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MID-TERM EVALUATION REPORT

Project Number:

TD/AFG/J43

Project Title:

Strengthening the Operational Capacities of Counter Narcotics
Police of Afghanistan (CNPA)

Thematic area:

Law Enforcement

Country:

Afghanistan

Report of the Independent Evaluation Team

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**Strengthening the Operational Capacities of Counter Narcotics
Police of Afghanistan (CNPA), Project TD/AFG/J43**
Table of Contents

Abbreviations and acronyms

Executive Summary	5
A. Summary Major Findings and Achievements	5
B. Evaluation Assessment	6
C. Strengths and Weaknesses	7
D. Key Recommendations	12
1. Introduction	12
1.1 Purpose and Objective of Mid-Term Evaluation	12
1.2 Methodology	13
1.3 Structure of Evaluation Report	13
2. Project Context	14
2.1 Country Context	14
2.2 Project Background	14
2.3 Project Summary	16
3. Project Analysis and Planning Phases	17
3.1 Project Analysis and Identification Process	17
3.2 Project Planning Phase	18
4. Analysis of Achievements and Findings	18
4.1. Project Implementation Arrangements	21
4.2 Achievements of Outputs	21
4.2.1 General Observation	23
4.2.2 Strengthening CNPA to Perform Effective Drug Control Activities (Output 1)	23
4.2.3 Appropriate Premises Constructed for the CNPA (Output 2)	25
4.2.4 Mentoring and ICT Maintenance and Repair Capacity (Output 3)	26
4.2.5 CNPA Role Enhanced at National and Regional and International level (Output 2)	27
4.2.6 Achievements and Contribution towards Project Objectives	28
4.3 Advocacy	28

5. Major Constraints and Observations	29
6. Assessment Based on Evaluation Criteria	30
6.1 Relevance	30
6.2 Ownership	31
6.3 Effectiveness	32
6.4 Efficiency	33
6.5 Sustainability	34
7. Lessons Learned	35
8. Recommendations	35
9. Conclusion	37

ANNEXES

1. MT Evaluation TOR
2. List of Interviewees

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Abbreviations and Acronyms

UNAMA	United Nations Assistance Mission in Afghanistan
ANDCS	Afghan National Drugs Control Strategy
ANDS	Afghan National Development Strategy
CARICC	Central Asian Regional Intelligence and Coordination Centre
CJTF	Criminal Justice Task Force
CN	Counter Narcotics
CNPA	Counter Narcotics Police of Afghanistan
CNTA	Counter Narcotics Training Academy
CNTU	Counter Narcotics Training Unit
DEA	Drugs Enforcement Agency (US)
ET	Evaluation Team
HMRC	Her Majesty's Revenue and Customs
LE	Law Enforcement
LFM	Logical Frame Matrix
MCN	Ministry of Counter Narcotic
MDTS	Mobile Detection Teams
MOF	Ministry of Finance
MOI	Ministry of Interior
MLA	Mutual Legal Assistance
NDS	National Directorate of Security (Intelligence Services)
NGOs	Non Governmental Organizations
INGOs	International Non Governmental Organizations
PCM	Project Cycle Management
PFP	Project Focal Point
PRC	Project Review Committee
RBM	Results Based Management
SOSI	Company a successor of Blackwater (SOSI stands for the name of The owner/Managing Director a US/Armenian)
SPFA	Strategic Programme Framework for Afghanistan
TADOC	Turkish National Police Training Academy
UNODC	United Nations Office on Drug and Crime

Executive Summary

A. Summary Major Findings and Achievements

The project under evaluation focuses on four components: i) strengthening the CNPA HQ and ten provincial offices by upgrading ICT technology and the training staff to effectively tackle CN activities; ii) providing new premises to key provincial CNPA offices; iii) provision of mentoring to support as well as technical services; iv) assist the Afghan Government to enhance its role at the regional and international level to benefit from international cooperation initiatives.

Since its creation in 2003, with a staff of 30 personnel, CNPA, the primary law enforcement agency in Afghanistan in the fight against narcotics has seen a year-on-year growth in operational capabilities and expertise reaching to its current staff of 3725 as authorized in the latest approved organisational structure. The CNPA now has personnel in all 34 provinces of Afghanistan. This increased capability is a testimony to the government's strong commitment to improve CN efforts in Afghanistan and strong bases to build on.

UNODC has made a major contribution to the establishment of an effective and credible Forensic Science Laboratory, run by Afghans, dedicated to the analysis and identification of controlled substances including precursor chemicals. Compared to period before project intervention, for which counter parts admit was insignificant, the CNPA has in 2008 (1387), tested a total of 1823 samples of which 65% were found to be either heroin or opium, with 30% cannabis, and 5% precursor chemicals. This was made possible as a result of its enhanced capability in forensics..

The increased level and competency of CNPA specialist investigative techniques, has resulted during 2008, in a total of 397 serious cases involving a total of 442 suspects, being prosecuted through the special Criminal Justice Task Force (CJTF) of the CNPA. Of these 442 suspects, a total of 355 were convicted and sentenced to substantial terms of imprisonment.

Out of the three new premises planned for construction for Baghlan, Ghazni and Uruzgan provincial CNPA offices, only that of Baghlan has been 70% completed at the time of evaluation. With respect to Uruzgan, this project has been abandoned, as another donor came in to take responsibility for construction; while that for Ghazni, is at a very early stage..

One of the project components focuses on creating a support laboratory and training facility to upgrade the radio network between the CNPA HQs and the nine key provincial offices. The plan has, however, not been implemented although a consultant had been hired for this purpose. The consultant's recommendations have not, however, been acted upon, according to project management, because the CNPA could not designate (through the organisational structure process) appropriate staff to run the new unit. Consequently, to date, communication between CNPA HQ and its provincial offices is currently conducted mainly by cellular telephones, which hampers effective operations due to slow, and unreliable communication of intelligence and investigative information between CNPA HQ and the provincial offices.

UNODC has organized and facilitated the participation of senior officials and experts from MOI, CNPA, and Customs authorities, in bilateral, regional and international conferences, training

workshops, and study tours; aimed at exposing counterparts to international best practice in CN activities. Moreover, involving Afghan CN officials and experts in multilateral and bilateral initiatives and conferences has created opportunities for establishing institutional contacts that help the building of mutual trust among concerned authorities of neighbouring countries and international CN organizations thereby enhancing the credibility and profile of the CNPA in the region. These efforts have, however, yet to translate into concrete MOUs and MLA agreements, particularly with the members of the Triangular Initiative. The challenge for the project is the functioning of the Joint Planning Cell (JPC) decided in the second ministerial meeting of the Triangular Initiative held in Tehran on the 7th of May 2008, which has the potential for carrying out effective joint CN operations by the member States. Ultimately the functioning of the JPC is a function of the level of mutual trust and consensus that could develop in the process among participating states, which is beyond the scope of the project despite UNODC's persistent efforts.

Most of project outputs noted above were, however, delivered after mid 2008 i.e. a year after commencement of project, a significant delay.

Project development documents and the actual progress in project implementation suggest that the Afghan counterparts, particularly the CNPA, have not been sufficiently involved in the PCM processes – Project Analysis and Planning phases. Consequently, lack of meaningful ownership denied counterparts to develop capacity to plan and manage programmes and projects, which is essential for ensuring sustainability of initiated project processes and achievements realized as a result of programme/project intervention. Moreover, in the implementation phase, a Project Revision Committee, provided for in the project document, was not complied with; and failure to seriously and consistently use regular work plans to jointly monitor and assess project progress, denied the project of a key proactive management tool for stakeholders, including counterparts.

Evaluation has learned that UNAMA has decided to give high priority to CN policy and strategy, by establishing a CN Unit recently. This new Unit aims to strengthen UN influence on GOA CN policy and legislation at the highest political level as well as to lobby for continued commitment of the international community to provide support Afghanistan. The Unit also intends to promote the streamlining of CN activities among relevant UN agencies operating in Afghanistan.

In light of UNODC's mandate and expertise, ET contends for devising appropriate mechanisms that promote complementarity and joined-up working between UNAMA CN Unit and UNODC Country Office Afghanistan.

B. Evaluation Assessment

Relevance

The project is relevant to the objectives and priorities established in the: i) GOA National Drug Control Strategy formulated in January 2006, ii) the Afghanistan Compact agreed between the G.O.A. and the International Community on 31st January-1st February 2006, iii) the Paris Pact Initiative's 7 interlinked action plans, collectively known as the RAINBOW STRATEGY, that aim to encourage the G.O.A. and its neighboring countries to combat drug trafficking and associated organized crime, with support of the Paris Pact partners; and iv) UNODC Strategic Programme Framework for the G.O.A. 2009 -2011.

Ownership

Examination of project reports and discussion with counterparts and donors and project management has revealed that the project has not sufficiently utilized participative mechanisms that enhance counterpart ownership of the PCM process, including those management arrangements articulated in the project document.

Effectiveness

At this stage in the project implementation process, it may not be possible to fully determine the degree to which the utilization of accomplished outputs has contributed to the achievement of the associated project Immediate Objectives and much less to the Overall Objective. As discussed in Chapter 5, most of the key outputs have only been either accomplished or activities leading to their realization commenced towards early to mid 2008, a year after the start of the project. Evaluation nonetheless contends that the accomplishment of these outputs and on-going activities will contribute to increased CNPA capability to contribute to the Overall Objective as their utilization starts to make effect.

Efficiency

The project has substantial outstanding activities and outputs yet to accomplish in the six months period left to end the project. The delay is largely attributable to problems related to: late start of implementation, inability to timely recruit and retain international project coordinator as well as lack of proactive project management and monitoring system.

Sustainability

The GOA has come a long way towards building capacity since the late 1990s with UNODC technical assistance. The GOA has demonstrated strong commitment in the National Development Strategy and National Drug Control Strategy adopted in January 2006. Appropriate legislation and structures have been institutionalized. It is, however, still all work in progress; relevant structures and institutions need to be strengthened and capacity to develop action plans, coordination, monitoring and evaluation mechanisms. Crucially, budgetary limitations could in the short to medium term pose challenge to sustain achieved advances in CN activities as evidenced in shortfalls often faced in meeting operational expenditure by some CN agencies. Although the international community seems to be committed to assist GOA, counting on international community is not a substitute to building national capabilities.

C. Project Strengths and Weaknesses: On the basis of analysis of achievements and findings evaluation makes the following observations:

PCM & Evaluation Criteria & Achievements	Strengths	Weaknesses
Relevance	Alignment to: GOA National Drug Control Strategy (NDCS); Afghanistan Compact; Paris Pact Initiative's, RAINBOW STRATEGY/; - UNODC Strategic Programme; Framework for GOA, 2009 -2011.	

PCM & Evaluation Criteria & Achievements	Strengths	Weaknesses
Ownership	<ul style="list-style-type: none"> - Government capital contribution in the form of premises; - Customs clearance for project inputs - Responsibility in operational management and budget for staff and security for the CNTU - hosting training activities 	<p>Failure to closely involve counterparts in the PCM process:</p> <ul style="list-style-type: none"> - project development (Analysis and Planning phases); - Development of Logical Framework Matrix (hierarchical structure of Overall Objectives, Immediate Objectives, Outputs and Activities; and Objectively Identifiable performance indicators, source and means of verification, and assumptions and risks) - Failure to establish a functioning PRC - Preparation and review of work plans - Reviewing project progress Reports Joint revision of project strategies - Lack of formal mechanisms to involve relevant national stakeholders in the implementation of project (e.g. MCN, Customs Authorities, Border Police, in the development of new projects, reviewing project progress and evaluation reports).
Effectiveness	<ul style="list-style-type: none"> - negligible overall contribution to Increased sustainable capacity of CNPA - promising efforts to promote regional cooperation in CN activities, particularly the establishment of Joint Planning Cells under the Triangular Initiative, and the growing interaction with CARICC. 	<ul style="list-style-type: none"> - partial accomplishment of some of the 4 outputs: <ul style="list-style-type: none"> - only one new office premises 70% completed from 3 planned. - training needs analysis not yet even started. - A functioning ICT lab and maintenance not yet established, hampering effective communication among CNPA units. - Integrated training programme not yet developed on the basis of training needs analysis

PCM & Evaluation Criteria & Achievements	Strengths	Weaknesses
Efficiency		<ul style="list-style-type: none"> - Inflexible requirements of the organisational structure - Failure to use work plans as a management tool to enable proactive project management - Lack of rigor in specifying performance indicators of project results (at the output and objective levels) and in the design of hierarchical structure and coherence (overall objective, immediate objectives, and outputs)
Sustainability	<ul style="list-style-type: none"> - Strong political commitment - structures for internalization of project results legislated (Counter Narcotics Law of Afghanistan) - Ministerial level Implementing Agencies and CNPA in place. - Strong support from the international community for CN activities 	<ul style="list-style-type: none"> - lack of effective coordination mechanisms at national and provincial and district levels - Risk of inadequate national resources for the implementation of the National Drug Control Strategy. - Lack of planning and management capacity in CN activities
Project Implementation Arrangements and Practices	<p>Project Document has provided appropriate management arrangements:</p> <ul style="list-style-type: none"> - Project Review Committee - Clear roles for Project Management Team and National Counterparts - Clear project monitoring modality 	<ul style="list-style-type: none"> - Inability to recruit and retain project management team (Int'l and National Project Coordinators) - Failure to use periodic work plans to manage project. - lack of rigor in the preparation and assessment of progress reports and their failure to report against plans - lack of management and planning capacity on the part of counterparts - Failure to establish a functioning PRC (that could have represented: CNPA, donors, other relevant law enforcement agencies, MCN, and Ministry of Finance (Customs))

D. Key Recommendations

1. In the future, project developers should closely involve national counterparts in the: identification of project ideas, stakeholder analysis, defining the development problem, developing solutions and strategies, and in the implementation planning through the formulation of logical framework matrix. Project developers should not dominate Project Analysis and Identification and Project Planning phases. Experts should rather act as facilitators of the processes.

