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## FINAL EVALUATION REPORT

AD-RAS-95-938 Regional Precursor Control Project for SAARC Countries

Bangladesh, Bhutan, Maldives, India, Nepal, Pakistan and  
Sri Lanka

Thematic Area: Suppression of illicit drug trafficking

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## EXECUTIVE SUMMARY

The second phase of the Regional Precursor Control Project for SAARC Countries aimed at capacity building in the member countries to effectively prevent diversion of precursors from the legitimate sources. For achieving the long term objective of prevention/reduction of diversion of such chemicals, three immediate objectives were set, that required the project to create awareness and political will for establishment of workable control mechanisms through necessary legislative and administrative systems, training of all categories of concerned government functionaries as well as trade and industry and enhance cooperation between National and regional authorities on precursor control related matters.

The project envisaged nine outputs for achieving the three immediate objectives by undertaking necessary activities flowing from such nine outputs. The outputs and activities along with our analysis are in Annexure III.

In the course of evaluation process, we had extensive discussions with the Regional Representative of UNODC (ROSA), Project Coordinator and other concerned staff members. We also held discussions with representatives of six member countries and enquired specifically from them if the intended benefits have reached the countries according to the planned outputs. (The representatives from Bangladesh were, however, not present in such meetings). The country representatives were also requested to give their assessment about the activities of the project during the period of the second phase and were asked to comment whether the countries would be in a position to continue with the tempo of the activities without the support of the project if the same does not continue. Discussions were also held with the Colombo Plan Secretariat and SAARC Secretariat on the need for networking the resources available with them for larger coverage and better results on precursor control in the region. We also contacted over the phone Ms. Soumaya Al Alami, Project Management Officer, UNODC headquarters Vienna and two precursor control project coordinators Mr. Wong Hoy Yuen of South East Asia project and Mr. B.L. Soni of the Central Asia project in Tashkent for discussion of certain issues relevant to the evaluation.

There was unanimity of views regarding the continuance of the project for its third phase. However, it is considered necessary that the project continues with revised focus on country specific issues.

The first exercise undertaken by the Project was to assess the needs of all the countries in the region in order to achieve the objectives. The project succeeded in creating a high degree of awareness at all levels in project countries. It evolved and followed a comprehensive precursor control training strategy and conducted twenty training programmes in which 519 officers were trained. The two books published by the project- the training manual and training guidelines are comprehensive and will prove extremely useful for trainees, training establishments and trainers.

The project also succeeded in impressing upon the governments the need to regulate precursors and assisting Maldives and Nepal in drafting their legislations. The project had excellent coordination with the SAARC secretariat and other precursor control projects and conducted a number of joint activities.

A few lessons were learnt from the experience of this project. There was a gap of 13 months between the two phases of this project, which slowed down the tempo of the activities. Such a break should be avoided between the current second phase and the next phase of the project. Some project countries are slow in their response to legislation and other activities related to precursor control. If a ministerial meeting is held in coordination with the SAARC secretariat, it would greatly help raise awareness at the political level and hasten the response from states. Competent Authorities and the project should sign Memoranda of Understanding for undertaking the activities related to project implementation as partners and there should be sufficient accountability cast on the member countries to cooperate with the project, inter alia, by way of regular reporting and feedback. MOUs can also be considered with other multi-lateral agencies, namely, the SAARC Secretariat and Colombo Plan Secretariat. Such a networking would help optimal utilisation of resources.

On the basis of our findings, we recommend that the process of building national capacities should continue and in smaller countries financial assistance should also be considered to help create their infrastructure. Greater emphasis should now be laid on conducting training programmes and preparing training material tailored to meet the needs of each country. Project countries should be provided assistance to develop country specific software to maintain database on precursors and hardware, wherever required to run it. Participating

countries should be more proactive and forthcoming in providing feedback to the project and in sharing information with the Project and other countries in the region.

The current phase of the project covered only the SAARC countries. Afghanistan to the west of this region and Myanmar to its east are the main destinations of diverted precursors. While Myanmar is covered by the precursor control project for south East Asia, there appears to be no project covering precursor control in Afghanistan. We, therefore, concur with the decision taken at the earlier TPR meeting held in November 2002 that Afghanistan should be covered by this project.

It would be useful to develop a Regional Training Centre for precursor control training in which trainees from the entire region could be trained. Amongst others, National Police Academy, Nepal, which we visited, could be developed for the purpose as it not only has the basic infrastructure to hold training programmes but also has a laboratory within its premises, which can be used for laboratory training. The concerned authorities appeared too willing to cooperate on this.

Developing an e-learning website for computer based training would greatly enhance the coverage of training.

Lastly, and most importantly, we would like to reiterate that the project should continue without a break. It is recommended that to ensure that the activities in hand do not come to a grinding halt, it is necessary UNODC headquarters at Vienna provides adequate budgetary support for continuing the activities of the project for the time being until a regular new third phase commences. Such an arrangement would be extremely useful if a precursor control project is to continue in the region.

## EXPLANATORY NOTES

CIS	-	Confederation of Independent States
ECOSOC	-	Economic and Social Council
INCB	-	International Narcotics Control Board
SAARC	-	South Asian Association for Regional Cooperation
UN Conv. 1988	-	United Nations Convention Against Illicit Trafficking in Narcotic Drugs and Psychotropic substances, 1988
UNODC	-	United Nations Office on Drugs and Crime
MOU	-	Memorandum of Understanding

## INTRODUCTION

South Asia has a vibrant chemical industry that produces and uses many of the precursor chemicals. Precursors such as acetic anhydride, ephedrine and pseudoephedrine are often smuggled from South Asia for illicit production of drugs such as heroin and amphetamines in other countries. They are also often used for illicit manufacture of drugs within South Asia.

In January 1996, the Regional Precursor Control Project for South and South West Asia was initiated under the aegis of the United Nations International Drug Control Programme (UNDCP) now called United Nations Office of Drugs and Crime (UNODC)'s Regional Office for South Asia in order to meet this threat.

The first phase of the Project was completed in August 1999 and the second phase commenced in November 2000. In the second phase, the project aimed to assist the SAARC countries (Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka) to strengthen their national capabilities to regulate precursor chemicals.

The long-term objective of the project is to control and reduce precursor chemicals from being diverted and used in the manufacture of narcotic drugs, in particular within the SAARC (South Asian Association for Regional Cooperation) region. Three immediate objectives were set to meet the long-term objective. Activities under the project aimed at achieving nine outputs. European Community, United States of America, United Kingdom and Sweden funded this project. It is scheduled to end in December 2003 and hence this evaluation. As per our terms of reference (see Annexure I), we evaluated the project concept, design and implementation. We examined the relevance of the long-term objective of the project to the drug supply reduction in the SAARC region and other parts of the world and the manner in which the Project addressed it. The appropriateness of the immediate objectives, and the relevance of the outputs to achieving the objectives were studied as were the relationship and complementarity of the project with related UNODC precursor control projects elsewhere. Other parameters used for evaluation may be seen in Annexure I.

We held extensive discussions with the Regional Representative UNODC ROSA, the project coordinator and his staff and the competent national authorities of all but one country who could not make it to the meeting. We also consulted Ms. Soumaya Al-Alami, Project Management Officer, UNODC Hqrs, Vienna and discussed the key issues related to the evaluation of the project. In order to examine the cooperation and complementarity and experience between the projects, we contacted Mr. B.L. Soni, Project Coordinator, Precursor

Control Project for Central Asia and Mr. Wong Hoy Yuen, Project Coordinator, Precursor Control Project for South East Asia. These discussions, held telephonically, were valuable and quite helpful in formulating our views. We also studied the project documents, perused the publications by the project and visited some of the training establishments and also talked to some who were trained by the project.

