

March 2003

## **MID-TERM EVALUATION REPORT**

AD/CMB/00/F14 Strengthening the Secretariat of the National Authority for Combating Drugs (NACD) and the National Drug Control Programme of Cambodia

Thematic area: Policy support, Legislation and advocacy

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&  
RESTRICTED**



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UNITED NATIONS OFFICE ON DRUGS AND CRIME

Regional Centre for East Asia and the Pacific

## **Executive Summary**

During 24 February to 3 March 2003, two independent consultants conducted a mid-term evaluation of the UNODC “Strengthening the Secretariat of the National Authority for Combating Drugs (NACD) and the National Drug Control Programme of Cambodia” Project (AD/CMB/00/F14). Due to the relatively brief period of this evaluation, the findings/conclusions and recommendations should be taken as indicative rather than definitive. At the same time, the evaluators feel that the content of this report, together with the results of the recent fact-finding missions of UNODC Headquarters and the UNODC Regional Centre for East Asia and the Pacific, constitute a good basis for review and decision making by the major project partners.

### **Findings/Conclusions**

- The project experienced difficulties related to the initial structuring and staffing of the NACD Secretariat, and continues to experience problems due to funding shortfalls and uncertainty, negatively affecting longer term decision making and planning.
- While the project has conducted several worthwhile activities, progress in achieving the Immediate Objective and Outputs agreed on in the Project Document has been quite slow. In particular, strengthening of the NACD Secretariat has been very limited.
- The project appeared to employ no consistent or clear strategy in implementation, including perceived confusion between project and UNODC goals (under its new mandate).
- Project management was frequently seen as ad hoc, insufficiently proactive, and deficient in close coordination and consultative decision making among the major partners, especially the NACD Secretariat.
- Given current funding problems and the slow start-up, the original scope of the project is too ambitious and could likely negatively affect the sustainability of results.

### **Recommendations**

- The original Project Document must be reviewed and the Outputs and Activities scaled down in light of the previous slow progress and reduced funding. At the same time, the project must refocus strongly on strengthening the NACD Secretariat and, through it, the national drug control programme.
- The project must invest considerable effort in strengthening the relations between the NACD Secretariat and the Project/UNODC.
- The project and the NACD should place increased emphasis on good public relations, based on an increasingly strong Secretariat, including: documenting the strategies and accomplishments of drug control in Cambodia, the placement of drug control issues on national agenda, public awareness, and donor and inter-agency relations.
- The structure and methods of the Project Advisory Committee (PAC) must be reviewed and revised with respect to: increasing the quantity and quality of member participation; mutual consultation, review & analysis of progress and joint decision-making, and providing policy and direction.
- Lastly, project partners, as well as UNODC Headquarters and the Regional Centre, must review current project office staffing in light of funding limitations and management needs & practices. In this regard, project management must become much more proactive and responsive to partner needs

## 1. Introduction

### 1.1 Rationale

Cambodia lacks a strong and well functioning central body for planning, coordinating and implementing a national drug control programme and for cooperation with countries of the region. Without such an efficient structure it is extremely difficult to provide productive bilateral and multilateral drug control assistance to the country. Recognising the crucial importance of having an independent government body to undertake drug control policy planning and to coordinate operational activities, and in order to respond effectively to the increasing threats posed by the production, trafficking and abuse of drugs, in 1995 the Government established a ministerial level committee, the National Authority for Combating Drugs (NACD) to make decisions on drug control policy and to supervise drug control operations. The Royal Decree establishing the NACD also made provisions for an operational level NACD Secretariat.



This project aims at providing support to the NACD Secretariat, and the national drug control programme, that will enable it to fully fulfil its mandated functions. This will be achieved through provision of staff training, experts in various technical fields, establishment of planning, operational and administrative procedures and provision of basic transportation, communications and office equipment. Capacity building of key staff in related government agencies and training in awareness raising and networking with civil society, the public, and UN and other organisations are also important parts of the project. The project will be implemented in two phases. The first phase (2 years) will consolidate the basic functions of the NACD Secretariat, while the second phase (2 years) will further build and sustain the Secretariat's capacity and produce and begin implementation of a coordinated National Drug Control Plan.

At the time of this evaluation, the project has been on-going for a period of 23 months – April 2001-March 2003 (although the project was not fully operational until July 2001). Inasmuch as Phase I of the project concludes in April of 2003 and it became apparent in late 2002 that the project was experiencing significant difficulties, this is an opportune time for the planned mid-term evaluation.

### 1.2 Objectives

According to the terms of reference, the evaluation should assess:

- The results achieved by the projects up to date, in particular the outcomes and impact, in relation to the explicit or implicit objective(s) of the programme.
- The strategies and approaches applied.
- The magnitude, scope, strategy and appropriateness of the project document in relation to the problem.
- The inter-relation of the project with other activities of the governments concerned as well as with assistance from bi-lateral donors;
- The continued relevance of the main objectives when considering overall development of the drug problem and of reduced availability of funding;
- The sustainability of results.

- Unintended impacts of the programme, both positive and negative.
- The effectiveness of project management and quality and timeliness of monitoring and backstopping of the projects by all parties concerned.
- The roles and responsibilities of the various parties, with particular reference to the Members of the Project Advisory Committee.

And make recommendations:

- As deemed necessary.
- Identifying lessons learned of both a technical and strategic nature of importance to international drug control.

See full evaluation Terms of Reference in Annex 1.

### **1.3 Methodology**

The evaluation was based on the following:

- Initial briefing by responsible UNODC staff at the UNODC Regional Centre for East Asia and the Pacific.
- Study of project document and other documents relevant to the project.
- Interviews with staff of project office in Phnom Penh, national officials, experts and other knowledgeable parties in the country, including NACD staff, PAC members, and donor representatives. See list of persons met in Annex 2.
- Preparation of the draft evaluation report.
- Presentation of draft results to senior UNODC officials from the UNODC Regional Centre for East Asia and the Pacific, and the UNODC Liaison Office, Phnom Penh.
- Preparation and submission of the final evaluation report.

The evaluation team consisted of the following members:

- Independent evaluator (team leader) nominated by UNODC Regional Centre
- Independent evaluator nominated by the Royal Government of the Kingdom of Cambodia

The evaluation covered the period 24 February-3 March 2003, and was conducted in Phnom Penh, with additional briefings and discussions in Bangkok. During this brief 8 day period, the evaluators were not able to confirm all data and information or spend a great deal of time with all persons responsible. Therefore, the findings may not be presented in complete detail. However, they are a sufficient basis for the recommendations proposed.

## **2. Findings/Conclusions**

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The following findings summarise the information from available documents & records, and persons providing significant input to the evaluators, including: NACD Secretariat, PAC members, bilateral donors, DAF members, ranking Project staff, and the UNODC Regional Centre. The major findings comprise more-or-less a consensus among those interviewed and the available documentary data. The 12 headings below comprise ten items from the evaluation terms of reference and two more added by the evaluators (2.10 UNODC in Cambodia, and 2.11 Project funding). It must be noted that there was not enough time to confirm all data and figures reported.

It should also be noted that project implementation was affected by initial difficulties in staffing the NACD Secretariat and the continuing uncertainty and shortfalls in external funding.

## **2.1 The magnitude, scope, strategy and appropriateness of the project document in relation to the problem.**

1. Given the delays in the implementation of Phase I activities, the magnitude and scope of the project are currently too broad & ambitious, and need to be narrowed and deepened, especially concerning the twofold Immediate Objective of strengthening the NACD Secretariat and the national drug control programme; this includes the need to prioritise activities with regard to what can actually be achieved.
2. There is a need to make government and NGO efforts more complimentary and mutually reinforcing. These efforts are frequently carried out more-or-less independently.

## **2.2 The continued relevance of the main objectives when considering overall development of the drug problem and of reduced availability of funding;**

1. The Immediate Objective is still relevant, but needs to refocus on strengthening the NACD Secretariat (with its recently increased absorptive capacity), within the limited budget. This should be done while effecting a proper balance in supporting government and civil society efforts.

