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Office on Drugs and Crime

MID-TERM EVALUATION REPORT

Project Number:
AFG/I77

Project Title:
Support for a Counter Narcotics Training Unit within the
Afghan Police Academy

Country:
Afghanistan

Report of the Independent Evaluation Team
David Hepworth and Teame Tewolde-Berhan

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Abbreviations and Acronyms

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.
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 SRSG	Special Representative of the Secretary-
General TADOC	Turkish National Police Training Academy
UNODC	United Nations Office on Drug and Crime

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Executive Summary

A. Summary Major Findings and Achievements

- The completion of the CNTU premises with functioning facilities, including lecture theatres, computers, and a conference hall, with organisational structure approved public operating budget is a significant milestone achieved through commendable strategic partnership between the Governments of Germany (which funded the construction of premises), the I.R. of Iran and the GOA (Government of Afghanistan), and the UNODC Country Office Afghanistan.
- The physical aspects of establishing the CNTU has been fully achieved; the project has, however, yet to build the vital intellectual and substantive capacity to enable the CNTU as a full-fledged functioning training institute, as anticipated in the project document. Key outputs, including, developing competence framework for the range of roles and positions in relevant CN law enforcement agencies, detailed training needs analysis and integrated training curriculum and materials have not been developed.
- Consequently, in the absence of these gaps, the CNTU's role is largely restricted to the hosting of training programmes offered by international partners, including, SOSI, DEA, and other European law enforcement training providers.
- In 2008, the CNTU has hosted the training for 1190 CNPA and Customs officers provided by SOSI, the French Embassy, DEA and other international training providers, resulting in reportedly noticeable improvement in professionalism and operational capacity among these officers. The Head of the Criminal Justice Task Force (CJTF) and the U.S. Department of Justice providing mentoring support to CJTF contend that the performance of officers who took relevant training at the CNTU has increased from 50% to 85%.
- The failure to develop integrated training curriculum has, however, led to 'scattergun' approach where unfocused, often incompatible and uncoordinated courses are delivered piecemeal to sometimes inappropriate beneficiaries by well meaning but disjointed providers. A case in point is, for example, three totally different precursor courses were run by three different training providers, delivered to trainees where some of them attended all three courses with little relevance to their current roles.
- The project development process lacked participatory and dynamic implementation planning. Project Identification and Analysis and Project Planning Phases were predominantly carried out by project development experts with out close and substantive involvement of Afghan counterparts and stakeholders. This gap in Project Cycle Management (PCM) process has denied the project of vital input from relevant stakeholders resulting in less sound project design, which in turn affected project management, delivery, monitoring and evaluation and significantly undermined national ownership.
- Project intervention logic to create a functioning CNTU is essentially sound and the solutions are achievable, but the CNPA/CNTU authorities need more technical

assistance in the implementation of the project than currently provided for in the project document in order to attain project objectives.

- Similarly, the Log Frame Matrix stipulated in the project document does not provide indicators for project results, “Immediate Objectives” and “Outputs” in conformity with SMART principles. Failure to specify output indicators conforming to these principles, denied the project management of important tools for monitoring achievement of outputs and objectives. In almost all cases the indicators fail to specify completion time, quantity and quality. In the absence of the foregoing specific indicators, it has been difficult to effectively manage projects and monitor achievements against plans. Further, it also impeded more objective evaluation of the project.
- The project document has made provisions for effective project management. The respective roles of UNODC, Government of GOA counterparts, donors, UNODC HQ based technical departments have been appropriately specified. The lack of utilizing these implementation arrangements has, however, impeded project delivery. Major improvements are particularly required in project management practices: i) 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) monitoring and reporting tools, v) inclusive project revision exercises involving stakeholders.
- As the records show, the project had neither International nor National Project Coordinator for 19 months, almost 50% of the period since the commencement of project implementation. Senior Programme Managers were offering guidance and were filling in the gaps, but it is clear that the absence of dedicated international and national project coordinators, as provided in the project document, has inhibited timely start and progress of implementation.
- 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 was these plans referred to in six-monthly or annual progress reports to assess progress against plans. The establishment of a functioning PRC would have provided an opportunity for regular review of project progress, targets, and assumptions.

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 GOA and the International Community in 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 GOA (Government of Afghanistan) 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.

OWNERSHIP

Review of project document, examination of project reports, discussion with counterparts and donors and project management has revealed that the project has not sufficiently utilized the participative mechanisms that allow counterpart ownership of the PCM process, including those management arrangements articulated in the project document. Significant gaps included the failure of establishing a functioning of PRC, joint regular review of progress reports, and joint revision of projects. ET contends that this 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.

EFFECTIVENESS

The establishment of the CNTU, with appropriate facilities is a major milestone towards building sustainable capacity of CN law enforcement agencies. It has to be underlined, however, that the CNTU will meet its strategic objectives only when the outstanding outputs identified in Chapter 5 (particularly, training needs analysis, integrated training curriculum, national trainers) are realized, implemented and start to make impact on results of CN activities, which the project has yet to deliver.

EFFICIENCY

Institutional constraints, particularly the inflexibility of the organisational structure review, which requires mandatory approval for creating government bodies, units within ministries and associated budget for operations has imposed constraints in the timely utilization of project provided equipment, vehicles and facilities.

The project has not used periodic work plan, a key management tool, in the course of implementation. Work plans were largely prepared haphazardly without the involvement of counterparts or PRC. Project progress reports do not consequently make reference to work plans or benchmarks. This gap denied the review of time frame estimates, assumptions and carrying out rigorous analysis of the inter-relationship of activities and outputs across project components to identify sequential and parallel activities that would help bring forward project delivery.

Inadequacies identified in the Analysis and Planning phases within the PCM process, particularly in: the hierarchical structure of Overall Objective, Immediate Objectives, Outputs and Activities; vague and in some cases 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 for effective and proactive project management.

SUSTAINABILITY

Afghanistan only partially fulfils key conditions that improve the probability for continued long-term project-derived outcomes and impacts after this technical assistance project ends. These conditions include: i) demonstrated political commitment to Counter Narcotics strategy; ii) the implementation of the Counter Narcotics Law of Afghanistan is institutionalized at the ministerial levels, whose monitoring is charged to a Cabinet Committee; iii) As one of the least developed countries, Afghanistan could face financial constraints and technical capacity in the implementation of CN programme that could

effectively tackle the risk of poppy production and illicit drug trade imposes. Afghanistan would, therefore, require continued international financial support to build capacity in the planning and management of CN activities in the medium to long-term.

C. Project Strengths and Weaknesses (on the basis of PCM and Evaluation Criteria)

On the basis of findings evaluation makes the following observations:

PCM & Evaluation Criteria & Achievements	Strengths	Weaknesses
Relevance	Alignment to: <ul style="list-style-type: none"> - GOA National Drug Control Strategy (NDCS) - Afghanistan Compact - Paris Pact Initiative's, RAINBOW STRATEGY - UNODC Strategic Programme Framework for GOA, 2009 -2011. 	
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 	Failure to closely involve counterparts in the PCM process: <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 mechanisms to involve relevant national stakeholders in the implementation of project (e.g. Customs and CFTJ in: revision of project strategies, reviewing progress reports and in the review of evaluation reports).
Effectiveness	<ul style="list-style-type: none"> - Establishment of CNTU with state-of-the-art facilities - CNTU hosting training programmes provided by independent competent international providers 	<ul style="list-style-type: none"> - CNTU has yet to deliver competence framework, training needs analysis and integrated training curriculum to establish itself as a full fledged training institute.
Efficiency		<ul style="list-style-type: none"> - Inflexible requirements of the organisational structure - Failure to use work plans as a

PCM & Evaluation Criteria & Achievements	Strengths	Weaknesses
		management tool to enable proactive project management - Lack of rigor in specifying performance indicators project results (at the output and objective levels) and in the design of hierarchical structure and coherence (overall objective, immediate objectives, and outputs)
Sustainability	- 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	- lack of effective coordination mechanisms at national, 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	Project Document has provided appropriate management arrangements: - Project Review Committee - Clear roles for Project Management Team and National Counterparts - Clear project monitoring modality	- 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/CNTU, 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, 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 Project Cycle Management (PCM) processes.
2. Successive workshops should be organized through the Project Analysis and Planning phases of the PCM process to allow active and substantive involvement of counterparts and key stakeholders.
3. UNODC Country Office Afghanistan should organize an intensive workshop on **Results Based Management (RBM)** to help project management team (International and national project staff) and counterparts comprehend the

principles and practice of managing projects by results i.e. to effectively plan, manage and evaluate project implementation with focus on project delivery and results.

