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## FINAL EVALUATION REPORT

Project number:	TD –RAS – H60
Project title:	Regional precursor chemical control project for South and South West Asia
Strategic Theme, Result Area, Result:	1. Rule of law; 1.2 International cooperation in criminal justice matters; 1.2.6 Enhanced capacity for law enforcement cooperation against crime, organized crime, corruption, drug trafficking, diversion of precursors and terrorism
Countries:	Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka

### **Report of the evaluation team**

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## Abbreviations and acronyms

ATS	amphetamine-type stimulants
BNCA	Bhutan Narcotic control Agency
CPFSL	Central Police Forensic Science Lab of Nepal
CNAs	Competent National Authorities
CBT	computer based training
DNC	Department of Narcotics Control, Bangladesh
Global SMART	Global Synthetics Monitoring: Analyses, Reporting and Trends
INCB	International Narcotics Control Boar
NDCLEU	Narcotics Drug Control Law Enforcement Unit of Nepal
NDDCB	National Dangerous Drugs Control Board, Colombo, Sri Lanka
PAC	Project Advisory Committee
ROSA	Regional Office for South Asia
SAARC	South Asian Association for Regional Cooperation
SDOMD	SAARC Drug Offences Monitoring Desk
SOP	Standard Operating Procedures
TARCET	Targeted Anti-trafficking operation in the Region that will enhance Communications, Expertise and Training
TPR	Tripartite review
UNGASS	United Nations General Assembly Special Session
UNODC	United Nations Office on Drugs and Crime
US	United States
VCC	Voluntary Code of Conduct

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### Summary matrix of findings, supporting evidences and recommendations

Findings: problems and issues identified	Supporting evidences	Recommendations
1. Drug law enforcement personnel lacking in adequate intelligence, investigation and operational skills. While in some countries the controls are adequate, in some they are weak.	Diversion of precursor chemicals and combination products increasing in the region	Strengthening operational capabilities through focussed trainings and capacity building to ensure a degree of uniformity in precursor control in the region
2. Laboratories not fully equipped to conduct forensic analysis of precursors.  Lab personnel also not familiar with chemical analyses techniques and protocols. For example, Bhutan sends samples to India for examination.	The project has identified equipment and training gaps in identified forensic laboratories of participating countries	There is a need to provide basic equipment to identified laboratories.  Trainings for lab personnel should be more intensive and for longer duration
3. There is very little sharing of forensic information among laboratories of the region.	Law enforcement agencies are not aware of information outside of their own countries	The project has formulated a mechanism of sharing forensic information with identified laboratories in the region. This needs to be taken forward.
4. There is little sharing of information on drugs/precursors among law enforcement agencies. The result is that agencies are not aware of latest trends within the region that could have impact on their own countries.	The SAARC Drug Offences Monitoring Desk (SDOMD) tasked with the objective of receiving and disseminating information to law enforcement agencies in South Asia is not being utilised to its potential	The proposal of the project to upgrade SDOMD to Regional Intelligence Centre should be pursued seriously with SAARC Secretariat
5. Regulatory authorities lack knowledge on the volume of licit trade in precursor chemicals and the players involved	Lack of access to cohesive data and therefore not compiled and available for investigative purposes	Develop national databases on licit trade of precursor chemicals
6. Increase in ATS trafficking in South Asia	Increase in seizures of ATS, their precursors and seizures of clandestine laboratories	Develop a program on ATS, its bulk precursors and combination products
7. The chemical trade and industry does not interact with law enforcement agencies and is not aware of the	Interaction with representatives of the trade and industry by the project revealed that they are unaware of the laws and	There should be more interaction between trade/industry and law enforcement.  The model Voluntary Code

Findings: problems and issues identified	Supporting evidences	Recommendations
regulations and controls on precursors	regulations and also about the sensitive nature of the chemicals (particularly their potential for misuse) they are dealing with	of Conduct formulated by the project should be adopted by the trade and industry for self regulation
8. Loss of momentum achieved in the absence of project	Gap between the predecessor project and the current project (13 months) resulted in loss of momentum on precursor control	Continue the project without disruption as momentum is at its peak. Linkages with the Paris Pact initiative on Afghanistan should be established as South Asia is too important to be ignored

### Executive summary

The goals of the regional precursor control project for South and South West Asia was to strengthen precursor chemical control in eight (8) of the South Asian Association for Regional Cooperation (SAARC) countries, namely: Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka, in addition to promoting regional cooperation with Afghanistan as well as promote inter-regional cooperation. This project is the successor to project AD-RAS-938 which ended in August 2005. The project was to take into consideration the lessons learned from the previous project, as highlighted in the final evaluation report, in addition to the recommendations made during the tripartite review. In order to achieve these goals the immediate objective of the project was to ensure that all participating countries had effective precursor control legislation, working mechanisms, standard operating procedures and adequate precursor control training facilities in place. The project envisaged nine (9) outputs for achieving this immediate objective by undertaking various activities which would flow from these outputs. The outputs, status and my comments are in Annex 1.

The project was initially funded by the United States (US) government in the amount of US \$300,000 in 2005 and an additional US \$50,000 in 2007. Government of India joined as another donor in 2007 by contributing US \$300,000 to the project. Thus the total funding is US \$650,000 spread over a period of four (4) years.

The project started in September 2005; however, it effectively commenced its activities in October 2006 after the Project Coordinator was assigned the posting.

During the course of the evaluation, I held extensive discussions with the Representative of United Nations Office on Drugs and Crime (UNODC), Regional Office for South Asia (ROSA), Deputy Representative of UNODC, ROSA and the Project Coordinator to include his team members. In addition, I held discussions with all the Competent National Authorities (CNAs) of all participating countries. I also had the opportunity to meet with other government officials of participating countries. The discussions with the respective officials focused on the following:

- whether the intended benefits had reached the participating countries
- what was the impact of the activities conducted by the project
- whether they are capable of continuing the activities when the project is wound up
- whether they want the project to continue

Discussions as part of the evaluation were also held with the Director SAARC Secretariat, representatives from the chemical industry and trade in Bangladesh, and telephonic interviews with Mr. Ian Munro, Chief of the Organized Crime and Money laundering Unit, UNODC, Vienna and Mr. Taimur Khusrow, Senior Joint Secretary, Ministry of Narcotics Control, Pakistan. He was of the view that precursor control was very important for Pakistan.

All participating countries expressed a unanimous position that the project should continue as enough momentum had been gained in the last three (3) years and that the issue of precursor control increasingly is viewed as an important strategy to reduce supply of drugs in the context of the region emerging as a producer of synthetic type drugs. In addition, the proximity of the region to Afghanistan adds significance to precursor control predominantly due to absence of laws and implementation mechanisms in some countries and weak mechanisms in others.

Based upon my observation, I am of the opinion that the participating countries are at various levels in regard to precursor chemical control frame work; therefore, there exists a need to continue the project with country specific interventions, though some can be generic and applicable to all countries.

There should definitely be more operational activities such as strengthening the capabilities of law enforcement officers on intelligence collection, investigation of precursor chemical and equipment diversion cases, including controlled delivery techniques. Enhanced interaction with the chemical industry and trade is essential to detect and prevent the diversion of precursors.

The gap between the end of the predecessor project and the commencement of this project had created a vacuum which has been successfully bridged by this project. The project has brought the subject of precursor control into focus in all participating countries by constant interaction and liaison with the competent authorities.

The following are some highlights of key achievements of the project:

- The project has conducted 19 trainings and trained 696 drug law enforcement officers in the region. Because of this even countries like Bhutan & Nepal have achieved sustainability in conducting training programmes on precursor chemical control
- Importance of forensic evidence in investigation of precursor diversion cases has been brought into focus by conducting assessment of training and equipment

requirements in each country (except India and Pakistan). The project has conducted 11 trainings for lab chemists and trained 86 chemists in the region. A major achievement and a positive step forward initiated by the project is the consensus obtained from all participating countries to share forensic information in cases having a nexus between countries in the region. 120 nos. of precursor field test kits have been supplied to participating countries by the project.

- Basic data on licit trade in precursor control is available in all countries to assist policy makers in making interventions based on variations in the volume of licit trade.
- The formulation of a model Voluntary Code of Conduct (VCC) was another major achievement of the project in building a stronger partnership between the chemical industry, to include trade, and law enforcement and/or regulatory agencies to prevent diversion of precursor chemicals.
- Few lessons were learned from the implementation of the project. Unfortunately the gap of one (1) year between the predecessor project and the commencement of activities under this project resulted in loss of momentum gained during the earlier project. This project had to virtually make a new beginning and could not build upon the momentum achieved through the earlier project; therefore, efforts must be made in the future to ensure that this situation is not repeated again.
- The project is driven by the donor contribution which has been in stages spread over the life time of the project. Therefore, a focused and firm donor commitment for a longer duration will enable the project to plan and implement the activities in a phased, structured and coherent manner.
- The project has facilitated a platform for the exchange of information between Competent National Authorities which has effectively networked all drug law enforcement and nodal agencies to the point where a solid working relationship has been established in facilitating cooperation and coordination between participating countries and other regions.
- An attempt has been made to institutionalize information sharing mechanism by initiating a dialogue with SAARC Secretariat for upgrading the existing SAARC Drug Offences Monitoring Desk (SDOMD) to a Regional Intelligence Center in South Asia. This interaction should continue even after the project ends.
- The project initiated dialogue with SAARC secretariat on joint activities is an important step. Despite the Memorandum of Understanding (MOU) between SAARC Secretariat and UNDCP (now known as UNODC), cost sharing has been an impediment to conduct joint activities, which probably needs to be reconsidered to make the MOU operational.
- The project has been covering the South Asia region which has the potential for

diversion of both opiate and amphetamine-type stimulants (ATS) precursors due to the massive production and easy availability in the region. The linkages with Afghanistan centric precursor control initiatives such as Paris Pact initiative, especially for resource mobilization, could enhance networking and optimal utilization of resources.

- One of my most important observations is that after the end of the project precursor control activity in the region is likely to recede to the background making the region prone to diversion of precursors. This would be particularly so in countries which have yet to develop mature law enforcement programs.
- Pakistan has been participating in this project but due to the geo political situation no specific activity could be carried out in the country. I understand that UNODC has a presence in Pakistan; therefore, in the future it is suggested that activities on counter narcotics enforcement contemplated by future projects from ROSA be restricted to all countries in the region except Pakistan. As an alternative, UNODC Pakistan may be requested to conduct the activities on behalf of the project.

Based upon my findings I recommend the following:

- The process of building capacities of drug law enforcement agencies must be more focused in strengthening operational capabilities. This will directly have an impact and enhance interdiction that can be measured in the form of arrests and seizures of precursors, drugs and clandestine labs.
- Strengthening of forensic capabilities must be implemented by providing standard equipments to all participating countries on the basis of the assessment made by the project of the forensic labs in each country. Training of lab chemists for longer duration must be conducted in conjunction with the use of laboratory equipments after they are supplied.
- There are varying levels of precursor control mechanisms in participating countries; therefore, an accord and agreement of level of controls is recommended. This can be achieved by encouraging countries with none or lesser controls to adopt stricter and uniform measures.
- National data bases on licit trade in precursor chemicals must be developed in each country. The baseline survey conducted in Bhutan can be duplicated in smaller countries like Maldives, Nepal and Sri Lanka. Existing mechanisms for collection of data in India and Bangladesh must be strengthened. Country specific software must be developed for periodical updating of these national data base.
- Afghanistan has been a member of SAARC from April 2004. Currently there is a strong emphasis in place to prevent the flow of precursor chemicals in to

Afghanistan. In addition, it is understood that UNODC has a precursor control project in Afghanistan; therefore, a critical need exists to link the precursor control project in South Asia with the project in Afghanistan for optimal utilization of resources. This will enable the potential for future interaction of human resources and expertise for better implementation of both the projects. Similarly a nexus must be established with other precursor control projects in Central Asia and else where for the benefit of UNODC's over all strategy on the growing issue of precursor chemical control. Having worked in the region for the last four (4) years on a number of diversion investigations concerning precursor chemicals, it is my opinion and assessment that South Asia is too important to be left out in so far as Afghanistan is concerned.

