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Regional centre for East Asia and the Pacific

MID TERM EVALUATION REPORT

Project Number: RAS/I61

Project title: Consolidation and Enhancement of the Border Liaison Mechanism (BLO) in East Asia

Thematic area: Illicit Trafficking

Countries: Cambodia, China, Lao PDR, Myanmar, Thailand and Viet Nam

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LIST OF ACRONYMS

ASEAN-WEN - ASEAN Wildlife Enforcement Network Support Program

ATS - Amphetamine Type Stimulants

BLO - Border Liaison Office

CBT - Computer-Based Training

COMMIT - Coordinated Mekong Ministerial Initiative against Trafficking

MOU - Memorandum of Understanding

NPC - National Project Coordinator

PC - Project Coordinator

RC - Regional Centre

SOC - Senior Officials Committee

TOC - Transnational Organized Crime

UNDCP - United Nations Drug Control Programme

UNDP - United Nations Development Programme

UNEP - United Nations Environmental Programme

UNIAP - United Nations Inter-Agency Project against Human Trafficking

UNODC - United Nations Office on Drugs and Crime

EXECUTIVE SUMMARY

1. Summary table of findings, supporting evidence and recommendations

Findings	Supporting evidence	Recommendations
1. The BLO concept has been implemented at the borders of all six MOU countries.	<p>Some nations have established a number of BLOs independent of the project.</p> <p>Some countries have requested UNODC to support additional BLOs.</p>	UNODC should seek support from the international community to maintain and strengthen this project particularly in areas of weaker implementation and cooperation.
2. The implementation and cooperation is not consistent at all border locations.	Responses to questions during interviews.	The process of strengthening BLO capacity needs to be continued through further training and awareness raising workshops.
3. The sustainability of the BLO mechanism remains weak in some countries.	Responses to questions during interviews.	Support is still needed for some countries to reach the point where all BLOs can be self-sustained and operated independently of international support. There is a need for further raising awareness at national levels to encourage regular budgetary allocations to institutionalize the BLOs.
4. Government Agencies and NGOs wish to expand the geographic coverage and mandate of the BLOs to include other transnational crimes.	<p>Comments by BLO committee members and the project coordinator.</p> <p>Other UN Agencies and International NGOs have also made serious proposals to use the BLO mechanism to formally address other transnational organized crimes.</p>	The BLO mandate should expand to address other transnational organized crimes. There is also a need to establish additional BLOs in Cambodia, Lao PDR, Myanmar and Viet Nam. UNODC should consider expanding the BLO mechanism beyond the MOU countries.

Findings	Supporting evidence	Recommendations
5. Unpredictable funding has caused delays, loss of momentum of project implementation and questions about UNODC's commitment.	Two project revisions caused by a delay in availability of funds. As of 16 October 2008, there is still a funding shortfall making it difficult to complete planned activities.	For future or revised projects, funds must be fully secured before project documents are signed. This will alleviate criticisms regarding the capacity of the UNODC.
6. Limited language capacity in some areas limits the ability of BLOs to communicate effectively. Rapid communication and understanding is essential in circumstances requiring an immediate response.	Responses to questions during interviews. Observations by evaluator.	The issue of language and improved communications should be discussed at future workshops. Countries should be encouraged to staff BLOs with officers possessing the appropriate language skills. An electronic multi language form could be provided to exchange basic information that can be read in the language of the recipient.
7. Equipment provided for communications and transport is in need of repair or replacement.	Comments by BLO staff and observations.	All existing equipment needs to be evaluated during regular visits and brought up to operational effectiveness.
8. Traffickers are using unofficial border crossing locations as a means of avoiding the official check points.	Comments from BLO committee members and observations carried out by the evaluation team.	Assessment and provision of equipment necessary to conduct surveillance of unofficial border crossing places. This should include night vision equipment.
9. The majority of seizures and arrests occur during border examinations. Some investigations have been developed to target high-level traffickers, but this is not a common practice at all locations.	Arrest and seizure information provided by countries during interviews. Comments by BLO committee members.	Experienced investigators should conduct workshops to encourage BLO staff to build up the information gathered during regular arrests to strengthen prosecutions against high level traffickers. Consideration should also be given to developing an intelligence data base as a means of correlating information.

2.

a) **RAS/I61 Project Summary.**

This project is a continuation of an earlier project designed to enhance Border Security through improved drug law enforcement in six¹ Southeast Asian countries. The project's objective is to improve cooperation and the sharing of information related to the illicit trafficking of drugs at border crossing points between the six countries.

Drug trafficking as with other cross border crimes, goes beyond national jurisdiction and cooperation is needed between countries to effectively conduct a regional law enforcement program. Traditionally the exchange of law enforcement information was limited to formal diplomatic channels. The diplomatic process proved to be slow and ineffective with any information being received too late to be of any investigative value.

The project sought to change attitudes and policies to permit decisions to be made at local levels resulting in a real time exchange of confidential information. The agreement to the project by the governments of the six countries indicated support for the concept. A number of key locations were selected for the first project. Regional meetings and national workshops designed to create awareness of the value of exchanging information for reducing drug trafficking and increasing border security were key activities. The provision of a Computer Based Training program provided information relevant to border enforcement officers that had not previously been available. The provision of computers, cell phones and radios supported cross border communications, some minimal transportation items, i.e. motorcycles and small pick-up trucks allowed BLO members to meet and discuss investigations. The first project was successful and resulted in the six countries agreeing to expand the numbers of BLO locations with the support of this current UNODC project.

¹ Cambodia, China, Lao PDR, Myanmar, Thailand and Viet Nam

b) Major Findings.

Given the success of the first project there was positive support among the six countries for expanding the number of BLOs established at key trafficking border locations. All six MOU countries have endorsed the BLO concept. This success has led to the more economically developed countries creating additional BLO offices outside of the project but still meeting the project parameters. These countries have also provided assistance to establish the counterpart BLO offices in countries they border that are currently not able to fund them to the same levels.

Unfortunately, the success of the BLOs has not been consistent throughout the six MOU countries. The BLO mechanism is working most successfully at those locations where the practice has been operating for many years. The newer BLOs still require support as the level of cooperation for a variety of reasons is not at the same level or as consistent as, the older more established BLOs. The frequency of staff rotations reduces the level of cooperation as BLO counterparts need to re-establish relationships which require time to develop. In some locations there are limitations placed on the exchange of information by the central authorities which works against the BLO mechanism. All of these issues have occurred previously with other BLOs in the past and can be resolved. However it will take additional time and support from the international community to maintain a continuing level of cooperation between enforcement agencies.

The more developed countries have institutionalized the BLO programme into their governmental system which is a very positive step toward ensuring the long term sustainability of the law enforcement programme objective. However, this has not been the case in all countries, and the sustainability of the BLOs in some countries remains weak.

