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*Office on Drugs and Crime*

# TERMINAL EVALUATION REPORT

Project Number:  
AFG/H16  
Strengthening Afghan – Iran Drug Border Control and Cross Border  
Cooperation (SAID)

Report of the independent evaluation team

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## LIST OF ACRONYMS

<b>ABP</b>	Afghan Border Police
<b>ACM</b>	Anti-Coalition Militia
<b>ANA</b>	Afghan National Army
<b>ANP</b>	Afghan National Police
<b>ANSF</b>	Afghan National Security Forces
<b>BMTF</b>	Border Management Task Force
<b>CNPA</b>	Counter Narcotics Police Afghanistan
<b>EC</b>	European Commission
<b>GOA</b>	Government of Afghanistan
<b>HQ</b>	Headquarters
<b>MOF</b>	Ministry of Finance
<b>MOI</b>	Ministry of the Interior
<b>QRF</b>	Quick Reaction Force
<b>SOP</b>	Standard Operating Procedure
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>UNDP</b>	United Nations Development Program

## EXECUTIVE SUMMARY

### 1. Summary table of findings (identified problems/issues), supporting evidence and recommendations

Findings: identified problems/issues	Supporting evidence/examples	Recommendations
1. Virtually all border post locations difficult to access due to poor roads.	Some posts very remote. No paved or unpaved roads between posts. Access to posts and areas near them still heavily mined.	Improve roads. Demining actions must be undertaken as a matter of operational safety for ABP officers and advisors.
2. Lack of potable water at some border posts.	No wells or water tanks.	Drill wells. Supply water tanks.
3. High rate of desertion.	Around 200 officers per month desert due to harsh living conditions, lack of benefits, low pay and insufficient food.	Improve living conditions at border outposts. Increase pay. Provide death and disability benefits. Provide more and better quality food.
4. Adverse security conditions experienced while travelling to border posts.	Unable to travel to some checkpoints due to lack of security.	ABP to provide additional police officers when H16 team is travelling to border checkpoints.
5. Extremely poor facilities at 44 of 68 border posts. Difficult to access. BMTF wants to shut them down and patrol from regionally located brigade and battalion HQ. Coverage of border and equipment wear-and-tear will suffer. Will greatly increase maintenance costs.	Two-third of border posts are structurally unsound and of poor quality. The 44 border posts in this category extremely difficult to access due to poor roads and extreme weather. Patrolling from brigade or battalion HQ will greatly limit coverage of border.	All border posts have to be refurbished to meet the standards under H16. Access has to be improved. BMTF should not be making operational suggestions for UNODC projects. Concept of border posts approximately one hour apart must be adhered to.
6. International stakeholders duplicating H16 project outputs. Communication by other stakeholders lacking.	Different stakeholders other than H16 assisting ABP but not communicating with H16. In some cases others are duplicating H16 activities.	All stakeholders should meet to discuss duplication of efforts and improving communications.
7. Pay competition for personnel between coalition partners, contractors, ACMs and traffickers with ABP. Loss of ABP trainees to other security positions.	Taliban pays soldiers \$300 per month. Coalition and contractors pay even more. ABP salaries are pathetic, between \$70-120 per month, lower than ANP or ANA. ABP trainees leave for higher paying jobs.	Increase pay of ABP officers substantially; Should be on par with private contractors.
8. Lack of basic life support systems. Poor quality medical care.	Lack of med-evac in emergency situation after contact with traffickers resulted in death of ABP officers. Lack of adequate medical care causes officers to miss work.	UNODC, ABP and MOI must initiate a system to have med-evac available for all border locations. ABP officers need regular health care provided.
9. No realistic, long-term logistical and maintenance plan by ABP.	After UNODC supplies initial supply of necessary equipment and parts, ABP has no plan for continued procurement and maintenance support.	Functioning and adequate logistical and maintenance support system must be designed and funded.

Findings: identified problems/issues	Supporting evidence/examples	Recommendations
10. UNODC finance refuses to process payment for equipment in a timely and reasonable manner.	UNODC finance failed to process equipment request. Winter clothing and cold-weather gear not provided. ABP officers at remote location. Leads to potential life-threatening conditions for ABP officers at remote locations.	Outside evaluator engaged to conduct review of UNODC finance procedures in processing requests from law enforcement/counter-narcotics projects. Evaluator's recommendations <u>must be implemented</u> , absent compelling reason.
11. Fully effective field operations and progress against traffickers has not been achieved due to corrupt officers in ABP and MOI	Brigade and battalion commanders have experienced difficulties punishing or removing corrupt officers due to interference from MOI and ABP HQ in Kabul.	GOA must engage in rooting out corruption that is endemic in the ABP and MOI at all levels. Recruitment of officers outside the area of operation is also to be considered.
12. Training, mentoring and the "Train-the-Trainers" concepts have been highly successful, in the region where the Project was implemented	A more professional and operationally functional ABP has been observed with interdiction rates increasing when mentors are deployed with active units	Donors must be informed that this process will require funding
13. The project was largely successful because of the dedication, professionalism and expertise of the staff.	Activities were implemented in remote areas where conflict with armed insurgents or criminals is a possibility	The type of consideration that went into the organization of the H16 team should be used throughout UNODC.
14. Project team members made a concerted effort to personally visit locations where the men they train were ultimately assigned and did so on multiple occasions	This resulted in an undeniable bond and respect on the part of the ABP, especially at the highest command levels, and with the MOI, for the national and international staff of H16	This should be an everyday occurrence for all UNODC staff involved in counter-narcotics training and mentoring programs

## 2. Summary Description of the Project Including Project Objectives.

During the 1990's Afghanistan became firmly established as the main source of illicit opium and heroin produced, trafficked and consumed in the world. Afghan opium production supplies local, regional and international illicit markets. In the neighbouring Islamic Republic of Iran, government sources estimate the internal absorption capacity of the domestic market for opiates at some 700 – 800 tonnes of opium per year. A large percentage of Afghan opiates are smuggled into the territory of Iran and onwards through the Iranian eastern provinces of Khorassan and Sistan Baluchestan. Seizures by the Iranian Police Officers deployed on these borders are among the highest in the world. In 2000 Iranian Anti Narcotic Police of Khorassan and Sistan Baluchestan seized respectively 130 and 91 tons of illicit drugs. In 2001, seizures in the two provinces accounted for up to 25 tons in Khorassan and 40.5 tons in Sistan Baluchestan. The Iranian authorities police a 936-kilometer border with Afghanistan. Their border force is often confronted by well-armed trafficking groups who violently resist interdiction efforts. As a result some 3,300 Iranian police officers have been killed since the beginning of the anti-drug campaign in the early 1980's.

This project relates to the equipping of border control posts along the border between Afghanistan and Iran. It also includes the training of personnel assigned to border control. The government of Iran and Afghanistan have adopted a bilateral agreement for Iran to build 25 border posts within Afghan territory. UNODC, once building of the posts

is completed, will equip them and train the relevant officers. The posts traverse the three Afghan provinces of Herat, Farah and Nimruz along the Iran border. The project would also consider ways and means to introduce a basic criminal intelligence system and establish a mechanism so that Afghan and Iranian border control officers can cooperate on law enforcement issues and establish a means of sharing information. This project will thereby enhance the capacity of the Afghan Border Force to interdict drug trafficking and reduce the flow of drugs over the Afghanistan/Iran border.<sup>1/</sup>

### **3. Major Finding of the Evaluation.**

It appears from all of the assembled evidence that the objectives of AFG/H16 have all been successfully implemented. However, problems still remain at some border posts in remote locations on the Iranian border, essentially, regarding equipment, hygiene and sanitation, procurement, and resupply of UNODC-provided assets. The standard of living at some border posts is inadequate, primarily concerning a lack of water and water-storage at in 25 – 30 locations along the Iranian border, and replacement of equipment is taking far too long to procure and get to the ABP. Furthermore, the situation regarding the correct fuel mixture for vehicles and generators, as well as storage capacity, is causing serious problems at a number of outposts. Finally, roads in many areas are in a poor condition and have been referred to as improved goat paths and driving on them is like driving on Mars. These are issues that are only going to be resolved by committed, dedicated action on the part of the GOA.

### **4. Lessons Learned and Best Practices.**

The rule-of-law can be restored along the Western and South-western border by a concerted effort to interdict the flow of narcotics and precursor chemicals into and out of Iran. The best trainees, NCOs and officers must be identified for advanced training and leadership positions for these efforts to be successful. There must be sustainable mentoring at the border posts. Afghan civilians must be treated with respect, dignity and as equals by all segments of the ABP. ABP outposts must do more to assist the communities they serve. H16 was a success because the project staff was experienced in counter-narcotics programs, police and military operations in remote areas.

### **5. Recommendations, Conclusions and Implications for UNODC.**

The GOA must be fully engaged in the struggle against narcotics trafficking, including rooting out the corruption that is endemic in the ABP and MOI at all levels. Recruits for the ABP should have no ties to the province where they will be assigned. In many cases, this will limit involvement of ABP trainees with local traffickers and presumably make them less susceptible to corruption. Brigade and battalion commanders must be able to punish and remove corrupt officers without interference from the MOI and ABP HQ in Kabul. This is particularly true at the legal border crossings at Islam Qala, Zaranj and Milepost 73 if revenue for the GOA is ever going to reach the level it could.

Mentoring is the only sure method for ensuring the success of projects like H16 and donors must be made to know that this process will require funding for many years. As noted in the Mid-Term Evaluation for AFG/J55, procurement, finance and hiring practices at UNDP and within UNODC need to be more in tune with counter-narcotics

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1/ This is from the original project document drafted in 2004.

projects' requirements. In this regard, ABP should provide additional police officers when mentor teams are travelling to border checkpoints.

Concerning infrastructure and support, there is a need for the Government of Afghanistan to improve living conditions at border outposts, including better food, increase pay and provide death and disability benefits and regular health care. Furthermore, where feasible wells should be drilled or water tanks supplied.

