

TERMINAL EVALUATION REPORT (Phase 1)

Project number	NIR/AD/03/G73
Project title	“Upgrading of the Nigerian Drug Law Enforcement Agency Jos Training academy into a regional Law Enforcement Training Centre”
Sector	Drug control
Country	Nigeria

Report of the evaluator

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List of Acronyms

CEO	Chief Executive Officer
DO	Division for Operations
ECOWAS	Economic Community of West African States
EFCC	The Economic and Financial Crimes Commission
FRMS	Financial Resources Management Service
IPC	International Project Co-ordinator
LE	Law Enforcement
NGO's	Non Governmental Organisations
NDLEA	National Drug Law Enforcement Agency
NPC	National Project Coordinator

EXECUTIVE SUMMARY

The evaluation was conducted in Nigeria between 29th January and 6th February 2005. Discussion took place with senior NDLEA (Nigerian Drug Law Enforcement Agency) personnel, the Nigerian counterpart, UNODC field office and project staff, and Jos Academy senior staff during a site visit.

1. Summary table of findings, supporting evidence and recommendations

<i>Findings identified problems /issues</i>	<i>Supporting evidence/examples</i>	<i>Recommendations</i>
1. prerequisite not fully met	<ul style="list-style-type: none"> ▪ Water supply not fully connected. ▪ Electricity backup required. 	<ul style="list-style-type: none"> • Water piping to be completed before beginning of Phase 2 • Consider alternative solar power supply
2. role of UNDP in funds disbursements	<ul style="list-style-type: none"> ▪ Late provision of equipment ▪ Delays in implementation 	<ul style="list-style-type: none"> • Authorisation for cash/cheque payments made directly by project (within US\$ 30,000 limit)
3. money laundering training	<ul style="list-style-type: none"> ▪ delays in recruiting consultant 	<ul style="list-style-type: none"> • such training no longer required • if needed can be met by other methods
4. curriculum development	<ul style="list-style-type: none"> ▪ same as above 	<ul style="list-style-type: none"> • no additional law enforcement consultant required • utilise current curriculum as base document • NDLEA/UNODC to draft document for dissemination/discussion
5. establishment of a research centre	<ul style="list-style-type: none"> ▪ Existing network of academic institutions in the area 	<ul style="list-style-type: none"> • Feasibility study to be conducted • If established, envisage some form of academic accreditation
6. regional status of the academy	<ul style="list-style-type: none"> ▪ Bi-lingual (English-French) dimension not yet available 	<ul style="list-style-type: none"> • Train managers, instructors, trainees in relevant foreign language

a) Summary description of the project evaluated

In recent years, illicit drug trafficking and abuse have seen significant changes in West Africa. While Nigeria stills plays a major role, other West African countries are increasingly used at trafficking routes turning In recent years, illicit drug trafficking and abuse have seen significant the region into a strategic drug control point.

To combat this threat, The Nigerian Government has decided with the support of UNODC to turn the National Drug Law Enforcement Agency (NDLEA) Training Academy, in Jos, Nigeria into a sustainable law enforcement training establishment operating to international standards and serving all 15 countries of the Economic Community of West African States (ECOWAS) .

The project was formulated in three phases although this evaluation only relates to Phase 1, the three objectives of which were as follows:

- Upgrading the infrastructure, buildings and logistics within Jos Academy to sustain large national and regional training operations
- Develop a comprehensive national curriculum and to train managers and instructors to effectively manage and deliver training to a large, national then later regional, training facility on drugs and organised crime.
- Develop a Project Management Board for the academy and an advisory structure to plan and advise on the academy's future role as a Regional Training Academy

b) Major findings of the evaluation

For ease of reading, the findings in relation to the objectives will be dealt with in reverse order. Objective 3 has been completed in full with terms of reference for the committees compiled and the make up of the committees established. Both of the committees have been formed and are functioning.

Most of objective 2 has also been completed up to a national standard. A national curriculum is in place and students are being trained by qualified instructors. Both the International Project Co-ordinator and the National Project Co-ordinator are in place although the former only took office some 4 months ago. An alteration has been made in relation to the Computer Based Training. Instead of carrying out a training needs assessment, the software programme has been installed and is already in use. A further assessment will be carried out later. The one outstanding issue in this objective relates to a perceived requirement for additional money laundering training. This subject is already included in the curriculum and good quality additional training on the topic is contained in the CBT software installed. There may be a perceived need for high level financial investigation training. However, the creation of another unit in Nigeria, the Economic and Financial Crime Commission (EEFC) will be conducting such training and any NDLEA requirement will be better met there. The money saved can be utilised in other areas of the project.

In objective 1, most of the activities have been completed but those that remain, although in progress, are considered crucial to future development of the project. A mains water supply has still not been piped into the complex and the irregular Nigerian electricity supply causes problems. The installation of a generator under the project obviously meets part of the need but it is extremely costly to run in so far that it is almost in constant use. Alternatives such as solar energy should be considered at least to support the lighting and computer power needed for training.