This report summarises our findings and recommendations.

CHAPTER 1  
PROJECT CONCEPT AND DESIGN

A. Overall assessment

The first phase of the project commenced in January 1996 and was concluded in August 1999. It covered the South and South West Asia and aimed at reducing the volume and extent of illicit manufacture of heroin and methaqualone in the said region and methamphetamine in other parts of the world by preventing diversion of precursors from domestic and regional commercial trade. The project also aimed at providing support to prevent diversion of precursors from being transited through some of the CIS countries in central Asia for use in the illicit manufacture of heroin in that region. The first phase concluded in August 1999 and was apparently not evaluated. The second phase commenced in November 2000 with the appointment of a new project coordinator after a gap of 13 months. The inevitable effect of this long gap was a slowing down of the tempo of activities.

This evaluation is for the Second Phase, which is scheduled to end in December 2003. The long-term objective is to control and reduce precursor chemicals from being diverted and used in the manufacture of narcotic drugs, in particular within the SAARC (South Asian Association for Regional Cooperation) region. South West Asia has been excluded from the scope of the project during this phase. It set for itself the following three immediate objectives:

1. To raise awareness and political will of the Governments in the region on the need to establish workable and control mechanisms for the precursor control.
2. To enhance existing or establish precursor control measures as well as administrative and enforcement mechanisms in the selected countries of the region.
3. To strengthen cooperation for the exchange of information and coordination between the countries of the region on precursor related matters.

In order to attain the above three objectives, the project endeavoured to achieve nine outputs- an output being something to be achieved at the end of the project and would serve as a measuring rod to assess its performance. These outputs have been discussed

in a subsequent section. Suffice it to say, that we found this concept and design of the project appropriate and well thought out.

However, we do not feel it was wise to have excluded Afghanistan from the scope of the project. Precursors from SAARC region are smuggled largely to either Myanmar or Afghanistan although it is not uncommon for them to be used for illicit manufacture of drugs within the region. Myanmar is covered by the precursor control project operating from south east Asia but Afghanistan is not covered under any project. We feel that Afghanistan should be included in the project in future.

We also examined the project documents. The revised project document (Revision 2) mainly deals with the concept and design of Phase 1. It also enlists the project strategies, achievement indicators, and outputs related to the immediate objectives. The Phase II of the project has set for itself the long term and immediate objectives in a focused way and also spelt out the various outputs in a very coherent manner to achieve the immediate objectives.

The project work plan for 2001-2003 is designed to pursue the nine (9) outputs in the areas of establishing precursor control legislation, conducting training of all categories of law enforcement officers especially the trainers and the chemists, obtaining participation of trade and industry with the concerned government functionaries and enhancing cooperation between various nations and regional authorities in precursor control matters.

The following documents related to the project were seen to assess the coherence, clarity and logic of such documents:

1. Revised Project Document Revision 2
2. Summary Sheet, inter alia, containing project objectives and functions
3. Work Plans for 2001-2003, year wise
4. Financing Agreement between the European Community and the United Nations International Programme (UNDCP)
5. Mission Reports of the Project Coordinator

6. Report on the consultation of the Competent Authorities (held on 26-27 September 2002)
7. Compilation of country reports- October 2002
8. Minutes of the TPR meeting held in November 2002

We studied the documents and sought clarifications wherever required. The documents are coherent, clear and logical.

B. Problem analysis, achievements, and achievement indicators

- a) The ECOSOC resolution 1992/29 requested UNODC to "give priority to providing resources for improving communications, equipment and training in preventing chemical diversion". On consideration and analysis of the drug trafficking problems in the South and South West Asia, the UNODC office for South Asia envisaged this Project. We agree that this project is relevant and essential for the region since two of the world's largest drug producing region are to the west and east of South Asia. The legitimate chemical industry in South Asia is vibrant and manufactures and uses many of the precursor chemicals. Diversion of precursors from this industry and their smuggling to the illicit drug producing regions is a constant problem. Precursors are also used for illicit manufacture of drugs within India. This project is, therefore, the logical culmination of the analysis of the problem and aimed to strengthen precursors control in the project countries.

The thrust area during the second phase of the project had been creating awareness and arousing the political will for establishing workable mechanisms to control the diversion of precursors. At the initial stage itself, the project coordinator undertook intensive study of the problems specific to the countries by visiting them and holding discussions with the concerned competent authorities. For countries, which did not have the necessary legislation in tune with Article 12 of the 1988 Convention, it was planned to give them necessary technical assistance to draft such legislation. Similarly a very comprehensive training program including training of the trainers within the scope of a meaningful training strategy was designed for organizing training courses in the member

countries by giving technical and material support. The project also was required to function as a catalyst in fostering regional cooperation within the SAARC Region and also with the neighbouring countries not covered under the project like Myanmar and China, who share similar problems.

We find the analysis of the problem, and the objectives of the project appropriate to the needs.

b) Appropriateness of drug control objectives

The drug control objective of reducing the diversion and supply of precursors from the licit industry in the region is most appropriate as that is the crux of the problem of precursors in the region

c) Appropriateness of immediate objectives

The three immediate objectives set forth in the project document flow logically from the drug control objective and we find them appropriate.

### C. Outputs, activities and inputs

The second phase of the project outlines nine outputs to achieve the set objectives. These outputs, enumerated in a subsequent section, emphasise training, legislation, supplying equipment and coordination. We find the outputs relevant to achieving the objectives and most appropriate to the needs of the region. The activities flow logically from each of the outputs.

The planning of activities in relation to the output design is a very important aspect of any project. The nine (9) outputs planned to meet the three immediate objectives as discussed above were sought to be achieved through a number of activities. There has been a great thrust on training especially of trainers, equipping the enforcement agencies with the knowledge of precursor identification with the support of test kits and also on carrying out necessary investigations to bring the violators of law to book. The focus had been to establish control mechanisms or enhance the control mechanism, wherever the same already existed. The project, within its limited resources and the other attendant constraints had carried out related activities for delivery of the nine outputs.

The project outputs, outcomes and the activities undertaken to achieve the immediate objectives in the SAARC region have been generally well received by the participating countries. The design of output and the undertaken activities were based generally on the

needs in different areas of precursor control. Even though due to geopolitical reasons the impact may not have been felt in the desired measure, the countries have benefited from the project due to a very large extent. The inputs received in terms of training, test kits, legislative assistance, etc. have supplemented the ongoing activities and processes regarding precursor control.

Cooperation, complementarity and experience with similar projects for other regions  
The immediate objectives, outputs/ activities of this project were found to be similar with the concurrently ongoing projects for South East Asia and for CIS countries. These projects have been in operation in greater tandem in the recent past as a result of initiatives taken by the three project coordinators in the areas of training, exchange of information, exchange of experiences and also organising meetings of law enforcement officers of the project countries, sharing common problems and concerns. They have benefited from the experiences of each other and, of late, there has been a greater degree of complementarity amongst them. Enhanced cooperation between the projects in the areas of exchange of operational information is a vital aspect at the present stage of the three projects. It is also felt that for consolidating the gains, all the three projects should continue concurrently.

#### D. Executing modality and managerial arrangements

UNODC is the executing organisation for the project. A project office has been set up with a project coordinator to manage the project activities. Meetings, training programmes, etc. were organised in coordination with the project countries. Consultants were hired for specific tasks. We find these arrangements satisfactory but for one aspect. The project coordinator is involved in managerial aspects of the project. It is essential he is supported by an Associate who should be experienced in drug law enforcement especially precursor control in one of the project countries. The Associate can provide the much needed technical and administrative support, prepare or review study material, act as a resource person in training seminars and assist the coordinator in implementation of the project as such.

