, the project originally intended to assist the national Customs and other law enforcement agencies i) to raise awareness on international instruments on countering organized crime, including international initiatives and applications on export/import and dual use items control, ii) to strengthen the capacities of law enforcement, in particular Customs Training academies placing more emphasis on train-the-trainer programs and training materials iii) to set up a resource center to be utilized by the Customs and other law enforcement agencies and officials iv) to review the national legislation and export/import control related regulations to produce recommendations based on international standards and best practices ; and v) to act as an additional platform to foster bilateral, regional and international cooperation in countering organized crime and terrorism

However, for a number of reasons (consideration and approval of projects takes long time due to bureaucracy system), the project was approved only as of 25 February 2013, and the project entered into its active phase of implementation in 2014 only, covering only activities in Turkmenistan.

Since 2007, the Government of Turkmenistan has shown greater commitment in the promotion of peace and stability in the region by cooperating with the international community, in particular with the UN specialized agencies. Over the recent years there has been a shift from the traditional UNODC crime based outcomes towards a broader range of activities in support of the UN Conventions on Transnational Organized Crime and its Protocols, the UN Convention against Corruption and the UN legal instruments against drugs and terrorism. Much effort has gone into promoting adherence to these instruments and in supporting States in bringing their domestic laws into compliance with them. UNODC has also helped to strengthen criminal justice institutions through training and equipping national governments to enforce and adjudicate the law. To this end a number of regional and national training activities for law enforcement officers will be implemented. Turkmenistan ratified the Convention on counter terrorism, and the workshops within the Project is intended to assist the national Customs and other law enforcement agencies to raise awareness on international instruments on countering organized crime, including international initiatives and applications on export/import and dual use items control, to strengthen the capacities of law enforcement, in particular Customs Training academies placing more emphasis on train-the-trainer programs and training materials; it is planned to review the national legislation and export/import control related regulations to produce recommendations based on international standards and best practices.

The Government is continuously hosting or facilitating national, regional and international workshops and conferences in Ashgabat and actively taking part in the meetings abroad in order to create an added value to the promotion of cross-border cooperation, peace and stability in the region.

Additionally, the Government pays great attention to and invests into the improvement of its border control infrastructure and facilities, including provision of modern monitoring, search and

detection of equipment to effectively combat drug trafficking and all kind of trans-boundary crime.

Concerning the legal framework, Turkmenistan has acceded to all UN drug and crime conventions and most of the international conventions relating to WMD including the Nuclear Non-Proliferation Treaty (1994).

The national legislation identifies responsible ministries and agencies within the government, in particular the State Customs Service and the State Border Service and, to combat border related crimes and to exercise control over and dual items trade. At the same time, the export/import regulation system in place requires to be further developed to meet internationally-accepted standards.

Furthermore, the Government of Turkmenistan actively cooperates with the UN 1540 Committee which is set up by the United Nations Security Council Resolution (UNSCR) 1540 (2004). The country has informed the 1540 Committee that the administrative regulations are in place to prevent and detect illicit cross-border movement of items as described under the Biological, and Chemical Weapons Conventions and Nuclear Non-Proliferation Treaty.

In fact, the UNSCR 1540, in particular paragraph 3 (c), provides that all States shall “develop and maintain appropriate effective border controls and law enforcement efforts to detect, deter, prevent and combat, through international cooperation when necessary, the illicit trafficking and brokering in such items in accordance with their national legal authorities and legislation and consistent with international law”.

The objective and programme of work requires the project to coordinate very closely with other international stakeholders, including IAEA, WCO, INTERPOL, OPCW, OSCE, UNRCCA, UNDP, EC, UN 1540 Committee, besides the national law enforcement agencies.

The country also takes part in the UNRCCA led organized crime initiatives and programs.

Additionally, the project is supplemental to and in line with UNODC GLOG80 “Container Control Programme–Turkmenistan segment”, and UNODC Regional Program on Afghanistan and Neighbouring Countries. The Project also establishes a linkage between its stated objectives and the UN Sustainable Development Goals (SDGs). In addition to providing new assistance in response to the emerging threats, the project will continue to be one of the anchors for strengthening UNODC’s response in drug control and crime prevention issues in Turkmenistan. It will work in tandem with the strategy elaborated in the new ROCA programme, the RP and will be embedded within the overall strategy of the ROCA programme.

Justification of the project and main experiences/challenges during implementation

The project objectives are currently pursued through and contribute to Turkmenistan, and in particular, the State Customs Service to develop its own training capacity via advanced and train-the-trainers training courses, supportive curriculum and training materials, national and international workshops for sharing best practices, research centres and most importantly through setting up a joint expert group to review the relevant national legislation and export/import control lists and produce recommendations for further consideration by the Government.

For a number of reasons (e.g. technical issues with internal procedures, consideration and approval of projects takes long time due to bureaucracy system related to the project which has

led to the budget revision/amendments, delay with the approval of the project by the Turkmen Government), the project entered into its active phase of implementation in 2014 only. POTKM maintained regular contacts with national counterparts from the Ministry of Foreign Affairs to ensure/facilitate the relevant approval which was eventually made and formally communicated in February 2013. A budget revision was also initiated and completed.

The originally anticipated project timeframe was not fully met due to: 1) a delay in the approval of the project document by the Government of Turkmenistan. The project was approved only on 25 February 2013 i.e. three months later from the estimated starting date; 2) the departure of International Project Coordinator based in the UNODC Programme Office in Turkmenistan (POTUK) in 2011, who was responsible for the implementation of the project. In 2013-2014, the project accomplished a number of project activities (workshops, Joint Customs Legislative review group meetings, conference, study tours, Train the Trainer events etc.), however additional time was required to complete all planned activities.

The project assistant position is cost-shared with the GLOU40 project and she fully took up her duties under the project in the second half of December 2013.

The process of recruiting the National Project Officer (NPO) was completed in December 2013, the NPO took his duties in January 2014.

The appointment of a focal point on 30 July 2014 for the State Customs Service (SCS) positively affected the implementation of the project by ensuring the daily follow-ups and the administrative level cooperation.

The recruitment of an international consultant in August 2014 from the UNODC roster has had a significant and positive impact on project planning and delivery. His huge experience in customs related matters, international best practice and working for international organizations, influenced project implementation. Trainings, curriculum materials and working documents were developed in line with international standards and specific aspect of customs work were highlighted.

In October 2014, a strategic activity plan for all project activities covering the new proposed project time frame (until 30 June 2016) was submitted for the approval of Turkmen SCS. The Activity Plan for 2015-2016 was approved by the Government of Turkmenistan on 10 November 2014.