The training rooms, student accommodation, kitchen, medical facilities and equipment supplied are all of a good standard and are being fully utilised.

Once the outstanding matters have been resolved, the project can move smoothly into Phases 2 and 3, hopefully taking heed of some of the recommendations to follow.

c) Lessons learned and best practises

There are few lessons to be learned at this early stage of the overall project. Slow disbursement of finance for purchasing equipment and travel costs by the local UNDP office has caused delays in a number of areas. Perhaps, of even more importance, is the fact that in the eyes of the counterparts, this perceived inefficiency reflects badly on the UN in general and UNODC in particular as the executing agency. This would appear to be a common thread not only connected to this project and clearly requires attention.

In general terms, this is a good project that deserves support in the phases to follow.

d) The recommendations, conclusions and implications to UNDOC of the evaluation

The following recommendations have been made in relation to activities in Phase 1 and for consideration in Phases 2 and 3.

Because of the long delays in disbursement issues, it is recommended that

- **Under the direct supervision of the UNODC Representative, project staff should be able to authorise payments up to a unit price of US\$5,000 to a total not exceeding US\$ 30,000 utilising the appropriate budget lines, as well as to authorise travel for committee members (on committee business), project staff and students when attending sponsored training.**

In view of the training already undertaken on the subject of money laundering which has now been supplemented by excellent additional training material in the recently installed Computer Based Training, it is recommended that

- **UNODC does not pursue the perceived need for further training in this field as scheduled in Phase 1**

Project planning for Phases 2 and 3 envisages the recruitment of a law enforcement expert on two occasions to prepare a training curriculum suitable for use in the regional context. This is considered unnecessary. The national curriculum already in use is considered more than appropriate by this consultant and can be used as the basis for the new curriculum with inputs from the LE advisor in Dakar and from the UN training manual. The document could then be circulated through ECOWAS to the relevant countries seeking comment. Final discussion and agreement can be considered by Regional Advisory Board. It is recommended that

- **The employment of a law enforcement consultant on two separate occasions for the purpose of creating a regional training curriculum is not required**

There will be a requirement for bi-lingual training (English/French) to be given to instructors/trainers at the academy to meet the needs of students arriving from other West African States. It is recommended that

- **UNODC research the feasibility of having this training carried out either within or without the project.**

On a number of occasions during the mission, mention was made of the concept of creating a research centre in the academy capable of data collection and analysis to enable policy makers to identify the sociologic and economic impacts of drug trafficking, abuse, and organised crime in general. The centre could be utilised by students, researchers, donors, bi and multi-lateral organisations and NGO's. Other academic institutions in the Jos area could participate. The establishment of such a centre could also be seen as a source of revenue to assist future sustainability. It is therefore recommended that

- **UNODC project staff in consultation with the Nigerian counterparts further research the feasibility of such a centre of excellence and assist in its development.**

Overall, this project is progressing satisfactorily despite the minor problems still to be resolved. It is strongly believed that the recommendations made, if adopted, can only serve to enhance the capabilities of the project over its full lifetime with the additional benefit of releasing project funding which can be better used elsewhere.

There are implications for UNODC. Firstly, when dealing with the UNDP aspect which has been fully described, it is readily accepted that this may well be UNDP practise throughout the world and cannot readily be changed. However, in the eyes of counterpart organisations that may not fully realise the operational capacities of UN branches, criticism is levelled at the UN in general and UNODC in particular. It is UNODC staff that has to face this criticism and attempt to justify the inefficiency.

In addition, a report prepared by the Chief Executive Officer of the NDLEA (**Annex 4**) and handed to the evaluator expressed some concerns concerning UNODC's commitment to the project. The gist of his concern is that so far, the only financial input to the project has emanated from the Government of Nigeria. The reality is that UNODC is not required to provide financial assistance until Phase 2 begins but it is the understanding of the evaluator that so far, no money has been pledged. Again, there is a perception that the organisation is not fully committed to the joint venture. It is the consultant's firm belief that at the earliest opportunity, UNODC should confirm to the counterparts that the money is available and that Phase 2 can begin as scheduled.

I. INTRODUCTION

1.1 Background and Context

In recent years, illicit drug trafficking and abuse have seen significant changes in West Africa. While Nigeria still plays the major role, other West African countries are increasingly being used as trafficking routes and destinations by traffickers turning the sub-region into a strategic drug control point. Cannabis in its herbal form remains the most abused drug in West Africa but the demand for heroin, cocaine and other psychotropic substances is on the increase. A number of countries have reported injecting drug use (IDU) with Ghana and Nigeria reporting IDU related HIV/AIDS.

To assist in combating the above, the Nigerian Government with the support of UNODC decided to enhance the National Drug Law Enforcement Agency (NDLEA) Training Academy at Jos, Nigeria, into a sustainable drug law enforcement academy capable of operating to international standards serving all 15 ECOWAS countries.