The project also coordinated with the SAARC Secretariat, Colombo Plan Secretariat, World Customs Organisation, European Commission and concurrent UN projects for South East Asia and Central Asia. Necessary support was drawn from INCB from time to time for obtaining and disseminating necessary information related to precursor control.

## CHAPTER II

### PROJECT IMPLEMENTATION

#### A. Overall assessment

The project was executed with great vigour and enthusiasm. Financial resources, limited as they are, were used with due diligence. National training programmes, for instance, were found more economical than regional ones because of substantial savings in cost of travel of the participants. Regional programmes were fewer and were essential to enhance co-operation among different countries. On one occasion, since the cost of travel of the project coordinator to a country was found to be very high, the programmes were conducted without the visit and through the national government.

The project was as effective as it was efficient in economical sense. It acted as a stimulator to create necessary awareness and political will for establishing workable control mechanisms among the project governments. This facilitated project implementation as the key partners in the project had in due course clear understanding of the objectives to be met. Each participating country has put in place the nodal coordinating authority to receive the inputs from the project for further delivery as considered appropriate within the country. However, in a couple of countries, due to absence of legislative and administrative mechanisms and lack of inter-agency coordination the impact of the project activities has not been felt to the desired levels.

#### B. Delivery of inputs

European Community was the major donor for the second phase of the project. Other donors for the projects were USA, UK and Sweden. Inputs from the project countries were primarily in the form of administrative support in conducting activities under the project. There were no difficulties in the delivery of financial inputs by the donors or administrative support from the project countries. During 2003, however, there was a shortfall of US\$ 125,000 in the contribution from the EC due to exchange rate fluctuations. This shortfall was made up through an additional contribution by the United States.

#### C. Management and implementation of activities

The second phase of the project followed the first phase but with a distinct approach of country participation. The Project Coordinator had undertaken a number of missions to project countries to assess their needs of technical and material support. Consultants and experts were engaged to achieve the desired result in the matter of creating awareness through training workshops, meetings, etc. and for establishment of legal and administrative systems for precursor control. Due care was exercised in utilising the financial resources optimally. Precursor control is a specialised field; the vast field experience of the project coordinator has certainly contributed to the efficient and effective management of the project. However, due to geopolitical constraints the project had to limit or reschedule the project activities in respect of certain countries. There has, however, been lack of feedback from the participating countries in the matter of implementation of the activities of the project which, unfortunately, had been a cause of concern.

#### D. Monitoring and backstopping

The Project Coordinator with the assistance of a staff complement with him had been monitoring the implementation of the activities under the overall supervision and guidance of the Regional Representative, UNODC Regional Office for South Asia. Necessary support and guidance was also received from the UNDOC headquarters at Vienna. Program monitoring was facilitated due to well spelt out outputs, outcomes and the implemental activities. A tripartite review (TPR) meeting was held in November 2002 with the donors, the project countries and the project staff participating in which the performance of the project was reviewed and areas requiring immediate attention were identified and necessary need-based support was provided. Among the important recommendations of the TPR was a continuation of the project beyond December 2003 and inclusion of Afghanistan within its ambit.

#### E. Circumstances affecting the project (prerequisites)

No prerequisites were mentioned in the project document. However, the project was able to carry out its activities successfully without any major difficulty. The absence of legislative and administrative systems, however, limited the scope of training in some project countries as there was no law, which the officers could be, trained to enforce. Finance was available as per the project document but this was less than required to carry

out activities in all project countries effectively. Likewise, administrative infrastructure of the project was also smaller than needed. In certain recipient countries also there has been lack of inter-agency coordination, which also slowed down the intended impact in various areas.

## CHAPTER III

### PROJECT RESULTS

#### A. Outputs

The project endeavoured to achieve nine outputs through a number of activities, which are well designed. However, in any project like this, marginal flexibility and adjustment of timeframe and resources is an imminent element. The nine outputs are-

Output 1: Regulatory and law enforcement staff of national competent authorities trained on how to detect precursor chemical diversion and smuggling cases, and to conduct investigations.

Output 2: Laboratory staff trained on how to test precursor chemicals.

Output 3: Border check-points strengthened to detect smuggling of precursor chemicals.

Output 4: Information and data on the current situation and emerging trends collected and analysed by the national competent authorities.

Output 5: Working mechanisms and standard operating procedures improved and legal provisions drafted.

Output 6: Voluntary Codes of conduct discussed and adopted by the chemical industry in selected project countries.

Output 7: Information materials developed and re-printed.

Output 8: Computerized database systems installed and made functional.

Output 9: Information and coordination with international/regional organizations and others enhanced.

Activities under each of the outputs and our assessment of the achievement of the outputs are summarised in Annexure III.

The level of documentation and the itemized assessment of the outputs of the project is fairly good. The documents namely (i) Training Strategy; (ii) Training Manual; and (iii) Training Guidelines are regarded as praiseworthy. These are the results of the relentless efforts put in by all concerned in the project. The outcome on computerization

and National Database System (NDS) has however, not been according to the plan due to the reason that the NDS is not yet operational in all the countries and the project countries, therefore, wanted the software for the national database to be country specific.

B. Immediate objective(s) (Outcomes)

The first immediate objective of raising awareness and political will of the governments of the project countries on the need to establish mechanisms for precursor control has been achieved to a very large extent. Some countries had precursor control legislation in place even before the project started while some have taken concrete steps in the direction with the help of the project. Other governments are also now aware of the need to control precursors and appear willing to do so. Establishing or strengthening precursor control legislation is the second immediate objective, which was also achieved. Two of the project countries- Maldives and Nepal drafted their precursor control laws with help from the project. Training programmes also resulted in better enforcement of the existing laws. Cooperation and coordination between countries was also enhanced, thus fulfilling the third immediate objective.

C. Drug control objective

As elaborated in sufficient detail in Chapter I, the precursor control strategy if pursued meaningfully would lead to overall supply reduction and ultimately pave the way to drug control. It has been learned that after this project has been taken in hand and the related activities undertaken and input deliveries made there has been perceptible improvement in the prevention of precursor diversions. In certain countries the trade and industry have been playing a participatory role by adopting the voluntary code of conduct for compliance of legal requirements. The diversion of critical precursor chemicals from legitimate sources into the illicit channels has come down as is reportedly evident from the declining seizures of some chemicals. However, there are new trends and challenges emerging in the field of precursors, keeping the problem of diversion alive.

D. Other results

Getting all parties concerned together including trade and industry and others connected therewith in building partnerships is a very important and valuable other result. There has been tremendous bonding and cohesion amongst the representatives of the enforcement

agencies participating in the various meetings and workshops organized by the project resulting in fostering regional cooperation at personal levels.

#### E. Sustainability

The major strength of this project is that it seeks to help the project countries implement their treaty obligations under Article 12 of the 1988 Convention to which they are parties. Besides, in the overall long-term objective of drug abuse control, every country, whether presently affected or not, has to take necessary measures to fight the drug menace on its own or in cooperation with the other countries. There is no escape from this fight. A project, which intends to provide help to reduce diversion of precursor chemicals, is the need of the hour and has to sustain itself in one form or the other.

The project has traveled a long way from 1996 to 2003. Yet it could lead desired impacts in important areas of precursor control only after the nine outputs and the activities related thereto were vigorously undertaken to create awareness and arouse political will in the matter of establishment of workable mechanisms. Certain countries may be in a position to sustain the tempo created but the majority of the countries expressed the project should continue to offer support with some modifications in the immediate objectives and outputs which could be considered at the time of taking a decision regarding the continuance of the project for further spell of three to four years. Except for a couple of countries in the region the others are not able to sustain the activities themselves in the future and would need financial, technical and material support from the project. It is a fact that the project has made an excellent beginning and certain countries expressed that it should continue with "ferocity". In the recommendation chapter the modifications suggested by the participating countries will be listed in detail.