In November 2014, an 18 month no-cost extension of the project was approved and granted to implement activities that had not been implemented before: Advanced Workshop, Training of Trainers, Legislative Review Group Meetings, Study visit. The main changes in this project revision refer to the timeframe, in view of completing all activities envisaged by the project.

Moreover, in connection with the 20th anniversary of Neutrality of Turkmenistan, which was celebrated at a high level with the participation of the heads of countries and the high level officials, the Turkmen MFA requested not to conduct any activities in December 2015, for reasons of safety and efficacy.

Due to the implementation of Umoja system and difficulties occurred during the ramp up period, work was suspended and some of activities (Joint Legislative Review Group Meetings, advanced workshop and Train the Trainer event) were postponed for the year 2016 with completion of the project planned for 30 June 2016.

Project documents and revisions of the original project document

The initial project document was produced in December 2012. Due to extension the project duration the project subsequently went through one project revision in November 2014.

The reason for the project revision in November 2014 was an 18-month no-cost extension of the project. The main changes in the project revision refer to timeframe, with a view to complete all activities envisaged by the project before completion of the project by 30 June 2016.

UNODC strategy context, including the project's main objectives and outcomes and project's contribution to UNODC country, regional or thematic programme

The project is in line with the UNODC Programme for Central Asia and will contribute to its sub-programme 1 "Countering transnational organized crime and illicit trafficking, including drug trafficking", which allows UNODC to assist government to tackle drugs and crime related challenges in Turkmenistan.

Member States as a means of harmonizing delivery.

The expected accomplishments are detailed below in the terms of project objective and outcomes.

Project objective: To enhance Customs and other law enforcement agencies' capacity to implementing border and trade control, in particular, export/import control regimes under counterterrorism related international instruments.

Outcome 1: Customs and other law enforcement agencies implement knowledge and skills in international trade and border control, in particular export/import control regime, gained at UNODC-supported trainings

Outcome 2: Recommendations on updates of the trade and border control, and in particular, export-control-related national regulations, are submitted to relevant authorities for their considerations

Relationship with Country/Regional/Thematic Programmes: UNODC Programme for Central Asia 2015-2019.

The program to combat illicit drug trafficking, psychotropic substances and precursors and assistance to people who use drugs and psychotropic substances, 2011-2015RP: UNODC Regional Program on Afghanistan and Neighbouring Countries.

TP: Action against transnational organized crime and illicit trafficking, including drug trafficking.

Sub-programme 2: regional and national capacity building and technical assistance. Outcome 2.2: Strengthening national and regional capacity and international cooperation for law enforcement, criminal intelligence, border control and criminal investigation in order to more effectively assess, identify, collect evidence and ultimately control criminal activity the flows of illicit goods and services.

II. DISBURSEMENT HISTORY

Total Approved Budget (01/12/2012 – 30/06/2016))	Expenditure (01/12/2012 – 03/02/2016)	Expenditure in % (01/12/2012 – 03/02/2016)
660,500	496,625	75.19%

During the past 4 years, there have only been two donations (both by the USA) to two pledged amounts of \$373,000 (in 2011) and \$287,500 (in 2013), for a total approved budget of \$660,500.

III. PURPOSE OF THE EVALUATION

Reasons behind the evaluation taking place

This is a final independent project evaluation and is initiated by the project manager. No independent project specific evaluation has been conducted in the past 4 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 evaluation will be focused on providing accountability to donors by assessing whether project objectives were met and resources were wisely utilized; identifying areas of improvement for future projects' implementation; providing lessons learned, best practices and recommendations to be used in other projects. The following evaluation criteria will be further assessed: effectiveness, efficiency, impact, sustainability, partnerships and gender & human rights issues.

Assumed accomplishment of the evaluation

Through this evaluation, UNODC should obtain a frank assessment on the effectiveness of the activities conducted in this specific area and draw on recommendation and lessons learned to inform future programming, i.e. UNODC Regional Program on Afghanistan and Neighbouring Countries. This evaluation will also offer an opportunity to increase accountability for all stakeholders involved and identify problems that may have to be addressed differently in the future.

Specific questions, among others, that are expected to be answered include; to what extent has the Project contributed to the State's improved capacity of implementing border and trade control, in particular, export/import control regimes under counterterrorism related international instruments?; and to what extent are the project results likely to continue / be sustained after the project has finished?

The main evaluation users

The main users and benefactors of this evaluation will be the UNODC Regional Office for Central Asia and Regional Programme for Afghanistan and Neighbouring Countries, Core Learning Partners (see Annex III) and the project donors and law enforcement agencies of Turkmenistan.

IV. SCOPE OF THE EVALUATION

The unit of analysis to be covered by the evaluation

The scope of the independent evaluation will particularly focus on assessing impact and sustainability of the project implementation including i) raising awareness on international instruments on countering organized crime, including international initiatives and applications on export/import and dual use items control, ii) strengthening the capacities of law enforcement, in particular Customs Training academies placing more emphasis on train-the-trainer programs and training materials iii) setting up a resource center to be utilized by the Customs and other law enforcement agencies and officials iv) reviewing the national legislation and export/import control related regulations to produce recommendations based on international standards and best practices ; and v) acting as an additional platform to foster bilateral, regional and international cooperation in countering organized crime and terrorism.

The evaluation will further assess the relevance, effectiveness, efficiency, cooperation & partnerships, gender & human rights of these activities (training, data collection, knowledge products and equipment) conducted over the period 2013-2014-2016 at national level.

The time period to be covered by the evaluation

Activities conducted over the period 2014 until the end of the evaluation field mission (tentatively May 2016) at national level.

The geographical coverage of the evaluation

The scope for the geographical score of the training component of the project will be Turkmenistan. One field mission is planned, namely Ashkhabad (Turkmenistan).

V. EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS

The evaluation will be conducted based on the following DAC criteria: relevance, efficiency, effectiveness, impact, sustainability, as well as partnerships and cooperation, gender and human rights and lesson learned, and, will respond to the following below questions, however, provided as indicative only, and required to be further refined by the Evaluation Team.