- The current situation on ATS production and trafficking in South Asia is potentially serious. This view is based upon the fact that there have been seven (7) clandestine lab seizures in India and one (1) recently in Sri Lanka as of 2008. In addition there have been several seizures of "Yaba" in Bangladesh. It is well known that South Asia is home to ATS precursors and that all countries have importers, exporters and end users of the products. India produces and exports large quantities of ephedrine and pseudoephedrine. Based upon these facts, South Asia has become a potentially important region for the possible diversion of ATS precursors. Even though India has tight precursor controls, other countries in the region have weak enforcement capabilities and diversion can take place from these countries. A program on ATS and its precursors is critical for the region.
  
- Pharmaceutical preparations and/or formulation products containing ephedrine and pseudoephedrine are also imported and/or exported freely from the region which is a potential threat for extraction of ATS precursors. This recent phenomenon in the region was exemplified and witnessed not long ago with the arrests of drug traffickers and the seizure of a clandestine operation located in the vicinity of Mumbai. In this context, precursor control, especially diverted ATS precursors, assumes importance and significance. There is no common data base and profiling of seizures of ATS group drugs with respect to their constituents, markings, color, manufacturing batch numbers and/or identifications and back track investigations to identify the origin of precursors and equipments etc. Of critical importance is the fact that South Asian law enforcement agencies are also not aware of the developments in the extraction of precursors from preparation, formulation and/or finished form pharmaceutical products. Therefore, due to this recent phenomenon of diverting pharmaceutical products containing precursor chemical, I believe it is essential, and that there is a strong need for further introduction, sensitizing and training of this new trend taking place within the South Asian region. Participating countries must continue strengthening law enforcement and regulatory mechanisms to reduce the production and trafficking of these synthetic drugs. This can be achieved by introduction and sensitizing law enforcement officers to this new emerging problem and trends in trafficking as well as evolving mechanisms for collecting inputs as mentioned earlier in this

paragraph.

- Also of critical importance is the fact that partnerships must be further strengthened between the chemical industry and trade and regulatory/law enforcement communities. This relationship building could be achieved by encouraging both parties to interact more with each other and evolve mechanisms to prevent diversion of precursors and equipments.
- Finally, it is strongly recommended that the project continue to maintain and build upon the momentum gained by mobilizing available resources and continue activities focused on building operational capabilities. During my interaction with the Competent Authorities and various law enforcement personnel, the general consensus was unanimous with all participants wanting the project to continue. All participating parties stated that the project has educated and assisted them on the issue of precursor control. In addition, all participants stated that prior to the project little was understood by law enforcement agencies and the chemical industry and trade about precursor control. The common belief and opinion of the participating members is that if the project was to close, the recent and past successful efforts and accomplishments would be lost.

## **I. Introduction**

### **A. Background and context of the programme or project**

Two (2) of the world's largest heroin producing areas is located in close proximity of the South Asian region. Illicit heroin produced in these regions is smuggled into, as well as trafficked through South Asia. The illicit cultivation of opium in Afghanistan continues unabated. Almost two-thirds of the opium is converted into heroin in the country. Afghanistan needs 1,500 metric tons of acetic anhydride among other chemicals to produce this heroin. India is a major producer of acetic anhydride in the region. Heroin is also produced in clandestine laboratories from within the region where opium is diverted and illicitly cultivated from opium poppy fields. There are also reports of illicit cultivation of opium in the region; therefore, exercising controls on acetic anhydride, a precursor chemical necessary to produce heroin is of significant importance in the region.

South Asia is situated in one of the largest manufacturing and consuming regions with respect to ATS. The region is important because it manufactures, exports, imports and consumes significant quantities of ATS precursors like ephedrine and pseudoephedrine. This fact thus leads to the potential for diversion of ATS precursors to illicit manufacturing regions particularly in view of the varying degrees and lack of consistency in controls over these chemicals in South Asia.

There is also an emerging threat of ATS trafficking and manufacturing facilities being established in South Asia. Although the quantity of seizures does not reflect the seriousness of the problem, ATS abuse has been reported in almost all countries in the region.

There have been seven (7) clandestine lab seizures in India in the last five (5) years and one (1) in Sri Lanka in 2008. A common development in these clandestine lab seizures has been the involvement of an international mafia. Another recent trend has been the use of non traditional routes of manufacture and the use of non controlled chemicals. In addition, there have been large seizures of ATS type drugs such as “Yaba” tablets reported from Bangladesh. Another psychotropic substance, methaqualone, is also produced in significant quantities in India and is found to be smuggled mainly to South Africa and other African countries.

Precursor chemicals used for the illicit manufacture of these drugs are diverted from licit trade within the region. These precursor chemicals include acetic anhydride, acetone, anthranilic acid, hydrochloric acid, sulphuric acid, ephedrine, pseudoephedrine, 3, 4-methylenedioxyphenyl-2-propanone, 1-phenyl-2-propanone, methyl ethyl ketone, phenyl acetic acid, potassium permanganate and toluene. These are essential chemicals for producing heroin, methaqualone and ATS type drugs.

These precursors are either being legally manufactured or imported for consumption by countries in the region. While some countries like India, Sri Lanka and Bangladesh have strong legal, administrative and enforcement programs, others such as Nepal and the Maldives are still in the process of establishing them. The different levels of such programs are a potential threat for the diversion of these precursors from the legitimate to the illicit channels. Therefore, based upon these continuing concerns, the strengthening of precursor control continues to be an essential goal in attacking the drug problem in the region.

In this background, the project initiated by UNODC’s Regional Office for South Asia is to meet this threat head on and is thus absolutely critical to the region. The consensus of all countries in the region to participate in the project also signifies the importance of UNODC’s focus in this region’s drug supply reduction strategy.

## **B. Purpose and scope of the evaluation.**

This evaluation is mandated by UNODC’s guidelines. Unfortunately the project is finishing at the end of September 2009; therefore, it is being evaluated to measure achievements, outcomes and impacts. The objective is to learn lessons from implementation of the project that can form the basis for instituting improvements to the existing and future project planning, design and management.

The main stake holders of the project are the participating countries represented by its Project Advisory Committee (PAC) members who are the Competent National Authorities (CNAs) and government counterparts. I have interacted with them during the course of evaluation to obtain feed back on the performance of the project.

In addition, I also studied the project’s document, minutes of the PAC meetings, annual, semi – annual progress reports, mission reports of project team members, and UNODC’s guidelines on the evaluation procedure. I have gone through the publications developed

by the project. I have also visited training establishments, forensic laboratories and interacted with concerned officials.

I have considered the performance of the project in the region for its entire duration from September 2005 to date.

### **C. Executing modalities of the programme or project**

After examining the project's original and revision documents, I understand that the project was initiated and developed with a view to implement activities in all countries in South Asia. Also, due to South Asia's nexus to Afghanistan and particularly since it is now a part of SAARC, it is important to establish linkages with Afghanistan in case the project is to be extended once again. However, it should be noted that the project did establish some linkages with Afghanistan through the Paris Pact initiative and by actively promoting Operation TARCET (Targeted Anti-trafficking operation in the Region that will enhance Communications, Expertise and Training) with countries like India.

UNODC has implemented this project by utilising the services of a Project Coordinator, Project Officer and an Administration & Finance Assistant. A Project Advisory Committee (PAC) was formed with CNAs of all participating countries as members which approved the work plan and played an advisory role in implementing the activities of the project. The PAC meetings have been scheduled and held regularly as envisaged in the project document. The project has also conducted regular meetings with the CNAs during missions on the implementation of the work plan of the project.

The project also coordinated with the SAARC Secretariat, Global Container Programme, World Customs Organisation and other projects which were initiated and implemented in this thematic area and achieved synergy and adopted the best practices followed by them. In addition, the project initiated and delivered annual reports of the International Narcotics Control Board (INCB). This report also disseminated information on precursor control. Finally, the project maintained constant liaison with the SDOMD in disseminating information relating to seizures of precursors and providing trend analysis reports.

UNODC's execution of this project is considered the most efficient, cost-effective way of expanding technical capacity building in the field of precursor control in South and South West Asia. The technical capacity in the UNODC's ROSA has been demonstrated to be excellent. Additionally, UNODC is ideally placed to provide technical legal assistance for formulation and ratification of laws pertaining to precursor control issues, especially to facilitate the member states' obligations towards meeting the UNGASS 1998 goals for precursor control.

In my opinion, no other modality would have worked better than the one adopted by the project. However, being a regional project, there were constraints in implementing it at the national level which the project had overcome with due patience and determination.

### **D. Evaluation methodology**

With the project being on precursor control to reduce the production of illicit drugs, the project predominantly concerns interaction with the law enforcement agencies. The project has been implemented in the participating countries through the CNAs who are also the members of the PAC. Therefore the only methodology that one could adopt for evaluating the project is to interview the CNAs and those who have participated in the project activities. The outputs and activities under it have been designed in such a manner that standard questionnaires cannot be framed to obtain feed back. As I was meeting all the CNAs personally, there was no need to devise a questionnaire for obtaining their feed back.

No precursor control strategy is complete without the participation of the chemical industry and trade; therefore, representatives of the chemical industry and trade were a critical and essential part of the project. This fact can not be more emphasized and is incumbent upon the success of the program. Interaction with the industry must therefore be part of this evaluation.

Also critical to the methodology of the project's evaluation was my examination in detail of the project's documents, revision documents, project staff's mission reports, developed knowledge products, annual and semi – annual reports, minutes of PAC and tripartite review (TPR) meetings and especially the feed back received from the attendees of the training programs. All of these factors assisted me in completing the evaluation.

#### **E. Limitations to the evaluation**

Time was a major constraint. I had just two (2) weeks to complete the entire evaluation and another week for writing my report. I had to read and evaluate numerous documents to understand the project and its implementation modalities. Fortunately I was well informed and briefed by the project team. This fact made my evaluation much accessible and easier to complete within a short span of two (2) weeks. It is of my belief that the evaluation could have been phased over a period of minimum six (6) to eight (8) weeks.

However give the time constraints; I was able to meet with all the CNAs of the participating countries except Pakistan. This fact was critical and incumbent upon me to objectively evaluate and complete the task at hand. In addition, I also participated in telephone conversations with colleagues from UNODC Vienna and the Senior Joint Secretary (Mr Hassan Mahmud), Ministry of Narcotics Control, Pakistan; however, it should be noted that Mr. Hassan Mahmud, with whom the project had interacted, refused to have any further conversation as he had retired from service.

## **II. Major findings and analysis**

### **A. Relevance of the programme or project**

This project is critical and essential for the region in view of the current status of diverted precursors and the drug trafficking situation in the neighborhood of South Asia. This has in the past and will continue to impact the region. All SAARC countries in South Asia either produce or import/export precursor chemicals. In addition, a vibrant and active precursor trade exists, making it potentially vulnerable to diversion.

This project is also relevant to the region and addresses the concerns expressed in the Resolution No. 1817 (2008) of the Security Council and the UNGASS 1998.

The UNGASS 1998 had specified goals to be achieved by member countries in the area of precursor control. The project through its outputs assisted the participating countries in achieving these goals. The project further conducted a work shop in November 2007 which was attended by the PAC members (CNAs) from participating countries. The project presented a gap analyses in respect of the UNGASS goals for all participating countries. In addition, the work shop assisted participates in preparing for the high level review on UNGASS goals on completion of 10 years to be held in 2009.

The Security Council in its Resolution 1817 (2008), adopted at its 5907th meeting on June 11, 2008, acknowledged the importance of regulating precursors in the context of Afghanistan.

## **B. Attainment of the programme or project objectives**

The main objective of the project was to have effective precursor control legislation, working mechanisms, standard operating procedures and adequate precursor control training facilities in place by the end of the project in all participating countries.

I shall deal with the attainment of the objective as it appears in four parts – precursor control legislation, working mechanisms, Standard Operating Procedures and training facilities.

