

February 13, 2009

MID-TERM EVALUATION REPORT

Project Number: PAK/J61
Project Title: Pakistan Border Management Project

Thematic area: Anti Trafficking

Country: Pakistan

Report of the Evaluator

Names, titles: Karen E.
FROST,
Investigator/Planning Officer
UNIIC – Beirut, Lebanon

UNITED NATIONS OFFICE ON DRUGS AND CRIME

Vienna

CONTENTS

	Paragraphs	Page
CONTENTS		2 - 3
LIST OF ACRONYMS		4
EXECUTIVE SUMMARY		5 - 8
I. INTRODUCTION		
1.1. Background and Context	1 – 6	8 - 9
1.2. Purpose and Objective of the Evaluation	7 – 10	10 -11
1.3. Executing Modality / Management Arrangements	11 – 12	11
1.4. Scope of the Evaluation	13 – 14	11 - 12
1.5. Evaluation Methodology	15 – 17	12 - 13
1.6. Limitations of Evaluation	18 - 19	13
2. ANALYSIS AND MAJOR FINDINGS		
2.1. Overall performance assessment	35 – 38	20 - 22
2.2. Attainment of Objectives	39 – 41	22 - 23
2.3. Achievement of Programme/Project Results and outputs	42 – 43	23 - 24
2.4. Implementation (Operational Plan, Monitoring and Backstopping)	44 – 45	24 - 25
2.5. Institutional and Management Arrangements	46 – 48	25 - 26
3. OUTCOMES, IMPACTS and SUSTAINABILITY		
3.1. Outcomes	49 – 50	26
3.2. Impact	51 – 52	27

3.3. Sustainability	53	27 - 28
4. LESSONS LEARNED AND BEST PRACTICES		
4.1. Lessons Learned	54	28
4.2. Best Practices	55	28 - 29
4.3. Constraints	56	29
5. RECOMMENDATIONS		
5.1. Issues resolved during evaluation	57	30
5.2. Actions/decisions recommended	58	30 - 31
6. OVERALL CONCLUSIONS	59 – 60	31 - 32
Annexes		
1. Terms of reference		33 - 36
2. Organizations and places visited and persons met		37 - 38
3. Summary assessment questionnaire		39
4. Relevant Materials		40
a. Funding chart of Canadian Donor		
b. Map and Photos of Pakistan's western borders		
c. Equipment approved for procurement		

Disclaimer

Independent Project Evaluations are scheduled and managed by the project managers and conducted by external independent evaluators. The role of the Independent Evaluation Unit (IEU) in relation to independent project evaluations is one of quality assurance and support throughout the evaluation process, but IEU does not directly participate in or undertake independent project evaluations. It is, however, the responsibility of IEU to respond to the commitment of the United Nations Evaluation Group (UNEG) in professionalizing the evaluation function and promoting a culture of evaluation within UNODC for the purposes of accountability and continuous learning and improvement.

Due to the disbandment of the Independent Evaluation Unit (IEU) and the shortage of resources following its reinstatement, the IEU has been limited in its capacity to perform these functions for independent project evaluations to the degree anticipated. As a result, some independent evaluation reports posted may not be in full compliance with all IEU or UNEG guidelines. However, in order to support a transparent and learning environment, all evaluations received during this period have been posted and as an on-going process, IEU has begun re-implementing quality assurance processes and instituting guidelines for independent project evaluations as of January 2011.

List of Acronyms:

ANF	- Anti Narcotics Force
Testing Kits	- UNODC's Drugs/Precursors (Acetic Anhydride) Field Testing Kits
Bal	- Balochistan (South Western province in Pakistan)
BLO	- Border Liaison Office
CAF	- Civil Armed Forces
DPI	- Drugs and Precursor Identification
FATA	- Federally Administered Tribal Areas
FBR	- Federal Board of Revenue
FIA	- Federal Investigation Agency
FC	- Frontier Corps
JOPC	- Joint Operations Planning Cell
LEA	- Law Enforcement Agencies
MSA	- Maritime Security Agency
MOU	- Memorandum of Understanding
MoI	- Ministry of Interior
MNC	- Ministry of Narcotics Control
NH&MP	- National Highways and Motorway Police
NWFP	- North West Frontier Province
ToR	- Terms of Reference
TI	- Triangular Initiative
UNIIC	- United Nations International Independent Investigation Commission
UNODC	- United Nations Office on Drugs and Crime

EXECUTIVE SUMMARY

Summary table of findings, supporting evidence and recommendations

<i>Findings: identified problems/issues</i>	<i>Supporting evidence/examples</i>	<i>Recommendations</i>
1. Tense Political situation within Pakistan.	All stakeholders identified this as playing a key role and a contributing factor behind the progress and success of this Project.	Continue to monitor the political situation within Pakistan and its neighbors Support, where possible, open communication between all levels of Ministries.
2. Three Ministries are involved in the management of Pakistan's borders with different priorities and agendas.	Each Ministry identified it's own priorities and needs with respect to capacity building and the direction of the Project	Promote continued interagency meetings and open communication to identify a common approach to manage the western border.
3. Communication and Information sharing levels were noted as areas that were improving, but still required work.	Interviews with both ministry officials and course candidates commented on the improved communication as a result of this project thus far.	Continued interagency meetings to be support by UNODC with agendas and follow-up to be monitored and documented.
4. Capacity building through joint training was not up to its full capacity. Changing "priorities" and stakeholder requests put a strain on the over-all end product in both training and the candidate selection process.	Course candidates were selected through delayed procedures, resulting in last minute cancellation of planned courses External candidates faced "additional" challenges such as travel, visa requirements, and political arenas in their own countries.	UNODC to take a lead role in the selection process to ensure "uniformity" of not only the candidates but to educate the stakeholders in the "best product" to "train the trainer" concepts. Involve the stakeholders in a more "proactive" role in the location of the training, to better involve more candidates in the joint training projects.
5. Equipment procurement was not one area that did not reach its full capacity.	Needs assessments questionnaires were utilized by UNODC with the stakeholders "changing their requests" or not returning the requested information. The percentage of "requested equipment" that was provided to the stakeholders was relatively low. Neither UNODC nor the stakeholders could provide a system of checks/balances for the equipment that was in place.	Become more proactive in the procurement process, ensuring that the items identified on the Equipment need lists are actually required. Monitor the stakeholders' equipment requests, in close partnership with the donor agency to ensure proper use of funds are being met. Must implement accountability by all stakeholders during the remaining phase of the project. UNODC must "set a criteria" for equipment selection (cost and availability) along with "a set timeline" for its delivery.
6. Lack of notable communication and information sharing with both Iran and Afghanistan, in particular.	Interviews with all stakeholders identified a "good" relationship with Iran, without any examples, and a "non-existent" one with Afghanistan. The Biometric Border Crossing and the lack of "recognized" border as reasons for the "poor relationship" along with lack of any communication with Afghan authorities were sites as key issues.	Continued UNODC initiatives to involve regional UNODC offices and high level Pakistan Ministerial involvement in promoting the Border Management Project as an important means of targeting both the illegal commodities and the terrorist activities that cross into Pakistan.
7.		
8.		

The Pakistan Border Management Project is in support of UNODC's Triangular Initiative (TI) to develop regional cooperation to address narcotics trafficking and other transnational organized crime, in particular to strengthen the management of the borders between Pakistan and Iran and Pakistan and Afghanistan. The sequence of events which

started this process began in 2005 with the Paris Pact Initiative (to counter trafficking and consumption of Afghan opiates); the Rainbow Strategy Initiative that grew from this; the TI in March 2007 between Afghanistan, Iran and Pakistan to develop regional cooperation to address narcotics trafficking and other transnational organized crime; the Ministerial Level meeting of Pakistan, Iran, Afghanistan and UNODC held in Vienna on June 2007, along with a review of the Iranian Border Project IRN/I50 (which served as a model for this project).