Relevance
<i>Relevance is the extent to which the objectives of a project are continuously consistent with recipients' needs, UNODC mandate and overarching strategies and policies.</i>
1. To what extent has the project been relevant in supporting the enhancement of Customs and other law enforcement agencies' capacity to implementing border and trade control in Turkmenistan?
2. To what extent has the project revision addressed any shortcomings in the project design?
3. To what extent is the project relevant and appropriate in light of the Strategic Programme Framework, the Strategic Outline and the Regional Programme for Afghanistan and Neighbouring Countries?
4. To what extent are the objectives of the project aligned with, and responsive to, the current policy priorities and action plans of Turkmenistan?
5. To what extent is the project relevant to the respective Law enforcement's agencies needs and priorities?
Efficiency
<i>Efficiency is a measure of how resources/inputs (funds, expertise, time, etc.) are converted into outputs.</i>
1. To what extent has the project been implemented in a cost-effective and efficient manner?
2. To what extent is the structure and profile of the project management team appropriate to the needs of the projects?
3. To what extent was the project managed effectively and with timely responses to changing circumstances?
Effectiveness
<i>Effectiveness is the extent to which a project or programme achieves its objectives and outcomes.</i>
1. To what extent have project objectives, outcomes and outputs from the original project document been achieved?
2. How could project planning be improved to be more effective?
3. To what extent do the objectives, outcomes and outputs from the new project revision respond to present circumstances and stakeholder expectations?
Impact
<i>Impact is the positive and negative, primary and secondary long-term economic, environmental, social change(s) produced or likely to be produced by a project, directly or indirectly, intended or unintended, after the project was implemented.</i>
1. What is the anticipated long term impact of this project?
2. Have there been any positive or negative unintended results, which influenced results of activities?
Sustainability
<i>Sustainability is concerned with measuring whether the benefits of a project or programme are likely to continue after its termination. Projects need to be environmentally as well as financially sustainable.</i>
1. To what extent are project interventions sustainable in the long term?
2. To what extent are the project's results likely to continue after the project ends?
3. What measures are in place to ensure skills are retained within the target group?
4. What measures are in place to ensure future maintenance and repair of any equipment provided?
Partnerships and cooperation
<i>Partnerships and cooperation is a measure of the level of UNODC cooperation with partners and</i>

<i>implementing partners (e.g. donors, NGOs, Governments, other UN agencies etc.)</i>	
1.	How were the stakeholders identified, properly engaged and informed?
2.	What is the extent of their participation?
3.	To what extent did UNODC coordinate its interventions and alignment with other partners active in the field of trade and border control?
4.	What are the opportunities, achievements and/or challenges of the established partnerships?
Human rights and gender	
1.	To what extent has the project taken into consideration human rights concerns during the implementation of its activities and the design of the project?
2.	To what extent has the project taken into consideration the gender dimension of working with law enforcement officers at the border location and the design of the project?
Lessons learned and best practices	
1.	What lessons have been learned so far during the implementation of this project?
2.	Which, if any, best practices can be identified from the implementation of this project?

VI. EVALUATION METHODOLOGY

The methods used to collect and analyse data

Include desk reviews of relevant project documents and additional sources, one field missions, observations and interviews with the CLPs, additional stakeholders and the donor as well as surveys and questionnaires.

The sources of data

The evaluation will employ quantitative as well as qualitative methods of data collection and analysis. Interviews with CLP's and donors and relevant stakeholders are outlined in Annex III, as well as further interviews with stakeholders as proposed by the evaluator. Interviews with other UNODC POTKM staff involved into the precursor controlling.

Field mission to Turkmenistan and UNODC field office.

The data collected for this evaluation will be triangulated using a mixed methods approach, including different sources of data and different perspectives of analysis. The independent project evaluation is to be conducted following UNODC/IEU's evaluation policy, handbook, guidelines and templates, (to be found on the IEU website, <http://www.unodc.org/unodc/en/evaluation/index.html>), as well as UNEG Norms and Standards.

VII. TIMEFRAME AND DELIVERABLES

Time frame for the evaluation

6 April 2016 to 28 June 2016

Time frame for the field mission

It is anticipated that the evaluation will involve visit to Ashkhabad (Turkmenistan) and UNODC Project Office in Turkmenistan.

Tentative time-frame for mission May3-6, 2016.

Expected deliverables and time frame

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

All deliverables will be the responsibility of the Evaluator:

Inception report containing a refined work plan, methodology and evaluation tools in line with UNODC evaluation norms, standards, guidelines and templates to be submitted to IEU through the application on Independent Project Evaluation in ProFi. Following incorporation of comments by Project Management and the UNODC Independent Evaluation Unit (IEU), the finalized inception report should be cleared by IEU before any field mission is undertaken.

The field mission should end with an oral debrief to allow the clarification of any misunderstandings or misconceptions and to answer any points of confusion or ambiguity.

Draft evaluation report in line with UNODC evaluation norms, standards, guidelines and templates; to be reviewed and cleared by IEU.

The draft evaluation report should be reviewed by the Project Manager for factual errors and thereafter submitted electronically through ProFi to IEU for comments and clearance. Once the draft report is cleared by IEU, the report is shared by IEU with the CLPs for comments.

Final evaluation report in line with UNODC evaluation norms, standards, guidelines and template, including incorporating all comments, and management response (if necessary), and be submitted through ProFi for review and clearance by IEU.

The final evaluation report should include all findings, conclusions, recommendations and lessons learned for the future. All questions from the ToR need to be responded to, or clearly stated why it was not possible to answer some question.

Power point Presentation of evaluation findings and recommendations to CLPs and other key stakeholders

Duties	Time frame	Location	Deliverables
Desk review and preparation of draft Inception Report	06.04.2016-18.04.2016 (8 working days)	Home base	Draft Inception report containing: preliminary findings of the desk review, refined evaluation questions, data collection instruments (including questionnaire and interview questions), sampling strategy, evaluation matrix and limitations to the evaluation
Review and subsequent clearance of draft Inception Report by IEU (can entail various rounds of comments)	19.04.2016-25.04.2016 (3 working days)	Home base	Revised draft Inception Report
Deliverable A: Final Inception Report in line with UNODC evaluation norms, standards, guidelines and templates	By 26.04.2016	Home base	Final Inception report to be cleared by IEU
Interviews with staff at UNODC HQ/FO; Evaluation mission: briefing, interviews; presentation of preliminary findings	03.05.2016-06.05.2016 (4 working days)	UNODC/HQ; Turkmenistan	Presentation of preliminary findings
Drafting of the evaluation report; submission to Project Management for review of factual errors and to IEU for review and comments;	09.05.2016-24.05.2016 (12 working days)	Home base	Draft evaluation report
Consideration of comments from the project manager and incorporation of comments from IEU (can entail various rounds of comments)	25.05.2016-03.06.2016 (4 working days)	Home base	Revised draft evaluation report
Deliverable B: Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines	By 06.06.2016	Home base	Draft evaluation report, to be cleared by IEU

and templates			
IEU to share draft evaluation report with Core Learning Partners for comments	06.06.2016-15.06.2016		
Consideration of comments from Core Learning Partners	16.06.2016-17.06.2016 (2 working day)	Home base	Revised draft evaluation report
Final review by IEU; incorporation of comments and finalization of report (can entail various rounds of comments)	20.06.2016-27.06.2016 (3 working days)	Home base	Revised draft evaluation report
Deliverable C: Final evaluation report incl. Management response (if needed); presentation of evaluation results	By 28.06.2016	Home base; UNODC	Final evaluation report; Presentation of evaluation results. All to be cleared by IEU
Project Management: Finalise Evaluation Follow-up Plan in ProFi	By 30.06.2016		Final Evaluation Follow-up Plan to be cleared by IEU
Project Management: Disseminate final evaluation report			Final evaluation report disseminated