The project is designed in three phases over a six and a half year period with a total budget of US\$ 4,760,100. In simple terms, the first phase with a budget of US\$ 1,559,400, aims to upgrade the infrastructure of the buildings and logistics within the academy, to develop a comprehensive national curriculum with the requisite that trainers will receive suitable instruction to enable them to effectively manage and deliver training initially on a national level then later in the project, at regional level. Finally, a Project Management Board and a Regional Advisory Committee with relevant terms of reference will be created to plan and advise on the academy's future role.

The project strategy is sound and if fully implemented after Phases 2 and 3, will greatly enhance the various law enforcement bodies in the region to better tackle the escalating problem of drug trafficking and abuse. The time scale envisaged is reasonable, as is the proposed funding. **However, a perceived funding problem has been identified and will be further elaborated later in the report.** The logic of the document is sound providing each segment is completed before the next stage is embarked upon. Similarly, it is coherent and easy to follow.

1.2 Purpose and objective of evaluation

This evaluation has been carried out at this time for a number of reasons. Firstly, it is necessary to comment on phase 1 implementation to ensure that the objectives in phase 1 have been achieved before the project can move to the next stage. In addition, lessons learned will impact on future activities, recommendations may lead to changes in phase 2 planning and any corrective action identified, carried out. The evaluation has identified a number of problem areas that may have a bearing on sustainability and impact. It can be said at this time, however, that phase 1, when fully completed, only acts as a precursor for the activities to follow and that is when the expected effectiveness and results will be better identified.

1.3 Executing Modality/Management arrangements

The project has been executed by UNODC in Nigeria with the responsibility for financial transactions allocated to UNDP in Abuja. **The implementation modalities, their appropriateness and effectiveness, in some instances, have proved to be a problem area that will be further elaborated upon at the appropriate stage of the report. Remedial action will also be recommended.** Late recruitment of the International Project Co-ordinator (one year after project commencement) also had a detrimental impact on the managerial arrangements in that the National Project Co-ordinator faced a heavy burden at crucial stages of implementation. In addition, the late appointment of the IPC may have raised questions by the counterparts as to UNODC's commitment to the project. This is particularly relevant when one considers the only financial support for this project so far emanates from the Nigerian Government, a point made strongly to the evaluator.

A factor to be considered later in the report is the location of project personnel in relation to NDLEA Headquarters, the UNODC office and the project site and the travel cost implications.

Another problem that emerged during the evaluation discussions was that the project staff were unable to accurately portray the financial situation of the project to the Nigerian counterparts due to the inefficiency of the **Profi** and **Atlas** reporting systems.

A 14 day management training for 10 NDLEA managers was organised within the framework of the project at the UNODC sponsored TADOC Academy in Istanbul (Turkey). This has brought to light new expectations not previously considered in designing the project and which will be considered in any phase 2 or phase 3 alterations.

1.4 Scope of the Evaluation.

The evaluation has addressed the present situation with regard to the upgrading of the building and surrounds at Jos as well as the trainers' ability to carry out training to a high standard. The question of the academy's future ability to emerge as a centre of excellence for the sub-region as well as future sustainability was also considered. Discussion took place only with the Nigerian counterparts and UNODC personnel, there being no other donors. The appropriate ECOWAS representative was unavailable at the time of the visit and the delegated law enforcement for the sub-region, based at Dakar, could only be contacted by telephone on the last day of the evaluation mission due to his prior commitments.

1.5 Methodology

The evaluator discussed the project with all project staff, senior NDLEA officials at headquarters level and visited the site for discussions with the Commandant and his staff. In addition, an inspection was carried out of the various utilities and equipment supplied or supported by the project.

The full range of associated project documentation was also made available for inspection. These included costed work plans, terms of reference for the Project Management Board, the Regional Advisory Committee, terms of reference for project staff, a copy of the national curriculum already in use, status reports, mission reports and the various project progress reports. Other documentation with linkage to the project was also made available.

During the site visit, brief discussions also took place with students already using project equipment.

2. ANALYSIS AND MAJOR FINDINGS

2.1 Overall Performance Assessment

In general terms, the aims and objectives in Phase 1 have been met or are in progress although a number of issues need to be addressed and in some cases, modified. The design of the project was sound with the outputs and activities of each of the three immediate objectives clearly set out. It should be pointed out also that a number of the outputs and activities necessary for the overall success of the project in fact fell to the Nigerian counterparts to implement outside the influence of project staff.

Initially, the objectives were appropriate and relevant to the overall success of all three phases of the project. However, experience shows that amendments will be required for the start of the second phase. In addition, the evaluator will recommend that a number of activities related to training and capacity building in the regional context envisaged under phase 1 are not necessarily required.

2.2 Attainment of the objectives

Immediate Objective 1 deals with the infrastructure and logistics of the academy to sustain a national then regional training operation. It was intended to improve buildings, provide safe power and water and adequate security for the complex. It included providing classrooms and accommodation suitable for national and international students, adequate catering facilities, and an industrial laundry. In addition, transport would be provided and a vehicle workshop established and equipped with staff being trained in the maintenance of vehicle. Finally, modern training equipment would be purchased and a library equipped.