All border posts have to be refurbished to meet the standards under H16. Access has to be improved and the concept of border posts approximately one hour apart must be adhered to.

With regard to general conditions in the western region, there is a need for the Government and international counterparts to improve roads and to conduct demining actions as a matter of operational safety for ABP officers and advisors. UNODC, ABP and MOI must also initiate a system to have med-evac available for all border locations.

# 1. INTRODUCTION

## 1.1. Background and Context

During the 1990s and into the new millennium, Afghanistan established itself as the main source of illicit opium and heroin which is trafficked and consumed throughout the world. By the end of the 1990's, Afghanistan accounted for approximately 70% of the global illicit opium production. It is estimated that along the trafficking chain, about half a million people have been involved in the trade in illicit Afghan opiates and the overall annual value of this product is estimated to be US \$65 billion. Currently, it is believed that approximately 90% of the world's opium supply is processed in Afghanistan.

Drug control, crime prevention and countering terrorism are on the top of the political agenda at all international forums related to Afghanistan's recovery, rehabilitation and reconstruction. At the conference on "Afghanistan and the International Community - A Partnership for the Future", held in Berlin, from 31 March to 1 April 2004, participants declared their commitment to the vision of a secure, stable, free, prosperous and democratic Afghanistan, as laid out in the Afghan Constitution. Being aware that drug trafficking poses "a serious threat to the rule of law and development in Afghanistan, as well as to international security," the participants agreed that Afghanistan and the international community would concentrate their efforts to reduce and eventually eliminate this threat.

At the Paris Pact Consultative Group meetings from 2003 – 2008, it was agreed that strong support should be given to Afghanistan to promote regional cooperation to stop the smuggling of narcotics out of the country. From January 31 - February 1, 2006, fifty-one participating countries, eleven organizations and thirteen observer countries crafted The Afghanistan Compact. In it, "[t]he Islamic Republic of Afghanistan and the international community" formulated a counter-narcotics strategy whose

[e]ssential elements include improved interdiction [and] law enforcement...; enhanced cooperation among Afghanistan, neighboring countries and the international community on disrupting the drug trade;...and building...counter-narcotics institutions...<sup>[2]</sup>

As one of its benchmarks and timelines, the participants in The Compact determined that, by the end of 2010, the Government of Afghanistan would "strengthen its law enforcement capacity" and, thereby, "increase the amount of drugs seized or destroyed and processing facilities dismantled..."<sup>3</sup> The Afghanistan National Development Strategy (ANDS) states that in order to carry out the principles stated in The Compact,

By...the...end [of] 2010, a fully constituted, professional, functional and ethnically balanced...Afghan Border Police...will be able to meet the security needs of the country effectively...and the Government will

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2/ The Afghanistan Compact, "Building on Success: The London Conference on Afghanistan," (31 January – 1 February 2006), pp. 4, 16 [hereinafter, "The Compact"]. It should also be noted that the Doha II Conference on Border Management in Afghanistan, held on 27 and 28 December 2006, concluded that Afghanistan must have well-trained and equipped border police services that are able to cooperate with other security services, as well as the border police and security elements of its neighbours.

3/ The Compact, supra, at 6.

strengthen its law enforcement capacity..., resulting in a substantial annual increase in the amount of drugs seized or destroyed and processing facilities dismantled.[<sup>4/</sup>]

A large percentage of Afghan opiates are smuggled into the territory of the Islamic Republic of Iran (hereinafter, "Iran") and onwards through the Iranian eastern provinces of Khorassan and Sistan Baluchistan. As a result, Iran has become the source of major trafficking operations to the European narcotics markets. UNODC estimates for 2008 suggested that most of the opium exports from Afghanistan—approximately 83%—cross the border into Iran.<sup>5/</sup>

Iranian authorities have to police a 936 kilometer-long border with Afghanistan. Their border force is often confronted by well-armed trafficking groups who violently resist interdiction efforts. Since the beginning of the Iranian counter-narcotics campaign in the early 1980s, through 2005, some 3,300 of their officers were killed fighting armed traffickers. Seizures by Iranian counter-narcotics officers deployed on the border with Afghanistan are among the highest in the world. In 2005, the last year for which there appear to be accurate figures, Iran seized 3.53 metric tons of heroin; 6.94 metric tons of morphine; 225.1 tons of opium; and 67.3 tons of hashish.<sup>6/</sup> In addition, another 7.2 metric tons of narcotics was destroyed during armed clashes between Iranian counter-narcotics police and traffickers.<sup>7/</sup>

UNODC has stated that,

The opium boom in Afghanistan and the instability at its borders is creating a sense of urgency and a convergence of interests among neighboring countries. Some encouraging signs are there. The commitment by the governments of Afghanistan, Pakistan and Iran to work towards the joint realization of physical barriers to block smuggling, increase law enforcement, run joint operations and share intelligence -- measures devised as part of the Triangular Initiative promoted by UNODC -- deserve international support, as a way of tackling a threat that defies national borders.<sup>8/</sup>

It is in this context that AFG/H16 was formulated and successfully executed.

AFG/H16 was designed and implemented to adequately equip ABP border posts in Zone 4 along the border between Afghanistan and Iran because this border was poorly policed on the Afghan side. This included a modern communications system and the means of transportation to allow the ABP at these largely remote outposts to conduct counter-narcotics operations. H16 also included the training and mentoring of ABP personnel assigned to these posts. In 2004, the governments of Iran and Afghanistan adopted a bilateral agreement for Iran to build 25 border posts in Afghan territory which would traverse the Afghanistan provinces of Herat, Farah and Nimroz along the Iranian border. UNODC, once building of the posts was completed, was to equip them and train the officers assigned to them.

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4/ Afghanistan National Development Strategy (ANDS) (January 2006), p. 12.

5/ UNODC World Drug Report 2009, p. 44.

6/ UNODC Press Release, 19 November 2008.

7/ Id.

8/ UNODC Afghanistan Opium Survey 2007 (October 2007), p. v.

The Project was also designed to implement a basic criminal intelligence system and establish a mechanism so that Afghan and Iranian border control officers could cooperate on law enforcement issues and establish a means of sharing information. This project, if successful, would greatly enhance the capacity of the Afghan Border Police to interdict drug trafficking and reduce the flow of drugs from Afghanistan into Iran. In terms of cross-border cooperation, the Project had as objectives the establishment of lines of communication between Afghanistan and Iran to exchange information; Standard Operating Procedures to effect simultaneous patrolling; examination of ways to increase cross-border cooperation to minimize the use of the border by criminal enterprises.

The drug economy in Afghanistan undermines virtually every aspect and institution of the country, making it difficult, if not impossible, to build a legitimate government where there is respect for, and enforcement of, the rule-of-law. This illicit economy supplies organized criminal enterprises and Anti-Coalition Militias with the necessary funds that allow them to grow stronger and more powerful. The corruption that is concomitant with these vast sums of money can only be eliminated if programs like AFG/H16 are implemented and successfully concluded. With cooperation between the GOA, the government of Iran and UNODC, as well as the expertise of the Project's trainers and mentors, it was expected that the various outputs of the Project would be achieved.

## **1.2. Purpose and Objective of the Evaluation**

The purpose and objective of the evaluation are: to determine what the Project achieved and whether it attained its goals successfully and efficiently, taking into account the often difficult conditions on the ground in Afghanistan, and particularly along the border with Iran. Furthermore, the evaluation intends to generate information that will be used to improve implementation of AFG/J55 in the Western and South-western regions of Afghanistan.<sup>9/</sup> In this regard, the extent to which the needs of the beneficiaries are being met, as well as what has been achieved to date in terms of impact and sustainability, will also be assessed.

The evaluation will seek to identify lessons learned and good practices from the Project's implementation, through its conclusion, which will be used to improve current, and future, planning, and the implementation and management of counter-narcotics projects and cross-border cooperation with all of Afghanistan's neighbours. In this regard, the evaluation will measure the Project's achievements, outcomes and impacts, both positive and negative. Moreover, the evaluation assesses whether this Project was successful in helping create a professional border police agency that is able to establish and maintain the rule-of-law; interdict the smuggling of narcotics, precursor chemicals, weapons, munitions, explosives and illegal goods; and create a bond of trust and partnership with the citizens they serve and are sworn to protect. Finally, the evaluation intends to examine whether time, money and resources were wisely utilized. This necessarily comprehends looking at whether the donors received value for the funds they contributed to the Project.

It must be noted that during the course of this Project some aspects required change, largely due to the fluid and kinetic security situation along the border with Iran. This

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9/ It should be noted that J55 has necessarily subsumed the ongoing aspects of the H16 Project, as well as the Border Liaison Office Pilot Project in Islam Qala and Torkham.

necessarily caused the Project to be revised on four occasions. The evaluation will identify the areas that had to be adjusted to further the Project's successful completion.

### **1.3. Executing Modality/Management Arrangements**

While in close liaison with UNODC Headquarters' Regional Section of the Partnership in Development Branch (PDB), the UNODC Country Office for Afghanistan executed the project. Technical advice was received from the Anti-Trafficking Section (ATS), the Department of Security Services (DSS) and the Human Security Branch (HSB). UNDP provided the procurement and administrative staff services as requested by UNODC. Additional expert advice was provided through the assistance of the UNODC Afghanistan Senior Law Enforcement Advisor, national and international project coordinators, international consultants and the other H16 staff members.

This was a technical assistance project and was implemented in close collaboration with the Afghan Border Police, the Ministry of the Interior and other ministries, other counter-narcotics agencies, as well as key donors. Coordination of activities, strengthening of efforts and sharing of competencies and expertise took place with UNAMA, other relevant UN agencies, and governmental and non-governmental organizations. The aim of this was to optimize the impact of the project and its ability to enhance the GOA's capacity in counter-narcotics programs.