2. UNODC Country Office Afghanistan should organize a series of workshops on **Results Based Management (RBM)** to help project management team (International and national project

staff) and counterparts comprehend the principles and practices on developing and managing projects by results i.e. to effectively plan, implement, monitor and regularly evaluate project implementation.

3. As prescribed in the project document, the project should establish a **Project Review Committee (PRC)** to assist project management take important decisions through the provision of advice on policy issues; adopt annual work plans and corresponding budget; approve major changes to project design when required; and review semi-annual project progress reports. The PRC mechanism ensures continued support of stakeholders by keeping them engaged in decisions related to the implementation of the project. PRC also allows for creating consensus on the direction of project implementation and promotes collaborative attitude among stakeholders, including donors

4. The project needs to start effective use and review of periodic implementation **work plans**. Using work plans in project management is a key tool within integrated PCM that allows effective monitoring and proactive management and objective evaluation of achievements against planned results regularly. The preparation of work plans should necessarily involve rigorous analysis of inter-relationships of activities and outputs across project components to identify sequential and parallel activities in order to expedite project delivery.

5. **Project Focal Point (PFP)** should be designated to follow up the overall implementation of project activities under the overall guidance of the DM-Mol. The PFP should take responsibility for monitoring project implementation, coordinating and compiling their side of progress reports, chairing the Project Review Committee meetings, jointly reviewing project reports and project revisions with UNODC project management and donors, regularly briefing the DM-Mol on PRC meetings and recommendations, and coordinating overall activities in collaboration with beneficiary CNPA units. This recommended arrangement would streamline communication, encourage counterparts to keep engaged throughout the project lifecycle, and could improve level of national ownership and enhance accountability of both project management and counterparts.

6. In practice project implementation is almost exclusively 'Kabul centric' in scope with the exception of the partially completed building works in Baghlan. There is, however, clear rationale for taking serious measures to strengthen the provincial offices as stressed in the project document. Focusing on the strengthening of the centre, with weak capabilities in the provinces (in communication facilities, the provision of regular training, and low involvement of provincial officers in the planning of CN programmes), where CN operations are largely carried out could only lead to limited results.

7. UNODC should provide mentoring support for middle and senior management officials of the MOI and CNPA, MCN and other CN LE agencies to enable them effectively plan and manage programmes to improve results of the gradually but surely expanding CNPA activities.

8. The training needs analysis component of Project J43 should be deferred. This component should be executed under Project I77, which was designed to develop and organize integrated training curriculum based on training needs analysis and competence framework for all CN law Enforcement programmes. **Project J43 should concentrate on strengthening facilities through the provision of technology, new office premises, mentoring on technical services and specialist investigative techniques, in order to enhance operational**

effectiveness and sustainability of Afghan-led CN operations.

1. Introduction

1.1 Purpose and Objective of Mid-Term Evaluation

1. This Mid-Term Evaluation of project “Strengthening the Operational Capacities of Counter Narcotics Police of Afghanistan (CNPA), Project AFG/J43”, under the general guidance of the UNODC Afghanistan Country Office, seeks to provide information on the extent to which the project has realized outputs and achieved its objective as specified in the approved project document and project work plan: **how far the project has strengthened CNPA with the capacity to effectively tackle drug trafficking in Afghanistan.** The evaluation also assesses whether the project has been designed, executed and monitored using the standard methodologies and tools of Project Cycle Management (PCM), including the logical framework. Moreover, the Mid-Term evaluation determines project performance using the following evaluation criteria:

2. **Relevance:** determines whether project objective meets the needs of the Government of Afghanistan in line with the approaches and priorities identified in the Afghanistan National Development Strategy (ANDS) and the Afghanistan National Drug Control Strategy (ANDCS). Evaluation also reviews the level of alignment with UNODC mandate, Strategic Programme Framework for Afghanistan (SPFA), and multilateral instruments and declarations including, Paris Pact and G8 2004.

3. **Ownership:** focuses on whether the project provides and utilizes appropriate mechanisms and implementation approaches, as provided for in the project document, to promote national ownership that allows Afghan counterparts involved effectively across the PCM processes, in decisions and monitoring and evaluation, as appropriate. This criterion seeks to determine the extent the project provided Afghan counterparts to gear the project to their needs and also benefit from the experience.

4. **Effectiveness:** assesses the status of achievement of project outputs and to what extent realized outputs contributed towards achieving the project objective at this stage in the project implementation. The means (outputs) planned to contribute to the attainment of improved capacity of CNPA include: i) CNPA HQ in Kabul and 12 key provincial centers are equipped and staff are trained; ii) New office premises is constructed for provincial CNPA in Tareenkot (Uruzgan), Ghazni (Ghazni), and for Intelligence/Investigation and Mobile Detection Teams (MDT) officers; iii) CNPA HQ and twelve key selected provincial centers are mentored to develop capacity Pulekhamre (Baghlan); and enhance Afghan national, regional, and international effectiveness to improve results of Afghan CN efforts from regional and international cooperation initiatives.

5. **Efficiency:** addresses performance of delivery mechanisms, inputs to activities in terms of their cost effectiveness in transforming the means into results. Relevant issues for review include: quality of project management arrangements and practice; the use of internal and external resources to achieve project objective; international consultancies, including mentorship; use of equipment (vehicles, laboratory equipment, and IT); utilization of trainers and trained officers; study tours, conferences; planning tools including needs assessment; national expertise and knowledge; international best practice and regional experience; and

recommendations of previous evaluation reports on related LE projects, where available.

6. **Impact:** While impact is usually related to long-term results, which often is unrealistic to identify in mid-term reviews, evaluation attempts to make observations on indications, spin offs and unintended positive results associated with UNODC's efforts in the strengthening the CNPA.

7. **Sustainability:** this criterion determines whether national and local authorities are creating the necessary conditions that ensure sustainability of processes, activities and results achieved from implementation of this project on their own. Evaluation assesses whether key prerequisites of political commitment, institutional arrangements, resources and appropriate structures, including monitoring and evaluation systems have been created for sustained implementation of project processes and results at the CNPA.

8. **Lessons learned and best practices:** Discern lessons learned and best practices from the implementation of this project to improve project design and enhance project effectiveness in similar future interventions.

1.2 Methodology

9. The Mid-Term Evaluation carried out desk review of project related documents, including, project document, project progress reports, project revisions, a report of international consultants, minutes of CN Mentors/Advisors' meeting followed with extensive discussions with programme and project management. Moreover, evaluation has consulted related national and international CN policy related documents, including, ANDS, ANDCS, UNODC CN Strategic Programme Framework for Afghanistan, Paris Compact, G8 Declarations in 2004.

10. Document review has been complemented through triangulation exercise by conducting several structured interviews with Afghan counterparts (CNPA authorities, CNTA, MoI, MCN, MoF – Customs MDT, CJTF), donors and other international CN actors (SOCA, British Embassy – Rule of Law unit, EC, Canadian Embassy) and UN Agencies including UNAMA. (For complete list of interviewees refer Annex II).

11. Evaluation has conducted a series of meetings with project management to solicit feedback on findings established at each stage of this participative evaluation in line with agreed evaluation plan.

1.3 Structure of Evaluation Report

12. As a mid-term evaluation the focus is more on accomplishment of activities and realization of outputs than on project outcomes:

Chapter 2: addresses project background, including prevailing country context that led to the need for the formulation of the project. A concise project summary is also presented to provide key project information, such as, start date, end dates, donor, project budget, revisions, objective, outputs and activities.

Chapter 3: analyzes project planning and formulation, including project identification, planning process. This chapter attempts to elaborate on consultation modalities adopted among Afghan stakeholders, UNODC and donors to identify the development need and establish the rationale for intervention. Soundness of project design to assess the logic of cause-effect and means-end relationships, and clarity of performance indicators, assumptions and risks are also discussed.

Chapter 4: presents project achievements and findings, including project implementation arrangements and practices and their effect on progress of implementation. Included is also analysis on the status of project implementation in terms of output against work plan and their contribution to the project objective.

Chapter 5: discusses major constraints encountered in the course of implementation: institutional, programmatic, funding, security and others, if any that influenced, for example, quality of outputs, timely completion of activities, budget overspent and action taken to mitigate identified constraints.

Chapter 6: assesses findings established in Chapters 3, 4, and 5 using evaluation criteria prescribed in the evaluation TOR namely: relevance, ownership, effectiveness, efficiency, impact and sustainability.

Chapter 7: presents lessons learned from the implementation of this project for use in further improving effectiveness of PCM for similar UNODC Law Enforcement (LE) projects in the future.

Chapter 8: presents recommendation directed to counterparts, UNODC and donors as appropriate for consideration.

2. Project Context

2.1 Country Context

Afghanistan remains as the main source of illicit opium and heroin produced, trafficked, and consumed throughout the world. Currently, Afghanistan provides about 70% of global illicit opium production, involving about 370,000 million people. The farm-gate value was estimated at USD 730 million in 2008 a decrease from 2007, when it was estimated in USD billion.

13. Due to increased CN efforts in the eradication and seizures in recent years, UNODC Drug Report for 2009 estimated that total opium production in 2008 was 7,700 metric tons (mt) a reduction of 7% compared to 2007. The same report also estimated Afghanistan's morphine and heroin production destined for export at 630 mt in 2008, a decrease of 5% compared to 666 mt in 2007. In the same period, the farm-gate value of opium as a proportion of GDP decreased in 2008 to 7% compared to 12% in 2007.

14. Although this trend is encouraging, Afghanistan and the international community recognize the situation is still seriously detrimental to Afghanistan's national security and stability, region and global security. The project under evaluation has therefore been developed to improve the CNPA's CN capability.

2.2 Project Background

15. This project was developed in response to expressed commitment of the Afghan Government to build and maintain a lasting counter narcotics presence with a dedicated Counter Narcotics Police of Afghanistan (CNPA) who will require strengthening their operational capacities. The CNPA has been established by law as an independent body to tackle counter narcotics efforts within the organizational structure of the National Police of the Ministry of Interior. The CNPA is an investigating agency devoted to dismantling and/or disruption of high value narcotics targets. The three main components within the CNPA are made up of Intelligence, Investigation, and Interdiction.

16. On 2nd August 2006 a letter was received from CNPA HQ's in Kabul which highlighted the need for additional construction of CNPA buildings to accommodate the increased number of CNPA officers as per the new organisational structure (Organizational Structure). Additional space will also be needed for the newly established Criminal Justice Task Forces and the Mobile Detection Teams. The GoA deems it essential to launch the present project and to pursue the enhancement of the operational capacity of the CNPA in line with the lessons learned from the UNODC AFG/G38 "Strengthening of Counter Narcotics Law Enforcement Capacities in Afghanistan", which operationally closed in June 2007 upon completion.

17. This project "Strengthening the Operational Capacities of Counter Narcotics Law Enforcement" will support CNPA to make stronger its outfitted competences and professionalism in Kabul and all other thirteen key provincial units of Counter Narcotics Police of Afghanistan including Hirat, Faizabad, Khost, Jalalabad, Zaranj, Lashkargah, Kandahar, Kunduz and Mazar-e-Sharif and in Teerenkot of Uruzgan province, Ghazni city of Ghazni province and Pule-Khumre of Baghlan province. The new CNPA buildings in the mentioned selected provinces will be constructed, furnished, equipped and handed over to the CNPA.

18. The selection of these key provincial centers (Ghazni, Baghlan and Uruzgan) is based on the request of the Afghan Ministry of Interior to UNODC and in accordance with the priority list of provinces developed by the Government of Afghanistan. This was executed in close consultation with international key stakeholders focusing on a comprehensive approach engaging the trafficking roads. The revision will enable the CNPA to further expand its drug law enforcement activities and will enhance the national drug control capability of the Afghan Government to fight narcotics trafficking across the country.