4. As prescribed in the project document, the project should establish a **Project Review Committee (PRC)** composed of counterparts and key stakeholders. The PRC could assist project management take important decisions, such as, providing 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 and advice and facilitate mitigation measures. The PRC mechanism ensures continued support of stakeholders by keeping them engaged in decisions related to the implementation of the project, thereby allowing the development of consensus on the direction of project implementation and promotes collaborative attitude among stakeholders, including donors.
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 PRC meetings, jointly reviewing project reports and project revisions with UNODC project management and donors, and coordinating overall activities in collaboration with beneficiary CNTU. This 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. 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.
7. Evaluation recommends that UNODC consider the provision of mentorship to improve the Strategic Planning and Management capacity of the CNTU establish itself as a functioning institution of excellence in CN training in Afghanistan. Evaluation is of strong opinion that the outstanding deliverables, which are critical in attaining the objective of the CNTU, can only be achieved, in the medium term, with the support of an international expert with demonstrable relevant credentials. The mentor should, particularly, be an expert in managing relevant training institution capable of coordinating the development and regular reviewing: training needs analysis, training of trainers, curriculum and materials, fostering strategic partnerships with relevant law enforcement agencies and foreign training providers, and running training programmes.

1. Introduction

1.1 Purpose and Objective of Mid-Term Evaluation

1. This Mid-Term Evaluation of project “Support for a Counter Narcotics Training Unit (CNTU) within the Afghan Policy Academy” Project AD/AFG/05/177, 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 objectives as specified in the approved project document and project work plan: the creation of CNTU, run by Afghans to train Afghans, with consistent and standardized CN training programme to new and existing staff of relevant law enforcement agencies. 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 (I.R.A.) 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 degree to which the project is aligned with UNODC mandate, Strategic Programme Framework for Afghanistan (SPFA), and multilateral instruments and declarations including, Compact, 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 to get involved effectively across the PCM process, 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: the creation of CNTU, run by Afghans to train Afghans, with consistent and standardized CN training programme to new and existing staff of relevant law enforcement agencies.

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; use of equipment (vehicles and equipment, and IT); utilization of trainers and trained officers; 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. **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.

7. **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

8. 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 Pact, Compact, G8 Declarations in 2004.

9. 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, and EC,) and UN Agencies including UNAMA. (For complete list of interviewees refer Annex II).

10. 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

11. 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:** Within the framework of PCM framework, assesses project analysis phase (situation analysis comprising problem analysis and objective analysis) and planning phase addressing project design and development of Logical Framework Matrix. This chapter attempts to elaborate on consultation modalities adopted, through PCM process, with Afghan stakeholders, and donors to identify the development need and establish the rationale for intervention. Soundness of project design to assess the logical relationship between 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

12. 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.

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. UNODC has been involved since the early 1990's in various counter narcotics activities in Afghanistan initially through its Demand Reduction Programmes followed by Rule of Law and Law Enforcement assistance is in the form of assisting the building of a central drug investigation unit with satellite offices capable of investigation and intelligence capacity (AFG/G38) and an interdiction force to provide support to the investigation units (AFG/H10). In January 2005 UNODC launched a new Law Enforcement project (AFG/H16), aimed at strengthening the controls along the Afghan/Iran border.

16. In the course of implementation the need for strengthening interdiction and law enforcement capacities were soon identified. In the face of increasing challenges, the Government of I.R.A. adopted a plan to expand the CNPA to over 750 officers by the end of 2005, currently standing at 3750 with an effective presence in all major opium producing provinces. But beside the need for expanding the CNPA forces, the need for extensive training for all officers across the board was also recognized.

17. Prevailing counter narcotics training in general had been run by varying donors (and to a large extent still is) with little cohesion and coordination. While the UK has taken, for example, a lead in giving generalist training to some of the CNPA staff, other countries have, by and large provided training courses, on an 'ad hoc' basis (e.g. France 9 weeks Interdiction training, Canada 2-weeks Investigative training), without apparent follow-up programmes. The US focused on a providing training programme for the National Interdiction Unit. Although UNODC assists and coordinates with many of these various

trainings, the need to standardize still exists. The development of CNPA, on both a short term and a sustainable long-term basis, requires the development of a recognized and established training mechanism. In the longer term, this mechanism can develop and deliver a wide-ranging drug law enforcement curriculum that would ensure the development of current and future inducted staff. This project will not only complement the activity of German government efforts with regard to the building infrastructure, but would serve as a centre for providing integrated CN training activities for Afghan law enforcement agencies in intelligence, investigation and interdiction. The Counter Narcotics Training Unit (CNTU) will not only provide consistency in training to the CN personnel, but to other bodies, groups, and agencies as well. The project was thus conceived and designed to include, but not be limited to, regular police, border police, customs and, justice officials.

18. This Training Unit will serve as a facility for International Training providers as well as the focal point and coordinator for CN training courses. By effectively playing its coordinating role, the CNTU is expected to ensure that all trainings are aligned with identified Afghan training needs and priorities and that training contents are compatible with requirements and address the competence framework of the various tasks relating to intelligence, investigation and interdiction CN activities. In the process it is hoped for the CNTU to improve quality of training in terms of consistency, delivery and content.

2.3 Project Summary

Table1: Project Summary

Executing Agencies: UNODC Afghanistan Country Office Implementing Agency: UNODC Afghanistan Country Office Sector: Counter Narcotics Enforcement	National Counterparts: Ministry of Interior, Counter Narcotics Police Afghanistan
Project Ref. No.: TD/AFG/05/I77 Planned Project Start Date: April 2007 Actual Start Date: May 2007	Project Duration: 48 months Initial End Date: February 2010
1st Extension: Approved to extend by 8 months till end of 2009	Initial End Date: April 2009 New End Date: Not revised
Total Project Budget: USD 3,801,566 (Government of Federal Republic of Germany Contribution) USD 650,000	Project Location: Kabul, Afghanistan
Overall Objective	
To Enhance the capacity of Afghan drug law enforcement officials and allied Agencies in Countering Narcotics. Establish a permanent mechanism that will function to coordinate any and all offers of training from international partners or bodies.	
Outputs	
<ol style="list-style-type: none"> 1. A dedicated and fully equipped Counter Narcotics Training Unit (CNTU) in CNPA Established (Output 2) 2. Trainers and Support Staff trained to run the Academy (Output 3) 3. Integrated Training Curriculum developed and associated resource centre and database established (Output 4) 4. Training sessions and Study Tours organized (Output 5) 	
Summary Key Activities	
<ol style="list-style-type: none"> 1.1. Recruit project staff, including International and National Project Coordinators and other support staff. 1.2. Prepare project work plan and budget. 2.1. Identify, procure and install training equipment and facilities for the CNTU. 3.1. Identify, select, and recruit staff, including master trainers, management and administrative Staff. 3.2. Identify suitable training providers to train the recruited staff. 3.3. Provide relevant training in conformity with established competence framework. 4.1. Develop competence framework for all key counter narcotics law enforcement and general skills, including general skills, such as management and leadership training required within the counter narcotics force from introductory to advanced and specialist levels. 4.2. Undertake a comprehensive training needs analysis for all areas of counter narcotics law enforcement and general skill areas to improve performance as required in the competence framework. 4.3. Develop an integrated training curriculum for all aspects of counter narcotics law enforcement activities ranging from general to specialist courses. 4.4. Establish a database of training courses, materials, students trained and resources available. 4.5. Implement regular assessment and monitoring of students after having received training. 4.6. Establish M&E mechanism for the regular evaluation of the trainers and the training material. 	

3. Project Analysis and Planning Phases

3.1 Project Identification and Analysis Phase

19. UNODC Country Office Afghanistan identified the idea of designing Project AD/AFG/05/177 as a follow-up project to consolidate achievements made from the assistance provided to build a central drug investigation unit with satellite offices capable of investigation and intelligence capacity (AFG/G38) and an interdiction force to provide support to the investigation units (AFG/H10), and strengthening the controls along the Afghanistan border (AFG/H16). Under the identification process, UNODC conducted consultations with MCN, MOI, and CNPA to assess the existing situation to help identify the range of training gaps that the CNTU needs addressing.

20. Under the framework of PCM, project identification starts from problems faced by MOI and CNPA and other law enforcement agencies in combating illicit drug trafficking, particularly those relating to lack of relevant skills and knowledge. 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 should focus 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 AD/AFG/05/177, major existing problems that inhibit effective CN efforts, and a Problem Tree representing causes and effects hierarchically. UNODC project development staff/consultants could use various interview and discussion techniques to identify stakeholders affected 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 then 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 would be the 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 law enforcement agencies" 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 formulated in the preceding Stakeholder and Problem analyses. It 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. Essentially, the exercise identifies the range and content of the various training requirements for the various competency levels of officers working for concerned law enforcement agencies. The development of competency framework is a significant undertaking in itself because it helps standardize skills and knowledge and training requirement for each role and determines career path of law enforcement officers. Linking training programme and training curriculum with competence framework of CN activities, relating to intelligence, investigation and interdiction, leadership and management would improve staff morale and motivation thereby ensuring continued improvement of performance of CN activities.

25. These exercises are only beneficial to the extent they allow active and close participation of stakeholders. The process of identifying the existing problems and determining solutions that would result in desired changes in the capability of CNPA, through the creation of dedicated CNTU, can only reflect the objective conditions if the process is co-owned by the stakeholders. ET, however, contends that the situation analysis phase was predominantly led and carried out with little substantive involvement of the Afghan counterparts.

3.2 Project Planning Phase

26. The project used the Logical Framework Approach 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. Under the PCM process, this exercise should be carried out with close involvement of counterparts as their input reflects realistic environment around which the project will be implemented, including institutional constraints, available national expertise and knowledge, stakeholder expectations, and capacities. The information provided under these columns, serve as the basis against which project progress is monitored and evaluated.

27. 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.

28. **Overall Objectives:** The Overall Objective should have been stated as, for example, “A dedicate CNTU capable of providing and coordinating training needs for CN law enforcement agencies is established and functioning“. While this formulation is expressed in “change” language reflecting the desired situation resulting from project intervention, in the project document it is expressed in “action” language” i.e. “To enhance the capacity of Afghan drug law enforcement officials and allied agencies in counter narcotics....” Formulating it in “change” language enables the project to measure improvements achieved as a result of its intervention in the provision of training through qualitative and quantitative indicators.

29. The overall objective may not be fully achieved within the project life cycle and certainly not solely with the intervention of this project. In anticipation of this eventuality, the overall objective could have been broken down into more than one “Immediate Objectives” for more clarity, measurability of achievement and monitoring purpose. Immediate objectives, generally formulated around key outputs (project components) or cluster of outputs, contribute individually and collectively to achieve the Overall Objective of the project. The restructuring of objectives by adding a layer of “immediate objectives” would have made it possible for project planners and counterparts to generate more relevant, specific and verifiable performance indicators, and respective sources and means of verification, and associated assumptions and risks to provide more detail and means of project monitoring.

30. **Outputs:** Outputs on the other hand are the physical and/or tangible goods and/or services delivered by the project, e.g. “CNTU fully furnished and equipped”, “Training needs analysis report”, “competence framework developed”, “integrated training curriculum developed”, “CNTU running training programme for CN law enforcement agencies”. Project management is particularly responsible for delivering these outputs as well as ensuring that Immediate Objectives are met by encouraging the CNTU and beneficiary law enforcement agencies to use these outputs in order to realize the desired changes, i.e. the provision of an Afghan integrated and sustained training programme for the CN law enforcement agencies. The delivery of these outputs in coherent and synchronized manner, which improves the scope of impact and faster delivery, calls for the determination of the nature of activities and associated inputs: quality of material, time frame, and cost effectiveness.

31. **Activities and Inputs:** project document has identified the required activities and inputs to realize respective outputs. Project activities could, however, further be broken down into sub-tasks or sub-activities, whenever feasible and appropriate in order to improve the outcome of project planning process and strengthen integrated implementation process. This approach could facilitate the identification of activities that could be launched in parallel and those that should be implemented sequentially to expedite overall project delivery within optimum time frame.

32. Developing implementation work plan prepared with such integrated and analytical approach is critical to the delivery of project results within prescribed budget and time frame. Implementation planning process requires the involvement of key stakeholders, the CNPA, designated CNTU authorities to identify external constraints that could inhibit delivery, counterpart organizational constraints and capacities, the capacity of project management at UNODC, key assumptions and risks. Evaluation Team observes that had project management adopted periodic work plans, parallel activities could have been launched, which could have realized results at a much shorter time frame. While activities necessary to realize outputs, for example, competence framework, training needs analysis, and integrated training curriculum might need to be sequentially carried out, it might also be argued that they could be developed iteratively. On the other hand, identification of master trainers and getting them trained up front, at the start of the project, without necessarily having to wait until the foregoing outputs have been achieved. In fact it could also be espoused that master trainer candidates could benefit from involving in the process of carrying out competence framework, training needs analysis and developing integrated CN training programme. Whatever approach is adopted, the fact is that such detailed and serious discussion and considerations were not held, neither in the project planning phase nor when work plans were prepared or reviewed over the last three years since the start of the project, contributing to the delays in project delivery. 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.

33. 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** (**S**pecific to the objective it is supposed to measure, **M**easurable (quantitatively or qualitatively), **A**vailable 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.

34. In light of the above principles, ET makes the following observations on Project AD/AFG/05/177 indicators stipulated in the Logical Framework Matrix (LFM). No indicator has been specified for the “Overall Objective” i.e., “Establishment of a dedicated CN Training Unit” does not qualify to be an indicator as it does not answer questions, such as, “What are the criteria (indicators) for the CNTU to be considered to be established?”, “How could the functionality of the CNTU be measured?”, “How much time would it take to achieve the overall objective?”

35. Similarly, the Log Frame Matrix stipulated in the project document does not provide indicators for project results, “Immediate Objectives” and “Outputs” in conformity with SMART principles.

36. Failure to specify output indicators conforming to the SMART principle, denied the project management important tools for monitoring achievement of outputs. In almost all cases the performance indicators fail to specify completion time, 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.

37. 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) it should 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 jointly assessed before adopting them. Balance between efficacy in analysis and ease of data collection and cost should also be weighed carefully while formulating such indicators. In the case of this project, ET has not observed, for example, regular reports from counter parts on: training offered by particular training providers, trainings organized by functional areas (intelligence, investigation, interdiction; and identification, detection and handling of precursor chemicals, border management etc.), and number of participants, their profiles and respective feedback on the training.

38. In the circumstances, ET contends that reliable information processing and reporting system need to be designed for use by project counterparts and project management in order to ensure effective use of performance indicators in the monitoring of project progress.

4. Analysis of Achievements and Findings

4.1 Project Implementation Arrangements and Practice

39. Although the project document provides standard UNODC project management guidelines, implementation 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 project achievements (for detail see Section 4.2).

40. The project document has made provisions for effective project management. The UNODC Country Office Afghanistan, as the executing agency, is responsible for the implementation and accountability of the project funding under the overall supervision of UNODC HQ. UNODC HQ also collaborates in the provision of technical advice from the Anti Trafficking Section (ATS) and the Human Security Branch (HSB). UNDP provides the procurement and administrative services as requested by UNODC Country Office Afghanistan. There has been no major issue on adequacy or transfer of budget provision for project activities and the provision of backstopping services from UNODC HQ relevant units.

41. Afghan counterparts, specifically the key stakeholders, MOI and CNPA, on the other hand, provide valuable contribution in terms of facilitating logistics, customs clearance, 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. The Evaluation Team has, however, established the need for major improvements in project management practices if this project is to make substantive achievements. These areas include: i) the timely 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.

43. Recruitment and retention of international and national project coordinators has posed critical challenge to manage law enforcement projects, including project AD/AFG/05/177 in UNODC Afghanistan Country Office. A National Project Coordinator was recruited 14 months after the official start of project implementation only to stay for 16 months (1st of May 2007 until the 6th of August 2008). A replacement National Project Coordinator was recruited in February 2009, to fill the post vacated before five months. As the records show, it means the project had neither International nor National Project Coordinator for 19 months, almost 50% of the period since the commencement of project implementation. Senior Programme Managers were offering guidance and filling in the gaps, but it is clear that the absence of dedicated international and national project coordinators, as provided in the project document, has inhibited timely start and progress of implementation.

44. The project has not yet, over 3 years into project implementation, formed a Project Review Committee (PRC), composed of representatives of the Government of Afghanistan (MOI, MCN and the CNPA), the Government of Germany 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 Islamic 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.

45. 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 was 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.

46. The project has submitted monitoring reports (six-monthly and annual) in the required UNODC 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, 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, training programmes delivered by the project and other partner providers. There is, however, scant documentation of such activities. 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.

47. The Deputy Minister for Ministry of Interior (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-MoI 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 or the Director General of the CNTU, 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 could improve level of national ownership and enhance accountability of both project management and counterparts.

48. 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 create a functioning CNTU is essentially sound and the solutions are achievable, but project development and implementation planning should be driven by participative planning and monitoring mechanisms. ET, therefore, highly recommends that UNODC organize intensive regular workshops 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 plan in the approach elaborated in Section 3.2 above.

49. The workshops should be preferably facilitated by an Afghan national expert, with the support of international project development experts and the project document, and proceedings translated into local language, should be available for participants. 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 Assessment of Overall Achievement

50. The completion of the CNTU premises with functioning facilities, including lecture theatres, computers, a conference hall, with organisational structure recognized staff and operating budget is a significant milestone achieved through commendable strategic partnership between the Government of Afghanistan, UNODC Country Office Afghanistan and the international community in general and the Governments of Germany and the I.R. of Iran, in the creation of sustainable CN capability of Afghanistan.

51. The project has also forged an effective partnership with training providers from Western Governments (United States, Britain, France, Canada, European Commission) to catalyze CN training to CNPA and Customs officers in various fields. The training programmes have ensured the utilization of the CNTU facilities resulting in improved performance of participant Afghan law enforcement officers, as confirmed by senior CNPA and CFTJ authorities. The UNODC has been instrumental in the realization of these invaluable partnerships.

52. Project AD/AFG/05/I77 has gone some way to realizing the Afghan vision of establishing a state of the art training facility, whose full effect will be, realized when essential cadre of Afghan trainers have been trained, fully researched relevant courses, and a sound curriculum have been developed and implemented. Key outputs (including

competence framework, training needs analysis and integrated training curriculum and materials), which the project document initially anticipated their completion within two years after the commencement of project implementation have yet to be initiated, about 39 months after the start of the project. It is highly unlikely that the outstanding outputs and objectives could be accomplished within the remaining 9 months.

In the succeeding sections evaluation closely examines progress of projects in more detail.

4.2.2 A dedicated and fully equipped Counter Narcotics Training Unit (CNTU) in CNPA established (Output 2)

53. The building of the Afghan Counter Narcotics Training Academy was completed by the German Government and handed over to the Afghan Ministry of the Interior in 2006.

54. Since this hand over UNODC in collaboration with other donors and stakeholders, notably the Governments of Britain, Iran and the U.S. have provided various training activities at the CNTU whose facilities are widely acknowledged to contain state of the art lecture theatres, classrooms, and conference facilities:

- i) Two fully equipped lecture theatres with modern tiered seating, sound and PowerPoint facility.
- ii) 4 fully equipped classrooms.
- iii) A fully equipped conference facility with simultaneous language translation Dari-English.
- iv) A fully equipped computer training laboratory with 40 workstation terminals available.
- v) A fully equipped library with both hard and electronic material available relevant to the training requirements in English and Dari, e.g. Afghan Counter Narcotics Law, Afghan Constitution, Police Law, the Interim Criminal Procedure Code.
- vi) Modern and professional reception area.
- vii) Adequate office spaces for training and administrative staff.
- viii) Excellent accommodation and canteen facilities have been provided and maintained together with life support for students and staff, by Blackwater.

4.2.3 Trainers and Support Staff trained to run the Academy (Output 3)

55. The purpose of this output is essentially the creation of a functioning CN academy by training competent trainers, management and administrative staff. Envisaged activities included the identification of suitable candidates, identifying their training needs, and locating appropriate training providers for the identified needs.

56. The CNPA has assigned Head and Deputy Head for the Academy. The recruitment and recognition within the organisational structure, of a Colonel Head of Academy, and Deputy Head, including Afghan staff totalling 25 to carry out security, administration, and logistics, demonstrates CNPA's commitment to the aims of the Academy.

57. However, there is a clear gap of Afghani cadre of experts in the running of the training programme. The recognition within the organisational structure, of seven CNPA officers who would form the cadre of full time Afghan training staff, master trainers, had been under consideration for quiet a while. But, the ET did not come across a clear plan, particularly for identifying and training of master trainers who would run the training programme (including development of integrated curriculum, running courses, reviewing

and evaluating training programmes) in the short, medium or long term as envisaged in the project document.

58. UNODC is engaged in providing foundation skills that could help raise general skills of trainee candidates, for example:

- A Project Assistant has been recruited in April 2008 who acts as a liaison officer between UNODC and CNTA, to ensure the provision of essential office material and stationery, in addition to maintaining a simple Excel database of courses delivered and students attended.
- A national expert has been recruited to assist in the training of dedicated Precursor Control Unit personnel, within the Academy during their 16 week English and I.T. skills course.

59. The CNTU has, however, yet to develop the required capacity to run a functioning training programme and coordinate those delivered by other international partners. In the meantime UNODC has developed close working relationship with international training providers, including SOSI, the French Embassy, DEA of the U.S., and other European law enforcement training agencies, who are specialists in the varying fields of counter narcotics investigative techniques. The CNTU's role at this stage of project implementation is largely the hosting of training programmes provided by these agencies.

60. In the absence of an Afghan training cadre at the Academy, UNODC working with others, has been successful in identifying international training providers and suitable foreign venues in particular, Turkey, China and Russia who provide excellent national law enforcement training facilities. The French Ambassador to Afghanistan has recently agreed to send serving senior officers from the French National Police to deliver specialist narcotics, and precursor control courses. Two fourteen day precursor control courses have already been delivered to a total of forty CNPA officers, with a further three similar courses planned for the near future.

61. SOSI has provided two experienced senior staff, Manager and a Deputy Manager, for running SOSI's training programmes at the CNTU. SOSI experts are working together with UNODC and other donors and providers in an attempt to coordinate training delivery and maximum effective use of academy space and facilities. SOSI are also providing a permanent cadre of experienced international law enforcement trainers who are working full time on the delivery of general counter narcotics courses. As the Academy is at present only operating at approximately 30% of its potential, a memorandum of understanding is shortly to be signed at senior Ministry of the Interior Level, authorising the use of classroom and lecture theatre space, for the training of Afghan Customs and Revenue officers, during the next two years. Although counter narcotics constitutes only a part of the Customs training curriculum to be delivered by U.S. Border Management officers, it is an essential organisation with which the CNTU should pursue building meaningful partnership in order to improve capacity of those involved in Afghan and regional counter narcotics investigations.

62. The training courses offered by SOSI, A total of 1190 CNPA officers have now passed through various training programmes of the Academy, resulting in reportedly noticeable improvement in professionalism and operational capacity among these officers. Although difficult to prove scientifically, the Head of the Criminal Justice Task Force (CFTJ) and the U.S. Department of Justice providing mentoring support to CFTJ contend

that the performance of officers who took relevant training at the CNTA has increased from 50% to 85%.

63. A quantitative measurement of effective capacity of the CNPA, especially the Criminal Justice Task Force, in the fight against narcotics, is the court results for 2008. A total of 397 serious narcotics cases (i.e. seizures in excess of 2kgs. of heroin,10kgs.opium, or 50kgs. or litres of cannabis or precursor chemicals) involving 442 suspects, were prosecuted in the Special Narcotics Tribunal of Kabul. A total of 355 persons were convicted upon overwhelming evidence presented, and sentenced to substantial terms of imprisonment.

4.2.4. CN Curriculum and Training Materials Developed (Output 4)

64. The project has largely failed to deliver this critical output. While the physical aspects of establishing the CNTU has been fully achieved, the project has yet to build the vital intellectual and substantive capacity to develop an integrated curriculum for all types and ranges of CN law enforcement skills ranging from general to specialist courses, on the basis of detailed training needs analysis and competence framework covering management, and leadership, communication skills required to run a functioning CN training academy. Consequently, the project/CNTU was not able to provide training on its own; build a database of training courses and trainee profiles; and did not develop a mechanism for regular evaluation of trainees, trainers and training materials.

65. A Resource Centre is at the early stages of development. Currently, collection of national CN legislation, national CN activity reports and international reports on narcotics and transnational crimes, UNODC materials and documents on law enforcement, governance, and international cooperation on combating illicit drugs and organized crime Narcotics reports are available.

4.2.5 Regular In-house Training and Study Tours Organized (Output 5)

66. To date, a total of 1190 CNPA officers out of the current staff of 3725 have now been graduated from the Academy, with a reported noticeable improvement in professionalism and operational capacity. Likewise, as also noted in the Mid-Term Evaluation Reports of Project AFG/J43 and AFG/I85, UNODC has facilitated the participation of dozens of law enforcement officers in training sessions, study tours, conferences and workshops in foreign countries, including Turkey, Pakistan, and China. These events have improved operational capacity of investigators, intelligence officers, and CN operational managers as confirmed by Afghan authorities and American, British and Canadian experts engaged in variety of capacity building programmes.

67. It has to be, however, noted that, as discussed in the preceding sections, the project has not: carried out training needs analysis; developed a curriculum; organized in-house training in the various skills required to counter illicit drug trafficking and related activities as envisaged in the project document.

68. The failure to accomplish the above referred deliverables has led to the often 'scattergun' approach where unfocused, often incompatible and uncoordinated courses are delivered piecemeal to inappropriate beneficiaries by well meaning but disjointed providers. A case in point is, for example, three totally different precursor courses were run by three different training providers, delivered to students who some of them attended all three courses with little relevance to their current jobs.

69. The recruitment of an International Intelligence Trainer, who is currently engaged in carrying out a full training needs analysis in intelligence analysis, including compiling standardized intelligence curriculum, is a welcome development.

4.2.6 Outstanding Project Outputs

70. A fully functioning Afghani institution of excellence will require the realization of the following outstanding key outputs anticipated in the project document:

- Development of competence framework for all roles in relevant law enforcement agencies, including intelligence, investigation, interdiction and prosecution.
- Training needs analysis for law enforcement officers, including for trainers, managers of training programme, administrative and support staff.
- Identifying training providers for the training of Master Trainers (trained trainers) who would run various training programmes in the CNTU.
- Develop an integrated curriculum for all types and ranges of CN law enforcement skills on the basis of detailed training needs analysis and competence framework covering management, and leadership, communication skills required to run a functioning CN training academy.
- Establish training database, comprising of: training courses, materials, training providers, and trainee profiles.
- Develop and implement a mechanism for the regular evaluation of trainers, training material and impacts on CN activity outcomes.

71. On the basis of implementation progress made over the last 39 months, it is apparent that these outstanding activities could not be accomplished within the next 9 months. ET is aware that an international Project Manager for Law Enforcement Projects has been recruited early this year and a recruitment process is under way to employ an international consultant who would be tasked to carry out the training needs analysis, but it is probably unrealistic to expect the successful completion of the project within the next 9 months, as envisaged in the project document.

72. The newly formulated Training Coordination Committee spearheaded by UNODC (comprised of representatives of the major training providers, including, SOSI, DEA, British Embassy Counter Narcotics Liaison Office CNPA and other relevant senior stakeholders), which met for the first time on 14th June 2009, could in the short-term facilitate coordination of training and in the long-term the forum could create opportunities for the CNTU to solicit and mobilize strategic support from participating organizations to improve gradual ownership of training programmes, particularly its capacity to develop training curriculum and plan, manage and evaluate training programmes.

5. Major Constraints and Observations

73. The project has encountered the following major constraints:

- Inability to recruit and retain an international project coordinator.
- Inability of recruiting and retaining a Training Expert to carry out training needs analysis, developing an integrated training curriculum, and managing training programme.

- Failure to recruit a National Project Coordinator, until 1st February 2009, responsible for liaising with CNTU management in the planning and implementation of project activities.
- The failure to provide early on, a fully researched and agreed Training Need Analysis for all courses, supported by a relevant curriculum has been a serious obstacle to progress.

6. Assessment based on Evaluation Criteria

74. 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

75. The project is relevant to the objectives and priorities established in the: i) I.R.A National Drug Control Strategy formulated in January 2006, ii) the Afghanistan Compact agreed between the I.R.A and the International Community in 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 I.R.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.

76. **National Drug Control Strategy (NDCS):** The project contributes to the overarching objective of securing "a sustainable decrease intrafficking....of illicit drugs with a view to complete and sustainable elimination". The project particularly addresses Priority Four, "Strengthening state institutions both at the centre and in the provinces". Project AD/AFG/05/177 main purpose is to particularly create a dedicated Counter Narcotics Training Unit (CNTU) able to maintain and deliver all aspects of counter narcotics training for both current and new staff. This project particularly is designed to implement four of the eight NDCS pillars of activities, namely: i) law enforcement; ii) criminal justice; and iii) institution building.

77. **The Afghanistan Compact:** This project 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 I.R.A. and 51 participating countries and 10 multilateral international development organizations in the London meeting of 31 January- 1February 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; and building national and provincial counter-narcotics institutions".

78. **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 international partnership committed to counter trafficking and consumption of Afghan opiates. The project is 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). By creating a dedicated CNTU, the Government of the I.R. of Afghanistan aims to strengthen its role in pushing forward the aims of the Paris Pact recommendations articulated in the Rainbow Strategy Papers.

79. **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 I77 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 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.

6.2 Ownership

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

- UNODC project development experts conducted cursory consultations with MCN, MOI, and CNPA to assess the existing situation to help identify training gaps and needs for law enforcement institutions. But there is little evidence demonstrating active involvement of counterparts in the development of the project.
- 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 elaborating the structure, functions, beneficiary law enforcement organizations, identification of skills and knowledge gaps in law enforcement agencies in Afghanistan. The absence of such involvement has been manifest from the lack of sense of urgency, concerns and initiatives on the part of counterparts to mitigate the failure to realize significant outputs. The international experts could have organized a workshop involving, for example: 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 (lack of required CN skills and knowledge impeding performance of CN activities in Afghanistan) and associated cause and effects from varying perspectives and expectations. Instead, the situation analysis was in effect conducted by the UNODC solicited project developers with limited involvement of stakeholders.
- 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.

- As discussed in detail in Section 3.2, the Planning Phase, constituting 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 to lack of broader involvement of wider stakeholders in an extended workshop.
- 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 thereby enhance the relevance of the project to Afghanistan's CN training needs.
- 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 counterparts of project details, reports, constraints was evident in discussions with project counterparts.
- 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

81. As discussed in Chapter 5, the realization of a fully furnished and equipped CNTU with modern lecture and conference halls and accommodation premises is significant accomplishment. This academy will no doubt contribute to the capacity of law enforcement institutions to continuously improve their performance in CN activities, for example, in intelligence collection, processing and sharing; interdiction planning and execution; and investigation techniques.

82. It has to be underlined, however, that the CNTU will contribute to increased CNPA capability and other law enforcement agencies only when the outstanding outputs identified in Chapter 5 (particularly, training needs analysis, integrated training curriculum, national trainers) are realized, implemented and start to make impact on results of CN activities. The project has yet to deliver these important milestones in order to fully meet the overall objective of the project.

6.4 Efficiency

83. 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), efficacy of monitoring systems.

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

85. The project has suffered from delayed start of implementation, which caused delayed accomplishment of outputs. The project has substantial outstanding activities and outputs yet to accomplish in the nine months period left to end the project. The delay is largely attributable to problems related to UNODC inability to timely recruit and retain international and national project coordinators and consequent lack of proactive project management and monitoring system.

86. The project failed to use periodic work plans to manage project implementation which would have helped project management to monitor progress. Using work plans in project management is a key tool within integrated PCM that allows proactive project monitoring and evaluation against planned results. In the case of the project under evaluation, work plans are prepared without rigor, largely launched haphazardly, without the involvement of counterparts or PRC, resulting in the absence of any reference to benchmarks 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 has been lack of rigorous analysis of the inter-relationship of activities and outputs across project components to identify sequential and parallel activities in order to bring forward project delivery.

87. Project activities require proper documentation of activities and international consultant reports. The project management need to compile training courses run at the CNTU by various providers, details and profiles of participants, and participant feedback on content and organization of the training sessions, feedback on participant performance including level of comprehension of training, and recommended follow-up activity. Such complete activity report serves as evidence of carrying out the specific activity, means of identifying areas for improvement on content of training, compatibility of content with the competence framework for the various specialist CN activities.

88. 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 loose hierarchical structure and coherence between Overall Objective, Immediate Objectives, and Outputs; 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 for project management. ET was able to observe only limited ad-hoc counterpart reports in random forms. These constraints not only affected systematic monitoring of project implementation it also affected the quality and rigor of evaluation report.

89. ET has observed institutional constraints particularly the organisational structure requirement impeding utilization of project inputs. A case in point is for example the inability to use four new transport buses provided by the project, now lying idle at the CNTU compound, due to failure to foresee the need for prior organisation structure approval to ensure the hiring of drivers, insurance, maintenance and fuel.

6.5 Sustainability

90. Evaluation identifies and assesses key conditions or factors that are likely to contribute or undermine the persistence of benefits after this project ends. Four aspects of sustainability will be considered: political commitment, financial sustainability and institutional framework and structure and support of the international community.

- As discussed in previous chapters, the Government of the I.R.A has demonstrated strong commitment in the National Development Strategy and National Drug Control Strategy adopted in January 2006.
- The Government of the I.R.A. has created relevant Law Enforcement and other related organizations at Ministerial level. The National Drug Control Strategy and the GOA 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. Effective coordination and monitoring mechanism is still work in progress although relevant structures and institutions are constantly being strengthened.
- ET observes that the Government of Afghanistan does not seem to possess the financial resources to sustain project processes and outcomes resulting from the intervention of this project. But there is immense will and commitment from the international community for the support of CN activities in Afghanistan and in the region. Financial capability is not expected to jeopardize sustenance of project achievements.
- 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.

7. Lessons Learned

91. There is a clear lesson to be learned from the implementation of this project. Evidence suggests that the project was developed and has been managed without meaningful involvement of the counterparts.

92. This situation demonstrates that unless project counterparts are encouraged through formal mechanisms, to play an active role in the implementation of projects, the sustainability of project processes, outputs and outcomes will be severely undermined. Evaluation literature testifies that technical assistance effectiveness and transfer of knowledge and skills is best achieved through “Learning-by-doing” approach.

8. Recommendations

PCM – Analysis and Planning Phases

UNODC Country Office Afghanistan

Recommendation 1

93. In the future, project developers should closely involve national counterparts in the: identification of project ideas, 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 Project Cycle Management (PCM) processes.

- i. Successive 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 are likely to be affected positively or negatively from project intervention. Participants could represent direct project beneficiaries, indirect beneficiaries, donors, related institutions of excellence, relevant UN Agencies, INGOs, official donor agencies, and international development agencies.
- ii. The key outcomes of these workshops should include stakeholder analysis, problem analysis, objectives analysis, and strategy (solutions analysis) serving as input to the second phase i.e. project design or implementation planning phase. The outcome of the second phase should essentially cover the elaboration of the Logical Framework Matrix elements – hierarchical linkage of overall objectives, immediate objectives, outputs and activities; verifiable results level performance indicators; sources and means of verification; and assumptions and risks. This **critical phase** in the PCM process should likewise be carried out with the involvement of counterparts and relevant stakeholders, in sufficient detail to further improve the development of feasible project.

Recommendation 2

94. UNODC Country Office Afghanistan should organized an intensive workshop on **Results Based Management (RBM)** to help project management team (International and national project staff) and counterparts comprehend the principles and practice of managing projects by results i.e. to effectively plan, manage and evaluate project implementation.

Project Implementation Arrangements and Monitoring

CNPA and UNODC Country Office Afghanistan

Recommendation 3

95. As prescribed in the project document, even at this late stage of implementation, the project should establish a **Project Review Committee (PRC)** to assist project management take important decisions, such as, providing 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

96. 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. The preparation of work plans should, by necessity 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

97. **Project Focal Point (PFP)** should be designated to follow up the overall implementation of project activities under the overall guidance of the DM-MoI. 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-MoI 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

98. 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.

Coordinating Implementation of LE Projects

UNODC Afghanistan Country Office

Recommendation 7

99. Although the three projects (J43, I77 and I85) were evaluated separately on the basis of respective received TORs, all are inextricably linked to the same common objective of enhancing capability of the Afghan Law Enforcement Agencies in the fight against narcotics trafficking, into and out of Afghanistan. The only rationale for separate implementation arrangements perhaps relates that they were developed and commenced at different times and are supported by different donors.

Despite this fact, it is still important that there should be a formal mechanism to coordinate implementation of these projects. As it now stands, managing these projects without inter-project communication only leads to a disjointed approach and to the denying of exchange of experiences, the sharing of mitigation measures, and cross-fertilization of ideas and practices among projects.

The recruitment of the International Project Coordinator and the planned opening of a new post of Senior Programme Manager for LE projects should help to realize this recommendation.

Ownership

UNODC Country Office Afghanistan

Recommendation 8

100. UNODC should take serious and practical steps to improve national ownership of project analysis, planning and implementation. Lack of meaningful involvement in the relevant PCM process denies counterparts practical opportunities 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 their involvement improves relevance of projects.

Sustainability

UNODC Country Office Afghanistan

Recommendation 9

101. Evaluation recommends that UNODC consider the provision of **mentorship to improve the Strategic Planning and Management capacity** of the CNTU establish itself as a functioning institution of excellence in CN training in Afghanistan. Evaluation is of strong opinion that the outstanding deliverables, which are critical in attaining the objective of the CNTU, can only be achieved, in the medium term, with the support of an international expert with demonstrable relevant credentials. The mentor should, particularly, be an expert in managing relevant training institution capable of coordinating the development and regular reviewing: training needs analysis, training of trainers, curriculum and materials, fostering strategic partnerships with relevant law enforcement agencies and foreign training providers, and running training programmes.

MOI, CNPA and CNTU

Recommendation 10

102. Actively promote the use of competent Afghan professionals to serve as trainers in the CNTU in relevant areas of CN. Afghan experts, such as two lecturers from the Kabul University who deliver training in Afghan Law and Constitution and the Head of Investigations Unit, at the CN Criminal Justice Task Force are already offering training in many aspects of counter narcotics investigation. This practice should be actively encouraged as it could potentially decrease reliance on international providers, who often possess little local knowledge of customs, laws and procedures that are vital in the transfer of usable knowledge and skills.

Institutional Constraint

Government of the Government of Afghanistan (GOA - Ministry of Interior)

Recommendation 11

103. UNODC should make representation to MOI authorities seeking flexibility to reduce the effects of organisational structure requirements impeding project delivery. UNODC with concerted efforts, in collaboration with other UN agencies, perhaps via the SRSG office, should advocate for the introduction of fast track procedure once project documents are co-signed by relevant Afghani authority.

9. Conclusion

104. For the CNTU to be fit for purpose as envisaged in the project document, the following key outputs and activities need to be delivered:

- Development of competence framework for all roles in relevant law enforcement agencies, including, intelligence, investigation, interdiction and prosecution.
- Training needs analysis for law enforcement officers, including for trainers, managers of training programme, administrative and support staff.
- Identifying training providers for the training of Master Trainers (trained trainers) who would run various training programmes in the CNTU.
- Develop an integrated curriculum for all types and ranges of CN law enforcement skills on the basis of detailed training needs analysis and competence framework covering management, and leadership, communication skills required to run a functioning CN training academy.

105. Considering the rate of delivery in the last 3 years, it is clear that these outstanding outputs could not be achieved in the next 9 months when the project is scheduled to end.

106. Taking into account the critical importance of delivering these outputs to achieve the project objective, ET recommends that the project should be extended for further 12 months in order to allow sufficient time for the successful completion of the project.



UNODC

United Nations Office on Drugs and Crime

TERMS OF REFERENCE FOR MID-TERM EVALUATION

PROJECT AFG/I77

**Support for a Counter Narcotics Training unit
within the Afghan Police Academy**

1. BACKGROUND INFORMATION

To address the interdiction of narcotics an Afghan operational counter narcotics law enforcement structure has been established within National Police Structure under the Ministry of Interior (MoI), known as the Counter Narcotics Police of Afghanistan (CNPA). It is the intent of the German Government to construct a separate building within the compound of the Afghanistan National Police Academy to be dedicated to Counter Narcotics (CN) training.

It is recognized that the long-term development of the CNPA will require the establishment of a professional training mechanism that can develop and deliver a wide-ranging drug law enforcement curriculum. The training will ensure development of current staff as well as new staff to be inducted in the future. The developed training will also be delivered to other relevant police groups and agencies (e.g. regular police, border police, customs, judiciary, forensics, etc.).

Utilizing this building infrastructure, this project will develop a recognized Professional Police Training Unit with a trained and dedicated staff to carry out CN training. The staff will continually assess and develop training curriculum to accommodate the current and future training needs of the CNPA and other relevant groups and agencies. Delivery of training over a four-year period will benefit from the projects financial assistance. Basic and specialized CN courses will be delivered at international standards. This project will strengthen the capacity in drug control and related control measures.

2. PURPOSE OF THE EVALUATION

The overall aim of the task will be for you to evaluate all above Law Enforcement projects in terms of Quality of Project Management Cycle and to determine the UNODC's support programme to CNTA has achieved so far and if it the project attained its objectives successfully and efficiently, taking into accounts the often difficult conditions on the ground in Afghanistan. In this regard, the extent to which the training and its facilitation needs of Counter Narcotics Police are being met as well as what has been achieved in terms of impact and sustainability which requires to be assessed considering:

- To ensure that project and proram managers increase their awareness on quality- control with regards to project and programme implementation.
- To ensure that technical assistance recipients (and donors) have a standardized benchmark to measure project and programme impact.
- To ensure that UNODC becomes a more client-oriented and management-by-objectives technical assistance delivery machinery.

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

3. EVALUATION SCOPE

The mid-term evaluation shall focus on the project's concept, spells out as the Support to Counter Narcotics Training Academy which relates to project design, sustainability,

implementation results, outputs and outcomes which are stated clearly in original project document.

In addition to above the evaluation should also illuminate whether the project management team/resources and their monitoring methods has been effective, as wells as whether the project is assisting CNPA towards it's long term goal of strengthening its capacity building activities as well as the activities driven from the project are relevant towards sustainability of the programme.

The mid-term evaluation should appraise:

(a) Project concept and design:

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

- Are the objectives of the project aligned with the current policy priorities and action plans of Government of Afghanistan's National Drug Control Strategy and National development strategy and UNODC mandates?
- Is the design of the project technically sound and whether the project resources activity is focused and has been utilised towards the long term sustainability of CNTA?
- Are the project objectives clear, realistic and coherent in terms of collectively contributing to the achievements of the Strategic Programme Framework and Afghanistan Development Strategy, and other strategic instruments?
- Are response activities and implementation strategy appropriate for meeting stated objectives, with a focus on assessing project elements directly related to capacity building of CNTA, coordination and sub-contract performance?
- How well do the project objectives reflect the specific nature of the problem and needs of counter narcotic training academy and policies of the Ministry of Interior?

(b) Objectives, outputs, impact and sustainability:

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

- Whether the achievement indicators and impact measures are in line with project outputs, outcomes and overall objectives?
- Has the current project management system (including existing monitoring and reporting mechanisms) been appropriate and efficient and what have been the strengths and weaknesses of the project management mechanism utilized and what lessons can be learned to further enhance RBM in the future?
- Is the present project document in line with UNODC's project document format (including its logical framework matrix)? Do existing performance indicators / measures lend themselves to measure project progress towards the achievement of the project's objectives? Are indicators / measures in place to also keep track of whether the project contributes to achieving the objectives of UNODC's Strategy?
- Would training on PCM required for project coordinators as well as project assistance.
- Have internal and external project resources been used in the most efficient way to achieve project objectives? Has an adequate mechanism been in place to ensure that resources are used efficiently?
- To what extent has the project been designed, implemented and evaluated in a participatory way involving relevant stakeholders including counterparts and beneficiaries?
- To what extent the project contributed to the achievement of Afghanistan Compact and or Strategic Programme Framework and Afghanistan Development Strategy? What are the reasons for the achievements and non-achievement of objectives?
- Have improvement of leadership skills been enhanced at institutional and individual levels?
- Has the operational capacity (skills and service delivery) of the Ministry of Interior (MoI) Counter Narcotics Police and the Counter Narcotics Training Academy (CNTA) increased through training and improvement of working conditions?
- Has it helped the day-to-day operation through creation of a mentorship mechanism, to oversee and advice on all aspects of the proceedings as well as on the administration and operation of CNTA?
- Has a mentorship system and mechanism to be composed of experts been set-up? Has it helped the day-to-day operation through creation of a mentorship mechanism, to oversee and advice on all aspects of the proceedings as well as on the administration of the Ministry of Interior (MoI), Ministry of Counter Narcotics (MCN), and the Counter Narcotics Police Academy (CNPA)?
- Was training material produced and the resources provided, is it available for further use by the Government and concerned authorities?
- Has the CNTA managed to well accommodate all the training requirements and programmes developed by associated national and international organisations?