International NGOs and relevant UN Agencies are seeking to utilize the BLO mechanism in the fight against other crimes² in support of the TOC and other international conventions. The expansion of the BLO mandate is planned or underway in all six countries with the more developed nations supporting the establishment of coexisting offices in those countries that are unable to currently

² Human Trafficking, Smuggling of Migrants, Forest Products, Hazardous Waste, Ozone Depleting Substances and Endangered Species trafficking

provide additional capacity. The expansion of the mandate to include other TOC cross border crimes will place added demands on the BLOs and require additional training and equipment. The enlargement both in numbers and mandate of the BLOs can be expected to need support to build the necessary capacity to a point where the concept is self sustainable in the region.

The implementation of the project has been severely hampered by the unreliable funding. From the outset funding was not available in time for start date of the project. A three month delay occurred which not only raised questions of UNODC's sincerity but also required work plans and timetables to be adjusted in all six countries. As of 16 October 2008, there still remains a short fall of funds which although promised have yet to be allocated. This has put on hold all of the remaining activities and has required a further extension of the project. The level of funds in the opinion of the evaluator is not substantial considering the anticipated outcomes. These delays have affected the confidence placed in UNODC and the project coordinator by the MOU countries and their representatives.

The ability of certain BLOs to operate effectively has also been hindered by the limited language capacity of BLO staff at some locations. This is highly problematic as effective cross border cooperation requires rapid communication and clear understanding on both sides especially where incidents require an immediate response. It is very important that countries staff BLO with due consideration for language skills.

The operational effectiveness of law enforcement equipment has also been an issue particularly at remote BLO locations. Some equipment donated by UNODC was found to be in need of repair or replacement. It is essential that all equipment at the BLOs is operational. UNODC should also consider providing upon request, night vision equipment to conduct night time surveillance in view of the fact that traffickers are increasingly using unofficial border crossing locations as a means of avoiding the official check points.

Most of the seizures and arrests occur from searches conducted at the formal border crossing locations. In some instances, the information gathered from these

seizures has been analyzed effectively, leading to the arrest of the person(s) responsible for organizing and funding the trafficking. The development of information/intelligence is a necessary step. While it is occurring in some locations, most BLOs have not pursued this avenue. There is a need for workshops and study sessions where successful use of the information gathered at a primary arrest is used to prosecute higher level traffickers. At present the offices keep any information either in a file or their personal notes. A data base that would gather basic information for analysis and research by the BLOs would provide an opportunity to identify higher level targets and avenues to be explored in developing evidence against them. In addition this could be used to link information/evidence from different locations.

c) Lessons learned and best practices.

The memorandum of understanding creates a regional attitude and allows decisions to be made by the participating countries with support from UNODC rather than in bilateral situations where UNODC, as the source of funding, may appear as a more dominant partner. The establishing of a regional approach provides for regional resolution to issues thereby providing regional ownership to project activities. Implementing the project under the auspices of UNODC allows all countries to have equal representation and removes the issue of dominance by the more developed countries.

A project that aims to change traditional thinking and attitudes cannot be achieved in a short time period. The combined time of the two projects has been less than ten years and this is too short a period to fully change attitudes at every location in the six MOU countries. Agreement by Government while providing a strong commitment does not automatically translate into success. The establishment of relationships where confidential information can be exchanged needs time to develop trust and confidence in the partners, and is a slow process. Despite this caution the process for encouraging and establishing cooperation as developed under this project is working and can be duplicated in most areas where there is a consensus.

Meetings and Workshops conducted in a relaxed atmosphere encourages for the creation of relationships that can be transferred to the enforcement worksite. The workshops attended by representatives of the MOU countries where examples of the value of cooperation and information sharing are relayed and discussed have proven to be a catalyst for cooperation when the officers return to their duty stations.

d) Recommendations;

- i) UNODC should seek support from the international community to maintain and strengthen the capacity of BLO in the six MOU countries based on identified needs.
- ii) UNODC should arrange further trainings and awareness raising workshops to strengthen the capacity of BLOs at all locations.
- iii) There is a need to foster long term sustainability of the BLOs through awareness raising and advocacy at the national levels to encourage the adoption of regular budgetary allocations to institutionalize the BLOs.
- iv) UNODC should expand the BLO mandate to address other transnational organised crimes. There is also a need to establish additional BLOs in Cambodia, Lao PDR, Myanmar and Viet Nam. UNODC should consider expanding the BLO mechanism beyond the MOU countries. In concert with other interested UN agencies international NGOs, UNODC should formulate a programme concept that expands the BLO mandate.
- v) Steps should be taken to secure funding for the remaining activities of this project. For future or revised projects funds must be fully secured before project documents are signed. This will minimize criticisms regarding the capacity of the UNODC.
- vi) The issue of language and improved communications should be discussed at future workshops. Countries should be further encouraged to staff BLOs with consideration for the language skills. Consideration should be given to an

electronic multi language form to provide basic information for exchange that can be read in the language of the recipient.

- vii) Existing equipment should be evaluated during regular visits and brought up to operational effectiveness.
- viii) Future activities should, subsequent to a needs analysis, include the provision of equipment necessary to conduct surveillance of unofficial border crossing places. This should include consideration of systems capable of monitoring unofficial border crossings, especially in night time situations.
- ix) Advanced investigative workshops conducted by experienced investigators should be held to encourage BLO staff to develop information/evidence gathered during regular arrests to develop prosecutions against higher level traffickers. Consideration should be given to developing an intelligence data base as a means of correlating information.

e) Conclusions and implications to UNODC

The project was well planned and met the needs of the six countries to the benefit of the region as a whole. The traffic in illicit drugs and precursor chemicals is not abating which reinforces the need for strengthening the exchange of information and intelligence to further investigations. Changes in the types of drugs being trafficked are occurring due in part to the positive economies of some countries. More refined and more expensive drugs are being encountered. The project has continued to foster an increase in understanding, and cooperation between the enforcement personnel of the six countries stationed at border locations. Their actions resulting from activities conducted under this program has seen the BLO concept institutionalized in the more economically developed countries. This institutionalization should continue to provide support for those countries that cannot yet match the resource inputs of the more developed nations. Seizures at BLO sites are increasing pushing local traffickers are seeking to cross the border at unofficial crossing points in an attempt to avoid detection.

The natural evolution of this project to expand its mandate to include other trans-national crimes is to be expected. UNODC has a responsibility in this area flowing from international conventions³. Using the BLO as a conduit for additional information makes sense rather than creating another enforcement group.

Consistent and reliable funding will make the implementation easier and will send a message to the six MOU countries that the donor community and UNODC is serious about supporting them in combating all trans national crimes thereby making their borders more secure.

UNODC should contemplate an end to this project in the next five years depending upon the rate of expansion and the speed with which the concept is accepted in the new locations. Added requirements caused by an expanded mandate, changing trafficking patterns and increased commercial traffic will have an effect on the rate at which new BLOs can be brought up to operating standards.

³ 1961 Single Convention on Narcotic Drugs; 1972 Convention on Psychotropic Drug; 1988 Convention against illicit traffic in narcotic drugs and psychotropic substances; 2000 Protocol to Prevent, Suppress and Punish Trafficking In Persons, Especially Women and Children; Convention against Transnational Organized Crime and 2003 Convention against Corruption.