AFG/H16 was designed by individuals with police experience, based upon their knowledge and experience in Afghanistan, in order to fully engage the spiralling narcotics and precursor chemical trafficking problem on the border with Iran and the corrupting influence it has on the GOA and all of its citizens. The project developers established a workable strategy for the interdiction and reduction of drug smuggling at the Iran-Afghanistan border. Since its inception, the Project has been revised four times to tailor it to the ever-changing situation on the ground, particularly as it relates to the fluid security situation; ongoing problems with the ABP command; corruption in the ABP and the GOA; and the need to revise various aspects of the Project in order to further capacity building in the ABP.

The Afghan Transitional Administration examined the border with Iran relative to narcotics trafficking through Herat, Farah and Nimroz provinces. In so doing, they identified twenty-five border posts that needed to be re-established. The physical rebuilding of these posts, where necessary, and the renovation of others, was carried out by the Government of Iran. To date 24 of the 25 posts identified have been finished. The additional activities of the project were:

- The establishment of H16 project oversight offices in Kabul.
- The establishment of a radio communication network along the Afghan – Iranian border to provide the capability of 24-hour radio contact at the company, battalion and brigade levels.
- Establishment of regional logistics and maintenance facilities in Herat, Farah and Nimroz provinces.
- Capacity building for ABP patrol and narcotics interdiction operations at functioning border posts through the procurement of high-speed trucks and motorcycles, with stocks of spare parts, and two motorcycles, including spare parts.
- Capacity building for ABP night operations and drug testing through training and

- mentoring on operational and testing procedures.
- Tactical and operational training and mentoring for the Afghan Border Police, including in the “Train-the-Trainers” program.
- The provision of equipment for border posts, including, radio communications systems, generators, day/night binoculars, night vision goggles, field drug test kits and other items.
- Compliance with the requirements of the Triangular Initiative and the Rainbow Strategy by establishing a satellite-based ground system and Local Area Network (LAN), set up at ABP HQ in Kabul to provide internet connectivity and reliable information-sharing between ABP units at all levels and neighboring countries’ counter-narcotics agencies.
- Design and implementation of an intelligence collection, analysis and dissemination system to support narcotics interdiction operations on the border between Afghanistan and the Islamic Republic of Iran, and training ABP officers in the use of the system.
- Beginning the planning, design and implementation of a pilot project for the ABP to operate two Border Liaison Offices, one at Islam Qala, on the border with the Islamic Republic of Iran, the second at Torkham, near the eastern border with Pakistan.

#### **1.4. Scope of the Evaluation**

The evaluation focuses primarily on the following:

- 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 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?

All of these considerations are analyzed within the objectives of the current counter-narcotics and rule-of-law priorities and action plans of:

- The Government of Afghanistan.
- The Afghanistan Compact.
- The Central Asia Strategic Program Framework 2008 - 2011.
- The Afghanistan National Development Strategy (ANDS).
- UNODC mandates, including the Triangular Action Plan and the Rainbow Strategy Green Paper.
- Agreements between the GOA, Iran and Pakistan.

#### **1.5. Methodology**

The original evaluation was carried out by an International Law Enforcement Consultant who was contracted with the Law Enforcement Section of the UNODC Afghanistan Country Office specifically to conduct the evaluation. The original evaluation was returned to UNODC Afghanistan by UNODC Vienna because of its shoddy preparation and failure to follow the guidelines for conducting project evaluations. The subsequent review and editing of the Terminal Evaluation of Project AFG/H16 was carried out by an Enhanced International Law Enforcement Consultant, who holds an advanced law degree from the Georgetown University Law Center, and who was not involved in any way with the planning or implementation of H16, at any time. To be fair, however, it should be noted that he will be involved in Project AFG/J55, "Integrated Border Control Project in Western and South-western Afghanistan," in the future as a trainer and mentor in his areas of expertise, Rule-of-Law issues as framed by the Afghanistan Constitution, Crime Scene Investigations, and Improvised Explosive Devices/Ordnance Identification. He has recently participated in meetings concerning the redesign of the construction of the base at Chelmariz under AFG/J55.

This evaluation assesses the extent to which UNODC assistance for H16 contributed to building the capacity of the ABP along the border with Iran in Herat, Farah and Nimroz provinces. 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 and the review evaluation were conducted by:<sup>10/</sup>

- Visits to Zone 4, ABP HQ, in the City of Herat, Battalion HQ at Islam Qala, and several border posts in Herat Province on the Iranian border.
- Reading background documents produced by UNODC, including the Thematic Evaluation, the Rainbow Initiative Green Paper, the Triangular Action Plan and the Central Asia Strategic Program Framework.
- Reading documents produced by the Government of Afghanistan, the US State Department and the US Department of Defence.
- Reading The Afghanistan Compact.
- Reading the Afghanistan National Development Strategy (ANDS).
- Reading documents relating to cooperation between the GOA and Iran relating to cross-border cooperation on narcotics trafficking along the countries' mutual border.
- Reviewing web pages of other relevant organizations and agencies and reading documents related to counter-narcotics issues in Afghanistan.
- Reading the AFG/H16 "Project Document," 2004, written by Richard Will and Nazir Ahmad Shah, UNODC Afghanistan, and Ian Munro (ATS/HSB/DO) and Miwa Kato (ECWAS/PDB/DO).
- Reading the four H16 Project Revision documents.
- Reading the H16 Mission Report Summaries, dated 15 March and 11 May 2005, written by National Project Coordinator, Sayed Quadrat Haidari.
- Reading Project Time Amendment Proposal, 2007.
- Reading "Creation of an Intelligence Collation System within the Afghan Border Police," 2008, written by Tim Niven.

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10/ It is unclear exactly how many of the below denoted functions or materials were actually performed or read by the original evaluator. All of the denoted matters were, however, performed or read by the review evaluator.

- Reading “Observations on Afghanistan Border Crossing Points,” (UNAMA, Feb. 2006).
- Reading of Minutes of the Working Group AFG/H16, January, February and April 2005.
- Reading “Project Work Plan AFG/AD/04/H16”.
- Interviews with specialists at the UNODC Country Office in Afghanistan, including the International Project Coordinator, the Regional Project Coordinator, the National Project Coordinator, one of the International Law Enforcement Consultants, the Senior Law Enforcement Advisor and two National Project Assistants, including the Assistant responsible for procurement for H16.
- Inspecting equipment provided by UNODC to the ABP.
- Inspecting logistics and maintenance facilities established by the ABP, with UNODC assistance.

Security factors limited the evaluation to a certain extent as the evaluator was not able to visit all locations along the border. His impressions were therefore gained from a limited number of sites.

## **2. ANALYSIS AND MAJOR FINDINGS**

### **2.1. General Comments**

After reviewing the information made available, conducting interviews with relative personnel in the ABP, MOI and UNODC, and onsite inspections in Herat and at several Zone 4 border posts, it is concluded that all of the objectives set out to be accomplished by H16 have been successfully implemented. The methods used to train and mentor the ABP have, no doubt, led to the successes in the fight against narcotics trafficking by the officers and command of Zone 4 in Herat and the men stationed at the border posts along the border with Iran. It appears that the program carried out under H16 has resulted in a professional, highly trained, motivated and forthright police force in the locations where the Project’s trained and mentored officers have been assigned. As a result, the capacity of the ABP and, parenthetically, the GOA, to carry out the fight against narcotics trafficking along the Iranian border has been greatly enhanced.

That being said, it is still problematic that many of the border posts along the Iranian border do not have adequate resources. At the operational level, new or improved structures and standards of living are still lacking at some posts along the border; adequate sanitation and hygiene facilities, as well as proper maintenance, or replacement, of equipment is required immediately if the program is going to continue to succeed. Some of the border posts still do not have adequate resources such as wells, and water and fuel storage capabilities. In addition to what has already been supplied by the Project, there is still a pressing need for 8 - 10 deep-water wells, 25 - 30 permanent, fixed water tanks and five water trucks for posts along the border with Iran. There is also a critical shortage of fuel, in the right mixture, for remote locations, as well as fuel storage capability. Without adequate, or proper, fuel and storage capability, missions cannot occur. It has been seen that fuel is being hoarded at the brigade and battalion level and not distributed as required to the border posts. This situation must be corrected and, perhaps, the threat of cutting off fuel supplies would cure this problem.

Many of the roads leading to remote locations are still in poor shape and some can be described as similar to goat trails. It can take as long as twenty-four hours to reach some

posts. This has a negative effect on the ability of the ABP to resupply the posts, provide proper maintenance and operate in a successful, tactically significant manner. The poor quality of the roads also leads to problems with the delivery of food supplies, fuel and potable water.<sup>11/</sup> The security situation in these areas is also problematic from time-to-time and needs to be addressed and handled in a responsive, aggressive fashion. This is a situation that needs to be ameliorated immediately and without any further discussion or delay. If additional funding is required for the ABP to be able to deploy its Quick Reaction Force as soon as the need arises, then these funds must be sought and provided.

H16 training, mentoring and the “Train-the-Trainers” concepts have been highly successful, resulting in a more professional and operationally functional ABP in the region where the Project was implemented. Under the command of General Mulham since November 2008, the ABP in Zone 4 has made vast improvements since removal of the commander who replaced General Aube after his assassination in December 2006. The officers in Zone 4 look and act like a professional, highly trained police force and their recent interdiction and seizure successes prove the point and the validity of the H16 model, which should be used as the basis of all training and mentoring for the ABP throughout Afghanistan.

Salary and quality-of-life issues remain a critical factor in building the capacity of the ABP. These are the leading causes of corruption within the ABP and the high rate of desertion of officers once they are trained and can command a higher salary with other parts of the ANSF and private security contractors. Anti-Coalition Militia forces offer \$300.00 per month, while ABP officers receive no more than \$120.00. This is an untenable and inexcusable situation. Other issues that still need to be resolved in order to further expand the counter-narcotics capacity of the ABP and the GOA include:

- Weak cooperation between Customs and ABP. Part of the problem lies in the fact that the ABP is under the MOI and Customs is under the MOF.
- Little or no informant money available.
- While the project has assisted in developing a logistics and maintenance plan, it is doubtful that ABP has the capacity to sustain this without external guidance and support.
- Duplication of activities and lack of cooperation and information-sharing with international stakeholders.
- Illiteracy among trainees.