The Project objectives are to enhance capability of Pakistan Law Enforcement Agencies (LEAs) working at selected locations of the western borders; to promote inter-agency cooperation between Pakistani LEAs with border management responsibilities; and to improve cross-border and regional cooperation between Pakistan, Iran and Afghanistan to counter transnational crime.

The methodology and activities undertaken to achieve these objectives included capacity building through joint training, the provision of essentially needed equipment and interagency / regional meetings to improve communication, information sharing and cooperation both between Pakistani LEAs and regionally.

Through extensive Ministerial and partnership meetings and interviews, along with a review of the documentation associated with this project (memos, emails, mission and progress reports), the project was identified as focusing on a “very real and important” problem. Based on data collected during the course of the evaluation process, the major finding was that the level of cooperation and information sharing between the Pakistan LEAs and between Pakistan and its western neighbors, along with the present political and security situation in Pakistan is presently impeding the overall success of this project within the timeline established.

Progress has been recognized in the area of capacity-building through joint training, whereby communication and exchange of information between Pakistan LEAs has been acknowledged by all partners as improving. This has been commented on at all

levels based on interviews at the Ministerial level, Pakistani LEAs and with course candidates. Cooperation and the exchange of information and criminal intelligence between Pakistan and Iran was also noted to be “good” compared than that with Afghanistan which was described as “non-existent” by all Pakistan LEAs interviewed.

Though the progress of capacity building in the areas of equipment procurement and joint training is slow, the commitment by UNODC to the successful implementation of these areas of the project has been persistent.

The lessons learned during the course of this project thus far include

1. UNODC will have to focus on the management level of LEA stakeholders to encourage improved communication and sharing of information.
2. Uniformity of commitment to this project within the stakeholder agencies is a problem, as focal points of contact within each change as did their priorities.
3. Identify and initiate a process of “monitoring” and accountability on the part of stakeholders’ duties during the implementation of the project.

An overview of some of the recommendations consists of the following points:

1. Coordination and information sharing both within and between the agencies is an area that requires improvement.
2. Continue with the initiative of interagency meetings with identified personnel, who must respond to requests in a complete and timely manner.
3. Implement a method of accountability of stakeholders with regards to equipment acquisition and joint training programs after these components have been implemented.
4. Continue to prioritize equipment and training based on input from the stakeholders.
5. Obtain relevant feedback on training within a timely manner, focusing on accountability from the users.
6. Select joint training course candidates based on “relevance of training needs” to ensure appropriate candidate criteria.
7. To its credit UNODC has been a driving force behind the pursuit of this project both in the area of capacity-building and interagency communication.

8. Most observations/recommendations contained in this evaluation report convey a positive assessment of the work undertaken by UNODC on this project.

9. Identify a “cost benefit” and follow-up process during the funding acquisition stage of the project, and be firm in “how and where the money will be spent”.

1. INTRODUCTION

1.1. Background and Context

1. The Pakistan Border Management Project concept is to help reduce transnational and organized crime on Pakistan’s borders with Iran and Afghanistan through promoting information sharing and cooperation in the course of management level meetings and capacity-building through the acquisition of prioritized equipment and interagency training. This concept and project design is based on the Integrated Border Control Project in Iran (IRN/I50), which was initiated in July 2006 with the objective to strengthen the Iran border through information sharing and cross-border cooperation between Iran, Pakistan and Afghanistan. UNODC Pakistan undertook the initiative to coordinate a similar project relating to border management of Pakistan’s western borders. The assessment made by UNODC is documented in their Nov 07 report through Needs Assessment Missions undertaken by UNODC, documented correspondence, training and equipment assessment questionnaires, interagency and “triangular” meetings and forums, mission reports and research.

2. The project strategy followed the recommendations of the Paris Pact Initiative in March 2005 that identified a Regional coordination of proactive development for counties affected by Afghan Heroin Trafficking. Research during this process identified the stakeholders and their priority needs regarding equipment, resources and training to expand their response capacities. The stakeholders agreed to strengthen existing coordination/establish new coordination through regular interagency meetings, with a view of information/criminal intelligence exchange; joint drug/border control operations; monitoring process and capacity- building. Further direction followed through the

Rainbow Strategy and its Green Paper on TI, which reinforced the need for enforcement/control for Afghanistan and its neighbors; with the Ministerial Level meeting on 12 June 2007 again supporting the move to improve bilateral and regional cooperation to enhance border management and security issues as a broader approach, other than counter-narcotics. Each of these papers supported the aims as laid out in this project.

3. This project strategy outlined methods in place to promote and support the aims of this project. These included capacity-building identified through provision of needed equipment and joint trainings, required to enhance the current law enforcement capacities of the agencies tasked with border management; and to support cooperation between agencies, through Ministerial meetings, and close coordination with other ongoing projects (Computer Based Training for Law Enforcement / Container Control Program), which also support building stronger resources to combat cross-border illegal activities.

4. The planned timeline for this project was identified as November 2007 – November 2009, with this evaluation covering November 07 - November 08. A two year timeline for a project of this importance is very limited, based on the overall objectives and the challenges to its implantation.

5. Resources availability: Out of the total approved budget for the project i.e. \$3.5 M, donor funding from Canada was pledged as \$2.1 M, with \$1.9 M collected and \$1.3 M spent to date. A copy of the financial report is attached as Annex 4a.

6. Logic and coherence of the project document: This document is well written and covers numerous key points as laid out in both justification and the strategy of the source documents and papers along with requirements needed to obtain the objectives as outlined. Additional checks and balances along with a monitoring system for outputs from both the capacity-building and interagency cooperation goals are required at all stages of the project.

1.2. Purpose and Objective of the Evaluation

7. The purpose of this evaluation as identified by UNODC Country Office Pakistan is to measure achievements thus far and the likelihood of achievement of outcomes and the impact, both positive and negative. To institute improvements to the project planning, design and management for the remainder of the project timeline and its forecasted future development. To make recommendations on necessary arrangements for i) the successful achievement of objectives and completion of the project and ii) the sustainable utilization of equipment and training after the project completion.

8. The above were noted in the ToRs as primary purpose of the evaluation. In addition, the evaluator also took into account the progress in the implementation of the various facets of the project, including the level of cooperation between Pakistan LEAs, and the level of regional cooperation between Pakistan and Iran and Pakistan and Afghanistan. It does not delve into the relationships between Iran and Afghanistan, outside the meetings that took place within this project agenda. Capacity-building through training requirements and provisions thus far; the equipment needs as identified by the stakeholders compared to the actual acquisition; results of the meetings held with the stakeholders noting their comments and suggestion; and the overall impact to date on the “reduction of transnational organized crime” will be dealt with in this evaluation.

9. This evaluation was conducted through meetings, interviews and a review of pertinent documents utilized in both the preparation of the project goals and feedback received from the agencies involved in this project. The objectives of this evaluation were to examine the mandate, strategies, objectives, relevance, effectiveness, results, impact, sustainability and added value of UNODC’s actions. Based on these assessments and analysis, findings are presented, lessons and best practices noted and recommendations made for realistic and effective strategies for this project’s successful implementation.

10. At the time of this evaluation, this project is at its mid-point. This being said, the donor funds will be in place until March 2009, with the span of the project running until November 2009. A review of the funding has identified that approximately two thirds has been spent thus far leaving roughly one-third remaining to be utilized over the next two months. The impact and direction of this evaluation will have a basis for the renewal of donor funds for the remainder of the project life.

1.3. Executing Modality/Management Arrangements

11. Implementation and project priorities were identified through “needs assessments”missions, questionnaires and meetings involving the identified stakeholders in the project. Certain needs assessments were conducted by UNODC prior to the project commencement and also periodically during its progression in an effort to identify new and updated priorities on equipment and/or training. Meetings were held at the Ministerial level, to identify priorities in objectives, problems and areas of concern along with equipment requirements and training needs.

12. Problems and challenges: Due to changing management and/or contact persons within the Pakistan LEA, and the political and security situation within Pakistan there were noted delays in responses and follow-up required by UNODC to advance this project. Questionnaires outlining “priority” equipment needs and specific training requirement were forwarded to Ministries and LEAs with a lack of response or changing priorities, which impacted greatly on the progress of this project in a timely manner.