VIII. EVALUATION TEAM COMPOSITION

Number of evaluators needed

The final evaluation of the project will be conducted by an international evaluator identified by UNODC through a competitive selection process. The evaluator will have experience in evaluating technical assistance projects and be an expert in reviewing criminal justice and/or law enforcement structures. The evaluator will have experience in project related matters, national legislation and specifics of work of Turkmen law-enforcement agencies. Costs associated with the evaluator will be borne by the project.

The role of the evaluator

Carry out the desk review; develop the inception report, including sample size and sampling technique; draft and finalize the inception report and evaluation methodology, incorporating relevant comments, in line with the guidelines and template on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>; implement quantitative tools and analyse data; triangulate data and test rival explanations; ensure that all aspects of the terms of reference are fulfilled; draft an evaluation report in line with UNODC evaluation norms, standards, guidelines and templates on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>; finalize the evaluation report on the basis of comments received; present the final evaluation findings and recommendations to stakeholders.

More details will be provided in the respective job descriptions in Annex I.

Conflict of interest

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

The evaluator shall act independently, in line with UNODC evaluation norms, standards, guidelines and templates as well as UNEG Ethical Guidelines and in his/her individual capacity and not as a representative of any government or organisation that may present a conflict of interest.

IX. MANAGEMENT OF EVALUATION PROCESS

Roles and responsibilities of the Project Manager

The Project Manager is responsible for managing the evaluation, drafting and finalizing the ToR, selecting Core Learning Partners and informing them of their role, recruiting evaluators, providing desk review materials to the evaluator, reviewing the inception report as well as the evaluation methodology, liaising with the Core Learning Partners, reviewing the draft report for factual errors, developing an implementation plan for the evaluation recommendations as well as follow-up action (to be updated once per year), support the presentation of evaluation results and disseminate the final evaluation report.

The evaluation should be planned and conducted in close consultation with IEU. The evaluation tools and methodology must be agreed and cleared by IEU.

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

Interpretation will be arranged as needed.

Roles and responsibilities of the key evaluation stakeholders (Core Learning Partners)

Members of the Core Learning Partnership (CLP) are selected by the project managers 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. This includes reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action.

The general stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs. (see Annex III)

Roles and responsibilities of the Independent Evaluation Unit

The Independent Evaluation Unit (IEU) provides mandatory normative tools, guidelines and templates to be used in the evaluation process. Please find the respective tools on the IEU web site <http://www.unodc.org/unodc/en/evaluation/evaluation.html>.

IEU provides norms, tools and templates for the different stages of the evaluation process. IEU also advises on evaluation matters and is involved in the process described in the Roles and Responsibilities table for Independent Project Evaluations (to be found on the IEU website, <http://www.unodc.org/unodc/en/evaluation/index.html>). All deliverables of this evaluation (Terms of Reference; Inception Report; Draft Evaluation Report; Final Evaluation Report) as well as the selection of the consultants are to be reviewed and cleared by IEU.

Logistical support responsibilities

The Project Manager will be in charge of providing logistical support to the evaluation team including arranging the field missions of the evaluation team. For the field missions, the evaluation team liaises with mentors (Custom Focal, Point, Customs Training Center representative) as appropriate.

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

ANNEX II. EVALUATION QUESTIONS AS PER INCEPTION REPORT FOR THE FINAL EVALUATION OF TKMX57

Evaluation criteria	Key questions
Relevance	<ol style="list-style-type: none"> 1. To what extent has the project been relevant in supporting the enhancement of Customs and other law enforcement agencies' capacity to implementing border and trade control in Turkmenistan? <ul style="list-style-type: none"> ▪ To what extent is the project relevant to the respective Law enforcement's agencies needs and priorities? 2. To what extent is the project relevant and appropriate in light of the Strategic Programme Framework, the Strategic Outline and the Regional Programme for Afghanistan and Neighboring Countries? <ul style="list-style-type: none"> ▪ To what extent do the objectives, outcomes and outputs from the new project revision respond to present circumstances and stakeholder expectations? 3. To what extent are the objectives of the project aligned with, and responsive to, the current policy priorities and action plans of Turkmenistan? 4. To what extent has the project revision addressed any shortcomings in the project design?
Efficiency	<ol style="list-style-type: none"> 5. To what extent has the project been implemented in a cost-effective and efficient manner? 6. To what extent is the structure and profile of the project management team appropriate to the needs of the project? 7. To what extent was the project managed effectively and with timely responses to changing circumstances?
Partnerships	<ol style="list-style-type: none"> 8. How were the stakeholders identified, properly engaged and informed? <ul style="list-style-type: none"> ▪ What is the extent of their participation? 9. To what extent did UNODC coordinate its interventions and alignment with other partners active in the field of trade and border control? 10. What are the opportunities, achievements and/or challenges of the established partnerships?
Effectiveness	<ol style="list-style-type: none"> 11. To what extent have project objectives, outcomes and outputs from the original project document been achieved? 12. How could project planning be improved to be more effective?
Impact	<ol style="list-style-type: none"> 13. What is the anticipated long term impact of this project? 14. Have there been any positive or negative unintended results, which influenced results of activities?
Sustainability	<ol style="list-style-type: none"> 15. To what extent are project interventions sustainable in the long term? <ul style="list-style-type: none"> ▪ To what extent are the project's results likely to continue after the project ends? ▪ 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?
Human Rights and Gender	<ol style="list-style-type: none"> 16. To what extent has the project taken into consideration human rights concerns during the implementation of its activities and the design of the project? 17. To what extent has the project taken into consideration the gender dimension of working with law enforcement officers at the border location and the design of the project?