So far, mains supply water has still not been supplied which has a detrimental effect on both national and international activities. This is seen as an absolute prerequisite before international students could be invited to attend. To meet this current shortcoming, the project (or the academy) is obliged to supply and pay for water tankers which was not originally budgeted for. In addition, a borehole was dug as part of the project but did not produce water in sufficient quantities. A second borehole is currently being dug. Similarly, a question still remains about the provision of power to the establishment. The Nigerian power supply is generally unreliable and in an attempt to remedy this issue, a generator was supplied as part of the project. The daily use of it has proved to be a costly exercise in terms of fuel consumption. The evaluator believes that alternatives should be found and the Nigerian authorities are currently researching a private electricity company that could supply all electricity needed. Another option worthy

of consideration is the provision of solar panels which could at least generate sufficient electricity to power all lighting, security and computer equipment.

The erection of security fencing is currently in progress. The upgrading of the classrooms, students accommodation, staff offices, recreation areas, laundry and catering facilities have all been attained to a good standard.

All vehicles envisaged in the project have been supplied or are on order. Although the necessary ingredients have been ordered, the vehicle workshop has not been build and the original chosen location has been moved to an other site in the complex, for safety reasons. It follows therefore that the equipment has not been supplied and the staff not trained. The procurement procedures through UNDP seem to have delayed the delivery.

Originally, the equipping of the library in terms of shelving and book supply was catered for in the project. In the early months, UNODC was informed by the Nigerian counterparts that the library was to be equipped by the US authorities bilaterally. This did not materialise satisfactorily. Accordingly, the project has now supplied the books, and the shelving is under order. Other training equipment has also been supplied. Catering and laundry equipment has been installed in accordance with the project.

Immediate objective 2 is aimed at developing a comprehensive curriculum and to train managers and instructors, initially to national, and later to international standards. This included management training for the management team,

- the appointment of four senior NDLEA instructors for curriculum training and development of course curricula,
- the training of 10 NDLEA instructors in training and teaching techniques,
- the training of 5 NDLEA instructors in money laundering and asset seizures,
- the finalisation of a training need assessment aimed at creating a west-African CD Rom training programme during project Phase 2.

An international project co-ordinator was employed about 12 months after the project commenced. The late recruitment of this officer did have a detrimental effect during a number of stages of the implementation. A national project coordinator was recruited from the actual start of the project, but the absence of an IPC placed a heavy burden on this post holder.

All relevant management staff and instructors have been recruited and trained as required, with **the exception of the money laundering aspect**. The national curriculum was developed and is in use. Consultation took place with training experts from other establishments and culminated in the visit of agency and academy staff to TADOC in Turkey.

The introduction of the CD Rom training programme was altered for the following reasons:

- expert advice by the Regional law enforcement adviser to utilise the existing CBT Global Programme
- it was recommended by UNODC CBT programme coordinator, M. John Irvin, that a detailed training need assessment could be undertaken during the pilot phase of CBT

Both factors led to the installation of the CBT programme at the academy training centre in November 2004 earlier than planned.

This evaluator does not believe that there is a need for further money laundering training at the academy. Explanations and alternatives will be offered in the Recommendations section.

Immediate objective 3 was aimed at developing a project management board for the Academy and an advisory structure to plan and advise on the academy's future role as a regional training establishment. This included:

- The establishment of management Board and approval of terms of reference, mandate and composition
- Establishment of an Advisory Committee for the Regional Training Academy and approval of terms of reference, mandate and composition
- Facilitation for the process of the Academy moving towards a regional structure in phase 2 and 3

The terms of references for both the management Board and the Regional Advisory Committee have been developed and approved. Indeed, both are already functioning. The terms of reference for this evaluation have obviously been completed and the evaluation report is being finalised. Additionally, project documentation, work plan and budget for phase 2 are in hand. A series of recommendations to be made by the evaluator might affect the work plan and budget, in relation to money laundering training, the recruitment of a law enforcement expert for regional curriculum development, the future sustainability of the project, and the handling of future project financial transactions.

2.3 Achievement of project results

The real achievements of the project can only be measured at the end of phase 3 and the final evaluation. However, in general terms most of the project achievements have been accomplished or at the very least, in hand. Overall spending has been kept within budget limits, reflecting somehow an apparently slow disbursement.

2.4 Implementation

There is no doubt that there have been delays in project implementation due to the extremely slow procurement process within UNDP. One example would be that vehicle workshop equipment ordered in October 2004, has still not been provided to date. Similar experience has been encountered with the equipping of the library. Regular problems are also encountered with regards to travel arrangements for project staff, consultants, committee members and trainees at the academy. **All of these factors reflect badly on UNODC in the eyes of the Nigerian counterparts and others. As previously mentioned the late recruitment of an internationally experienced IPC also impacted negatively on the implementation process and also questioned UNODC' commitment.**

Operational planning has however, followed the activities of the project document with the various limitations already mentioned.