## **2.2. Overall Performance Assessment (Appropriateness, Relevance, Effectiveness, Efficiency)**

Based upon the standards outlined in the original H16 project document, as well as the four revisions, the objectives and outputs were achieved, despite the problems noted, above. The activities of the H16 team in support of the ABP have been successful and were accomplished on time according to the original Project Document timeline, or the revised timeline set by the four Project revisions. This is due, in no small part, to the

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11/ Equipment such as road scrapers, trucks and front end loaders have been delivered and should help with some of the road maintenance problems. However, this is another area where adequate fuel supplies must be available and proper maintenance procedures must be in place.

efficient preparation and support of the UNODC Country Office Afghanistan, the Senior Law Enforcement Advisor, the International and National Project Coordinators; the Regional Project Coordinator; and the technical assistance provided by International Law Enforcement Consultants and the additional support from the entire H16 staff and the other law enforcement components of UNODC Kabul. The program design for H16 was logical and sensible, given the objectives of the Project and the expected outputs. All necessary logistics support, despite the transportation problems noted, above, was properly delivered.

The work of the H16 team was well facilitated due to the successful planning, outputs and lessons learned throughout the Project's life and, with the exceptions noted regarding finance and logistics shortfalls, the assistance from UNDP and UNODC Afghanistan. In addition, the well-developed relationships between the H16 team, international stakeholders and the important personalities in the ABP and the MOI have greatly assisted in the Project's accomplishments, to date. Within the framework of the eleven outputs contemplated at the Project's inception, as amended by the four revisions, all were accomplished, with the exception of the construction of one of the 25 border posts by Iran. Given the security and logistics problems encountered, it is remarkable that the Project was able to accomplish all of its objectives and this can only be attributed to the dedication of all stakeholders in the battle to disrupt the flow of narcotics between Afghanistan and Iran.

Most importantly, as a result of the activities of H16, the operational capabilities of the ABP have been enhanced and strengthened along the border Afghanistan shares with Iran. As a result, the capacity of the ABP and the GOA to attain the Project's objectives has been greatly enhanced, helping to instill the rule-of-law and a deeper bond of trust with the local population. The assessment takes into account the increased security problems, which included the murder of the ABP General who fully supported this program; the removal of his successor for incompetence; and the appointment of a commander, General Mulham, who has the ABP in Zone 4 back on track to be a professional, competent and fully operational border police force.

### **2.3. Attainment of Objectives**

The primary objective of AFG/H16 was to disrupt the flow of narcotics out of Afghanistan, and into Iran, through training and mentoring of the ABP. Secondly, the Project aimed to greatly expand cross-border communications with Iran, and to share information and operational functions. The expected outputs were accomplished by increasing the capabilities and capacities of the ABP through enhanced training, mentoring and "Train-the-Trainer" programs. Thus, great strides have been made toward establishing the rule-of-law along the border with Iran. In this regard, the eleven identified outputs expected from the Project's successful implementation were attained, although at a slower pace than was projected in the original Project Document.<sup>12/</sup>

The overall objectives of H16, therefore, have been reached. The ABP in Zone 4 has been transformed into a professional police organization that performs its responsibilities in a credible manner and which is now capable of providing most of the services demanded from a national border police agency. This was despite the assassination of the Zone 4 commander, General Aube, in December 2006 and the removal of his successor for incompetence and corruption. The Project believes, however, that the

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12/ The twelfth output is this evaluation.

current Zone 4 commander, General Mulham, is committed to the continued enhancement of the capabilities of the men under his command.

## **2.4. Achievement of Program/Project Results and Outputs**

AFG/H16 was officially launched in January 2005 by UNODC and the Ministry of Interior; the Project Steering Committee was formed with representatives from the ABP, CNPA, UNODC, Germany, the EC and Iran. Donor funding, and the construction of twenty-four border posts by Iran, was a key resource that facilitated project success in many important areas. The funding provided the cornerstone for enhanced training and mentoring, tactical and operational equipment and communications systems, all of which greatly contributed to capacity building in the ABP and for the GOA. AFG/H16 was concluded in December 2009 after achieving the ten expected outputs. Four project revisions were conducted of which Revisions II and III added activities and Revision IV was a no-cost extension that served to extend the time-frame of the project only.

All equipment and uniforms procured for this endeavour were officially handed over to the ABP and the GOA. Equipment provided was placed into the required property book register of the ABP and hand-over ceremonies took place in two phases executed in Kabul. The head of the EC, Karol Harbo, was at the first ceremony to officially hand off the equipment to General Rahman, then the commander of the ABP.

In terms of Outputs, the following have been accomplished:

**Output 1:** Operational capability of the Afghan Border Force in border control in Herat, Farah and Nimruz provinces, through the establishment and refurbishment of up to 25 operational border control posts and their accessing roads enhanced and equipped.

- The operational capabilities of the ABP at locations along the border with Iran have been enhanced and strengthened as a result of the provision of equipment and supplies to ABP outposts, many in remote and extremely dangerous locations.
- Twenty-four posts have been built and supplied by UNODC with appropriate equipment such as generators, radio equipment, trucks, motorcycles, water tanks and fuel.

**Output 2:** The establishment of regional logistic maintenance units in Herat, Farah and Nimruz responsible for the on-going maintenance of access roads to the border posts.

- Regional logistics and maintenance units were established in Herat, Farah and Nimroz provinces. With the purchase of heavy-duty road building equipment, the roads linking the remote border posts with battalion and brigade headquarters will be better maintained, thereby enhancing the capacity of the ABP to resupply border control posts.

**Output 3:** The development of radio communications linking the border posts to the provincial office headquarters.

- A radio communications system (High Frequency and Very High Frequency) was developed that links all border posts in Herat, Farah and Nimroz provinces to the Zone 4 HQ in Herat and ABP HQ in Kabul. Training and mentoring on use of the radio system was provided to 50 police officers and five officers were provided with training and mentoring in enhanced communications and reporting procedures. This equipment allows the ABP HQ and brigade and battalion HQs to

be in close contact with units operating at the tactical and operational level.

- A Satellite ground station was installed and a Local Area Network (LAN) was established at the ABP HQ in Kabul to provide internet connectivity among all ABP units in Zone 4 and ABP HQ in Kabul.

**Output 4**<sup>13</sup>: Capacity building in night border control and drug testing.

- Capacity building was enhanced by the implementation of training in drug testing of suspected narcotics during night border control operations.
- Narcotics Identification Kits were procured and handed over to the ABP. Training and translated user manuals were provided to the end-users.

**Output 5**: Capacity building for patrol and interdiction operations.

- Capacity building was enhanced through training and mentoring in patrol operations on the border with Iran to interdict narcotics trafficking
- All required enhanced police equipment RFQs were submitted and approved. The equipment list was revised, reviewed and agreed upon by the command staff of the Afghan Border Police.

**Output 6**: Development and introduction of training in support of border control.

- A program for ABP instructors using the “Train-the-Trainers” method was developed. Officers with leadership potential and mentored were identified in order to mould them into model ABP trainers who will continue the training process throughout the ranks of ABP units.
- Daily training, mentoring and Train the Trainers” programs were facilitated to enhance the capabilities of the command and staff of the ABP in Zone 4.
- Enhanced training and mentoring programs were developed. The training and mentoring documents were completed and revised, as needed.

**Output 7**: The development of an information collection, analysis and dissemination system to support border operations.

- An information collection, analysis and dissemination system to support border control operations was developed. Five officers from the ABP Intelligence Investigation Department were trained and mentored as trainers for use of this system. Nominal Index Cards for recording collected information, along with storage cabinets, were procured and delivered to the ABP HQ in Kabul.

**Output 8**: The establishment of project oversight offices (Kabul).

- Offices and facilities for H16 have been established at UNODC in Kabul
- Project document approved by the Afghanistan Minister of Interior on April 25, 2004. Four revisions to the Project were also subsequently approved.
- An International Project Coordinator was hired who had substantial experience in project management in the field of narcotics and precursor chemical interdiction and who was a special operations officer in the US Army, with extensive knowledge in the types of tactical and operational needs of the ABP.
- The International Project Coordinator worked closely with other relevant technical experts in UNODC, especially those involved in other law enforcement projects such as G38, H10, I77 and I85.

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<sup>13</sup> Outputs 4-9 added under Project Revision II

- A National Project Coordinator, International Field Coordinator, relevant international consultants and a support staff were hired for administrative, procurement, financial and operational matters necessary for the implementation of the Project's activities.
- Interpreters were hired to translate training documents into the appropriate language and were used to translate during meetings with national counterparts.

**Output 9:** Project evaluation.

- Evaluator recruited and evaluation conducted.

**Output 10<sup>14</sup>:** Implementation of daily mentoring and training program in order to facilitate and enhance the capabilities of the command and staff of the Afghan Border Police 5<sup>th</sup> & 6<sup>th</sup> brigades.

- Daily training, mentoring and "Train the Trainers" programs were facilitated to enhance the capabilities of the command and staff of the ABP in Zone 4.
- All required enhanced police equipment RFQs were submitted and approved. The equipment list was revised, reviewed and agreed upon by the command staff of the Afghan Border Police.
- Officers were trained to run an operations centre that tracks all operations conducted by the ABP, in order to focus resources as required to facilitate mission success.