## **2.3 The strategies and approaches applied.**

1. Initially, there was much more focus on NGOs than the NACD Secretariat in order to achieve quick results, and show visible results to donors. This led to inadequate focus and action on the immediate objective, more or less neglecting NACD needs.
2. There appeared to be no clear project strategy, rather it seemed to be reacting to events and problems as they arose instead of being proactive in planning and preparing, e.g. preparation of a second implementation plan to respond to decreased funding. There was too much ad hoc decision making without proper consultation of partners. However, the two Project Officers frequently consulted with the NACD, but noted that the results of these discussions were not reflected in the decisions and actions of the Project Manager. It is noted that the Project Manager does not agree with the above statements.
3. The project office supported the "UNODC Cambodia office" more than necessary, detracting from the achievement of the Immediate Objective.
4. There was too little emphasis on ensuring a proper balance of funding for the major budget line items, and expending the budget as approved.  
The project was forced to employ a "loose strategy" and (often) day-to-day decision making due to continuing uncertainty of funding (stated by the Project Manager)<sup>1</sup>.

## **2.4 The results achieved by the projects up to date, in particular the outcomes and impact, in relation to the explicit or implicit objective(s) of the programme.**

1. NACD results There was very limited impact on the NACD Secretariat (almost no staff trained, equipment procured was much less than called for in the Project Document, limited human resources support from the project). Only in mid 2002, with its new Secretary-General, did the NACD show adequate capacity to benefit from project assistance in training; at the same time, the NACD has also benefited from other assistance, e.g. UNODC putting NACD in the

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<sup>1</sup> Although the findings/conclusions in this section usually comprise a consensus of the persons interviewed, in some cases the Project Manager disagrees with those findings/conclusions.

forefront of high profile activities, awareness campaigns, information, materials (stated by the Project Manager).

2. NGO results The NGOs, which now comprise the Drug Abuse Forum, received very good support from the project
3. UNODC results There was too much perceived self-support for the "UNODC Cambodia office", working on the project and as well as the broader UNODC mandate of both drugs and crime.

See details of project results in Annex 3.

## **2.5 The sustainability of results.**

1. At present, sustainability of NACD Secretariat strengthening is limited, because the Immediate Objective has not yet been achieved. However, the NACD Secretariat is now recognised by others as an increasingly competent agency.
2. Establishment of the Drug Abuse Forum increases the sustainability of NGO drug prevention efforts.
3. When the government signs the drug control conventions, national efforts will become better sustained, since government agencies must then make concerted efforts to implement them.

## **2.6 The inter-relation of the project with other activities of the governments concerned as well as with assistance from bi-lateral donors.**

1. The Project maintains good relations with several other internationally supported efforts in drugs & crime
2. The Project maintains good relations with UNODC sub-regional projects (SAPs)
3. The establishment of PAC has facilitated some inter-relations between ministries in the exchange of information and ideas in implementing drug-related activities, e.g. child abuse rehabilitation centre, HIV/AIDS.

## **2.7 Unintended impacts of the programme, both positive and negative.**

1. Positive = increased community awareness due to NGO work; Negative = decreased focus on NACD Secretariat strengthening
2. Positive = better integration of UNODC efforts by working with SAPs; Negative = reduced budget and human resources for work on the Project
3. Positive = public & government awareness increased due to cooperation with the mass media
4. Positive = image of the project/UNODC has benefited from project/UNODC facilitation of the efforts of others in Cambodia

## **2.8 The effectiveness of project management and quality and timeliness of monitoring and backstopping of the projects by all parties concerned.**

1. To date, project management has not been very systematic in following the Project Document, collaborative with respect to major partners and staff, or proactive. As a result, it does not appear to have facilitated the achievement of the Immediate Objective to the extent it should have.  
The apparently ad hoc project management and lack of adequate longer term planning was a result of the necessity to constantly respond to uncertain funding (stated by the Project Manager).
2. There has been insufficient internal & external monitoring.

External backstopping of the project by UNODC Regional Centre and HQ has been beneficial in fund raising, but less than needed by the project (stated by Project Manager).

3. There has been some backstopping of NACD efforts by some members of the project office.
4. Communications between the major project partners were not always effective. For example, in PAC meetings, government representatives often did not express opinions or objections to items that they felt should be further discussed. At other times, NACD Secretariat staff expressed opinions and requests to UNODC, but these were not followed up with action.

See Project management organisation in Annex 4.

## **2.9 The roles and responsibilities of the various parties, with particular reference to the Members of the Project Advisory Committee**

1. The roles of NGO (especially DAF) and government efforts are somewhat complimentary, but there is no systematic linkage or sharing
2. PAC is not yet functioning very well, because meetings do not focus adequately on problem analysis, rather they show a preference for looking to the future instead. Government PAC members have been reluctant to criticise the project. UNODC and the project did not institute culturally-sensitive measures to encourage such critique.
3. The NACD Secretariat lacks systematic and formal advice from the Project and UNODC, as well as a closer working relationship between the Secretariat and the Project Manager.
4. In practice, the roles & responsibilities of the two Project Officers remain unclear, although both have written job descriptions; because of changing circumstances and project management decisions, they report differences between their written and actual roles.

## **2.10 UNODC in Cambodia: Its role and image**

1. In the perspective of both the government agencies and the donor community, the role of the project office is unclear. Is it a project office with limited UNODC responsibilities, or is it a UNODC country office with responsibility for the F14 project? This has caused confusion and uncertainty. However, it is recognised that the project office can not avoid responding to some requests placed on it to function as a representative of UNODC.
2. The image of UNODC appears to have suffered somewhat during the period of the project, due to both the lack of clarity noted above and the difficulties experienced in progress toward achievement of the Immediate Objective and Outputs. Government agencies are concerned that the project has not been able to achieve the mutually agreed on Outputs of the project and has not consulted sufficiently with them. Former and potential international donors report seeing little project progress, and have not been systematically informed about the project, and are only aware of the project's difficulties indirectly. The above situation has had a negative impact on potential future funding. In the case of one donor, this has led to a preference for bilateral funding instead.

### 2.11 Project funding, budgets, and expenditures (added to TOR by evaluators)

1. The project has been underfunded, receiving approximately US\$1.2 of the originally planned \$1.8 million. This has resulted in and/or exacerbated a number of difficulties experienced by the project, e.g. planning, scope of activities, project management, overall strategy, perception of the project not following the budget of the Project Document.
2. Project expenditures did not follow the project financial plan well (compared to the originally planned budget), with especially low expenditures for Training (11.73%) and especially high expenditures on Miscellaneous (182.07%), which included apparently necessary but originally unexpected expenses. At the same time, expenditures on Equipment were only 43.15% of those planned. In particular, less than 10% of the total budget was directly expended on the NACD Secretariat (including equipment, study tours, etc.), although it has benefited from other project efforts.

See the breakdown of project funding and expenditures in Annex 5.

### 2.12 Lessons learned

Many lessons have been learned during the project, and the learning continues still. Following are the major lessons reported by persons interviewed.

1. Ensure that the major partners appoint the proper staff to work on joint projects, and continually follow-up on project progress, jointly addressing and documenting difficulties when they first arise.
2. Pay sufficient attention to project management, especially when funding is limited. In this, the project office and UNODC Regional Centre must maintain close collaborative contacts, both through official documents and professional/collegial exchange of information.
3. Ensure that strong and close relations between major partners are continually developed and form the basis of continuing and open consultative process leading to joint decision making.
4. Ensure that the status and mandate of the project office is clear, transparent, and communicated to all parties concerned.
5. To avoid problems, a high level agreement, such as an MOU between a government and UN agency, should always be respected, with any changes made only in close consultation with both parties.
6. When project funds are short, project management should use a proactive approach to project implementation, focusing on budget revision and adapting plans to the situation.