So far as precursor control legislation is concerned, Bangladesh, Bhutan, India and Pakistan had legislations at the beginning of the project. The legislations in these countries were assessed by the project and found to be adequate. All these countries except Bhutan also had the rules and regulations framed under their respective narcotics laws. Bhutan was assisted in framing the rules and regulations by the project through a Consultant which has been ratified by the Royal Government of Bhutan. Sri Lanka also amended their narcotics laws and enacted a new Act in January 2008 incorporating precursor control for the first time. Due to the constant advocacy measures taken by the project, the governments of Maldives and Nepal have incorporated precursor controls in their respective narcotics laws; however, due to the change in governments and political uncertainty in both countries, the laws incorporating precursor control have been drafted and are in various stages of process to be passed by their country's legislatures.

On the working mechanisms, it exists in all countries except in Maldives where the NNCB was abolished a year ago. The project had supported the strengthening of existing working mechanisms in their endeavor and supplied equipments for strengthening training institutions as requested by respective countries.

The project has formulated a generic Standard Operating Procedures (SOP) in consultation with experts from the Government of India. The draft SOP was circulated to all CNAs and comments received were incorporated. There is a need for fine tuning the

generic SOP to the requirements of each individual country. These SOP's must be incorporated and made country specific in case the project is extended.

The participating countries were requested by the project to identify one (1) national training institution which needed to be strengthened. All countries except Bangladesh cooperated and completed this task. Pakistan identified their National Health Laboratory as the institution for training and for lab support. The project provided all the equipments requested by Bangladesh, Bhutan, Maldives, Nepal and Sri Lanka. Pakistan and India did not make any requests for strengthening training establishments.

On the technical support, the project disseminated the computer based training (CBT) modules and other training materials available with it and obtained from other UNODC precursor control projects during the training programs and also to the CNAs.

The project conducted one round of training on CBT module, another round of intensive training and also on identification of precursors for law enforcement personnel. During these trainings, the project conducted pre and post training exams to assess the impact of the training provided. This was assessed by conducting examinations. The knowledge attained by the participants, as a result of the training programs, was good as indicated by the scores obtained by the participants in the post training exams.

The project conducted 19 trainings for law enforcement officers from the region and trained 696 personnel.

An assessment done on the feed back of the trainings conducted indicated that over 95% found the training useful. Attendees rated the quality of the training as 50 % Excellent, 45% Very Good and 5% Good. The training included the CBT module, lecture sessions, practical demonstrations and working groups. Based upon a questionnaire, 75% of the attendees found the training methods interesting and useful. Attendees indicated 10% of both the practical demonstrations and lecture sessions were interesting, while 5% stated that the working groups were favorable. The general feed back of the attendees was that the duration of training was very short and needed to be extended for at least a minimum of one (1) week.

UNODC's precursor control strategy to reduce the supply of illicit drugs has been assisting member countries notably by providing technical assistance in the fight against the trafficking of illicit drugs. The objective of this project is well defined and covered under UNODC's overall goal in the area of drug supply control.

### **C. Achievement of the programme or project outputs**

The project was conceptualised to achieve the main objective through nine (9) outputs and a number of activities designed under each output. The project has by and large achieved the target under all the outputs. The details of the outputs, status and comments are at Annex 1.

The project received total funding of US \$650,000 which has been used in the most cost effective manner. Activities have been conducted in all participating countries except Pakistan in a uniform manner. For example, equal number of trainings has been conducted in all countries for law enforcement and lab personnel. In addition, similarly one meeting with the representatives of the chemical industry and trade has been conducted in all participating countries except Pakistan.

#### **D. Institutional and management arrangements and constraints**

The project was managed by a Project coordinator assisted by a Project officer and an Administrative and Finance Assistant. The institutional support came from the UNODC, ROSA as well as from UNODC Headquarters, in Vienna.

The project also interacted with CNAs of all participating countries in the implementation of the activities. The project also liaised extensively with drug law enforcement agencies/ forensic labs of participating countries.

The major constraint of the project was its inability to carry out country specific activities in Pakistan although the competent authority participated in PAC meetings. The other constraint was limited financial resources which handicapped the project in carrying out its goals (intensive trainings, supply of equipment to labs etc) more effectively.

### **III. Outcomes, impact and sustainability**

#### **A. Outcomes**

The project accomplished its main objective on establishing precursor control laws, working mechanisms, standard operating procedures and training facilities. However, at this point of time precursor laws have still not been framed in Nepal and Maldives due to political uncertainties beyond the control of the project. Bhutan Narcotic control Agency (BNCA) has been assisted in framing the Rules and Regulations for the NDPSSA Act of Bhutan. Generic standard operating procedures have been formulated and circulated. Comments from participating countries have been received. There is a need for fine tuning the generic SOP to suit the requirements of participating countries. The existing working mechanisms in participating countries have been strengthened when and where requested. Training establishments have been strengthened. A select group of personnel have been trained in each country on precursor control; therefore, participating countries are capable of conducting training on their own. In some countries, precursor control training has been institutionalised. The project conducted 19 trainings and trained 696 law enforcement personnel on precursor control.

The project has taken large strides in highlighting the importance of forensic evidence as it relates to precursor control. The project conducted, for the first time, assessments of the identified nodal forensic lab in each country. The project is now in a position to provide uniform equipment support when funds become available. The training needs have also been identified.

The project conducted one round of basic training for lab chemists in all participating countries except Pakistan. A regional training program was conducted in which the project trained two lab chemists from each country on the use of sophisticated equipments at the Central Revenues Control Laboratory located in New Delhi, India. The lab chemists have also been trained on preparation of reagents for their use in field test kits by the law enforcement personnel as per UN protocols.

A major achievement of the project is the consensus reached upon by all the CNAs in agreeing to share forensic information in cases involving other participating countries. This agreement of sharing intelligence will assist and enhance law enforcement in the back tracking of investigations. They have also agreed on a mechanism to do this; however, it is necessary to follow up on this achievement even if the project comes to an end, as this is a positive step forward to institutionalise information sharing mechanism between participating countries. This achievement of sharing intelligence amongst the SAARC countries' law enforcement community is of critical importance.

All these measures adopted by the project contributes to the over all objective of sensitising and enabling the law enforcement agencies in detecting and preventing diversion of precursor chemicals.

#### B. Impact

Interaction of the project with policy makers and drug law enforcement personnel of the SAARC countries has resulted in open dialogue taking place with regards to the current precursor control situation in the region, the identification of legal and operational gaps and pursuing focussed strategies. More importantly, precursor control is now recognised as a priority in the region. The project has created an impact in the participating countries in bringing the issue of precursor control into focus and to the national stage for discussion and debate amongst the SAARC national governments.

There is an absence of an effective information exchange mechanism in the region. The project has set up an informal network of exchange of information by disseminating information on seizures of illicit drugs and precursor chemicals, busts of clandestine labs and best practices etc. By acting as catalyst the project provokes debates and exchange of views on trafficking trends. This has integrated the drug law enforcement community in the region. In this manner, the project has successfully established regional and inter-regional linkages, and integrated South Asia with supply reduction activities in East Asia, South East Asia and Central Asia. This information sharing mechanism needs to be institutionalised, especially if and when the project becomes less of a priority in the region. Steps have been initiated by the project on this issue by opening a dialogue with the SAARC secretariat. A recommendation has been submitted to upgrade SDOMD to a Regional Intelligence Centre similar to other Intelligence Centres established by UNODC in Central Asia and Gulf states. This initiative has to be enacted and built upon to institutionalise information sharing mechanism in the region.

The training programmes conducted by the project has sensitised the drug law enforcement officers to the issue of precursor control. The training given to lab chemists

has enabled them to identify, analyse precursor and drugs using sophisticated equipments which will assist the law enforcement in their investigations.

The meetings conducted by the project with the chemical industry and trade, with the involvement of the CNAs for the first time, has made the law enforcement and regulatory authorities join hands with the chemical industry and trade to prevent diversion of precursor chemicals. Since the chemical industry and trade is traditionally the first to know of alleged diversion from licit trade, their cooperation with the law enforcement and regulatory community is critical and essential. Such cooperation will assist in prevention and detection of precursor chemical diversion. I believe that this initiative of the project needs to be followed up consistently by the CNAs by encouraging them to adopt the model VCC published by the project to visualise its results.

The net impact of the above measures has resulted in enhanced capacity in the region for law enforcement cooperation against drug trafficking and preventing diversion of precursors.

### C. Sustainability

The project by way of implementing its activities has achieved sustainability in the following areas:

- A core group of personnel have been trained on precursor control, training institutions strengthened and therefore national governments are capable of conducting training on their own.
- CBT modules on precursor control training have been widely disseminated for wider reach among the drug law enforcement community.
- Person to person contact has been established through trainings, seminars and workshops between the drug law enforcement fraternities in the region
- Contact between law enforcement and regulatory agencies and chemical industry and trade has been fostered and bridged together to prevent diversion of precursor chemicals from licit trade.
- Needs assessment of identified nodal forensic laboratories have been completed to guide and render uniform equipment support as per UNODC guidelines.
- Lab chemists have been trained in preparation of reagents for use in field test kits by drug law enforcement personnel thereby cutting costs on purchase of field test kits.
- Participating countries are now capable of achieving UNGASS goals on the basis of gap analysis prepared by the project.
- CNAs are capable of making policy interventions on the basis of basic data compiled on licit trade in precursor chemicals. Importantly, Bhutan which had absolutely no idea of the trade in precursor chemicals has control of the current situation.

- However, the information sharing mechanism presently in place, with the project acting as a catalyst, needs to be institutionalised and made sustainable. The momentum gained in this regard needs to be sustained by constant follow up.

#### **IV. Lessons learned and best practices**

##### **A. Lessons learned**

The predecessor precursor control project ended in August 2005; however, this project commenced activities after the project Coordinator was in place in October 2006. There was a gap of more than a year during which the momentum slowed down considerably and the project took time to re-establish itself in the region. This type of momentum stopping gap must be avoided in the future.

The project adopted uniform methods in conducting activities in all participating countries. For example, trainings, meetings with representatives of industry and trade, training of lab personnel etc were all conducted in a uniform manner. However, the project could have assessed the individual country's needs and planned activities accordingly to better suit their needs. Such assessment might have made a greater impact than the present.

The funds for the project should have been made available at the time of commencement of the project which would have assisted in planning the activities in a more conceivable and coherent manner.

The project design could have been more practical to include operational issues. By doing so, the impact could have been measured in terms of increased interdiction as a result of operational activities.

On the positive, the project developed a rapport with the CNAs, nodal agencies and other government counterparts by maintaining constant liaison. This enhanced rapport made it easy for implementing its activities.

The project evaluation and review mechanism have been carefully followed by conducting project Advisory Committee meetings and Tri - partite Review meetings. This has enabled the CNAs to have first hand knowledge of how the project was implementing its work plan and the progress obtained.

The geo political situation has limited the project from conducting activities in Pakistan. Pakistan currently is and has been in the focus of nations around the world due to its proximity and immediate neighbourhood status with Afghanistan. UNODC also has a separate office in Pakistan. The project also had limited resources to complete its activities. In view of these constraints, coupled with the fact that UNODC has a presence in Pakistan, I would recommend that Pakistan be removed from this project and realigned with another region.

##### **B. Best practices**

The project achieved synergy with other similar law enforcement programs of UNODC by maintaining regular contact with the Global SMART Program (Global Synthetics Monitoring: Analyses, Reporting and Trends) and giving feed back of the current trends in the region on ATS trafficking; and the Global Container program by placing two (2) law enforcement officers from the coastal countries in the region for training on container profiling techniques to detect smuggling of precursors. This has facilitated cross referencing and sharing of ideas and enhancing knowledge of all representatives involved in the mission.

The bold initiative of networking and integration of forensic labs in the region, which resulted in the consensus between the CNAs to share forensic information on case to case basis, are worth replicating in other regions. Such initiatives will help in the setting up of a global network of forensic labs.

The trainings have been conducted by the project in a professional manner and have enabled law enforcement personnel to understand the complicated issue of precursors.

I am particularly impressed by the project strategy to assess the impact of the training programmes – first by including pre and post training exams as part of the programs and by also evaluating the programs on the basis of the feed back from participants on specified parameters such as the usefulness, quality and modules which interested the participants. This self examination has enabled the project to further learn for itself the positive and negatives of the program.

