

**Terminal Evaluation of Projects
AD/IRA99/E51 and ECO/DCCU AD/RER/02/C38**

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Assessment of the CIRUS AD/IRA99/E51 Project

I was asked by UNODC to lead a team to undertake a review of various projects under the NOROUZ Programme. My specific task was to evaluate the CIRUS Project AD/IRA/99/E51 (Combined **I**nter**D**iction **U**nified **S**trategy for Iran) and that concerned with - Strengthening the DCCU AD/RER/C38 (Drug Control Co-ordination Unit) at ECO (Economic Co-operation Organisation) Secretariat. I arrived in country on 15th September 2004 and remained until 9th October 2004.

The other members of the team were – Dr. Ms Karen Klaue with special responsibility for Demand Reduction Projects - DARIUS AD/IRA/99/E52 (**D**rug **A**buse **R**eduction **U**nified **S**trategy for Iran) & PERSEPOLIS AD/IRA/99/E54 (**P**articipatory **E**xpe**R**iences **E**m**P**owering **L**ocal **I**nitiative**S**) and Judge Giovanni Pio Melillo with responsibility for Legal Assistance Project - LAS (AD/IRA/99/E53). Each assessor was briefed to conduct an independent review of the projects and joint discussions were held from time to time about conclusions and recommendations.

1. Original Aims and Objectives of CIRUS:

- This project aimed at strengthening the drug interdiction capacities of the Law Enforcement bodies of the Islamic Republic of Iran on its borders, at its international ports and within the international mail service. It was a key requirement that attention be concentrated on in-country intelligence gathering and analysis with appropriate training in anticipation that this knowledge would spread throughout the various drug control agencies. The ultimate aim of enhancing the intelligence system was to better engage in national and international efforts to dismantle/disable drug trafficking organizations and networks. There was an additional objective of evaluating the operational effectiveness and cultural sustainability of using dogs for the purposes of detecting drugs within the country.

The Project agreement between The Government of I.R. of Iran and the United Nations Office on Drugs and Crime was signed on 26th June 1999 for a period of four years ending in 2004.

2. Suppression of Illicit Trafficking: CIRUS

Objective

By the end of the project Iranian Law Enforcement authorities in charge of anti-drug trafficking operations will have increased their capability to intercept and seize illicit consignments of narcotic drugs transiting the country from Afghanistan and Pakistan as well as leaving the country through the mail system and through international ports.

Indicators

At implementation, seizures along eastern and south-eastern borders were expected to increase but decline by the end of the project. It was anticipated that alternative trafficking routes would develop and that increases in seizures along these routes would occur.

Risks and Critical Assumptions

It was assumed that:

- Cultivation and refining of poppy derivatives in Afghanistan would continue the trend as in 1999;
- Current trafficking routes would not be replaced;
- Government efforts would continue at the eastern and south-eastern borders with Afghanistan and Pakistan;
- The government would strengthen controls at principal exit points such as the Iranian -Turkish border, major ports, and railheads.
- The project would concentrate on the east and southeast borders, and marginally on the southern, western and south-western exit points and a second phase was anticipated as being possible/necessary.

3. Planned Outputs:

- Reduced smuggling of narcotic drugs at eastern and south-eastern borders through improved operational capability to be verified by seizures made and changes in trafficking trends.
- Increased capability of police stationed at E and SE borders in preventing and reacting to smuggling to be verified by seizures and improved interception of smugglers.
- Reduced flow of narcotic drugs through Iran by increasing interdiction capability of Customs and Police at major exit points to be verified by seizures at these locations.
- Sustainability and Effectiveness of dogs is tested - to be verified by seizures by dog handlers and trained dogs.
- Improved interdiction capability of drug law enforcement agencies by strengthening intelligence and investigative skills to be verified by the use of modern detection methods resulting in higher seizures and more arrests.
- Maximising of technical assistance provided by monitoring implementation, evaluating processes, advising technical solutions and developing new and more effective strategies to be verified by achievement of outputs and objectives and the delivery rate.

4. Methodology

- Discussions with UNODC Staff
- Document review
- Interviews with some Iranian and ECO personnel
- Site visits to Mashad and Zaredan and equipment inspections.

5. General Observations

- In the time available for the evaluation it was not possible to read all files and documents associated with these projects therefore I have had to rely on discussions with UNODC Staff and others for a general impression about the outputs and results. I was not given access to any operational or intelligence systems or methods of recording/analysing intelligence/information. Thus I have no knowledge about the efficiency or otherwise of the systems other than what I have been told. Neither did I see any practical operation of checkpoints at the borders or within country and so I have no way of assessing the efficiency of such operations. Consequently I have been left with general impressions. Certainly the original concept and expectations were ambitious and it was probably unrealistic to expect that all would run smoothly. The project document was vague and the measures of achievement were imprecise. There was no mid-term evaluation as a check on progress. Nevertheless there have been some achievements and benefits arising from both projects and the hope and expectation for the future is that lessons learned will be consolidated and used as a good foundation for future developments; I have made recommendations accordingly.
- Iran occupies a peculiar location as a bridge between Asia, Europe and the Middle East and because of this there are additional problems associated with organised crimes in addition to drug trafficking. The drug trade is so profitable that it is inextricably intertwined with other major crimes including terrorism. Thus it is imperative that Iran and its neighbours receive international collaboration and co-operation to ensure that its honest and genuine attempts at the interdiction of international criminal gangs are more successful. In addition to modern equipment, there is a clear need for training in intelligence gathering and analysis that may be used to target the traffickers more effectively. Only two countries have Drug Liaison Officers within the country – United Kingdom and Italy, and there would be clear benefits accruing for greater international co-operation if other countries were to be encouraged to send DLOs to Iran.