### CHAPTER IV.

#### OVERALL CONCLUSIONS

The project has succeeded to a large extent in achieving its objectives. During our meetings with the authorities from the project countries, we found that there is a high degree of awareness among the competent national authorities. Meetings, workshops, training programmes, etc. conducted by the project have contributed to this awareness.

The seminar conducted by the project for judges, public prosecutors and drug law enforcement officers in India and the seminar conducted in Nepal for law and policy makers also aimed to enhance awareness of the precursor related problems. Larger number of officials at policy making and regulatory levels now understand the concept and need for regulating precursors and the countries are conscious of their obligations under the international conventions in respect of precursor control. This awareness, however, has yet to percolate down to the field formations of the law enforcement agencies, which requires continuation of the project activities at least for a few years more.

The project made significant progress in the field of training. The comprehensive strategy on precursor control training drawn up is well thought out and can be used in other parts of the world as well with some modifications to suit local needs. Precursor control training manual developed by the project is comprehensive and covers almost everything, which a drug law enforcement officer needs to know about precursors, and can, in our opinion, be of use to enforcement agencies in other parts of the world. However, laws of individual countries need to be taught separately; obviously the manual meant for the entire region could not cover the laws of individual countries. In future, this manual can be translated into the national languages and the national drug laws added so that this can be used by the officers in the field all of whom may not know English. Precursor control training guidelines developed by the project is based on Systematic Approach to Training (SAT) and would greatly help the trainers and training establishments in conducting precursor control training courses.

In the 20 training programmes conducted by the project, 519 officers were trained. The teaching methodologies used included not only lectures but also group discussions, situational exercises and demonstrations. Demonstration was often used to teach field testing of precursors. A pool of trained trainers has also been developed through Training of Trainers' programmes in different countries. Such trainers were trained not only in the subject of precursor control but also in teaching methodologies such as designing a course, working out the course content, preparing a lecture plan, use of audiovisual aids such as Power Point presentations, etc. Considering the large number of drug law enforcement officers in the region, training needs to be continued further. Larger number

of training of trainers' programmes would help lay a firm foundation for precursor control training in the region. At least a few from each of the police, customs and other law enforcement training institutions from the region should be trained as trainers in precursors. Several countries felt that many of those who were trained initially have been transferred or may have retired. A training programme has also been conducted for training chemists in testing precursor chemicals. Participants were trained in testing precursor chemicals, writing test reports and defending the reports in a court of law. The training programme was well designed but more such programmes should be conducted for chemists of all forensic science laboratories in the region. Some project countries are now conducting their own precursor control training programmes. Nepal has, with the assistance of the Project, framed a National Precursor Control Training Strategy.

The project has done a commendable work in the field of legislation. All countries now agree on the need to regulate precursors; Maldives and Nepal have actually drafted their legislation with help from the project. This momentum needs to continue so that all governments in the region establish precursor control legislation. This should be followed by framing of rules, regulations and standard operating procedures and working mechanisms.

The Project maintained close liaison with the SAARC Secretariat, Colombo Plan Secretariat and other precursors control projects and conducted joint activities. This coordination should continue. Greater involvement of SAARC Secretariat, a permanent regional body, would help as it can, in due course, take over the role of coordination in matters related to precursor control. The Project organised an India-Myanmar-China meeting that took place in Yangon in cooperation with the South East Asia project to discuss the problem of smuggling of ephedrine and pseudoephedrine from China and India into Myanmar. Amphetamines are a fast growing drug problem and Myanmar is one of the major centres of their illicit production while ephedrine and pseudoephedrine required to produce amphetamines are diverted from licit trade from India and China and smuggled into Myanmar. Hence India-China-Myanmar meeting is an important step in making efforts towards containing the menace of amphetamine production.

Precursor test kits were procured and supplied by the project. Precursor test kits were also developed indigenously at much lower price with the help of Hindustan Antibiotics Limited, Pune, India and supplied to various law enforcement agencies. The Project supplied computer hardware to promote the use of National Database System (NDS) for maintaining a database on volume of trade in precursors. We find the equipment supplied by the project appropriate and relevant to precursor control.

The project's documents have been found to be clear and concise and addressed the problems well. The immediate objectives have been well thought out and are attainable but more time is needed to reach them at all levels of personnel, especially those involved in day-to-day law enforcement. Activities planned to deliver the outputs at various levels have been well executed and were cost effective. Hiring of training consultants was worthwhile for developing training strategy/material and also for imparting training. Yet, it is suggested that to assist the project and to meet the high expectations from the project by the project countries, there is a vital need for an Associate in addition to the Coordinator. Such a Project Associate necessarily should be technically qualified in various aspects of precursor control and should have worked in a drug law enforcement agency.

For raising the level of accountability and better response from the member countries, it is necessary that MOUs are signed between the project and the participating countries.

Both the evaluators and the participating country representatives found that the project was managed efficiently, despite its limitations. It was also felt that there should not be any gap between the two phases of the project and the project should run in continuation for considerable period of time to consolidate the gains achieved so far and to help the project countries march ahead and meet the long term objective set for the project by the United Nations.

## CHAPTER V.

### RECOMMENDATIONS

The outputs planned and activities undertaken to deliver the necessary inputs in the project countries have supplemented the ongoing programs and activities in countries like

India, Pakistan, and Bangladesh who already have varying degrees of legislative and/or administrative mechanisms for precursor control. The project has also succeeded in creating awareness at appropriate levels in all project countries. Thus, the project has rendered sufficient support to the member countries of the region, which needs to be continued as expressed by the representatives of the member countries of the region during the evaluation meetings.

A. Issues resolved during evaluation

The project has limited resources. It has not given any straight financial aid to any country. Bhutan expressed their desire to receive financial aid for capacity building in the areas of training of the enforcement officers including the use of test kits and establishment of testing laboratories. They also needed support from the project for drafting of legislation. Maldives also expressed that they needed continued support from the project for finalization of legislation and in the training areas. Other countries also emphasised on the need for technical and material support from the project in the core areas including training. On the issue of establishment of a Regional Training Centre for training the law enforcement officers and the chemical staff, National Police Academy, Nepal reiterated its earlier offer to provide the facilities available with them and express that with the support of the project, in future the NPA could become the centre of excellence in the region for precursor control training. These were the issues that were brought to the attention of the evaluators during the course of the evaluation process.

B. Actions/ decisions recommended

1. The process of building national training capacities with technical and material support of the project should continue with the same tempo. The competent authorities in countries where training programs have already been initiated should continue to assess the training needs for law enforcement officers, chemists and others. National training programs should be tailored to meet the needs of all categories of officers involved in precursor control. Emphasis should also be on training even the lowest ranks who are concerned with precursor control in the field. Emphasis on training of trainers should continue in future also as, quite often, officers trained through the project retire or get transferred to other jobs.

2. The existing chemical laboratories should be equipped and updated with latest technology with support of the project. Project should lend need-based support to countries to establish their own testing laboratories. Alternatively, certain well-equipped labs available in the region could be identified for providing the services of testing of samples coming from other countries of the region.
3. Procurement of indigenously produced test kits at competitive rates for distribution should be an ongoing process to help enforcement officers to conduct tests in the field.
4. The project should assist countries to develop country specific training programmes and encourage them to prepare training materials best suited to different categories of officers undergoing training.
5. There should be proper networking of the resources available with other multi-lateral organisations like SAARC Secretariat and the Colombo Plan Secretariat, in areas of precursor control training so as to obtain optimum results and coverage.
6. The awareness building needs to be dissipated throughout the realm of the law enforcement, including the trade and industry.
7. Trade associations may be involved in the matter of adoption of voluntary codes of conduct in a bigger way.
8. The outputs for the next phase of the project should be, as far as possible, country specific, which could deliver the needed inputs through the necessary activities to be undertaken by the project.
9. Training modules should be designed by the project in consultation with project countries to educate the trade and industry for creating awareness and for voluntary compliance of the requirements under the National laws and Article 12 of the 1988 Convention.
10. In collaboration with the SAARC Secretariat the project should make efforts to establishing legal and administrative systems or enhancing the effectiveness of such systems if already existing in the countries. It is desirable that the proposed ministerial level meeting, as recommended in the Conference of Competent National Authorities of SAARC countries held in Kathmandu from 28-30 July 2003, is convened early to speed up the process of legislation and other measures to prevent diversion of precursor chemicals.