ANNEX III. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

Annex 3.1. Generic Interview Guide

Date:	
Name(s) and function(s) of interviewee(s) (for evaluation data analysis only):	
Gender (f/m):	
Organization:	
Country:	
Type of interview (f-2-f/skype):	

Thank you for taking the time to meet with me. My name is Katerina Stolyarenko. I am an independent evaluation consultant and was invited by the UNODC to undertake the final independent project evaluation of TKMX57 project. I am carrying out this evaluation to assess how well the project is meeting the needs of internal and external stakeholders like you and to find out how various aspects of the project have been working during February 2013-June 2016.

This interview is voluntary; you can withdraw at any time, either before or during the interview. There are no right or wrong answers. I want to hear your thoughts, based on your experience and your involvement with the project. The interview should not take more than 60-90 minutes to complete. Following the interview, I may want to contact you again in a few days to confirm or clarify some of the information you have shared with me.

Are you willing to be interviewed for this evaluation?

Yes No

The information you provide will be essential to understanding the achievements and limitations of the TKMX57 project. The information that will be provided by you is confidential and your name, position and organization will not be displayed in the evaluation report. I will not attribute any information that I receive to you, either in any report, transcript or notes from this discussion, or any conversations.

If you have no objections, I would like to record this discussion, but I wish to assure you that all recordings and notes will remain confidential and will be kept in a safe place. The recordings will be used for data analysis purposes only.

Do you mind if I record the interview? Yes No

	Key Questions	Follow-Up Questions
<i>Introduction (all)</i>	Please describe your role in the TKXM57 Project	What is the TKXM57 Project history (only for National Project Officer)?
<i>Effectiveness (all)</i>	<p>Could you describe the main achievements of the Project during its implementation?</p> <p>In your opinion, what project component was the most successful? Please explain your response.</p>	<p>What factors were crucial for the achievements and/or failures?</p> <p>What are the major challenges and obstacles that the project encountered? Was the project able to cope with them or may they prevent the project from producing the intended results?</p>
<i>Design (if relevant)</i>	<p>Was the project designed in a participatory manner? (Probe: How the needs of the target groups were assessed? Were needs assessment or diagnosis analysis conducted on the inception phase of the project?)</p> <p>How was the Logical Framework developed/revised?</p> <p>In your opinion, is the Project's theory of change clearly articulated?</p>	<p>Are targets well specified in the PRODOC, including clear and concise performance indicators?</p> <p>Is there a clear and logical consistency between the objectives, inputs, activities, outputs in terms of quality, quantity, time-frame and cost-efficiency?</p> <p>Are the partners and beneficiaries well identified in the PRODOC?</p> <p>Are prior obligations and prerequisites (assumptions and risks) well-specified and met?</p> <p>Is the managerial and institutional framework for implementation well defined?</p> <p>Is the work plan practical, logical and cohesive?</p> <p>Is the planned project duration realistic?</p>
<i>Relevance (for all)</i>	How relevant is the TKMX57 project from your point of view to the needs of (1) recipient government and (2) respective beneficiaries' agencies?	Considering evolution of the context over time, to what extent did the project adapt to these changes?
<i>Efficiency (if relevant)</i>	<p>Is the management structure of TKMX57 enabling an efficient implementation of the project? Describe strengths and weaknesses.</p> <p>Did the appointed focal point for the State Customs Service provided sufficient support for effective project implementation?</p> <p>In your opinion, how adequate is the funding allocated for TKMX57 compared with planned</p>	<p>Were roles clearly defined? Were technical and administrative support services to project manager adequate?</p> <p>Was communication/coordination within the UNODC and sister projects adequate?</p> <p>Was project implementation sufficiently flexible to be able to deal with unforeseen events?</p> <p>Were there any financial constraints (if any) in TKMX57 implementation process?</p> <p>Was the project budget underspent? If</p>

	<p>activities?</p> <p>Has the UNODC project management team efficiently supported your agency efforts in this project? <i>(only for partners)</i></p> <p>To what extent are you satisfied with reporting (progress and financial)? <i>(only for donor and ROCA)</i></p> <p>What is the quality and timeliness of the monitoring, administrative and financial support provided by ROCA and HQ? <i>(only for POTUK)</i></p>	<p>yes, please name the main reasons for that.</p> <p>Describe the project monitoring plan and implementation? How was it established? How was it used? What tools did the project use to collect information on its performance and outcomes?</p> <p>What constraints did the project experience in tracking its performance (example, how did it track and verify how many/who was trained in various training programs?)</p> <p>What constraints did the project experience in tracking/verifying its outcomes?</p>
<i>Impact (if relevant)</i>	<p>To what extent have the project's development objective been reached? Evidence for that?</p> <p>Have there been unforeseen impacts?</p>	<p>What was the nature of commitments of your institution?</p> <p>To what extent have project national stakeholders fulfilled the obligations/responsibilities agreed upon in providing support towards the implementation of the project?</p> <p>Which challenges have project national stakeholders experienced that have prevented them from fulfilling their obligations/responsibilities to provide support to the project?</p>
<i>Sustainability (if relevant)</i>	<p>Which TKMX57 project activities are most/least sustainable?</p>	<p>What plans has UNODC put in place to sustain the results of the project (i.e. exit strategy)?</p> <p>What are potential risks/constraints to these (mechanisms, programs, reforms) being sustained?</p>
<i>Partnerships (if relevant)</i>	<p>Are you satisfied with the level of collaboration and coordination between UNODC Project and your institution? Please elaborate.</p> <p>In which areas did you collaborate with the TKMX57? Were there any synergies? <i>(only for other partners active in the field of trade and border control?)</i></p>	<p>To what extent have your concerns (if any) been sufficiently addressed by the project? (Probe: What were the key mechanisms used for communication? Were you kept informed on project progress?)</p>
<i>HR&G (if relevant)</i>	<p>To what extent are gender considerations and human rights included in the TKMX57 project development and implementation?</p>	<p>Were the selection of officers for training events based upon gender? What measures were taken in order to ensure the inclusion of women and other potentially marginalised groups in the</p>

		implementation of the project?
<i>Lessons Learned/Best Practices (if relevant)</i>	What were the key lessons for TKMX57 from this project?	What 'good practices' could be applied to future UNODC projects?
<i>Closing (for all)</i>	Is there anything more you would like to add?	

Annex 3.2. Beneficiary Survey Questionnaire

INTRODUCTION

Dear TKMX57 partner,

At the moment, UNODC is conducting an independent final evaluation of the TKMX57 project implemented between February 2013 and June 2016. The goal of this evaluation is to assess how well the project is meeting the needs of internal and external stakeholders, like you, and to find out how various aspects of the project have been working.