## **V. Recommendations**

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

During the discussions Bhutan requested for practical training, such as conducting inspection of records of companies engaged in the trading of precursor chemicals. I believe that such training will enable investigators to better understand and be aware of the many subtle variables involved in detecting diversion of precursor chemicals. The Project Coordinator agreed with the request and stated that this type of training would be considered when activities are planned for future drug law enforcement projects.

Bangladesh reiterated their initial request for the translation of the Model VCC into their local Bangladesh language for wider dissemination. In addition, Bangladesh requested further financial support for conducting two meetings with the chemical industry and trade. Trade and Industry representatives wanted translation of the VCC in their language for them to better understand precursor control. The Project Coordinator agreed to consider these requests if funds were available at the end of the project.

### **B. Actions recommended**

On completion of the evaluation I recommend the following:

1. If possible, the project must continue without interruption. I recommend that UNODC attempt to find new alternatives in obtaining additional funding. One (1) possible solution is for UNODC to take measures in integrating this project with other UNODC precursor control projects in the region in order avoid losing the momentum gained by this project.
2. Capacity building is an integral part of program development. Numerous trainings have been conducted and a significant number of law enforcement personnel have been trained. I understand that it is common practice that officers in the region are transferred from their postings periodically; therefore, new officers have to be trained. In addition, drug traffickers also change their modus operandi and establish new routes for smuggling to avoid detection by law enforcement. With these factors in mind, law enforcement officers must be periodically sensitised to such changing circumstances and scenarios; therefore, it is critical that training be a continuous process. However, future trainings must be focussed on enhancing law enforcement operational skills so that the impact can be measured in terms of better interdiction of illicit drugs and precursors.
3. The impact of the outputs of the project must be measurable at the ground level and therefore it is suggested to make it more operational and functional. For example, trafficking of illicit drugs and precursors normally takes place through air and sea; therefore, it is highly recommended to strengthen airports and sea ports by providing sophisticated equipments as well as enhancing the investigative detection skills of the law enforcement and regulatory officers assigned at these critical points. Training of personnel at airports and sea ports must be conducted by creating training programs that are more specifically focused on their needs in their designated areas of work. In addition, the officers should be sensitised on professional methods of intelligence collection and investigative techniques.
4. The control over licit trade of precursor chemicals is vital to prevent diversion. Law enforcement and regulatory officers should be continuously updated and informed of the procedures in carrying out inspections of companies involved in producing and handling precursor chemicals. To explain in detail, the training of law enforcement and/or regulatory officers on the execution of search warrants and/or inspections executed at targeted companies suspected of diverting precursor chemicals. Training could be useful and essential on how to conduct onsite inspections at the facility, such as take closing inventories, recognizing and reviewing receipt and sales records and ultimately conducting an audit of these records to determine and/or detect if diversion has taken place.
5. UNODC must promote and create an environment that systematically enables launching law enforcement back tracking investigations

relating to precursor chemicals. Therefore, procedures must be put in place to ensure that all participating countries share a common platform in conducting and carrying out such investigations for identifying the original sources of diversion. It will be critical to establish and maintain these working mechanisms and standard operating procedures for the real time exchange of operational information amongst the participating countries.

6. There is a need for continued collection, collation and dissemination of data on seizures of ATS, clandestine labs and precursors; however, follow-up intelligence on these ongoing law enforcement activities and investigations needs to be improved and better understood. This assumes significance in view of the current ATS trafficking situation in the region which I have discussed in Section IA above. I recommend that, lacking funds, the project may be temporarily integrated with the Global SMART programme of the UNODC with which the project has interacted regularly. If this suggestion is not possible I would recommend a need for developing a similar programme for South Asia region.
7. There is a critical need for securing of forensic evidence support for law enforcement investigations. The project has completed the assessment of forensic labs identified by each participating country except Pakistan. UNODC must mobilise funds to procure and supply equipments to these laboratories as recommended by the Lab Consultant. I further recommend that any future training for lab chemists should be more intensive, for longer periods and with “hands on” training with the equipment supplied to these laboratories.
8. The networking, integration of forensic labs and the decisions agreed upon between the CNAs needs to be further pursued and discussed as it is an important step in information sharing.
9. The concept of upgrading the SDOMD to a Regional Intelligence Centre for South Asia that was submitted to SAARC Secretariat is another important achievement that needs to be followed-up and continued.
10. There is need for more interaction and partnership building between the chemical industry and trade and the law enforcement and regulatory authorities as this is the key to prevent the diversion of precursor chemicals from legitimate trade. More participation and activity from the chemical industry and trade associations needs to take place. This can be accomplished by having the law enforcement and regulatory community reaching out to these various industry associations.
11. International and regional cooperation and sharing of intelligence by SAARC countries is critical and essential to detect and prevent the illicit trafficking of precursors.

12. Continued emphasis must be placed upon the developing and upgrading of data bases on the trade in precursor chemicals in all SAARC countries.
13. Of utmost importance, the issue of precursor chemical control must be actively kept in the forefront and on the conscience of the participating countries in the South Asian region.

## **VI. Conclusions**

In conclusion I would highly recommend the project continue without disruption, as the project has achieved positive results since its initiation. This recommendation is based on my professional assessment as well as on interviews and discussions with the CNAs and other officials. All of the participants involved want and believe there is a strong need to see the project continue. The achievements of the project are of high quality and professionally sound. Most importantly, the issue of precursor control has been brought to focus and has increased in importance and awareness amongst policy makers, law enforcement and regulatory personnel and the chemical industry and trade. In addition, the project has been judicious in its spending without compromising in program implementation. Over all it has been managed professionally and efficiently.

As part of my conclusions, I would like to draw attention to an important aspect namely; the negative repercussions in case the project cannot be continued beyond September 2009.

### Repercussions on the discontinuation of project

The South Asia region has recently become the focus of traffickers for diversion of precursor chemicals. In addition, it has drawn the attention of illicit synthetic drug manufacturers and traffickers as demonstrated by the recent dismantling and seizures of illicit clandestine laboratories in India and Sri Lanka. It is likely that similar attempts are being made in Bangladesh and Nepal. This is of a particular concern, due to the fact that in the region precursor control laws, regulations and enforcement mechanisms are not consistent amongst the participating countries thus making the region susceptible to increased diversion of precursor chemicals.

The region is therefore not only vulnerable to diversion of precursors but also a target for international drug trafficking organisations. Of heightened concern is the fact of recent developments to extract precursor chemicals from pharmaceutical preparations to produce illicit drugs. Law enforcement in the region is largely unaware of this emerging trend thus creating a more serious situation with the region being one of the primary manufacturing and consuming areas.

This situation makes South Asia more susceptible due to the increase in illicit heroin manufacturing in Afghanistan and ATS in South East Asia. This

existing problem should be examined more carefully in view of the fact that the region is a prime transit destination for illicit trafficking of drugs and is known as a probable source for diversion of precursor chemicals.

Therefore, in view of the above factors precursor control in South Asia should continue to assume great importance. Due to the fact that the project is coming to an end, one of the first casualties would be the loss of momentum gained during this phase of the project that precursor control amongst key policy makers and law enforcement agencies of participating countries.

The end of the project would adversely impact not only the participating countries in adopting strategies on precursor control, but also the neighbouring illicit manufacturing regions like Afghanistan and South East Asia.

More specifically, some of the important initiatives of the project would fail to yield the desired goals. These include:

- Consensus reached amongst Competent Authorities, on networking of labs in region for the purpose of sharing of forensic information. This is a major breakthrough that would benefit law enforcement agencies in the region in identifying the source of drugs and precursors.
- Upgrading SDOMD to a Regional Intelligence Centre in South Asia is an important step that will institutionalise real time information / intelligence sharing among law enforcement agencies in South Asia. Considerable progress has been made by the project in its discussions with the SAARC secretariat.
- The strong advocacy by the project with participating countries to strengthen their legal and regulatory systems resulted in Sri Lanka having a new and strengthened law. Similar impetus is required for countries like Maldives and Nepal. This process may suffer resulting in traffickers taking advantage of these countries to divert precursor chemicals.
- The project initiated and promoted strong cooperation of the chemical industry and trade with law enforcement. This process is likely to suffer as would the initiative of the project with trade and industry aimed at self regulation through the model Voluntary Code of Conduct.
- Project assisted Bhutan with technical expertise to conduct a baseline survey on precursor chemical information which enabled the Bhutan Narcotics Control Agency to compile and consolidate data on licit trade in precursor chemicals. There is a need to create a similar data base in Maldives, Nepal and Sri Lanka and strengthen data bases of other countries.

- The detailed assessment by the project to identify the equipment needs of identified nodal laboratories of participating country will become a futile exercise if the recommended equipments are not supplied.

- Training of law enforcement personnel, particularly in operational and investigation matters, is a continuing process that will suffer as will the up gradation of skills of laboratory chemists in forensic analysis of suspected samples to identify new methods used by traffickers in production of illicit drugs.

Precursor control is at a critical stage in South Asia. There are countries which have functional enforcement mechanisms while others are still building them. Policy makers and law enforcement agencies are constantly reminded by the project on the significance of precursor control. This impetus will cease with the discontinuation of the project. There is a danger that this will not only encourage illicit drug traffickers to divert precursor chemicals from vulnerable areas but also those trying to set up clandestine manufacturing facilities. The final result could be South Asia emerging as epicentre of diversion and production of illicit drugs.

Annex 1 – Outputs, Status and Evaluator’s comments

<p><b>Immediate Objective :</b> To ensure that all participating countries have effective precursor control legislation, working mechanisms, standard operating procedures</p>	
<p><b>Output 1: Existing precursor control laws, standard operating procedures and working mechanisms in project countries analysed, weaknesses and needs identified, and project countries assisted in strengthening them</b></p>	
<p>1.1 Review the existing precursor control laws, standard operating procedures and working mechanisms in the light of the current precursor situation</p>	<p><u>Bangladesh:</u> Precursor control laws and working mechanisms are in place within the country; however the generic standard operating procedures (SOP) formulated by the project should be fine tuned to the country’s specific needs.</p> <p><u>Bhutan:</u> Precursor control laws and working mechanisms are in place within the country. BNCA assisted in framing the Rules and Regulations</p> <p><u>India:</u> Precursor control laws and working mechanisms are in place within the country; however the generic standard operating procedures (SOP) formulated by the project should be fine tuned to the country’s specific needs.</p> <p><u>Maldives:</u> Currently precursor control laws and SOP are not in place within the country; however, working mechanisms are in place but there is no mandate for precursor control for law enforcement agencies.</p> <p><u>Nepal:</u> Currently precursor control laws and SOP are not in place within the country; however, working mechanisms are in place but there is no mandate for precursor control for law enforcement agencies.</p> <p><u>Pakistan:</u> Precursor control laws, SOPs and working mechanisms are in place within the country.</p> <p><u>Sri Lanka:</u> Precursor control laws and working mechanisms are in place within country; however the generic standard operating procedures (SOP) formulated by the project should be fine tuned to the country’s specific needs. A new enactment was passed by the Government of Sri Lanka in 2008 including the precursor chemical control and appointing a Precursor Control Authority.</p> <p><u>Evaluator’s Comments:</u></p> <p>The new rules and regulations for Bhutan and the enactment of new</p>

	<p>legislation by Sri Lanka are the outcomes of the aggressive advocacy strategy adopted by the project. It is a fact that framing new legislation and administrative rules and regulations is time consuming. It entails a lengthy legislative process. Despite this fact, the project has been successful in establishing precursor control mechanisms in Bhutan and Sri Lanka; however, the project must continue to persuade and assist both the Maldives and Nepal to enact precursor control laws, rules and regulations.</p>
<p>1.2 Present the status report to Competent National Authorities (CNA's) and obtain their consent to establish/strengthen their precursor control laws, SOPs and working mechanisms</p>	<p>The project has prepared and presented status reports to the respective CNA's of each participating country. The status reports have been periodically reviewed with the CNA's during missions undertaken by the project team. Based upon the findings as stipulated in the project mission reports, it is evident that the project has continuously advocated with the CNAs of Nepal and Maldives for the framing of precursor control law, rules and regulations.</p> <p><u>Evaluator's Comments:</u></p> <p>The project's approach has been positive in attempting and encouraging both Nepal and Maldives to pass precursor control laws, rules and regulations; however, due to the unstable political situation in each country, the end result continues to be in question.</p>
<p>1.3 Depute legal and technical experts (for country specific SOPs) to countries which require assistance in establishing / strengthening their precursor control measures</p>	<p><u>Bhutan:</u> The project utilized the services of a senior officer from the Government of India to formulate the rules and regulations of Bhutan's current narcotics laws, which also included precursor controls. These rules and regulations have been ratified by the Royal Government of Bhutan.</p> <p><u>Evaluator's Comments:</u></p> <p>The project's initiative in Bhutan is seen as a positive step forward, which has enabled the country to move into the next phase of implementation and strengthening their precursor control framework. Although Bhutan currently does not have an issue of diversion of precursor chemicals, this proactive measure demonstrates Bhutan's wiliness to be in compliance with UN Conventions pertaining to precursor chemicals.</p>
<p><b>Output 2 : National precursor control training facilities established / strengthened</b></p>	