11. As recommended by the aforesaid conference the project should assist the governments to develop country specific software and provide hardware, wherever necessary, to maintain a database on the volume of trade in precursor chemicals.
12. The participating countries should earnestly give necessary feedback to the project on the outcomes and activities undertaken by the project. It is also considered necessary that Form "D" Report is shared with the project office for evaluation of the country situation and also to know the trends of diversion in the region.
13. The project should assist the countries to print information material wherever needed in their national/regional languages.
14. The project in collaboration with the SAARC Secretariat may identify certain National training institutions for giving infrastructural support and other supports for organizing regional courses of the law enforcement and other officers from the project countries.
15. The project should undertake to organize coordination meetings on operational matters even with the countries, which are outside the SAARC region but share common problems and concerns with the countries of the region. The tripartite meeting held in 2003 with India, Myanmar and China is one such example. Such meetings could be organized in coordination with the other projects for South East Asia and West Asia. Similar meetings could be organized between India, Pakistan and Afghanistan.
16. Afghanistan, sharing common problem with neighbouring countries, namely, India and Pakistan should also be brought under the domain of the project in the future.
17. The project should continue for another period of three to four years to sustain and continue with the ongoing activities. The immediate objectives for the next phase/project are recommended to be finalized taking into account the views expressed by the project countries.
18. In the countries, which are capable of sustaining the programs and activities of the project already initiated, the next phase of the project should provide value addition to them in the target areas agreed upon between the project and such countries.
19. To ensure proper and regular reporting and feedback from the project countries which had not been noticed in the first and second phase of the project, it is necessary that the project and the individual countries sign MOUs to increase the accountability on their part.

20. The trade and industry specific training program should also be organized by enlisting their support. The project may design such programmes.
21. The project should support the National Police Academy of Nepal in terms of improving the infrastructure and faculty to function as a Regional Training Centre for providing training to the law enforcement officers, chemists and others with emphasis on training of trainers.
22. It is necessary to develop e-learning website for computer based training in precursor control to be used by all the participating countries and their institutional learning centers where they exist.
23. There should not be any time gap between the current phase and the next phase. To ensure that the ongoing activities do not come to a grinding halt, it is recommended that UNODC Hqrs at Vienna provides adequate budgetary support for continuing the activities of the project until the regular phase/ new project commences.
24. The initiatives taken by the three ongoing Projects in SAARC region, South East Asia and CIS for enhancing cooperation, complementarity and sharing of experience should continue for better results. It is desirable that the system of exchange of operational information between the countries of these three regions is institutionalized through the aforesaid projects.

#### Project revisions

The next phase of the project should necessarily address the core issues such as establishment and strengthening of legal systems and working mechanisms. The project objectives may remain the same, but should be adopted in consultation with project countries. Similarly, the outputs should be planned in consultation with project countries. On the other hand, for the countries, which have marched ahead in accordance with the work-plan drawn in the second phase, the activities need to be country specific, oriented to achieve the long-term objective of reduction in diversion of precursor chemicals.

## CHAPTER VI

### LESSONS LEARNED

1. The first phase of the project ended in August 1999 and the second phase started in November 2000. Thus, there was a gap of about 13 months between the two. This big gap slowed down the tempo of the activities. Third phase, if any, should commence without any break with an invigorated resolve and renewed strength on the part of all the participants of the project.
2. While the project had been pursuing its activities vigorously, the response from certain countries has not been so encouraging. As the project intended to, inter alia, raise awareness at the political level for the need to have workable control mechanisms it is felt that the SAARC Secretariat having convening power could now organize Ministerial level meetings in collaboration with the project for the above purpose.
3. The funds available for this project covering seven countries for three years were rather modest. With additional funds, the project could have-
  - ¾ Produced a computer based training (CBT) for precursor control
  - ¾ Helped national training institutions in the region improve their training infrastructure
  - ¾ Provided more equipment to the drug law enforcement agencies
  - ¾ Brought out more publications
  - ¾ Conducted more regional training programmes, training of trainers programmes and training programmes for chemists and
  - ¾ Conducted training programmes to improve the computer skills of persons working in the national competent authorities and law enforcement agencies to enable them to maintain database on precursors.
4. The Competent Authorities of all the project countries and the project should sign Memoranda of Understanding for undertaking the activities related to project implementation as partners and there should be sufficient accountability cast on the member countries to cooperate with the project, inter alia, by way of regular reporting and feedback.

5. Memorandum of Understanding should also be entered between the other Multi-lateral agencies, namely, the SAARC Secretariat and Colombo Plan Secretariat for networking their resources for larger coverage, particularly in the area of training.
6. The Competent Authorities should invariably be represented in important meetings and workshops at decision making levels.
7. The countries should be fully conscious of their treaty obligations for precursor control even if the project doesn't continue.

# ANNEXURE I

## TERMS OF REFERENCE

### 1. International Consultant

#### Context:

UNODC Regional Precursor Control Project for SAARC Countries is required to undergo an evaluation of Phase II.

The Project examined the profiles of three persons with suitable qualifications and experience and selected Ms. Maureen O'Keefe, Diversion Investigator, DEA, US Embassy, New Delhi to perform the task. Ms. O'Keefe is familiar with the prevailing precursor situation in the region and the needs of SAARAC countries to establish effective control regimes, would be in a better position than the other candidates to evaluate the project design, implementation, achievements, shortcomings etc. and to offer comments for designing of any future precursor project in the region. She was therefore considered the most suitable candidate, which decision was endorsed by UNODC HQ in consultation with the European Commission- the primary funding agency for the project.

#### Duties and Responsibilities

The evaluator shall assess the project concept and design with reference to:

- a) the relevance of the long-term objective to the drug supply reduction in the SAARC region and other parts of the world;
- b) the manner in which the Project addressed the problem and the strategy it chalked out to tackle it;
- c) the appropriateness of the immediate objectives to achieve the long-term objective of the project;
- d) the relevance of the outputs to achieving the objectives, and
- e) the relationship and complementarity of the project with related UNODC precursor control projects elsewhere.

#### Implementation:

The evaluator shall assess:

- a) whether the Project strategy has been implemented as planned in the project document or it has been revised (and for what reason) during the course of project implementation;
- b) the activities undertaken to achieve each of the outputs;
- c) the impact of the activities on the project countries in terms of achieving the outputs;
- d) the quality of literature prepared by the project and its long-term utility to the project countries;
- e) the efficiency and effectiveness of activities carried out; and
- f) the obstacles encountered and measures taken to overcome them.

#### Project outputs, outcomes and impact:

The evaluator will assess the outputs, outcomes and impact achieved or expected to be achieved by the project as well as the likely sustainability of project results, wherever applicable. This should encompass an assessment of the achievement of the immediate objective(s) and the contribution to attaining the drug control objective. It should include also

an assessment of the extent to which it has been possible to utilize and benefit from experiences from, and share experiences with, other related precursor control projects. If objectives other than drug control are stated in the project document, the evaluation should also assess the achievement of these, but care should be taken to prevent the evaluation from diverting if the project has had significant unexpected effects, whether of beneficial or detrimental character.