This survey is voluntary; you can choose not to participate or withdraw at any time during the survey. There are no right or wrong answers. I want to hear your thoughts, based on your experience and your involvement with the project. The survey should not take more than 10-15 minutes to complete.

The information you provide will be essential to understanding the achievements of the UNODC project. All information you provide through this survey will remain confidential. In case you provide enough detail in your answers that may identify you and/or your organization, please be reassured that your answers will be kept strictly confidential (only researchers would know/be able to identify you and your organization). No information or responses will be linked to you.

Please note that all answers will remain strictly confidential. I will not connect the responses, which you provide via survey, to you, in any reports, transcripts, notes, or any conversations that I may have.

If you agree to participate, please proceed with completing this survey.

Thank you again for your help in collecting this valuable information!

BACKGROUND INFORMATION ABOUT THE PARTICIPANT

Gender: Male Female I'd rather not say

Name of the organization: _____

1. In which event(s) organized by the UNODC TKMX57 project did you take part?
(please tick everything that applies)

Trainings

- Training on Raising the awareness on International Shipment of Strategic Goods and enhancing trade facilitation (29 September - 2 October, 2014)
- Training on Raising the awareness on International Shipment of Strategic Goods and enhancing trade facilitation (24 - 27 November, 2014)
- Training on Control on transit shipment at national, regional and international level (3-6 March, 2015)
- Training on International Controlled Delivery Enforcement, encompassing enforcement and detection techniques, control of transit shipment at national, regional and international level (19-22 May, 2015)
- Training on the Role of the Turkmen State Border Service in the International Enforcement Control of Strategic and Dual Use Goods: Risk Management and Profiling (17-20 August, 2015)
- Training on the Role of the Turkmen Law Enforcement Agencies in the Non-Proliferation of Weapons of Mass destruction: The Related Enforcement Techniques Training on Strategic goods and dual-use goods (24-27 August, 2015)
- Training on the Role of the State Customs Service of Turkmenistan in Enforcement Control of Strategic and Dual Use goods within Sea Ports. Risk Profiling and Management (28 September-2 October, 2015)
- Training on the Role of the Turkmen State Law Enforcement Agencies in the interdiction of illegal trafficking of strategic goods (within the UN Resolution 1540) (25 – 29 April, 2016)

ToT

- ToT for the Turkmen Law Enforcement Agencies: The Related Enforcement Training Techniques and Methods of Learning (23-27 November, 2015)
- ToT for the Turkmen Law Enforcement Agencies: The Related Enforcement Training Techniques and Methods of Learning. (June 6-10, 2016)

Study Tours

- TSCS study tour to the WCO (Brussels, Belgium) on April 8-11, 2014
- TSCS study tour to the UKBF (London, UK) on June 6-13, 2015

Conferences

- UNODC Regional Conference (30 June -1 July, 2015)

ASSESSMENT OF UNODC EVENT(S)

Using the scale from 1 to 5 (where 1 corresponds to 'low' and 5 to 'high', and X no opinion) how would you rate

Relevance of the attended UNODC event(s) to your current work or functions	1 2 3 4 5 X
Relevance of the attended UNODC event(s) to your institution's need	1 2 3 4 5 X
Extent to which the content of the event(s) matched the announced objectives	1 2 3 4 5 X
Usefulness for you of the information that you have acquired	1 2 3 4 5 X
Extent to which the event(s) met your needs	1 2 3 4 5 X
Overall usefulness of the attended UNODC event(s)	1 2 3 4 5 X

BENEFITS OF PARTICIPATION IN THE UNODC EVENT(S)

4. As a result of attending this event(s), I see the value to me in the following ways (check all that apply):

- I gained one or more specific ideas that I can implement in my area of practice.
- I learned a new approach to my practice.
- It may help me do a better job.
- I do not see the impact of this event on my job.
- Other (please specify)

5. By attending this event(s), I believe (check all that apply):

- I was able to update my skills.
- I acquired new and/or advanced skills.
- I have better knowledge upon which to base my decisions/actions in the practice setting.
- I am reconsidering my views toward the topic(s) presented.
- The topic presented was appropriate, but I am undecided as to my own views.
- Other (please specify)

1. Which aspects of the event(s) have proved to be of most value to you in your work?

2. Did you have a chance to apply the attained knowledge and skills in your work?

- Yes (If yes, please go to question 8)
- No (If no, why?)

8. Please give at least one example of when you have used the knowledge and/or skills gained on the UNODC event(s).

Example(s)

9. Please give any feedback you consider important for UNODC to take into account when planning follow-up events in the future.

THANK YOU FOR YOU FEEDBACK!

Annex 3.3. Meeting Feedback of Legal Review Expert Group

Dear Member of the Legal Review Expert Group,

At the moment, UNODC is conducting an independent final evaluation of the TKMX57 project implemented between February 2013 and June 2016. The goal of this evaluation is to assess how well the project is meeting the needs of internal and external stakeholders, like you, and to find out how various aspects of the project have been working.

This survey is voluntary; you can choose not to participate or withdraw at any time during the survey. There are no right or wrong answers. I want to hear your thoughts, based on your experience and your involvement in the Legal Review Expert Group meetings. The survey should not take more than 10 minutes to complete.

The information you provide will be essential to understanding the achievements of the UNODC project. All information you provide through this survey will remain confidential. In case you provide enough detail in your answers that may identify you and/or your organization, please be reassured that your answers will be kept strictly confidential (only researchers would know/be able to identify you and your organization). No information or responses will be linked to you.

Please note that all answers will remain strictly confidential. I will not connect the responses, which you provide via survey, to you, in any reports, transcripts, notes, or any conversations that I may have with persons outside of this evaluation.

If you agree to participate, please proceed with completing this survey.

Thank you again for your help in collecting this valuable information!

Please fill in the following information before you answer the question.

Gender: Male Female I'd rather not say

Organization: _____

*Overall, please tell us how **productive the meetings** are using a 1 to 4 scale where 1 means 'not at all productive' and 4 means 'extremely productive'.*

	1-Not at all productive	2-A little productive	3-Mostly productive	4-Extremely productive	Do not have opinion/Do not know
How productive are the Expert Group meetings?					