1.4. Scope of the Evaluation

13. The evaluation covered the achievements thus far in the project; the likelihood of achievement of outcomes for the duration of the project; the appropriateness of the equipment and training as identified and acquired by the stakeholders involved in the project; and the overall aim of the project being the strengthened management of the borders between Pakistan and Iran and Pakistan and Afghanistan.

14. Through a review of documentation along with interviews/meetings, this evaluation dealt with the extent to which interagency meetings have been initiated and promoted interagency cooperation; if the identified training was sufficient and timely; if the equipment that has been identified has been utilized and is appropriate for the stakeholders' needs; and if the regional level of cooperation has improved through the objectives identified in this project. The evaluation scope as identified in the ToR focused on project efficiency, effectiveness, appropriateness, relevance and sustainability.

1.5. Methodology

15. The methodology of this evaluation consisted of meetings with the stakeholders' representatives; interviews with course candidates; a review of documents provided by UNODC; and a visit to the Anti Narcotics Force (ANF) Training Academy in Rawalpindi.

16. Individual meetings took place with representatives of the Ministry of Interior (MoI), Ministry of Narcotic Control (MNC), and the Federal Board of Revenue (FBR). A meeting was also held with the Canadian Donor representative regarding the funding of the project. Each was advised of the evaluation process/purpose and their input/comments requested. Meetings also took place with representatives of the Anti-Narcotics Force (ANF), Pakistan Customs, Frontier Corps (FC) Balochistan, and the Pakistan Coast Guards. Course candidates from both joint training courses that took place were interviewed in two groups: four ANF candidates (three candidates from the first course and one from the second course) in the first group and a second group of four candidates; one candidate each from FC Balochistan, the National Highways and Motorway Police (NH&MP), and Maritime Security Agency (MSA) from first course and one candidate from the Pakistan Coast Guards from the second course. Notes were made from all meetings and interviews, which were used to support the integrity of this evaluation. Of note is that although NH&MP and MSA are not identified stakeholders

within this project, UNODC extended an invitation to these two agencies to participate in the joint training courses.

17. The documents reviewed during the course of this evaluation included the ToR/Mid-Term Project Evaluation report; The Project Document; Project Progress reports; UNODC's Needs Assessment reports; Mission reports; questionnaires dealing with project goals/implementation (distributed to the stakeholders); training and course related documents including selection process/course content for both courses that were implemented and those that were cancelled/postponed along with course feedback documents; equipment requests and acquisition; and interagency correspondence.

1.3 Limitations of Evaluation

18. The evaluator faced limitations in compiling the information as identified in this report due to the security situation in Pakistan that restricted movement of the evaluator within the country during this evaluation. The logistics in place for the Pakistan Visa acquisition and travel to Pakistan took longer than anticipated with the evaluator receiving country clearance the day prior to arrival. The timeline for the evaluation was originally scheduled for 9 -10 working days (2 weeks), but had to be shortened to 1 week.

19. Also of note is the "immediate" security situation at the time of the evaluation whereby movement for the evaluator was restricted with no opportunity to visit the border areas as referred to in the project. UNODC Pakistan accommodated by providing the evaluator with maps and the latest photos of the project area. The proposed visit to Karachi to meet with Pakistan Coast Guards and Pakistan Customs officials assigned to this area had to be cancelled after arrival in Pakistan, due to the security situation in the area. Arrangements were made on short notice for these interlocutors to travel to Islamabad for interviews and project follow-up.

2. ANALYSIS AND MAJOR FINDINGS

20. In order to understand the issues involved with the Pakistan Border Management Project, one must have an understanding of the logistics in place and the Border area itself. The border between Pakistan and its western neighbors of Iran and Afghanistan is over 3300 km, covering terrain which is both desert and mountainous. Challenges arise from the fact that there exists only three “official border crossings”, with no security features such as a fence, wall or ditch to cover the remaining land mass. Several “non-official” and “checkpoint” crossings exist, numbering over three hundred (300) between Pakistan and Afghanistan and one hundred and ninety-two (192) between Pakistan and Iran that deal with only “pedestrian traffic”. The rest of the border is “open” land. Most of the contraband crosses in areas other than these border crossings and /checkpoints, which is made more difficult when the “official” borders between Pakistan and Afghanistan is not acknowledged by either nation. Iran and Pakistan have an “established” border of 909 km, with Iran in the process of building a fence/wall on its side of the Pakistan/Iran border which is recognized by both regions. In the case with Afghanistan and Pakistan, Pakistan’s Federally Administered Tribal Areas (FATA) encompasses a disputed border region which covers an area of over 2400 km of border which is controlled primarily by the Taliban forces on the Afghan side. A map of the border area along with photos is attached as Annex 4b.

21. Security and control over what and who crosses into Pakistan is a major problem as has been identified in numerous UNODC reports along with independent media reports. Reports have identified Pakistan being used as a major transit country in the movement of drugs and precursors between Afghanistan and the Arabian Sea. Pakistan LEA course candidates working at the western borders noted that a large amount of “contraband, in particular, drugs” cross these uncontrolled border areas on “unmanned” donkeys and camels, which makes “arrests and charges” a particular challenge. UNODC’s approach to deal with this situation is the implementation of the Pakistan Border Management Project, PAK/J61.

22. Based upon the information provided to the evaluator through the Project overview by UNODC, meetings, interviews, and a review of the reports and documentation, the major findings are that there exists a great need for a project such as this, though the present political situation along with the communication and cooperation between the stakeholders is a setback to its full implementation within the timeline identified. This section will further be divided into the following: interagency and regional coordination and cooperation; and capacity-building through joint training/study tours and equipment acquisition.

23. Coordination between LEAs involved in border management and security in Pakistan is problematic and holds several challenges for this project due to the fact that three different Ministries are involved; the MoI oversees several Civil Armed Forces (CAF) including the FC Balochistan (Bal) and the FC North West Frontier Province (NWFP), the Pakistan Coast Guards, Pakistan Rangers Sindh and Punjab, and the Federal Investigation Agency (FIA); the MNC oversees the ANF (the agency with the widest range of drug control responsibilities); and the FBR oversees the Pakistan Customs. This division of responsibility makes it difficult to ensure effective coordination of activities and information exchange. This is very evident throughout this project.

24. Interviews and meetings held with the stakeholders identified that the level of interagency cooperation and exchange of information and criminal intelligence between them is improving as a result of the initiatives brought about by this project. There is also the agreement that the level of cooperation and information sharing between Pakistan's LEAs is much better than that with its' western neighbors, especially with Afghanistan. Through the meetings held during the course of this evaluation, interagency cooperation was noted as "good" by most, though some stakeholders noted that a level of "competition" exists between some jurisdictions. The key element of how interagency cooperation levels are measured rests with the reigning political situation within Pakistan as it will have a strong influence on program priorities.

25. The MoI identified “circumstances” that affected the overall timeline of this project such as the security situation, individual and amended timelines and the original project growing in different directions. This Ministry is responsible for both FCs who number about 100,000, who are stationed directly on the borders and are responsible for enforcement of laws associated to counter terrorism, narcotics, weapons and human trafficking; the Pakistan Coast Guards who cover the coastline as well as 150 km of Pakistan/Iran border and 45 km of Pakistan/India border; and the FIA who are deployed on official border crossing points and the airports. It was noted that the Pakistan Coast Guards has a good relationship with the ANF, who are stationed at the neighboring police stations and respond when called upon. A greater need for joint operations and exchange of information were identified as a requirement, though a suggested “hostility” of certain partners limited “what is do-able”. The Additional Secretary of the MoI is also the Chair of the Steering Committee, which held 2 interagency meetings in relation to this project, with proposed additional meetings to follow. He described their relationship with Iran as being more positive than that of their Afghanistan neighbor, though no concrete examples were given. The Ministry is satisfied with the progress of this project though identified a requirement for additional training and “high-tech” equipment, which will be covered in these areas of this report

26. The MNC advised that the ANF falls under their jurisdiction. ANF personnel who number about 3,100 are not located directly on the borders, but at police stations requiring travel to perform “border” duties. The MNC noted the priorities for FC are focused on counter terrorism, with ANF dealing with drug trafficking. This Ministry stated they had no problems with the Project but commented that “their partners” were not satisfied (no additional explanation was given). This Ministry noted concerns that they had regarding a Memorandum of Understanding (MOU), that allegedly exists between UNODC and the MoI, which does not exist with the MNC, stating that they view themselves as “merely a partner” with no official backing. Interlocutors also confirmed that they have bilateral forums and trilateral meetings with Iran that are “comfortable”, but require additional cross border cooperation and defined areas of

responsibility. They also noted there is no cooperation with Afghanistan counterparts as “nothing is forthcoming”.