Project activities have also been monitored by the project management board that consists of senior NDLEA management, the academy Commandant, and UNDOC Field Office.

The project site and the Field Office was visited by a senior headquarters delegation (DO and FRMS) in November 2004. It is the understanding of the evaluator that they were fully in support of the project and its aims. Indeed a recommendation for the enhancement of the academy into an international research centre, in collaboration with local academic institutions emanated from this mission. In addition FRMS made further recommendations to local staff in relation to financial matters which led to in-house project management training in the early days of January 2005.

In addition, members of the project team pay regular visits to the project site and project progress reports are produced in a timely fashion and disseminated.

2.5 Institutional and Management Arrangements

This project is unusual in that the senior counterparts (decision-makers) are based in Lagos, the project team are based in Abuja (UN House), and the project site is in Jos. (Lagos is 800 km from Abuja, and Jos is 300 Km from Abuja). It follows therefore that close cooperation between stakeholders cannot be carried out face to face (telephone and emails). The evaluator believes that this does have a slightly detrimental effect and does add considerably to travel costs. For example, all project management board meetings are held either at Jos or Abuja, and the project bears the cost of all members' travels. Similarly, in addition to ordinary site meetings, a member of the project team is required to visit the academy weekly to settle expenses when students are in residence.

ECOWAS is the only other stakeholder in so far as it represents the other West-African countries on the Regional Advisory Committee and the Tripartite Review Meeting. Unfortunately the evaluator did not see the ECOWAS Representative. During his meetings, the evaluator formed the opinion that the Representative could do more to facilitate the creation of the regional dimensions of the project. As an example, the member representing the French speaking countries (a Drug Police officer from Ivory Coast) has failed to attend the three Regional Advisory Committees held so far and it is believed that the ECOWAS Representative could have maybe sought firm commitments from its members.

Mention has already been made of the problems in relation to procurements via UNDP which do need to be addressed.

During meetings with senior NDLEA managers the evaluator was told that there was disappointment that UNODC so far, had still not committed the organisation financially to the project, and that only "Nigerian Money" was been utilised. It is therefore perceived that UNODC funding should be seen to be available before phase 2 can commence. This may be an area where UNODC headquarters could assist by actively pursuing financial backing for the project.

3. OUTCOMES, IMPACTS AND SUSTAINABILITY

3.1 Outcomes

There is no doubt that as a result of this project so far, the facilities at the academy at Jos have been considerably improved. Students now have the opportunity to be trained in comfortable classrooms, utilising modern training equipment and taught by properly trained trainers. The students living accommodation is of a good standard (individual with shower, refrigerator, television). A suitably equipped kitchen and laundry also support the students.

The introduction of the Computer Based Training software has undoubtedly enhanced the scope of the training to the ultimate benefit of the students, and finally the agency as a whole.

3.2 Impacts

It is believed that the real impact of this project will not be seen until a much later stage. What has been achieved so far, is the creation of a solid base from which other aspects of the project can be developed. Issues such as the national curriculum, current training methods, and lessons learned will serve to support the progression of the academy into a regional centre of excellence for Drug Law Enforcement training. It will also allow the Nigerian authorities further scope to expand the facility to include other issues at their own discretion. An example might be the creation of a research centre, which will be discussed later in this report.

3.3. Sustainability

All efforts have been made in phase 1 to ensure sustainability in the future, However a number of factors still need to be resolved, and possibly other issues may arise in phase 2 and 3 that will require attention.

As an example, as already mentioned, the issue of water supply, if not resolved, could prevent the academy achieving regional status. It will also be necessary to ensure sustainability for UNODC to make their financial contribution to the project. Its is unreasonable for this project to be financed totally by the Nigerian Government if UNODC is to retain credibility.

4. LESSONS LEARNED AND BEST PRACTICES

4.1 Lessons

The first lesson learned by the evaluator is that it is difficult to carry out the evaluation exercise during particular phases (and in this case phase 1), as many of the measuring tools are not yet in place. Furthermore, benefits cannot be fully appreciated until much later in the project.

One of the lessons that must be learned from this exercise is the inability of UNDP, as already discussed, to operate in a timely manner. On numerous occasions, staff have been obliged to utilise personal money for travel, simply due to the slowness in releasing requested payments.

UNODC has developed a number of training establishments in different parts of the world. During the formulation of this project document, advice and lessons learned from these establishments may have benefited this planning process. This was certainly found to be true when NDLEA managers and the National project coordinator made a later visit to the TADOC (Turkey) academy.

4.2 Best Practices

In fairness, the evaluator finds it difficult to identify best practices worthy of note in the context of this early evaluation. As the project develops into a regional establishment, fully equipped with highly trained and motivated instructors, the occasion may arise when it could be used as an example for the planning of similar establishments in the future.