## 3. Recommendations

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The general recommendation concerning the project is: **Return to the original concept, implementation and Immediate Objective spelled out in the Project Document.** At the same time, **review and adjust the financial plan to reflect current and projected funding constraints.** This proposal becomes obvious simply from reviewing: (1) Lack of progress in achieving the Immediate Objective – strengthening the Secretariat of the NACD and the national drug control programme, and (2) the fact that of the total funds expended to date, less than 10% went directly to the NACD.

**Important note No.1:** Due to (1) the very short period of the evaluation, (2) the complexity of several situations impacting directly on the Immediate Objective of the project and the major partners, and (3) the lack of time and opportunity to confirm all information

and develop an in-depth understanding of the situation and processes at work, all recommendations and options must be taken as indicative rather than definitive. In practice, this means that the major partners in the AD/CMB/00/F14 project must assess these recommendations and options together with institutional policies and other information at their disposal before making a final decision. It is suggested that all partners review and respond to this evaluation prior to the next planned Tripartite Meeting.

**Important note No.2:** It is imperative that the partners, especially UNODC, make the necessary decisions and take timely action in their implementation. Otherwise, the pervasive uncertainty within the project and its partners will not only increasingly affect the attitudes and performance of staff, but affect the image of UNODC and its ability to conduct future operations in the country. UNODC and its partners must be seen as quick to respond and proactive in their efforts.

Considering the above discussion, the evaluation team offers the following **Recommendations**.

1. Either prior to or before the next TPR, review the original Project Document in light of current realities: (1) reduced funding, (2) lack of progress in first two years, and (3) recently expanded role of UNODC (to include drugs and crime). Return to the original focus of the project (strengthening of NACD Secretariat and the national drug control programme), and make other revisions and refinements as necessary. Institute procedures and mechanisms to ensure that project operations are results-oriented (as identified under project Outputs).
2. Strengthen the relations between the NACD Secretariat and the Project/UNODC, ensuring close & continuing communications and mutual consultation on all significant project actions, both at high level and operational level. The major project partners should jointly define both structures and methods for future decision making, planning, coordination, and review & monitoring of project directions and activities. This could be facilitated by locating one or more Project staff at the NACD, particularly one of the Project Officers.
3. Continue work with NGOs (especially DAF), while developing a linkage between NGOs and NACD and other offices and programs, to facilitate mutual learning and complimentary actions.
4. Place increased emphasis on the strengthening of NACD Secretariat capacities, e.g. training, UNODC-NACD relations,
5. Continually provide for good public relations, including the Cambodian people, national agencies, private sector, UN and other development organizations, and current and potential donors. This must be conducted in a systematic and user-friendly manner. Of particular importance is building good and informative relations with donors, clearly showing what the project has achieved and will be able to achieve (as this relates to the interests of individual donors).
6. A structure and process for the PAC meetings must be defined which facilitates the open exchange of information, particularly the review & analysis of project outcomes and emerging problems. PAC meetings must be genuine consultative events based on previous analytical & consultative processes among the major partners. In this regard, it is recommended that meetings are conducted in two parts: (1) initial meeting of PAC members to discuss project policies, results, methods, and financial matters, resulting in joint resolutions; and (2) follow-on mini-workshop, wherein selected staff of the PAC members work out the details of the prior decisions/resolutions .

7. UNODC Headquarters should seriously review the practice in this project of removing the entire amount of funding supporting the Project Manager from the funds available to the project and retaining these funds at Headquarters (a unilateral action without the approval of the PAC). This has had a strong and negative impact on personal and professional relations, perceptions about the project and its methods, and the image of UNODC. In addition, both UNODC Headquarters and the UNODC Regional Centre should review their approaches to project monitoring and backstopping to ensure that potential and emerging problems are spotted early, and project technical and administrative needs are met in a timely fashion.
8. The NACD Secretariat, assisted by the project as necessary, should endeavour to place drug control issues and efforts on the national agenda whenever possible, supporting this through the development of its own national drug control plan and specific activities, both within and outside the project.
9. The project should not eliminate the positions of any existing Cambodian national staff as this would neither save a substantial amount of funding, nor allow the project to continue to perform its duties in an effective manner. At the same time, it would very likely have a negative effect on staff morale.
10. In summarising the general consensus of persons responsible for the success of the project, nearly all persons contributing substantial input into this evaluation affirmed that, at the current funding level, the project could not continue to afford the services of a senior UNODC official in the capacity of Project Manager. Furthermore, it was noted that past project management and decision making at this level had frequently not been conducive to strengthening the NACD Secretariat. These opinions were often repeated, and supported by substantiating evidence, mostly in conversation and sometimes in documents. Whatever the financial or other limitations of the project, management must become much more proactive and responsive to the needs of the partners. Given the brief time period of the evaluation, the evaluators feel that a decision on whether or not to continue the current Project Manager should be reviewed in greater depth than was possible in this evaluation, as well as in light of the possible outcomes of such a decision, shown below (as proposed by persons interviewed). Moreover, any decision should take into account the results of the fact-finding missions conducted by the UNODC Regional Centre and Headquarters.

#### Continuation of the Project Manager

- Implications for funding: This would continue to significantly limit the amount of funds available for project operations and support activities.
- Implications for the project office: This would (1) maintain a strong profile for UNODC in Cambodia; (2) provide for continued expertise of a senior UNODC official; and (3) probably continue the confusion between the goals of the project and UNODC (in the case that increased funding is not forthcoming).
- Implications for project management: This is unlikely to lead to significantly more proactive management. However, the project could benefit from the relations built up by the Project Manager over the past two years.
- Acceptance & achievement: Because of the Project Manager's history of performance in the project, his future acceptance by government partners may be limited. This will probably affect project progress, unless the project management style changes substantially.

- Implication UNODC Funding: If UNODC can not secure additional funding for the project, the achievement of the project may be worse compared to the results of the first phase.

#### Discontinuation of the Project Manager

- Implications for funding: If accomplished quickly, this would release a significant amount of funds for the implementation of project activities. This may also motivate the government to provide funding of its own and attempt to secure additional funding from other donors.
- Implications for the project office: This would (1) decrease the profile of UNODC in Cambodia, and (2) prevent the project from benefiting from the expertise of a senior UNODC official. At the same time, it would reduce the current confusion between the goals of the project and UNODC.
- Implications for project management: This would be likely to increase proactive planning and management in the project.
- Acceptance & achievement: This would likely increase the overall acceptance of the project and its staff, probably leading to improved achievement of the project's Immediate Objective.

## **Evaluation Terms of Reference - AD/CMB/00/F14**

### **BACKGROUND**

Cambodia lacks a strong and well functioning central body for planning, coordinating and implementing a national drug control programme and for cooperation with countries of the region. Without such an efficient structure it is extremely difficult to provide productive bilateral and multilateral drug control assistance to the country. Recognising the crucial importance of having an independent government body to undertake drug control policy planning and to coordinate operational activities, and in order to respond effectively to the increasing threats posed by the production, trafficking and abuse of drugs, the Government established in 1995 a ministerial level committee, the National Authority for Combating Drugs (NACD) to make decisions on drug control policy and to supervise drug control operations. The Royal Decree establishing the NACD also made provisions for an operational level NACD Secretariat.

This project aims at providing support to the NACD Secretariat that will enable it to fully fulfill its mandated functions. This will be achieved through provision of staff training, experts in various technical fields, establishing of planning, operational and administrative procedures and provision of basic transportation, communications and office equipment. Training of key staff in related government agencies and training and networking with the NGO sector are also important parts of the project. The project will be implemented in two phases; the first phase (2 years) will consolidate the basic functions of the NACD Secretariat and the second phase (2 years) will further build and sustain the Secretariat's capacity and produce and begin implementation of a coordinated National Drug Control Plan.

Total budget requirement is US\$3,231,900. Budget of the first phase is US\$1,539,000 and the second phase is US\$1,692,000. Available budget is US\$1,301,600.