Mid Term Evaluation Report RAS/161

1. INTRODUCTION

1.1 Background and Context

Six⁴ countries along with UNODC are signatories to a Memorandum of Understanding committing them to work collectively to reduce the flow of illicit drugs and precursors. This project which is designed to strengthen drug law enforcement capacity by creating cross border cooperation is being implemented under the umbrella of this commitment.

During the course of developing a law enforcement program to reduce the flow of heroin from the infamous Golden Triangle area it was recognized that little cross border cooperation or exchange of information took place. Drug trafficking, as with all transnational crime, is not solely a domestic issue as it spreads across borders and affects many countries. One means of combating such crime is for countries to cooperate with one another by sharing information and supporting each other's investigations. Most MOU governments were based on strong central control with limited authority delegated to local officials which resulted in cross border contacts not being permitted. Given the nature of drug investigations the majority of border seizures, arrests involve couriers and low level organizers. By the time information has passed from one country to another via diplomatic channels those responsible for funding and organizing the trafficking have disappeared. Consequently the importance of exchanging information on an immediate basis was recognized and accepted. It became apparent that not only was the traditional reluctance to share information an impediment to sharing information but language, knowledge regarding illicit drug trafficking and the technical capability to pass information was also lacking in many instances. For cooperation to occur it is necessary that local enforcement officials know one

⁴ Cambodia, China, Lao PDR, Myanmar, Thailand and Viet Nam

another, have a positive working relationship, plus the necessary equipment to make contact and exchange information.

This project and the preceding one⁵ sought to breakdown the reluctance for cooperation between border enforcement officials. With the support of the six signatory countries Border Liaison Offices (BLOs) were created at a few key border crossings. Meetings and training encouraged the development of a cooperative attitude between the border officials. The provision of a minimal amount of equipment to permit communications and transportation was provided to assist with implementing the project. A UNODC Computer based training (CBT) program was installed at all BLOs in order provide local officials with information regarding drug trafficking in their own language. Many border enforcement officers had not received any training with respect to the enforcement of the drug laws. The CBT program was used to upgrade border enforcement officer's knowledge thereby raising awareness and understanding of drugs and related items such as precursor chemicals and money laundering. The training includes numerous subjects relevant to border investigations e.g., search techniques, concealments methods, interviewing suspects, and others. As the CBT project developed other topics such as money laundering and human trafficking were made available in latter years.

The BLO concept has for the most part been a resounding success, with information flowing across the border that has resulted in increasing numbers of seizures and the arrest and conviction of a number of high level traffickers. The initial success was then copied at a variety of other locations. Twenty two locations comprising forty four BLOs had been established prior to this project which has added and additional nine BLOs at four locations. Not all of these BLOs have been able to operate with the same level of success. Due to a variety of reasons such as staff rotations, changing supervision, language difficulties and equipment disrepair the expected result have in some instances been slow to

⁵ AD/RAS/99/D91 Development of Cross Border Cooperation in East Asia

materialize. The tradition reluctance to share information has at times occurred to create difficulties in some areas. The original BLOs have now been in operation

for approximately eight years and most of these are performing above expectations. Some of the more recently established offices still need more support.

The project follows a proven design intended to provide an authorized atmosphere in which BLO officers can meet and discuss issues including the passing of confidential information. Other areas of responsibility such as human trafficking, migrant smuggling and money laundering have been added unofficially to the BLO responsibility area. This expansion has been with the full knowledge of the national authorities although it is not documented in the project document. These additional areas have been supported by specially designed segments of the CBT program. In addition the project included a feature intended to encourage BLOs to develop information and intelligence to permit investigations to target higher level traffickers.

The project document was circulated to all six countries to provide and opportunity for them to review the level of commitment that was necessary prior to signing.

1.2 Purpose and Objective of the Evaluation

The overall purpose of this mid term evaluation is to learn from the Project implementation so that lessons can be drawn as a basis for instituting further improvements to project planning, design and management. The evaluation is expected to provide recommendations and lessons learned for future initiatives. More specifically, the evaluation will;

- a. Measure achievements, outcomes and impacts of the Project.

- b. Assess the extent to which the Project meets the needs of the beneficiary countries.
- c. Determine whether resources are utilized efficiently to produce sustainable outcomes
- d. Serve as a basis for project improvement and the formulation of a new project idea.

The objective of the evaluation is to examine the mandate, strategies, objectives, relevance, effectiveness, results, impact, sustainability and added value of UNODC's actions. The Terms of Reference for the evaluation are attached as App. "A".

1.3. Executing Modality/Management Arrangements

The project is staffed from the Regional Centre with an experienced Project Coordinator and one administrative person. Additional expertise and support is available through the Law Enforcement Adviser who is also present at the Regional Centre. The counterpart agency in each of the six countries has the national responsibility for narcotic law enforcement. In line with the requirements outlined in the project document each country nominated a National Project Coordinator to handle project issues within their respective nations. The BLO locations were identified and formed with the agreement of each country who then appointed a number of relevant senior officers to comprise a committee to oversee the operation of the BLO and to provide an avenue through which local problems could be resolved. The BLO committee is in most instances chaired by a senior local representative of the Government. Space and personnel for the BLO is the responsibility of the individual countries. Financial arrangements are handled by UNODC with support from UNDP, Bangkok.

These arrangements have been in place for many projects that involve the six MOU countries and are well understood. No difficulties regarding these arrangements were identified during the evaluation.

1.4. Scope of the Evaluation

The evaluation was directed to review the problem addressed by the project and the implementation strategy and evaluate the relevance and appropriateness of the

project objectives, outputs, activities and resources. More specifically an assessment is to be made of;

- Whether the needs of the MOU Government counterpart agency at the time of project formulation were properly reflected in the project document.
- Whether project activities and resources were allocated adequately, and
- Whether the sub-regional approach has been appropriate.

An assessment was made of the overall management and implementation of the project activities. The project management and coordination mechanisms were reviewed to assess the strengths and weaknesses as well as the effectiveness of the mechanism.

The evaluation considered the outputs, outcomes and any immediate impact achieved or expected to be achieved by the project as well as the likely sustainability of project results, when applicable. This encompassed an assessment of the achievement of the immediate objective and the contribution to attaining the drug control objective and any unexpected results.

Lessons learned from the project which are valid beyond the project itself have been included in the evaluation report.

The evaluation was based on information obtained from two sources;

- i)* A review and study of existing documents and reports and
- ii)* Interviews with a number of selected beneficiaries were conducted to provide a first hand and objective assessment.

1.5. Methodology

An independent consultant with law enforcement experience in the region was engaged to carry out this mid term evaluation. Background papers, reports were provided for review in order to ensure the consultant was updated on the current situation and issues (see APP 'B' for a list of the background material).

The consultant met with UNODC's Regional Representative, the Project Coordinator and the Law Enforcement Adviser to discuss their views regarding the project. Subsequently the consultant traveled to five of the border locations and was able to interview the Border Liaison Officers from both sides including the BLO committee chairman and other members of the supervisory committees. The National Coordinator traveled with the consultant on these occasions. The evaluator was able to meet with senior government representatives responsible for national drug enforcement including the BLO program from three of the participating countries. Two of the National Project Officers responsible for administering the BLO program met with the evaluator and provided information and assistance. For a complete list of the meetings, locations and persons met see APP 'C'.