27. They have a longstanding relationship with UNODC, and are supportive of the project which was “done well”. When levels of cooperation were discussed, the Ministry stated that both high level and field level interagency cooperation had improved during the project though sometimes groups were at logger heads. Their “analysis of the project” was described as having “ebbs and flows, ups and downs” and that some issues were complicated (without going into any details to explain these comments).

28. On the topic of the TI, MNC stated that it was very nice, created a better understanding and supported a feedback process. It was also noted that on the ground level, capacity building and information exchange was good and that prior to this Initiative, there was nothing in place. With regards to cooperation between Pakistan and Afghanistan in particular, the issue also involved “the Biometric Border Control” system, which involved a computer card reader being “proposed” by Pakistan to monitor people in/out of Pakistan. This system which was established at the Chaman border crossing (under a separate bilateral project with the Canadian government) in early 2008, caused “discontent” with the border dwellers in Afghanistan, who were no longer able to walk freely between tribal family members living in the “contested” border areas. The Afghan nationals also refused to accept the system to the extent that “Pakistani nationals who used this system were threatened and punished”. Due to this, the physical structure/system is in place but not being utilized by the Pakistani government at the time of this evaluation, which is another example of the strained relationship and varying degree of cooperation between the two countries.

29. A separate meeting was held with Director General of ANF, whereby he noted that this Project was a good idea and that they were involved in most of the steps of its implementation. He also noted that due to the political situation in Pakistan, barriers were placed on its progress to date. He stated the role of ANF is to dismantle drug trafficking whereby FC is given powers of enforcement by ANF. Areas that need attention include

that of Pakistan Customs and FC at the borders and the TI. The relationship with Iran was again noted as “good . . . with some exchange and limited interaction” whereby “there is no progress or exchange whatsoever on the Afghanistan side, based on the lack of infrastructure and a one-way flow of information on Pakistan’s part”. He also stated that the interaction between Pakistan LEAs is good, but further the assessment will be made once the project has been fully implemented.

30. The FBR represented the Pakistan Customs in this project. This meeting was more direct, outlining the challenges that the Project had dealt with thus far, which were affecting its overall success within the specified timeline according to this agency. The FBR was quite happy with the project and saw its benefits as “capacity building”, promoting cooperation between the existing Pakistani LEAs and encouraging cross border partnerships. This Ministry also stated that it “felt a bit neglected in the past and due to being vocal, things have now changed”. Their view on UNODC was that the office became more accessible, organized and properly managed once “project specific” and that there was more “stress” noted within UNODC prior to the ongoing projects being implemented. Mention was also made that the “positive direction of being involved in two projects with UNODC has given them more opportunity to interact”. They were the major stakeholders in drug trafficking investigations before the ANF was established and “took over”. At present ANF is a “specialized unit” dealing primarily with drug enforcement, whereby Pakistan Customs is a more diverse agency, involved as the “guardian of more than 80 laws”. Their relationship with ANF has been noted as “stressed” whereby their relationship with FC is more “fluid” whereby a “mutual understanding exists where jurisdictional friction is not in place”. The challenges/problems faced by this project stem from the fact that “the reigning political situation affects the level of project implementation” according to FBR.

31. A meeting with the Canadian Donor identified both areas of the project implementation and progression that required comment. These included challenges involved in “getting the stakeholders to start the process”, the political situation, postponements and meetings with lower level government officials with decisions not

being supported or reinforced at the higher level. Note was made of previous problems regarding the delivery of equipment (under another bilateral initiative by the Canadian government), which did not take place – noting the example of satellite phones which were purchased and delivered to the Canadian Donor, but were never picked up by the Pakistani beneficiaries and ultimately returned. Comment was made that satellite phones are again listed by Pakistani LEA's on the equipment requests for this project. Reference was made to the requirement for a Central Registry system for Donors, to monitor funding requests and avoid duplication by requesting agencies. The Canadian Donor also confirmed the need for a sound monitoring and feedback system established by UNODC for this and all projects. Integration of services was highlighted with a need for senior management to be actively involved in the implementation of the objectives of this project.

32. A meeting was held with the Commandant of the ANF Training Academy. During the meeting with the Commandant, he identified three major “shortcomings” within the training aspect of the project. First he requested the number of candidates be limited to 20 – 25, rather than the 30 who attended each course. Second he recommended that priority be given to regional/external candidates over the national/local, noting that insufficient logistics were in place for selection of external candidates. UNODC responded in outlining the process and challenges they faced in the selection of external candidates that they faced on this project (travel to Pakistan, Visa acquisition problems, security challenges), which led to the cancellation of both Iranian and Afghanistan candidates on both courses. The third point was that the selected international trainers lacked field experience, and the ANF Academy should be involved in both their selection process and consulted prior to training implementation itself. UNODC responded stating that the training needs assessment questionnaire which was sent to all stakeholders including ANF, was only returned by FC, who was also the only agency that returned the subsequent updated questionnaire. On subsequent courses, UNODC acquired services of the “best available” international trainers (made available through auspices of foreign embassies in Islamabad), in consultations with the ANF.

33. Joint training within this project played an important role in both capacity building and information sharing with all stakeholders noting positive results from the training received thus far. Following sharing of the needs assessment questionnaires with the stakeholders and follow-up visits, five courses were proposed to be organized in 2008. Due to logistics such as lack of eligible candidates identified, delay in processing both course material and responses from stakeholders, non availability of qualified international trainers, and a volatile political and security situation within Pakistan, which also restricted course locations, only two courses took place. Positive feedback was received from both courses, through both interviews with candidates and a review of course feedback documents. Eight course candidates were interviewed: 4 from ANF during one meeting (which took place at the ANF Training Academy after the meeting with the Commandant) and 4 from FC, Pakistan Coast Guards, MSA, and NH & MP in the second meeting (which took place at the UNODC field office). The ANF candidates interviewed in the first group supported the comments made by the Commandant regarding the rating of the international instructors yet of note is that the course evaluations completed by the candidates from both courses and the interviews with the candidates from the second group identified the international trainers as being very competent in their instruction. All candidates identified the “cooperation and team-building” they obtained from the courses as a very positive step, one that they had not been involved in prior to these courses. They also spoke highly of drug kits as both a training tool for their agencies and as additional means to improve their drug detection capabilities at the borders. One course candidate had prepared a handout of the course summary which he was implementing into the training program within his agency, and provided UNODC a copy of this handout at the meeting with the evaluator and UNODC.

34. Equipment needs as identified by the original Needs Assessments missions conducted by UNODC with its stakeholders, was another issue which proved to be a challenge, with respect to not only to stakeholders Needs Assessment themselves but the distribution within the field once acquired. As noted in Annex 4c, the equipment which has been procured has not all been distributed as intended at the time of this evaluation. Aside from the Drug Kits utilized during training / distributed to field offices, noted

safety equipment, and some essential office equipment along with 5 of the 27 vehicles, the purchased equipment is either in the process of being shipped to Pakistan or sitting with the assigned agencies awaiting “official handover”. The aspect of an official handover in some cases has delayed delivery time of equipment to field personnel for more than 2 months.