- The geo-political situation of Iran means that the country is at the centre of trafficking routes from Afghanistan where production of the opium poppy has returned to record levels and there are no signs that a significant reduction of the opium crop will be achieved within the next few years. Even if there is a reduction, and the target date for the elimination of the poppy crop has been set by ECO/DCCU at 2015, it is reasonable to assume that there may be a move to the production of Amphetamine Type Stimulants (ATS). This has occurred in Myanmar and specific action should be taken to prevent this happening in Afghanistan and thus affecting Iran and the other ECO countries. The rewards of the drug trade are too great for the traffickers to sit idly by while international efforts aim to reduce their earning potential. It is a safe assumption that the traffickers will diversify thus the improvement of the counter narcotic/anti crime effort is vital.
- It is unfortunate that Iran has not always received the international recognition deserved for the anti-drug commitment that it has shown over many years at great financial and human cost. Notwithstanding the political differences that may have arisen in the past and may continue in the future, anti-drug activities may be regarded as a politically neutral issue. Efforts to stem both demand and supply and to provide adequate and appropriate treatment for those unfortunates afflicted by drugs is for the common good. Many countries will benefit from the successes that may be achieved as a result of anti-drug activities in Iran and the surrounding region.
- I have been impressed by the commitment that I have found and I commend all those who have worked enthusiastically in an effort to achieve anticipated outcomes. This dedication would be more effective with better co-ordination of training and operations. There have been some outstanding successes and some shortfall in anticipated outcomes. However, this should not be regarded as failure so much as an important learning process during which professional skills have been enhanced, a network of contacts with common understanding of problems has been established and indicators for future training and development have been identified; these need to be refined. In particular I have been impressed by the enthusiasm and vision of Mr

Arbitrio and his support team in the UNODC office in Iran. This is a good, enthusiastic team with understanding of the needs and problems of Iran. There is determination to follow the excellent lead shown by Mr Arbitrio.

- The aims and objectives of CIRUS have been partially achieved in that some necessary equipment has been identified and distributed and many lessons for the future have been learned. However, there would be benefit in making an assessment of current equipment needs by professional experts as some of the equipment is reaching the end of its useful life and it may be that more appropriate items are now available. In the semi-annual progress report January – June 2004 it was reported that there had been a \$1.6 million shortfall in the total budget and this had resulted in some anticipated activities, including the acquisition of technical equipment, being postponed/abandoned. There was an expression of hope that these activities may be continued in some future project.
- Generally speaking it may be said that much of the initial objective has been achieved although not as comprehensively as was anticipated. This has been largely due to greater expectations than were possible from the outset, imprecise terms in the project document, and an inability to co-ordinate all of the activities in a desirable way. Nevertheless useful equipment and vehicles have been supplied to generally good effect and the situation must have improved significantly as a result of this.

Specifically (see para 9 i-vi)

Planned Output 1. It is fair to say that this appears to have been achieved and lessons have been learned which will facilitate better-planned projects for the future. Measurements of success are difficult and some of these are imprecise and not very revealing of the true situation. Much of the assessment of volumes of drugs transiting Iran must be little better than “guesstimates”.

Planned Output 2 Again it may be said that this has been partially achieved and lessons have been learned which would enable greater achievements in future.

Planned Output 3 has identified the need for a greater concentration of effort at exit points and internally within the country.

Planned Output 4 has been an outstanding success and further developments in this area of work are both possible and desirable.

Planned Output 5 has been successful only insofar as it has identified an area of work and training that is absolutely essential for the anti-drug activities in Iran and the surrounding region. Valuable lessons have been learned.

Planned Output 6 it has not been possible to maximise technical assistance in the way anticipated nevertheless lessons have been learned for the way forward and this is encouraging.

There is great international interest in the drug problems of Iran and the ECO region and there are several particular groups that share common interest in facilitating more effectiveness and international collaboration viz: the Mini-Dublin Group, the 'Paris Pact' for countries affected by the Afghanistan Opium Economy, Economic Co-operation Organisation (ECO) and, of course, UNODC and the Donor Countries. Thus, it would be valuable if all of the activities of these interested parties could be co-ordinated to the maximum benefit/awareness of all. Any future Projects prepared by UNODC should take account of the interests of, and involve these groups, in order to avoid any overlapping of activities and unnecessary duplication of expenditure. It is essential that all interested parties are kept fully informed of activities and progress as well as any difficulties encountered.

6. Recommendations following on from CIRUS Project

- i. **Convene a joint meeting between all agencies involved in this project** - to establish a common understanding of the lessons learned and to agree aims and objectives for the way forward for any future projects. Pre-assessment of the needs of any project is vital. It would be useful to specify the long term ambitions for law

enforcement agencies in Iran such as the establishment of intelligence gathering, analysis and sharing with international partners to interdict and/or disrupt major drug traffickers/criminals in the region. This could result in comprehensive intelligence/information led activities against drug traffickers involving trained professionals from similar agencies in neighbouring countries. Clearly the present state of trust and ability between all countries is not as high as is desirable and every effort should be made to identify, eliminate or overcome problems. Progress towards the longer-term aims and objectives necessarily will be incremental but it is important that all involved receive common training and that more specific performance measures are defined. Understanding of both the aims and difficulties in achieving them is essential. Both those responsible for administration and operational officers should meet regularly in order to promote better understanding.