## 2.5. Implementation

AFG/H16 was initially a pilot project and was UNODC Afghanistan's first border project. The Project was implemented under the overall supervision of the UNODC Afghanistan Country Representative, in close liaison with the UNODC HQ's Anti-Trafficking and Legal Sections. The Senior Law Enforcement Advisor for Afghanistan provided assistance and guidance throughout the existence of the Project and served as the ad hoc mentor. Additional expert advice was provided by International and National Project Coordinators, an International Field Coordinator and several consultants with training, tactical and operational expertise. The Project Review Committee, comprised of representatives from the GOA, Iran and UNODC Afghanistan, ensured punctual implementation of the activities of the Project and ensured that all preconditions and inputs were met. UNODC Afghanistan ensured proper coordination with law enforcement counterparts of the GOA and Iran. Lessons learned during the Project have proven to be extremely instructive and have assisted in the planning for AFG/J55, "Integrated Border Control Project in Western and South-western Afghanistan."<sup>15</sup> Because this was a pilot project, it had to be adjusted as time went on due to the fluid security situation in Herat Province and other variables, such as inclement weather, extremely poor road conditions between border posts, quality of construction at some of the remote border posts, and the selection of appropriate ABP officers for the "Train the Trainers" program.

In order to implement the objectives of AFG/H16, the following have been accomplished:

- Project document approved by the Afghanistan Minister of Interior on April 25, 2004. Four revisions to the Project were also subsequently approved.

<sup>14</sup> Included under Project Revision 3

<sup>15</sup> The necessary ongoing aspects of AFG/H16, insofar as they relate to cross-border cooperation with Iran, have been subsumed by AFG/J55.

- An International Project Coordinator was hired who had substantial experience in project management in the field of narcotics and precursor chemical interdiction and who was a special operations officer in the US Army, with extensive knowledge in the types of tactical and operational needs of the ABP.
- The International Project Coordinator worked closely with other relevant technical experts in UNODC, especially those involved in other law enforcement projects such as G38, H10, I77 and I85.
- A National Project Coordinator, International Field Coordinator, relevant international consultants and a support staff were hired for administrative, procurement, financial and operational matters necessary for the implementation of the Project's activities.
- Interpreters were hired to translate training documents into the appropriate language and were used to translate during meetings with national counterparts.
- All required enhanced police equipment RFQs were submitted and approved. The equipment list was revised, reviewed and agreed upon by the command staff of the Afghan Border Police.
- H16 staff developed the enhanced training and mentoring programs, as required. The training and mentoring documents were completed and revised, as needed.
- The International Field Coordinator developed a program for ABP instructors using the "Train-the-Trainers" method. He identified officers with leadership potential and mentored them in order to mould them into model ABP trainers who will continue the training process throughout the ranks of ABP units.
- Concepts were developed that maximized the tactical and operational capabilities of the ABP. Officers were trained to run an operations centre that tracks all operations conducted by the ABP, in order to focus resources as required to facilitate mission success.
- Standards of professionalism in the ABP were greatly improved. H16 consultants conducted training verification assessments on a regular basis. This included a focused, disciplined procedure for daily police conduct at remote border sites. As these standard operating procedures became the rule, rather than the exception, the process was expanded to include all elements within the ABP along the Western and South-western borders.
- In regard to regional cooperation, regular meetings were conducted with UNODC law enforcement experts from Iran to ensure the following: compatibility of equipment provided; cooperation of the two countries in regular, joint patrolling operations along the border; having common radio communication frequencies; and sharing information regarding narcotics and precursor chemical trafficking along the Western and South-western border.
- In order to further implement the objectives of H16 the following have been accomplished or completed:
  - Procured all necessary standard drug and precursor chemical testing kits.
  - Procured required optical, night vision and surveillance equipment.
  - Recruitment of consultants responsible for designing the required radio communication network.
  - Implementation of field assessment missions by H16 consultants in cooperation with the 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 ABP trainers were identified, recruited and trained.

## **2.6. Institutional and Management Arrangements**

A number of key coordination and planning meetings were conducted to establish the needs of the ABP and stakeholder commitments to H16. The MOI and ABP command fully supported the Project as a result of these detailed meetings. The list of required radio communication equipment was developed in close consultation with the radio communication department of ABP, as well as the international community supporting the ABP in Kabul. The ABP command was committed to make H16 a success in order to demonstrate to the international community what can be accomplished when provided with the right tools and flexibility.

The UNODC Country Office for Afghanistan ensured due coordination and regular consultation with international counterparts from Iran, as well as the Project's donors from the European Commission, Germany, Japan and Canada. In addition, consultations were had with other GOA law enforcement agencies such as CNPA and Customs.

Some difficulties were experienced in ensuring deconfliction of activities with some of the other major international service providers currently present in Afghanistan, including the European Union Police Mission and other border management agencies such as the BMTF and the Provincial Mentoring Team. Most problems stemmed from the short periods spent by trainers attached to these bodies in Afghanistan. In most cases a tour is for a maximum of six months and there is therefore very little institutional knowledge available beyond the scope of their own activities.

H16 is subject to oversight and audit by the United Nations Office for Internal Oversight Services and the United Nations Board of Auditors. UNODC coordinated the implementation of oversight and audits and followed up on the implementation of agreed recommendations. The present Project document was modified on four occasions by written agreement between the parties concerned.

## **3. OUTCOMES, IMPACTS AND SUSTAINABILITY**

### **3.1. Outcomes and Impacts**

The standards by which to determine whether AFG/H16 achieved the purposes for which it was established are:

1. Whether the Project contributed in a material and substantial way to the disruption of the flow of narcotics out of Afghanistan and into Iran, and the trafficking of precursor chemicals into Afghanistan from Iran, through training and mentoring of the ABP?
2. Whether the Project expanded cross-border communications with Iran, and shared information and operational functions?
3. Were the expected outputs accomplished by increasing the capabilities and capacities of the ABP through enhanced training, mentoring and "Train-the-Trainer" programs?

The answer to all three questions is an unqualified, "Yes." Upon the completion of AFG/H16, the following outcomes and impacts were achieved:

- Project oversight office established in Kabul. International and National Project Coordinators, an International Field Coordinator, law enforcement consultants, interpreters and additional national staff were hired. Vehicles and office equipment were procured for the office. Communications and electronics equipment were procured and put into operation, including telephones, computers, copier, internet, and satellite phones and GPS devices for vehicles. The Project office and staff organize and conduct meetings of the regional commanders of the ABP and Iran border forces to review cooperation and the means of exchanging information relative to cross-border narcotics and precursor chemical trafficking and interdiction. The staff also assists in the preparation of SOPs for the MOIs of Afghanistan and Iran relative to simultaneous patrolling.
- Twenty-four of 25 proposed border posts were constructed by Iran along the border with Afghanistan. The posts and officers stationed there were fully equipped by UNODC, thanks to donor funding, and included the drilling of wells at five border posts. Fuel and water storage tanks were provided to the twenty-four Iranian-constructed posts, stationary generators were placed at the ten posts in Herat Province and the posts in Farah and Nimroz were provided with portable generators. Manning these posts with well-trained and mentored ABP officers, led to higher rates of interdiction and seizure of narcotics, precursor chemicals, weapons, munitions, explosives and other types of contraband goods. The very existence of the 24 border posts allows the ABP to sustain their ability to interdict narcotics and precursor chemicals.
- By March 1, 2009, 977 ABP officers from all four battalions in Zone 4 had received enhanced training in tactical and operational courses of instruction, including: convoy movement; security operations (roadblocks, checkpoints, person and vehicle searches, and cordon and search procedures); urban operations; community policing; ambushes; and ethics and integrity. Project interpreters translated all training documents into the appropriate local language and assisted UNODC trainers with translation during classes.
- At the Project's conclusion, sixty-eight ABP trainers had completed the "Train-the-Trainers" program. This allows the ABP to sustain its own program by having qualified trainers of its own who can advance the capacity of the ABP to conduct effective counter-narcotics operations, perform community policing duties and earn the respect of the population.
- ABP units in Zone 4 were provided with night vision equipment and trained in its use. Search kits, and narcotics and precursor chemical testing kits, and training in their use, were provided to the ABP, allowing them to test any suspicious substance for the presence of narcotics during interdiction operations in the field. This has allowed for immediate identification of illegal substances and arrest of suspects, rather than a more time-consuming process of waiting for the drugs to be tested once returning the suspects to a battalion base or Zone 4 brigade HQ. For the testing kits, the ABP was provided with needed stocks of required chemical solvent, reagents and translated user's instructions.
- Enhanced training was provided in community policing and became a regular part of the service provided by the ABP, resulting in increased respect for the ABP and meaningful bonds of trust with the local population.
- Seventy ABP officers selected for AFG/J55 in Nimroz Province were hand-picked and brought to Herat for training under H16. These officers returned to Nimroz and are now conducting interdiction operations from their battalion HQ in Zaranj. This has brought a much needed presence to one of the most lawless regions in

the country and is allowing for the disruption of narcotics trafficking over the Iran border. This impacts on the established need for greater cooperation between the GOA and Iran in cross-border trafficking matters.

- Three hundred officers for the Zone 4 Quick Reaction Force were given advanced training and were fully equipped. As a result, the QRF is now fully operational. This was a critically needed enhanced tool for the support of ABP operations when kinetic contact is made with ACM forces or armed traffickers. This ability expands the capacity of the ABP to protect its men and resources.
- Logistics and maintenance facilities were established in Herat and Nimroz provinces. In addition to seeing that appropriate materiel gets to the border posts, this aspect of the project also provided the ABP in Zone 4 with heavy-duty road repair equipment, including a front-end loader and a backhoe. The need to keep the roads to the remote border posts in reasonable repair is not only critical for both tactical and operational purposes, but is also necessary to ensure resupply of food, water, fuel and equipment. By allowing the ABP to conduct its own road maintenance program, their capacity to ensure the ability to conduct trafficking operations is greatly increased. Due to security concerns, a logistics and maintenance facility has not been established in Farah Province.
- A criminal intelligence and information collection and analysis system has been implemented at ABP HQ in Kabul. This provides the ABP with a much needed, simplified tool for establishing a way in which to analyze intelligence and information related to narcotics and precursor chemical trafficking throughout Afghanistan and particularly along the major trafficking routes between Afghanistan and Iran. It allows the GOA to share intelligence and plan joint operations with Iran, furthering the goals of the Rainbow Strategy and the Triangular Initiative. Standard Operating Procedures were developed which deal with the expected and anticipated responsibilities of each member of the intelligence chain, from the patrol officer to the ABP Regional Intelligence Office. ABP officers have been trained in the use of this system.
- Radio communications systems (High Frequency—long range; Very High Frequency—short range) and internet connectivity have been established, linking the posts on the Iran/Afghanistan border with their battalion and brigade headquarters. Given the often dangerous circumstances that occur in narcotics trafficking operations, as well as ACM attacks on remote border posts, this system provides the ability of the ABP to remain in constant contact with ABP units during tactical operations and kinetic events. The significant impact of the new communications systems lies in the ability of the ABP command to provide tactical support and med-evac services, thereby reducing casualties and death of ABP patrol officers.
- Through the provision of high-speed, light-weight trucks and motorcycles for each border post, as well as a stock of spare parts, the ABP's capacity for patrol and interdiction operations was greatly increased. The impact of these modes of transportation for desert operations lies in the ABP's new-found ability to interdict narcotics and precursor chemicals in remote and difficult desert terrain.

A substantial impact of this project was the creation of a professional border police agency that has substantially increased the interdiction and seizure of narcotics and precursor chemicals along major trafficking routes, thus, leading to increased arrests and convictions. This, in turn, has created greater respect among the local population for the rule-of-law as they see that the ABP is becoming more professional, respectful and conscientious in the performance of their sworn duty "to protect and serve." Furthermore,

removal of narcotics and precursor chemicals from the illicit market deprives ACMs with the funds needed to purchase weapons, munitions and explosives to be used against NATO/ISAF and Afghan National Security Forces. The seizure of larger amounts of narcotics removes them from the supply chain, thus, helping to alleviate, if only in a small way, the serious national health issues of addiction, HIV/AIDS and Hepatitis C.

By increasing the presence and capabilities of the ABP at major border crossings such as Islam Qala, greater revenues for the GOA in the form of increased crossing fees will be generated. The result of this is the expanded ability of the GOA to provide needed services to its citizens. In terms of interdiction, the Iranian Anti-Narcotic Police and the entire Iranian counter-narcotics effort will be the indirect beneficiaries of the outputs of J55 and will help in alleviating the pressure on the Iranian side of the border with Afghanistan. An additional positive result for the Iranians should be a reduction in the casualties suffered by their counter-narcotics police agencies.<sup>16/</sup> Additionally, with the reduction in quantities of opium, heroin and morphine-base crossing the border into Iran, it is expected that their massive addiction problem will be alleviated to some degree.<sup>17/</sup>

### **3.2. Sustainability**

AFG/H16 training and mentoring programs will be largely sustained through its absorption by AFG/J55, “Integrated Border Control Project in Western and South-western Afghanistan.” That is, in many respects, the training, mentoring and “Train-the-Trainer” programs to be executed under J55 will essentially continue the work of H16. It is expected that by increasing the collection of border crossing fees at Islam Qala and other major border crossings, as a result of more professional coverage by the ABP, the GOA will slowly be able to increase its own commitments to capacity building and the sustainment of the ABP. This will be a critical factor in relation to maintaining not only the twenty-four border posts built by Iran, but the other approximately fifty posts built by the GOA. However, it must also be recognized that the GOA, quite clearly, has not yet developed the will to insist on an honest and forthright effort to end corrupt and criminal acts at the country’s border crossings. It is also expected that continued donor support, probably for an extended period, will further the sustainment of the important tasks carried out by the ABP.

In order for H16 to be ultimately successful, the GOA and the ABP must demonstrate substantially increased levels of organizational development and the institutional, professional commitment necessary to ensure a sustainable impact of the tools provided by UNODC. This means that there must be an effort to end the corruption that is endemic to the ABP at all levels. In order for this to occur, there must be a serious, concerted attack on the life support issues that are so lacking for ABP enlisted men and lower ranking officers. This means greatly increased pay, healthcare, death and disability benefits, and benefits for the families of men killed in action. In terms of increased pay, one proposal made in AFG/J55 is applicable to the on-going effort to sustain the successes of H16: incentive pay for officers providing credible information relating to trafficking that leads to an arrest and conviction.

In order to adequately sustain the ABP and the training and equipment provided by

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16/ It has been reported that since the early 1980s when Iran launched its counter-narcotics programs, they have had some 3,300 officers killed in the line of duty.

17/ In 2008 it was reported that addiction was the fourth leading cause of death in Iran and that there were approximately 1.2 million drug-dependent people in a country with a population of 70,000,000.

UNODC, full-time mentorship is required at the organizational and tactical level for a substantial period after initial training and equipping is completed. This will require the commitment by donors to continue funding the mentorship aspects of J55 with the expertise of experienced international police consultants. This type of program, critical for long-term success for the ABP, GOA, Iran and Pakistan, requires that the mentors be on-the-ground, and working with the ABP officers at their remote border locations for weeks at a time and not two or three hours a day.<sup>18/</sup>

Equipment must be maintained, repaired and replaced when necessary; not when it is convenient. The ABP are often in life and death situations and their gear has to function as designed and last as long as possible. Thus, for adequate sustainment until the GOA has the financial capacity, the international community must continue their resolve to fund this aspect of ABP capacity-building for the immediate and long-term future. Without this, the battle against transnational crime emanating from Afghanistan will not be successful. The junior leadership of the ABP—NCOs and lower ranking officers—is the key to their future. We must continue to invest in border police officers who have proven to be the best and the brightest within their units. The mentors that J55 can provide ensure that their skills and professionalism will be sustained.

## **4. LESSONS LEARNED AND BEST PRACTICES**

### **4.1. Lessons Learned**

The basic concept behind H16 was providing the ABP with the necessary skills and equipment to restore the rule-of-law in Western and South-western Afghanistan by interdicting the flow of narcotics and precursor chemicals in the region. In order to do this successfully, the H16 Project learned from its work that the truly exceptional ABP trainees, NCOs and officers have to be identified and placed in leadership positions after receiving advanced training. The MOI needs to be encouraged to recruit NCOs and officers at all levels of the ABP who are of the calibre of General Aube, the former commander of the 6<sup>th</sup> Brigade (now, Zone 4) in Herat.<sup>19/</sup>

As noted above in the sustainment section, it cannot be overstated that a significant lesson learned during H16 was that of mentorship. All the training in the world will matter for naught if it is not sustained by advanced training and mentorship. Despite the success of H16, the ABP, in many ways, is still a dysfunctional, largely uncooperative and corrupt border enforcement agency. It is, however, a better system than it was before the existence of H16. In that regard, the Project found that by focusing on detailed, well-planned and executed training and mentoring programs, it was able to instil professionalism and a new sense of morality and ethics in many of the young leaders who were trained and mentored and who represent the future of Afghanistan. This approach presents great promise for an organization that, until recently—and with the

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18/ Information received from the ABP, NGOs and military sources, has purported that Dyncorp, as an example, spends no more than 2-3 hours per day on the projects they are mentoring with the ABP near Mazar-i-Sharif and the Afghan Customs Police at Islam Qala. Adequate mentoring must take place daily, five days per week, for at least six hours each day, in order to be effective. A typical mentoring program should last for three months.

19/ General Aube was, in fact, assassinated in December 2006 for making it clear that he intended to eliminate corruption in his command.

advent of H16—produced few positive outcomes in the battle against narcotics and precursor chemical trafficking.

One of reasons for the success of H16 was the careful, personal engagement by project staff with all levels of the command and officers in the Zone 4 ABP and ABP HQ in Kabul, as well as with the other stakeholders in counter-narcotics operations. The amount of trust and professional respect enjoyed by project staff resulted in a remarkable degree of access to ABP and GOA officials, as well as important members of the counter-narcotics agencies of Iran. This was true not only at the formal political level, but also at the operational and tactical level where the Project witnessed remarkable achievements on the part of the men it trained and mentored. This occurred as a result of the collaborative effort of all project staff members to relate to the men it trained and mentored in a non-patronizing, respectful way and by ensuring that the outcome would be an Afghan-planned, facilitated and run border police agency.

## **4.2. Best Practices**

The International Project and Field Coordinators, and the law enforcement consultants, of the H16 Project Team are all experts in their fields, with extensive experience in police and military operations, often conducted in remote areas where conflict with armed insurgents or criminals is a possibility. There can be no doubt that H16 was largely successful because of the dedication, professionalism and expertise of the International Project and Field Coordinators and consultants. The same should be noted in regard to the entire national staff, as well. The type of careful consideration that went into the organization of the H16 team should be used throughout UNODC.

UNODC Law Enforcement has designed an approach to counter-narcotics operations that has been proven to make change possible and to increase the capacity of the GOA in the fight against narcotics and precursor chemicals, as well as the smuggling into Afghanistan of weapons, munitions and explosives. Other UN organizations that are executing similar efforts should review the strategies employed in H16. As an example, varied approaches to resolve the gaps in training and mentorship can be linked together to be more efficient, resulting in better long-range solutions.

H16 team members have made a concerted effort to personally visit locations where the men they train are ultimately assigned and they did so on multiple occasions. Although sites like those in Herat are easily accessed, many of the sites manned by the ABP are in remote locations, with limited access other than by travel across desert terrain and virtually non-existent or extremely debilitated roads. H16 has travelled to every site where the men they train might be stationed, have stayed with them and broken bread with them. This has resulted in an undeniable bond and respect on the part of the ABP, especially at the highest command levels, and with the MOI, for the national and international staff of H16. “Winning the hearts and minds” means something more than learning a few phrases in Pashto or Dari; it means treating Afghans with respect, dignity and as equals. These are ideals that should be an everyday occurrence for all UNODC staff involved in counter-narcotics training and mentoring programs.

The other side of the equation noted in the above paragraph is in building trust and respect between the ABP and the communities they serve. In all aspects of life in Afghanistan, not just in relation to counter-narcotics, the people must believe in their government institutions and want to support them. Thus, the H16 Project, along with their

ABP counterparts, has invested time and energy in building strong relationships with the local population, including nomadic tribes such as the Kuchi. The Kuchi once avoided the ABP entirely because they believed the ABP could not be trusted and that they were no better, in many cases, than the drug smugglers and criminals who made life difficult for them.

With the urging of the H16 Project, ABP posts began to allow the Kuchi to use their deep-water wells, provided by donors to UNODC, in order to fulfil their constant requirement for water for their herds of sheep and goats. Because many of the ABP posts and the officers who man them take their jobs seriously, have been willing to fight the scourges of drugs and criminality, and have provided protection for the Kuchi people, they now make their camps near ABP bases. During a visit to one Kuchi gathering by members of the European Commission and UNODC leadership, the elders and Mullahs told them that “the only police [they] trust is the [Afghan] Border Police.” Enhancing the capacity of the GOA necessarily means investing time with the local population in a meaningful and constructive way. All elements of UNODC counter-narcotics programs and the other agencies involved in this struggle can learn from the example set by H16.

### **4.3. Constraints**

The most serious constraint standing in the way of the ABP becoming a first-rate, professional counter-narcotics force lies in the failure of the GOA to understand and act upon the serious nature of the need for greatly increased support for every aspect of this most important segment of the Afghan National Security Forces. While not meaning in any way to denigrate the importance of the functions of the Afghan National Police, the Afghan National Army, and the other military and law enforcement agencies of the GOA, the ABP is truly the first line of defence against everything that is wrong with Afghanistan. It has been well established by UNODC, and every agency and entity that has looked at the primary “root of evil” in Afghanistan, that narcotics trafficking is the single thread that runs through almost every aspect of corruption, criminality and terrorism in the country.

The lawless nature of most areas along the border with Iran, Pakistan, Turkmenistan, Tajikistan, Uzbekistan and China is a direct result of the almost complete lack of a professional, vital and dedicated law enforcement agency in these areas whose major responsibility is to stop the flow of narcotics over the borders. The answer to this problem and to virtually every aspect of corruption and criminal enterprise endemic to most institutions in Afghanistan lies in the willingness of the GOA to change the dynamic of how it sees and treats the ABP and its men. One need only review the UNODC publication, Addiction, Crime and Insurgency: The Transnational Threat of Afghan Opium (October 2009), to understand that what is written, here, is no exaggeration.

The ABP senior command has constantly talked about the need for quality recruits. Because of all the issues listed, below, they are often forced to recruit from the least educated segment of the population: men who are often completely illiterate, or functionally illiterate. These are men who come in large part from the poorest villages where people are desperate for any type of employment, no matter how bad the pay is, no matter the lack of any benefits in the case of death or injury, no matter how dangerous the job.<sup>20/</sup> These are not, generally, the kind of men that the ABP should be recruiting. In addition, in the impoverished areas along and near the borders where many recruits

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20/ In 2007, the last year for which accurate figures are available, the ABP had more than 900 men killed fighting narcotics traffickers and ACM forces.

come from, their families have connections with traffickers and, thus, they have no incentive to act against them. ABP senior staff has commented that it is no surprise that many ABP officers have no motivation or pride in their jobs, that they are corrupt and that in order to support their families and supplement the grossly inadequate pay they receive, they are often involved in the very criminal activity they are sworn to fight.

This is the reality in the ABP:

- Lower pay than the ANA and the ANP. There has never been an explanation by the GOA for this gross and inequitable disparity in pay.
- No death benefit, no disability pay, no retirement pension. Families of men killed in action receive nothing.
- Terrible living conditions: substandard, unhealthy and unsanitary.
- Inadequate food supplies and food is often of poor quality. Some posts are limited to meat only three times a week, and meals mainly consist of rice and whatever local fruit and vegetables may be available. This is wholly inadequate for men who live and work in a demanding, stressful, high-risk environment.
- Serious and inexcusable delays in paying officers. Complaints from some officers that they have received less than one-third of their pay in a six-month period.
- Promises of pay and benefits reform that never occur.
- Inadequate medical care, both at the ABP bases and on the operational level. ABP men have died because of the inability to get med-evac support.
- Inexcusable procurement and finance problems in processing requests for life-supporting equipment.
- Lack of adequate resources for hygiene and food storage, often leading to disease and an inability to work.

Short-term policies and actions will not be enough to achieve the goals of a self-sustaining, effective and accountable ABP. There is no excuse on the part of the GOA for the lack of support, both financial and political, for the ABP. If capacity in all aspects of life in Afghanistan is to improve, the GOA must, once and for all, take a courageous stand against narcotics trafficking and provide adequate resources for the ABP.

## **5. RECOMMENDATIONS**

### **5.1. Issues resolved during the evaluation**

No major issues arose during the course of the original evaluation, or during the review and editing. However, the water supply system at many of the border posts has been improved significantly and, with appropriate education of the men stationed there, the posts could supplement their food supplies with small gardens with the now available well water. All of the border posts now have access to clean drinking water and are able to provide some water to the local population, thus, helping to build the credibility of the border police in remote areas. It should also be noted that, during the evaluation, the ongoing process of mentoring the ABP has now been taken over by AFG/J55, "Integrated Border Control Project in Western and South-western Afghanistan."

### **5.2. Actions/decisions recommended**

During H16, police trainees were recruited from many parts of Afghanistan and not just from the poorest villages where recruits were illiterate and unmotivated to move against drug traffickers who had connections to their families and villages. The recruits for H16 were of high calibre and committed to the Project's objectives. By primarily enlisting recruits with no ties to Herat Province, in most cases, they would presumably have no direct ties to local traffickers and, therefore, be far less likely to be susceptible to corruption. This process should be continued by the ABP in all of the Zones and in the recruiting for J55.

Brigade and battalion commanders must be given the authority to transfer or dismiss officers who are found to be incompetent or corrupt, without interference from ABP HQ or the MOI. Local commanders are best able to judge issues relating to morality and ethics of the men under their command and should have the power to take appropriate action. In such cases, barring some clear error, ABP HQ and the MOI should support commanders making these decisions. When men in the ranks know that their commanders can dismiss them for incompetence or corruption, it is likely that the level of these problems will be reduced.

The other segments of the Afghan National Security Forces and the ABP require standards of interagency cooperation and a law enforcement command structure where the individual ANSF commands work in concert and do not see each other as competitors in the counter-narcotics struggle. International oversight regarding this issue should be put into place with a verification method to facilitate unity of authority and functions.

Increased revenue generation needs to take place at the legal border crossings on the border with Iran at Islam Qala, Zaranj and Milepost 73. In order for this to occur, however, a serious effort must be undertaken by the ABP at all levels to fight corruption within the force. Again, unless the ABP and, by implication, the MOI, are going to make a concerted, aggressive effort regarding this issue, there is simply no way that the GOA can generate the income needed to expand its capacity in every way necessary to stop the flow of narcotics over the border with Iran.

Sustainment of logistics and maintenance procedures, and a long-term plan for scheduled repairs, needs to be part of all future procurement, training plans, force structure designs, and facilities management. Without this important organizational multiplier, the quality of the ABP will deteriorate rapidly when projects like H16 are concluded.

Mentoring must be recognized as the only sure method for continuing the success generated by projects like H16. International stakeholders, particularly donors, have to understand that continued funding for mentoring programs is a process that will need to be in place for many years into the future. Insofar as estimating this timeframe, it is an impossible task. Suffice it to say that the end game will occur when the ABP is trained and mentored at a level that allows them to fully sustain themselves and the need for international consultants is no longer necessary.

The MOI and, no doubt, President Karzai and the parliament, must be pushed to provide the support for the ABP that is needed to forcefully engage narcotics trafficking in Afghanistan. This means, primarily, that salaries for ABP officers must be substantially increased in order to eliminate the possibility of corruption among the ranks from top to

bottom. Adequate funding must be provided for appropriate quantities and types of food, medical care, sanitary food and personal hygiene facilities, and death and disability benefits, including dependents' benefits for the families of men killed in action. It simply can no longer be justified under any political rhetoric that matters such as this must be slowly developed. The time has come for the GOA to take a serious, forceful stand against narcotics trafficking and the endemic corruption it fosters at all levels.

Concerning infrastructure and support, there is a need for the Government of Afghanistan to improve living conditions at border outposts, including better food, increase pay and provide death and disability benefits and ABP officers need regular health care. Furthermore, where feasible wells should be drilled or water tanks supplied. All border posts have to be refurbished to meet the standards under H16. Access has to be improved and the concept of border posts approximately one hour apart must be adhered to.

With regard to general conditions in the western region, there is a need for the Government and international counterparts to improve roads and to conduct demining actions as a matter of operational safety for ABP officers and advisors. UNODC, ABP and MOI must also initiate a system to have med-evac available for all border locations.

Procurement and finance issues for UNODC counter-narcotics programs must be streamlined and made less tedious in relation to UNDP involvement, as well as the involvement of the UNODC finance section. It appears that UNDP, and perhaps other UN agencies and personnel in UNODC, see the counter-narcotics programs as paramilitary in nature and, therefore, somehow antithetical to UN policy and objectives. This attitude may be filtering down from Vienna and other international locations from personnel formerly associated with UNODC Kabul. It appears that this attitude is engendered by the reality that the international consultants are exclusively drawn from former members of the military and police agencies. These are individuals with experience in the kinds of training and tactical operations that are required if a competent border police force is to be stood up to ensure the rule-of-law in this environment. Perhaps there are people in the UN who do not understand the nature of counter-narcotics operations and who refuse to accept the fact that these operations often result in gun battles between the traffickers and the ABP, which result in the loss of life and serious injury on the part of the ABP. This attitude must be ended immediately and both the UNODC Country Representative for Afghanistan and the UNODC Executive Director should make this patently clear to all UN agencies and personnel at all levels.

## **6. OVERALL CONCLUSIONS**

Overall, this Project was successful in all fundamental aspects. It was a pilot project and UNODC's first opportunity to assess, and then work with, the ABP. Prior to the beginning of implementation of H16's training and mentoring programs, the ABP was seen by the GOA, international stakeholders and donors as ineffectual at best and completely corrupt, unprofessional and inept, at worst. Through the efforts of the UNODC Country Office Afghanistan, the UNODC Afghanistan Senior Law Enforcement Advisor, the H16 consultants and staff, the Government of Iran and the donors, many aspects of that view of the ABP have been reversed. With the provision of tactical equipment, establishment of an advanced radio communications system, high-speed trucks and motorcycles, deep-water wells, generators, fuel and water and the tanks to store them, the ABP has become

more professional, self-sustaining and able to conduct more comprehensive and successful counter-narcotics operations.

The H16 model resulted in greatly increasing the capacity of the ABP in this region of major drug trafficking routes and, thereby, assists the GOA in ridding the nation of corruption, criminality and terrorist activity. In addition, with further close cooperation with the Government of Iran, there is every reason to believe that joint operations between the two countries will result in a serious impact in the battle against transnational narcotics and precursor chemical trafficking, as well as the smuggling of weapons, munitions, and explosives, people, and all forms of illegally imported goods. More importantly, a strengthened ABP will be a catalyst for the collection of larger sums of taxes along the border with Iran as the border posts are manned by new trainees from the Chelmariz program under AFG/J55.

It is almost impossible for outsiders to comprehend the situation on the ground in Afghanistan and this is particularly so in the remote and treacherous desert terrain along the border with Iran. The fight against narcotics and precursor chemical trafficking has proven to be difficult, dangerous and fraught with obstacles. This is the result of the intractable and corrupt nature of some elements within the GOA, apparently, to sabotage serious efforts at eradicating the cause of most of Afghanistan's misery, abject poverty and insurgency, all of which are fuelled by the vast sums of money generated by the narcotics industry in Afghanistan.

Both The Afghanistan Compact and the Afghanistan National Development Strategy (ANDS) cite corruption as **the** major impediment to the country's development. The ANDS particularly noted that Afghanistan cannot achieve growth without "eliminating the criminal economy..."<sup>21/</sup>. It further states that, "[t]he weakening of the State and the growth of the drug industry has led to the criminalization of much of the Afghan economy."<sup>22/</sup> Two years earlier, the GOA enacted the Law on the Campaign against Bribery and Corruption (2004), which "address[ed] the entrenched illicit economy." Thus, the ANDS made it clear that,

[The GOA] will provide security with the direct support of the international community. We will establish a legitimate monopoly on...law enforcement that provides a secure environment for the fulfilment of the rights of all Afghans...<sup>23/</sup>

Unless these pronouncements are to be no more than flowery words, the international stakeholders and uncorrupted segments of the GOA, particularly within the ABP, must take a stand and declare that a successful conclusion of the struggle against the criminal elements in Afghan society will be reached, no matter how difficult the struggle. AFG/H16 was a forceful step in this direction.

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21/ ANDS, supra, p. 4.

22/ Id. at p. 11.

23/ Id. at p. 12.

## ANNEXES

### 1. Organizations and Places Visited and Persons Interviewed

#### (A) Places Visited

1. ABP, Zone 4 Brigade HQ, Herat.
2. ABP Battalion HQ, Islam Qala
3. Islam Qala Border Crossing Checkpoint
4. Border posts along the Iranian border.
5. Border Management Task Force, US Embassy, Kabul
6. ABP HQ, Kabul
7. U.S. Embassy, Kabul
8. Ministry of Interior, Kabul

#### (B) Persons Interviewed or Met With

1. Ms. Christina Oguz, UNODC Country Representative Afghanistan
2. Patrick Halewood, Senior Law Enforcement Advisor, UNODC, Kabul
3. Ms. Elisabeth Bayer, Deputy Country Representative, UNODC, Kabul
4. Lex Henderson, Executive Mentor, Minister of Interior
5. General, M. Yonus Noorzai, Commander, ABP
6. Ken Biser, BMTF, Director, U.S. Embassy, Kabul
7. Gene Prorogiannis, BMTF, Advisor, U.S. Embassy, Kabul
8. G.J. "Dutch" Vollmer, BMTF, Mentor, U.S. Embassy, Kabul
9. CPT James W. Hendon, CSTC-A, ABP, Mentor to Gen. Noorzai
10. Jeffrey A. Silk, DEA, Special Agent, Kabul
11. Katsui Kaya, IOM, Kabul
12. Anthony W. Oliver, International Project Coordinator, J55
13. Daud Saskai, National Project Coordinator, J55
14. Mike Kijowski, International Field Coordinator, J55
15. Kathy Stroud, International Law Enforcement Consultant, J55
16. Rashid Abedi, National Project Assistant, J55

### 2. Relevant Materials

1. Original Project Document, AFG/J55, 2007, Daud Saskai, National Project Coordinator; Anthony W. Oliver, Border Law Enforcement Consultant.
2. Final Narrative Report for European Commission Funding, AFG/H16.
3. Final Report on Use of Canadian Funding for AFG/J55, 1 April 2007 – 31 March 2009.
4. Mission Report/Summary Report, AFG/J55 and AFG/H16, 16 April 2008.
5. UNODC Law Enforcement Section, Project AFG/J55, Work Plan for 04/2009 – 12/2009.
6. Border Project AFG/J55, Review and Revision of Ongoing UNODC Project Presented to the Minister of Interior for GOA Concurrence.
7. The Afghanistan Compact, "Building on Success: The London Conference on Afghanistan," pp. 4, 6, 8, 11, 16 (Jan. 31 – Feb. 1, 2006).
8. Afghanistan National Development Strategy (ANDS) ( January 2006).
9. Law on the Campaign against Bribery and Corruption (2004).

10. Strategic Program Framework, Central Asia, 2008 – 2011 (UNODC, April 2007).
11. Thematic Evaluation of Technical Assistance Provided to Afghanistan by the United Nations Office on Drugs and Crime, “Strengthening Afghan-Iran Drug Border Control and Cross-border Cooperation,” Volume 3, Law Enforcement Program (May 2008), pp. 18-21.
12. Addiction, Crime and Insurgency: The Transnational Threat of Afghan Opium (October 2009).

### **3. TERMS OF REFERENCE FOR FINAL EVALUATION, Project AFG/H16** Strengthening Afghan-Iran Drug border control and cross border cooperation (SAID).

#### **BACKGROUND INFORMATION**

During the 1990's Afghanistan became firmly established as the main source of illicit opium and heroin produced, trafficked and consumed in the world. Afghan opium production supplies local, regional and international illicit markets. In the neighbouring Islamic Republic of Iran, government sources estimate the internal absorption capacity of the domestic market for opiates at some 700 – 800 tonnes of opium per year. A large percentage of Afghan opiates are smuggled into the territory of Iran and onwards through the Iranian eastern provinces of Khorassan and Sistan Baluchestan. Seizures by the Iranian Police Officers deployed on these borders are among the highest in the world. In 2000 Iranian Anti Narcotic Police of Khorassan and Sistan Baluchestan seized respectively 130 and 91 tons of illicit drugs. In 2001, seizures in the two provinces accounted up to 25 tons in Khorassan and 40.5 tons in Sistan Baluchestan. The Iranian authorities have to police a 936 km long border with Afghanistan. Their border force is often confronted by well-armed trafficking groups who violently resist interdiction efforts. As a result some 3,300 Iranian police officers have been killed since the beginning of the anti-drug campaign in the early 1980's.

This project related to the equipping of border control posts along the border between Afghanistan and Iran. It also included the training of personnel assigned to border control. The government of Iran and Afghanistan have adopted a bilateral agreement for Iran to build 25 border pots within the Afghan territory. UNODC equipped them and trained the relevant officers. The posts traverse the three Afghan provinces of Herat, Farah and Nimruz along the Iran border. The project also considered ways and means to introduce a basic criminal intelligence system and establish a mechanism so that Afghan and Iranian border control officers can cooperate on law enforcement issues and establish a means of sharing information. This project thereby enhanced the capacity of the Afghan Border Force to interdict drug trafficking and reduced the flow of drugs over the Afghanistan/Iran border.

The total budget of the project is 4.28 mil with a purpose to reduce the flow of illicit drugs from Afghanistan to Iran.

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

## **2. PURPOSE OF THE EVALUATION**

The overall purpose of this evaluation is to determine what the project has achieved and if it has attained its objectives successfully and efficiently, taking into account the often difficult conditions on the ground in 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 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 total 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 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 advice on all aspects of the proceedings as well as on the administration of the Afghan Border Police?
- Is there a reduction in casualty/fatality rate?
- Has the basic intelligence system put in place being used by the Afghan Border Police in western region?
- Do the ABP officers use the SOPs developed?
- Are the SOPs making an impact?
- Was training material produced and is it available for further future use by the Government and concerned authorities?

### **(c) Overall implementation process:**

The evaluation should assess how effectively/efficiently project planning and implementation have been carried out. This includes assessing the extent to which organizational structure, managerial support and coordination mechanisms used by UNODC effectively support the project. Efficiency should be analysed 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. 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 partnership 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 the project conducted Tripartite Review and Steering Committee Meetings?
- 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's the project been 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 mission to Kabul
- (d) Meetings, interviews, and focus group related to the work of the Afghan Border Police.
- (e) Request selected counter narcotics 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/J55 – Integrated Border Control Project in Western/South-western Afghanistan. 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 in West Asia. 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.

### **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 Program for the Evaluators:**

The evaluator will be recruited for a period of 5 weeks.

<b>Programme &amp; Activity*</b>	<b>Days Required</b>	<b>Tentative dates</b>
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		
<b>Total Working &amp; Travel Days</b>		

**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 in line 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