2.1 Overall Performance Assessment

35. UNODC provided a presentation which identified objectives, activities and progress made in relation to this project along with highlighting the challenges and problems in the full implementation of this project prior to meeting with the major stakeholders. Several interagency meetings and interviews took place as part of this evaluation, where stakeholders were asked about their views on the project and its implementation. The Project overview identified challenges within the overall and immediate objectives such as: slow response time in the Ministries/Agencies in providing feedback; lack of pertinent feedback on upcoming meeting logistics; unnecessary delays in training that included areas of candidate selection and identified training needs; lack of agreement over cross-border communications needs and equipment; along with more significant challenges involving the political developments within Pakistan and between its neighbors; and the current security situation within Pakistan. Problems also focused on the fact that when points of contact within the Ministries/agencies change, so do the priorities. This point was confirmed by a FBR official, who stated that priorities will often revert back to “national” projects rather than “international or outside” projects, such as is the case of this project. The need for more qualified staff to effectively manage a project of this size was a serious challenge faced by UNODC with this project being signed off without the proper needs assessments, staffing requirements and follow-up/accountability mechanisms in place.

36. The overall performance assessment of this project is good. Taking into consideration the challenges and obstacles identified in previous projects, needs assessment missions, and progress reports from this project, this project has managed to

promote a fundamental degree of capacity-building and inter-agency cooperation sharing between agencies. Training that has been passed on to colleagues within various agencies and priority equipment has been identified (though not all distributed). With regards to the following issues:

37. Appropriateness – taking into account the aims identified in the project along with the identified challenges (political situation) I believe that additional checks and balances are required for this project to obtain its objectives within the specified timeline.

38. The original objectives are still important but will require modification to see the project to its completion based on the timeline in place. The stakeholders remain the same, with some added guidelines to be set in place for coordination of meeting at the Management level. Additional checks/balance and feedback mechanisms need to be established to promote more timely response from agencies and their management.

2.2. Attainment of the Objectives

39. The overall objective of the project has not been totally met at this time. Most of the immediate objectives have been set into motion with varying degrees of successful completion. The joint training thus far has assisted in giving some personnel within various Pakistani LEAs the tools to enable them to better manage their western borders. Unfortunately the projected number of joint training courses were not fulfilled due primarily to logistical barriers, both unforeseen and ongoing. Future joint training will have to take these challenges into account and learn from their implications; such as utilization of international trainers, logistics of training locations, identifying the proper syllabus/training needs, jurisdictional issues, and appropriate candidate selection. A large majority of the equipment identified through Needs Assessments has been purchased but has yet to reach its final destinations. At the time of this evaluation, only five of the twenty-seven vehicles purchased for this project are being utilized by their respective agencies. This is due in part because of security situation, delays to hold formal hand over ceremonies due to lack of clearance/travel restrictions and logistical constraints

(including delays in provision of warranty booklets by the company for backup/maintenance facilities in case of vehicles).

40. The overall objective of strengthening the border management has been identified through this project, but will require a higher level of commitment from the stakeholders to reach its noted conclusion. The external influences of a “volatile” political environment in Pakistan are highlighted even more by the competition and perceived lack of coordination and cooperation that exists between not only between Pakistan’s LEAs but also on a larger part with its neighbors Iran and especially Afghanistan. Without the active participation of Iran and Afghanistan at both the management level and the capacity-building level of joint training, they cannot participate fully in the implementation of this project.

41. Acknowledgment must also be noted in the area of “persistence” on the part of the UNODC staff assigned to this project, as the level of ongoing and determined contact with stakeholders is well documented.

2.3. Achievement of Programme/Project Results and outputs

42. The achievements of this project are documented in the Progress reports prepared by UNODC and include a comprehensive equipment and training needs assessment completed in March 08; proposal of “priority” training as identified by the stakeholders within this project; ideas on the preparation of a handbook outlining the individual and mutual needs stakeholders; additional joint training through both qualified international and national instructors; an initial monitoring system initiated for post course evaluation; establishment of a Border Liaison Office (BLO) study group; subsequent meetings and minutes from the regional Ministerial Level meetings; the acquisition and partial distribution of equipment such as UNODC’s testing kits, much needed field safety equipment, some vehicles, printers, and cameras to the agencies and their field offices/units.

43. The area of cooperation and information sharing also was identified as improving as a result of the meetings arranged through this project as was commented on by all stakeholders. The implementation of the remaining project goals of additional joint training, identified equipment and ongoing inter-agency meetings can be obtained through continued inter-agency coordination and communication, and information sharing as supported with the utilization of remaining donor funds.

2.4. Implementation (Operational Plan, Monitoring and Backstopping)

44. The project was implemented based on the Paris Pact Initiative, UNODC's Rainbow Strategy, and the TI agreement along with utilizing the Iran Border Project as a guideline. Through Needs Assessments mission and questionnaires, and inter-agency and regional meetings, this project operational plan was drafted and reassessed. UNODC has limited manpower and internal constraints weighed significantly on the project implementation process. Management within UNODC's Country Office Pakistan also underwent logistical changes prior to and during the implementation of this project. Funding was a prime area of concern, and with donor funding directly affecting the capacity of this project, in terms of training and equipment.

45. According to UNODC the project was signed off prior to the completion of a comprehensive initial needs assessment, with minimal appropriate staffing requirements being addressed, and with no mechanism in place for follow-up or accountability of its stakeholders or the Project Steering Committee. After project implementation the number of project staff increased but never reached an adequate level for a project of this size. The project direction appeared to be guided by agency priorities rather than long term objectives. During the project implementation, the UNODC Country Office was also going through managerial changes, which had a direct affect on the project implementation. Once the project was implemented, omissions were noted in the areas of accountability and feedback control mechanisms. It was also identified that there was a lack of tangible outcome from management levels within the Ministries whereby "visual"

outcomes such as detailed meeting minutes, meeting agendas and involvement of UNODC in these meetings was overlooked.

2.5. Institutional and Management Arrangements

46. As noted at the beginning of this evaluation, several stakeholders were identified by UNODC as being partners and benefiting from this project. They include the Ministry of the Interior; which oversees several Civil Armed Forces (CAF) including the FC Balochistan (Bal) and the FC North West Frontier Province (NWFP), the Pakistan Coast Guards, Pakistan Rangers Sindh and Punjab, and the Federal Investigation Agency (FIA); the Ministry of Narcotic Control which oversees the ANF (the agency with the widest range of drug control responsibilities); and the third Ministry, being the Federal Board of Revenue under the Ministry of Finance oversees the Pakistan Customs. Each of these agencies physically occupies a location on or near the Pakistan border and plays an important role in monitoring and managing persons and assets that enter Pakistan. While the MoI and MNC deal with the “illegal” aspect of border management, Pakistan Customs deals with the collection of revenue from goods traded across the border along with the seizure of contraband coming into Pakistan.

47. A Project Steering Committee was adapted as basic forum for managing the project from its drafting to its implementation and delivery. Challenges faced during this process included the lack of ownership of the project by the stakeholders, and perceived reservations of a few counterparts / beneficiaries. Project staff identified the need for individual meetings with the counterparts within the various stakeholders in order to compensate and fill the existing inter-agency gaps caused by the varying degrees of cooperation, guidance and support received by the stakeholders.