During the meetings the attendees made brief presentations regarding the establishment, value and operation of the BLO. Arrests and seizure information was provided as well as commentary on specific areas of cooperation between the border officials of both countries. Issues and recommendations were included in these presentations. In all instances the presentations were followed by questions raised by the consultant. The questions had been pre planned according to the TOR and included additional requirements developed following the meetings with the UNODC representatives. The questions were orally presented and were

selected according to the position occupied by the person or persons being interviewed.

The evaluation focused on the value of the BLO concept and the support provided by UNODC to the six countries. Key questions asked during all interviews stressed whether the project was meeting expectations, was it considered valuable to border enforcement and were there areas that needed improvement. The evaluator viewed the equipment provided by the project at those BLOs which were visited. A financial audit was not conducted during the evaluation. Due to limited funds it was not possible to visit and meet with senior representatives from all of the six MOU countries nor was it possible to meet with the donor representatives involved with funding the project.

2. ANALYSIS AND MAJOR FINDINGS

Findings

General:

The implementation of the BLO concept must be considered a success. Indicators of this success are:-

- a) MOU countries have requested UNODC support additional BLOs in their countries.
- b) Three nations either have or are in the process of expanding the number of their BLOs outside of the UNODC project but retaining them within the same framework. These countries also provide support for the sister BLO in these new locations where the host nation currently has limited capacity.
- c) Countries in other areas are in the process of implementing similar programs and

- d) Other UN agencies and international NGOs⁶ concerned with trafficking or smuggling issues have expressed interest in joining the BLO program as a means of securing an enforcement capacity to address transnational crimes.

The success within the region is recognized by the MOU countries however this success is not reflected equally throughout all areas of the region. The success is more evident in those areas where the BLO has been established the longest. Those areas where the BLO is more recent still require considerable support to bring them up to the operating level of the more successful locations. The concept was intended to reduce the central control by delegating authority to the border authorities. Some countries have embraced this practice to a greater extent than others and it is the BLOs of these countries where success is most evident. The positive approach has often been responsible for influencing the sister office on the opposite side of the particular border. In this way, the sharing of information and cooperative spirit has been infectious.

In some cases the countries have institutionalized the BLO concept into their governmental structure. Three of the more developed countries have created BLOs independently of the project. This includes providing support for the BLO of neighbouring countries who do not currently have the ability to fund new BLOs. This is a very positive indicator of the value placed upon the BLO concept. These actions indicate a solid level of sustainability for the BLO program. Unfortunately the level of success has not been consistent in all six MOU countries. To take the approach that success in one country translates into success in the region would be in error. There are still countries that require support to reach the same level of cooperation both domestically and internationally. The time when the BLO will be institutionalized within the region can be contemplated in the mid to long term future. However those places with lesser capacity still require international support.

⁶ ASEAN-WEN, UNEP, UNIAP

The completion of the Asian Highway is expected to create a substantial increase in the flow of goods between countries. While this is seen as a very positive step towards development there is awareness that the highway will also be used for the movement of illicit goods and enforcement need to be increased along its route especially at border check points. The BLOs are seen as an important factor in stemming any illicit activities occurring along the new highway. The completion of this major transportation system will place additional demands upon the BLO and its staff requiring training and additional equipment.

The key to establishing a successful BLO program is primarily one of *creating an attitude* of cooperation. The development of such an attitude is necessary before officers will share confidential information. Such an attitude develops only after trust and credibility has been established and where it is supported by senior management. In those locations where officers can cross the border with relative ease and where they socialize, an atmosphere of trust develops and this in turn has lead to sharing of information and cooperation. This has resulted in major traffickers being apprehended and convicted. The seminars, training workshops and meetings have been used as the essential means for building the confidence and trust necessary to make the objective achievable. The Computer Based Training programme has been embraced by all border officials, from front line inspectors, investigators to senior committee members undergoing the training. The lack of sufficient formal training clearly limits the level of enforcement. The CBT provides a basic knowledge of drugs and related substances, plus there are modules covering a variety of topics relevant to border investigations. All of the CBT modules provided by the project have been enthusiastically received.

The provision of equipment for communications and transportation contributes support to facilitate the exchange of information. Conversely in those locations where cross border contact is limited the level of cooperation is constrained.

The project has been subject of inconsistent funding and still suffers from a shortfall of funds with which to complete the activities. Initially the project was delayed due to a lack of available funds. This funding problem set back the work plan and anticipated activities. Countries that had scheduled their activities to coincide with those of the project had to readjust their national timetables. The

uncertainty of funding seriously affects the Project Coordinator's ability to introduce and implement activities in a smooth and organized manner. An understandable concern is developing that UNODC and its donors may not be sufficiently concerned with ensuring the BLO concept and the trafficking issues it addresses is entrenched in all of the regional countries. Appendix "D" shows those activities from showing those which have had to be postponed due to a lack of funds.

The following outlines other issues beyond attitude and funding that affect the effectiveness of the BLO operation;

a. The communication systems and equipment to support quick contacts varies between border points due to some being located in a developed area while others are in jungle terrain or remote locations. Technological advances may have changed the preferred method of communication since the inception of the project. The technical requirement to communicate either by cell phone or radio needs to be reviewed to ensure that the best system is available to BLOs in the various locations. The motor cycles and cell phone equipment is not used only for cross border contact. Due to a scarcity of any equipment at many locations patrols are made to cover the unofficial crossing points. With the increased attention taking place at the official border crossing many traffickers are resorting to use the myriad of unofficial crossing points. These are often small streams or rivers that can be crossed quickly, in some locations they are jungle trails known only to local people or open rice paddies where enforcement can be easily seen.

b. The lack of fluency in both languages used at BLOs although not cited as a major issue does at times impede the flow of information. Often there are only one or two officers out of a staff of five to ten who are competent in both border languages. This can result in difficulty with exchanging information when the more fluent officers are off duty. One country has suggested language training with the requirement that anyone receiving this training would be required to remain in the position for at least two years. This suggestion may have merit in those locations which officers are satisfied to remain in one place. For those offices situated in remote isolated jungle locations an extended period of time would be considered a hardship bordering on punishment. Consideration should be given to

the development of an electronic form that can be completed in one language and received and read in a second language. The translation of free text may not be possible however specific identifiers such as name, address, type of commodity involved, intended destination, type of vehicle could be programmed into the different languages and this would be sufficient to alert the sister BLO in general to the information.

c. The rotational moves of BLO officers works against the establishment of trust especially when people are moved at regular short term intervals. It takes time for enforcement officers to become confident with one another to exchange confidential information that can possibly identify and endanger informants helping the police. This issue has been raised in previous evaluations and is addressed in the TOR for BLO officers. Most countries have made an effort to lessen the impact of rotational moves however the situation still requires improvement.

d. The majority of seizures still result from selected searches by border officials. There is an increasing use of informants to identify traffickers and concealment locations, which is seen as a positive step. Some very good investigations have been developed by the BLO personnel that have resulted in major traffickers being arrested and brought before the courts. These investigations require officers to move from passive enforcement to proactive investigation. For many this is a major change in their operating procedures, but the fact that it is occurring demonstrates the understanding of cross border cooperation. There is a need for more of this type of investigation. Officers need to share investigative techniques that allow them and their counterparts to develop pertinent evidence against the major traffickers. By sharing experiences other officers will be encouraged to undertake similar investigative techniques.