*Now we have a few questions about the **meetings content and their organization**. Please tell us how often the following activities occur in Legal Review Expert Group meetings using a 1 to 4 scale, where 1 means 'never' and 4 means 'always'.*

	1- Rarely/Never	2- Sometimes	3-Most of the time	4-Always	Do not have opinion/Do
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					not know
Setting objectives in advance of the Expert Group meetings					
Circulation of agenda in advance of the meetings					
Starting meetings on time					
Setting adequate time limits for each item on the agenda					
Clearly defining roles for the meetings (facilitator, minute taker, etc.)					
Accomplishing objectives for the meetings					
Agree on follow-up actions of the meetings and assigning responsibilities and deadlines for their implementation					
Providing a well-suited place for a meetings (quiet, ample work space, facilities/materials/supplies available)					
Keeping meeting minutes					
Circulating meetings minutes					

Please tell us your level of agreement with the following statements about the Legal Review Expert Group meetings using a 1 to 4 scale, where 1 means 'you strongly disagree' and 4 means 'you strongly agree'.

	1-Strongly disagree	2-Disagree	3-Agree	4-Strongly agree	Do not have opinion/Do not know
The results that the Legal Review Expert Group is expected to deliver are clear.					
My role and responsibilities in helping to achieve these results is clear.					
I feel that my input is valued.					
Expert Group members are:					
(a) Knowledgeable					
(b) Experienced					
(c) Respected leaders in their field					
(d) Collaborative					
(e) Engaged in the group's work					

Do you have any suggestions on how to improve the effectiveness of the Legal Review Expert Group meetings?

Do you currently use aspects of the Expert Group process and products in your work?

Yes (if yes, please provide an example of current use) No

Has your Legal Review Expert Group experience led to other collaborations or partnerships in your work, or are you expecting that it will?

Yes No

How often do you communicate with your Legal Review Expert Group members?

Once a week Several times a month Several times a year Never

What is the single most important change you would make to the Expert Group process?

Do you have any other general comments?

THANK YOU FOR COMPLETING THE QUESTIONNAIRE!

Annex 3.4. Interview Guide for Trainees

Date:	
Name(s) and function(s) of interviewee(s) (for evaluation data analysis only):	
Gender (f/m):	
Organization:	

Thank you for taking the time to meet with me. My name is Katerina Stolyarenko. I am an independent evaluation consultant and was invited by the UNODC to undertake the final independent project evaluation of the project TKMX57. I am carrying out this evaluation to assess how well the project is meeting the needs of internal and external stakeholders like you and to find out how various aspects of the project have been working during February 2013-June 2016.

This interview is voluntary; you can withdraw at any time, either before or during the interview. There are no right or wrong answers. I want to hear your thoughts, based on your experience and your involvement with the project. The interview should not take more than 30 minutes to complete. Following the interview, I may want to contact you again in a few days to confirm or clarify some of the information you have shared with me.

Are you willing to be interviewed for this evaluation?

Yes No

The information you provide will be essential to understanding the achievements and limitations of the TKMX57 project. The information that will be provided by you is confidential and your name, position and organization will not be displayed in the evaluation report. I will not attribute any information that I receive to you, either in any report, transcript or notes from this discussion, or any conversations that I may have.

If you have no objections, I would like to record this discussion, but I wish to assure you that all recordings and notes will remain confidential and will be kept in a safe place. The recordings will be used for data analysis purposes only.

Do you mind if I record the interview? Yes No

Interview Questions

1. In which UNODC training courses have you participated?
2. How were you selected for participation in UNODC ToT Course(s)?
3. In your opinion, what competences do trainers need to successfully provide trainings for Turkmen Law Enforcement Agencies? Were they developed by UNODC? If yes, how? If no, why?
4. How do you assess the quality of the UNODC ToT Course(s) and manuals, and expertise of the tutors on 5 point-rating scale? Were the ToTs sufficient/adequate in terms of training themes and duration? Were the provided training materials relevant and useful? What else would be needed?
5. What do you like best about the UNODC ToT Course(s)? Please elaborate
6. Did your participation in UNODC ToT Course contribute to the establishment of (informal) knowledge-exchange and networking among course participants?
7. What were the major results of the UNODC ToT Course(s) for you?
8. How you are going to further use the acquired knowledge and skills in your work as a trainer?
9. If you participated in the previous UNODC TOT Course(s), how have you utilized the ToT in your work? Please be specific and give examples.
10. Suppose that you were in charge and could make one change that would make the project better. What would you do?

Annex 3.5. ToT Observation Form

Date:		Training Title:	
Place:			
Audience:		No. of training participants:	
Name of Trainer(s):		Gender:	
Learning Objectives of training: What are participants supposed to learn?			

INSTRUCTIONS: There are two parts to this observation instrument.

Part I: Complete Part I first by taking notes throughout the training. On the left-hand side of the paper, write down only what you see and hear from both trainer(s) and participants. Note some of the following:

- How the ToT was set-up by the trainer(s)?
- What participants and trainer(s) said during the ToT on the topics discussed?
- How time was used?
- What questions were asked?
- How questions were answered?

On the right-hand side of the paper write down impressions and questions you have about what you are seeing and hearing.

- Did the trainer(s) set-up the training adequately?
- Was there lively interaction during the training?
- Did participants appear engaged in the training?
- How well did the trainer(s) monitor the training?
- Was there a clear learning objective communicated in the beginning of the training and reached during the training?
- Was an outline given during the introduction?
- Did participants learn or improve upon their knowledge and skills on the topics discussed during a training?³⁹
- Were knowledge tests (pre-post) conducted during the training?
- Were certificates issued for participants?

Part II: Complete a summary analysis based on the notes you took during the training. Draw from both these notes and your impressions when completing the summary.

³⁹ Note: It will be determined through the feedback received from participants during the training and interaction of the trainer with trainees. In addition, it will be assessed during interviews with trainees by the Evaluator.

Part I: NOTES

Data-based Observations	Interpretations/Questions/Comments

Part II: SUMMARY ANALYSIS

Use the notes taken during the training to answer the questions below.

#	Questions	1 Strongly disagree	2 Disagree	3 Agree	4 Strongly agree
1	The training learning objectives were set and clearly communicated in the beginning of the training				
2	The training learning objectives were met.				
3	The answers the trainer(s) gave to participants' questions were clear.				
4	The trainer(s) provided illustrative examples.				
5	The training allowed participants to practice practical skills related to important concepts.				
6	The training was an effective way for participants to learn important information based on the feedback of participants during training.				
7	Participants were actively engaged in the training.				
8	The training overall was effective based on the feedback of participants during training.				

8. How did the trainer(s) contribute to participant learning during this training?

9. If the trainer(s) failed to contribute adequately to participant learning during this training: what could he or she have done to contribute or contribute more to participants' learning?