4.3 Constraints

The constraints pertinent to the evaluation have already been referred to. They relate to the apparent inefficiency of UNDP, the difficulty in acquiring basic power and water supplies to the academy and possibly, the location of the project staff in relation to the counterpart organisation and the project site.

5. RECOMMENDATIONS

5.1 Issues resolved during the evaluation

There are no real recommendations that were made during the evaluation which could be resolved immediately other than to stress the need for an adequate water and power supply before the academy could ever move forward to regional status. Most recommendations emanating from the process require further elaboration either within UN circles or between project personnel and the Nigerian counterparts.

5.2 Actions/decisions recommended

The evaluator wishes to make a number of recommendations which are relevant to either outstanding issues in Phase 1 or for consideration before Phase 2 is implemented. Where possible, the rationale behind each recommendation will be elaborated.

UNDP needs to overhaul and accelerate its disbursement process in relation to project equipment and the issue of travel documentation. **It is therefore recommended that under the direct supervision and authority of the UNODC Representative, project staff should be able to authorise the purchase in cash/cheque of project equipment up to a unit price of US\$ 5000 not exceeding US\$ 30,000 in total without reference to UNDP, utilising the appropriate budget lines in the workplans. Similarly, the purchase of travel tickets in relation to project staff, members of the Project Management Committee and Regional Advisory Committee (on project business) and students at project sponsored courses should be authorised using the same process.**

Under the project, further money laundering training is budgeted for and has only been delayed due to the unavailability of suitable trainers. Basic training in the subject is already included in the curriculum and this has now been supplemented by the excellent financial training package encompassed within the Computer Based Training Programme already installed at the academy. This is all that is required. It allows officers conducting searches etc. to be aware of financial documents, bank statements, credit slips and cards etc. which may lead to money laundering or at least require additional financial investigation. During discussions with senior NDLEA staff, they actually seek more sophisticated financial investigation training for their specialists, which should not be included in this project. Coincidentally, a new unit, the Economic and Financial Crime Commission (EFCC) has been created in Nigeria, a training establishment built with provision made to train officials from a number of Nigerian Institutions. It is believed that NDLEA have the mandate under Nigerian Law to carry out this type of investigation which is highly sophisticated and normally comprises a team which includes document and forensic analysts, who task well trained investigators on what is required. It is strongly believed that any NDLEA training requirement in this specialised field should be met by the EFCC training establishment to ensure compatibility in the training methods. **It is therefore recommended that UNODC does not pursue the perceived need for further training in this field and utilises the money saved in other areas of the project.**

One issue that will need to be resolved before the academy can move to regional training is to have senior managers and academy instructors trained bilingually (English/French) to cater for the needs of a number of the other West African States likely to participate in the training package. **It is recommended that UNODC research the feasibility of having this training carried out locally.**

Similarly, at this stage, consideration is to be given to the compilation of a regional training curriculum, which should be completed in Phase 2. During the lifetime of the project, provision is made for two visits by a law enforcement consultant to formulate a suitable curriculum. It is the view of this consultant that such expense is not necessary. The NDLEA national curriculum contains all of the subjects considered relevant having excluded those areas of training pertinent to Nigeria alone. It is also backed up by the CBT programme. This consultant therefore takes the view that UNODC personnel should prepare such a curriculum, perhaps in collaboration with the regional law enforcement advisor, then circulate the document through the auspices of the ECOWAS representative for comment from the participating countries. Final discussion and agreement should be carried out within the meeting of the regional advisory committee. **It is therefore recommended that the employment of a law enforcement consultant on two separate occasions for the purpose of creating a regional training curriculum is not required.**

A topic raised during the various meetings and read by the evaluator from various project documentation, is the creation of a research centre within the Jos Academy in the future. Although there was no time to study this suggestion further, it was learned that situated in the vicinity of the academy are the following educational establishments:

The Police Staff College
The Nigeria Institute for Policy and Strategic Studies
The University of Jos
Jos Polytechnic
The Centre for French Teaching and Documentation.

The idea of the creation of such a centre has much merit not only from an academic point of view but it would offer a source of revenue for Jos academy to assist with future sustainability. Research could include data collection and analysis to enable policy makers to identify sociologic and economic impacts of drug trafficking, drug abuse and indeed organised crime in general. The centre could be utilised by students, researchers, donors, bi and multilateral organisations and Non Governmental Organisations (NGO's). It is the view of the consultant that study at such a centre should result in some form of academic accreditation at the conclusion of the study period. **It is therefore recommended that UNODC project staff in consultation with the Nigerian counterparts further research the feasibility of the creation of such a centre of excellence and assist in its development.**

6. OVERALL CONCLUSIONS

Overall, this project has much merit and there is clear potential that the aims and objectives of all three phases can be fully met. However, future development of the academy must emanate from a solid base that requires the full implementation of a basic infrastructure. An adequate water supply and the provision of sufficient power to maintain both living standards and the full utilisation of all electrical equipment must be seen as absolutely essential as pre requisites.