The following details the situation for the six countries that participate in this project.

Cambodia:

NACD, the national office responsible for the BLO program in Cambodia fully supports the program. The CBT training has been expanded within the country to include most enforcement personnel posted to border locations. While drug enforcement is still the priority focus for the program the expansion to other trans-national crimes is seen as a natural development and poses no difficulties. Other government agencies utilize the BLO as a means for contacting and establishing cooperation with their counterparts on the other side of the border. NACD wishes to expand the number of BLO program to an additional five locations, which is another indicator of the value placed in this program. Additional BLO offices have been established with the support of the Government of Thailand. NACD credits the BLO with sixty percent of all seizures.

China:

China was one of the first countries to introduce the BLO concept in Yunnan Province and its level of cooperation has always been very high. With its growing economy China has created a number of additional BLOs to control the flow of illicit drugs and other trans-national criminal activity. China has provided support to a number of its neighbours to ensure that the level of enforcement and cooperation is balanced on both sides of the border. It was unfortunate that the evaluation could not visit the China BLOs to gain first hand confirmation however there is sufficient information available at the Regional Centre to make reliable findings.

Lao PDR:

The Lao PDR government is a signatory to the MOU and to this project. BLOs have been created at a number of key border locations to partner those of neighbouring countries. Unfortunately the level of cooperation has not been consistent either over time or from one BLO to another. The system of centralized control still impedes the ability of the border liaison officers to cooperate on an immediate basis. It is an important requirement

that information concerning drug traffickers stemming from seizures and arrests needs to be acted on immediately in order to avoid alerting others to destroy evidence. Lao PDR occupies a central position in the flow of illicit drugs and precursors from the production areas to the user markets. Without the cooperation from Lao enforcement officers the ability to trace the routes of major shipments and those responsible becomes more difficult. The completion of the Asian Highway is expected to increase substantially the flow of goods, both legitimate and otherwise through Lao PDR. It is important that the

Lao PDR authorities explore every possibility for ensuring that their BLOs can meet the requirements agreed to under the program. A number of BLOs have been established with support from the Governments of China, Thailand and Viet Nam. It must be anticipated that once the Asian Highway connecting Yunnan and Bangkok is completed the need for enforcement along this route will become more important.

Myanmar:

Myanmar was one of the first countries to implement the BLO concept and they have supported the program from the beginning. Due to economic circumstances there is still a need for UNODC support to maintain the operation of the BLOs. Those countries that border Myanmar within the MOU agreement consider the exchange of information and cooperation to be at a high level. In some areas investigations have been successfully directed at major traffickers due to the cooperation between Myanmar and its neighbours. At one key location which has been established for some time the level of cooperation is considered excellent with controlled deliveries being undertaken, wanted persons being located and exchanged. Language and rotational moves still cause problems from time to time however the situation has improved since the last evaluation.

Thailand:

Thailand was involved with the establishment of BLOs at the onset of the initiative. They have always fully supported the program and have integrated the BLO into the District Officers' responsibility. Budgets are still allocated by ONCB however, the over riding authority for the BLO and the dispersal of funds is prioritized by the District Officer.

Thailand has expanded the program to cover many locations outside of this and previous BLO related projects. Border liaison is seen as a cornerstone to controlling the flow of illicit substances into Thailand and as such received considerable support and attention. The Thai authority provides support to sister BLOs in neighbouring countries that have insufficient capacity, at this point in time. Despite the mandate of ONCB being restricted to drug related issues the Thai Government fully supports the expansion of the mandate to include other trans-national crimes and sees no difficulty with implementing an enlarged BLO mandate. In fact many of the TOC being considered for addition to the BLO responsibility are already being addressed by the Thai officers assigned to BLOs.

Viet Nam:

Viet Nam similarly to Cambodia adopted the BLO concept later than some of the other MOU countries. The concept is fully supported by the National Authority, i.e. SODC, and has proven to be successful with a number of important investigations being successfully pursued beyond the courier level. There are numerous incidents of criminals who are attempting to evading prosecution by hiding in Viet Nam being located and returned for prosecution. Viet Nam has created a number of BLOs in addition to those established under the UNODC project and is providing support to Lao PDR for their BLO offices located opposite to the Vietnamese BLOs. The large drug user population in Ho Chi Ming City is a continual magnet for ATS and heroin shipments. The increased attention at the official border crossing points is causing traffickers to use the unofficial crossings which are extremely difficult to monitor. In many instances these unofficial crossing points are trails through rice paddies with limited opportunity for control. Viet Nam representatives indicated that should there be a proposal to expand the mandate of the BLOs to include other trans-national crimes it would not pose a problem.

2.2. Attainment of the Objectives

The project objectives require changing attitudes and creating a spirit of cooperation. The meetings and workshops that have been held clearly have fostered an improved spirit of cooperation as indicated by the increasing number of seizures and arrests. A number of activities have been placed on hold pending receipt of funds. Cooperation is an ongoing activity and for those countries and areas where cooperation and sharing is weakest more

support is needed. . The funding issue has affected the implementation of activities intended to achieve the objectives. Despite this issue the activities that have been completed have all served to work towards the achievement of the objectives. The increased level of enforcement reported by the national enforcement agencies indicates that the objectives are being met. As previously indicated the achievement is not equal across the region.

2.3. Achievement of Project Results

The planned time frame following the first revision was in line with the funding available. The unforeseen funding shortfall has resulted in an additional delay. These delays have affected achievements. Despite these setbacks progress has been made, BLOs have been established and regional seminars and national workshops have taken place. Cooperation and the sharing of information is occurring although with appropriate funding and the completion of all of the planned activities the cooperative spirit would be more entrenched.

2.4. Implementation

As previously noted the inconsistent funding arrangements have affected the implementation of the project activities. The approved work plan has been followed by the UNODC Project Coordinator with support from each country's National Project Officer. The Government counterpart agencies have maintained personnel and facilities as required by the project document. Personnel have been made available for the training and workshop requirements. The CBT training has taken place though the provision of computers placed at the BLOs and programmed with the appropriate topics. The local BLO officers have arranged for all operational personnel stationed at the border to receive the CBT training. The training is often carried out after duty hours in the individuals own time. Newly posted officers are included in the training at the earliest opportunity. Please refer to Annex 'D' for details of those activities that have been curtailed due to a lack of funding.

2.5. Institutional and Management Arrangements

The institutional and management arrangements follow a well practiced approach for implementing law enforcement projects by the regional office. There have been no major difficulties with management at the regional level. The project serves a number of countries that have their own UNODC offices. These offices have been kept informed of activities taking place within their areas of responsibility on behalf of the project. The evaluation has not been privy to the involvement of UNODC's headquarters other than approval of the project and the efforts to generate funding.

3. OUTCOMES, IMPACTS AND SUSTAINABILITY

3.1. Outcomes

This project and the prior project (D91) have served to meet the issue of cooperation and sharing of information to varying degrees. As already noted in some areas the concept is well entrenched and the results often exceed the original expectations. In other locations more attention is required to bring the level of cooperation to a similar level. Due to positive economic development a number of countries have assumed a major role by creating a number of BLOs and providing assistance to neighbouring countries that are at this point in time not able to provide the same level of support. A difference has clearly occurred as a result of the project however this difference is not equal across the region addressed by the project and still needs support from the international community. Tangible outcomes can be seen in the increasing seizure and arrest statistics presented to the evaluation. An intangible effect is the longer term confidence that comes from, this continues between officers even after they have been transferred from the BLO.

3.2. Impacts

The project activities have produced positive long term effects. Enforcement at the border is more effective, not only with respect to drugs and associated commodities, but also regarding other illicit transnational crimes. The project's concept is being considered as the implementation system for a number of related cross border crimes. This was considered during the writing of the project document but the involvement of international NGOs is a new and positive occurrence. Traffickers are aware of the improved enforcement capabilities at the official checkpoints and as a consequence are resorting to using the unofficial crossing locations. In some instances due to work shops and seminars cooperation has lead to the arrest of major traffickers and the disruption of their organizations. The sharing of details concerning these successful higher level investigations is seen as an incentive to all BLO officers.

3.3. Sustainability

There is clear evidence that the BLO concept is becoming established within government and not merely a UNODC project that will finish when the project eventually ends. The

project activities have contributed to capacity building to achieve this state although the countries involved have equally supported and contributed to the BLO program. This does not mean that the BLO program is established to the same degree throughout the region. As previously noted the acceptance and operation is not yet at the same level throughout the region. Support is still needed for some countries to reach the point where the BLO concept can be self-sustained and independent of international support.

4. LESSONS LEARNED AND BEST PRACTICES

4.1. Lessons

The method of obtaining project funding clearly is something that needs addressing. To develop a project and have agreement between all partners and then to search or wait for funding has a negative effect. It is recognized that donors are reluctant to commit funding until there is an agreed to project. This situation is not unique to this project but it has had a negative effect on implementation. To embark upon a project with a positive attitude only to be delayed by a lack of funding is self defeating.

Bringing together police from different countries in a relaxed environment such as workshops, information sessions, promotes confidence and trust which is maintained when these officers return to their worksite. The value of these activities cannot be understated as they form a key part for promoting cooperation. Having each country make presentations describing their most positive and most negative experiences with the project activities creates an atmosphere in which officers relax and share views and discuss investigations. Case studies such as are presented at workshops, allow officers to think through their decisions with the benefit of discussion with their counterparts. This approach can establish a course of action that will be followed when operational decisions are required.

4.2. Best Practices

The concept of regional or multi national programmes and projects has definite advantages. The UNODC often partners with national authorities usually providing expert advice. The advantage to regional or multi national projects is that there is a mix of

neighbouring nationalities involved in any discussion. The involvement of neighbours often makes discussion and resolution of issues easier. Understandably this is only possible where neighbouring countries are agreeable to working with one another. This practice is successful in this region due in main to the commitment of the partner countries. The introduction of this approach should take place in other regions using this MOU as a model.

4.3. Constraints

Clearly the main constraint for the implementation of this project was the funding issue. This has already been covered in previous sections of the evaluation report. From a wider perspective the centralized approach by governments of the region in principle works against the BLO concept, yet the concept has been successfully integrated into the national programs of a number of countries.

Some countries still encounter periodic difficulties with delegating authority to border personnel to exchange information, and work with their counterparts across the border. This is not a constant situation but often takes place due to personnel changes. The signing of the project documents indicates that the country has the desire and intent to cooperate. Unfortunately in some instances issues that are unrelated to the project are allowed to affect the level of cooperation. Countries should be encouraged to minimize any restrictions against working with enforcement agencies across borders to counter transnational crimes. Where problems do exist there needs to be a remedial process for surfacing the issue and dealing with it. The ministerial and senior officials' bi-annual meetings provide a good forum for discussing contentious issues and these should be maintained and supported by UNODC.

The issue of language capability or lack thereof can constrain the level of cooperation where daily contact is required. There may not be an easy answer to this problem but it needs to be recognized and taken into account with respect to establishing a cooperative environment between the BLOs.

5. RECOMMENDATIONS

- i. UNODC should seek support from the international community to maintain and strengthen the capacity of BLO in the six MOU countries based on identified needs.
- ii. UNODC should arrange further trainings and awareness raising workshops to strengthen the capacity of BLOs at all locations.
- iii. There is a need to foster long term sustainability of the BLOs through awareness raising and advocacy at the national levels to encourage the adoption of regular budgetary allocations to institutionalize the BLOs.
- iv. UNODC should expand the BLO mandate to address other transnational organised crimes. There is also a need to establish additional BLOs in Cambodia, Lao PDR, Myanmar and Viet Nam. UNODC should consider expanding the BLO mechanism beyond the MOU countries. In concert with other interested UN agencies international NGOs, UNODC should formulate a programme concept that expands the BLO mandate.
- v. Steps should be taken to secure funding for the remaining activities of this project. For future or revised projects funds must be fully secured before project documents are signed. This will minimize criticisms regarding the capacity of the UNODC.
- vi. The issue of language and improved communications should be discussed at future workshops. Countries should be further encouraged to staff BLOs with consideration for the language skills. Consideration should be given to an electronic multi language form to provide basic information for exchange that can be read in the language of the recipient.
- vii. Existing equipment should be evaluated during regular visits and brought up to operational effectiveness.
- viii. Future activities should, subsequent to a needs analysis, include the provision of equipment necessary to conduct surveillance of unofficial border crossing places.

This should include consideration of systems capable of monitoring unofficial border crossings, especially in night time situations.

- ix. Advanced investigative workshops conducted by experienced investigators should be held to encourage BLO staff to develop information/evidence gathered during regular arrests to develop prosecutions against higher level traffickers. Consideration should be given to developing an intelligence data base as a means of correlating information.

5.1. Issues resolved during the evaluation

The issue of expanding the BLO's mandate to include other TOCs was raised by the evaluator with those country representatives who were met during the evaluation. It was apparent that this matter had already been discussed and all those met with, indicated positive support for such an expansion. Those countries where the counterpart agency's mandate is strictly drug control indicated that while they will require some internal agreements the issue would be resolved positively.

Some minor issues concerning repairs and supplies for equipment provided by the project were able to be resolved by the Project Coordinator *en situ*.

5.2. Actions/decisions recommended

The cooperative approach between the six countries is well established. Despite 'incidents' that occur that cause disagreements there is a desire for the regional countries to work together. The MOU, with respect to drug and crime control, provides one avenue for discussion and resolution of contentious issues.

The Regional Representative for UNODC is strongly encouraged to meet as often as possible with senior national officials who have responsibility for supporting, signing and implementing UNODC's projects in the region. The intent is to establish a good working understanding of the National and UNODC's positions, difficulties and strengths. The continuation of the Ministerial and Senior Officials level annual meetings will provide an opportunity to resolve any issues and improve the operational quality of the BLO mechanism throughout the region.