2.3 Project Summary

Table1: Project Summary

Executing Agencies: UNODC Afghanistan Country Office Sector: Law Enforcement	National Counterparts: Ministry of Interior, Counter Narcotics Police Afghanistan
Project Ref. No.: TD/AFG/J43 Planned Project Start Date: April 2007 Actual Start Date: May 2007	Project Duration: 24 months Original End Date: September 2008
1st Extension: Approved to extend by 8 months till end of 2009	Original Project End Date: April 2009 New End Date: December 2009
Project Budget: USD 5,139,600 Donor: Government of Canada	Project Location: Kabul, Afghanistan and 9 Key provinces
Overall Objective	
CNPA acquired the capacity to effectively combat drug trafficking in Afghanistan by addressing the normal sustainment problems associated with the development of police operations in post-war conflict countries.	
Key Immediate Objectives	
Strengthened operational capacity of the Counter Narcotics Police of Afghanistan in Kabul with the provision of training, newly constructed office premises, furnishings, and equipment provided to 9 key provincial locations.	
Outputs	
<ol style="list-style-type: none"> 1. CNPA in Kabul and 9 key provincial centres are strengthened, equipped and trained to Perform effective drug control activities. 2. CNPA buildings designed and built in Tarenkot, Rhaglan and Uruzgan provinces for Intelligence/Investigation and Mobile Detection Teams (MDT) officers. 3. Administrative is strengthened at the CNPA HQ and key selected provincial centres by using international mentors. 4. Enhanced national, regional, and international law enforcement effectiveness through increased involvement of Afghan officials in regional and international cooperation initiatives. 	
Summary Key Activities	
<ol style="list-style-type: none"> 1.1 Provide consultancy and mentoring services to the Radio Communications, Administration and Finance, and Forensic Laboratory Departments. 1.2 Assess drug enforcement training needs both for the CNPA HQs staff as well as the provinces. 2.1 Construct and equip new office premises, including for weapon training and ammunition depots, for key provincial directorates. 3.1 Recruit mentors and establish administrative and budgeting management systems 3.2 Establish ICT maintenance and repair and training centre for 24 – 7 service at CNPA HQs 3.3 Establish forensic laboratory for the test of narcotics at the CNPA HQs. 4.1 Facilitate the participation of Afghan law enforcement officers in international meetings (HONLEA, IGTC, SELO, DLO, Paris Pact conferences, INTERPOL and other relevant international and regional Meetings 4.2 Plan and organize operational technical meetings between the Afghan drug law enforcement 	

3. Project Analysis and Planning Phases

3.1 Project Analysis and Identification Process

19. UNODC Country Office Afghanistan identified the idea of designing Project AD/AFG/J43 as a follow-up project to consolidate achievements made from the implementation of projects AFG/G38 and AFG/H16 in line with the UNODC-Strategic Programme Framework. Under the identification process, UNODC conducted consultations with MCN, MOI, and CNPA to assess the existing situation to help identify the gaps and needs to further increase the capacity of the CNPA, including key provincial offices to effectively tackle narcotics trafficking in a sustained manner. But there is little evidence that suggests the active involvement of counterparts in the development of the project.

20. Under the framework of PCM, project identification starts from problems faced by beneficiaries, i.e. MOI and CNPA, followed by detailed analysis of existing situation. As the problem could be perceived in different ways by different groups of stakeholders, it is thus vital to bring together representatives of key stakeholders in the analysis phase. In the case of this project, a workshop could have been organized involving: MOI, CNPA Kabul Authorities, Chiefs of CNPA provincial offices, MCN, and donor country representatives involved in providing Technical Assistance on CN, and sister UN Agency representatives, Customs Authorities, Prosecutor's Office and Department of Justice.

21. Essentially the identification process is focused on defining the problem from the perspectives of key and other stakeholders. The major tools of analysis in this phase are Problem Analysis and Stakeholder Analysis. The outcomes of this phase are: Identification of stakeholders affected by Project AFG/J43, major existing problems that inhibit effective CN efforts, and a Problem Tree representing causes and effects. UNODC project development staff/consultants could use various interview and discussion techniques to identify stakeholders affected by positively or negatively by the project idea. Moreover, at this stage developers could consult thematic or project evaluation reports relating to previous projects to further articulate existing problems. This exercise helps the project developers to prepare for participatory planning workshop.

22. After collecting and analyzing sufficient information, a participatory workshop could be organized, where identified stakeholders could contribute to further articulate the identification of key problems in the existing situation. In the course of the workshop, the main technique used is drawing up a problem tree. The purpose of the problem tree is to identify hierarchically ordered problems in terms of cause and effect relationship. Often important consideration in such exercise should be identifying underlying and secondary problems, for example, "is lack of trained officers" a problem "inhibiting the performance of CNPA" or there are other related problems, for example "lack of resources?" or because of "issues relating to recruitment and HR management?" or "is it lack of planning and management capacity in the CNPA". Such questions addressed in a workshop with active participation of stakeholders, ensures the development of a clearer picture of existing situation leading to more effective solutions.

23. The next stage relates to objective analysis, in effect it is a mirror image of the problem tree, presents the positive aspects of a desired future situation by converting the 'causes and effect'

relationships into “means to end” relationship. Again the outcome of this exercise is presented in an “objective tree” leading to clustering the means into respective “outputs” or “project components” that help realize desired “outcomes” or “objectives” and eventually to the “Long-term Objective” as identified in the workshop.

24. These exercises are only beneficial to the extent they allow active and close participation of stakeholders. The process of identifying the existing problems and discerning desired changes in the capability of CNPA can only reflect the objective conditions if the process is co-owned by the stakeholders.

3.2 Project Planning Phase

25. The project used the Logical Framework Approach (LF) to set out the intervention logic, i.e., the means to end relationship (activities, outputs, and objective) established in PCM Phase 1. The outcome of this exercise is the log frame matrix, which provides the basis for checking the feasibility of the project. The matrix defines the activities to be undertaken, the resources required, and the responsibilities of project management. In the third, fourth and fifth columns, objectively verifiable indicators, sources and means of verification and assumptions and risks are established. This is a serious exercise that should not be carried out mechanically by project developers without close involvement of counterparts. The information provided under these columns is the basis against which project progress is monitored and evaluated.

26. In the following paragraphs, ET discusses the major elements in the project Log Frame Matrix, to assess their clarity, feasibility and measurability and hierarchical coherence and causal relationships.

27. **Overall Objectives:** Objectives should describe the desired situation resulting from project intervention, expressed in “change” language instead of “action” to reflect accomplishments, for example, “Narcotics trafficking rate reduced” as the “Overall Objective” of this project. This refers to a longer-term objective, which the current project may not necessarily achieve alone and certainly not within the project life cycle. This objective could be achieved in the medium to long-term time frame with additional contribution from other partners, other UNODC law enforcement and rule of law projects, and Afghan Government’s own initiatives, for example. The project could not be expected to achieve the “Overall Objective” on its own, certainly not within the project life cycle. Further, the project could have broken down the “Overall Objectives” into more than one “Immediate Objectives” or “sub-objectives” for more clarity, measurability of achievement and monitoring purpose. The following formulations could have been thought of: “CNPA CN units functioning effectively in new premises and with upgraded facilities”, “CNPA with strong institutional capacity”, and “Enhanced CNPA capacity to get actively involved in regional and international cooperative initiatives”. The combined achievement of these Immediate Objectives helps realize the desired “Overall Objective” of “Narcotics trafficking rate reduced”. The restructuring of objectives by adding another layer of “immediate objectives” would have compelled project planners to identify relevant, specific and verifiable performance indicators and associated assumptions and risks for monitoring purposes.

28. **Outputs:** Outputs on the other hand are the physical and/or tangible goods and/or services delivered by the project, e.g. “new office buildings constructed”, “institutional capacity of the CNPA strengthened through developing systems, mentoring and training”, and “regional and international cooperative CN strategy developed and functioning”. Project management is particularly responsible for delivering these outputs. They have also the responsibility for ensuring that Immediate Objectives are met by encouraging the CNPA and MOI to beneficially use these results to realize the desired changes, i.e. in the reduction of CN trafficking. The delivery of these outputs in coherent and synchronized manner in order to maximize their combined impact on immediate objectives calls for the determination of activities and associated inputs: material, time frame, and quality.

29. **Activities and Inputs:** project document has identified the required activities and inputs to realize respective outputs. To assist in implementation planning project activities could, however, further be broken down into sub-tasks or sub-activities. This approach could facilitate the identification of activities that could be launched in parallel and those that should be implemented sequentially to expedite delivery within shorter time frame.

30. Developing implementation work plan prepared with such analytical approach is critical to delivery of project results, which requires the involvement of counterparts, identifying external constraints that could inhibit delivery, counterpart organizational constraints, the capacity of project management at UNODC, key assumptions and risks. Evaluation Team has observed that more parallel activities could have been launched, which could have realized better results at a much shorter time frame. For example, design and bill of quantity of Ghazni and Baghlan could have been initiated in parallel; there is also no evidence that the recruitment of mentors for CNPA support services (Financial and Administrative system) could not have been recruited much earlier; in the same vein training needs assessment could have been launched and completed by now; identifying and training of “trainers”, one of the key elements to raise the CNPA capability has not even yet initiated. As discussed in more detail in Section 4, this situation clearly indicates that the project lacked serious, involved, and dynamic implementation planning from the very start.

31. **Objectively Verifiable Performance Indicators:** Indicators are formulated in response to the question, “How would project management and counterparts know whether or not what has been planned is actually happening or materialized?”. For performance indicators to effectively serve the purpose of project monitoring and evaluation, they need to be designed on the basis of **SMART** (Specific to the objective it is supposed to measure, **M** measurable (quantitatively or qualitatively), **A**chievable at an acceptable cost, **R**elevant to the information needs of managers, **T**ime-bound – expected time of delivery) principles. Appropriate indicators should be specified for all result levels, i.e. “Overall Objective”, “Immediate Objectives” and “Outputs” to ensure performance assessment and the monitoring of hierarchical contribution of lower to higher result levels.

32. In light of the above principles, ET makes the following observations on Project AFG/J43 indicators stipulated in the Logical Framework Matrix (LFM). Indicator for “Overall Objective” is specified as, “Establishment of a dedicated CNPA buildings in Uruzgan, Ghazni and Baghlan provinces”. This indicator implies that constructing new buildings for the two provincial offices are the only outputs that contribute to the raising of sustained CNPA capability in order to effectively counter narcotics trafficking resulting in “Overall Objective” of “Narcotics trafficking rate reduced”, as suggested above. An alternative indicator could have offered concrete measures of

the extent to which the project contributed to the “Overall Objective” (more

measurable indicators could have included, for example, number of intelligence-led interdiction operations carried out, rate of successful interdictions to total interdictions, successful prosecution and conviction of drug traffickers etc).

33. The Log Frame Matrix stipulated in the project document does not provide indicators for “**Immediate Objectives**” and “**Outputs**”:

Immediate Objective Indicators

34. **Immediate Objective 1**, i.e., for “CNPA CN units functioning effectively in new premises and with upgraded facilities”, appropriate indicators could include, for example, “Information and activities on CN is properly documented and safely stored; efficiency of organizing and carrying out interdiction; improved completion time of systematic investigation; and effectiveness of coordinating activities between intelligence gathering, interdiction, testing and investigation in the building of cases.”

35. **Immediate Objective 2**, i.e. “CNPA with strong institutional capacity” appropriate indicators could have included, for example: development and implementation of efficient administrative and financial guidelines; reliable, effective and consistent use of facilities (field test kits, communication and transportation); improved motivation and morale of officers in the field and HQ; improved communication between CNPA field offices and HQ.

36. **Immediate Objective 3**, i.e. “Afghanistan CN efforts improved through multi-lateral, bilateral and regional CN initiatives” pertinent indicators could have included: joint CN activities launched e.g. border control management; CN intelligence sharing formalized; CN Action Plans agreed and implemented within the framework of the “Triangular Initiative”; regular meetings organized among pertinent CN officials to monitor agreed Action Plans; participation of CNPA and other law enforcement officials in relevant regional and international CN forums.

Output Indicators

37. As indicated above, the Log Frame does not specify output indicators conforming to the SMART principle, which has clearly denied project management to monitor achievement of outputs. The indicators, in the majority of cases, particularly fail to specify completion time, and quantity and quality. In the absence of the foregoing specific indicators, it is difficult to manage projects and monitor achievements against plans. Further, it also impedes objective evaluation of the project.

38. **Sources and Means of Verification:** When indicators are formulated, the source of information and means of collection should be specified. The source of verification should specify the format in which the information should be provided, who should provide the information and how regularly (monthly, quarterly, annually) should it be provided. Particularly with regard to those indicators identified for collection from counter parts or other public institutions, details should be discussed and agreed. Their accessibility, reliability and relevance should be assessed. Balance between efficacy in analysis and ease of data collection and cost should be struck while formulating indicators. In the case of this project, ET has not observed regular reports from counter parts, for example, regular reports on: trainings organized by

subjects, number of participants, represented CN organizations; intelligence led interdictions; seizures by types of narcotics; routes of narcotics identified; progress of construction of premises; comprehensive activity reports on conferences and workshops (number of participants and their respective feedback). In the circumstances, ET contends that for effective use of indicators, reliable information processing and reporting system should be designed for use by project counterparts and project management in order to systematically monitor project progress.

4. Analysis of Achievements and Findings

4.1 Project Implementation Arrangements

39. Although the project document provides standard project management guidelines and arrangements, evaluation has established that lack of consistent, pro-active management practices and systematic project monitoring and reporting has played a greater part in less than satisfactory achievements (for detail see Section 4.2).