The project is progressing satisfactorily and should definitely move now towards its second phase, ideally with the alterations recommended by the evaluator. Savings made by removing a number of activities no longer seen as essential should free funding which can be better used in other areas of the project.

There is one area that causes slight concern to the consultant however. It relates to the counterparts' **perception** of UNODC and its role in the project. This concern can be clearly seen in the report handed to the evaluator on behalf of the NDLEA Chief Executive Officer. **(Annex 4)**

UNODC should be seen as a professional advisory, coordination and implementation unit working closely with its partners in an effective and efficient manner. There is no doubt that the late recruitment of the IPC, the many problems associated with the role of UNDP as the disbursement agency and UNODC'S failure so far to obtain additional funding for the project raises the question of commitment in the eyes of some senior NDLEA officials. So far, all funding attributed to the project has been donated by the Nigerian Government. Despite assurances that the additional funding will be made available, the evaluator believes that a certain level of suspicion will remain until this issue is seen to be resolved.

Although not considered worthy of an actual recommendation, the question of UNODC project staff deployment should be considered. The decision making officials of NDLEA are based in Lagos with the result that day to day discussion in relation to the project can only be carried out electronically.

Finally, there is no doubt that the NDLEA senior managers, in conjunction with UNODC, are determined to elevate the Jos Academy into a strong regional resource and training centre dealing not only with law enforcement issues but also providing expertise in demand reduction. Providing adequate funding is maintained, all of the goals can be achieved and subsequently sustained.

ANNEX 1

PROJECT Phase I, EVALUATION TERMS OF REFERENCE

Project Title: *Upgrading of the NDLEA Jos Training Academy to a regional Law Enforcement Training centre*

Project No: *AD/NIR/03/G73*

1-Brief Description of project:

In recent years, illicit drug trafficking and abuse have seen significant changes in West Africa. While Nigeria still plays the major role, other West African countries are used increasingly as trafficking routes and destinations by traffickers, turning the sub-region into a strategic drug control point. West African crime groups collaborate with Latin American, Asian and European groups and jointly have developed trafficking routes that combine air, sea and land routes from the drug producing areas to the consumer countries in Africa, Europe and North America. These new but well-established routes serve as pathways for illicit trafficking of heroin and psychotropic substances from Asia, cocaine from South America and cannabis originating both from the West African region and from Morocco. The most abused drug in West Africa is cannabis in its herbal form but the demand for cocaine, heroin and psychotropic substances is increasing. Eight West African countries have reported injecting drug use (IDU) with Ghana and Nigeria reporting IDU-related HIV/AIDS. A study among 400 street users of heroin and cocaine in Lagos in 2000 found that more than 20% were injecting and concluded that the actual rate of IDU in Lagos and other urban centres was much higher than thought. To curb the drug trafficking and abuse problem in the West African region the Nigerian Government has decided with the support of UNODC to turn the National Drug Law Enforcement Agency (NDLEA) Training Academy in Jos, Nigeria into a sustainable law enforcement training academy operating at international standards. The Academy will serve all 15 ECOWAS countries. This project aims at supporting the Nigerian Government in its efforts by developing the infrastructure of the training centre to accommodate large numbers of international students and by uplifting the teaching capacities of the centre to the benefit of the sub-region. This will be done by management training, training of instructors in specialized subjects, curriculum development, etc. The computer-based training system developed by UNODC in the Greater Mekong Region under another project, and already adapted for the TADOC training center in Turkey, will be reviewed and adapted for use in West Africa. Introduction of computer-based training will enable cost-effective training of large numbers of officials. A medium-scale drug-testing laboratory will also be equipped

Project description

The project started on October 2003 for a total duration of 66 months (2003-2008) for a total budget of 4,760,000 US Dollars (including 13%PSC)

Phase 1: 18 months (2003-2004), for US\$ 1,559,400

Phase 2: 2 years (2005-2006), for US\$ 1,663,800

Phase 3: 2 years (2007-2008), for US\$ 1,636,900

EXPECTED END OF PROJECT, PHASE I, EXPECTATIONS

“At the end of Phase I, the NDLEA academy in Jos will have enhanced its training facilities and managerial and teaching structures to international standards. The building and infrastructure will be able to accommodate and cater for a large number of students.”

The main objectives of phase I of the project were: please refer to Project document page 8.

1. upgrading the infrastructure, buildings and logistics within the Jos academy to sustain large national and regional training operations
2. to develop a comprehensive curriculum and to train managers and instructors effectively manage and deliver training to a large, national and later regional, training facility on drugs and organised crime

3. to develop a Project Management Board for the Academy and an Advisory structure to plan and advise on the Academy's future role as a Regional Training Academy.