#### Briefings, consultations and administrative support

The Project Coordinator will brief the evaluator. The evaluator will also consult the Regional Representative of UNODC Regional Office for South Asia, New Delhi and the Competent National Authorities of the beneficiary project countries, national training academies and any others he deems appropriate. The evaluator will consult also with concerned staff at UNODC HQ, and with the Project Coordinator of other UNODC regional precursor control project, by the most appropriate means available. The Project Coordinator will prepare the mission programme for the evaluator and provide necessary technical and administrative support.

#### Evaluation report and follow-up

The evaluator should submit, within two weeks after the mission is completed, her evaluation report in the standard format. Evaluator should follow the prescribed formats while preparing her report. Before the submission of the final evaluation report to the UNODC, the evaluator will prepare and discuss the draft evaluation report with national competent authorities and the staff of UNODC. Although the evaluator should take the views expressed by the concerned parties into account, she should use her independent judgement in preparing the draft report.

The evaluator will send to the Evaluation Unit electronically (in WordPerfect or Word format) the evaluation report, the Evaluation summary and the Questionnaire.

After initial briefing on 21-22 October in New Delhi and visits to appropriate government offices and training establishments, Ms. O'Keefe will be required to accompany the Regional Precursor Control Coordinator and a national consultant to participate in two meetings of Competent Authorities, the first to be held in Colombo on 23 and 24 October and the second in Kathmandu from 26-29 October 2003. On return to Delhi, the evaluator will again be in UNODC office in New Delhi.

## 2. National Consultant

### Context:

UNODC Regional Precursor Control Project for SAARC Countries is required to undergo an evaluation of Phase II.

The Project examined the profiles of two persons with suitable qualifications and experience and selected Mr. R.K. Tewari, Chief Commissioner, Central Excise & Customs, Pune to perform the task. Mr. Tewari has vast experience in Narcotics Law Enforcement and was presented with a Presidential Award in 1989 in recognition of distinguished services in narcotics legislation. He also possesses a Master of Arts Degree in Philosophy and a degree in law.

### Duties and Responsibilities

The evaluator shall assess the project concept and design with reference to:

- a) the relevance of the long-term objective to the drug supply reduction in the SAARC region and other parts of the world;
- b) the manner in which the Project addressed the problem and the strategy it chalked out to tackle it;
- c) the appropriateness of the immediate objectives to achieve the long-term objective of the project;
- d) the relevance of the outputs to achieving the objectives, and
- e) the relationship and complementarity of the project with related UNODC precursor control projects elsewhere.

### Implementation:

The evaluator shall assess:

- a) whether the Project strategy has been implemented as planned in the project document or it has been revised (and for what reason) during the course of project implementation;
- b) the activities undertaken to achieve each of the outputs;
- c) the impact of the activities on the project countries in terms of achieving the outputs;
- d) the quality of literature prepared by the project and its long-term utility to the project countries;
- e) the efficiency and effectiveness of activities carried out; and
- f) the obstacles encountered and measures taken to overcome them.

### Project outputs, outcomes and impact:

The evaluator will assess the outputs, outcomes and impact achieved or expected to be achieved by the project as well as the likely sustainability of project results, wherever applicable. This should encompass an assessment of the achievement of the immediate objective(s) and the contribution to attaining the drug control objective. It should include also an assessment of the extent to which it has been possible to utilize and benefit from experiences from, and share experiences with, other related precursor control projects. If objectives other than drug control are stated in the project document, the evaluation should

also assess the achievement of these, but care should be taken to prevent the evaluation from diverting if the project has had significant unexpected effects, whether of beneficial or detrimental character.

#### Briefings, consultations and administrative support

The Project Coordinator will brief the evaluator. The evaluator will also consult the Regional Representative of UNODC Regional Office for South Asia, New Delhi and the Competent National Authorities of the beneficiary project countries, national training academies and any others he deems appropriate. The evaluator will consult also with concerned staff at UNODC HQ, and with the Project Coordinator of other UNODC regional precursor control project, by the most appropriate means available. The Project Coordinator will prepare the mission programme for the evaluator and provide necessary technical and administrative support.

#### Evaluation report and follow-up

The evaluator should submit, within two weeks after the mission is completed, his evaluation report in the standard format. Evaluator should follow the prescribed formats while preparing his report. Before the submission of the final evaluation report to the UNODC, the evaluator will prepare and discuss the draft evaluation report with national competent authorities and the staff of UNODC. Although the evaluator should take the views expressed by the concerned parties into account, he should use his independent judgement in preparing the draft report.

The evaluator will send to the Evaluation Unit electronically (in WordPerfect or Word format) the evaluation report, the Evaluation summary and the Questionnaire.

After initial briefing on 21-22 October in New Delhi and visits to appropriate government offices and training establishments, Mr. R.K. Tewari will be required to accompany the Regional Precursor Control Coordinator and an international consultant to participate in two meetings of Competent Authorities, the first to be held in Colombo on 23 and 24 October and the second in Kathmandu from 26-29 October 2003. On return to Delhi, the evaluator will again be in UNODC office in New Delhi.

Period of contract: 11 working days from 21-31 October inclusive.

Consultancy fee: Rs. 30,000/-

Ticket and DSA to Colombo and Kathmandu as per normal UN rules and regulations

The air tickets will be supplied and 80% DSA given prior to travel. The Consultancy fee will be given after submission of the final report.

Budget line to be charged: AD-RAS-95-938-1700

## ANNEXURE II

### ORGANISATIONS AND PLACES VISITED, PERSONS MET

- 21 October 2003 UN Office on Drugs and Crime, New Delhi  
Persons met:  
1. Ms. Renate Ehmer, Regional Representative, UNODC, ROSA  
2. Mr. Devendra Dutt, Project Coordinator  
3. Ms. Ashita Mittal, Sr. Programme Officer
- 22 October 2003 UN Office on Drugs and Crime, New Delhi  
Persons met:  
1. Ms. Sheila Sangwan, Addl. Director General, National Academy of Customs, Excise and Narcotics, Faridabad  
2. Mr. Jogendra Singh, former Precursor Control Training Consultant to the Project  
Persons trained by the project  
1. Mr. M. Veeraiyan  
2. Mr. Himanshu Gupta  
3. Ms. Saanyogita Mishra  
Narcotics Control Bureau, New Delhi  
1. Mr. M.K. Singh, Director General  
2. Mr. A.P. Kala, Dy. Director General  
3. Mr. Rajiv Walia, Dy. Director General
- 23 October 2003 National Dangerous Drugs Control Board, Colombo, Sri Lanka  
1. Prof. Ravindra Fernando, Chairman, NDDCB  
2. Mr. Y. Ratnayake, NDDCB  
3. Mr. C.L. Ratnayake, Police Narcotics Bureau, Sri Lanka  
4. Mr. Ramachandran, Director Customs, Sri Lanka  
5. Mr. Ahmed Mohamed, Director General, Narcotics Control Board, Maldives  
6. Mr. Ibrahim Shaifu, Maldives Customs  
7. Mr. M.K. Singh, DG, NCB, India  
8. Mr. S.B. Mishra, Zonal Director, Varanasi, NCB, India
- 24 October 2003 Colombo Plan Secretariat, Colombo, Sri Lanka  
1. Mr. Tay Bin How Director, Drug Abuse Prevention (DAP) programme of Colombo Plan Secretariat
- 27 October 2003 Hotel Taj Annapurna, Kathmandu  
1. Mr. Sonam Dorji, Programme Manager, Essential Drug Programme Bhutan  
2. Mr. Sonam Chopel, Procurement officer, Department of Medical Services, Bhutan  
3. Mr. Dilli Prasad Shiwakoti, Under Secretary, Ministry of Home Affairs, Nepal  
4. Mr. Hemant Malla, Suptd of Police, NDCLEU, Nepal  
5. Mr. Ismail Hassan Niazi, Sr. Jt. Secretary, Ministry of Narcotics Control, Pakistan