48. UNODC also arranged its own meetings with other regional field offices such as UNODC Iran and Afghanistan, aimed at coordinating the implementation of border management projects in the three countries, within the framework of TI. In this context, close cooperation on a wider regional platform was also organized, with full support and

assistance from UNODC Headquarters. A proposal for the establishment of a Joint Operations Planning Cell - JOPC (aimed at planning and conducting intelligence-led joint operations), was also initiated by UNODC Pakistan as a follow-up of TI ministerial decisions. UNODC resorted to its own coordination mechanisms/meetings with other regional field offices (i.e. UNODC Iran and Afghanistan), aimed at coordinating the implementation of border management projects in three countries, within the framework of Triangular Initiative. In this context, close cooperation on a wider regional platform were also organized, with full supported/assistance from UNODC Headquarters. A proposal for establishment of a Joint Operations Planning Cell - JOPC (aimed at planning and conducting intelligence-led joint operations), was also initiated by UNODC Pakistan as a follow-up of TI ministerial decisions

3. OUTCOMES, IMPACTS AND SUSTAINABILITY

3.1. Outcomes

49. Outcomes are identified in terms of “likely or achieved short-term, mid-term or long-term effects and goals”. Through provision of capacity-building joint training and priority equipment, important short-term outcomes have been identified. Interviews with both management and course candidates have confirmed that there has been a positive impact on both the capacity –building within their agencies along with inter-agency networking. Though this is a positive step, challenges and logistics identified by both UNODC and the stakeholders to a lesser degree hindered the proposed timeline of these achievements.

50. The stakeholders did not appear to have the same priorities in place for the long-term success of this project, noting that internal priorities would be more important than external ones, which is what 2 stakeholders placed UNODC in. Inter-agency meetings were identified but not always held due to problems and challenges of communication between both agencies and with UNODC. This communication issue was of challenge with both original project design and the timelines within the project.

3.2. Impacts

51. Thus far the provision of equipment, training and interagency meetings have been identified and undertaken in a limited way. This limitation is due to both internal challenges such as insufficient communication and external factors such as political and security situation in Pakistan, Iran and Afghanistan. Through training provided during the courses established by UNODC (along with the training that was passed on to colleagues); equipment that has thus far been distributed to the field; and both inter-agency and regional meetings, the results as identified by UNODC are positive. The negative aspect of this is the slow pace of equipment distribution and limited inter-agency training. The results of the meetings held thus far have supported direct inter-agency cooperation and information sharing, as identified by both UNODC and the stakeholders.

52. Though it is not possible to assess the full impact of the training, equipment and inter-agency meetings during the implementation phase of this project, the observations made during the evaluation offer a positive insight into the direction of this project. UNODC conducted much research in identifying agencies that would benefit from the Border management project. Documentation and reports reviewed during the evaluation identified inter-agency meetings, proposed training and equipment needs. During the interviews with stakeholders, positive comments were made regarding not only common goals as identified by UNODC, but additional areas in support of an enhanced border management.

3.3. Sustainability

53. The long-range goals of the project are to strengthen the borders between Pakistan and its western neighbors. The evidence reviewed thus far have identified that this “broad” objective has fallen short of its objectives as they pertain to “regional” management of the border. The benefits as noted on this project as they pertain to border management on the Pakistan side of the border are more sustainable based on the

capacity building accomplished through equipment and training received thus far. Further analysis will have to be made once the remaining equipment has been distributed fully. Interagency cooperation has also been identified as improving, with stakeholders forecasting additional meetings to focus on additional areas of border management – BLOs, and additional equipment needs through separate donor funding.

4. LESSONS LEARNED AND BEST PRACTICES

4.1. Lessons

54. The lessons learned during implementation as a result of this project include the following:

1. Intervention strategies must match resources available to UNODC with country conditions related to strategy targets.
2. Ensure that “field level” donors are keep apprised of the progress of the project.
3. Do not engage in activities involving provision of equipment and training without first assessing the institutional capacity of relevant entities to sustain the activities after the project is launched/completed.
4. Delays in the provision of equipment, training and overall responses should be anticipated, based also on the experiences within the UN system of working in conflict and post-conflict settings.
5. Conduct comprehensive Needs Assessments prior to and during the life of the Project, ensuring that an appropriate monitoring system is in place.
6. Regional cooperation is necessary to successfully coordinate a successful border management system.

4.2. Best Practices

55. Best practices encompass the following:

1. One of the areas that worked well in this project was the capacity building mechanism within the joint training whereby field and management personnel benefited from both the equipment and networking potential within the training.
2. Another area was the interagency meetings which progressed to identify additional common goals within the realm of Border Management.
3. Needs Assessment Missions were able to identify the specifics of the concerned area rather than secondary means such as photos and 2nd hand information.
4. UNODC has demonstrated its capacity to design and implement cost effective and efficient projects, with this project falling within this concept, based on changing political and security conditions

4.3. Constraints

56. The challenges that this Project faced were in a large part due to the lack of consistent coordination efforts on the side of the major stakeholders, including UNODC, along with unforeseen external obstacles. This included the project from the onset where the number of staff working on this project in particular needs to be more (there are only 2 staff assigned to this project); Needs Assessment Questionnaires that were sent to the six stakeholders were returned by one; a marked slow response times by ministries / agencies in providing feedback on actions and proposals of the TI meetings; lack of pertinent feedback on training requirements involving incomplete and changing priorities that are not in line with the aims of the project and it's funding; cancellation of joint training based on security and political agendas; unnecessary delay by the Agencies in processing UNODC's formal request for course candidates; casual attitude by agencies in sending right candidate (even after selection criteria is identified by UNODC); logistics in the training objective with regards to all aspects of Regional candidates (including selection, international travel, and visas requirements); the political and security situation within Pakistan.

5. RECOMMENDATIONS

5.1. Issues resolved during the evaluation

57. During the course of the evaluation, meetings were held with representatives of the various stakeholders who were the most recent contact persons for the project. At these meetings, an opportunity was given for both partners to follow-up on outstanding requests and issues. Additional equipment requests were dealt with, responses to training needs, feedback on equipment in place and status of equipment “handover” timelines were updated and reviewed. The status of UNODC’s testing kits that were distributed during trainings was assessed and additional data on their use in both training purposes and drug interdiction were obtained. One candidate provided a “summary handbook” based on course material which he had implemented into the training program within his agency. To its credit UNODC has been a driving force behind the pursuit of this project both in the area of capacity-building and interagency communication. Most observations/recommendations contained in this evaluation report convey a positive assessment of the work undertaken by UNODC on this project.

5.2. Actions/decisions recommended

58. Actions recommended for follow-up include:

1. Coordination and information sharing both within and between the agencies is an area that requires improvement.
2. A major proposal is for UNODC to strengthen the monitoring function within its projects, with “documented” feedback and assessment functions for training and equipment in place prior to and during project implementation.
3. Adequate qualified staff are required on a project of this magnitude and importance. UNODC in Pakistan has only 5 full-time employees for core functions and all projects are implemented exclusively by few temporary contracted staff

4. UNODC should partner strategically with Iran and Afghanistan partners and stakeholders in order to improve communication regarding the management of their mutual borders.
5. UNODC must raise the issue of Border Management to the highest level of Government officials to ensure the “lower agencies” are committed to its success and implementation for the desired Project results.
6. Continue with the initiative of interagency meetings with identified personnel, who must respond to requests in a complete and timely manner.
7. Additional support for capacity-building in the form of additional training at the local level is required to enhance the “field-level” agency personnel access to training with feedback and accountability mechanisms included.
8. The challenges/scope and complexity of the project as mentioned in early paragraphs may warrant a project extension for a number of years, with a focus on obtaining donor funding that will support this proposition.
9. Projects should include mechanisms to ensure outputs are used for intended purposes Identify a “cost benefit” and follow-up process during the funding acquisition stage of the project, and be firm in “how and where the money will be spent”, with UNODC to taking additional measures, including conditionally to ensure project outputs are used for intended purposes.
10. UNODC should provide sufficient attention to all project requisites such as logistics, human resources required and in place at the beginning or during the project inception phase.

6. OVERALL CONCLUSIONS

59. Pakistan is faced with an enormous task in securing its borders, especially with Afghanistan and Iran. Border management has been identified as a primary concern by numerous agencies and as documented in several reports. Through this project evaluation the overall conclusions support the need for more coordination and communication between UNODC, the Donor nation(s) and the stakeholders during the implementation stage of the project. United Nations research and programs/projects

identify relevant goals and objectives which are only part of the equation. The real work begins when trying to commit the clients, partners and stakeholders, in this case the Pakistani LEAs and their regional counterparts, to participate totally in the identified program.