- ii. **National Anti Drug Plan for Iran** – when this has been published all officers should be made aware of the overall national anti-drug policy. It was apparent that some operational officers have a simplistic attitude towards the drug problem and they would benefit from understanding national and international initiatives and ambitions and the work of those specialising in Drug Demand Reduction.
- iii. **Co-ordination of activities** - CIRUS gave special emphasis to addressing the problems of drugs entering the country from the Eastern and Southeastern borders with Afghanistan and Pakistan. This should continue but it is equally important to deal with the exit points particularly to Turkey and Iraq, and at the Southern borders as the Iranians themselves have discussed with the ‘Paris Pact’ promoters. Recent reports have indicated that drugs are entering Iraq because of alleged lack of control at the borders. If the reports are true then this is a matter that must be addressed as a matter of urgency. It is also necessary to enable greater interdiction of drug traffickers within the country. Thus it is important that all officers understand the importance of intelligence/information gathering and the preservation of evidence so that greater use may be made of this in identifying traffickers and their routes.
- iv. **Promotion of Joint Border Control Activities** - Greater attention should be given to establishing good relationships with law enforcement counterparts at the borders of all ECO countries. In this way it should be possible to be more successful with the

interdiction of traffickers and illicit drugs. There is a clear need for an integrated border control policy between all ECO countries and training should address this need.

- v. **Intelligence training** - It is evident that the Anti-Narcotics Police are well aware of the importance of moving towards intelligence driven activities to an internationally agreed standard. However, I am not convinced that all operational officers understand and implement intelligence/information and evidence gathering fully and to maximum advantage and I recommend that a future project could usefully be devoted towards training operational officers in this important activity. It would be possible for trainers to run a series of elementary, intermediate and advanced courses for appropriate officers and UNODC should explore the best way of achieving this. An example of such training was that provided by the Australian Federal Police in the ASEAN region, which was highly regarded and well received by participants. An Iranian National Intelligence Model should be devised compatible with international standards and used by all law enforcement agencies. If possible such a model could be used as an example in ECO countries as a way of promoting better co-operation and perhaps discussions could be encouraged to achieve this purpose.
- vi. **Train the trainers** - A cadre of training officers should be established so that officers in all provinces are given the benefit of continuation training with the latest information gleaned from various sources. These officers should meet regularly to assess progress and keep the training up to date. Meetings with DLOs could be beneficial.
- vii. **Training Meetings** -A national training officer should meet on a regular basis with counterparts in surrounding countries to validate and update training requirements and to act as a training analyst. Again, meetings with DLOs would be valuable to ensure that officers are aware of recent developments elsewhere
- viii. **Training aids** - It is important that standards compatible with international requirements be set and that all officers learn how to gather and record intelligence information. Common documentation should be used throughout Iran and if possible in conjunction with all law enforcement agencies within the region. Training manuals and aids should be prepared and there should be encouragement for training packages

to be prepared and distributed in CD format so that those officers unable to attend training sessions may use these. They may be used for refresher training purposes. They would also facilitate distance learning. An example of computer-aided training is to be seen in the UNODC office in Bangkok where it has been very successfully used throughout the ASEAN region and introduced in Central Asia.

- ix. Joint Training Exercises** - A schedule of regular training sessions and exercises should be prepared as necessary for appropriate officers to be able to hone and advance their operational knowledge and skills. Strict attention should be paid to those who attend to ensure that all officers' benefit from continuity of training to agreed standards. Wherever possible this should involve shared training exercises with international colleagues.
- x. Scenes of Crime Training** – officers would benefit from some training from Scenes of Crime Officers and there may be a case for introducing such officers to each province as this would assist with evidence and intelligence gathering, particularly from vehicle checkpoints. It may be possible to devise a specific course for the needs in Iran and surrounding countries and this should be explored with appropriate agencies.
- xi. All training should be tested and validated** and the Project Co-ordinator should examine and report on the level of implementation otherwise there is no sure way of knowing what has been achieved and what additional training measures may be necessary.
- xii. Training should carry certification** - I recommend that consideration be given to validating certain levels of training so that officers who attend training sessions and then pass a test may be identified as being competent to a certain standard. This would have the effect of encouraging continuity of attendance of personnel and would give some professional pride in achieving a valid certificate from the issuing authority.
- xiii. Regional Training Centre** - I have recommended that a regional training centre be established/identified for the ECO region and if this occurs then Iran should maintain close contact with that centre to co-ordinate training needs.

- xiv. **Equipment** - One of the successes of CIRUS was the distribution of some necessary equipment. Some errors in provision were made particularly with inappropriate body armour. Some of that equipment is now dated and will soon reach the end of its operational life. UNODC should facilitate the identification of the most appropriate equipment by expert assessment and possibly in conjunction with the DLOs or FANC.
- xv. **Greater involvement of FANC and DLOs** - in regular meetings, training exercises and assessment of necessary equipment. It is important to maximise co-operation between all parties and to reinforce trust towards the better exchange of information and operations that are more effective.
- xvi. **Encouragement should be given for the number of Drug Liaison Officers within Iran to be increased** thus ensuring greater international co-operation.
- xvii. **Further Projects** - When further Projects are designed it is necessary to be more specific in stating precisely what the objectives are, the desired outcomes and specific achievement indicators. In the case of CIRUS the concept was good but the objective was too general and there was little guidance for participants about the specific aims and how these could be achieved. It goes without saying that the overall aim of any law enforcement anti-drug project must be to bring about improved methods of targeting and interdicting major traffickers and securing, analysing and sharing intelligence/information in a collaborative effort to disrupt trafficking and associated criminal activities. To this end it is vital that intelligence models are designed to internationally acceptable standards and that training is given to all officers which will promote both their understanding of the need for intelligence led initiatives and their ability to comply with the requirements of the intelligence model. It is equally important that a professional and sophisticated system of intelligence/information gathering/analysis is capable of being shared with trusted colleagues in surrounding countries within the region. This requires the establishment of a common understanding of regional problems, the creation of a network of known and trusted professionals both within and outside Iran who are trained and operating to a common standard, regular meetings and training exercises and the appointment of both training

and intelligence officers in all areas. Some obvious needs for any anti-drug initiative are:

- An intelligence model compliant with international standards;
- The training of officers to operate and improve that model;
- The establishment of an information/intelligence network of officers who understand the system;
- The creation of an intelligence data base for use in Iran, compatible with international standards and corresponding with similar bases in surrounding countries;
- Specific Aims and Objectives viz – to identify major traffickers; to identify major trafficking routes through Iran and within the greater region; to interdict traffickers and to disrupt their operations; to increase seizures of drugs both at entry and exit borders and within the country by improved knowledge and targeting; the analysis of all information/intelligence to facilitate and improve declared aims and objectives; the identification of any laws or procedures that inhibit the successful achievement of the aims and objectives.
- There is a need for an integrated approach for border control within Iran and greater efforts should be made to enter into operational co-operation with other ECO counterparts.

xviii. **Evaluation of Projects** - A mid-term evaluation by an independent/external assessor is necessary and wherever possible the same person should conduct the terminal evaluation.

xix. **Project Diaries/Journals** - A diary of major events in the life of the project should be kept so that any interested persons may see what progress has been made without reference to copious reports and documents. This diary would be additional to the Project Progress Reports.

Assessment of ECO/DCCU AD/RER/02/C38 Project:

1. The 1st Phase of the Project was from July 1999 to December 2001 and there was no review of activity.
2. The 2nd Phase of the Project was signed between UNODC and ECO on 14th June 2002 but staff did not arrive until December 2002 and it was intended to run until December 2004 but because of financial procedures it effectively ended in October 2004.
3. The objectives were **to enhance drug control regional co-operation** among ECO member states by **strengthening the technical capabilities of the DCCU** of the ECO secretariat in providing narcotic control related co-ordination services to National Focal Points of ECO member states - (Afghanistan, Republic of Azerbaijan, Islamic Republic of Iran, Republic of Kazakhstan, Kyrgyz Republic, Islamic Republic of Pakistan, Republic of Tajikistan, Republic of Turkey, Turkmenistan, Republic of Uzbekistan). The expected end of project situation was to be that assistance would have been given to ECO initially in **consolidating** and, later in **widening its drug control policies and operational strategies**. The second phase was intended to assist DCCU in providing member states with **technical and co-ordination services** in the field of drug control.
4. The second phase of the project was intended to achieve improvement of the overall capability of national drug control agencies of Member States in **monitoring and fighting** the drug issue within national territories and as a regional threat. This was supposed to result from the co-ordination services provided by DCCU and in the longer run from the operational network meant to be established by the project.
5. It was intended that a Regional Data Bank on narcotic issues would be established and run by ECO/DCCU. It was also intended to set up a Web site and a secure

- procedure for electronic sharing of data and information provided by and directed to each and every member state.
6. It was intended that the Web site would provide the public with information about both demand and supply reduction in addition to providing a facility for sharing specialized operational information between member states.
 7. The project was also intended to provide a data bank on demand reduction.
 8. At the end of the project, the ECO Secretariat had ensured the sustainability of any of the project's intended achievements, especially the smooth functioning of DCCU.
 9. It was intended that Member States would benefit from co-ordination of regional activities as well as from the services provided by DCCU – this would include the drug reporting system, publications by ECO on regional drug trends, new modus operandi used by traffickers and emerging trends, data about internal consumption, specialized training as well as requirements for priority attention by ECO and the needs for further regional co-operation. In the wider context of international drug control with particular reference to UNODC's goals, there would be benefits resulting from the project.
 10. It was intended that Regional Training Exercises would occur and that regional training programmes would be developed.

❖ **Phase 1**

Objective

To create a Drug Control Co-ordination Unit (DCCU) at the Secretariat of ECO and to promote its co-ordination activities.

Achievement indicators

These were identified as DCCU established and functioning according to the work plan

- DCCU reporting on a monthly/quarterly basis.
- 4 analytical reports of satisfactory quality produced by DCCU.
- 2 drug control officers from each of the ECO member states received sufficient training to carry out required reporting obligations.
- Training and achievement reports produced as required
- Areas of need for further assistance identified and relevant projects proposed.

❖ Phase 2

Objective

To enhance drug control regional co-operation and co-ordination among ECO member states by strengthening the technical capabilities of the DCCU in providing narcotic control related co-ordination services to National Focal Points of member states.

Achievement indicators

- General information on the drug control situation and related trends in the ECO region displayed on the ECO/DCCU Web site, established by the Project, is updated at least twice a year.
- National Focal Points can access more sensitive drug control related information through the secured Web site, as well as through regular update bulletins forwarded to them through the most suitable channels
- National Focal Points actively co-operate with DCCU in compiling drug related information and forwarding this, periodic reports and analysis on major trends observed in own countries
- Collected data is compatible with UNODC's Global Assessment Programme indicators.
- Operational initiatives and projects launched by National Focal Points at their regular meetings organized under the Project.

- On direct exchange of experiences launched and facilitated by DCCU and the Project
- Regional initiatives focusing on demand reduction facilitated by ECO
- Information available on drug consumption and demand reduction in the region, national plans and/or specialized institutions and projects
- Standardisation of certain law enforcement operational techniques used by the different national law enforcement agencies responsible for drug control achieved through the designing and implementation of regional specialised training exercises
- Progress made by these agencies in setting up joint drug control operations achieved through the designing and implementation of regional specialised training programmes.

Project Risks

- Risks were identified but the most relevant is the second one in the project document relating to security and procedural issues connected with regional co-operation
- ‘Drug Control and the related administrative structures are a relatively new type of activity for both the ECO secretariat and some Member States. Moreover, the security related aspects of the narcotic issue make operational co-operation with the regional ECO partners *subject to cumbersome and time consuming procedures that can slow down the pace of implementation of the Project*’.