6. Dr. Ahmed Mehmood Mumtaz, Federal Inspector of Drugs,  
Faisalabad

(Two participants from Bangladesh did not come for the meeting)

28 October 2003 SAARC Secretariat

1. Mr. Director General, SAARC Secretariat
2. Mr. C.A.H.M. Wijeratne, Director, SAARC Secretariat

National Police Academy, Kathmandu

1. Mr. Kumar Koirala, DIG (Training), Nepal Police
2. Mr. Hemant Malla, Chief NDCLEU
3. Joint Director and DIG and other officers of National Police Academy

29 October 2003 Department of Narcotics Control and Disaster Management, Nepal

1. Mr. Kumar Prasad Poudyal, Director General

30 October 2003

Telephonic consultation/discussions

On Oct. 30, 2003, project evaluators R.K. Tewari and Maureen O'Keefe spoke to Soumaya Al Alami, regarding their observations of the project design, implementation and suggestions for future objectives should the project continue into a third phase. Mr. Tewari and Ms. O'Keefe advised that the project documents reviewed were found to be clear and concise and that the problems, objectives and activities planned were addressed well and obtainable. The evaluators also advised Ms. Al Alami that continued training at all levels especially the day-to-day law enforcement officials who may come into contact with precursor chemicals needs to be ongoing. Several of the countries expressed that some of those trained initially have been transferred or have retired.

The evaluators and Ms. Al Alami agreed that were the project to continue into a third phase that a lapse between phase I and phase II be kept to a minimum to ensure continuity and so as to capitalize on the gains thus far. It was also agreed that perhaps the staff of the project would need to be increased to include one if not two competent Associates to work in cooperation with the Coordinator. These Associates could contribute technical assistance in developing reference materials, other documentation and could assist in training and other related activities. The suggestion was put forth that perhaps any member country could provide this much needed Assistant on loan for a period of perhaps a year or more to show their support and commitment and in lieu of monetary support to this project.

It was suggested by the evaluators that MOU's could be attempted to be entered into between the countries involved to further ascertain accountability and commitment on the part of their respective countries.

Mr. Tewari and Ms. O'Keefe advised Ms. Al Alami that in their opinion and those of all representatives from the participating countries, that the management of the project was exceptional by all of the staff involved in the SAARC project.

On Oct. 30, 2003, the project evaluators telephonically interviewed Project Coordinator Mr. Wong. He shared with the evaluators his following comments and suggestions:

He stated that good cooperation between the SAARC project and the SE Asia Project has existed as far back as 1994 in the form of National workshops, and INCB sponsored meetings/seminars. At these meetings, Project Coordinators from both areas have shared their experiences and discussed common issues of mutual concern. Earlier this year a joint meeting between high-level government officials from India, Myanmar and China was held to discuss cross border precursor activities/diversion. This meeting was thought to be very fruitful for all participants and future meetings will be held to discuss trends and strategies. Mr. Wong further stated that in the past it seemed that Project Coordinators worked more independently on their own individual projects but in the recent past they seek to work jointly by sharing ideas and planning events to enhance cooperation amongst member countries of both projects. This has resulted in positive results with policy decisions being discussed that may benefit all countries involved in both regions. There is a planned precursor training for Myanmar for Dec. 2003.

Mr. B.L. Soni was telephonically contacted on Oct. 30, 2003. He stated substantially as follows:

Good cooperation exists between the CIS precursor project and the SAARC precursor project. The CIS project coordinator attended a meeting in Kathmandu in Jan. 2001 to discuss how these two projects can connect and cooperate in matters of mutual concern. The SAARC project has cooperated with the CIS project on many occasions in particular, Mr. Dutt was asked and participated as a trainer for the CIS project training course on precursor chemicals in March 2003.

Mr. Soni felt very strongly that the project in the SAARC region should continue since both projects on the geographic sides of it will be continuing. Because so many precursor chemicals are manufactured in the SAARC region, the need for continued and renewed cooperation in the future is paramount to reducing diversion of precursor chemicals and ultimately the illicit drug supply.

### ANNEXURE III

#### Regional Precursor Control Project for SAARC Countries AD/RAS/95/938

#### SUMMARY OF OUTPUTS

(This is an 'output-wise' summation extracted from project reports to the extent consistent with the assessment of the evaluators. Primary data was not sought on all of the outputs.)

OUTPUTS	ACTIVITIES	REMARKS (EVALUATION TEAM)
<b>OUTPUT 1</b> – Regulatory and law enforcement staff of national competent authorities trained in detection of diversion and smuggling of precursor chemicals and the follow-up investigations	1. Assess training requirements in project countries.	The three documents on precursor control training, namely, (i) Training Strategy; (ii) Training Manual; and (iii) Training Guidelines compiled with the assistance of the two consultants, and a number of training programmes organized by the project based on these documents have contributed greatly to achieve this output. It was a good strategy to develop country specific training programmes, where larger number of trainees could participate at costs much lower than regional programmes. Project succeeded in developing resource persons in each country through training of trainers' programmes. As a result, some of the countries in the region were able to organize precursor training programmes with minimal support from the project. The project tried to develop a computer based training programme for precursor training but had to abandon the project for lack of adequate resources to implement this excellent idea.
	2. Identify and appoint national and international precursor training consultants to draw training strategy for the region.	
	3. Conduct training of trainers' workshops.	
	4. Provide specific training to staff of national competent authorities, government agencies and other bodies.	
	5. Prepare/distribute training resource materials such as monographs, brochures, journals, text books, posters, etc.	
	6. Promote inter-country assistance such as 'lending of expertise schemes' between project countries.	
<b>OUTPUT 2</b> – Laboratory staff trained for testing the precursor chemicals	1. Assess training requirements in project countries.	Training outlines for laboratory staff were developed by the project in consultation with UNODC Chief of Scientific Section at Vienna. Incorporating sessions in training programmes on examination and cross examination of chemists in courts of law during prosecution proved to be very valuable. Larger number of training programmes could have been organized, if the project had more funds.
	2. Develop training plan for laboratory related training.	
	3. Identify suitable training establishments in the region to provide laboratory training.	
	4. Provide specific training to staff of national laboratories and drug law enforcement officers.	
	5. Prepare/distribute training resource materials such as testing procedures, posters, etc.	

OUTPUTS	ACTIVITIES	REMARKS (EVALUATION TEAM)
	6. Promote inter country assistance such as 'lending of expertise schemes' between project countries.	
<b>OUTPUT 3</b> – Border check points strengthened to detect smuggling of precursor chemicals	1. Identify check points prone to smuggling of precursors. 2. Prepare and supply reference material on precursor chemicals, ready beckoners, identification charts, reference material to support operation Purple and Operation Topaz, etc. to check points. 3. Deliver equipments, including precursor test kits.	Low cost precursor test kits were developed by the project in coordination with the competent authorities in one of the project countries, which were cost effective. Charts and other reference materials developed and supplied by project proved useful for border check points in detection.
<b>OUTPUT 4</b> – Information and data on the current situation and emerging trends collected and analysed by the National Competent Authorities	1. Establish communication links with law enforcement agencies in and outside the region. 2. Collect information on smuggling, smuggling attempts, seizures in and outside the region. 3. Review and analyze finding of law enforcement agencies. 4. Share information with agencies and other interested bodies.	Links were established with agencies both within and outside the region through a number of seminars/workshops. Information on chemicals sensitive to the region was shared within and outside the SAARC region. Holding meeting of the law enforcement agencies of India-China-Myanmar was a good initiative. Countries in the region need the project to enable it to compile the same and circulate among to regularly share precursor related information with all the competent authorities.
<b>OUTPUT 5</b> – Working mechanisms and standard operating procedures improved and legal provisions drafted	1. Identify countries where precursor control legislation, working mechanisms and procedures need to be established/improved. 2. Draft legal provisions, laws and operating procedures where required. 3. Promote model memorandum of understanding or bi-lateral agreement in project countries. 4. Promote creation of network of competent authorities and support the same.	Project assisted in two of the countries draft their precursor control legislation. Others are now willing to follow suit. However, they will need active support from the project through legal consultants study tours, etc.
<b>OUTPUT 6</b> – Voluntary code of conduct discussed and adopted by the chemical industry in selected project countries	1. Conduct national meetings with representatives of chemical industry. 2. Distribute model code of conduct. 3. Follow up meetings and review of code of conduct. 4. Organize regional meetings of chemical industry and law enforcement agencies.	Emphasis was continuously laid on the need to develop cooperation between governmental agencies regulating precursors and chemical industry. Meetings with associations of chemical industry, in countries having significant trade were held. Two of the countries in the region have established voluntary codes of conduct.