Note: It is recognized that the Regional Representative has only very recently taken up this position and has not previously had the opportunity to meet often with the MOU ministers.

Meetings to encourage donor support for the continuation and possible expansion of the project's mandate should be held in Bangkok and the capitals of the other five MOU nations. It is recommended that donor representatives receive regular briefings, copies of mission reports, annual progress reports etc. to keep them aware of the status of activities being undertaken by the project staff. This will ensure an awareness of successes and difficulties resulting from the project.

The issue of expanded mandate needs to be pursued with other UN agencies and NGOs. MOU countries should be kept abreast of discussions in order to be prepared should the expansion be proposed. A revised project document that includes the added responsibility for other TOC should be drafted. Provisions for training and expert advice in these new areas, especially with regards how to proceed once a seizure or shipment is detected, should be thoroughly explained.

6. OVERALL CONCLUSIONS

While the project is being successfully implemented this success is not consistent throughout the region. Continued and expanded support will be required to foster a truly self-sustainable BLO mechanism in the region. UNODC support for the objectives of this project and for any expanded mandate especially if focused on those locations where the BLO is less entrenched will be required. The objective to make enforcement in the region more effective benefits not only the regional countries but also those outside of the immediate region.

The project was well planned and met the needs of the six countries and therefore benefits the region as a whole. The region contains a major illicit drug producing area which supplies all regional countries and is responsible for drug shipments being sent into other areas. Changes in the types of drugs being trafficked are occurring due in part to the positive economies of some countries. More refined and more expensive drugs are being encountered which requires additional training and support for the border enforcement

personnel. The project continues to raise levels of understanding, and cooperation between the enforcement personnel of the six countries stationed at border locations. Increased capabilities stemming from this project have resulted in improved enforcement. Countries that previously were reluctant to share information are now working together to target and prosecute major traffickers. The BLO system is used in many locations as the primary method for local official contacts between the two respective countries. The actions resulting from activities conducted under this program have seen the BLO concept institutionalized in the more economically developed countries. This institutionalization should continue, provided support continues for those countries that cannot yet match the inputs of the more developed nations.

The natural evolution of this project to expand its mandate to include other transnational crimes is to be expected. UNODC has international responsibility in these spheres of activity flowing from the international conventions. Using the BLO as a conduit for additional investigative information is preferable to creating another and separate enforcement group. The interest shown by other UN agencies and international NGOs in using the BLO system as a means of encouraging enforcement of other TOC is indicative of the success of the project.

Consistent and reliable funding will make project implementation easier and will send a clear message to the countries that the donor community and UNODC is serious about supporting them in combating all trans national crimes thereby making their borders more secure. This project forms part of the Role of Law component of the new Regional Strategic Framework Paper being developed by the UNODC Regional Centre.



TERMS OF REFERENCE

FOR SPECIAL SERVICE AGREEMENT

POST TITLE:	Project Evaluator
AGENCY/PROJECT NAME:	Consolidation and Enhancement of the Border Liaison Office Mechanism (BLO) in East Asia (AD/RAS/I61) UNODC Regional Centre (RC) for East Asia and the Pacific
COUNTRY OF ASSIGNMENT:	Thailand

1) GENERAL BACKGROUND

The BLO concept has proven to be instrumental in creating effective drug enforcement through cross-border cooperation. The aim of the project is to further strengthen and expand the capacity of law enforcement to exchange information in those border locations where drug related and transnational crimes are prevalent. The encouragement of a cooperative spirit leading to the exchange of operational information/intelligence will be achieved through: specialized training, improved communications and information flow, joint meetings and support to senior management leading to increased geographical coverage and expanded substantive BLO cooperation. Training will include intelligence gathering and analysis, human trafficking and money laundering. Basic equipment, primarily communications-related, will be provided to support and strengthen the BLOs. The project would result in the establishment of 21 new BLOs among MOU and neighboring countries and the strengthening and continued running of 48 established BLOs. A total of 69 BLOs will directly benefit from the project. The project is in line with the Strategic Programme Framework approved by EXCOM on 9 February 2004.

Immediate Objectives:

- Immediate Objective 1:* BLOs operational capacity development and the sharing of operational information and/or intelligence related to drugs and transnational crime strengthened
- Immediate Objective 2:* Improved communication capacity for BLOs .
- Immediate Objective 3:* High-risk border areas in the region and neighbouring countries suitable for introducing the BLO concept identified and implementation plan and schedule established

Immediate Objective 4: Improved understanding of BLO concept and cooperative approach among MOU counterparts at all levels to ensure the ownership and preparing for sustainability of BLO mechanism.

Main activities of the Project

1. Meeting and workshops i.e. National workshop, Sub regional workshop
2. Establishing 21 new BLOs
3. Enhancing law enforcement capacity for front line staff from 48 existing BLOs and newly established 21 BLOs totaling 690 BLOs staff
4. Procuring/maintaining communication equipment to support 69 BLOs
5. Providing training to all BLOs communication technicians
6. Upgrading CB-T software and hardware at all existing BLOs
7. Conduct monitoring/evaluation and promote replication of good practices

2) OBJECTIVES OF THE ASSIGNMENT

The overall purpose for the evaluation is to learn from the Project implementation so that lessons can be drawn as basis for instituting further improvements to project planning, design and management. The evaluation should provide recommendations and lessons learned for future initiatives. More specifically, the evaluation will;

1. measure achievements, outcomes and impacts of the Project
2. assess the extent to which the Project would meet the needs of the beneficiary countries.
3. determine whether resources are utilized efficiently to produce sustainable outcomes
4. utilize the information and results of the evaluation to serve as the basis for a project improvement and a new project idea formulation

3) SCOPE OF WORK

The evaluator shall review the problem addressed by the project and the project strategy and evaluate the relevance and the appropriateness of the project objectives, outputs, activities and resources. More specifically the evaluator will assess:

- whether the needs of relevant MOU Government counterpart agencies at the time of project formulation were properly reflected in the project document
- whether project activities and resources were allocated adequately, and
- whether the sub-regional approach has been appropriated

The evaluator shall assess the overall management and implementation of the project activities. The project management and coordination mechanisms should be reviewed to assess the strengths and weaknesses as well as effectiveness of the mechanism.

The evaluator shall assess the outputs, outcomes and any immediate impact achieved or expected to be achieved by the project as well as the likely sustainability of project results, when applicable.

This should encompass an assessment of the achievement of the immediate objective (increased knowledge, skills and capabilities of BLOs and policy makers in national agencies) and the contribution to attaining the drug control objective and any unexpected results.

The evaluation will include recommendations for any future action as appropriate. Recommendations may also be made in respect of issues related to the implementation or management of the project.

Lessons learned from the project which are valid beyond the project itself should be recorded in the evaluation report.

The evaluation will be based mainly on the review and study of existing documents and reports. This may be followed by interviews with selected beneficiaries and stakeholders if further information is needed to evaluate any specific components of the evaluation.