General Observations

- The original concept for the drug control section (DCCU) of ECO was and remains good but in reality there was little likelihood that the objects would be achieved and to that extent the project was too ambitious. There was a great underestimation of the complexity of organizing and managing sophisticated projects in 10 disparate countries such that the successful outcome was questionable from the outset. However, limited progress has been made.

- There are severe limitations in the way that DCCU is able to function because of the way in which staff is nominated and the fact that some members may not be as well qualified as the positions demand. Thus although the project document specified good intentions it has not been possible to make the desired progress. The seeds have been sown but will require careful nurturing before they are translated into effective operational activities on a regular and sustainable basis. I was not able to visit any of the ECO countries and neither was it possible to have discussions with the National Focal Points however I have no doubt that this project was a valuable catalyst, which prompted the countries to give practical consideration to the benefits of sharing information and working in partnership towards a common goal. In some instances, this has been restricted to a glimpse into the future of what is possible and desirable, in others the likelihood of significant co-operation is remote.
- There appears to have been little formal recording of outcomes and assessments of results are vague, which indicates that although the underlying messages have been projected there is little to show that training has been converted to informed practice in all of the countries. Some countries are much more advanced than others but there is not yet common operational co-ordination to a standard format. This must be addressed as a matter of great importance and urgency.
- It seems that the DCCU would benefit immensely from having an expert adviser seconded from UNODC who could offer advice and suggest and drive forward any future projects. The involvement of ten different countries all intended to be working towards a common aim with common procedures remains a difficult task and the only way forward is to build up a network of officers who know and trust one another. Therefore it is necessary to achieve several things for the proposal to have any hope of success:
 - i. National Focal Points must comprise officers who are likely to remain in post for the life of the projects and beyond;
 - ii. They should attend an introductory training/familiarisation course for a minimum of two weeks during which they should be taught the professional

skills necessary for them to collaborate with one another and to achieve a common level of professional ability. Each officer should have a permanent deputy who should be able to lead in the absence of the principal;

- iii.** Thereafter there should be regular meetings – preferably monthly to enable the development of a trusted network of professional officers all working towards agreed and defined aims in ways that should include documentation to international standards of acceptability.
- iv.** There should be an annual agenda of activities that will improve and consolidate skills and during the year at every second or third meeting, an element of refresher training should be involved. This would provide measurable milestones for improved co-operation.
- v.** Training packages should be created for operational officers in all provinces/regions to create an awareness of the things that DCCU/ECO is attempting to achieve so that these officers will be able to understand needs and co-operate in contributing to the overall success of initiatives. Such packages should be able to be easily amended, could be in CD-Rom format, and distributed by e-mail wherever possible. The whole point is to promote greater trust, understanding and operational co-operation. The knowledge and skills must cascade down through organisations and across the region.
- vi.** There would be distinct benefits from the introduction of Computer aided training packages such as has occurred in ASEAN and Central Asia.
- vii.** All officers must be motivated towards the success of their activities by being made aware of the imperatives of an anti-drug programme. Ultimately the aim must be to interdict major traffickers and disrupt their organisations; identify trafficking routes, gain intelligence/information that will be useful both within and beyond the ECO area. Those at the front line must realise that their efforts are vitally important and contribute to supply and demand reduction, improved public health and a reduction in the success of organised criminals. They should be motivated in their efforts by being informed that they protect countless families, including possibly their own children and grandchildren.

- viii.** It is essential that all those involved in the anti-drug activities in Iran/ECO Region should understand the nature of different work undertaken by colleagues in other disciplines such as Drug Demand Reduction.

Recommendations:

1. **UNODC should second an expert to DCCU** who should advise on the selection of well-qualified staff and on necessary projects, training and activities. The advisor should ensure close involvement of interested groups such as Mini-Dublin, 'Paris Pact' for countries affected by the Afghanistan Opium Economy etc to ensure a collective approach that will ensure the avoidance of duplication of effort and expenditure. In this way a more holistic approach to anti-drug activities should be achieved and the interests of all parties should be protected.
2. **A conference involving DCCU and all National Focal Points should be held to consolidate lessons learned during the life of the ECO/DCCU projects.** This should be a frank exchange of views as to why certain difficulties have arisen and how these may be addressed in the future. It may be possible that FANC and DLO observers should be present and may be invited to offer suggestions or contribute at suitable points. Suggestions for future projects may emerge from such a forum
3. **It is important that the ECO members should be shaped into a group of professional people all working so far as possible to a defined aim compatible with international needs.** In this way the region can work towards compatibility with other regions such as ASEAN and CARICC.
4. **Training.** Special emphasis must be given to joint training between officers from ECO countries in order to enhance professional abilities to common and acceptable standards. Joint training on a regular basis will also create the necessary network of known and hopefully trusted officers that is essential to the future success of any DCCU activities. Some of the recommendations that I have made in the assessment of the CIRUS project are relevant to ECO/DCCU.

5. **The original anti-drug aims of ECO should be updated to include the awareness of new priorities** 1) **public health** – particularly AIDS/HIV+ 2) The increasing links that are becoming apparent between Drug Money and **Terrorism** 3) Organised Crime which includes people smuggling, arms, money laundering etc.
6. **Future projects should be smaller and less ambitious and should concentrate on creating a trusted network of professional officers all trained to the same standard and all working to agreed aims and objectives.** Progress may be slow but with the correct approach the development towards achieving the overall aims and objectives of the original projects will be incremental and built on solid foundations of equal professional abilities and understanding.
7. **Annual achievement targets should be set** and the lessons learned from the analysis of information/intelligence should be disseminated to operational officers. Performance measurements must be defined precisely. There should be annual assessments and reviews involving participants.
8. **There should be closer association between officers responsible for recording and analysing information and their operational colleagues.**
9. **In future, thorough pre-assessment and analysis of needs must be undertaken before the signing of any agreements and the final formulation of project documents.**
10. Any new projects should consider the introduction of expert training in information/intelligence/evidence gathering at basic, intermediate and advanced levels. As an example of this – officers from the Australian Federal Police were used for such training in the ASEAN region and this was well received although there were local problems that needed addressing. The lessons learned from this experience could well be applied to the DCCU
 - UNODC assisted continuation intelligence training be considered to ensure that lessons learnt are effectively implemented and utilised