Annex 3.6. Expert Group Meeting Observation Form

Date:	
Place:	
No of participants:	
Gender (M/F):	

During observation of the event, please circle the appropriate response for each presentation/activity. 1=Fair, 2=Average, 3=Good, 4=Excellent

Discussion or Activity 1	
Name of Activity _____ Facilitator's Name _____	1 2 3 4
The time allotted for the activity was...	<input type="checkbox"/> Too much <input type="checkbox"/> Just right <input type="checkbox"/> Not enough
The activity provided....	<input type="checkbox"/> Strongly Agree <input type="checkbox"/> Agree <input type="checkbox"/> Disagree <input type="checkbox"/> Strongly Disagree

Discussion or Activity 2	
Name of Activity _____ Facilitator's Name _____	1 2 3 4
The time allotted for the activity was...	<input type="checkbox"/> Too much <input type="checkbox"/> Just right <input type="checkbox"/> Not enough
The activity provided...	<input type="checkbox"/> Strongly Agree <input type="checkbox"/> Agree <input type="checkbox"/> Disagree <input type="checkbox"/> Strongly Disagree

Discussion or Activity 3	
Name of Activity _____ Facilitator's Name _____	1 2 3 4
The time allotted for the activity was...	<input type="checkbox"/> Too much <input type="checkbox"/> Just right <input type="checkbox"/> Not enough
The activity provided...	<input type="checkbox"/> Strongly Agree <input type="checkbox"/> Agree <input type="checkbox"/> Disagree <input type="checkbox"/> Strongly Disagree

Meeting content and its organization					
#	Questions	1 Strongly disagree	2 Disagree	3 Agree	4 Strongly agree
1	The facilitator(s) managed the meeting well				
2	The issues on the Agenda were consistent with the Meeting objectives				
3	The meeting objectives were met				
4	Follow-up actions resulted from the meeting				
5	Owners of follow-up actions were assigned				

6	The leader(s) of the meeting effectively moderated the meeting				
7	Meeting attendees had an opportunity to participate				
8	The right people were invited to the meeting				
9	The meeting was overall productive				

Meeting Logistics			
		Yes	No
1	Were there enough breaks?	<input type="checkbox"/>	<input type="checkbox"/>
2	Was the meeting run on-time?	<input type="checkbox"/>	<input type="checkbox"/>
3	Did the room arrangement facilitate discussion?	<input type="checkbox"/>	<input type="checkbox"/>
4	Was the agenda introduced/ agreed on?	<input type="checkbox"/>	<input type="checkbox"/>
5	Were the participants provided with all of the needed materials?	<input type="checkbox"/>	<input type="checkbox"/>
6	Were the speakers easily heard?	<input type="checkbox"/>	<input type="checkbox"/>
7	Were the presentations easily seen?	<input type="checkbox"/>	<input type="checkbox"/>

What aspects of this meeting were particularly good?

What aspects of this meeting were particularly bad?

Additional Comments:

ANNEX IV. DESK REVIEW LIST

Document – name	Comments
World Drug Report 2013	UNODC Strategic documents
World Drug Report 2014	
World Drug Report 2015	
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 & neighboring countries, 2011-2014	
Regional programme for Central Asia 2015-2019	
TKM/X57 Project document 2012	Project Planning documents
Project revision document 2014	Project revision documents
2013 Annual Report	Project annual progress reports
2014 Annual Report	
2015 Annual Report	
Annual Progress Reports of GLO900 Project for 2012-2013	Annual progress reports of UNODC sister projects
Annual Progress Reports of GLOU40 Project for 2013-2015	
Annual Progress Reports of GLOG80 Project for 2013-2014	
UNODC Gender Mainstreaming Guidelines	UNODC’s policy papers on human rights and gender mainstreaming
UNODC Human Rights Position Paper	
Mission Reports (Study Tours, International and National Trainings)	Project’s Reports and Developed Training Materials
Training Assessment Forms for Trainings, Training Programmes and handouts, Post-Training Assessment Questionnaires	
Legislative Working Group Meeting (ToR, press releases, agenda, list of participants, reports, presentation “The OSCE: Facilitating UNSCR 1540 Implementation”, distributed materials)	
Budget Cash-Flow for FY2013-2016	Project Budget
Summary of activities for January-June 2016	Project Workplan for 2016
Resolution 1540 (2004) as of 28 April 2004	UN Resolution and reports
Turkmenistan first report to 1540 Committee (10 September 2004)	
Law Enforcement Donor Coordination Meeting Minutes organized by POTKM in 2014 and 2015	Donor Meeting Minutes
Mini Dublin group meeting reports for 2014-2016	
Development Partners’ Coordination Group Meeting Minutes in 2014	
UNODC Criminal Intelligence Manual for Analysts, The World Customs Organization (WCO) Strategic Trade Control	Single Point of Contact

Enforcement (STCE) implementation guide, guidance from the UNODC on WCO International best practice for setting up a STCE team and a 'Single point of contact'	
Drug situation in CARICC member-states in 2013	UNODC Factsheets on drug situation in CARICC member-states
Drug situation in CARICC member-states in 2014	
UNODC Factsheet on Drug seizures, drug prices and drug purity, drug-related crime, drug abuse, drug- and crime-related treaties in Turkmenistan, March 2016	
Overview of Drug Situation in CARICC member-states in the first quarter of 2016	
Index of Economic Freedom in Turkmenistan 2013-2015	International indices and reports on country situation
Investment Climate Statement on Turkmenistan in 2013-2015	
EXBS Programme description, Foreign Operations Assistance to Turkmenistan (FY 2013-2015)	EXBS
Independent Final Evaluation of 'Strengthening border control along the Turkmen-Uzbek border, in particular at Farap checkpoint' project	Evaluation Reports

ANNEX V. LIST OF PERSONS CONTACTED DURING THE EVALUATION

Number of interviewees	Organisation	Sex disaggregated data	Country
6	POTUK	Male: 6 Female:	Turkmenistan
1	UNODC HQ	Male: 1 Female:	Austria
1	UNODC ROCA	Male: 1 Female:	Uzbekistan
2	OSCE	Male: 1 Female: 1	Turkmenistan
1	OSCE	Male: Female: 1	Austria
1	UNRCCA	Male: 1 Female:	Turkmenistan
1	EU House	Male: 1 Female:	Turkmenistan
2	U.S. Embassy	Male: 1 Female: 1	Turkmenistan
10	State Customs Service	Male: 10 Female:	Turkmenistan
3	Ministry of Internal Affairs	Male: 1 Female: 2	Turkmenistan
1	General Prosecutor's Office	Male: 1 Female:	Turkmenistan
2	Ministry of Defence	Male: 1 Female: 1	Turkmenistan
Total:	32	Male: 27 Female: 5	