(c) Overall implementation process:

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

- Were alternative less costly interventions modalities considered in designing this project? Do they exist? To what extent other UN agencies and their services has been efficient, effective and transparent e.g. UNDP?
- Are there less costly methods which could achieve the same outcome/impact at the beneficiary level?
- To what extent was a transparent operating environment and accountability of government established?
- To what extent have partnership been sought with other relevant actors and associated partners (including UN-agencies) and synergies been created in the delivery of assistance?
- Was there effective coordination among CNTA, Ministry of Interior (MOI), UNODC, and other implementing partners including donor countries?
- Has adequate and appropriate backstopping support been provided by field and HQ staff (administrative / managerial support and coordination)? Have partner institutions fully and effectively discharged their responsibilities?
- What are the positive and negative, intended and unintended, effects of interventions on people, related institutions and the physical environment?
- What are the perceptions of the different stakeholders, especially government of Afghanistan, implementing partners, other UN agencies, bilateral and multilateral donors, about the overall impact of UNODC's project activities?
- How were project internal UNODC factors affecting effectiveness, including human resources logistic support, and the predictability and regularity of resources and flexibility of the budget (UNODC constrains)?
- How are project external factors like limits on access to interventions sites, human resource constraints, and lack of adequate internal and external resources etc. impacted on effectiveness (security situation)?

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

Recommendations may also be made in respect of issues related to the implementation and management of the project. The mid-term evaluation shall assess in what ways the project design and/or delivery can be improved to enhance its effectiveness. The mid-term

evaluation should identify the key elements, assumptions and risks for the development of similar initiatives in other regions. Some of the questions that this mid-term evaluation should address are:

- To what extent have the findings and recommendations from the past project evaluations been followed up and implemented to address some of the challenges already identified?
- Do the project interventions have a potential for scaling up or replication?
- What are the outstanding needs of the Ministry of Interior's Counter Narcotics Training Academy is? And where other areas of focus should be according to UNODCs' country strategy and policy.

4. EVALUATION METHODS

The mid-term evaluation team should present a detailed statement of mid-term evaluation methods or the approach used to identify information sources and collect information during a mid-term evaluation, and to analyse and share the preliminary evaluation findings with major counterparts before the reports are finalised. It is also important that the evaluation reports to be in line with UNODC's evaluation policy and guidelines to be circulated with other project evaluation team members for the purpose of sharing expertise and findings.

- (a) Document review: this will comprise of all major documents, such as the project documents, progress and monitoring reports, terminal narrative reports, as well as assessments, manuals developed under the project etc. (desk study)
- (b) Field assessment mission to Kabul
- (d) Meetings, interviews, and focus group related to the work of the CNTA.
- (e) Request selected counter narcotics training academy staff to complete and submit a questionnaire prepared by the Evaluators.

Before the field mission, the Evaluators are to prepare an evaluation methodology, including questions and questionnaires that are acceptable to UNODC. Following the completion of the fact-finding and analysis phase, a draft mid-term 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 mid-term evaluation methods used during the appraisal. Inputs from UNODC should be recorded and taken into account by the Evaluators, as relevant and appropriate.

5. EVALUATION TEAM COMPOSITION

This project evaluation takes place simultaneously with another counter narcotics enforcement project evaluation, namely AFG/J43 – Support for a Counter Narcotics Training Unit within the Afghan Police Academy. The project evaluation shall be conducted by a team of International Experts (Evaluators) who have relevant and complementary skills for tasks. In particular, the Evaluators should have excellent knowledge in counter narcotics with the focus on policing.

The Evaluators should hold an advanced degree in law, social sciences or relevant field and have proven experience on above key issues, preferably in West Asia. In addition, the Evaluators should also meet the following criteria:

- 1) Be familiar with the project implementation in international organizations.
- 2) Have experience in conducting independent evaluations and or assessments.
- 3) Have at least 10 years relevant professional experience in counter narcotics and legal issues in post conflict settings.
- 4) Have obtained a post-graduate degree in a relevant area.
- 5) Possess excellent analytical, drafting and communication/writing skills in English.

The Evaluators are selected by the UNODC Vienna, in consultation with the Country office of Afghanistan. Coordination is to be sought also with the Europe, West and Central Asia Unit, TCSII/DO, the Law Enforcement, Organized Crime and Anti-Money Laundering Unit (LEOCMLU) and the Independent Evaluation Unit, in UNODC Vienna, using the agreed criteria and drawing expertise from the roster of experts.

6. PLANNING AND IMPLEMENTATION ARRANGEMENTS

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

UNODC Country Office for Afghanistan:

- Representative
- Deputy Representative
- International Project Coordinator
- National Project Coordinator

UNODC Head Quarters in Vienna (Austria):

- Chief, Europe, West and Central Asia Unit
- Project Coordinator, Europe, West and Central Asia Unit
- Chief, Independent Evaluation Unit
- Chief, Law Enforcement, Organized Crime and Anti-Money Laundering Unit
- Deputy Director, Division for Operation

Following recruitment and documentation review (2 days), the Evaluators will travel to UNODC Vienna for a briefing (1 day) with relevant staff. Afterwards, he/she 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 Counter-Narcotics programme and the project's documentations (2 days). Meetings with stakeholders, beneficiaries and partners will be organized in Kabul (3 days). Mission to project execution site (3 days). At the end of the field visits, meetings, interviews, etc. the

evaluators will prepare the draft report within 5 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 his/her stay in Kabul.

After one/two weeks break, comments will be provided to the evaluator for integration into the report (3 days).

Time Frame & Tentative programme for the Evaluators:

Evaluators will be recruited for duration of 4 week, with arriving date 19th May 09 for the task to be carried out until 20th June 09.

Programme & Activity	Days Required	Tentative dates	
Briefing by Country office staff	1	20 th may 09	9am introduction, 10am J43 , 11am I77, 2pm I85, 3pm conclusion
Desk-review of documentations at COAFG	3	21 st -24 th May 09	Project documents and other related documents to be handed over
Meetings/interviews with CN related national Ministries, Departments,	6	25 th -31 st May 09	CNPA, CN MOI, MCN
Meetings/interviews with CN related international partner	4	1 st June -4 th June	UK, DFID, SOCA, BW, SOSI, CAN, UNDP, UNAMA
Internal meetings UNODC	2	6 th -7 th June 09	I85, J43, H16, J55, I77,
Preparation of the draft report	6	8 th -14 th June	
Incorporating the UNODC comments in the report and preparing the final draft	4	15 th -18 th June	
Fly Home	1	20 th June 09	
Total Working & Travel Days	27		

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) Final evaluation draft report with findings;
- 3) Lessons learned and results;
- 4) Briefing meetings, focus groups, questionnaire, and presentations;
- 5) Final evaluation report.

Payment:

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

Final Evaluation report (see also Annex Standard format and guidelines for project 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 save 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. The format of the reporting is attached. The Terms of Reference of the Evaluators, including methodology and questionnaires and the UNODC Format and Guidelines for the Evaluation should be annexed to the report. Also the Evaluator should fill in an evaluation assessment questionnaire (attached).

ANNEX A: CHECKLIST - GUIDELINES FOR EVALUATION TERMS OF REFERENCE

1. Background information

- Information on why, when and how the programme was established
- Programme budget
- Main objectives and expected results
- Legislative authority and mandate

2. Evaluation purpose

- Information on who initiated the evaluation
- Reason for undertaking the evaluation
- What the evaluation intend to accomplish
- Main stakeholders
- Intended use of evaluation results

3. Evaluation scope

- Timeframe
- Geographical coverage
- Thematic coverage
- Analysis of efficiency of programme planning and implementation
- Assessment of progress towards results
- Assessment contribution to an area of comparative advantage
- Assessment of whether the programme reflects result-based Programming, management and monitoring (RBM)

4. Evaluation methods

- Suggesting key elements of the methodology to be used

5. Evaluation team

- Size of the evaluation team
- Necessary qualifications for each team member

6. Planning and implementation arrangement

- Management arrangements: consultation with the field and agreements with partners and / or beneficiaries
- Timeframe for the whole evaluation process
- Resources required and logistical support needed
- Description of products to be delivered

ANNEX B: GUIDING PRINCIPLES FOR EVALUATIONS AT UNODC

Attached as a separate document to be given to evaluator.

Annex 2

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 Colhoun, 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