- That for future intelligence training law enforcement officials in each country consider identifying potential intelligence officers to attend such training, to gain maximum benefit at the tactical and operational levels.
 - That a co-ordinated training section be established at a regional training centre under UNODC sponsorship, to progress the professional development of law enforcement in each of the ECO countries
 - That consideration be given to establishing an on-line learning medium for ECO countries, with an emphasis on the development of law enforcement knowledge and skills possibly through the utilisation of an intranet/internet facility.(To an extent this replicates thoughts on Computer Based Training).
 - The purchase, training and implementation of link analysis software be examined and considered to support and enhance criminal intelligence capacity in each country.
 - That a cross-border criminal intelligence simulation exercise be conducted, on a yearly basis, with adjoining countries, to increase mutual co-operation in the collection, analysis and dissemination of criminal intelligence/information products.
 - That a 3 day workshop be developed and presented to the respective ECO countries on presentation skills and briefing techniques, to enhance the delivery and credibility of verbal intelligence products.
1. **The activities of the ECO region need not always involve all ten members** and if there is advantage in promoting specific co-operation bilaterally this should be encouraged. Lessons learned from such initiatives should be shared with other members to encourage collaboration.
 2. **A sub-regional training centre should be established** There are clear international benefits to be had from a recognised centre of excellence on the global problem of drugs and the UNODC might wish to encourage debate as to how this might be achieved within the region.
 3. **Integrated Border Control.** Attention must be given to developing this within Iran by specific training and co-operation with counterparts in other ECO countries.

4. **Project diaries should be kept** for each participating country by the Project Coordinator keeping accurate records of training, personnel involved, decisions, successes and failures together with any changes of plan with reasons, implementation of decisions etc. In this way any interested person could easily assess progress of the project without reference to numerous documents.



NOROUZ PROGRAMME EVALUATION

TERMS OF REFERENCE

PROGRAMME TITLE: Narcotics Reduction United (NOROUZ) Programme Comprehensive Drug Control Programme for The Islamic Republic of Iran

**Programme's Module
Number and Title:**

- AD/IRA/99/E51 CIRUS - Combined Interdiction Unified Strategy for Iran
- AD/IRA/99/E52 DARIUS - Drug Abuse Reduction Unified Strategy for Iran
- AD/IRA/99/E53 Legal Assistance for Iran
- AD/IRA/99/E54 PERSEPOLIS - Participatory Experiences Empowering Local Initiatives for Iran
- AD/IRA/02/G46 AFGANIAI - Actions for Generating Awareness on the Narcotics Issue among Afghans in Iran

Background

The Islamic Republic of Iran (Jomhuri-ye Eslami-ye Iran) is bordered to the north by the states of Armenia, Azerbaijan and Turkmenistan and the Caspian Sea; to the east by Afghanistan and Pakistan; to the south by the Persian Gulf and the Sea of Oman. The geographical location of the region make Iran vulnerable to drug trafficking. Although illicit drug cultivation was totally eradicated in Iran by the end of 1980, in some other countries of the region, in particular Afghanistan, opium poppy has been transformed into a major cash crop since 1970's.

Iran has thus become one of the main conduits for these illegal substances destined for the western markets. Despite of the growing importance of trafficking routes passing through the Central Asian Republics, Iran indeed remains the main conduit for narcotics produced in Afghanistan and destined for both European and Middle Eastern illicit markets.

Illicit shipments of both opiates and hashish enter the Iranian territory from its eastern frontiers with Afghanistan and Pakistan. They are then carried overland to the country's western border with Turkey, and /or toward Turkmenistan. Hashish and to a much lesser extent opiates are also trafficked through the Iranian southern seacoast for shipment to the Persian Gulf States. In addition, new trends indicate the increased use of international airports and the international mail services.

Iran is not only a transit country for illicit drugs but also a large consumer market. The Government's estimates based on case enumeration using secondary data indicate that about 1.2 million people are regular drug users or are dependent on drugs, mostly opiates.

A 1998-99 UNDCP contracted drug abuse Rapid Situation Assessment study has been carried out in the country in an effort to better assess the nature and extent of the situation. The final results of RSA, undertaken in ten major urban sites of the country, corroborate a high prevalence of drug abuse in the country, indicating that 1-2% of the population have serious health/social problems provoked by the use of drugs (mainly opiates).

The most commonly used drugs are opium, opium residue and cannabis. The opiates described were traditionally smoked in opium pipes in old Persia for recreational purposes, as well as self-prescribed as treatment to several health related problems. In more recent time, however, the traditional use of opium given place to the consumption of heroin, where users sniff, smoke and inject. Sharing of injection equipment among drug users is the main cause for HIV/AIDS spreading (67% of recorded HIV cases) and consequently a major source of concern for national health authorities.

All aspects of drug control are covered by the 1988 Anti - Narcotics Drug Law of the Islamic Republic of Iran which addresses the issues of cultivation, production, import, export, possession, consumption, distribution, sale and running premises for the use of drugs. The Revolutionary Courts deals with all drug cases.

The emergence of petty crime related to drug addiction in the major Iranian towns is an additional reason for concern for national authorities. No provision is made in the Iranian legislation for money laundering. There is an acceptance at Ministerial level that Iran needs to modernize its anti-drugs legislation.

The I.R. of Iran is a party to the Single Convention on Narcotic Drugs, 1954, as amended by 1972 Protocol, the Convention on Psychotropic Substances, 1971, and the Convention against Illicit Trafficking in Narcotic Drugs and Psychotropic Substances, 1988.