### **PURPOSE OF EVALUATION**

UNODC has adopted an evaluation policy, which aims to support results-based management (RBM). Evaluations of performance at the project level are seen as a key component of RBM which will allow an assessment of the impact of the projects.

The evaluation should assess:

- The results achieved by the projects up to date, in particular the outcomes and impact, in relation to the explicit or implicit objective(s) of the programme.
- The strategies and approaches applied.
- The magnitude, scope, strategy and appropriateness of the project document in relation to the problem.
- The inter-relation of the project with other activities of the governments concerned as well as with assistance from bi-lateral donors;
- The continued relevance of the main objectives when considering overall development of the drug problem and of reduced availability of funding;
- The sustainability of results.
- Unintended impacts of the programme, both positive and negative.
- The effectiveness of project management and quality and timeliness of monitoring and backstopping of the projects by all parties concerned.
- The roles and responsibilities of the various parties, with particular reference to the Members of the Project Advisory Committee;

The evaluators should make such recommendations he deems necessary. The evaluators should also identify lessons learned of both technical and strategic nature of importance to international drug control.

## METHODOLOGY

The evaluation will be based on the following:

- Initial briefing by responsible UNODC staff at the Regional Center for East Asia and the Pacific.
- A study of relevant documents.
- Interviews with staff of UNODC Liaison Office, Phnom Penh, national officials, experts and other knowledgeable parties in the country.
- Following the completion of the fact-finding and analysis phase, a draft evaluation report will be prepared and presented to UNODC Regional Centre. Inputs from UNODC should be recorded and taken into account by the evaluation as relevant and appropriate.

Qualifications of the evaluators:

- experience in conducting independent evaluations;
- familiarity with the drug control situation and issues in Southeast Asia, especially in Cambodia;
- knowledge of bilateral/multilateral technical cooperation, particularly in institution building and drug control policies;
- extensive management level experience;
- fluent in the English language and excellent writing skills

### Team Composition

UNODC will nominate the team leader. Cambodian authorities will nominate a second evaluator. The TORs and qualifications required will apply to both.

## DURATION OF THE MISSION

The mission will be from 22 February – 6 March 2003. Briefing will be done on 22 February at the UNODC Regional Centre, Bangkok and debriefing on 6 March. Mission to Cambodia will be from 24th afternoon to 5 March.

## BRIEFING, CONSULTATIONS AND ADMINISTRATIVE SUPPORT

The evaluators will be briefed and debriefed at the UNODC Regional Centre in Bangkok. The Regional Centre shall elaborate and inform the evaluators of the projects and provide necessary substantive and administrative support.

## EVALUATION REPORT AND FOLLOW-UP

The draft evaluation report should be discussed with UNODC Regional Centre. The evaluators, while considering the comments provided on the draft, uses his independent judgment in preparing the final report.

The evaluators will submit the final report to the UNODC Regional Centre not later than 15 March 2003. The report will contain findings, conclusions and recommendations as well as a recording of the lessons learned during the project implementation.

**List of Persons Met during 24 February-3 March 2003**

<b>Name</b>	<b>Title</b>	<b>Organization</b>
<b>UNODC Regional Centre</b>		
Dr. Sandro Calvani	Director	UNODC
Mr. Wayne Bazant	Officer-in-Charge, DR Advisor	UNODC
Mr. Songsathit Kittikhunwachana	Project Coordinator, RAS/D91	UNODC
Mr. John Irvin	Project Coordinator, RAS/D51	UNODC
Mr. Wong Hoy Yuen	Project Coordinator, RAS/F34	UNODC
<b>Cambodian government agencies</b>		
Ngan Chamroun	Director Dept. of Int'l Cooperation	NACD
Maj. Gen Khiev Sopheak	Deputy, Secretary General	NACD
H.E Bour Chum Serey	Under Secretary of State	Ministry of Education
H.E Kong Chhan	Secretary General	MOSALVY
<b>Donor governments</b>		
Mr. Claes Leijon	Counsellor	Sweden Embassy (SIDA)
Mr. Katsuhiro Shinohara	Minister / Counsellor	Japan Embassy
Ms. Karen Ann Lanyon	First Secretary	Australia Embassy
Mr. Donald Coleman	First Secretary	United States Embassy
<b>DAF Abuse Forum</b>		
Mr. Chhuon Wathna	Technical and Monitoring Officer	HIV/AIDS Programme/ World Vision Cambodia
Mr. Meas Savin	Programme Coordinator	Cambodia Children Against Starvation and Violence Association
Mr. Pick Ponlok	General Manager	Harvest International Service Cambodia
Mr. Sok Phanna	Coordinator	Krousar Thmey
Mr. Em Poul	Project Assistant	UNICEF
<b>Project office</b>		
Mr. Bengt Juhlin	Project Manager	UNODC/Project
Mr. Graham Shaw	International Programme Officer	UNODC/Project
Mr. Sovann Tith	National Programme Officer	UNODC/Project
Mr. Tea Phauly	Drug Abuse Advisor	UNODC/Project
Mr. Vireak Pech	Admin/Finance Officer	UNODC/Project
Mr. Visjana Thong	Admin/Finance Officer	UNODC/Project
Mr. Mao Sithon	Driver/Admin. Assistant	UNODC/Project
Ms. Bou Khema	Receptionist/Secretary	UNODC/Project
Ms. Sea Sokunthea	Intern	UNODC/Project
Mr. Khiev Khemara	Translator/Interpreter	UNODC/Project

## **Results Achieved by the Project To-Date – Phase I<sup>2</sup>**

### **Output 1      Project Team recruited and operational.**

This activity has been fully achieved.

#### **a. Outcomes**

The outcome has been the operationalisation of the project and development of a limited number of new project ideas related to drug control in Cambodia.

Recurrent costs of Output 1 are considered high and unsustainable. It is suggested that significant cuts be made in the recurrent costs of the UNODC project office in Phnom Penh so that all other activities can achieve significant outcomes and thereby have a greater impact upon the overall project objective.

#### **b. Impact**

The impact of this activity has been that a limited number of project activities have been supported by the staff recruited that has led to some capacity building having been undertaken vis-à-vis the NACD Secretariat and associated agencies, and especially in the NGO sector.

Greater impact could have been achieved through more effective direction and management of resources and the prioritization of activities by the project team.

### **Output 2      Functional NACD Secretariat organisational structure established and basic managerial and operational procedures in place**

#### **a. Outcomes**

No significant outcomes have been achieved to-date. No review of the NACD Secretariat organizational structure has been undertaken and consequently no recommendations for improvements in the structure have been forthcoming from the project team as yet.

Whilst an organizational structure of the NACD Secretariat does exist, it is functioning on only a very limited basis and is unable to act as an effective supervisory or coordination mechanism for drug control in Cambodia.

No achievements have been made in the establishment of basic managerial and operational procedures of the NACD Secretariat as no assessment of such systems has, as yet, been undertaken.

Specifically,

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<sup>2</sup> This annex was prepared by Project staff.

**Activity 2.1 Assist in setting up Secretariat organization, define initial work responsibilities and allocate available staff. (Including the Secretariat's provincial level contact points)**

One officer is to be assigned in the future by the NACD as the head of the NACD Regional Office (NARO) in Sihanoukville in the future. No other activities have been initiated by the project with regards to any of these activities, thus far.

**Activity 2.2 Review strengths and weaknesses of the Secretariat's present managerial and administrative procedures.**

Plans are in process to provide training to staff of the NACD Secretariat in basic managerial and operational activities, including procedures, together with associated activities related to communication, report writing, supervision and delegation; it is hoped that such activities will commence by April 2003.

However, no assessment has been undertaken so far although a baseline survey of the qualifications and experience of all NACD Secretariat staff was undertaken towards the end of 2002 that will help to inform the review of the strengths and weaknesses of the present managerial and administrative procedures in the future.