<p>2.1 Identify suitable national training establishments for conducting regional precursor control training</p>	<p><u>Bangladesh</u>: The Bangladesh authorities have not identified a national training institution.</p> <p><u>Bhutan</u>: Bhutan has identified the Police Training Centre, Galephu as its national training institution.</p> <p><u>India</u>: India has not identified any institution under this project since a separate drug law enforcement training project in collaboration with National Academy of Customs, Excise and Narcotics supported by the Government of India is underway.</p> <p><u>Maldives</u>: The Maldives has identified the Police Training Academy as its national training institution.</p> <p><u>Nepal</u>: Nepal authorities have identified the National Police Academy as its national training institution.</p> <p><u>Pakistan</u>: Pakistan has identified the National Institute of Health, Islamabad as its national training institution as well as its laboratory.</p> <p><u>Sri Lanka</u>: Sri Lanka has identified the National Dangerous Drugs Control Board (NDDCB) Training Centre, Colombo.</p> <p><u>Evaluator's Comments</u>:</p> <p>The project has taken the first step forward in ensuring that all the countries, except Bangladesh, have identified a primary training institution to conduct training on precursor control.</p>
<p>2.2 Support national training establishments to conduct regional precursor control training, including training of trainers; identify resource personnel for training of trainers</p>	<p>The project has established and conducted three (3) programs on the national level in all participating countries, except Pakistan. The programs consisted of (1) Computer base training module, (2) Intensive training on precursor chemical control and (3) Training of law enforcement personnel on the identification of precursor chemicals.</p> <p>A breakdown on the number of individuals trained in each country is as follows:</p> <p>Bangladesh 60 law enforcement officers.  Bhutan 72 law enforcement officers.  Maldives 50 law enforcement officers.  Nepal 62 law enforcement officers.</p>

	<p>Sri Lanka 201 law enforcement officers.</p> <p>India 216 law enforcement officers trained five (5) computer base training modules and three (3) intensive training on precursor chemical control.</p> <p><u>Evaluator's Comments:</u></p> <p>Based upon the training of trainers in each participating country a group and/or pool of trained officers have been sensitized to conduct further training of other officers within their respective countries.</p> <p>How has training sessions had an impact on the knowledge of precursor control for law enforcement officers?</p> <p>The project conducted pre and post training exams to assess the overall impact of the training provided. The knowledge attained by the participants, as a result of the training program, was determined to have been enhanced as indicated by the improved scores obtained by the trainees in the post training exams.</p> <p>An assessment done on the feed back of the trainings conducted indicated that over 95% found the training useful.</p> <p>Attendees rated the quality of the training as follows: 50% Excellent, 45% Very Good and 5% Good.</p> <p>The training included the CBT module, lecture sessions, practical demonstrations and working groups. 75% of the attendees found the training methods interesting. Attendees indicated 10% of both the practical demonstrations and lecture sessions were interesting, while 5% stated that the working groups were favourable.</p>
<p>2.3 Support to suitable training establishments in the region to provide laboratory - specific training, including for master trainers; identify a separate group of resource personnel to impart training</p>	<p>The project established and conducted one (1) program for laboratory chemists at the national level in all participating countries, except Pakistan.</p> <p>Bangladesh 18 chemist received training.          Bhutan 14 chemist received training.          India four (4) chemist received training.          Maldives 18 chemist received training.          Nepal 24 chemist received training.          Pakistan did not participate in the training.          Sri Lanka seven (7) chemists received training.</p>

	<p><u>Evaluator's Comments:</u></p> <p>Although the project has conducted national training for all participating countries, except Pakistan, the lack of laboratory equipments has reduced the sustainability of the training imparted in as much as laboratory chemists are unable to utilize the training obtained at their respective laboratories. It is apparent that donor assistance has to be obtained to first supply new laboratory equipments and than conduct training thereafter in using the equipments.</p>
<p>2.4 Conduct training of trainers programmes through identified resource personnel</p>	<p>An intensive training program was conducted at the regional level for laboratory chemists jointly with Central Revenues Control Laboratory (CRCL) New Delhi.</p> <p>Two (2) laboratory chemists from each participating country were trained in the use of more sophisticated equipments for testing drugs and precursor chemicals.</p> <p>Pakistan did not participate in this training.</p> <p><u>Evaluator's Comments:</u></p> <p>The project has trained a core group of laboratory chemists in the region in the use of sophisticated equipment. After the supply of equipments to the participating countries, this core group of chemists will be able to train other chemists in their respective countries. This is an example of achieving sustainability in building capacities of laboratory chemists.</p>
<p><b>Output 3 : In coordination with the Laboratory and Scientific Section of UNODC headquarters, suitable laboratories identified, equipped and laboratory chemists trained to conduct advanced tests on precursor chemicals</b></p>	
<p>3.1 Prepare informational material in testing of precursors in consultation with UNODC Laboratory and Scientific section and circulate among project countries</p>	<p>The UN protocols for testing of narcotic drugs and psychotropic substances and precursor chemicals were obtained from the UNODC's Laboratory and Scientific Section in Vienna and disseminated to all participating SAARC countries. The protocols disseminated are as follows: Scientific and Technical Notes – SCITEC / 13, Studies on Colour Tests for Field Detection on Narcotic Drugs and Psychotropic Substances; Scientific and Technical Notes – SCITEC / 20, Colour Tests for Precursor Chemicals and Amphetamine Type Substances (ATS); Scientific and Technical Notes – SCITEC / 21, Colour Tests for Precursor Chemicals and Amphetamine Type Substances (ATS); Scientific and Technical Notes – SCITEC / 5, Some Aspects of the Gas</p>

	<p>Chromatographic (GC) Analysis of Heroin; Recommended Methods for Testing Cannabis – ST / NAR / 8; Recommended Methods for Testing Methaqualone / Mecloqualone – ST / NAR / 15; Recommended Methods for the Identification and Analysis of Amphetamine, Methamphetamine and their Ring-Substituted Analogues in Seized Materials – ST / NAR / 34; Recommended Methods for Testing Opium, Morphine and Heroin – ST / NAR / 2; Recommended Methods of Testing Cocaine – ST / NAR / 7; Recommended Methods for Testing Opium, Morphine and Heroin – ST / NAR / 29 / Rev 1.</p> <p><u>Evaluator’s Comments:</u></p> <p>The project by way of disseminating the UN protocols has sensitized the laboratory chemists and institutionalized uniform testing procedures for illicit drugs and precursor chemicals in the region.</p>
<p>3.2 Identify laboratories for being developed to conduct advanced tests and for training of laboratory chemists</p>	<p><u>Bangladesh:</u> Bangladesh identified the Central Chemical Laboratory, Dhaka for conducting advanced tests and training of laboratory chemists.</p> <p><u>Bhutan:</u> Bhutan authorities identified the Public Health Laboratory for conducting advanced tests and training of laboratory chemists.</p> <p><u>India:</u> India identified the Central Revenues Control Laboratory (CRCL) New Delhi for conducting advanced tests and training of laboratory chemists.</p> <p><u>Maldives:</u> The Maldives identified the National Health Laboratory, under the Food &amp; Drug Authority, for conducting advanced tests and training of laboratory chemists</p> <p><u>Nepal:</u> Nepalese authorities identified the Central Police Forensic Laboratory for conducting advanced tests and training of laboratory chemists.</p> <p><u>Pakistan:</u> Pakistan identified the National Institute of Health, Islamabad for conducting advanced tests and training of laboratory chemists.</p> <p><u>Sri Lanka:</u> Sri Lanka identified the National Narcotics Laboratory for conducting advanced tests and training of laboratory chemists.</p>

	<p><u>Evaluator's Comments:</u></p> <p>The project has taken the first step forward in ensuring that all the countries have identified a primary forensic laboratory to conduct advanced testing and training on identification and profiling of precursor chemicals.</p>
<p>3.3 Provide laboratory equipment to laboratories selected for advance testing of precursors.</p>	<p>The project hired a laboratory consultant who made an assessment of the laboratory identified by each participating country. This assessment was carried out as per the UNODC guidelines by obtaining a completed questionnaire for each country's laboratory chief. The assessment was comprehensive and set the way forward to procure and supply uniform equipments to all participating countries. This exercise was completed in consultation with Laboratory and Scientific Section of UNODC Vienna. The country specific equipments to be supplied are listed below.</p> <p><u>Bangladesh:</u> UPS (a) 5/6 KVA – One (for GC); (b) 2 KVA – One (for HPLC); Water Purification System (for HPLC) – One; Computer, UPS (500VA), Printer – 3 sets; and Dehumidifier – 2 Nos. Total estimated cost in USD 21,000.</p> <p><u>Bhutan:</u> Thin Layer Chromatography System; UV- Visible Spectrophotometer; Gas Chromatograph; High Performance Liquid Chromatograph; and Water Purification System. Total estimated cost in U.S. Dollars (USD) \$65,400.</p> <p><u>India:</u> CRCL has been identified as the nodal laboratory. No assessment was completed as this laboratory was already participating in a global project of UNODC (GLO H44). Laboratory is well equipped, operational and the nodal laboratory for the South Asia region.</p> <p><u>Maldives:</u> Library for the existing FT-IR Equipment; Gas Chromatograph-Mass Spectrometer; and Water Purification System. Total estimated cost in USD \$74,000.</p> <p><u>Nepal:</u> Gas Chromatograph; High Performance Liquid Chromatograph; UV- Visible Spectrophotometer ; Water Purification System; pH Meter; UPS (2 KVA, 2 Nos. and 5 KVA, 1 No., 1 hour back up). Total estimated cost in USD \$74,200.</p>

	<p><u>Pakistan</u>: National Health Laboratory was identified as the nodal laboratory. No assessment was completed in view of UNODC’s LASS Vienna advice that a separate assessment with respect to all forensic laboratories in Pakistan was already in progress.</p> <p><u>Sri Lanka</u>: Mass Spectrometer for the existing Gas Chromatograph with necessary software and library (Agilent Technology, Model No. 7890A); and Water Purification System. Total estimated cost in USD \$48,000.</p> <p><u>Evaluator’s Comments</u>:</p> <p>The assessment of the identified laboratory in each participating country is an important achievement of the project. It lays the foundation for obtaining donor assistance to procure and supply laboratory equipments. Once the equipments are supplied, all participating countries will be capable of testing and analyzing illicit drugs and precursor chemical samples as per UN protocols. Thus the project has set the way forward for institutionalizing and generating forensic evidence relating to illicit drugs and precursor chemicals.</p>
<p>3.4 Conduct training of laboratory chemists in using new equipment</p>	<p>As mentioned in Output 2.4 above, regional training program was conducted jointly with CRCL New Delhi.</p> <p><u>Evaluator’s Comments</u>:</p> <p>The participants of this program received “hands on” training in the use of sophisticated laboratory equipments. The feed back received from the attendees was that the training program was short and limited. There is a need to conduct a more intensive program spread over a duration of at least one (1) month or more.</p>
<p>3.5 Establish linkages with labs of member countries as well as with regional labs for sharing information/data</p>	<p>A one day workshop on Networking / Integration of Forensic Laboratories in the Region was conducted and attended by policy makers and laboratory chemists from participating countries in the region. The workshop was organized in collaboration with the Central Revenues Control Laboratory, New Delhi. The objectives of the workshop was as follows:</p> <ul style="list-style-type: none"> <li>• integrating the identified labs into the national drug control frameworks</li> <li>• networking the identified laboratories with each other regionally, and</li> <li>• identifying forensic information that can be practically shared amongst labs in the region</li> </ul>