In January 1999, the Government of the I.R. of Iran and the United Nations International Drug Control Programme – UNDCP – signed a Memorandum of Understanding regarding the establishment of a UNDCP Office in Iran.

The immediate objectives of the NOROUZ Programme

The purpose of the Programme is to reduce the impact of the drug issue in the I.R. of Iran by implementing a multi disciplinary programme of action embracing supply reduction, demand reduction and legal assistance. In particular the Programme aims at:

- **Enhancing the national capability in reducing illicit trafficking of narcotic drugs;** By the end of the project Iranian law enforcement authorities in charge of anti drug trafficking operations will have increased their capability of intercepting and seizing

illicit consignments of narcotic drugs transiting the country from Afghanistan and Pakistan, as well as leaving the country through the mail system, international airports and seaports.

- **Reducing the impact of the national drug abuse and consumption problem;** By the end of the project, a network of drug demand reduction institutional and Non Governmental Organizations will co-operate in addressing the drug consumption phenomenon at national and local levels.

- **Organizing and improving its judicial responses to the phenomena of illicit drug trafficking and international crime;** By the end of the project, Iranian judges and magistrates will have at their disposal the needed legislative and investigative tools for responding to the challenges posed by drug trafficking and international organized crime.

- **Mobilizing its civic society against the illicit drug culture and forging new strategic alliances with national and international partners in the fight against drugs;** By the end of the project, opinion leaders, intellectuals, mass media and the general public will actively participate in the anti drug effort launched by the Government of Iran at central level. The mentioned objective will be achieved by first mobilizing national decision makers, opinion leaders and the general public to play an active role in the fight against drugs and criminality. Second, by empowering the community with the required instruments for designing, planning, and implementing, local drug control action plans.

During the implementation of NOROUZ Programme, the following outputs were reportedly achieved

A Project Review Committee was officially launched for each of the four components of the NOROUZ Programme. Membership of each PRC composed of Drug Control HQs of Iran, UNODC Iran, as well as relevant agencies of the project concerned. The mandate of the PRCs includes drafting and approval of the work plan and related annual budgets.

Project CIRUS has improved the capacities of Iranian law enforcement agencies, in particular the Anti-Narcotics Police of I. R. of Iran, in the eastern provinces bordering Afghanistan and Pakistan. The agencies in question, have been provided with training, vehicles, motorcycles, heavy duty construction equipment, night vision devices communication equipment, equipment for dog training center, and illicit drugs test kits.

Taking into account the increased production of drugs in neighboring countries, the abovementioned assistance has resulted in:

- Reduced smuggling of narcotic drugs at the eastern and south-eastern borders of Iran;
- Increased capability of the IRI Police in preventing and reacting to drug smuggling;

- Reduced flow of narcotic drugs through Iran by increasing the interdiction capability of Customs and IRI Police at the major exit points
- Effectiveness of drug scenting dogs

Project DARIUS has facilitated creation of a network of drug demand reduction institutional and non governmental organizations which shall co-operate in addressing the drug consumption phenomenon at national and local levels. As a result of assistance under this project:

- A group of Iranian drug demand reduction specialists (in prevention, treatment, rehabilitation, data collection and analysis) have been trained;
- The National Drug Abuse Research and Training Institute became operational;
- Universities, research centres and NGOs have been involved in demand reduction
- Training programmes have been developed and implemented and the information and other materials developed and distributed;
- Capacity for monitoring and analyzing drug abuse trends and patterns at local and regional level has been widened;
- Innovative pilot treatment (after care, relapse prevention) and rehabilitation projects have been tested in Iran
- National demand reduction initiatives are designed, launched and implemented at the local and community level
- Drug abuse phenomenon in prisons and penitentiary systems has been monitored and analysed.

In order to harmonize Iranian legislation with legislative standards of drug crimes and ensure that the national legislation on drug related crimes addresses the challenges posed by drug crimes, **LAS Project** implemented the following activities:

- Research studies on “Alternatives to Imprisonment”, “Controlled Delivery”, “Mutual Assistance and Extradition” and “Money Laundering”. The reports of some of these studies have been printed and published for distribution among judges, universities and other interested authorities;
- A need assessment study for training components of LAS project was implemented and preparation of training materials is currently underway;
- Two workshops for Iranian judges and law enforcement officials were organized in 2001;
- Due to the developments regarding ratification of a money laundering bill, a Seminar on this subject was organized in Shiraz, 7-8 May 2003;
- An inter-institutional sub-committee was established in 2002 aimed at assisting Iranian prosecutors and investigators from law enforcement agencies to become familiarized with modern technical tools and methodologies required for dealing with international drug crimes.

Through implementation of the **PERSEPOLIS project**, mass media, policy makers and general public have been sensitised to the different aspects of the drug issue through community based drug prevention and advocacy programmes. Support provided to NGOs has resulted in their empowerment and consequently their involvement in drug demand

reduction activities, e.g. innovative drug prevention activities targeting young people has proved to be very effective

Introduction of participatory planning exercises to drug control policy makers and experts has led to drafting of provincial plans of actions involving all stakeholders from both governmental and non-governmental organizations.

Project AFGANIAI has resulted in greater awareness of the Afghan refugees enrolled in the Afghan Transitional Government – I.R.of Iran – UNHCR voluntary repatriation programme about the consequences of getting involved in any drug related activity (cultivation, production, trafficking, and consumption). An added value of the project has been the generation of awareness on the narcotic issue among the officers of the national and international agencies responsible for the implementation voluntary repatriation programme in the field, viz. the Bureau for Aliens and Foreign Immigrants' Affairs of the Ministry of the Interior (BAFIA) and UNHCR field Offices in Iran .