**Activity 2.3 Carry out workshop(s) to review present working procedures.**

No workshops have so far been undertaken to review the present working procedures of the NACD Secretariat.

**Activity 2.4 Develop/introduce new working procedures.**

No new working procedures have been developed or introduced owing to the lack of action concerning the assessment of the existing working arrangements of the NACD Secretariat.

**Activity 2.5 Review the organizational structure, work responsibilities and procedures during the course of the project and revise as advised by the Project Advisory Committee.**

No review has been possible as no action has been forthcoming with regards to Activities 2.2, 2.3 and 2.4.

**b. Impact**

As virtually no action has been taken with regards to this output, there has been no impact upon the establishment of a functional NACD Secretariat organisational structure. In addition, the lack of action to assess and subsequently develop the basic managerial and operational procedures of the NACD Secretariat have not been undertaken and therefore no impact has been possible in this regard.

**Output 3 Functional physical infrastructure of the NACD Secretariat established.**

**a. Outcomes**

The project has made some progress in helping to develop the functional physical infrastructure of the NACD Secretariat. Such support has, to-date, included the provision of 3 vehicles, 2 desktop computers and a large quantity of office furniture, including 2 filing cabinets.

However, no comprehensive assessment has been undertaken to ascertain the total requirements of the NACD Secretariat in this regard and it is suggested that it would be impractical to do so until such time as a comprehensive assessment of the working arrangements is undertaken (see Activity 2.2 and 2.3 above) and the development of new working arrangements is in process (see Activity 2.4).

**Activity 3.1 Purchase and install basic general purpose equipment (office equipment, vehicles, etc.) and arrange office facilities**

A total of 3 four-wheel drive vehicles, two desktop computers, 2 filing cabinets and a substantial quantity of office furniture have been provided to the NACD Secretariat to-date. No action has yet been taken on arranging office facilities of the NACD Secretariat.

**Activity 3.2 Procure and install specialised equipment (telecommunications, surveillance, electronic equipment, etc.) and software corresponding to the absorption capacity.**

No action has been taken.

**Activity 3.3 Install basic equipment at key partner organizations and priority provincial contact points**

A NACD Regional Office (NARO) has been set-up in Sihanoukville, attached to the Computer Based Training (CBT) center developed by UNODC sub-regional project RAS/C51. A fax machine and computer, together with basic office furniture, have been provided to this office.

No other basic equipment has been provided to any key partner organizations or priority provincial contact points. No prioritization has been undertaken to ascertain which provinces will be delegated as priority areas, nor the focal points within those provinces.

**Activity 3.4 Provide training in the use of the above equipment (See also Annex 3)**

No specific training is required in the use of the above listed equipment.

**b. Impact**

The provision of a limited quantity of equipment and a large amount of office furniture has enabled the NACD Secretariat to become more mobile and has increased the productivity of the Department of International Cooperation that has received one desktop computer from the project. This demonstrates that the provision of such physical infrastructure to the NACD Secretariat needs to be undertaken following a comprehensive assessment of the benefits that will be accrued to the Secretariat by the provision of each specific item.

## **Output 4      Secretariat staff qualified to meet basic job responsibilities**

### **a. Outcomes**

A baseline survey was conducted between November and December 2002 of all staff of the NACD Secretariat below the level of Deputy Secretary-General. The data from this assessment is still being analysed as of February 2003. However, a basic outline of staff capacity has been developed showing that there is a fundamental lack of skills in basic management functions at all levels of the agency. In addition, it is clear that each department of the Secretariat functions separately from all others. The results of the baseline survey have guided the prioritization of training activities to those of (1) English language; (2) computer skills; and, (3) general management.

However, no assessment has been undertaken by the project to ascertain the needs of the NACD Secretariat vis-à-vis departments, departmental structures and the necessary staff so that such departments can function effectively. In addition, no assessment has been undertaken by the project to develop job descriptions and required qualifications and experience for any existing, or proposed, position within the Secretariat.

#### **Activity 4.1      Identify the initial skills profile for all Secretariat staff members.**

This activity was undertaken by the project between November and December 2002 through the implementation of a comprehensive baseline survey of all NACD Secretariat staff below the level of Deputy Secretary-General. The written questionnaire provides details of individual qualifications and experience.

#### **Activity 4.2      Assess qualifications and training needs of existing staff and staff to be recruited.**

This activity has been partially completed by the project through the implementation of a baseline survey between November and December 2002 that provides details as to the qualifications of existing staff of the NACD Secretariat below the level of Deputy Secretary-General. This data has been used to prioritise the training needs of the existing staff of the Secretariat.

A rapid assessment of the 5 staff of the Department of Planning and Training at the Secretariat was undertaken in January 2003 by the project due to the forthcoming national workshop on the problems of drugs. Specialist training has been identified for the staff of this department to be conducted at the NACD Secretariat in collaboration with the UNODC Regional Centre, Bangkok, in April 2003, concerning the basic concepts of planning.

No other departmental training reviews have yet been undertaken by the project.

As yet, no assessment of the future staffing requirements of the Secretariat has been undertaken by the project and consequently no action has been possible to assess the qualifications and training needs of such future positions.

**Activity 4.3 Develop and carry out training programmes in line with the Training Plan for Phase I (Annex 3).**

(The Training Plan for Phase I is actually Annex 4 of the project document).

A provisional training plan has been developed to carry out training of NACD Secretariat staff at the level below that of Deputy Secretary-General. The provisional training plan is based on a severe lack of project funds to undertake such activities and subsequently is based on the most effective utilization of less than \$10,000. Training priorities have been identified as (1) English language; (2) computer skills; and, (3) general management.

Based upon the lack of skills of most of the staff of the NACD Secretariat together with the low absorptive capacity of most of the personnel, it is suggested that the breadth of the Phase I training plan be reduced and the depth in which the more limited number of training activities are undertaken be extended. Such a revised approach will allow more time for all staff of the Secretariat to develop a sustainable knowledge of the fundamental basics of their respective positions as well as putting in place the basic foundations for organizational effectiveness through enhanced performance by individuals and teams.

With the exception of one study tour in December 2001 to Thailand for demand reduction staff and a small study tour to Thailand for the Secretary-General, the lack of action with regards to this activity during the first 18-24 months of the project has resulted in the need to extend Phase I of the project beyond 24 months to 48 months; please see the document entitled, 'Suggested modifications to Project AD/CMB/01/F14 and recommendations for the streamlining of the UNODC project office in Phnom Penh', dated February 21, 2003, for a comprehensive review of this suggestion and justification for such an extension of Phase I.

**Activity 4.4 Revise the Training Plan according to staff qualifications review, staff performance, the absorption capacity and training programme feedback.**

Two revised training plans have been developed by the International Programme Officer to-date:

- a. A total of 19 training components based upon a maximum budget of \$10,000 covering a period of approximately 8 months, commencing January 2003;

- b. A revised Phase I training plan covering a proposed extension of Phase I of the project from April 2003 to March 2005.

To-date, one component out of the 19 proposed under the limited training budget of \$10,000 has commenced and preparations are continuing for the implementation of additional components in March 2003.

**b. Impact**

Owing to the fact that very little action has been taken by the project to achieve this output for over 18 months, it is too early to review the impact of the training initiated since January 2003. However, the commencement of training activities by the project has motivated all staff of the NACD Secretariat and raised their moral. Provided the project continues to prioritise NACD training, it is likely the staff of the Secretariat will respond positively to these opportunities and progress can be made over the course of the next 24 months in developing a functional and effective Secretariat staff and structure.