Appendix 'B'

List of documents reviewed prior to and during the evaluation:-

Project Document	RAS/99/D91
Semi Annual Progress Report D91	2007
Project Document	RAS I61
Project Revision	February 2008
Project Revision	August 2008
Mission Report (Thailand)	August 2007
Mission Report (Viet Nam)	April 2008
Mission Report (Cambodia)	May 2008
Semi Annual Progress Report I61	January – June 2007
Semi Annual Progress Report I61	January – June 2008
BLO Strategic Workshop Report	April 2008
National Workshop I61 China	November 2007
CBT Report	July 2007
CBT Upgrade Report	August 2007
CBT I61 Final Report	September 2007
UNODC Poppy Cultivation Rpt	October 2006
Wildlife Alliance Programme Idea	August 2008

Evaluation Meetings and Interviews.

02 October, 2008

Meeting at ICUN Regional Office, Bangkok

Mr. Songsatit Kittikhunwatchana	UNODC I/61 Project Manager
Mr. Kiyohiko Hasegawa	UNODC
Dr. David Lawson	ASEAN-WEN Support Program
Mr. Atul Bagai	UNEP Regional Officer (Networking) CAP

03 October, 2008

Meeting at NACD Headquarters, Phnom Penh, Cambodia.

Lt. Gen. Lour Ramin	NACD Secretary General
Mr. Huort Sophally	National Program Coordinator, I61

Meeting at UNODC Project Office, Phnom Penh, Cambodia

Mr. Lars Pedersen	UNODC Project Manager
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04 October, 2008.

Meeting at Strung Treng Government Offices, Cambodia

H.E. Long Phal	D/Governor Stung Treng Province, Chief of BLO Personal Adviser to Prime Minister Hun Sen
Mr. Tak Kham Tan	Chief of Border Units, member of BLO
Pol. Col. Yin Van Deoun	D/Provincial Police, member of BLO
Lt. Col. Meu Phally	Deputy Commander Military Police, Member of BLO
Pol. Lt. Col. Mao Marayg	D/Chief Central Division of Anti-Narcotics, Stung Treng

05 October, 2008

Meeting at Dong Kralor BLO offices, Stung Treng Province, Cambodia

Pol. Lt. Col. Ros Dat	Chief of Immigration at Check Point, member of BLO
Pol. Ma. Reoun Channarith	D/Chief of Immigration
Mr. Tak Kham Tan	Chief of Border Units, member of BLO
Pol. Maj. Sarn Sorn	D/Chief of Immigration

Pol. Maj. Khot Kaborin	D/Chief of Immigration
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06 October, 2008

Meeting at Moc Bai, Viet Nam, BLO Offices

Pol. Col. Ta Duc Ning	D/Chief of International Division SODC, Hanoi
Pol. Col. Duong Vay Thay	D/Director of Police, Ben Cau District
	D/Chief of Moc Bai BLO
Pol. Lt. Col. Huy Quang Mirl	D/Director Tay Niah Police Dept.
Pol. Capt. Doay Ming Long	Member of Moc Bai BLO

Meeting at BLO offices Bavet, Svey Rieng Province, Cambodia

Pol. Lt. Col. Heng Saban	D/Provincial Police Svay Rieng, member of BLO
Pol. Lt. Col Chea Spohal	Anti-Drug Dept. National Police, member of BLO
Pol. Capt. Sieng Rin	Anti-Drug Dept. National Police, member of BLO

08 October, 2008

Meeting at Mai Sai, Thailand. District Officer's Office and BLO Office

Meeting at Chiang Sean, Thailand. District Officer's office and BLO Office

09 October, 2008

Meeting at Chiang Khong, Thailand. District Officer's office and BLO office

10 October, 2008

Meeting at the Office of the Narcotic Control Board, Bangkok, Thailand

Police Lt. Gen. Krisna Polananta, Secretary General ONCB

13 October, 2008

Meeting at UNODC, Regional Centre, Bangkok

Appendix 'D'

RASI61: MOU Countries requests for Support (January - November 2008)

Country	Request	Budget (USD)	Actions Taken		Remarks
			Completed	Pending*	
Cambodia	Establish 2 new BLOs Dated: 14 March 2008				
	Support UN TV film shooting in Cambodia 22-25 April 2008	718.00	✓		
	Request a digital camera Dated: 2 June 2008	350.00		waiting for the shortfall	
China	Establish 5 BLOs in Yunnan: Tianbao, Houqiao, Jiegao, Red river-Laojie, Mengla and 2 BLOs in Guangxi: Pinxiang-Friendship gate and Longbang Dated: November 2007	72,450.00			2008 BLO Work Plan
	Reward the outstanding BLOs by financially support a study visit to a foreign country				
Lao PDR	Establish 2 new BLOs: Houaphanh & Phongsaly Dated: 25 October 2007			waiting for the shortfall	
Myanmar	Support of equipment for human trafficking BLO in Muse (border with China): 5 mobile phones and 5 motorcycles Dated: 6 November 2007	11,750.00			
Thailand	none				
Viet Nam	Establish 3 new BLOs: Quang Tri, Son La, Dien Bien Dated: 3 March 2008	38,350.00	2 BLO: Son La & Dien Bien	Quang Tri BLO	Quotation process
Total		123,618.00			

* The delay funding and consequent project shortfall has meant certain requests have remained unmet; affecting the creditability of UNODC as the implementing agency.

2008 Project RASI61 Workplan*

No	Prioritized Activities	Time Frame				Budget (USD)	Remarks
		Q1	Q2	Q3	Q4		
1	Regional BLO Strategic Workshop for 6 MOU Countries Venue in Viet Nam (Project Objective Output 1.1.3, 3.1, 4.1.3, 4.1.4, 4.2.1, 4.2.2, 4.3, 4.4)		◆←→◆			35,000	BL3100, BL3500
2	Establishment of new BLOs (Project Objective Output 3.1, 3.2) a. China/Myanmar: Ruelli-Muse; Jeigao-Muse b. China/Lao PDR: Mengla-Phongsaly c. Lao PDR/VN: Houphan-Son La; Phongsaly-Diem Bien d. Cambodia/Thai e. Myanmar/Thai f. Lao PDR/Thai g. China/Viet Nam h. Lao PDR/Viet Nam i. Cambodia/Viet Nam j. Cambodia/Lao PDR		◆	◆	◆	40,000	BL4200 (subject to funding availability from shortfall)
3	BLO CBT Program Update (Project Objective Output 2.1) a. Lao PDR b. Myanmar c. Viet Nam		◆	◆		35,000	BL1200
4	New Project Idea/Project Document Development and BLO Mandate Expansion a. BLO Portfolios have been developed b. BLO mandate expansion has been well accepted	◆	◆	◆		Not required	
5	Improve BLO communications capacity (Project Objective Output 1.2)		◆	◆	◆	25,000	Funds not available due to the deduction for IDCR and budget shortfall
6	Mid-term Evaluation		◆	◆		30,000	
7	Terminal Evaluation			◆	◆	35,000	

* Subject to obtaining of shortfall \$70,000 the workplan revision will be made.