Purpose of Evaluation

The evaluation is being undertaken to assess the impact of the assistance provided in relation to the objectives, outputs **and the outcomes** set out in the project document. **The purpose of the evaluation is to assess and measure the results and the impact created by the project in reducing illicit drugs supplies, reducing demand for illicit drugs and provision of legal assistance to the Government of IRAN. The evaluation also aims at determining if the project enhanced national capacity to reduce illicit trafficking of narcotic drugs, reducing the impact of drug abuse, improving judicial response to drug trafficking as well as mobilising civic society against the illicit drug culture. Further the evaluation findings are also intended to contribute to the strengthening of the monitoring and evaluation system so as to support results-based management of the project.** The inclusion in the evaluation process of a number of stakeholders is designed to reinforce the partnership among UNODC, recipient and donor governments, and civil society to achieve common goals.

Scope of the Evaluation

The evaluation will cover and analyse the following key components and processes:

1. The effectiveness of the project design, strategy and approach applied to attain the project objectives **as well as the appropriateness of such a strategy and approach as vehicles for anti-corruption;**
2. The scope and strategy of the project in relation to the magnitude of the problem;
3. **The attainment/achievement of the project objectives as outlined in the project document**
4. The results achieved by the project, in particular the outputs, outcomes and impact, in relation to the explicit or implicit objectives of the project;

5. The extent to which the project has contributed to the improvement of interdiction capacities to combat illicit drug trafficking in Iran;
6. The complementarity and synergies of NOROUZ Programme with other projects implemented by UNODC in the country and region;
7. The inter-relation and complementarity of the project with other activities of the Governments, as well as with assistance from bilateral donors;
8. The relevance of the main objectives of the project when considering developments of the drug problem in the country, including the impact determined by developments in Afghanistan.
9. The sustainability of project results;
10. Unintended impacts of the project, both positive and negative.
11. The **appropriateness of institutional arrangements and effectiveness** of programme management, as well as quality and timeliness of monitoring and backstopping of the project by all parties concerned.
12. The roles and responsibilities of the various parties: relevant government authorities; donor countries; UNODC; UNOPS; other parties.
13. The identification of specific areas of good practice.
14. **The evaluation should identify lessons learnt both of a technical and substantive nature that can be applicable to other projects and which are of importance to international drug control.**
15. **Finally, the evaluation will make recommendations as appropriate and these must be based on the findings.**

Evaluation Methodology

The evaluation of the project is being conducted as part of a cluster evaluation and will be based on the following:

1. The study of relevant documents (project reports; reports of missions by UNODC; reports produced by outside experts; statistics on drug seizures, etc.);
2. Initial briefing **and interviews with key** responsible UNODC staff in Vienna, in the UNODC Iran;
3. Interviews with national officials, the Secretary General of Drug Control HQs of Iran, Heads of relevant Project Review Committees, experts and other knowledgeable parties;
4. One or more round-table discussions with project staff, national officials and other concerned parties, including relevant UN agency

representatives;

5. A strategic analysis of the effects and impact of the Governments activities in the field of drug control and of UNODC assistance;
6. An assessment of the Governments achievements in terms of investigative and operational capacities through focused interviews and analysis of data and trends activities.
7. **Field observations and rapid appraisal by the evaluators during field visits.**

Upon completion of the fact-finding and analysis phase, a draft evaluation report will be prepared. The draft should be circulated among the parties for comments. The evaluator **will incorporate comments as appropriate when** producing the final report, for which he/she will be **solely** responsible **for**.

Composition Of The Evaluation Mission

A team of four independent experts shall conduct the evaluation. The experts shall act independently in their individual capacities, and not as representatives of the government or organization, which appointed them. UNODC and the Secretary of Drug Control Headquarters shall appoint one of the four experts as leader of the evaluation team. Interested donors to the project may provide experts to participate in the evaluation exercise. All costs for experts appointed by donors will be borne by the donor government directly. The report will be prepared by the team, under the leadership of the evaluation team leader **and under the guidance of the Evaluation Section**.

The team of evaluators would be formed by experts endowed with the following qualifications:

- International drug law enforcement experience at a senior level (one expert);
- International drug demand reduction expert at a senior level (one expert);
- International legal experience in narcotic matter at a senior level (one expert);
- Experience in conducting independent evaluations (one expert) **Team Leader;**
- Familiarity with the drug control situation in the South West Asia in general and Iran in particular (possibly all experts);
- Knowledge of bilateral/multilateral technical cooperation, particularly in illicit drug supply and demand reduction, border control (possibly all experts).

Briefing, Consultations And Administrative Support

The evaluation team **will** be briefed and debriefed on the project by UNODC HQs and the field office in Tehran. UNODC Iran elaborate and make available to the evaluation team an up-to-date status of the project. The UNODC Representative for Iran

and his staff will also provide necessary substantive and administrative support.

Although the evaluation team should be free to discuss all matters relevant to its assignment with the authorities concerned, it is not authorized to make any commitment on behalf of UNODC or the Government.

Evaluation Report And Follow-Up

The evaluation team will submit to and discuss its report with UNODC Headquarters, the Secretariat of Drug Control Headquarters and UNODC Iran. The report will contain the findings, conclusions and recommendations of the evaluation team as well as a recording of the lessons learned during project implementation.

The evaluation team, while considering the comments provided on the draft, **will** use its independent judgment in preparing the final report.

The final report should be submitted to UNODC no later than four weeks after completion of the mission. The report should be no longer than 25 pages, excluding annexes and the executive summary. The report will be distributed by UNODC as required to the governmental authorities and respective donors.

Timetable

The timetable of the evaluation mission is as follows:

- 15 working days in the field (including 2 working day briefing session in UNODC Vienna HQS);
- 5 working days for the preparation to the field mission
- 10 working days for the drafting writing of the final evaluation report .