**Output 5      **Basic coordination mechanisms with national partner institutions and international organisations established.****

**a. Outcomes**

An extensive coordination mechanism with national and international non-governmental organizations (NGO's) has been supported by the project since the commencement of activities in 2001. This grouping, entitled the, 'Drug Abuse Forum' (DAF) comprises up to 40 agencies with an interest in the drug control sector in Cambodia. An expatriate Drug Abuse Advisor was hired in 2001 to support this initiative that had been formed by a previous UNODC sub-regional project (RAS/C75) together with a couple of local NGO's. A permanent Cambodian Drug Abuse Advisor was hired by the project in mid-2002 to provide Secretariat support to the DAF and undertake its transition into a local umbrella NGO, which is still in progress. Of note is the involvement of many DAF members in a series of comprehensive Training-of-Trainers initiatives held during 2002 and continuing in 2003, totaling in the region of 60 officers undergoing training by local experts in the basic aspects of illicit drugs and its control, prevention and treatment. In addition, DAF members have been actively involved in drug awareness raising in various areas of the country, such as the distribution of leaflets developed by the project as well as undertaking rapid survey collections through a one page questionnaire developed by the project.

Coordination by the project with national partner institutions has been limited and further, detailed, work is required to identify key partner institutions and to thereby assess the required needs of such agencies vis-à-vis capacity building for activities in the drug control sector.

Other coordination mechanism developed by the project have been with regards to HIV/AIDS and the work of UNAIDS as well as collaboration in the work of the UN Country Team for Cambodia dealing with issues such as the UN Development Assistance Framework for Cambodia and the use of the Millennium Development Goals. Involvement has also been undertaken in meetings of the UN Inter-Agency Project (UNIAP) on human trafficking together with discussions with various NGO's on possible future project ideas.

Extensive support, both in terms of financial and human resources of the project, has been given to UNODC sub-regional action plan (SAP) projects, including:

RAS/B65	Establishing intelligence infrastructure.
RAS/C46	Establishing intelligence gathering and exchange networks.
RAS/C51	Establishing computer based training centers.
RAS/C74	Developing legal infrastructure in drug control.
RAS/C75	Developing drug abuse survey capacity.
RAS/D91	Establishing cross-border cooperation mechanisms.
RAS/F34	Establishing precursor chemical control mechanisms.
RAS/F97	Establishing amphetamine-type stimulant (ATS) data systems.
RAS/G22	Developing awareness of HIV/AIDS vulnerability through drug abuse.

Project CMB/F14 has not charged any of these SAP projects for the time spent in support of their activities within Cambodia.

### **Activity 5.1 Identify and prioritize subject areas for external cooperation/coordination.**

Discussions have been entered into with a variety of external agencies for possible cooperation and coordination. For example, detailed discussions have been held with the US Drug Enforcement Administration (DEA) on a possible capacity building project along the River Mekong. Discussions have also been held with the resident Australian Federal Police (AFP) as to possible training opportunities that they could provide to the project related to law enforcement and information gathering.

Subject areas for external cooperation and coordination include: drug abuse survey; drug abuse counselling, treatment and rehabilitation; drug abuse awareness raising; cross-border human trafficking.

External cooperation and coordination is also undertaken by periodic briefings and visits undertaken with a range of diplomatic and donor agencies based in Phnom Penh in addition to the twice yearly meeting of the Mini-Dublin Group.

### **Activity 5.2 Identify partners for collaboration (national, regional and international agencies, NGOs and other civil society organizations, the media, the private sector, external projects, etc.).**

A limited number of NGO partners have been identified by the project and some have undertaken joint activities, such as in the field of drug awareness. Partners in the fight against HIV/AIDS have also been identified, such as UNAIDS and the National AIDS Authority (NAA). Whilst other partners, such as UNICEF, WHO and UNESCO, have been identified by the project, only limited interaction with such agencies has thus far been undertaken by the project.

The project has developed a very effective partnership with members of the national and international media, including agencies such as Reuters, AFP, AP and DPA.

Research on possible private sector partners has been undertaken by the project although no prioritization has been made and no workplan for following-up on these possibilities has been undertaken.

**Activity 5.3 Choose collaboration modalities (formal technical-level committees, MOU and bilateral drug control cooperation, networks, reference groups, task forces, formalized projects and subcontracts) and develop agreements to ensure that the drug control work is performed in concert. (Experience held by e.g. UNDCP/SRLES, Interpol) and WTO to be utilised).**

The project has been an increasingly active participant in the UN HIV/AIDS Theme Group and in related technical working groups. The project has also developed very close collaboration with all UNODC SAP projects (see above) as well as through the NGO DAF mechanism. However, collaboration modalities have not been considered as part of an overall project strategy.

**Activity 5.4 Initiate specific actions aiming at Cambodia becoming a signatory partner to the International Drug Control Conventions.**

Detailed discussions have been held with the NACD and Council of Ministers to educate concerned persons on the benefits gained by Cambodia in acceding to all three International Drug Control Conventions as soon as possible. The project has paid for the translation of all three Conventions into the Cambodian language and has distributed the English and Cambodian language documents to all concerned parties for review. Through intensive lobbying, the NACD Secretariat is now moving forward with all three Conventions. In a recent meeting between the UNODC Regional Representative, Dr. Sandro Calvani, and the Cambodian Deputy Prime Minister / Chairman of the NACD, Sar Kheng, the Cambodian Government made a commitment to accede to all three Conventions before the end of 2003. Further follow-up action is required by the project to ensure that this timetable is adhered to by the Government, if at all possible.

**Activity 5.5 Establish, support, coordinate and monitor the different coordination mechanisms. Supplement and adjust over time as required.**

Such actions have been undertaken where they currently exist, especially with regards to the NGO Drug Abuse Forum (DAF). Further action is required to develop the constituent elements of this Output.

**b. Impact**

The focus of project human and financial resources upon the strengthening of the NGO DAF has resulted in an increasingly strong group of civil society organizations that possess a trainer who can further develop the knowledge base of many of the DAF

member agencies. This will allow for greater understanding of drug abuse control issues and, in the medium to long term, the integration of such issues into sustainable development practices, such as within community development programmes of such organizations.

However, the focus upon developing the capacity of civil society organizations as a priority of the project has taken much of the limited financial resources of the project away from the core components of the project document, i.e. capacity building of the NACD Secretariat. This has been recognized by the Government and has caused some difficulties in the relationship between the NACD and the project office; similar concerns have been expressed by some of the project team.

The development of linkages with donors and those external agencies with technical capacity will, it is hoped, not only produce additional funds for support of the CMB/F14 project, but also provide resources for the implementation of associated drug control capacity building components. In addition, it is hoped that the technical expertise of some of the external agencies can be acquired for utilization by the project.

## **Output 6      **Basic Plan of Action for priority national drug control efforts developed and implementation started.****

### **a. Outcomes**

No basic Plan of Action for priority national drug control efforts has been developed. The Government proposed in January 2003 a national workshop on the problems of drugs as a method to inform the NACD in its development of a 5-year workplan as well as a 12-year workplan in accordance with Cambodia's commitments to a drug-free ASEAN by 2015 as stipulated by the ACCORD; initial efforts have been undertaken by the project team to support this activity which includes collaboration with the UNODC Regional Centre, Bangkok, for the provision of expert basic training to the planning staff of the NACD Secretariat.

A listing of priority areas for drug control in Cambodia was developed by the project, and agreed to by the NACD Secretariat, in mid-2002. However, this prioritization has not been developed into a basic plan of action, nor have project priorities been developed from this outline of priority areas.

Consequently, no implementation of a basic plan of action has commenced, although both the NACD Secretariat and the UNODC project office appear to undertake an ad-hoc approach to investing financial and human resources into demand reduction activities as a top priority without prior discussion or review of such an ad-hoc decision.

**Activity 6.1      Assess the present drug control situation and short/medium term priority requirements through workshops, studies etc. (The resulting reports to be shared with UNDCP, the donor(s) and other parties concerned).**

A basic review of the present drug control situation is included in the project document as well as through the UNDCP Cambodia Country Profile published in March 2001. In addition, a follow-up review of the drug control situation in Cambodia during 2002 has been produced by the project office and is currently under final review by the UNODC Regional Centre, Bangkok.

The priority sectors for drug control were developed by the project, and accepted by the NACD Secretariat, in mid-2002 and were sent to all major donors.