60. Both external and internal challenges will exist with all nations, but more research is required to identify these potential problems before the project document is signed. There is a need for UNODC to ensure that backstopping, reviews and accountability are part of the signed project document. The stakeholders must also commit to the project objectives and participate fully with not only areas that fall within their mandate and jurisdiction, but those of their partners as these types of projects involve “global” challenges. The proposed recommendations as taken in context with the Lessons Learned, issues dealt with and achievements made this far will assist in the implementation of the ongoing objectives of strengthening the management of the borders between Pakistan and Iran and between Pakistan and Afghanistan through enhancing the enforcement capacity of Pakistani LEAs; and promoting both inter-agency and regional cooperation and information sharing.

Annex I

Terms of Reference

A Mid-term Evaluation on the Pakistan Border Management Project (PAK/J61)

I. BACKGROUND INFORMATION

The overall objective of the J-61/Pakistan Border Management Project is to strengthen management of the borders between Pakistan and Iran and between Pakistan and Afghanistan. The immediate project objectives are to enhance the capacity of Pakistani law enforcement agencies charged with management of Pakistan's western borders; to promote inter-agency cooperation between these Pakistani law enforcement agencies; and to improve cross-border and regional cooperation between Pakistan, Afghanistan and Iran in order to counter transnational organized crime.

The project pursues at achieving this objectives through core activities such as provision of essentially required equipment; technical training/study tours; and meetings between national counterparts and Triangular Initiative (TI) partners.

II. PURPOSE OF THE EVALUATION

The evaluation of the project is being initiated by the UNODC Country Office Pakistan with following purposes:

- Mid-term evaluation
- To measure achievements so far, likelihood of achievement of outcomes and impacts both positive and negative, and to institute improvements to project planning, design and management
- To make recommendations on necessary arrangements to be conducted for i) the successful achievement of objectives and completion of the project and ii) the sustainable utilization of equipments and trainings after the project completion
- The main stakeholders of the project are Anti Narcotics Force, Frontier Corps in Balochistan and North West Frontier Province, Pakistan Customs, Pakistan Coast Guards, Ministry of Interior and UNODC

III. EVALUATION SCOPE

- Timeframe to be covered by the evaluation: November 2007 – November 2008
- Geographical coverage: Western border of Pakistan (i.e. Balochistan and North West Frontier Province (NWFP))
- Thematic coverage: Border Management between Pakistan, Afghanistan and Iran.

Efficiency

- (i) Has the budget been allocated and spent as planned?
- (ii) Is the project delivering on time?
- (iii) Has the project staff been selected and recruited in a timely manner?
- (iv) What measures have been taken during planning and implementation to ensure that resources are efficiently used?
- (v) To which extent did the project answer the capacity needs of the project implanting organizations?
- (vi) To which extent, have current capacity of implementing partner hindered or accelerated the results desired?
- (vii) Is there an appropriate mechanism in place to monitor and assess the overall progress of the project? Are indicators included in the project document appropriate to track the project performances, if not, suggested suitable indicators.

Effectiveness

- (viii) Has the project achieved its objectives i.e. to enhance the operational capacity of Pakistani law enforcement agencies and to strengthen management of the borders between Pakistan and Iran and between Pakistan and Afghanistan
- (ix) If not yet, has some progress been made towards the achievement?
- (x) What are the underlying reasons/problems encountered for the achievement/non-achievement of the project objectives and results (positive or negative)?
- (xi) Have the equipment provided by the project reached to the targeted institutions and been used as intended? Have they been proven beneficial

- (xii) What is the evidence of the border forces (Iran/Pakistan, Pakistan/Afghanistan) exchange information to counter transnational crimes?

Appropriateness

- (xiii) Is this project the appropriate solution to the problem?

Relevance

- (xiv) Are the original project objectives still relevant?

Sustainability

- (xv) Do the beneficiaries accept the project and are they willing to continue?
- (xvi) To what extent will the benefits generated through the project be sustained after the end of donor funding?

IV. METHODOLOGY

The evaluation will be based on document review and interaction with relevant points of contacts from concerned ministries and law enforcement agencies through pre-arranged meetings/interviews. Prior to the evaluation, the evaluator will receive copies of the project document and other relevant reports. Other documents will be available from the UNODC Country Office, Islamabad.

A tentative itinerary has been included in these terms of reference. However, the parties to the project may modify interviews and site visits during the course of the evaluation if the team deems it necessary for the evaluation.

V. EXTERNAL EVALUATOR

The evaluation will be carried out by an external evaluator that has not been previously involved in the design and/or implementation of the project.

The **External Evaluator** will have the following characteristics:

- background in law, criminology or law enforcement
- with 10-15 years experience in law enforcement and crime prevention
- past experience in Pakistan or in any South East Asian Country preferable
- experience in border management/drug control would be an asset

- substantial experience of project design and evaluation/management techniques including a considerable degree of operational and management experience,
- experience in analytical report writing
- strong diplomatic, interpersonal and communications skills.
- excellent ability to write in English is essential.

The expert will be responsible for the overall evaluation, in particular for the review of the capacity of the implementing law enforcement agencies with border management responsibilities at the western border of Pakistan. He/she will also be responsible for the review of the project objectives, outputs and activities and for the writing of the final report.

The evaluator will not act as a representative of any party, but will use his/her independent judgement in assessing the project.

VI. PLANNING AND IMPLEMENTATION ARRANGEMENTS

The external evaluator will initially meet at UNODC country office in Islamabad and stay for one day in Islamabad for an in-depth briefing by the Officer-in-Charge, Law Enforcement Advisor and Border Management Project Officer. The Project Officer will guide and direct the provision of the necessary substantive and administrative support.

Before the finalization of the mid-term evaluation report the external evaluator will deliver a presentation regarding major findings/conclusions to UNODC Country Office staff and if necessary to the key stakeholders.

Although the external evaluator is meant to take all views expressed into account, he/she will have to use his/her independent judgement in preparing the final report.

The external evaluator will submit the draft report before departing from Islamabad. The draft report will then be submitted to Independent Evaluation Unit (IEU) of UNODC Headquarter and UNODC Country Office, Pakistan for comments. The Evaluator will integrate comments received from them into the report. The final report will be cleared by IEU of UNODC Headquarter and UNODC Country Office Pakistan. Final payment will be made only after completion of the respective tasks and receipt of the final report and after clearance by the IEU, UNODC Headquarter and UNODC Country Office, Pakistan.

Annex II

List of Persons Interviewed (Chronological Order)

Monday, December 1, 2008

UNODC Project Briefing

- Presentation by Mr. Muhammad Saqib Khan – UNODC Project Officer ;
- Mr. Yusuf Mahmood – UNODC Pakistan, Officer in Charge and
- Mr. Tariq Mahmud – UNODC Pakistan, Training Coordinator
- Mr. André Heinrichs – UNODC Pakistan, Law Enforcement Adviser

Ministry of Interior

- Mr. Aslam Kundi – Deputy Secretary (FIA), MoI
- Mr. Zahid Abbasi – Section Officer (Migration Management Cell – MMC), MoI

Ministry of Narcotics Control

- Mr. Sajid Kazi – Deputy Secretary, MNC
- Lieutenant Colonel Sajid Aziz Aslam, ANF

Tuesday, December 2, 2008

Ministry of Interior

- Mr. Imtiaz Kazi (Additional Secretary, MoI) – Chairman of the Project Steering Committee

Federal Board of Revenue

- Mr. Malik Kamran Khan Rajar (Secretary International Customs, FBR)

Wednesday, December 3, 2008

Ministry of Narcotics Control / ANF

- Major General Khalid Amir Jaffery – Director General, ANF
- Brigadier Parvez Sarwar – Director, ANF Headquarters

ANF Training Academy

- Visit/meetings at ANF Training Academy with Lieutenant Colonel (Retired) Shaukat Hussain – Commandant ANF Academy and following course participants of Drugs and Precursors Identification (DPI) Courses (from ANF):