40. The project document specifies respective roles for the UNODC and counterparts in project implementation. The UNODC, as the executing agency, is responsible for the implementation and accountability of the project funding under the overall supervision of UNODC Country Office. UNODC HQ also to collaborate in the provision of technical advice from the Anti Trafficking Section (ATS) and the Human Security Branch (HSB), Laboratory & Scientific Section (LSS). There has been no major issue on adequacy or timely transfer of budget provision for project activities, including, for international consultants and mentors to assist in technical assessments on specific issues or project components as required.

41. Afghan counterparts, the key stakeholders, MOI and CNPA are responsible for providing valuable contribution in terms of facilitating logistics, customs clearance, provision of land for the construction of buildings planned under the project, and providing training candidates.

42. The project document also provides for International and National Project Coordinators to lead on project implementation assisted by Afghan country office support services, including procurement, finance and administration.

43. The Evaluation Team has, however, established the need for major improvements in project management practices if this project is to make substantive achievements and impacts in the period remaining to complete the project. These areas include: i) the recruitment and retention of project coordination staff, ii) formation of Project Review Committee (PRC), iii) use of work plan as management tool for successive planning periods (six-monthly and annual), iv) producing analytic monitoring and reporting tools, v) inclusive project revision exercises involving stakeholders.

44. Recruitment and retention of international and national project coordinators has posed critical challenge to manage law enforcement projects, including project AFG/J43 in UNODC Afghanistan Country Office. It was only possible to assign a national project coordinator who had worked for Project J38 and H16, at the end of 2008. Although, in the circumstances, the decision has helped the project to start some activities, the difficulty of filling the gap of international co-coordinator has contributed to delayed delivery. As the annual progress report ending December 2007 clearly shows, the report only indicated activities planned for launching for the period after

the 2nd quarter of 2008, almost 10 months after the formal start of the project. Programme managers were offering guidance, but it has been clear that the absence of a dedicated international project coordinator has inhibited timely start of project implementation.

45. The project has not yet, **over two years into project implementation**, formed a PRC, composed of representatives of the Government of Afghanistan (MOI, MCN and the CNPA), the Government of Canada and the UNODC Country Office for Afghanistan to monitor and review progress of project implementation. As prescribed in the project document, PRC assists project management in taking important policy decisions, such as, providing advice on measures to mitigate constraints to expedite and speed up implementation; approves six-monthly and annual work plans and corresponding budget prepared by the international project coordinator; approves major changes to project design, ensuring that the changes are made in compliance with the rules and regulations of the Government of Afghanistan and UNODC; reviews semi-annual project progress reports prepared by international/national project coordinators; and reviewing project delivery mechanisms. The project has not benefited from invaluable support by involving key stakeholders in the preceding areas. Moreover, PRC is a mechanism that could have allowed the project management to develop and sustain support by keeping them engaged in decisions related to the implementation of the project. PRC also allows for creating consensus on the status, direction and collaboration of project implementation among stakeholders, including donors.

46. The use of work plans in the implementation of the project is another area, which project management has not taken particularly seriously. In cases where work plans were prepared, counterparts were not consulted on the feasibility of such plans and neither were these plans referred to in six-monthly or annual progress reports to assess progress against plans. Evaluation team contends that the process of drawing out work plans, jointly developed with counterparts, would have helped project management to: identify parallel and sequential activities, solicit and ensure timely commitment of counterparts, monitor progress and timely accomplishment of activities and outputs, revisit assumptions and risks in order to make them more realistic taking into account the views of counterparts on changing situations. Using work plans in project management, is therefore, a key tool within integrated PCM that allows managing projects against planned results.

47. The project has submitted monitoring reports (six-monthly and annual) in the required standard format. Reporting could, however, be improved to include a brief work plan for the succeeding period to provide full status of project progress and outstanding activities. Most importantly, and there is no evidence that reports are shared with counterparts before they are officially adopted. Project management is also required to produce detailed reports on activities, for example, study tours, conferences, workshops and training organized or facilitated for counterparts. There is very scant documentation of such activities save consultant reports. Reports on such activities should include: purpose of the activity, content of the training or study tour, feedback of participants on the benefits they think they gained from the training, and how they shared their experience with their colleagues at home in more formal manner, for example by preparing a report for discussion in a formal meeting. Reporting activities in such substantive and result oriented manner increases the common awareness on international best practices among concerned officers and improves project documentation and provide useful evidence for reporting and evaluation.

48. The Deputy Minister of The Interior (CN) (DM-MoI) is responsible for UNODC's CNPA

support projects, which in itself is an important indication that the Government of Afghanistan is committed to the project purpose at the highest level. While it is apparent that this arrangement provides an opportunity to solicit decisions directly from the top, in practice, as evaluation team found out, DM-Mol is too busy to interact with project management in detail as frequently as project management would like. In the course of structured interviews it was not apparent to the Evaluation Team (ET) that comprehensive awareness on the totality of project outputs and activities among the key beneficiaries of the project exists. ET, therefore, believes that a senior official, with equivalent to the rank of Director General of the CNPA, should be formally designated as Project Focal Point (PFP) to follow up the overall implementation of project activities under the guidance of the DM-Mol. The PFP would be responsible for following up project implementation, coordinating and compiling their side of progress reports, chairing the Project Review Committee meetings, jointly reviewing project reports and project revisions with UNODC project management and donors, regularly briefing the DM-Mol on PRC meetings and recommendations, and coordinating overall activities in collaboration with beneficiary CNPA units. This recommended arrangement would streamline communication, encourage counterparts to keep engaged throughout the project lifecycle, and improves their ownership and enhances accountability of both project management and counterparts.

49. In conclusion, the above discussion indicate that quality of outputs, use of inputs, and timely delivery of results could be improved through planning for results that allows active participation of counterparts through out the PCM process. As discussed in **Section 3.1** the project intervention logic to improve CNPA's capacity to tackle CN is sound and in the context of CNPA, the solutions are achievable, but implementation should be driven by participative planning and monitoring. ET, therefore, highly recommends that UNODC organize intensive workshop on Results Based Management (RBM) for project management team and counterparts. The purpose of the workshop should be to help project managers and counterparts to comprehend the concept of RBM and work out the project implementation in the approach elaborated in Section 3.2 above.

50. The workshop should be preferably facilitated by an Afghan national expert, with the support of international project development experts and on-going project documents, translated into local language, should be used as case studies. The outcome of the workshop would be the preparation of work plan, and completion of the Log Frame Matrix (in appropriate detail and format as discussed in Section 3.2).

4.2 Achievements of Outputs

4.2.1 General Observation

51. Since its creation in 2003, with a staff of 30 personnel, the primary law enforcement agency in Afghanistan in the fight against narcotics (CNPA) has seen a year on year growth in operational capabilities, expertise reaching to its current staff of 3725 as authorized in the latest approved 22 organisational structure. The CNPA now has personnel in all 34 provinces of Afghanistan. This increased capability is a testimony to the government's strong commitment to improve CN efforts in Afghanistan.

52. The Afghan Ministry of the Interior Report of 2008, reporting on activities and achievements of the CNPA, highlights the advancement made in recent years and emphasises the need for

further strengthening intelligence-led proactive operations against the narcotics trade, with increasing reliance upon modern technology and investigative techniques.

53. The Afghan Government recognizes and appreciates the substantial technical assistance provided by the international donors and partners, in particular, the UNODC, United Kingdom, Canada and the United States to name a few. At present this is essential in order to help create sustainable capabilities for effective CN performance in Afghanistan, including, the provision of expert mentoring, training, construction of new office premises, vehicles, and equipment, as well as logistical support.

54. In this report, the CN specifically commended UNODC for the technical assistance it provided towards the strengthening of CNPA's operational capacity to achieve its overall objective. Appreciation was marked by the special Certificate of Thanks awarded to the outgoing UNODC counter narcotics mentor for the valuable assistance provided to the CNPA.

55. Project J43 was conceived to consolidate what was achieved as a result of the implementation of projects AFG/38 and AFG/H16. It particularly identified the i) strengthening the CNPA HQ and ten provincial offices by upgrading ICT technology and the training staff to effectively tackle CN activities; ii) providing new premises; iii) provision of mentoring to support as well as technical services; iv) assist the Afghan Government to enhance its role at the regional and international level to benefit from international cooperation CN initiatives.

56. The succeeding Section addresses the extent to which project AGF/J43 has achieved increasing CNPA capability to improve coverage and results of CN activities in detail.

4.2.2 Strengthening CNPA to Perform Effective Drug Control Activities (Output 1)

57. UNODC has made a major contribution to the establishment of a very effective and credible Forensic Science Laboratory dedicated to the analysis and identification of controlled substances including precursor chemicals. This functioning laboratory is at present situated within the main CNPA headquarters at Kabul, and is fully staffed by qualified scientists supported by modern equipment and technology.

58. The needs of the laboratory is regularly reviewed and strengthened. On the 9th of August 2008, the project had commissioned an international forensic scientist who assessed the techniques, procedures and equipment employed in the identification of narcotics and associated substances and made recommendations. The scientist also provided expert training and mentoring within the Laboratory, which considerably increased the professionalism and expertise within this facility.

59. Based on a thorough needs analysis, the international forensic consultant recommended a list of equipment, for which an order has been placed. The first batch of this equipment including a state of the art Hazmet-ID has just arrived, and is ready for installation. This will allow samples of seized narcotics to be tested for purity as well as identification, an essential element required by some judges of the Special Narcotics Tribunal in determining sentences. This capability will preclude the need of sending CNPA samples to the MOI Forensic Laboratory for purity analysis, ensuring independence and efficiency in producing quick results for the courts.

60. With its enhanced capability in forensics the CNPA has in 2008 (1387), tested a total of 1823

samples of which 65% were found to be either heroin or opium, with 30% cannabis, and 5% precursor chemicals.

61. The increased level and competency of CNPA specialist investigative techniques, has resulted during 2008, in a total of 397 serious cases involving a total of 442 suspects, being prosecuted through the special Criminal Justice Task Force (CJTF) of the CNPA. CJTF is a specialist department set up to prosecute only those cases, which under the Afghan Counter Narcotics Law of December 2005, must be sent for trial by the Special Narcotics Tribunal in Kabul, i.e. heroin seized in excess of 2kgs, opium in excess of 10 Kgs. and cannabis or precursor chemicals in excess of 50Kgs. or 50 litres. Of these 442 suspects, a total of 355 were convicted and sentenced to substantial terms of imprisonment.

62. The Laboratory now publishes a professional and informative quarterly 'Laboratory Information Bulletin', which is widely circulated among law enforcement agencies and the wider public, giving current advice and information on trends, seizures, new innovations in the narcotics trade, and recent successes.

63. The project has also supplied 4 replacement vehicles to the provincial CNPA offices of Baghlan and Ghazni on the 15th of January 2009 for use by MDTs and other operational officers, which is expected to improve operational efficiency in counter narcotics efforts. Moreover, 30 Field Drug Test Kits were procured from France and handed over to the provincial CNPAs, for the border posts of Nimroz, Badakhshan and Hirat provinces in February 2008 in coordination with Project AFG/I85. It has to be noted, however, that drug test kits supplied earlier by UNODC Laboratory & Scientific Section (LSS) were not found to be effective for field use.

64. Most of Output 1 elements were delivered and have, as described above, resulted in improved operational efficiency and effectiveness of CNPA in terms of increased seizures and successful prosecution of illicit drug traffickers. As noted above, most of Output 1 elements were, however, delivered after mid 2008 i.e. a year after commencement of project, a significant delay. According to the project work plan (Annex II of the Project Document), Output 1 was scheduled for delivery by end of the first year, July 2007, but project progress reports do not indicate this fact. Crucially the project has yet to recruit an international consultant to carry out training needs assessment both for CNPA HQ and provincial offices.

4.2.3 Appropriate Premises Constructed for the CNPA (output 2)

65. The construction of three new buildings for the exclusive use of the CNPA Mobile Detection Teams (MDTs) in the provinces of Baghlan, Ghazni, and Uruzgan and renovation of CNPA HQs was one of the important components of Project AGF/J43. The current position of these planned construction projects is as follows;

- 1 Uruzgan project has been discontinued as another donor came in to take responsibility for construction.
- 2 Ghazni construction project has not yet been commenced. The planning process is at a very early stage.
- 3 The Baghlan construction, which started in January 2009, is about 70% complete

according to UNODC supervising engineer's survey report carried out between 26th and 28th June 2009 accompanied with photographic evidence.

- i) The barracks building is almost complete.
- ii) The brick work of the administration building is complete.
- iii) The detention centre construction is complete with the installation of electricity and water ongoing.
- iv) 2 bridges have been completed.

At the CNPA HQ in Kabul, the status of civil works looks as follows:

- i) Staff Cafeteria and kitchen is complete.
- ii) Registration room complete.

66. According to the Project Revision No.1 prepared at the end of the first year, i.e. 2007, the buildings were planned for completion by the end of September 2008. However, it was in December 2008 that a contract was awarded to a successful bidder, to commence works in January 2009. Two years into the implementation of the project, as of July 2009, only 70% of Baghlan's offices have been completed. Yet there is little evidence to suggest that the delay or the causes impeding the timely construction and mitigation measures sought were reported and mitigation measures discussed.

4.2.4 Mentoring and ICT Maintenance and Repair Capacity (Output 3)

67. The project document had provided for the recruitment of mentors to help improve Administrative and Financial systems of the CNPA HQs and the identified key provinces, the activity was suspended when the U.S. government took the initiative by contracting Blackwater, SOSI and the Adam Smith Institute to take up the same task. The mentors have since established functioning human resources management, procurement, finance and budget formulation and monitoring systems. ET has learned from discussions with project counterparts and the mentors that these management systems have improved the operational performance of CNPA support services, which is expected to gradually have positive effect on the overall operational performance of the CNPA.

68. UNODC has recruited a national consultant on the 20th August 2008 to train CNPA HQ administrative and finance staff in basic report writing, record keeping and IT skills. This programme is expected to contribute to the effective functioning of the administrative and financial systems the American partners and Adam Smith Institute helped to develop.

69. Evaluation Team has, however, observed that there is a need for mentoring middle and senior management officials of the MOI and CNPA to more effectively plan and manage programmes to improve results of the gradually but surely expanding CNPA activities.

70. The project document also included establishing ICT maintenance and repair service to ensure that the already procured and installed radio communication network under Project AFG/G38 functions seven days a week 24 hours a day. Under the latter project, Internet access had been provided within the CNPA offices of Kabul CNPA, and a semi secure radio network, albeit rather laborious and antiquated, had been also set up. Project AFG/J43 had planned to focus on creating a support laboratory and training facility to upgrade the radio network as well as

training facility at the CNPA HQs and in the provincial offices of Kandahar, Hiland, Nimroz, Hirat, Nangarhar, Khost, Mazar, Kunduz and Badakhshan. The plan has, however, not been implemented although a consultant had been hired for this purpose.

71. An international IT consultant had been recruited March – May 2008, who identified the needs, developed installation plans, and recommended new equipment for procurement. This report had not been acted upon, according to project management, because the CNPA could not designate (through the organisational structure process) appropriate staff to run the new unit. Consequently, communication between CNPA HQ and its provincial offices is currently conducted mainly by cellular telephones, which no doubt is hampering operational effectiveness due to slow, and unreliable communication of intelligence and investigative activities between CNPA HQ and the provincial offices.

72. Lack of instant and secure means of communication between CNPA Kabul and its provincial offices is critical gap, which has to be addressed with utmost urgency by UNODC LE programme managers jointly with CNPA authorities.

4.2.5 CNPA Role Enhanced at National, Regional and International Level (output 4)

73. In conformity with the provisions of the project, UNODC has organized and facilitated the participation of MOI and CNPA authorities, including the Deputy Minister for the MOI, senior officials and experts in bilateral, regional and international conferences. Participation in such workshops and conferences expose counterparts to international best practices vital for effectively dealing with drug trafficking. In the longer term involving Afghan CN officials and experts in multilateral and bilateral initiatives, study tours and conferences could create opportunities for establishing institutional contacts, building mutual trust among concerned authorities of neighbouring countries thereby enhancing the credibility and profile of the CNPA in the region.

74. Several international seminars and conferences have been attended by prominent members of the CNPA, which have been assessed by international stakeholders as ‘adding value’ to the credibility and role of the CNPA in the field of counter narcotics. In particular the following have been sponsored and attended:

- 1 11-19th August 2008 15 CNPA officers attended a tactical course in Tajikistan.
- 2 17-28 November 2008, 9 CNPA senior officers attended a Drug Commander Course in Russia.
- 3 21 and 22 October 2008, Dushanbe, Tajikistan; 16 Police Officers of CNPA participated in “Border Management” course in Turkmenistan.
- 4 6-20 Nov 2008, the Law Enforcement Director Participated in the conference “Forty-third session of the Sub-Commission on Illicit Drug Traffic and Related Matters in the Near and Middle East”
- 5 Senior Officials from the MCN and MOE, international conference on “Prevention of Drug Use” in Tashkent, Uzbekistan on 3rd and 5th December 2008
- 6 15-16 December 2008, 2 High level Afghan officials, the Deputy Minister for CN of Mol and Director General of CNPA participated in a meeting organized under the Paris Pact Initiative.
- 7 11-19 December, High level authorities, the Deputy Minister for CN of Mol and the DG of CNPA were facilitated to participate in a Steering Committee meeting under the

NATO-Russia Council project on “Counter Narcotics Training of Central Asian and Afghan Law Enforcement Personnel” in Vienna, Austria.

75. At the regional level, under the framework of the Triangular Initiative, the project has facilitated a workshop in Kabul in June 2008, in co-ordination with UNODC Project AFG/J55, to explore and discuss modalities and compatibilities of cross-border telecommunications in the region. The Triangular relationship between Afghanistan, Iran and Pakistan, is continuing to be developed as is the relationship with the CARICC nations of Turkmenistan, Uzbekistan, Tajikistan, as well as Russia, China, and India with prospects for more MLA agreements and MOUs in the sharing of international intelligence, joint CN operations including controlled deliveries across the region. New agreements in support of the above have recently been signed between China and Tajikistan, with others expected in the future.

76. Although primarily led by Project AGF/I85, the forthcoming planned Operation “TARCET II”, also supported strongly by Project AFG/J43 in providing dedicated specialist analytical and forensic support, will be both an excellent training exercise for international multi agency, proactive intelligence led operations against narcotics, also a sound foundation upon which to build the role of the CNPA as an active regional partner in combating narcotics trafficking in the future.

77. The regional and international role of the CNPA is further enhanced and guaranteed by the establishment of the widely proclaimed specialist sensitive units sponsored and mentored by both the United Kingdom and the United States. Although both are totally independent of UNODC, they acknowledge and appreciate the support provided by the CNPA Forensic Laboratory, and potentially the emerging Precursor Control Unit.

4.2.6 Achievements and Contribution towards Project Objective

78. Overall Project AGF/J43 has made some contribution towards the objective of enhancing the operational capacity and effectiveness of the CNPA. ET contends that the CNPA is in the right direction to establishing itself as the leader in national CN efforts in Afghanistan. In particular the creditable year on year development of the CNPA forensic capability, thereby enabling speedy in-house analysis of seized materials, by accredited scientists assisted by modern technology is widely recognised and appreciated.

79. The UNODC facilitation, encouragement and support provided to Afghan officials at all levels to participate in international training courses and conferences has exposed them to international best practices and provided opportunities to establish contacts with their counterparts in the wider region. UNODC’s continued role in these efforts is expected to result in concrete cooperative initiatives in the medium term.

80. Also of notable benefit is the synergies fostered over several years with donors, training providers and stakeholders. In particular the British Embassy Kabul, United States Embassy, Canadian Embassy, French Embassy, Turkey, Russia, China, The Triangular and CARICC nations, Blackwater, and SOSI, who all contribute effectively to the overall objective.

81. On the other hand, the project has yet to deliver the following:

- 1 Completion of construction of new office premises for the nine key provincial offices.

- 2 Establishment of an ICT maintenance and training laboratory fully equipped; and the recruitment of a suitably qualified trainer/technician recognised within the organisational structure.
- 3 The strengthening of project management and monitoring, including the recruitment of competent International Project Coordinator.
- 4 Training needs assessment for drug enforcement officers at the CNPA HQs and the key provincial offices.

4.3. Advocacy

82. Evaluation has learned that UNAMA has decided to give high priority to CN policy and strategy, by establishing a CN Unit recently. This new Unit aims to strengthen UN influence on GOA CN policy and legislation at the highest political level as well as to lobby for continued commitment of the international community to provide support Afghanistan. The Unit also intends to promote the streamlining of CN activities among relevant UN agencies operating in Afghanistan.

83. While the extensive presence of UNAMA in the country, 18 out of 34 provinces, is a clear advantage for access to up to date information on the status of CN activities in the country, the UNAMA CN Unit should build on what UNODC has achieved, experience gained, and particularly, the significant outcomes UNODC made in the area of advocacy, both with the international CN community and the Government of Afghanistan.

84. At the international level, UNODC has established effective partnerships with important international CN bodies and regional organizations, e.g. Paris Pact, the Triangular Initiative, CARICC, strategic partnerships with bilateral and multilateral donors. At the national level its influence and contribution to the development of Afghan National Drugs Control Strategy, CN legislations and structures, and its continuing support to build CN capabilities at operational and policy levels should be encouraged. Moreover, its particular mandate in the setting of norms and standards in CN activities, particularly warrants for UNODC to make substantive input to a functioning remit of the newly established UNAMA CN Unit.

85. To this effect, ET contends for devising appropriate mechanisms that promote complementarity and joined-up working between UNAMA CN Unit and UNODC Country Office Afghanistan.

5. Major Constraints and Observations

86. Evaluation presents some of the critical implementation constraints:

- 1 Security is the major constraint inhibiting project implementation in Afghanistan. Often project activities are disrupted, particularly in the South including in some of the key provinces. The security situation affects logistics, maintenance and repair works, communication, construction of buildings and also security of project field staff. As a result, it is difficult to recruit and retain qualified mentors/trainers
- 2 The bureaucratic “organisational structure” process, i.e. the Government of Afghanistan’s policy requiring the review and approval of every new department

division and unit including the determination of resources needed, inhibits implementation of project activities. organisational structure prohibits counterparts to request operational budget for drivers, maintenance, insurance, and fuel to use project procured vehicles without prior approval. This inflexible requirement has been a major cause for the delay in establishing the ICT Laboratory and recruitment of relevant technical expert, for example.

- 3 The cumbersome procurement process and the relatively low threshold (USD 5000) allowed for local purchases for UNODC Country Office Afghanistan under existing procurement guidelines causes delay in procuring project funded equipment negatively affects implementation. The ET is, however, aware that UNODC has recognized this major constraint and it is expected to take mitigation measures to rectify this situation very soon.
- 4 Project AFG/J43 is almost exclusively 'Kabul centric' with the exception of the partially completed building works in Baghlan. ET contends that there is clear rationale for serious attention towards strengthening the provincial offices as stressed in the project document. Strengthening the centre, with weak capabilities in the provinces, where CN operations are largely carried out could only lead to limited results. Even the ICT network enhancement activity was totally planned for Kabul City with no recourse to the provincial problems e.g. power supply and access. This resulted in the ICT Consultancy Report being only 'inspirational' at best, until this time.
- 5 The Project has suffered through a marked lack of effective communication and coordination between UNODC, counterparts, other donors, providers, and stakeholders. This has been constantly re-enforced by the lack of awareness of project activities and objectives, 'across the board' on the part of counterparts.

6. Assessment based on Evaluation Criteria

87. In this section the ET presents assessments reached in Chapters 3, 4 and 5 using evaluation criteria stipulated in the evaluation Terms of Reference:

6.1 Relevance

88. The project is relevant to the objectives and priorities established in the: i) GOA National Drug Control Strategy formulated in January 2006, ii) the Afghanistan Compact agreed between the G.O.A. and the International Community on 31st January-1st February 2006, iii) the Paris Pact Initiative's 7 interlinked action plans, collectively known as the RAINBOW STRATEGY, that aim to encourage the G.O.A. and its neighboring countries to combat drug trafficking and associated organized crime, with support of the Paris Pact partners; and iv) UNODC Strategic Programme Framework for I.R.A, 2009 -2011.

89. **National Drug Control Strategy (NDCS):** The project contributes to the over-arching objective of securing "a sustainable decrease intrafficking....of illicit drugs with a view to complete and sustainable elimination". The project particularly addresses Priority One, "Disrupting the drugs trade by targeting traffickers and their backers and eliminating the basis for the trade", and Priority Four, "Strengthening state institutions both at the centre and in the provinces". Project J43 main purpose is to particularly create sustainable capabilities for CNPA to continually tackle drug trafficking country wide. This project particularly is designed to

implement four of the eight NDCS pillars of activities, namely: i) international and regional cooperation; ii) law enforcement; iii) criminal justice; and iv) institution building.

90. **The Afghanistan Compact:** Project J43 addresses Counter-Narcotics, the cross-cutting priority identified in The Compact, the cornerstone for cooperation between the Afghan Government and its international partners, signed between the G.O.A. and 51 participating countries and 10 multilateral international development organizations in the London meeting of 31 January- 1 February 2006. The Compact aims to achieve a significant reduction in the production and trafficking of narcotics. The project seeks to improve those areas identified in the Compact, including, “interdiction, law enforcement and judicial capacity building; enhanced cooperation among Afghanistan, neighboring countries and the international community on disrupting the drugs trade; and building national and provincial counter-narcotics institutions”.

91. **Paris Pact Initiative:** UNODC, as a lead UN agency in the provision of technical assistance in counter narcotics and organized transnational crimes to member States, has made invaluable contribution in the creation of the Paris Pact, an international partnership committed to counter trafficking and consumption of Afghan opiates. The project is, therefore, aligned with the Paris Pact recommendations, articulated in the Rainbow Strategy Papers, particularly i) the Green Paper, which aims to enhance cross-border cooperation in the field of counter narcotics enforcement amongst Afghanistan, the Islamic Republic of Iran and Pakistan; and ii) the Yellow Paper, which encourages partners to support the need to establish mobile interdiction units in order to control open borders ensuring operational flexibility; need for better information and intelligence exchange through the Central Asian Regional Information and Coordination Centre (CARICC).

92. In the course of evaluation, the ET has, however, observed that information/intelligence exchange between Afghanistan, Iran and Pakistan is still limited. Concerted efforts need to be increased to improve the effectiveness of the Triangular Initiative, but it should also be recognized that, in the current regional political climate, embracing a sense of enlightened national interest among the peoples and political elite in the sub-region will require time. Developing and implementing a realistic action plan to keep relevant institutions engaged is the key confidence building measures that could promote cooperative initiatives.

93. **UNODC Strategic Programme Framework for Afghanistan (SPFA):** UNODC’s vision for Afghanistan is translated from UNODC global strategy (2008-2011) that aims to contribute to “...the achievement of security and justice for all by making the world safer from crime, drugs and terrorism.” The purpose of project J43 is to contribute to Afghanistan’s security and development by providing technical assistance for sustainable capabilities in combating drug trafficking and associated crimes and their social, economic and security consequences. The project under evaluation contributes to the aims of the Triangular Initiative, which UNODC facilitated in June 2007. The Triangular Initiative seeks to promote mutual trust-building measures and joint operations, with the ultimate goal of information/intelligence sharing among the three neighboring countries. The challenge for the project is the functioning of the Joint Planning Cell (JPC) decided in the second ministerial meeting of the Triangular Initiative held in Tehran on the 7th of May 2008, which has the potential for carrying out effective joint CN operations by the member States. At the national level the project contributes to the SPFA identified priorities of i) upgrading the Capacity of Law Enforcement Agencies to increase “the number of arrests and

prosecutions of traffickers” through own training and integrating and coordinating with other donors; and ii) exposing the CNPA and mobile interdiction units to international standards and best practices.

6.2 Ownership

94. As discussed in greater detail in Chapter 3, examination of project reports and discussion with counterparts and donors and project management has revealed that the project has not sufficiently utilized participative mechanisms that allow counterpart ownership of the PCM process, including those management arrangements articulated in the project document.

- 1 Project AD/AFG/J43 was designed as a follow-up project to consolidate achievements made from the implementation of projects AFG/G38 and AFG/H16. UNODC project development experts conducted cursory consultations with MCN, MOI, and CNPA to assess the existing situation to help identify the gaps and needs to further increase the capacity of the CNPA HQs, including key provincial offices to effectively tackle narcotics trafficking in a sustained manner. But there is little evidence that suggests active involvement of counterparts in the development of the project.
- 2 Situation Analysis comprising Stakeholder Analysis and Problem Analysis has not been formally conducted. There is no evidence that UNODC project developers have seriously analyzed relevant stakeholders to utilize their perspectives in the problem analysis phase. The international experts could have organized a workshop involving: MOI, CNPA Kabul Authorities, Chiefs and officers of CNPA provincial offices, MCN, and donor country representatives involved in providing Technical Assistance on CN, and sister UN Agency representatives, Customs Authorities, Prosecutor’s Office and Department of Justice to define the development problem and its associated cause and effects, for example, “increasing rate of drug trafficking from and to (precursor chemicals) Afghanistan”. Situation analysis was in effect conducted by the UNODC solicited project developers with limited involvement of stakeholders.
- 3 Likewise, the succeeding process of objective analysis, to determine the means and ends relationship of proposed solutions were not formally determined with the participation of relevant stakeholders in a workshop.
- 4 As discussed in detail in Section 3.2, the Planning Phase, focusing on the Logical Framework Matrix, seem to have been formulated mechanistically void of rigor in analysis; hierarchical coherence and precision of output, Immediate Objectives and Overall Objectives; less verifiable and in some cases irrelevant performance indicators; largely vague sources and means of verification and assumptions and risks. ET attributes these inadequacies demonstrated in the LF Matrix due to lack of broader involvement of key stakeholders in an extended workshop.
- 5 The above draw backs in the project analysis and planning phases clearly undermined proactive management, monitoring and evaluation but not less importantly denied counterpart ownership of the project development process. Involvement of stakeholders in these phases in a meaningful way could have provided counterparts the opportunity to improve their capacities in project development and also enhance the relevance of the project to their needs.

- 6 As discussed in detail in Section 4.1, the project has not adhered to the implementation arrangements prescribed in the project document, particularly the establishment of the PRC. A PRC has not been formed to approve work plans, adopt regular project reports, review project revisions and advise project management on strategic and implementation issues. ET contends that the absence of PRC denied project management of invaluable support and the counterparts of ownership. The lack of comprehension and appreciation of project details, reports, constraints was evident in discussions with project counterparts.
- 7 Most importantly lack of meaningful ownership denied counterparts to develop capacity to plan and manage programmes and projects, which is essential for ensuring sustainability of initiated project processes and achievements realized as a result of programme/project intervention.

6.3 Effectiveness

95. This section attempts to assess the extent to which so far realized outputs have contributed to project Immediate Objectives. However, at this stage in the project implementation process it may not be possible to fully determine the degree to which the utilization of accomplished outputs has contributed to the achievement of the associated project Immediate Objectives and much less to the Overall Objective. As discussed in Chapter 5, most of the key outputs have only been either accomplished or activities leading to their realization commenced towards early to mid 2008. Evaluation has nonetheless contends that the accomplishment of these outputs and on-going activities will contribute to increased CNPA capability to contribute to the Overall Objective as their utilization starts to make effect.

96. The CNPA has substantially improved its capability in forensics. In 2008 (1387) the CNPA forensic laboratory has tested a total of 1823 samples of which 65% were found to be either heroin or opium, with 30% cannabis, and 5% precursor chemicals.

97. Most of Output 1 elements were, therefore, delivered and have, as described above, resulted in improved CNPA's operational efficiency and effectiveness demonstrated in increased seizures and successful prosecution of illicit drug traffickers, which can be assumed to have positive impact on Overall Objective i.e., the reduction in drug trafficking in the medium to long term.

98. In 2008, it was possible to investigate a total of 397 serious cases involving a total of 442 suspects were prosecuted the special Criminal Justice Task Force (CJTF) of the CNPA. Out of these 442 suspects, a total of 355 were convicted and sentenced to substantial terms of imprisonment. This was possible due to the project intervention, which contributed to increased forensics testing capacity, improved level of technical competency, training in specialist investigative techniques to CJTF officers, and the provision and use of effective field drug test kits.

99. Under Output 2, to date, only the construction of one new office premises have been 70% complete; while the one planned for Uruzghan has been deferred and planning for Gazni provincial offices has not been started. The ET was unable to get credible information on causes for this delay.

100. UNODC has facilitated for many law enforcement officers and high ranking officials to

participate in relevant courses, international workshops, conferences, meetings of international multilateral organization, including Paris Pact, NATO-Russia Council and the Triangular Initiative. The exposure to CN international best practices, norms and standards could potentially advance Afghanistan's capability to engage in joint CN efforts at the regional and international level. However, Afghan counterparts, in collaboration with UNODC Country Office Afghanistan, need to develop an action plan for increasing the level and intensity of bilateral and regional cooperation, relating to the Paris Pact Initiative recommendations articulated in Rainbow Strategy, particularly, the Green and Yellow Papers. The approach should aim to the signing of MOU's on particular issues, for example, collaborative border control, intelligence sharing on specific CN activities, joint operation, and secondment of counterpart experts.

6.4 Efficiency

101. Efficiency addresses performance assessment of planning tools, adherence to time frames and budgets, management arrangement and practices, appropriateness of delivery mechanisms, utilization of inputs in project activities to transform into outputs (national expertise and knowledge), and efficacy of monitoring systems.

102. On the basis of analysis presented in Chapter 3, Section 4.1, and Chapter 5, ET makes the following observations.

103. The project has substantial outstanding activities and outputs yet to accomplish in the six months period left to end the project. The delay is largely attributable to problems related to: late start of implementation, inability to timely recruit and retain international project coordinator as well as lack of proactive project management and monitoring system.

104. The project also failed to use periodic work plans to manage project implementation which would have helped to monitor progress. Using work plans in project management is a key tool within integrated PCM that allows to proactively managing project planned results. In the case of this project, work plans are prepared without rigor, largely launched haphazardly, without the involvement of counterparts or PRC and are not referred in reporting. Not using PRC mechanism has also denied the project to benefit from local knowledge and expertise. Another related point is that the ET has observed that there is lack of rigorous analysis of the inter-relationship of activities and outputs across project components to identify sequential and parallel activities that would have helped to bring project delivery forward.

105. Project activities require proper documentation of activities and international consultant reports. A case in point is for example, counterpart participation in conferences and training workshops. The project management need to compile conference content/proceedings, details and profiles of participants, and participant feedback on content and organization of the workshop/conference/meeting, and recommended follow-up activity. A complete activity report serves as evidence of carrying out specific activities and helps to assess the quality of accomplished relevant outputs.

106. Quality of monitoring reports is also in large part determined by the rigor of the analysis and planning phases in PCM framework. As discussed in detail in Chapter 3, the identified inadequacies in: the hierarchical structure of Overall Objective, Immediate Objectives, Outputs and Activities; vague and irrelevant indicators; lack of baseline information on indicators, lack of well thought out data collection and analysis process with designated responsibilities has

obstructed the production of useful periodic progress reports. These constraints also in turn affect the quality of evaluation report.

6.5 Sustainability

107. The key factors and conditions that improve the probability for the Afghan counterparts to continue project-derived outcomes and impacts, after this technical assistance ends, include: political commitment, institutional framework and structure capable of internalizing project processes and results, financial sustainability and support of the international community. ET observes that, in the medium term, overall, it would be very difficult for the Afghan Government (the CNPA) to sustain project achievements on its own.

- 1 As discussed in preceding chapters, the GOA has demonstrated strong commitment in the National Development Strategy and National Drug Control Strategy adopted in January 2006. But there is clear lack of systematic monitoring and reviewing mechanism.
- 2 The Government of Afghanistan has created relevant Law Enforcement and other related organizations at Ministerial level. The National Drug Control Strategy and the G.O.A. Law on Counter Narcotics has established appropriate structures and agencies and national monitoring mechanisms to implement the Counter Narcotics Law and foster partnership with relevant international community in the development and implementation of CN programmes. It is, however, still work in progress; relevant structures and institutions need to strengthen their capacity to develop Action Plans, coordination, monitoring and evaluation mechanisms.
- 3 ET observes that the Government of GOA does not seem to currently possess the financial resources to sustain project processes and outcomes resulting from the intervention of this project. This situation is evidenced from the shortfalls often encountered in meeting operational expenditure of relevant CN agencies. On the other hand, there is immense will and commitment from the international community for the support of CN activities in Afghanistan and in the region. Consequently, properly coordinated, financial capability might not jeopardize sustenance of project achievements.
- 5 The enormity of illicit drug production and trafficking is widely recognized, among the international community, as a problem that will continue to threaten regional and international security. International support can, therefore, be safely assumed to continue in the medium to long-term, as demonstrated in The Afghanistan Compact and Paris Pact Initiative. But it should also be said that counting on international community is not a substitute to building national capabilities.

7. Lessons Learned

108. Evaluation has identified the following lessons from the implementation of the project:

1. The process of transferring skills and knowledge to counterparts is critical throughout the PCM process. Ownership through “learning-by-doing” improves counterpart capacity in

the project analysis, planning, implementation and evaluation phases. Best practice in technical assistance effectively confirms that practical involvement in planning, execution and assessment of outcomes is a key contributing factor to better project results. UNODC therefore, needs to review ownership enhancing mechanisms across all LE projects under review.

2. Deficiency in formal national coordination mechanisms in the planning and implementation of law enforcement mechanisms could be rectified by creating a network for CN practitioners and professionals. For example, UNODC could organize regular workshops and conferences on new developments on counter-narcotics technology, dissemination of relevant information, relevant topical issues (assessment reports on seizures, case studies on drug traffickers' networks discovered in Afghanistan, investigative techniques and the contribution of forensics, public awareness on the gravity of drugs, CN policy development issues etc.). The bringing together of CN practitioners and professionals together in this way could improve mutual trust and appreciation of each other's roles and responsibilities, which in turn could create the basis for strengthening formal coordination mechanisms in the development and execution on various programmes.

8. Recommendations

PCM – Analysis and Planning Phases

UNODC Country Office Afghanistan

Recommendation 1

109. In the future, project developers should closely involve national counterparts in the: identification of project ideas, stakeholder analysis, defining the development problem, developing solutions and strategies, and implementation planning through the formulation of logical framework matrix. Project developers should not dominate Project Analysis and Identification and Project Planning phases. Experts should rather act as facilitators of the PCM processes.

110. A series of workshops should be organized with wide participation of counterparts and other stakeholders to benefit project development from variety of perspectives and expectations of stakeholders that could be affected positively or negatively from project intervention. The process and outcomes of the exercise should be grounded on the correct evaluation of current situation and the determination of desired changes, which could not be reached without allowing the counterparts to take a lead in the process.