The Government is planning to hold a 2-day national workshop in late-April 2003 to discuss with all sections of society the problem of drugs in the country. The workshop aims to better inform the Government of action to be taken, especially at grass-roots level, and to therefore assist in the development of priority programming.

**Activity 6.2 Formulate a basic Plan of Action for national drug control efforts.**

The project has not initiated the formulation of a basic Plan of Action. The Government is scheduled to hold a national workshop in late-April 2003 which will provide input to the creation by the NACD Secretariat of a 5-year and 12-year Plan of Action, to which the project has been providing technical support since the beginning of 2003.

**Activity 6.3 Implement initial parts of the Plan.**

Technical support by the project to the forthcoming national workshop organized by the Government for late-April 2003 is underway.

**Activity 6.4 Revise the Plan periodically in line with instructions by the PAC. (Towards the end of Phase I the Plan will have a shape and form that will allow it to serve as the basis for the comprehensive National Drug Control Plan to be formulated during Phase II).**

As no Plan of Action currently exists, this activity will await the formulation and commencement of implementation of such a Plan.

**b. Impact**

Very little impact has yet been achieved by the project with regards to this Output. Although priority areas have been identified by the project and accepted by the NACD, no plan for the implementation of those priorities has been developed. The self-initiated action of the Government to hold a national workshop in late April 2003 is a positive development for which the project can provide substantial support in a collaborative effort with the NACD and associated agencies, as well as with civil society organizations.

**Output 7 Basic law enforcement/supply reduction information systems in place at the Secretariat and in priority provinces.**

**a. Outcomes**

Very little has achieved by this project Output to-date owing to the need to access technical personnel who have the capacity to assess the current status of existing systems within Cambodia; efforts have been made at identifying such technical personnel but no further action has yet been undertaken. In addition, the lack of donor funding to the project has made it impractical to consider the provision of any additional equipment.

**Activity 7.1 Develop initial methodologies for nationwide information gathering and analysis of the drug supply and trafficking situation, as well as for the sharing of information with relevant national and international organisations.**

No action has been taken by the project to-date on the development of initial methodologies for nationwide information gathering. However, initial follow-up of UNODC SAP project's RAS/B65 and RAS/C46 have been undertaken with the Australian Federal Police (AFP) so as to ascertain the extent to which the inputs from the two sub-regional projects are operational within Cambodia; discussions in this regard are still on-going with the AFP.

Contact has been made with several key sources of data concerning drug trafficking in provincial areas and in Phnom Penh. Such information is shared with key international agencies.

**Activity 7.2 Provide basic equipment needed to make the supply and trafficking data collection/analysis systems operational. (Gradually upgrading Activity 3.3 to a higher level of sophistication as the absorptive capacity allows).**

This activity has not been undertaken as a review of existing data collection and analysis systems has not been completed. In addition, the lack of donor funds to the project has prohibited the consideration of the provision of basic equipment in this regard.

**Activity 7.3 Develop training programmes in data collection/analysis and information exchange for staff concerned at the Secretariat, in priority provinces and for counterpart agencies. (Gradually advancing the skills profile in Activity 4.1).**

No action has been taken by the project to-date (please see 7.1 above).

**Activity 7.4 Initiate development of systems related to crime investigation and crime prevention, transnational crime and trafficking and abuse of humans.**

The project has regularly attended meetings organized by the UN Inter-Agency Project (UNIAP) on Human Trafficking. Discussions have been held with certain civil society organizations with the view to developing a project related to cross-border human trafficking and return of trafficked persons.

Substantial effort has been given by the project to a wide range of possible future projects, such as: developing the capacity of the Cambodia INTERPOL office; strengthening the operational effectiveness of the Government vis-à-vis its shipping register; activities to combat the sexual exploitation of children in Cambodia by foreign tourists; strengthening the capacity of the Government and related institutions to counter money laundering; discussions with the Cambodia Criminal Justice Association (CCJA) concerning community policing and crime prevention, etc.

**Activity 7.5 Operationalize and gradually upgrade the data collection, analysis and dissemination systems.**

No action has been taken by the project to-date (please see 7.1 above).

**Activity 7.6 Prepare NACD semi-annual Status Reports on law enforcement/supply reduction developments.**

Since 2001, the project has provided support to the NACD Secretariat in the writing of its English language annual reports on the drug control situation in Cambodia and has assisted the NACD in the distribution of such reports to the international community.

**b. Impact**

Very little impact has been realized by this project Output largely owing to the lack of project funds and the need to assess inputs from two UNODC SAP projects through utilising appropriate technical assistance in-country.

**Output 8 Basic demand reduction data collection and analysis systems in place at the Secretariat and nationwide and operational activities started**

**a. Outcomes**

Considerable human and financial resources have been expended by the project on this Output and some useful gains have been made with respect to increasing the awareness of the general population in urban areas, especially Phnom Penh, through the handing out of Khmer language leaflets at major Cambodian festivals. Basic data collection and analysis capacity of the NACD Secretariat has not yet been addressed by the project although a simple one-page questionnaire has been developed by UNODC for use by NGO's.

The project has developed a comprehensive drug abuse survey project idea that has been sent to a variety of traditional donors for consideration. An application to UNAIDS PAF for a limited amount of money to undertake a small survey of drug abuse and HIV/AIDS prevalence was successful and will be implemented in 2003. Joint programming with UNICEF and UNESCO have also been initially discussed in 2002 and it is hoped to develop this initiative further in 2003.

**Activity 8.1 Develop and implement a methodology for basic drug abuse surveillance. (Within the Government as well as in collaboration with other partner institutions, particularly NGOs and UNDCP's Global Assessment Programme, Sub-regional Action Plan).**

The project has not yet developed, nor implemented, a methodology for basic drug abuse surveillance by the Government. Considerable effort, however, has been made by the project to develop such a system with NGOs and the initial results have been positive.

A national drug abuse survey project idea has been developed and given to a variety of traditional donors for funding; no positive responses have so far been received. A small-scale survey using UNAIDS PAF funding will be implemented during 2003 to consider the linkages between drug abuse and the transmission of HIV/AIDS.

**Activity 8.2 Train concerned personnel within the Secretariat and partner institutions on all aspects of demand reduction. (Gradually upgrading the skills profile in Activity 4.1).**

Only very limited training has been undertaken by the project to personnel within the NACD Secretariat and partner institutions on aspects of demand reduction. One study tour in December 2001 to view the work undertaken in Thailand by ONCB was supported by the project. Attempts have also been made by the project to include Secretariat staff in the Training-of-Trainers programme of the NGO DAF.

**Activity 8.3 Plan and implement demand reduction field activities (e.g. abuse prevention programmes and projects for street children).**

The development and distribution of drug awareness leaflets and booklets was supported by the project in various locations around the country coinciding with major festivals. Media presence was also developed so as to get the drug awareness message to a much larger number of people than could be achieved by leaflets and booklets alone.

A project idea to systematically develop and implement a wide range of demand reduction field activities has been developed and given to a variety of traditional donors for funding; no positive responses have so far been received.

**Activity 8.4 Prepare NACD Semi-annual Status Reports on demand reduction developments.**

Since 2001, the project has provided support to the NACD Secretariat in the writing of its English language annual reports on the drug control situation in Cambodia and has assisted the NACD in the distribution of such reports to the international community.

**b. Impact**

Some considerable progress has been made with regards to the provision of information to the public through NGOs. However, little impact can be considered as having been achieved through the Government due to a lack of a plan to approach this Output by the project.

**Output 9 Phase I project activities reviewed and detailed project plan for Phase II developed**

(Includes revising and refining the Outputs and Activities of Phase II. Those presented in Section 3.5 below should therefore be seen as tentative).

**a. Outcomes**

As many aspects of Phase I activities have not been undertaken by the project, or have not been realized to the extent originally foreseen, it is suggested that Phase II planning is premature at this time. Inputs from the Government to the PAC process have been lacking and consequently opportunities to raise important issues by the Government have been missed.