	<p>The intention of the workshop was to assist law enforcement agencies in the region to obtain relevant forensic information that will help in the backtracking of investigations which will determine the origin of illicit drugs and precursor chemicals. There was consensus on sharing forensic information through the CNAs for which a mechanism was also agreed upon.</p> <p><u>Evaluator's Comments:</u></p> <p>This is a significant and path breaking achievement wherein all participating countries agreed unanimously to share forensic information relating to illicit drugs and precursor chemicals. Although this was a significant breakthrough, the project should still pursue the active participation of the countries implementing and partaking in this sharing of forensic intelligence.</p>
<p><b>Output 4: Precursor - related equipment and informational material developed, published and distributed</b></p>	
<p>4.1 Publish and circulate quarterly newsletter on precursor control</p>	<p>Instead of publishing a newsletter on precursor control, the project created a specific link located at UNODC ROSA's website. This link contains precursor control related information pertaining to the participating countries located in the region. Seizures of drugs and precursors were also reported and updated continuously. The project offered technical assistance in hosting a website for the Bhutan Narcotics Control Agency (BNCA).</p> <p><u>Evaluator's Comments:</u></p> <p>The project has moved in the right direction in hosting an information sub site. This is an example of sustainability in that information published on the sub site was cost effective and beneficial as this avoided publishing news letters on regular basis. In addition, this sub site facilitated the exchange of information between participating countries. I recommend that this sub site must continue in operation regardless of the possibility that the project may be discontinued.</p>
<p>4.2 Publish wall charts, posters, etc. on precursor chemicals and their control and distribute among the project</p>	<p>Material disseminated were as follows: precursor ready reckoners /posters, model VCC, precursor manual, guidelines, CBT's, UN protocols for testing of drugs and precursors; guidelines for the Safe Handling and Disposal of Chemicals used in the Illicit Manufacture of Drugs.</p>

countries	<p><u>Evaluator's Comments:</u></p> <p>The fact that the project has distributed the above precursor control material to law enforcement and regulatory agencies is critical and important in that it has kept the issue of precursor control in the forefront of these participating countries. I recommend that all of these different types of reference materials be continuously made available to all participating countries at the completion and/or discontinuation of the project. Regardless of the outcome of the project, the CNAs must continue to focus on issues of precursor control in the region.</p>
4.3 Develop / distribute computer based training (CBT) programme on precursors	<p>CBT modules were redesigned and distributed to participating countries. The CBT's were also used during the training programs conducted by the project.</p> <p><u>Evaluator's Comments:</u></p> <p>It is my conclusion that the CBT program is an interesting learning tool for both drug law enforcement and regulatory officers in the region. This program is appropriate and relevant to the precursor trafficking situation existing in South Asia region; however, the only downside was that the program had just one (1) set of questions and answers (Q &amp; A) when completing the assignment. In addition, the project used the same Q &amp; A's for both the pre and post training exams and to assess the impact of the CBT training on the basis of the scores obtained in both exams.</p> <p>However, in contrast during the second round of the training programs, the project started conducting a written test that was answered individually by the attendees who were subsequently evaluated. In the process the project discovered from the trainings conducted earlier that the Q &amp; A for the pre and post tests must be different from each other. This improvisation of training delivery techniques is appreciated.</p>
4.4 Procure and supply precursor test kits to enforcement agencies as per their requirements	<p>Project assessed the requirements of precursor detection test kits in each participating country and procured and supplied precursor test kits as detailed below. They were procured from India. However, Pakistan was supplied test kits procured from UNODC, Vienna.</p>

	<p>Bangladesh, Bhutan, Maldives, Nepal and Sri Lanka received 10 test kits each; India: 50 test kits and Pakistan: 30 test kits.</p> <p><u>Evaluator's Comments:</u></p> <p>In addition to supplying precursor test kits, project has through the lab consultant trained the chemists in preparation of reagents which can be used in these field test kits. This initiative of the project must be sustained by the utilising the chemists trained in preparation of reagents and avoid recurring costs in purchase of the kits.</p>
<p><b>Output 5: Significant progress made by the project countries towards achieving the targets in respect of precursor control under UNGASS 1998</b></p>	
<p>5.1 Assess country wise progress made in achieving UNGASS goals for 2008 in respect of precursor control</p>	<p>United Nations General Assembly Special Session held in 1998 defined precursor specific goals to be achieved by member states. The outputs of the project aim to accomplish these goals. The project prepared and circulated a paper on the status of achievement of UNGASS goals to all participating countries by identifying gaps and requested them to update the status so that they can prepare themselves for the high level segment which took place in 2009. A workshop was also conducted by the project which was attended by all the CNAs except from India.</p> <p><u>Evaluator's Comments:</u></p> <p>This initiative of the project has assisted participating countries in preparing for the high level segment of the review of UNGASS goals.</p>
<p>5.2 Provide necessary assistance in their efforts to achieve UNGASS goals for 2008 in respect of precursor control</p>	<p>This output flows from output 5.1 above; therefore, no comments are needed.</p>
<p><b>Output 6: International, regional and bilateral cooperation in precursor control enhanced</b></p>	

<p>6.1 Encourage bilateral cooperation among member countries</p>	<p>The project has established communication channels with UNODC counterparts in South East and Central Asia to establish synergy with various projects and their activities and to share resources. Regular exchanges of information and views on trends take place with member countries and with counterparts of UNODC forums. The project has reviewed the drug and precursor trafficking situation and conducted assessment of the current situation during missions to participating countries thereby increasing regional cooperation among drug law enforcement agencies.</p> <p>The project encouraged countries to enter into bilateral agreements with each other thus creating a MOU between Bhutan and India on drug related matters. This MOU is currently under consideration of both the governments.</p> <p><u>Evaluator's Comments:</u></p> <p>A positive outcome of the project's emphasis on the sharing of information and intelligence has led to the encouragement of bilateral cooperation among the participating countries. The possibility of a MOU between Bhutan and India is a good example of the project's advocacy strategy.</p>
<p>6.2 Coordinate with SAARC and Colombo Plan Secretariat to promote cooperation in matters relating to precursor control</p>	<p>A MOU exists between UNDCP (now known as UNODC) and SAARC Secretariat for conducting joint activities. Project submitted a concept note for conducting such activities to SAARC Secretariat.</p> <p><u>Evaluator's Comments:</u></p> <p>Interacted of the project with SAARC Secretariat is, in my opinion, a very positive step as the mandate of SAARC and UNODC is common. The areas of cooperation with SAARC identified by the project also need to be carried forward. The issue of funds for conducting joint activities needs to be resolved. SAARC Secretariat, being a regional body should be able to obtain funds from the member states for conducting joint activities utilising the expertise available with UNODC. Project should have interacted with Colombo Plan Secretariat as well for mobilising resources and conducting activities.</p>

<p>6.3 Identify other regional and international forums for cooperation to establish institutional mechanisms/linkages</p>	<p>The project identified other regional forums like BIMSTEC and other UNODC counterparts like the Global Container Program for establishing cooperation and linkages. Two (2) participants from each of the coastal countries of Bangladesh, India, Maldives and Sri Lanka underwent training on container profiling techniques.</p> <p>This training was organized by the Global Container program in collaboration with the World Customs Organisation (WCO)</p> <p><u>Evaluator's Comments:</u></p> <p>I believe the project interacted with other UNODC forums efficiently and effectively. Though institutional mechanisms were not established, an informal exchange of intelligence and precursor trend analysis initiated and opened the way for establishing cooperation between participating countries. A good example of this was the exchange of information by the project with the Sri Lankan authorities, UNODC SE Asia and Scientists from laboratory Section, UNODC, Vienna relating to the clandestine lab seizure at Kosagama near Colombo.</p> <p>I consider this as one of the more important achievements of the project.</p>
<p><b>Output 7: National database on volume of trade in precursor chemicals</b></p>	
<p>7.1 Study existing national mechanisms for collection of data on precursors and identify country specific requirements</p>	<p>There is lack of uniformity in countries in the region on availability of precursor related data. Some countries like India, Pakistan and Bangladesh have database systems in place; however, other participating countries do not. The project assessed the prevailing systems in Maldives, Sri Lanka, Bhutan and Nepal. The assessments determined that the database systems were not in place and/or are largely inadequate. To begin with therefore, the project has advised concerned CNAs to collect basic data on the precursors that are being imported; the government agency (s) that permit imports; importers; distributors; and the end users. With this basic data, policy makers would be able to plan interventions in precursor import/export related issues to limit diversion of precursors from legitimate trade.</p> <p>The project has assisted Bhutan in carrying out an extensive survey with the above approach. It proposes to conduct similar baseline surveys in Nepal and Maldives; however unfortunately administrative constraints have prevented these to be conducted.</p>

	<p><u>Evaluator's Comments:</u></p> <p>Establishing a data base for Bhutan is an important and innovative step. The Bhutan example must be replicated in countries on similar level playing field, especially Nepal, Maldives and Sri Lanka.</p>
7.2 Develop country specific software for maintaining databases and provide the necessary hardware	<p>This activity has to be undertaken after all the countries have conducted a base line survey and compiled minimum data as indicated in output 7.1 above. Bhutan was the only country which has developed a database. The project submitted a proposal to Government of India for developing a data base for the country which was under their consideration.</p> <p><u>Evaluator's Comments:</u></p> <p>This is very important for making interventions by policy makers. CNAs should follow up and develop database systems in their respective countries.</p>
7.3 Develop country specific training programmes and train the personnel responsible for maintaining database on precursor chemicals	<p>This activity flows from output 7.2 above and as no software was developed the question of imparting training on maintaining database does not arise.</p> <p><u>Evaluator's Comments:</u></p> <p>No progress could be made by the project.</p>
<b>Output 8: Cooperation between the regulatory / law enforcement authorities and chemical trade and industry and professional organisations enhanced</b>	
8.1 Identify important players in trade and industry country wise and the manner in which they can prevent diversion	<p>Project encouraged CNAs to compile data on key players involved in the trade in precursor chemicals. Thereafter meetings were held with the representatives of chemical industry and trade in all countries. A meeting proposed in Pakistan did not take place.</p> <p>These meetings fostered cooperation between the regulatory agencies and the chemical industry and trade.</p> <p><u>Evaluator's Comments:</u></p> <p>This is a very significant initiative of the project in getting the regulatory and the trade on to a common platform. The chemical industry and trade are the first ones who come to be aware of any</p>

	diversion of precursor chemical and therefore seeking their cooperation is essential. This has to be continued by the CNAs and results of such interaction documented for future guidance.
8.2 Encourage trade and industry associations to adopt voluntary codes of conduct to prevent diversion of precursors in coordination with the authorities	<p>The project formulated a generic model Voluntary Code of Conduct (VCC) and encouraged the chemical industry and trade to adopt it in the meetings held with them. They were also sensitised on the provisions of the Code which were basically record keeping.</p> <p><u>Evaluator's Comments:</u></p> <p>I commend the project for coming up with a model VCC for the chemical industry and trade. Again this initiative has to build upon by the CNAs to ensure compliance by the industry and trade.</p>
8.3 Encourage competent authorities of all national governments to nominate liaison officers to establish and maintain regular contact between the competent authorities and chemical industry	<p>This is an integral part of the model VCC formulated by the project.</p> <p><u>Evaluator's Comments:</u></p> <p>The CNAs must ensure the implementation and continuation of this activity.</p>
8.4 Encourage compliance with precursor control measures by hospitals, private laboratories, etc. that use precursor chemicals	<p>This category of the users was not addressed by the project.</p> <p><u>Evaluator's Comments:</u></p> <p>I feel that this activity should be deleted as it is highly impracticable to address users like hospitals and private laboratories and quantities handled by them will definitely not large enough to tempt them for diversion.</p>
<b>Output 9: Operational law enforcement mechanisms, capable of detecting, preventing and conducting follow up / backtrack investigations relating to diversions of precursor chemicals (including those recovered from dismantled clandestine laboratories), established by project countries</b>	