Recommendation 2

111. UNODC Country Office Afghanistan should organize a series of workshops on **Results Based Management (RBM)** to help project management team (International and national project staff) and counterparts comprehend the principles and practices on developing and managing projects by results i.e. to effectively plan, implement, monitor and regularly evaluate project implementation.

Project Implementation Arrangements and Practice

CNPA and UNODC Country Office Afghanistan

Recommendation 3

112. As prescribed in the project document, the project should establish a **Project Review Committee (PRC)** to assist project management take important decisions through the provision of advice on policy issues; adopt annual work plans and corresponding budget; approve major changes to project design when required; and review semi-annual project progress reports. The PRC mechanism ensures continued support of stakeholders by keeping them engaged in decisions related to the implementation of the project. PRC also allows for creating consensus on the direction of project implementation and promotes collaborative attitude among stakeholders, including donors.

Recommendation 4

113. The project needs to start effective use and review of periodic implementation **work plans**. Using work plans in project management is a key tool within integrated PCM that allows effective monitoring and proactive management and objective evaluation of achievements against planned results regularly. The preparation of work plans should necessarily involve rigorous analysis of inter-relationships of activities and outputs across project components to identify sequential and parallel activities in order to expedite project delivery.

Recommendation 5

114. **Project Focal Point (PFP)** should be designated to follow up the overall implementation of project activities under the overall guidance of the DM-Mol. The PFP should take responsibility for monitoring project implementation, coordinating and compiling their side of progress reports, chairing the Project Review Committee meetings, jointly reviewing project reports and project revisions with UNODC project management and donors, regularly briefing the DM-Mol on PRC meetings and recommendations, and coordinating overall activities in collaboration with beneficiary CNPA units. This recommended arrangement would streamline communication, encourage counterparts to keep engaged throughout the project lifecycle, and could improve level of national ownership and enhance accountability of both project management and counterparts.

Recommendation 6

115. Project management should produce detailed reports on activities, for example, training programmes delivered by the project and other partner providers. Reports on such activities should include: purpose of the activity, content of the training or study tour, feedback of participants on the benefits they think they gained from the training, and how they shared their experience with their colleagues at home in more formal manner, for example by preparing a report for discussion in a formal meeting. Reporting activities in such substantive and result oriented manner improves project documentation and provide useful evidence for reporting and evaluation.

Project Scope

Recommendation 7

116. In practice project implementation is almost exclusively 'Kabul centric' in scope with the exception of the partially completed building works in Baghlan. There is, however, clear rationale for taking serious measures to strengthen the provincial offices as stressed in the project document. Focusing on the strengthening of the centre, with weak capabilities in the provinces (in communication facilities, the provision of regular training, and low involvement of provincial officers in the planning of CN programmes), where CN operations are largely carried out could only lead to limited results.

Regional CN Initiatives

Recommendation 8

117. UNODC Country Office Afghanistan and Afghan counterparts need to develop an action plan for increasing the level and intensity of bilateral and regional cooperation, relating to the Paris Pact Initiative recommendations articulated in Rainbow Strategy, particularly, the Green and Yellow Papers. The action plan should aim to the signing of MOU's on particular issues, for example, collaborative border control, intelligence sharing on specific CN activities, joint operations, and secondment of counterpart experts. Developing and implementing a realistic action plan that keeps relevant institutions engaged could serve a key confidence building measure for promoting cooperative initiatives.

Strategic Planning

UNODC Afghanistan Country Office

Recommendation 9

118. UNODC should provide mentoring support for middle and senior management officials of the MOI and CNPA and other CN LE agencies to enable them effectively plan and manage programmes to improve results of the gradually but surely expanding CNPA activities.

9. Conclusion

119. As discussed in detail in the body of this report, the project has yet to deliver substantial components it set out to accomplish: strengthening the ICT network, completing the remaining office premises building programme for provincial CNPAs, and the provision of mentoring to support and technical services. ET contends that the foregoing outstanding outputs cannot be completed in the remaining period. In the circumstances, it is advisable to extend the project by a further 12 months, till end of December 2010 for successful completion of the project.

120. The ET, however, recommends that the training needs analysis component of Project J43 should be deferred. This component should be executed under Project I77, which was designed to develop and organize integrated training curriculum based on training needs analysis and competence framework for all CN law enforcement programmes. Project J43 should concentrate on strengthening facilities through the provision of technology, new office premises,

mentoring on technical services and specialist investigative techniques, in order to enhance operational effectiveness and sustainability of Afghan led CN operations.



Annex 1

Terms of reference for the Thematic Evaluation of the
Law Enforcement Program in Afghanistan

Initial Evaluation of the Projects:

Support for a Counter Narcotics Training Unit (CNTU) within the Afghan Police Academy
TDAFG/I77

Regional cooperation in precursor control between Afghanistan and neighboring countries
TDAFG/I85

Mid Term Evaluation of the Project:

Strengthening Afghan – Iran Drug Border Control and Cross Border Cooperation (SAID)
TDAFG/H16

Final Evaluation of the Projects:

Strengthening of Counter Narcotic Law Enforcement Capacities in Afghanistan (Phase 1)
TDAFG/G38

&

Drug Law Enforcement – Interdiction Unit
TDAFG/H10

29 January 2007

1. BACKGROUND INFORMATION

By the late 1990's, Afghanistan had become the world's largest source of illicit opiates, until the implementation of the ban by the Taliban in 2000, which resulted in a 91% decrease in cultivation. On 17 January 2002 the Chairman of the Afghan Interim Administration announced a wide ranging decree in relation to counter narcotics which included a ban on cultivation, production, processing, drug abuse and illicit trafficking. However, opium growing has strongly resumed. The UNODC 2006 opium survey documents Afghanistan as the world's largest producer of opium with a production potential of 6,100 metric tons. Opium grown in Afghanistan is generally processed into morphine and heroin in rudimentary laboratories that can be easily dismantled and set-up elsewhere. Opium, morphine and heroin are predominantly trafficked out of the country: West into Iran, South and East into Pakistan and North into the Central Asian States.

According to Interpol estimates, a total of 120 metric tons of heroin of Afghan origin reached Western Europe in 2000 and that between 70% and 90% of the heroin found in Europe has been processed from opium produced in Afghanistan. The potential street value of those 120 metric tons would have been about 35 billion US\$. Almost all of the opiates consumed in Afghanistan's neighboring countries and most of the opiates found in the countries of the Arabian Peninsula and in Africa originate in Afghanistan. Afghan opiates have traditionally been trafficked along the so-called "Balkan route" (Afghanistan-Pakistan/Iran-Turkey-Balkan countries-West Europe).

There are already projects initiated to assist in the partial rebuilding of Kabul police drug law enforcement capacity. Whilst the Government is being encouraged to develop a counter narcotics police as an arm of the police, work is beginning on the building of the different blocks that will be required to be components of an effect drug law enforcement directorate with adequate capacity. The three main components of any such body are made up of intelligence, investigation and interdiction. Germany has said that they will assist in the creation and training of an Intelligence unit and have selected premises for this outside of the Ministry of the Interior.

The projects under evaluation fall within the UNODC Law Enforcement Program for Afghanistan, and implemented in close coordination with its counterpart the Ministry of Interior, and in consultation with Germany, United States, United Kingdom and Government of Iran who have a leading coordination role in the National Police Reform and Counter Narcotics issues in Afghanistan.

The Afghanistan UNODC Law Enforcement projects have been designed to assist the Afghan law enforcement community in combating both domestic and international drug trafficking. Ongoing projects include the building of a counter narcotics police unit in Kabul and in key provincial locations, the strengthening of the border police capacity to combat the flow of drugs from Afghanistan into Iran, the control of smuggling of chemical precursors between Afghanistan and neighboring countries, and the setting-up of a Counter narcotics Training Unit within the Afghan Police Academy. As per the Bonn Agreement the German Government has the lead coordination role in rebuilding the national Afghan police structure and the United Kingdom has the lead role in rebuilding and restructuring a national narcotics enforcement programme. To accomplish this task UNODC retains a close working relationship with the Afghan Government, particularly with the Ministry of Interior, as well as with representatives from Germany, UK, US, Iran and numerous other coalition partners.

The portfolio of the UNODC law enforcement Programme is currently composed of five ongoing projects, namely:

- ./ Strengthening of Counter Narcotic Law Enforcement Capacities in Afghanistan (Phase-I) (AFG/G38)
- ./ Drug Law Enforcement – Interdiction Unit (AFG/H10)
- ./ Strengthening Afghan – Iran Drug Border Control and Cross Border Cooperation (SAID) (AFG/H16)
- ./ Support for a Counter Narcotics Training Unit (CNTU) within the Afghan Police Academy (AFG/I77)
- ./ Regional cooperation in precursor control between Afghanistan and neighboring countries (AFG/I85)

The Project AFG/G38 (Strengthening of Counter Narcotic Law Enforcement Capacities in Afghanistan Phase-I), which has been funded by the Governments of the United Kingdom (UK), Austria, and Japan, was developed to assist in building an Afghanistan national narcotics force. This project included the building and remodeling of a Counter Narcotics Police of Afghanistan (CNPA) operational Headquarters and a fully trained and equipped CNPA Investigative unit. In addition, nine provincial satellite offices were established in key locations (Herat, Lashkargah, Kandahar, Jalalabad, Mazar, Kunduz, Fiazabad, Khost and Nimroz) throughout Afghanistan. By Afghan law the CNPA has been established as an independent body and within the organizational structure of the Afghan National Police of the Ministry of Interior.

The Project AFG/H10 (Drug Law Enforcement – Interdiction Unit) which has been funded by the United States (US) and Poland was developed to build and train a National Interdiction Unit (NIU) within the structure of the CNPA. The US is committed to training an elite force capable of conducting high value targets (HVTs) seizures, raids, and arrests which are designed to have a national enforcement impact. In addition to the training, the US is building a NIU compound outside of CNPA Headquarters in Kabul. This facility will include housing, food preparation, firing ranges, heliports, training rooms, and a communication center. In close consultation with the US representatives in Kabul the UNODC project AFG/H10 will furnish and equip this new and modern facility. At the present time plans call for the housing of around 300 NIU officers. The facility is expected to become operational in June 2007.

The ongoing project AFG/H16 (Strengthening Afghan – Iran Drug Border Control and Cross Border Cooperation (SAID) which is funded by the European Commission (EC) and the government of Austria was developed to facilitate the equipping of border control posts along the international border between Afghanistan and Iran. The Governments of Iran and Afghanistan have adopted a bilateral agreement for Iran to build 25 border posts within the Afghan territory. UNODC has committed to train and equip Afghan border patrol officers in these extremely remote locations. This project will enhance the capacity of the Afghan Border Police to reduce the flow of drugs at the Afghanistan/Iran border. To date, 24 out of 25 border posts have been completed and handed over to the Government of Afghanistan. The SAID project is equipping up to 25 border posts with drug and precursor test kits, basic search equipment, and transportation equipment; providing the specialized heavy duty equipment for the rebuilding and maintaining border posts access roads; establishing a communication network between the border posts and the center; providing appropriate training for staff deployed along the border and providing specialized equipment to assist with duties associated with border patrolling and security.

Finally, the other two ongoing drug law enforcement projects were designed with the aim of supporting a counter narcotics training unit (AFG/I77) and enhancing the regional cooperation in precursor control between Afghanistan and neighboring countries (AFG/I85).

The findings of the evaluation should be clearly compared, but not limited to, the objective and expected results listed above. Please refer to the sections on the purpose and scope of the evaluation (2 and 3) of this TOR that spell out other essential elements of this project which need to be assessed and on which guidance and insights are expected to be provided by the evaluation.

2. PURPOSE OF THE EVALUATION

The Law Enforcement programme in Afghanistan has evolved and continues to expand since inception in 2003. Currently, the programme includes additional projects aimed to support a Counter Narcotics Training Unit (AFG/I77) within the Afghan Police Academy and provision of technical assistance in the area of Precursor Control (AFG/I85) within the intelligence department of CNPA. The projects AFG/I77 and TDAFG/I85 are at the initial stage but both projects AFG/G38 and AFG/H10 are at the end stage of implementation and they are close to completion as they have finalized most the activities and achieved the main expected outputs. The other ongoing project (AFG/H16) strengthening drug border control and cross border cooperation between Afghanistan-Iran is at the mid-term of implementation.

The purpose of this evaluation is to determine what the programme has achieved and if the programme has attained its objectives successfully and efficiently. The extent to which the needs of the beneficiaries are being met as well as what has been achieved in terms of impact and sustainability will also be assessed. In addition, this evaluation will uncover to which extend the strategy for strengthening a drug law enforcement capacity in a post conflict environment was planned and implemented in a thorough and effective manner.

The main stakeholders of these projects are: (i) the Ministry of Interior (the Counter Narcotics Police of Afghanistan and the Afghan Border Police) (ii) United Nations Agencies (UNOPS, UNDP); (iii) donors to the project (the United Kingdom, the United States, Germany and Iran); as well as (iv) relevant national and international counterparts.