**Activity 9.1 The PAC to carry out periodic reviews of project activities and achievements and authorize release of funds as set targets are met.**

The Project Advisory Committee (PAC) has met several times to review various aspects of the project. However, no support has been forthcoming from the project to assist Government participation in this process so as to gain the greatest benefit of their presence and input to the PAC activities. Consequently, the Government has missed the opportunities presented at such PAC meetings to raise the concerns that they have expressed to project personnel in private.

Consequently, it is suggested that the project make resources available to develop the capacity of Government participants to the PAC with the objective of helping such officials make best use of the PAC process.

**Activity 9.2 Initiate an independent appraisal of project performance at the end of Phase I.**

Currently being undertaken (February 2003).

**Activity 9.3 Organize Phase II planning workshops for the revision of Outputs and preparation of a detailed Work Plan.**

As many aspects of Phase I activities have not been undertaken by the project, or have not been realized to the extent originally foreseen, it is suggested that Phase II planning is premature at this time.

**Activity 9.4 Prepare/revise Phase II budget and equipment list**

Please see activity 9.3 above.

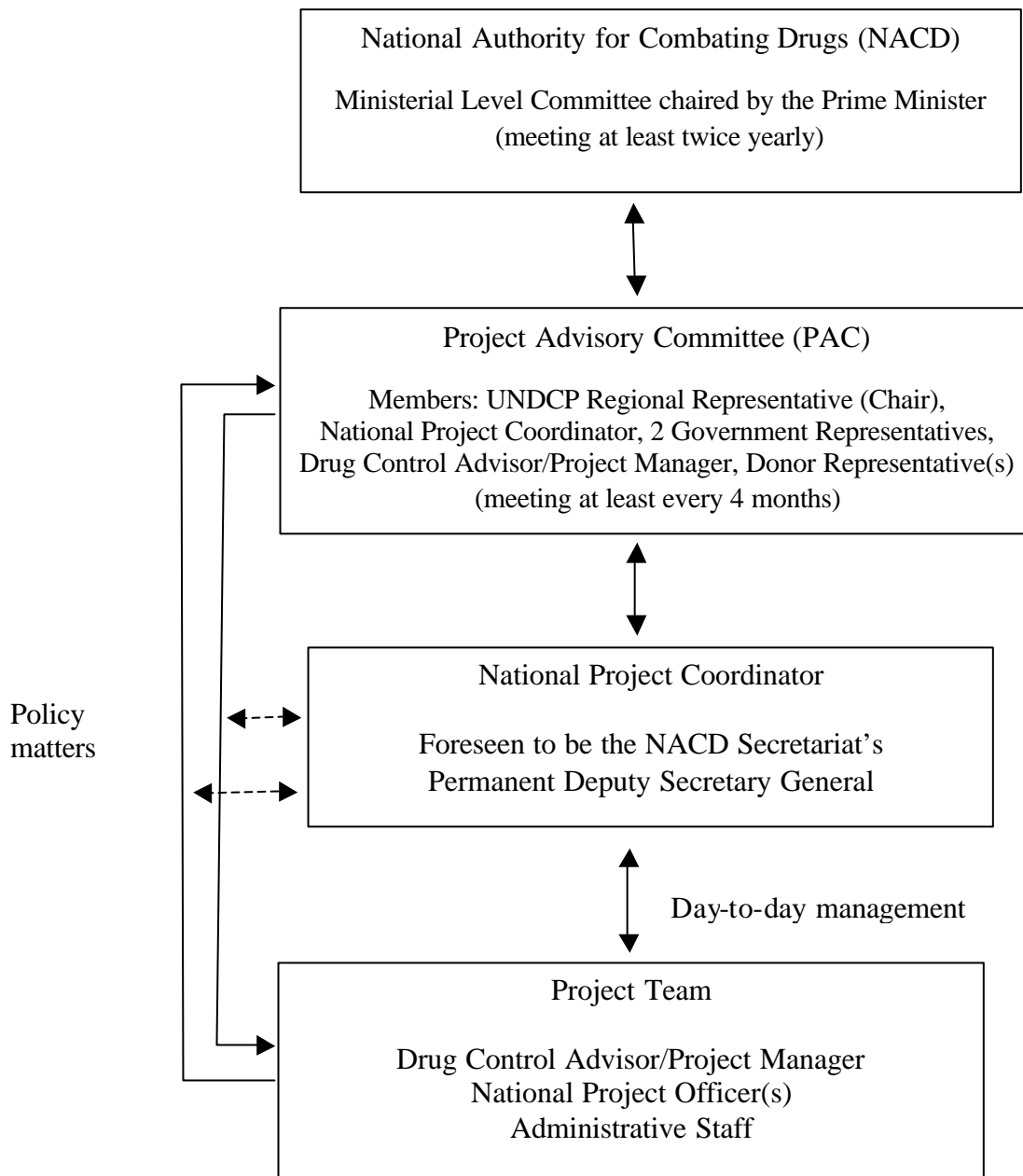
**Activity 9.5 Approval by the PAC of Phase II plans after consultations with Government agencies, the donor(s) and UNDCP.**

Please see activity 9.3 above.

**b. Impact**

To be considered following the mid-term evaluation of Phase I and towards the end of Phase I activities.

### Project Management Organisation



## Project Budget and Expenditures

### STRENGTHENING THE SECRETARIAT OF THE NACD AND THE NDCPC

#### STATEMENT OF FUND RECEIPT AND DISBURSEMENTS FOR THE PERIOD ENDED 31 DECEMBER 2002\*

	Notes	Actual	Budget	
	% of Actual		% of Budget	% of Actual compared to Budget
<b>OPEN BALANCE</b>		-	-	
<b>FUND RECEIPTS:</b>				
- Funds from <b>USA</b>		460,000		
- Funds from <b>SW</b>		285,895		
- Funds from <b>AUS</b>		105,740		
- Funds from <b>SW</b>		337,000		
- Advance from <b>UN</b>		40,000	(repaid by Project)	
<b>TOTAL FUNDING</b>	1	<u>1,228,635</u>	<u>1,871,400</u>	
<b>DISBURSEMENTS:</b>				
<b>Personnel</b>		519,849	620,000	83.85%
- NACD	-	-	-	
- UNODC	41.17	497,349	26.58	
- OTHERS	1.86	22,500	1.20	
<b>Subcontracts</b>		69,443	149,000	46.61%
- NACD	0.22	2,600	0.14	
- UNODC	5.53	66,843	3.57	
<b>Training</b>		43,285	369,000	11.73%
- NACD	0.77	9,300	0.50	
- UNODC	1.78	21,485	1.15	
- OTHERS	1.03	12,500	0.67	
<b>Equipment</b>	2	192,863	447,000	43.15%
- NACD	6.94	83,900	4.48	
- UNODC	9.02	108,963	5.82	
<b>Miscellaneous</b>		129,275	71,000	182.08%
- NACD	0.08	1,000	0.05	
- UNODC	10.62	128,275	6.85	
<b>Project Total</b>		954,715	1,656,000	57.65%
<b>Support Costs</b>		253,365	215,400	
- NACD	-	-	-	
- UNODC	0.44	5,342	0.29	
- Adj PSC & Sal L5 6Months		248,023		
<b>TOTAL DISBURSEMENTS</b>		<u>1,208,080</u>	<u>1,871,400</u>	64.55%
<b>CLOSING FUND BALANCE</b>		<u>20,555</u>	-	
<b>TOTAL NACD</b>	8.01		5.17	
<b>TOTAL UNODC</b>	68.56		44.26	

\* Figures provided by Project Office; considered indicative, as there was no opportunity to confirm.

<sup>1</sup> Figures from UNODC Regional Centre show \$1,301,600

<sup>2</sup> The NACD Secretariat estimates this amount to be \$18,000 less, because most equipment was used.