<p>9.1 Encourage project countries and the SAARC Drugs Offences Monitoring Desk (SDOMD) to establish `regional precursor intelligence networks' to support precursor control operations</p>	<p>Project held discussions with the SAARC Secretariat and submitted a concept note for upgrading of the SDOMD to a Regional Intelligence Centre on the lines of similar institutions in Central Asia and Gulf states set up with assistance from UNODC.</p> <p><u>Evaluator's Comments:</u></p> <p>Visited the SAARC's Drugs Offences Monitoring Desk (SDOMD) in Colombo, Sri Lanka. Office is operational and it appears countries are reporting precursor related offences and seizures; however, the participating countries are not following up with further inputs and intelligence on investigations conducted by the law enforcement authorities. The idea of the project to upgrade it into a Regional Intelligence Centre is very appropriate and needs to be taken forward in discussions with the SAARC Secretariat. This will establish an institutional mechanism for sharing of real time intelligence inputs by drug law enforcement agencies in the region.</p>
<p>9.2 Provide material and technical support, necessary for the establishment of `regional precursor intelligence networks' as well as for operations / investigations undertaken to prevent diversions and indict traffickers.</p>	<p>The project has offered technical support to SAARC Secretariat for upgrading the SDOMD to a Regional Intelligence Centre. Project is also disseminating precursor related information to all participating countries.</p> <p><u>Evaluator's Comments:</u></p> <p>Based on my observation, the material provided has sensitised the participating countries of the existence and the purpose of the desk, thus leading to regular reporting by them.</p>
<p>9.3 Encourage countries to share with the concerned countries and the project office, intelligence / information relating to detection, prevention and seizures of precursor chemicals including seizures from</p>	<p>The project considers that the informal exchange of information network that it has established should be formalised and the responsibility should be taken over SDOMD (SAARC Drug Offences Monitoring Desk) which has been set up by the SAARC and with whom all South Asian countries are exchanging information. The project has taken upon itself the task of becoming the catalyst for exchange of information both within member states and with relevant regional forums. This is being seen as a positive intervention by the project by most CNAs.</p> <p><u>Evaluator's Comments:</u></p>

<p>dismantled clandestine laboratories on real time basis to facilitate back tracking investigations in order to identify sources and the traffickers.</p>	<p>Based upon my observation, Nepal appeared to be the most aggressive and active in reporting to SDOMD with regards to seizures and follow up of further intelligence on ongoing investigations. As noted previously, the sharing of intelligence is essential and critical for the success of preventing and detecting diversion of precursor chemicals. The project did establish a robust, though informal, information sharing network within the region and with regions in SE Asia and Central Asia. Almost all CNAs and law enforcement agencies appreciated this and agreed that they received seizure information from outside their own countries for the first time. This educated them and some established their own network with their counterparts in other countries. It is important to institutionalise this arrangement.</p>
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Annex 2 - Organisations visited and persons interviewed

29 July 2009

UNODC Regional Office for South Asia, New Delhi

Ms. Ashita Mittal, Deputy Representative, UNODC, ROSA  
Mr. Narendra Kumar, Joint Director, Central Revenues Control Laboratory, New Delhi

30 July 2009

Ministry of Finance, Department of Revenue, North Block, New Delhi

Mr. Jose Cyriac, Additional Secretary  
Mr. Mukul Singhal, Joint Secretary  
Mr. P.V. Subba Rao, Director (NC)

Narcotics Control Bureau, New Delhi

Mr. O.P.S. Malik, Director General, Narcotics Control Board  
Mr. Om Prakash, Deputy Director General, Narcotics Control Board  
Mr. A.P. Siddique, Deputy Director, Narcotics Control Board

Central Economic Intelligence Bureau, New Delhi

Mr. A.P. Kala, Special Secretary, CEIB

31 July 2009

National Dangerous Drugs Control Board, Colombo, Sri Lanka

Mr. D.P. Mendis, Chairman NDDCB  
Mr. K. Gamage, Executive Director, NDDCB,  
Mr. Weikeremasinghe, Superintendent of Customs  
Mr. Dulan Amarasinghe, Chemist  
Visit to the National Narcotics Laboratory

Mr. Ahmed Mohamed, Director General, Drug Rehabilitation Services, Maldives  
Mr. Abdulla Shareef, Superintendent of Customs, Maldives

01 August 2009

Police Narcotics Bureau, Colombo, Sri Lanka

Mr. Eric Perera, Director, Police Narcotics Bureau, Sri Lanka  
Visit to office of the SAARC Drug Monitoring Desk (SDOMD)

02 August 2009

Hotel Annapurna, Kathmandu

Mr. Kinley Dorji, Executive Director, BNCA, Bhutan

03 August 2009

Mr. Shankar Prasad Koirala, Joint Secretary, MOHA,  
Mr. Hemant Malla, Chief, Narcotics Drug Control Law Enforcement Unit(NDCLEU)  
Mr. Kuber Singh Rana, DIG of Police

Visit to Police Training Institute and Central Police Forensic Science Lab (CPFSL)

Mr. Uttam Karker, Superintendent of Police, Police Training College, Nepal  
Mr. Yog. Bahadur Pal, Narcotics Unit in charge, CPFSL

04 August 2009

Ms. Rajapakse, Director, SAARC Secretariat

05 August 2009

Department of Narcotics Control, Dhaka, Bangladesh

Mr. Humayun Kabir, Director General, Department of Narcotics Control (DNC)  
Mr. Yusaf Ali, Additional Director General, DNC  
Mr. Akteruzzaman Md. Mostafa Kamal Director (Preventive Education)  
Mr. Syed Abdul Momin, Additional Director, DNC  
Mr. Mahabubel Karim Khan, Deputy Director, DNC  
Mr. Jyotirmoy Dutta, deputy Secretary, MOHA  
Mr. Parutosh Kumar Khundo, Assistant Director, DNC  
Mr. Mazibur Rehman Patwary, Assistant Director, DNC  
Mr. Sobir ahmed, Chief Chemist, Forensic Lab, DNC  
Mr. Shafiqul Islam Sarkar, Senior Chemist, Forensic Lab, DNC

Representatives from chemical industry and trade in Bangladesh

Mr. Md. Tofazzal Sossain, Trade International, Dhaka  
Mr. Md. Abdulla Al Wahid, Eskayef Bangladesh Ltd, Dhaka  
Mr. Kamiruddin Khan, Swan Chemicals, Dhaka

06 August 2009

Ms. Jagjit Pavadia, Narcotics Commissioner, Central Bureau of Narcotics, New Delhi

07 August 2009

UNODC Regional Office for South Asia, New Delhi

Mr. Mukesh Verma, Course Coordinator, Central Bureau of Investigation Academy,  
Ghaziabad  
Mr. S.K. Datta, Joint Director, Forensic Sciences Laboratory, Guwahati  
Mr. Ian Munro, Chief, Organised crime and Anti Money Laundering Unit, UNODC,  
Vienna - telephonic talk

11 August 2009

UNODC Regional Office for South Asia, New Delhi

Ms. Cristina Albertin, Representative, UNODC, ROSA

21 August 2009

UNODC Regional Office for South Asia, New Delhi

Mr. Taimur Khusrow, Senior Joint Secretary, Ministry of Narcotics Control, Pakistan –  
telephonic talk



**UNODC**

United Nations Office on Drugs and Crime

**UNITED NATIONS OFFICE ON DRUGS AND CRIME  
TERMS OF REFERENCE FOR PROJECT EVALUATION**

<b>Project Number and Title</b>	AD/RAS/H60 – Strengthening precursor chemical control in South and South West Asia
<b>Duration of the Project</b>	September 2005 – September 2009
<b>Thematic Area of the Project</b>	1. Rule of law; 1.2 International cooperation in criminal justice matters; Enhanced capacity for law enforcement cooperation against crime, organized crime, corruption, drug trafficking, diversion of precursors and terrorism
<b>Location</b>	UNODC ROSA, New Delhi
<b>Other Counterpart Government Agencies</b>	Competent National Authorities of Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka
<b>Executing Agency and Partner</b>	United Nations Office on Drugs And Crime, Regional Office for South Asia (UNODC, ROSA)
<b>UNODC Total Budget</b>	US \$ 650,000

**Background Information**

The project objective was to strengthen precursor control in eight SAARC countries - namely, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka, promote regional cooperation with Afghanistan as well as promote inter-regional cooperation. It sought to accomplish this objective by assisting the countries in establishing strong and effective precursor control regimes. Additionally, the project was to enhance cooperation between them with a view to prevent/reduce diversions. These objectives would also enable countries to fulfill their commitments in respect of precursor control under UNGASS 1998.

The immediate objective of the project was to have effective precursor control

legislation, working mechanisms, standard operating procedures and adequate precursor control training facilities in place in all participating countries.

The project was to build upon the significant achievements made by the previous project, AD-RAS-95-938. Initially the project was to commence activities from September 2005 for duration of 2 years. However, due to administrative constraints, it became operational only from October 2006. The overall budget was US \$ 650,000 – the two donors being the US government and the Government of India.

The first Project Advisory Committee (PAC) met on 29 November 2006. It endorsed the Work plan and steered the activities of the project thereafter. The first Tripartite Review meeting (of donors, participants and the project team) was held in November 2007. It took stock of the progress made in implementation of the Work plan and recommended that the project be continued beyond December 2008. The second Tripartite Review meeting was held in August 2008 which unanimously commended the performance of the project and recommended a no cost extension of the project till 30 June 2009. The project has received another no cost extension till September 2009 to enable it to complete the evaluation.

### **Purpose of evaluation**

This external evaluation is mandated by the UNODC Guidelines on evaluation. The purpose of the evaluation is to measure achievements, outcomes and impacts. The overarching objective is to learn lessons from implementation of the project that can form the basis for instituting improvements to the existing and future project planning, design and management.

The main stake holders of the project are the members of the PAC. These include Competent National Authorities (CNAs) of participating countries and government counterparts who will be contacted by the evaluation team to obtain feed back on the performance of the project.

### **Scope of evaluation**

The evaluation must consider the performance of the project in the region for its entire duration from September 2005 till date.

The project could not conduct any activities in Pakistan due to geo political considerations although the Competent Authority took part in PAC and Tripartite deliberations. The evaluation may consider offering its views on the pros and cons of Pakistan not being an active partner and its impact in the region.

The evaluator(s) should focus on crucial and strategic issues during project design and implementation. While the major emphasis shall be on measuring outcomes and impact, the evaluation will also analyze project concept and design, and project implementation.

The evaluator(s) shall also assess whether the desired results have been achieved, and if not, whether there has been some progress made towards their achievement, whether the programme addresses the identified needs / problem (relevance), whether the programme / project contributes to a priority area or comparative advantage for UNODC in the country or region.

The evaluator(s) shall ensure that lessons learnt from the project will be recorded and recommendations on possible follow-up activities will be made as appropriate. The evaluation will also assess the spin-offs, if any, as well as any achievements, beyond the project mandate. While analyzing the challenges in implementation, the efforts made to address the challenges will also be evaluated. Efforts made to sustain the activities will also be looked into.

### **Project concept and design**

The evaluator(s) shall assess project strategy, approaches, design and fund flow mechanisms with special reference to:

- a. The adequacy of the analysis and identification of the problem to be addressed;
- b. The relevance of the long-term objective to 'strengthening precursor chemical control in the region';
- c. The clarity, logic and coherence of the project design;
- d. The manner in which the project addressed the problem and the strategy in terms of appropriateness and obtain ability of objectives (both immediate and long-term) and attainability of planned outputs and activities within the time frame / appointment of personnel and inputs provided in the project document;
- e. The executing modality, managerial arrangements and the agreed prerequisites by the government counterparts;
- f. The appropriateness of the immediate objectives to achieve the long-term objective of the project (as compared to alternate approaches to accomplishing the same objectives) and
- g. The relevance of the outputs to achieving the objectives.