The evaluation will seek to draw lessons and best practices that can be used to improve future project planning, design and management. These key prerequisites and elements for the replication will be extremely valuable for UNODC to improve future planning in the field of drug law enforcement capacity building in Afghanistan and in other post-conflict countries. The evaluation will also be of interest to the donors of the projects, as these donors are envisaged to fund additional projects in this field.

3. EVALUATION SCOPE

As outlined above, project executions differ in time, as the two projects did not start simultaneously. Nonetheless, their consistency in geographic and thematic areas (Kabul and nine targeted provinces under project AFG/G38, Kabul and the provinces of Herat, Farah and Nimroz under project AFG/H16; and Kabul under project AFG/H10) provides a common framework to this evaluation.

The evaluation will mainly focus on the projects' concept and design, the implementation, results, outputs and outcomes. The evaluation should appraise:

(a) Project concept and design.

Evaluation is aimed to analyse and indicate whether and how the programme contributed to a priority area or comparative advantage for UNODC. They will review the problems identified by the programme and the corresponding strategy chosen in order to address them. The evaluation should also encompass an assessment of the relevance and attainability of the objectives and of planned outputs, activities and inputs, as compared to other cost-effective alternatives, if/as available. An analysis of the clarity, logic and coherence of each project should also be provided for. The evaluation should appraise whether the project's assumptions were correct. In other words, all other things being equal, was the project developed with the correct assumptions that would have a beneficial effect? To what extent are the results due to the project rather than to other factors? (Evaluation to Test a Theory).

(b) Objectives, outputs, impact and sustainability.

Evaluation is aimed to indicate whether results have been achieved, and if not, whether there has been some progress made towards their achievement. It will assess the usefulness of results and outcomes and whether the projects have created impact. This should also encompass the likely sustainability of results and benefits as well as the project's contribution to human and institutional capacity building.

(c) Overall implementation process.

Evaluation is aimed to assess how effectively/efficiently programme planning and implementation have been carried out, which includes assessing to which extent organizational structure, managerial support and coordination mechanisms used by UNODC support the projects. The Evaluators will analyse problems and constraints encountered during implementation as well as the quality and timeliness of inputs and the efficiency and effectiveness of activities carried out under these project.

(d) Lessons learned from the concept, design and implementation of the project.

Recommendations may also be made in respect of issues related to the implementation and management of the project and follow up projects dealing with the same issues. The evaluation shall assess in what ways the project design and/or delivery can be improved to enhance its effectiveness (Evaluation for Project Improvement). The evaluation should identify the key elements, assumptions and risks for the development of a similar initiative in other regions affected by the trafficking of drugs. In other words, the evaluation should provide a matrix that could be used by UNODC to assess whether a similar initiative could work elsewhere and have similar results (Evaluation for Replication).

The scope of the evaluation is expected to also include findings, lessons learned and recommendations in the following areas:

- i) an analysis of how efficiently programme planning and implementation has been carried out. This includes assessing the extent to which organizational structure, managerial support and coordination mechanisms used by UNODC support the achievement of the project's objectives;
- ii) whether the expected results have been achieved, and if not, whether there has been some progress made towards their achievement;
- iii) whether the results and objectives were useful, relevant and attainable;
- iv) whether the project addresses the identified needs/problem (relevance);
- v) whether the project contributes to a priority area or comparative advantage for UNODC; and
- vi) whether the project reflects result-based programming, management and monitoring.

Furthermore, the scope of the evaluation should also include an analysis of the following issues:

- i) problems and constraints encountered during implementation;
- ii) the role played by the field offices in the implementation of the project; and
- iii) capacity development in beneficiary countries.

Particular focus should be given to the assessment of the effectiveness, appropriateness and relevance of the projects.

4. EVALUATION METHODS

The evaluation methods will include:

(a) Document review; this will include all major documents, such as the projects documents, progress and monitoring reports, terminal narrative reports, as well as assessments, manuals developed under the projects etc. (desk study)

(b) Visits to the Ministry of Interior (CNPA and the Afghan Border Police), UNOPS, UNDP and other relevant stakeholders (Governments of UK, US, Iran and Germany) and interviews with key staff;

(c) Field assessment missions to Kabul, Mazar-e-Sharif, Kunduz, Fiazabad, Herat, Lashkargh, Kandahar, Jalalabad, Nimroz and Khost to visit the National Interdiction Units of CNPA, CNPA provincial offices, CNTU and the Afghan Border Posts across the Afghan-Iran border.

(d) Request selected CNPA and ABP officers to complete and submit a questionnaire prepared by the evaluators.

(e) Drafting of final report.

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

5. EVALUATION TEAM COMPOSITION AND REQUIREMENTS

The projects (AFG/G38, AFG/H10, AFG/H16, AFG/I77, AFG/I85), part of the drug law enforcement capacity building Programme, are to be evaluated by a team of International Experts (Evaluators) who have relevant skills for the task. The evaluators should have excellent knowledge in the field of drug law enforcement capacity building in developing countries.

The evaluators should hold an advanced degree in social sciences or relevant field and have proven experience on implementation of drug law enforcement projects/programs, preferably in West Asia. In addition, the evaluators should also meet the following criteria:

- 1) Be familiar with the project implementation in the UN and possibly in UNODC.
- 2) Have experience in conducting independent evaluations.

3) Have at least 10 years relevant professional experience in: a) Law Enforcement capacity building of drug law enforcement agencies in developing countries; b) Professional Law Enforcement background with organizational and supervisory experience.

4) Have obtained a graduate degree in a relevant area.

5) Possess excellent analytical, drafting and communication/writing skills in English. Knowledge of Afghanistan local languages could be an asset.

The evaluators are selected by the Independent Evaluation Unit, UNODC Vienna, in consultation with the Country office of Afghanistan. Coordination is to be sought also with the Europe, West and Central Asia Section, PDB/DO, and the Anti Organized Crime and Law Enforcement Unit, HSB/DO, in UNODC Vienna, using the agreed criteria and drawing expertise from the roster.

6. PLANNING AND IMPLEMENTATION ARRANGEMENTS

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

UNODC Country Office for Afghanistan:

- Ms. Christina OGUZ, Representative
- Mr. Alexandre Schmidt, Deputy Representative
- Mr. Gary William O'Hara, Law Enforcement Program Manager
- Mr. Nazar Ahmad Shah, Senior Program Officer
- Mr. Daud Saskai, National Project Coordinator – Law Enforcement Section
- Mr. Temur shah Sultani, National Project Coordinator – Law Enforcement Section
- Mr. Eisa Nang, National Project Coordinator - Law Enforcement Section

UNODC Headquarters in Vienna (Austria):

- Mr. Brain Taylor, Chief, Anti Trafficking Section (ATS)
- Mr. Ian Munro, Chief Anti Organized Crime and Law Enforcement Unit (AOCLEU)

Following recruitment and documentation review (3 and a half days), the evaluators will travel to UNODC Vienna for a briefing (1 and half day) with relevant staff. Afterwards, they will undertake the field visit in Afghanistan. While in Kabul the evaluators will receive a briefing from the relevant staff of the Country Office and will carry out a desk-review of the Law Enforcement Program documentations (2 days). Meetings with stakeholders, beneficiaries and partners will be organized in Kabul (5 days) as well as missions to at least three targeted provinces (6 days). At the end of the field visits, meetings, interviews, etc. the evaluators will prepare the draft report within 7 working days and submit it to the UNODC Country Office for Afghanistan and UNODC HQs for comments.

UNODC Country Office will secure office space, administrative basic support, and travel arrangements for the evaluators during their stay in Kabul.

After one week break, comments will be provided to the evaluators for integration into the report (3 days).

Time Frame & Tentative programme for the Evaluator:

Programme & Activity	Days Required	Tentative dates
Preparation and Desk-review	3 ½	11-14 March 07
Briefing by HQs staff	1 ½	14-15 Mar 07
Travelling to Afghanistan	1	16 Mar 07
Briefing by Country office staff	1	17 Mar07
Desk-review of documentations at COAFG	2	18-19 Mar 07
Meetings/interviews with Ministries, Departments, UN Agencies and relevant stakeholders.	5	20-25 Mar 07
Field visit to the provinces	6	26-30 Mar-07
Preparation of the draft report	7	1-7 Apr 07
Returning home	1	8 Apr 07
Contract break	one week	9-16 Apr 07
Incorporating the UNODC comments in the report and preparing the final draft	3	17-19 Apr 07
Total Working & Travel Days	31	

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

Deliverables of the evaluation

- 1) Evaluation plan and detailed terms of reference with methodology;
- 2) Evaluation draft reports (one for each project) with findings;
- 3) Lessons learned and results;
- 4) Briefing meetings, focus groups, questionnaire, and presentations;
- 5) Law Enforcement Final evaluation reports (five) on five projects

Payment:

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

Evaluation report:

The evaluation report should follow the standard UNODC report outline that is listed below:

1. Evaluation summary (maximum 4 pages)
2. Introduction
3. Background (Project description)

4. Evaluation purpose and objective
5. Evaluation methodology
6. Major findings
7. Lessons learned (from both positive and negative experiences)
8. Constraints that impacted project delivery
9. Recommendations and conclusions

Annexes to the evaluation report should be kept to an absolute minimum. Only those annexes that serve to demonstrate or clarify an issue related to a major finding should be included. Existing documents should be referenced but not necessarily annexed. Maximum number of pages for annexes should not exceed 15. Additional information on the format of the reporting will be provided to the evaluator as soon as he or she is appointed. The Terms of Reference of the evaluators and the UNODC Format and Guidelines for the Evaluation should be annexed.

List of Interviewees

Ministry of Interior. CNPA

1. General Ali Mirza Head of Counter Narcotics Police Intelligence Department
2. General Shiasta Director General Counter Narcotics Police of Afghanistan
3. General Sikandari Director of Administration Counter Narcotics Police Afghanistan.
4. Colonel Nangale Current Head of Precursor Control Unit. CNPA.
5. Colonel Fowlad Deputy Head of Counter Narcotics Academy
6. Dr. Khalid and team- Head of CNPA Drugs Laboratory.
7. Captain Naim, Head - Precursor Control Unit.
8. Colonel Noor Mohammad Zazai Head of Investigation Counter Narcotics Task Force CNPA
9. Mr. Farhad , Chief Prosecutor, CNPA Criminal Justice Task Force Kabul Airport.

Ministry of Counter Narcotics

10. Dr. Mohammad Zafar, Deputy Minister of Afghan Ministry of Counter Narcotics

Ministry of Finance. Customs Authority

11. Sultan Shah Deputy Head of Afghan Customs in Ministry of Finance and Revenue, plus intelligence/investigation staff

Drug Regulation Committee

13. Dr. Abdul Shakoor, Executive Secretary

Embassies

14. Mr. Ingo Badoreck Attache European Commission.
15. Mr. Haroon Azizi Project Officer SSR European Union.
16. Mr. George Noel-Clarke Political Advisor to the E.U. Special Representative

Specialist International Counter Narcotics Agencies

17. Mr. David Wilson SOSI International Programme Manager.
18. Mr. Clive Peckover Head of Rule of Law Team British Embassy
19. Mr. Stuart Copley Deputy Country Manager Serious and Organised Crime Agency.
20. Mr. Howard Parker Head of Mission U.S. Department of Justice US Embassy.
21. Mr. David Wright Senior Counter Narcotics Advisor Helmand (British Embassy Drugs Team)

22. Lieutenant Colonel Michael Schue Counter Narcotics Advisor U.S. CSTC-A.
23. Mr. Larry Leveron Senior CNPA Mentor SOSI (Blackwater ex DEA)
24. Mr. Carlos Gonzales CNPA Mentor (SOSI)
25. Mr. Hamid Rohilai Administration Mentor Adam Smith Institute.
26. Mr. Frank Balazs Senior Mentor to CNPA (SOSI)
27. Mr. Bruce Bryda CNPA Mentor (SOSI).
28. Mr. Leonard Petree U.S. Border Management Task Force U.S. Embassy
29. Mr. Mathew Shankweiler U.S. Border Management Task Force U.S. Embassy

UN Agencies

30. Ms. Elizabeth Bayer, UNAMA Counter Narcotics Advisor
32. Mr. Bertrand Redonnet, UNAMA, Counter Narcotics Deputy Advisor
33. Mr. Khuda Baksh Choudary, Chief Police Advisor to UNAMA

UNODC Country Office Afghanistan

34. Mr. Jean-Luc Lemahieu, UNODC Representative - Afghanistan
35. Mr. Patrick Halewood, Senior Advisor, Counter Narcotics
36. Mr. Mark Calhoun, Programme Manager, LE
37. Mr. Wais Qais, International Project Coordinator, LE Projects
38. Mr. Stuart Barton, Mentor and Acting International Coordinator for Project I85
39. Mr. Mohammad Akbar UNODC National Project Coordinator, Project I77
40. Dr. Eisa Nang, National Project Coordinator, Project J43
41. Mr. Abdul Qadir UNODC Project Associate I77 within the Training Academy
42. Mr. Mohammad Niazi English and I.T. skills mentor at CNTA Project I77