Drugs and Precursors Identification Course Candidates (group 1)

- Assistant Director Mahmood Baig – ANF Academy (1st DPI Course),
- Deputy Director Abid Zulfiqar – ANF Attock (1st DPI Course),
- Assistant Sub Inspector Shahid Islam – ANF Special Investigation Cell, Rawalpindi (1st DPI Course)
- Sub Inspector Maqsood Ahmed Mahar – Regional Directorate (RD) ANF Rawalpindi (2nd DPI Course)

Canadian Donor / Canadian High Commission

- Mr. Pierre Robert – Liaison Officer, Royal Canadian Mounted Police, Canadian High Commission
- Mr. Ulric Shannon, First Secretary, Canadian High Commission
- Lieutenant Colonel (Retired) Muhammad Abdul Ghafur, Program Officer Stabilization & Reconstruction Task Force (START)

Thursday, December 4, 2008

Meeting/Interviews at UNODC Islamabad Field Office (due to security situation)

Pakistan Coast Guards

- Lieutenant Colonel Nasir Khan – General Staff Officer 1 from Headquarters Pakistan Coast Guards, Karachi and following course participants of the DPI Courses

Drugs and Precursors Identification Course Candidates (group 2)

- Major Muhammad Mehdi – FC Bal (1st DPI Course),
- Mr. Saqib Hussain Kazmi – Senior Patrol Officer / Chief Instructor NH&MP Training Centre, Sheikhpura (1st DPI Course),
- Lieutenant Commander (Pakistan Navy) Shakeel Ahmed Khan – Headquarters MSA Karachi (1st DPI Course),
- Major Mehmood Ul Hassan - Headquarters Pakistan Coast Guards Karachi (2nd DPI Course)

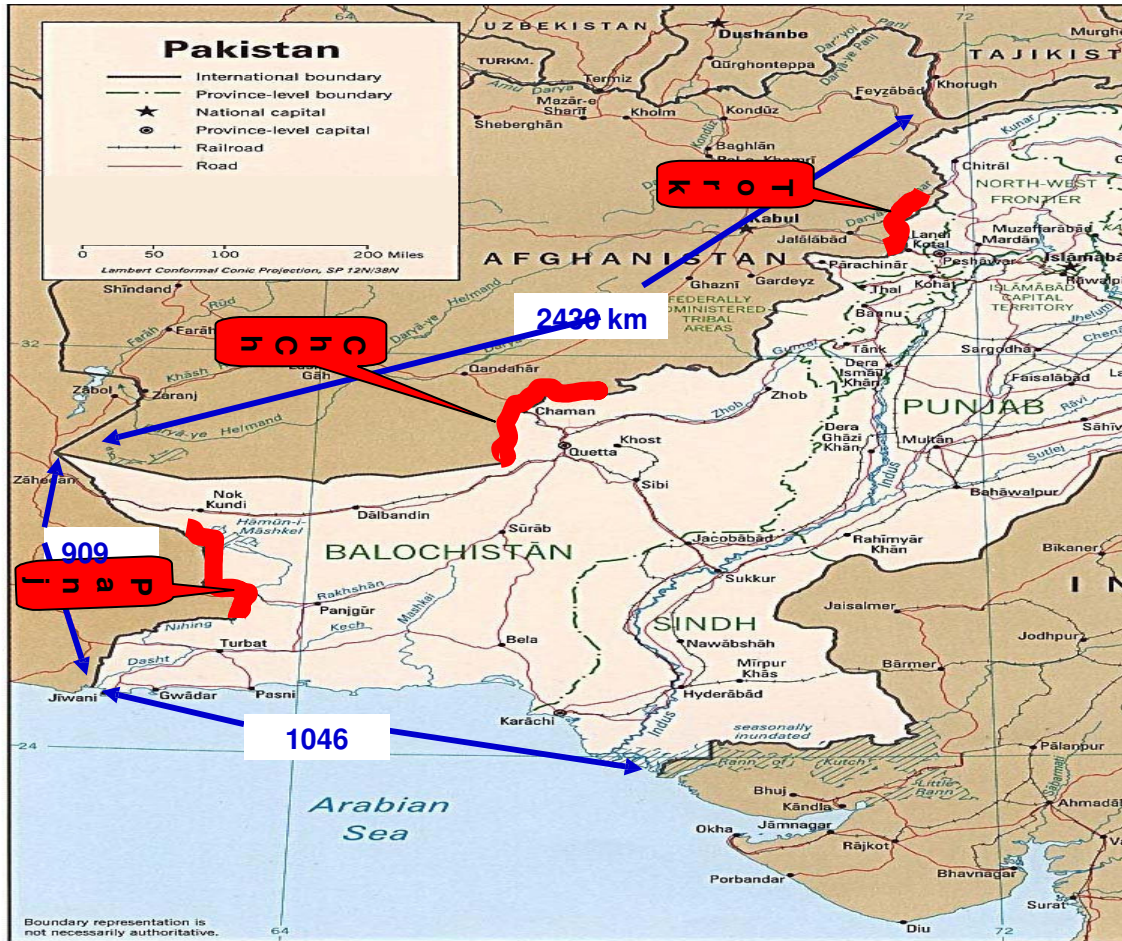
Annex III
Questionnaire

Annex IV

Other Relevant Documents

- a. Photos of Pakistan's western borders,**
- b. Funding chart of Donor**
- c. Equipment approved for procurement**

ANNEX IV (a) (i) - Map of Pakistan's western border.



4 (a) (ii) Photo of Afghan/Pakistan border crossing at Chaman



4 (a) (iii) Photo of area near southern Iran/Pakistan Border –



INITIALLY FINANLIZED EQUIPMENT PACKAGE (CONSIDERING PREVIOUSLY RECEIVED DEMANDS OF VARIOUS AGENCIES)

Agency {A=AntiNarcotics Force: S=FC Balochistan: C=Customs: F=FIA: G=Pak Coast Guards: N=FC NWFP}	Quantity	Unit Price	Unit Price		Cost	Remarks
			PKR	USO		
Bullet proof jackets-level 3A	300	78,72	\$ 1.065		\$n9.800	300/1001rc 6ol = 300/300)
Bulleproof hefrtuas	300	19.940	\$110		\$81.000	300/300 IFC Sal = 300/300)
Digital camera		11,000	Stt.9		\$596	4/4 (PCG = 4/<)
Desktop computer		80,00<	\$1.083		\$4,333	</< (PCG = 4/4!
PrintcJ		17,00<	\$ 230		\$921	4/4 \PCG = -1/4)
Standby power generator (6.5 KVA)	7	10 .000	SLIS-1		\$91.79	7/27IANF = 7/16, PCG = 0/6, FC NWFP = 0/51
UPS tfor Oesklp computers)	7	i.Q.III19	\$13S		\$94a	7/39 (ANF = 7/19, PCG=0/1S, FC NWFP = 0/S)
10 KVA Stabilizer	7	2S,0(10	\$379		\$2,654	7/34 (ANF = 7/19, FC NWFP = 0/!S)
Solar charger (80 Watts)	7	44S,SSO	\$6.033		\$44,231	7/27 (ANF= 7/11,PCG = 0/10)
Toyota Hilux (4 x 4) Ooubc Cabin (1000 ccl)	27	1.602323	\$ 21,697		\$585,519	27/102 (I F = S/10, FC Bal = 1S/72. PCG = S/19, MoI = 1/1. PMU = 1/1)
GRAND TOTAL					\$1,047,781	


NEEDS ASSESSMENT PREPARED 6Y


APPROVED BY

CHAIRMAN PROJECT STEERING COMMITTEE (PAK/J-611)

Recomrnen(!ed for dpproval phase.


PROJECT OFFICER (PAK/J-61)
(MUHAMMAD SAQIB KHAN)


OFFICER IN CHARGE
(YUSUF MAHMOOD)
2--t **¥c6**


ADDITIONAL SECRETARY
MINISTRY OF
INTERIOR
J-1 (IMTIAZ KAZI)
, 1ft'