### **Project implementation**

The evaluator(s) shall assess:

- a. Whether the project strategy has been implemented as planned in the project document or it has been revised (and for what reason) during the course of the project implementation;
- b. The executing and implementing modalities and managerial arrangements and its impact on program delivery issues;
- c. The inputs, outputs, implementation methodologies and therefore the appropriateness of agreed pre-requisites for project implementation;
- d. The terms of reference, efficiency and effectiveness of project management in carrying out the activities to achieve each of the outputs;
- e. The Work plan and planned duration of the project as well as the decisions reached in the Project Advisory Committee meetings;

- f. The administrative monitoring and backstopping of the project by UNODC Headquarters, UNODC ROSA and the Government counterparts;
- g. The efficiency and effectiveness of activities carried out;
- h. The planned duration of the project as well as the ability of the project to meet the emerging needs / changing trends of the problem;
- i. The obstacles and challenges encountered and measures taken to overcome them;
- j. The fulfillment of agreed pre-requisites by the project parties and its impact on the project deliverables; and
- k. Indicators utilized to verify achievements of objectives.

### **Project outputs, outcome, impact and sustainability**

The evaluator(s) shall assess the quality and quantity of outputs produced and of outputs likely to be produced, outcomes and impact achieved or expected to be achieved by the project. This should encompass an assessment of the achievement of the immediate objectives and the contribution to attaining the precursor control objective. The evaluator(s) should, in particular, assess the ability of the project,

- a. To train a selected number of drug law enforcement officers on precursor control;
- b. To assist participating countries in framing legislation, administrative regulations and strengthening working mechanisms including developing Standard Operating Procedures on precursor control;
- c. In strengthening training institutions to conduct courses on precursor control;
- d. In strengthening forensic labs – infrastructure and capacity building support including achieving networking of forensic labs in the region for sharing forensic information;
- e. In acting as a platform for exchange of information among participating countries on seizures of drugs / precursors and ability to analyze emerging trends in trafficking;
- f. In assisting countries in achieving goals set in UNGASS 1998;
- g. In fostering a healthy partnership between LE and chemical industry and trade with a view to prevent diversion of precursor chemicals from licit trade;
- h. In setting up a regional precursor information/intelligence network

### **Findings, lessons learned and recommendations**

As Project RAS/H60 is a successor to the earlier precursor project, the evaluator(s) shall analyze and compare the impact made by both the projects. Recommendations may also be made in respect of issues related to the planning, execution and implementation of the project. The evaluator(s) should constitute ideas and proposals for concrete action, which could be taken in future to improve and rectify undesired outcomes and could be included in the design of future national / regional projects.

The evaluator(s) should record lessons learned from the project, which are valid beyond the project itself. The evaluation shall also record the difference this project has made to the beneficiaries and their willingness to sustain the activities.

## **Evaluation methods**

The evaluator(s) shall follow the guiding principles for evaluations at UNODC (attached).

The project document and project performance evaluation reports submitted to Tripartite Review meetings and minutes of such meetings and PAC meetings shall be the basic documents for review. The semi-annual and annual reports, mission reports, feed back of participants attending training and training material including publications produced by the project shall also be taken into consideration.

The evaluator(s) will study the relevant documents and publications by the project. These documents will be sent to the evaluator(s) prior to the commencement of the missions. In addition, any other documents that may be requested by the evaluator(s) will be made available during a briefing in Delhi by UNODC. The evaluation should include participation of partners and stakeholders. The evaluator(s) will obtain feed back from the Competent National Authorities of as many participating countries as feasible, and interview some of the participants of the training programmes. Effort should be made to interview beneficiaries of this project including representatives from the industry and trade. The evaluator(s) may also use questionnaires to obtain feed back.

The evaluator(s) should not have been involved directly in the design, appraisal or implementation of the project. Furthermore, s/he will not act as representative of any party, but should use an independent judgment.

## **Evaluation Team composition**

The evaluation will be done by a team of two Consultants, one National (Annexure I) and one International (Annexure II), the former being the Coordinator. UNODC will award individual contracts to the Consultants for matters of payment etc. The Consultants will work together as a team and undertake their own division of responsibilities if required. They will be appointed on the basis of experience in project evaluation, monitoring, implementation and exposure in working on issues related to Drug Law Enforcement would be preferable. The evaluation team, if required, can avail the services of one Support Staff. The Support Staff shall be identified in consultation with UNODC and can be employed after the required contract is issued by UNODC.

## **Planning and Implementation arrangements**

The Project Coordinator and the project team will brief the evaluator(s). The evaluator(s) will also consult the Representative of UNODC, Regional Office for South Asia, New Delhi. The evaluator(s) will conduct a desk review for which the following documents will be made available to them,

- Project document, project revision documents, budget statements
- Annual Project Performance reports (APPRs)
- Project Performance Evaluation reports prepared for the PAC/TPR meetings

- Minutes of the PAC/TPR meetings
- Report of baseline survey on precursor chemicals in Bhutan
- Correspondence relating project activities, output wise
- Mission reports of project staff
- Inputs obtained from participating countries relating to project activities

In addition the knowledge products developed by the project will be shared with the evaluator(s).

Missions would require to be conducted by evaluator(s) to Kathmandu, Nepal and Colombo, Sri Lanka as per time table mentioned below.

The evaluator(s) will be provided with the evaluation plans and the project team will facilitate interviews and meetings.

The evaluator(s) will present the findings in a concise but comprehensive report.

### **Evaluation report and follow-up**

The evaluator(s) should submit the evaluation report in the standard format. Copies of the UNODC Standard Format and Guidelines and Evaluation Assessment Questionnaire are attached. Evaluator(s) should follow these prescribed formats while preparing his report. Before the submission of the final evaluation report to UNODC, the evaluator(s) will prepare and discuss the draft evaluation report with the Project Team of UNODC.

Although the evaluator(s) should take the views expressed by the concerned parties into account, s/he should use her/his independent judgment in preparing the evaluation report. The evaluator(s) will also complete the summary assessment questionnaire. Within two weeks of the completion of the evaluation mission, the evaluators will send to Regional Office for South Asia electronically (in Word and PDF format) the Evaluation Report, the Evaluation Summary and the Questionnaire. The evaluator(s) would be available to answer any further queries from UNODC with regard to the evaluation.

Annexes to the Evaluation Report may be kept to the minimum. Only those annexes that save to demonstrate or clarify an issue related to a major finding should be included. Existing documents should be referenced but not necessarily annexed.

### **Time – line**

Mid July to August, 2009

The time table for missions to be conducted by evaluator(s) is as below:

Desk review	5 days Delhi, India
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Meetings / discussions with CNAs, enforcement agency & laboratory personnel from Nepal, Bhutan & Bangladesh

2 days  
Kathmandu, Nepal

Meetings / discussions with CNAs, enforcement agency and laboratory personnel from Maldives and Sri Lanka.

2 days  
Colombo, Sri Lanka

Meetings / discussions with officials from Department of Revenue, Narcotics Control Bureau, Central Bureau of Narcotics and Central Revenues Control Laboratory.

2 days  
Delhi, India

Meetings with Consultants engaged by the project Mr. S.K. Datta, Lab Consultant and A.P. Kala, Consultant for framing the Rules and Regulations for Bhutan.

1 day  
Delhi, India

Submission of Report

2 weeks from completion of evaluation

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Annex 4 – Terms of reference for International Consultant



**UNODC**

United Nations Office on Drugs and Crime

**UNITED NATIONS OFFICE ON DRUGS AND CRIME TERMS OF  
REFERENCE FOR INTERNATIONAL CONSULTANT**

<b>Project Number and Title</b>	AD/RAS/H60 – Strengthening precursor chemical control in South and South West Asia
<b>Duration of the Project</b>	September 2005 – September 2009
<b>Thematic Area of the Project</b>	1. Rule of law; 1.2 International cooperation in criminal justice matters; Enhanced capacity for law enforcement cooperation against crime, organized crime, corruption, drug trafficking, diversion of precursors and terrorism
<b>Location</b>	UNODC ROSA, New Delhi
<b>Other Counterpart Government Agencies</b>	Competent National Authorities of Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka
<b>Executing Agency and Partner</b>	United Nations Office on Drugs And Crime, Regional Office for South Asia (UNODC, ROSA)
<b>UNODC Total Budget</b>	US \$ 650,000

**I. BACKGROUND OF THE PROJECT**

**Background information**

The project objective was to strengthen precursor control in eight SAARC countries - namely, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka, promote regional cooperation with Afghanistan as well as promote inter-regional cooperation. It sought to accomplish this objective by assisting the countries in establishing strong and effective precursor control regimes. Additionally, the project was to enhance cooperation

between them with a view to prevent/reduce diversions. These objectives would also enable countries to fulfill their commitments in respect of precursor control under UNGASS 1998. The project was to build upon the significant achievements made by the previous project, AD-RAS-95-938. Initially the project was to commence activities from September 2005 for duration of 2 years. However, due to administrative constraints, it became operational only from October 2006. The overall budget was US \$ 650,000 – the two donors being the US government and the Government of India.

The first Project Advisory Committee (PAC) endorsed the Work plan in its first meeting on 29 November 2006 and steered activities of the project thereafter. The first Tripartite Review meeting (of donors, participants and the project team) was held in November 2007. It took stock of the progress made in implementation of the Work plan and recommended that the project be continued beyond December 2008. The second Tripartite Review meeting was held in August 2008 which unanimously commended the performance of the project and recommended a no cost extension of the project till 30 June 2009.

The immediate objective of the project was to have effective precursor control legislation, working mechanisms, standard operating procedures and adequate precursor control training facilities in place in all participating countries.

### **Educational Qualifications and Experience**

- An advanced degree in criminology, social science, law or a related field.
- At least 10 years of prior work experience in the field of public service / law enforcement.
- Experience in working on counter narcotics enforcement activities will be an advantage.
- Experience in drafting project evaluation reports and knowledge of and practical experience in project implementation monitoring and evaluation.
- Experience in dealing with / handling international issues.

**Duties and Responsibilities** - as stated in the TOR

### **Time line**

Mid July to August 2009 – as per time table mentioned in the TOR

Annex 5 - Evaluation assessment questionnaire

Project/programme title: Regional Precursor Chemical Control Project for South and South West Asia

Project/programme number: AD- RAS- H60

The evaluators are required to rate each of the items shown below on a scale of 1 to 5 (1 being the lowest and 5 being the highest), as follows:

- 5 = Excellent (90-100 per cent)
- 4 = Very good (75-89 per cent)
- 3 = Good (61-74 per cent)
- 2 = Fair (50-60 per cent)
- 1 = Unsatisfactory (0-49 per cent)

These ratings are based on the findings of the evaluation and thus are a translation of the evaluation results.

<b>A.</b>	Planning	<b>Rating</b>				
		1	2	3	4	5
1.	Project design (clarity, logic, coherence)					√
2.	Appropriateness of overall strategy					√
3.	Achievement of objectives					√
4.	Fulfilment of prerequisites by Government				√	
5.	Adherence to project duration					√
6.	Adherence to budget					√

<b>B.</b>	Implementation	<b>Rating</b>				
		1	2	3	4	5
7.	Quality and timeliness of UNODC inputs					√
8.	Quality and timeliness of government inputs					√
9.	Quality and timeliness of third-party inputs					√
10.	UNODC headquarters support (administration, management, backstopping)				√	

11.	UNODC field office support (administration, management, backstopping)					√
12.	Executing agency support					

<b>C.</b>	Results	<b>Rating</b>				
		1	2	3	4	5
13.	Attainment, timeliness and quality of outputs					√
14.	Achievement, timeliness and quality of outcomes					√
15.	Programme/project impact					√
16.	Sustainability of results/benefits					√

<b>D.</b>	Recommendations	<b>Rating</b>				
	<i>The evaluator should choose ONE of the four options below.</i>					
	Continue/extend without modifications					
	Continue with modifications					√
	Revise project completely					
	End project					

<b>E.</b>	<p>Comments</p> <p><b>The Bhutan model of conducting baseline survey on precursor chemicals information may be replicated in similarly placed countries.</b></p> <p><b>The training methodologies adopted were best suited for the region and can be replicated by all law enforcement training establishments in the region.</b></p> <p><b>The idea of networking forensic laboratories in the region can be followed in other regional offices of UNODC.</b></p>
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