OUTPUTS	ACTIVITIES	REMARKS (EVALUATION TEAM)
<b>OUTPUT 7</b> – Information materials developed and re-printed	1. Develop compendium of information on precursor chemicals and their control.	Sufficient material was developed, printed and circulated by the project for (i) raising awareness regarding precursor chemicals; and (ii) imparting precursor control training to all concerned target groups and for use as ready beckoners.
	2. Distribute reading material to project countries.	
	3. Publish and distribute precursor newsletter.	
	4. Produce and distribute posters and other information materials.	
<b>OUTPUT 8</b> – Computerised data base system installed and made functional	1. Identify countries where National Database System (NDS) could be installed.	The regional project adequately emphasized the need to develop reliable database on precursor chemicals and use of National Database System (NDS) for the purpose. However, due to the uncertainty of the NDS and its suitability in smaller countries, the project countries have suggested that country specific software be developed for maintaining data on precursors.
	2. Supply computer hardware/software and install NDS in selected project countries.	
	3. Training of NDS, in user countries in coordination with UNODC HQ.	
	4. Encourage exchange of precursor related information between national competent authorities of the region.	
	5. Periodical review meetings of users of NDS in the region conducted.	
	6. Training of computer basics, namely Windows, Excel, Word, etc.	
<b>OUTPUT 9</b> – Information and coordination with international/regional organizations and other enhanced	1. Share information with SAARC and Colombo Plan Secretariat.	Project has jointly organized precursor related programmes with SAARC Secretariat, Colombo Plan Bureau's Drug Advisory Programme and other precursor control projects. Project Coordinator also briefed Mini Dublin Group meeting and established contact and liaison with World Customs Organisation.
	2. Carry out joint activities with SAARC/Colombo Plan and other agencies.	
	3. Inform Mini-Dublin Group on precursor issues.	
	4. Coordinate and develop contacts with other precursor projects to carry out joint activities.	

## ANNEXURE IV

### United Nations Office on Drugs and Crime

#### Project evaluation Summary assessment questionnaire

This questionnaire is to be filled out by the evaluator or evaluation team and to be submitted to backstopping office. A copy should be provided to the Senior Evaluation Officer, Division for Operations and Analysis. A separate questionnaire should be filled out for each project encompassed by the evaluation. The information provided must be fully congruent with the contents of the evaluation report.

The purpose of the questionnaire is to provide information for ODCCP's evaluation database. The information will be used to establish evaluation profiles which should give a quick and correct overview of the evaluation of individual projects and programmes. It will also be used for the purpose of analyzing results across project evaluations to obtain a systematic picture of the overall performance of the Programme.

I. NUMBER AND TITLE OF PROJECT:

AD/RAS/95/938

II. SUMMARY ASSESSMENT:

1. Please provide an assessment for all categories listed (including categories constituting headings) by ticking one of the boxes ranging from 0 to 5. The ratings from 0 to 5 are based on the following standard favor-to-disfavor scale:

- 5 - Outstanding, highly appropriate, much more than planned/expected, certain to materialize
- 4 - Very good, very appropriate, more than planned/expected, highly likely to materialize
- 3 - Good, appropriate, as planned/expected, likely to materialize
- 2 - Fair, less appropriate, less than planned/expected, less likely to materialize
- 1 - Unsatisfactory, not appropriate, far below plans/expectations, unlikely to materialize
- 0 - Cannot determine, not applicable

2

2. If a category has been significant (as a cause or effect) in relation to the overall quality and/or performance of the project please tick the “S” column (if significant) or the “H” column (if highly significant).

	H	S	0	1	2	3	4	5
OVERALL QUALITY AND PERFORMANCE OF PROJECT:								>
I. PROJECT CONCEPT AND DESIGN:								
1. Project document (overall clarity, logic and coherence).							>	
2. Identification/analysis of problem addressed by project:								>
3. Project strategy (overall assessment):								>
4. Drug control objective (s) (Appropriateness, obtainability):								>
5. Immediate objective(s) (appropriateness, Obtainability):								>
6. Achievement indicators:								
7. Base-line study/arrangements for base-line study:							>	
8. Outputs (compared to cost effective alternatives):								>
9. Activities (compare to cost effective alternatives):								>
10. Inputs (compared to cost effective alternatives):								>
11. Executing modality and managerial arrangements:								>
12. Identification and assessment of risks							>	
13. Prior obligations and prerequisites:								
14. Work plan/planned project duration:							>	
15. Budget:							>	

	H	S	0	1	2	3	4	5
<b>II. PROJECT IMPLEMENTATION:</b>								>
1. Quality and timeliness of ODCCP inputs:							>	
2. Quality and timelines of Government inputs:						>		
3. Quality and timeliness of inputs by third parties:						>		
4. Equipment: *inappropriate in the sense of being premature and generous							>	
5. Advisory/training services:								>
6. Project personnel:								>
7. Sub-contracting:								>
8. Management of project:								>
9. Project work plans:								>
10. Implementation of activities:								>
11. Monitoring and backstopping by ODCCP HQ:								>
12. Monitoring and backstopping by ODCCP field Office:								>
13. Monitoring and backstopping by Executing Agency:								>
14. Monitoring and backstopping by Government:								>
15. Government fulfillment of prerequisites:						>		
<b>III. PROJECT RESULTS:</b>							>	
1. Timeliness of produced outputs;								>
2. Quantity of produced outputs:							>	
3. Quality of produced outputs:								>
4. Outcomes: achievement/likely achievement of immediate objective(s):							>	
5. Drug control impact achieved:						>		

4

	H	S	0	1	2	3	4	5
6. Drug control impact to be expected							>	
7. Likely sustainability of project results:						>		

3. If external factors had an impact on project performance please tick the appropriate boxes: external factors impeded:   >  / promoted:    project performance. The effect on project performance of this influence was significant:   >  / highly significant:   . Please provide a short description of the nature of the external factor(s):

4. Did the evaluation recommend to:

- a)    abandon the project
- b)    continue/extend the project without modifications
- c)    continue/extend the project with minor modifications
- d)   >   continue/extend the project with some modifications
- e)    continue/extend the project with extensive modification
- f)    terminate the projects, as planned

(please tick the relevant category).

5. If a modification of the project was recommended did the evaluation recommend a revision of: the drug control objective(s):   , the immediate objective(s):   >  , the outputs:   >  , the activities:   >   or the inputs:   . Please tick as appropriate.

It is recommended that the project be redesigned into a new project.

6. If the evaluation recommended that the project or significant elements of it be replicate please tick as appropriate: yes:   >  / no: