

MID-TERM EVALUATION REPORT

PROJECT NUMBER

TDAFG/J55FAF

PROJECT TITLE

Integrated Border Control Project in West/South-western Afghanistan

THEMATIC AREA

Counter Narcotics Enforcement

COUNTRY

Afghanistan

Report of the Evaluator

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UNITED NATIONS OFFICE ON DRUGS AND CRIME

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Summary table of findings, supporting evidence and recommendations

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1. Regional Nimroz Police Base construction	Perimeter wall still under construction	Continue and complete so construction can begin on remainder of project
2. Attack on construction workers, police and equipment at Nimroz construction site	ABP police wounded and equipment destroyed May 2009	Better security to ensure completion of building construction.
3. Trainers for Nimroz project identified and ready	Beginning of training June 1 st 2009	Training will be done at Zone 4 base camp.
4. Blueprints for project submitted to UNDDP Sept 2008	UNDP refused to certify blueprints Sept 2008	UNODC management for support Sept 2008
5. All equipment for Nimroz has been purchased	Equipment stored at Zone 4 Head Quarters	Dispense to police upon completion of training.
6. Delays in Administrative and logistical section at UNODC	Projects not completed on time Payroll and other finance issues	Appoint international persons to administer finance, logistics and administrative
7. Revisit training and adjust for current conditions	Injuries received by ABP	Provide continuous retraining
8. Training for Nimroz Police training base scheduled to be held at Zone 4 Head Quarters	Training could be done at Zarang instead at Zone 4	More cost effective to provide training for Nimroz project if security allows

This project was designed to enhance and enable the capabilities and capacity of the Afghan Border Police and the allied Agencies involved in CN efforts, by building a strategically located, operating base in the most prolific smuggling area in Afghanistan. The police station will be located in south of Nimroz province, bordering both Iran and Pakistan, to enforce the rule of law with a fully manned, trained and equipped Afghan Border Police Unit.

The development of a police force in Afghanistan has to be slow and incremental; setbacks should be expected and there is no guarantee that the outcome will reflect the wishes of the international community. The Afghanistan dilemma is likely to take many years to resolve. Although the work of developing a professional police force must be done thoroughly in order to reap long-term benefits, immediate counter-narcotic responses are needed to deal with the increase in opium production and trafficking. That cannot be achieved by the Afghan police alone, and significant international policing aid is needed. Without such a response, the situation may be likened to concentrating on building an extension to a burning house. Both forms of action are necessary, but the latter is the more urgent one.

International policing interventions are essential for bringing about quick and meaningful change. While it would clearly be beneficial for Afghanistan to be assisted by professional officers from other countries through a large, international police assistance force, that is not a realistic proposition, at least at present.

The lessons learned from the Border Police reform show that fulltime mentorship is required at the tactical level with true professionals' fulltime. This required the mentors to be on the ground, out in the remote field areas for weeks at a time. The part time, now and then, for a few hours, will not get the results required. This has been proven again and again with many organizations over the last years. The most successful UNODC programs are working because the mentors are there and backup all training provided with oversight and retraining as required. This is the only way to ensure the seeds planted are grown and stay fruitful for years to come. The criminals and corruption are like weeds and if allowed to grow they will. The systems in place need to be upgraded as the organization matures. The skills and leadership have to have ownership and pride in the outcomes. The end state must be that the Border Police can see to all these aspects on their own. Afghan run-Afghan owned high priority should be given to lessons learned

One thought would be if the UNODC was a standalone organization that would not have to rely on other UN agencies such as UNDP or UNOPS. The logistical and

administrative work would be done in house. This could be a cost effective way of administering the UNODC projects.

In addition international staff should be appointed for maintaining the administrative, logistical and finance issues within the UNODC. This could be an excellent way of coordinating all the issues that caused many cost overruns and problems with the present system.

This would ensure that the completion of projects will be in a timely manner. The present system has created many problems with the UNODC international consultants receiving their salaries and travel arrangements in a timely manner.

This project concerning Herat and Nimroz should be based there and not in Kabul. It is important to be directly involved by the presence of the staff, rather than relying on phone calls, emails and the like.

All training in the manuals have been translated into the Afghan language with the exception of the community policing segment. This is presently being done.

With the instability of Afghan government, and the increasing security threats by terrorists who are trying to undermine the establishing of a legitimate form of government in Afghanistan by creating a system where corruption and violence allows them to maintain and succeed in their illegal ventures. This allows the uncertainty to continue which in turn delays progress.

However this ABP project will not be able to sustain itself for quite some time due to the other problems inherent in the GOA that have to be addressed and corrected before this project will be sustainable without any outside help.

With all that being said, we have to be even more determined and vigilant to follow a course of action that supports the re-establishing the rule of law, protecting the borders and supply continued and long term support to sustain the ABP into a professional police agency capable and willing to work towards that goal.

The building from the ground up of a new police force now numbering in excess of 9000 was begun by the United Nations Mission in Kosovo in late 1999.

The same problems confronting the Afghanistan Border Police are very similar to Kosovo. Today the Kosovo Police Force is recognized by the other countries though- out the world as a successful, well trained, professional police agency. It is now considered a complete success by the United Nations.

This is why this J55 project is so vital towards working towards that goal. It is making significant progress with the ABP with this project.

1. INTRODUCTION

1.1 Background and Context

Nimroz is the corner stone province and main gateway for opium/morphine/heroin smuggling out of Afghanistan with as much as 90% of the nation's illegal opium crop exiting the country from this area. This is one of the most important strategic pathways for narcotic trafficking from Helmand, Kandahar and Farah Provinces (which are the highest opium growing/collection centers in the country), through southern Nimroz, into Iran and further on to the markets in the West. This happens because there are no law enforcement authorities stationed in this area. The local Border Police has left the region because of lack of support, manpower, training, equipment and facilities. The elders and Mullahs of the region have reported that over 10,000 Kilos of narcotics pass through this part of Nimroz every week.

The project is aimed at re-establishing the rule of law in this strategically important border area. The project will provide the necessary infrastructure to facilitate the Afghan Border Police and other counter narcotics agencies in a regional border enforcement undertaking. The project activities include the construction of a Regional Border Security Garrison in Nimroz, which would serve not only in the sense of a traditional border post but also as a regional center that can support 100-200 personnel. This enhanced base of operation will be strategically placed in the cross roads of the Nimroz smuggling routes, close to the border, yet with enough buffer ground to enable the CN forces to act in-depth and in a mobile manner. This concept would also allow for the law enforcement teams, after concluding their operations, to return to a secure base in order to reorganize and recover in a relatively protected environment. This new and improved counter narcotics concept for Afghanistan will put an adequate number of properly trained and equipped police officers in a strategically important location, and enable them to interdict drug smugglers who currently move freely through this area.

1.2 Purpose and Objective of the Evaluation

The purpose of this evaluation assess if this project is successful in creating a professional police agency that is able to establish and maintain a rule of law, interdict smuggling of illegal goods, create a standing bond of trust and partnership with the citizens they serve, and are sworn to protect. In addition to examine if the time, money and resources are being spent wisely. In other words are the donors getting their moneys worth?

If this project proves successful, this project may be used as a model for the rest of the border police posts throughout the country.

During the course of this project things might change which will cause this project to be revised, and this evaluation will attempt to identify some areas that might have to be adjusted to further the successful completion of this project.

1.3. Executing Modality/Management Arrangements

While in close liaison with UNODC Headquarters' Regional Section of the Partnership in Development Branch (PDB), UNODC Country Office for Afghanistan will execute the project. Technical advice will be received from the Anti-Trafficking Section (ATS) and the Human Security Branch (HSB). UNDP will provide the procurement and administrative staff services as requested by UNODC. Additional expert advice will be provided through the assistance of international consultants when required.

This technical assistance project will be implemented in close collaboration with the Afghan Border Police, the Ministry of the Interior and other line ministries, as well as key donors.

It is envisioned that the coordination of activities, strengthening of efforts and sharing of competencies/expertise will also take place with UNAMA, other relevant UN-agencies, donor countries, and governmental and non-governmental organizations. The aim of this is to optimize the impact of the project.

1.4. Scope of the Evaluation

The issues of particular importance in my analysis that are of importance are (a) Have the guidelines of the project concept been adhered to? (b) Have the attainments of the project been verified and documented? (c) Was the quality of the implementation process successful? (d) sustainability of this project. Will it be sustainable? And if so, how will that be done?

1.5. Methodology

The thematic evaluation aimed to assess the extent to which UNODC assistance has contributed to building the capacity of the ABP of Afghanistan zone 4 region. To achieve that aim, the evaluator addressed important questions relating to relevance, effectiveness, efficiency, impact and sustainability of activities, on the basis of which lessons were drawn and recommendations for improvements were made.

The evaluation was conducted by reading background documents, consulting web pages of relevant organizations and agencies and carrying out extensive interviews with specialists at UNODC headquarters and at the UNODC Country Office in Afghanistan.

2. ANALYSIS AND MAJOR FINDINGS

The development of a police force in Afghanistan has to be slow and incremental; setbacks should be expected and there is no guarantee that the outcome will reflect the wishes of the international community. The Afghanistan dilemma is likely to take many years to resolve. Although the work of developing a professional police force must be done thoroughly in order to reap long-term benefits, immediate counter-narcotic responses are needed to deal with the increase in opium production and trafficking. That cannot be achieved by the Afghan police alone, and significant international policing aid is needed. Without such a response, the situation may be likened to concentrating on building an extension to a burning house. Both forms of action are necessary, but the latter is the more urgent one.

International policing interventions are essential for bringing about quick and meaningful change. While it would clearly be beneficial for Afghanistan to be assisted by professional officers from other countries through a large, international police assistance force, that is not a realistic proposition, at least at present, for the following reasons

International assistance is inhibited and frustrated by weak central and regional government and by corruption. Leading officials in the Government and Parliament of Afghanistan are suspected of being involved in drug trafficking and money-laundering and of being members or supporters of organized criminal groups. There is widespread mistrust both of and within the Government, and many Government ministries and institutions are viewed with suspicion and hostility. Law enforcement activities, the legitimate collection of revenue and the application of basic principles of justice and the rule of law are regularly frustrated by organized criminal groups operating freely within the Government. These conditions make progress difficult, if not impossible

Time and skill are needed to create a trusted and respected police agency, as are committed, educated people who want to join the police force out of a sense of patriotism and public service. Any public perception of the police force as corrupt and uncaring and as primarily answerable to and directed by an inadequate Government, instead of being caring and socially oriented, will be counter productive. Given the current state of affairs, the public is not likely to cooperate much with the police. Part of the long-term solution is to create an understanding of common standards and values according to which corruption is not tolerated, and which are essential for cooperating effectively with international law enforcement partners. Without that type of policing, it will be difficult to develop public commitment to a sense of values, national pride and respect for government.

Quality of life issues also have a major impact on the lack of progress towards greater effectiveness. For example, a police officer on the border between Afghanistan and the Islamic Republic of Iran receives a salary of approximately \$120 per month and lives apart from his family in the most basic conditions without health insurance or pension rights. If he is killed or injured, his family receives no support. Such people are extremely vulnerable to corruption due to need, which is a major factor that must be addressed. With the right salary and under the right conditions, better qualified people could be recruited to undertake extremely difficult policing roles. That would improve continuity of service, inspire a sense of loyalty to the border police, possibly reduce the amount of corruption that arises from need and enhance professional competence. Under the Pay and Rank Reform initiative, the salaries of Afghan National Police officers have increased but they remain very inadequate.

Without investing in human capital, adequate pay, proper training and equipment, the instillation of pride in the job, self-esteem and adequate and continuous mentoring, little progress will be achieved.

The trainers' curriculum was developed and the mentors and trainers have been provided. All the necessary equipment has been purchased and stored.

As of June 1st 2009 the first group of hand picked police officers for the Nimroz police operational base from the total of 158 police officers, will begin their advanced police training at Zone 4 Head Quarters.

2.1 Overall Performance Assessment

This project is very relevant and important in supporting the efforts of ensuring the Afghan border is secure and the rule of law is enforced. It is located at the crossroads of the smuggling of illicit drugs into Iran and the smuggling of precursor chemicals for heroin conversion and illegal weapons into Afghanistan.

The terrorists are adamant they do not want this installation built because it will impede their illegal activities. To further this argument 50 terrorists attacked this construction site on May 2nd 2009 with automatic weapons, hand grenades and rocket launchers in an attempt to kill the occupants and destroy the existing work and the construction equipment. They were successful in having the contractor abandon the site after losing his equipment and refusing to resume work for safety concerns.

These type of unexpected incidents cause delay in completing this project in a timely manner and create cost over runs, and the ability to sustain other on going projects dependant upon this project being up and running.

2.2. Attainment of the Objectives

The estimated starting date of this project was Sept 2007 and completion and staffing of the regional operational base by Nov 2008. While the trainers' curriculum has been developed, the mentors and trainers provided and all necessary equipment has been purchased and stored, full implementation has not been realized as of May 2009 for the following reasons.

The problem is completion of the police operational base center in Nimroz. I viewed a completed set of blue prints for the Nimroz operational base dated Sept 18th 2008. This called for a joint venture with IOM to construct the perimeter walls which is being done. (Note: IOM has their own international engineer who approved and stamped the existing blueprints for their portion of the work).

However because of the UNDP civil engineer's refusal since the fall of 2008 to certify this set of blue prints until it is signed and certified by an international civil engineer, and UNDP signs off on this construction project nothing can be done.

The UNODC national project director brought these concerns to the UNODC management meetings beginning in Sept 2008. In the latest meeting in Feb 2009 there were three recommendations made by the national project director.

1. To commission another UN organization that has international civil engineers on their staff, to submit a new set of blueprints with a international civil engineers certification stamp at a cost of 15 to 25% of the total project cost.
2. To commission a local company with international civil engineers on their staff to review, adjust and certify the set of existing blue prints with their international civil engineers certification stamp that could be presented to UNDP for approval. This could take approximately two months at a cost of \$20-\$25 thousand dollars.
3. The third suggestion was to commission a local engineer who is also a international civil engineer, and have that person review, adjust and certify the existing blue prints. This would be the quickest and least expensive method.

The UNOC representative approved the second measure and assigned this the UNODC deputy representative. The outcome is not known at this time.

If this police operations base is not completed, an alternative option such as placing of tents or conix boxes inside the perimeter walls until a permanent operational base camp can be built.

On May 2nd 2009, the perimeter walls of the Nimroz base camp being constructed by IOM came under attack by terrorists. Construction equipment was destroyed and a ABP was injured by gunfire. The construction company is refusing to resume work at the site.

2.3. Implementation

The project document was signed by the Afghan Minister of Interior mid Sep 07. The required enhanced police equipment requisition was submitted on 28 February 2008 for final procurement worth around one million US dollars. This list was revised, reviewed and agreed upon by the command staff of the Afghan Border Police. The Border Security Garrison construction design underwent a full review and assessment to ensure the design structure will meet requirements. The initial plans for construction has been drafted. A detailed fresh assessment mission to the location of the Border Police center was scheduled for the end of March 2008. The newly hired project coordinator and supporting contractor had arrived and was taking part in this endeavor to ensure progress continues as planned. The new staff has developed the programmed enhanced training as required. The draft training doctrine documents are completed and under revision. The preparations for interpretation into local language have been initiated. The courses developed include: Introduction to leadership development for counter narcotics, Develop subordinate leaders to combat narcotics traffic, Counter narcotics tactical unit movement in both urban and field environment, Tactical convoy movement for Border police operations, Security operations for counter narcotics interdiction efforts and small unit community policing efforts. To build unit cohesion the new tactical border police consultant is the primary instructor to develop Afghan police instructors using the 'train the trainers' method. He has also identified officers with leadership potential and is mentoring the officers to mold them into the model Afghan Border Police that will continue the process throughout the ranks of the counter narcotics border police units. The new consultant has also developed a new concept to maximize the operational capabilities of the Afghan Border Police. As part of this new concept he is training the ABP counter narcotics forces to run a western standard operational center that will track all the operations conducted and focus resources as required to facilitate mission success. To improve the quality of life and standards of professionalism, the new consultant is conducting training verification assessments on a regular basis. These visits include a focused disciplined procedure for daily police conduct at the remote sites used. As these standard operating procedures become the rule rather than the exception, the new consultant will expand the process to include all elements within the organization in the region.

On regional cooperation; the newly developed procedures will be put into play as the cross border Triangular Initiative matures so that the new operational center is part of the overall operations conducted. Regular meetings are conducted with the UNODC law enforcement experts from Pakistan and Iran to ensure compatibility of equipment provided and further cooperation of the three countries eventually on regular joint patrolling, having joint operations along the border, having common radio communication frequency, sharing intelligence & information etc along the borders.

The following items for this project have already been done.

Procure all standard drug test kits and outfits, i.e. Custom Rummage kits, and precursor chemical kits

Procure all required optical, night vision and surveillance equipment

The recruitment of UNODC national consultants responsible for designing the required radio communication network

The implementation of a field assessment mission by recruited national consultants in cooperation with ABP and the Ministry of Interior

Procurement of required radio communication equipment (HF&VHF).

Contract for all required facilities and equipment as per budget

Train the trainers' program curriculum developed and trainers and mentors identified and recruited

2.4. Institutional and Management Arrangements

A number of key coordination and planning meetings have been conducted to establish the Afghan Border Police requirements and commitments to this project. The MOI and Afghan Border Police Command are fully in support of this project as a result of these detailed meetings. The Border Security Garrison construction design underwent a full review and assessment to ensure the design structure meets requirements. The initial plans for construction have been drafted, presented to command and control staff of Afghan Border Police and approved. The required equipment for the garrison in Nimroz has been procured and issued to the ABP. The list of required radio communication equipment has been developed in close consultation with the radio communication department of ABP as well as the international community supporting the ABP in Kabul. The list was finalized, approved and sent out for procurement purpose. The Border Police command has committed to make this project a show piece for the international community to demonstrate what can be accomplished when given the right tools and flexibility to do so.

The UNODC staff is researching the possibility of infusing an incentive based program. This to give the underpaid and remotely stationed Border Police more motivation to execute the required policing efforts in the remote and difficult areas

as part of this project. The current restraints of such a remote project will require extra incentive programs to maximize achievements towards the realization of all objectives set forth in this project.

The UNODC Country Office for Afghanistan ensures due coordination and regular consultation with the international counter parts (EUPOL, BORDER Management Task Force, Provincial Mentoring Team as well as other donor countries and relevant agencies interested to support this project.

The present project is subject to oversight/audit by the United Nations Office for Internal Oversight Services and the United Nations Board of Auditors. UNODC will coordinate the implementation of such oversight/audits and will follow up on the implementation of agreed oversight/audit recommendations. The present project document may be modified by written agreement between the parties concerned.

3. OUTCOMES, IMPACTS AND SUSTAINABILITY

3.1. Outcomes

Enhanced capacity for law enforcement cooperation against crime, organized crime, corruption, drug trafficking, diversion of precursors and terrorism.

Upon the completion of this project the anticipated outcome is as follows. The regional policing center is built, complete and policing missions are fully ongoing to interdict the flow of narcotics throughout the region. The police staff will have been selected, and trained units are fully functioning. The ABP and their base of operations will be functioning as a model for Afghan border police.

Continued success will be supported through a process of mentoring and monitoring for its first few years. In addition to this, the unit will formulate a regular on the spot refresher training program that can then be delivered, as required, for any new staff coming into the Nimroz area of operations.

In turn this successful completion of this project will have positive effect on not only this area, but can serve as a model for the revamping of the entire ABP and their place in the supporting and building a country who is struggling to build a country where rule of law is applied equally and fairly to everybody.

However this ABP project will not be able to sustain itself for quite some time due to the other problems inherent in the GOA that have to be addressed and corrected before this project will not be sustainable without any outside help.

Continued success will be supported through a process of mentoring and monitoring for its first few years. In addition to this, the unit will formulate a

regular on the spot refresher training program that can then be delivered, as required, for any new staff coming into the Nimroz area of operations

The report should cover the outcomes of the program/project. Outcomes achieve the project purpose. It should be demonstrated here how the achievement of results and immediate objectives have made a difference either to the problem being addressed or to people's lives. Have the UNODC activities/interventions made a difference. What are the effects of interventions.

3.2. Impacts

The anticipated impact of this project is the completion of the Nimroz construction and a Regional Border Police Center is operational in the province. The Center's police are trained, equipped and the unit is staffed with qualified officers, in order to perform effective policing and drug interdiction operations in the most prolific narcotics trafficking area in Afghanistan

Mobile Interdiction Teams are established, equipped and trained, and effectively conduct drug interdiction operations.

Compatible radio communication system is established, to link the Regional Center to Area Border Posts, Battalion and Company Headquarters.

3.3. Sustainability

If this project is to succeed for the long term and become an integral part of ABP it will be necessary for donor support for up to 5 to 10 years. The reason being is that the GOA does not have the funds available and will not have until the rule of law has been established, the borders secure, income from the border import tax is adequate and the security threat is diminished.

Thought also has to be given about the sustainability of all the equipment given, if there isn't any funds available support to repair and maintain it.

The trainers should be able to train the ABP throughout the country and also act as train the trainer instructors.

It is suggested by the United States Embassy in Kabul new facilities, equipment and training will not be enough to reverse corrupt practices. Mentoring will reinforce training and provide "adult supervision", but it will probably be required for 20-25 years

Sustainment, maintenance procedures and long term plan for scheduled repairs need to be part of future procurement, training plans, force structure designs, and facilities management. Without this important organizational multiplier, the quality

of Border Police will deteriorate rapidly after initial facilities, and training are provided. If given the necessary support, there should be quite an improvement and projecting 5 years down the road, there should be a huge difference.

4. LESSONS LEARNED AND BEST PRACTICES

4.1. Lessons

The lessons learned from the Border Police reform tell us that fulltime mentorship is required at the Tactical level with true professionals' fulltime. This requires the mentors to be on the ground, out in the remote field areas for weeks at a time. The part time now and then, for a few hours will not get the results required. This has been proven again and again with many organizations over the last years. The most successful UNODC programs are working because our mentors are there and backup all training provided with oversight and retraining as required. This is the only way to ensure the seeds planted stay fruitful for years to come. The criminals and corruption are like weeds and if allowed to grow they will. The systems in place need to be upgraded as the organization matures. The skills and leadership have to have ownership and pride in the outcomes. The end state must be that the Border Police can see to all these aspects as their own. Afghan run-Afghan owned high priority should be given to lessons learned.

4.2. Best Practices

Fusion of all the Border projects: There are many reasons for what we are doing and many approaches to get to the end state we all would like to see for Afghanistan. The UNODC has a designed approach that has proven to make change possible. Others who are executing similar efforts need to be fused into the overarching efforts. The varied approaches to resolve the gaps in training and mentorship can be linked together to both be more efficient and allow for varied approaches to get the best long range solutions. If the total packages are brought together with lessons learned from all who are endeavoring to make change happen then the best ways ahead can be exploited. Then a more unified approach can be used. This requires a give and take from all. The long range targets must be achieved to ensure real progress. If programs prove to be ineffective, they should be modified or dropped to make way for programs that work. This is a good reason that there should be as many approaches to the problem set as possible initially to build on the ones that work. Many programs seen in Afghanistan are re-executed even if they have brought limited results. It is important to maximize our efforts with a controlled fusion of methods for progress with a unity of effort.

4.3. Constraints

Low capacity within the Afghan Border Police (illiteracy, lack of professional

police training etc)
Corruption (widespread within the police ranks)
Low pay
Low life standards
Lack of strong leadership

Short term policies and actions will not be enough to achieve the goals of a self-sustaining, effective and accountable ABP

Some of the constraints are the increase of security breaches and terrorists attacks on the police and construction workers at the Nimroz site.

Because of the construction company's loss of their equipment at the job site, they are refusing to return to work.

Lack of cooperation of UNDP when trying to facilitate this project.

Organized crime impeding progress in order to maintain their illicit drug trade.

No consequences for negative actions

Unnecessary delay in some areas due to administrative mistakes

Higher security constraints limiting freedom of movement.

5. RECOMMENDATIONS

One thought would be if the UNODC was a stand alone organization that would not have to rely on other UN agencies such UNDP or UNOPS. The logistical and administrative work would be done in house.

In addition international staff should be appointed for maintaining the administrative, logistical and finance issues within the UNODC. This could be an excellent way coordinating all the issues that caused many cost overruns and problems with the present system. This would ensure that the completion of projects will be in a timely manner.

Due to the enormity of the responsibilities required by the international staff, it could be divided into two parts. One international for finance and one for administrative duties could be the most practical.

This project concerning Herat and Nimroz should be based there and not in Kabul.

It would be beneficial if the advanced training for the Nimroz base camp officers could be trained at the Zarange police headquarters which is located in Nimroz province if the security allows. The majority of the officers live in this area. This would be most cost effective and would not necessitate air travel expense for transportation of the recruits.

If the 158 police recruits could be recruited from all areas and provinces of Afghanistan, rather than just the Nimroz province. This would better serve the policing of that province as the officers would not have only the direct ties to the area and be less susceptible to many of the corrupt practices.

5.1. Issues resolved during the evaluation

The Afghan Border Police have undergone a full change of command last fall after all the UNODC planning and site visits. The new Command has been fully briefed and is on board with this project. There are some concerns with the security of the region. The Command will continue to provide support to mitigate these issues in the Nimroz region. There are also concerns with corruption that are being assessed daily. This is a nationwide issue and thus far has not prevented progress to this project. It is mentioned here to fully inform stakeholders that UNODC staff are going through the process to mitigate these issues in order to achieve the goals as designed in this important project.

Because of the Nimroz police base has not been completed, it was determined to train and equip the necessary personnel at Zone 4 headquarters so as to not delay this project due to lack of training.

Due to the construction delay, alternative housing facilities are being explored for the Nimroz site.

5.2. Actions/decisions recommended

All the manuals have been translated into the Afghan language with the exception of the community policing segment. This is presently being done.

In H16 project the training in the intelligence system was written in English and supplied and translated to the recruits in their Afghan language. And this was successful. This is now being done in the J55 project as well.

This translation is being done by the language assistant in the UNODC field office in Herat.

6. OVERALL CONCLUSIONS

Fully professionalized and reformed Afghan border Police into a well trained, properly equipped force who will become the protectors who uphold laws of the State. The national security structure which will be fully under civilian control and oversight, reporting directly and systematically to the President and the National Assembly

A reasonable successful End State: National sovereignty established, and the Rule of law established, enforced and verified with Afghans solving the issues

Success will be only be achieved and measured when all the Border Posts and HQs are fully operational, the official Border Crossing Points are under the full control of the GOA. This will not be likely until 2010 or later, without oversight it will not be possible.

The ABP are able to enforce the rule of law as required, thus successfully interdict the narcotics flow out of Afghanistan. Progress for this is happening, yet slowly, Again mentorship is critical. As well as consistent coaching and evaluation would help greatly.

One of the most important issues that has to be dealt with immediately is the illiteracy rate of the Afghan police. In order to have a professional police agency this illiteracy must be removed by including in the basic training of all police officers a program that provides basic reading and writing skills necessary to function as a police officer.

With the instability of Afghan government, and the increasing security threats by terrorists who are trying to undermine the establishing of a legitimate form of government in Afghanistan by creating a system where corruption and violence allows them to maintain and succeed in their illegal ventures. This allows the uncertainty to continue which in turn delays progress.

However this ABP project will not be able to sustain itself for quite some time due to the other problems inherent in the GOA that have to be addressed and corrected before this project will be sustainable without any outside help.

With all that being said, we have to be even more determined and vigilant to follow a course of action that supports the re-establishing the rule of law, protecting the borders and supply continued and long term support to sustain the ABP into a professional police agency capable and willing to work towards that goal.

Annex I



TERMS OF REFERENCE FOR MID-TERM EVALUATION

Project AFG/J55

Integrated Border Control Project in Western/South-western Afghanistan

1. BACKGROUND INFORMATION

Nimroz is the corner stone province and main gateway for opium/morphine/heroin smuggling out of Afghanistan with as much as 40% of the nation's illegal opium crop exiting the country from this area. This is one of the most important strategic pathways for narcotic trafficking from Helmand, Kandahar and Farah Provinces (which are the highest opium growing/collection centers in the country), through southern Nimroz, into Iran and further on to the markets in the West. This happens because there are no law enforcement authorities stationed in this area. The local Border Police has left the region because of lack of support, manpower, training, equipment, and facilities. The elders and Mullahs of the region have reported that over 10,000 Kilos of narcotics pass through this part of Nimroz

every week.

The project aimed at re-establishing the rule of law in this strategically important border area. The project provided the necessary infrastructure to facilitate the Afghan Border Police and other counter narcotics agencies in a regional border enforcement undertaking. The project activities included the construction of a Regional Border Security Garrison, which serves not only in the sense of a traditional border post but also as a regional centre that can support 100-200 personnel. This enhanced base of operation is strategically placed in the cross roads of the Nimroz smuggling routes, close to the border, yet with enough buffer ground to enable the CN forces to act in-depth and in a mobile manner. This concept also allows for the law enforcement teams, after concluding their operations, to return to a secure base in order to reorganize and recover in a relatively protected environment. This new and improved counter narcotics concept for Afghanistan puts an adequate number of properly trained and equipped police officers in a strategically important location, and enables them to interdict drug smugglers who currently move freely through this area.

The project's total budget is 3.98 mil. with a purpose to disrupt the drug flow and the flow of precursor chemicals between Afghanistan, Iran and Pakistan by enhancing the capabilities and capacity of the Afghan Border Police to establish rule of law in Western/South-western Afghanistan resulting in increased seizure in the area of responsibility (AoR).

The evaluation should examine progress achieved in light of these objectives but also taking into account the conditions under which implementation occurred.

2. PURPOSE OF THE EVALUATION

The overall purpose of this evaluation is to determine what the project has achieved to date and if it has attained its objectives successfully and efficiently, taking into account the often difficult conditions on the ground in Afghanistan and to generate information that will be used to improve project implementation in western/south-western region of Afghanistan. In this regard, the extent to which the needs of the beneficiaries are being met as well as what has been achieved in terms of impact and sustainability should also be assessed.

The evaluation will seek to draw lessons and good practices from the project implementation which will be used to improve the current and future project planning, design and management. Furthermore, the evaluation must seek to measure the project's achievements, outcomes and impacts, both positive and negative.

3. EVALUATION SCOPE

The evaluation shall focus mainly on the project's concept, design, implementation, results, outputs, outcomes and sustainability. The evaluation should appraise:

(a) Project concept and design:

The evaluation should analyse whether and how the project contributed to a priority area or comparative advantage for UNODC. It should review the problems identified by the project and the corresponding strategy chosen in order to address these. The evaluation should also encompass an assessment of the relevance and attainability of the objectives and of planned outputs, activities and inputs, as compared to other cost-effective alternatives. An analysis of the clarity, logic and coherence of the project should also be conducted. Some of the questions that this evaluation should address are:

- Are the objectives of the project aligned with the current policy priorities and action plans of Government of Afghanistan, Compact, Afghanistan Development Strategy, and UNODC mandates?
- Is the design of the project technically sound? Are the project objectives clear, realistic and coherent in terms of collectively contributing to the achievements of the Strategic Programme Framework and Afghanistan Development Strategy, and other strategic instruments?
- Are the results and objectives useful, relevant and attainable?
- Are response activities and implementation strategy appropriate for meeting stated objectives, with a focus on assessing project elements directly related to capacity building, coordination and sub-contract performance?
- How well do the project objectives reflect the specific nature of the problem and needs of counter-narcotics border control capacity and policies in Afghanistan?
- Are the objectives of the project aligned with the UNODC Triangular Action Plan?

(b) Objectives, outputs, impact and sustainability:

The evaluation should seek to determine whether results have been achieved, and if not fully, whether there has been some progress made towards their achievement. Taking into account these factors; the overall impact of the project should be assessed. This should also encompass the likely sustainability of results and benefits as well as the project's contribution to human and institutional capacity building. The beneficiaries' perception towards the achievements should be taken into consideration, as appropriation is an important factor in determining sustainability. Another fundamental aspect in result sustainability is beneficiary capacity building (have the beneficiaries gained the necessary tools and skills?). Furthermore, financial sustainability should also be assessed (for instance, once the project is terminated, will the benefits be self-sustainable?). Some of the questions that this evaluation should address are:

- To what extent the project contributed to the achievement of Afghanistan Compact and or Strategic Programme Framework and Afghanistan Development Strategy? What are the reasons for the achievements and non-achievement of objectives?
- Have improvement of leadership skills been enhanced at institutional and individual levels?
- Has the operational capacity (skills and service delivery) of the Afghan Border Police been increased through training and improvement of working conditions?

- Has a mentorship system and mechanism to be composed of experts been set-up? Has it helped the day-to-day operation through creation of a mentorship mechanism, to oversee and advise on all aspects of the proceedings as well as on the administration of the Afghan Border Police?
- Was training material produced and is it available for further future use by the Government and concerned authorities?
- Are the objectives of the project contributed to regional programmes under the umbrella of the Triangular Initiative?
 - Has the project carried out activities laid down in the Triangular Action plan?
 - Have the regional meetings been facilitated to strengthen cross border cooperation?
 - Has there been a tangible result from the activities carried out within the region?

(c) Overall implementation process:

The evaluation should assess how effectively/efficiently project planning and implementation have been carried out so far. This includes assessing the extent to which organizational structure, managerial support and coordination mechanisms used by UNODC effectively support the project. Efficiency should be analyzed namely as the project's capacity to achieve the desired effects at an acceptable cost when compared to alternative approaches reaching the same effects. The role played by the field office in the development and implementation of the project or programme should also be assessed. The evaluation will analyse problems and constraints encountered during implementation as well as the quality and timeliness of inputs and the efficiency and effectiveness of activities carried out to date. Some of the questions that this evaluation should address are:

- Were alternative less costly interventions modalities considered in designing this project? Do they exist? To what extent has UNDP been efficient, effective and transparent?
- Are there less costly methods which could achieve the same outcome/impact at the beneficiary level?
- To what extent was a transparent operating environment and accountability of government established?
- To what extent have partnerships been sought with other relevant actors (including UN-agencies) and synergies been created in the delivery of assistance?
- Was there effective coordination among government, UNODC and other implementing partners including donor countries & task forces established as coordination bodies?
- Has adequate and appropriate backstopping support been provided by field and HQ staff (administrative / managerial support and coordination)? Have partner institutions fully and effectively discharged their responsibilities?

- What are the positive and negative, intended and unintended, effects of interventions on people, institutions and the physical environment?
- What are the perceptions of the different stakeholders, especially government of Afghanistan, implementing partners, other UN agencies, bilateral and multilateral donors, about the overall impact of UNODC's project activities?
- How were project internal UNODC factors affecting effectiveness, including human resources logistic support, and the predictability and regularity of resources and flexibility of the budget (UNODC constrains)?
- How are project external factors like limits on access to interventions sites, human resource constraints etc. impacted on effectiveness (security situation)?
- How is the project monitored?
- Has a risk mitigation strategy been developed if any, stipulated in the log frame?

(d) Lessons learned from the concept, design and implementation of the project, as well as good practices:

Recommendations may also be made in respect of issues related to the implementation and management of the project. The evaluation shall assess in what ways the project design and/or delivery can be improved to enhance its effectiveness. The evaluation should identify the key elements, assumptions and risks for the development of similar initiatives in other regions. Some of the questions that this evaluation should address are:

- To what extent have the findings and recommendations from the past project evaluations been followed up and implemented to address some of the challenges already identified.
- Do the project interventions have a potential for scaling up or replication?
- What are the outstanding needs of the Afghan Border Police and involved institutions?

4. EVALUATION METHODS

The evaluation team should present a detailed statement of evaluation methods or the approach used to identify information sources and collect information during an evaluation, and to analyse the data. The evaluation methods will include:

- (a) Document review: this will comprise of all major documents, such as the project documents, progress and monitoring reports, terminal narrative reports, as well as assessments, manuals developed under the project etc. (desk study)
- (b) Field assessment missions to Kabul and Herat
- (d) Meetings, interviews, and focus group related to the work of the Afghan Border Police.

- (e) Request selected Border Police staff to complete and submit a questionnaire prepared by the Evaluators.

Before the field mission, the Evaluators are to prepare an evaluation methodology, including questions and questionnaires that are acceptable to UNODC. Following the completion of the fact-finding and analysis phase, a draft evaluation report will be prepared by the Evaluators and presented to UNODC within the stipulated timeframe and in accordance with UNODC standard evaluation report outline (please refer to item 6). The draft report should include, inter alia, a detailed statement of the evaluation methods used during the appraisal. Inputs from UNODC should be recorded and taken into account by the Evaluators, as relevant and appropriate.

5. EVALUATION TEAM COMPOSITION

This project evaluation takes place simultaneously with another counter narcotics project evaluation, namely AFG/H16 - Strengthening Afghan-Iran Drug border control and cross border cooperation (SAID). Therefore, this project evaluation shall be conducted by a team of International Experts (Evaluators) who have relevant and complementary skills for tasks. In particular, the Evaluators should have excellent knowledge in counter narcotics with the focus on border control. The tasks will be divided between the two evaluators as follows:

Evaluator A: Will look at the technical side of the project implementation such as impact of the project implementation, delivery of the services to the beneficiary etc

Evaluator B: Will more look at how the project is being managed at the UNODC. He/she will be evaluating the internal UNODC sections' support to the project, financial flows, reporting, monitoring etc.

The Evaluators should hold an advanced degree in law, social sciences or relevant field and have proven experience on above key issues, preferably with the United Nations in postings in post conflict areas. In addition, the Evaluators should also meet the following criteria:

- 1) Be familiar with the project implementation in international organizations in a United Nations mission.
- 2) Have experience in conducting independent evaluations and or assessments.
- 3) Have at least 10 years relevant professional experience with at least 2 years of director level Law enforcement or security forces experience in an international environment. Evaluator should have expertise with Training police trainers, high level counter narcotics investigation, Police intelligence, judicial officer experience in post conflict settings. Work with international Border control law enforcement also is a plus.

- 4) Have obtained a post-graduate degree in a relevant area or equivalent international law enforcement experience; i.e. Deputy Director of United Nations program or pillar effort, or Deputy commissioner level experience in international United Nations Missions
- 5) Possess excellent analytical, drafting and communication/writing skills in English.

The Evaluators are selected by the UNODC Vienna, in consultation with the Country office of Afghanistan. Coordination is to be sought also with the Europe, West and Central Asia Unit, TCS II/DO and the Independent Evaluation Unit, in UNODC Vienna, using the agreed criteria and drawing expertise from the roster of experts.

6. PLANNING AND IMPLEMENTATION ARRANGEMENTS

This evaluation will be a joint effort between the evaluation team and UNODC. As for substance, it is critical that the evaluation should be carried out independently by the Evaluators and they conduct a thorough evaluation covering all aspects of the project objectives, achievements, implementation and management. The Evaluators will have access to all relevant documents and the UNODC Country Office for Afghanistan will provide the required support for the Evaluators during the evaluation. The UNODC officials responsible for briefing of the Evaluators are:

UNODC Country Office for Afghanistan:

- Representative
- Deputy Representative
- International Project Coordinator
- National Project Coordinator
- International Mentors in the field

UNODC Head Quarters in Vienna (Austria):

- Chief, Technical Cooperation Section II
- Project Coordinator, Europe, West and Central Asia Unit

UNODC Country Office will secure office space, administrative basic support, and travel arrangements for the Evaluators during his/her stay in Kabul. UNODC will also assist with accommodation bookings, visa facilitation etc....

Time Frame & Tentative programme for the Evaluators:

The Evaluator will be recruited for 5 weeks to carry out the evaluation.

Programme & Activity*	Days Required	Tentative dates
Preparation of methodology/questionnaires + Desk-review		
HQ Briefing		
Travelling to Afghanistan		
Briefing by Country office staff		
Desk-review of documentation at COAFG		
Meetings/interviews with Ministries, Departments, UN Agencies and relevant stakeholders., visit to project intervention sites		

Field mission		
Returning home		
Preparation of the draft reports (x)		
Break		
Incorporating the UNODC comments in the report and preparing the final draft		
Total Working & Travel Days		

Note*: Detailed itinerary and programme will be prepared upon arrival and in consultation with the Evaluators.

Deliverables of the evaluation (for each project):

- 1) Evaluation plan and detailed terms of reference with methodology;
- 2) Evaluation draft report with findings;
- 3) Final evaluation report.

Payment:

The Evaluators will be issued a consultancy contract and paid as per the common UN rules and procedures. The final payment will be made only after the acceptance of the final draft of the evaluation report by UNODC HQs and the Country Office for Afghanistan.

Evaluation report:

The evaluation report should be inline with UNODC's evaluation policy and handbook and follow the standard UNODC report outline that is listed below:

- 1) Evaluation summary (maximum 4 pages)
- 2) Introduction
- 3) Background (Project description)
- 4) Evaluation purpose and objective
- 5) Evaluation methodology
- 6) Major findings
- 7) Lessons learned (from both positive and negative experiences)
- 8) Constraints that impacted project delivery
- 9) Recommendations and conclusions