2. Evaluation Purpose

The purpose of the evaluation is to analyse: a) project concept and design; b) phase I implementation; and c) the outputs, outcomes and impact of the phase in measuring efficiency, effectiveness, areas for corrective action, and areas of success.

a) The evaluation will analyse the project documents and find out if the context has been appropriately considered with regards to capacity building and sustainability. The evaluation would then conduct an assessment of comparative advantages regarding Phase I activities, objectives, inputs/outputs and outcomes. An evaluation of the executing modality and managerial arrangements will also be included. The evaluation will also aim at assessing the appropriateness, quality and cost effectiveness, and achievement indicators and review the work plan, planned duration of and budget for the project Phase I. Finally, an analysis of the internal logic matrix and coherence of the project could also be produced.

b) The evaluation will also be assessing the implementation of the phase in terms of organizational goals, quality and timeliness of inputs and efficiency and effectiveness of activities carried out. Also, the effectiveness of management, as well as the quality and timeliness of monitoring and backstopping by all parties to the project, will be evaluated.

c) The evaluation will assess the outputs, outcomes and impact achieved or expected to be achieved by Phase I of the project as well as the likely sustainability of project Phase I results. **This should encompass an assessment of the achievements regarding primary objectives of Phase I, and whether this is in line with the projects general objectives.** The evaluation will also assess if the project has had significant unexpected effects or inputs, whether of beneficial or detrimental character.

On a more general level, and more result oriented perspective, the evaluation will seek to address areas for corrective action if need be (best practices that can be used to improve project implementation and setting up of new priorities that fully meet the needs of beneficiary countries within the West African sub-region). The stakeholders of this evaluation are primarily UNODC, NDLEA, but also donors and the international community. The evaluation will also seek the view of donors, and where possible, the views of beneficiary

3. Evaluation Scope

The evaluation will cover the upgrading of Jos Academy as a Law Enforcement training structure, and carefully study, among others the following:

- (i) It would be necessary that a search would be conducted on the standards of level assigned to Phase I regarding upgrading (installation of equipments, upgrading of facilities)
- (ii) prerequisite achievements and their outcomes
- (iii) Measure performance outcomes, impact and sustainability of the benefits of the projects.
- (iv) Determine and measure efficiency of project planning and implementation (this might include organizational structures, managerial tools, co-ordination and supervision mechanisms, work plan, budget and treasury planning, procurements acquisition procedures and delays).
- (v) Whether the results of Phase I have been formally achieved, and if not why.
- (vi) The project's impact to human and institutional capacity development.
- (vii) Assess whether this capacity will be creating conditions for sustainability, or alternatively indicate conditions.
- (viii) Determine briefly the capacity of sustainability of results and benefits, beyond UNODC funding/support.
- (ix) The evaluation will also seek to incorporate views and opinions from other donors and states providing assistance.

NB As now, no trainees originated from an ECOWAS country have been yet invited to the academy, keeping in line with work plan. It would be therefore anticipated to organise a visit of the evaluator to those countries.

4. Evaluation Methods

As for the methodology and process, the evaluation will be a joint effort between the IEU, NDLEA, ECOWAS and UNODC Nigeria.

UNODC head Quarters officials responsible for briefing the evaluation team are:

- DO/HSB/ATS Chief, Brian Taylor,
- DO/HSB/ATS/AOLCEU Chief, Ian Munroe,
- Do/pdb/ames, Chief, Chris Van der Burgh,
- and Mr. Paul Salay, Country Representative UNODC Nigeria.

Representing ECOWAS at the Regional Advisory Committee

- M. Mamadou Gueye, ECOWAS Secretariat Abuja, coordinator (education, culture and drug control),
- Colonel Isaac K. Akuoko, Ghana Narcotics Control Board as a member of the Regional Advisory Committee (on behalf of English speaking countries).
- So far, the Ivorian member representing French speaking countries has not participated to any of the two Regional Advisory Committee meetings.

The consultants will have access to all relevant documents and staff who have worked on the project. As required, the evaluators will further consult with

- Mrs Kubra Abdullahi, G73 National Project Coordinator UNODC Nigeria,
- Jean-Louis Gaillard, international project coordinator.

Contacts could also be established with

- Flemming Quist, UNODC Africa Law Enforcement Adviser based in Dakar, who has a command on Phase I of this project
- M. Stephen Nwaoboli, administration and finance assistant at UNODC country office
- G/73 project assistant M. Stephen Okana could also be interviewed.

In addition, in depth interviews should also be conducted with the partner (namely Nigerian Drug Law Enforcement Agency):

- the Chairman, Alhaji Bello Lafiaji,
- the Administration and Finance Director, M. Daniel S. Ismaila;
- the Director of Training, Umaru D. Emmanuel;
- the Director of Technical Services, Dr Opara;
- the Academy Commandant, Isah L. Mohammed.

Please refer to directory attached.

The evaluation methods will include the following:

- Documents review and analysis;
- Interview with first beneficiary (NDLEA), (through person-to-person interviews or by telephone) as well as representative of advisory structures (ECOWAS Secretariat)
- Field visits;
- Participatory observation and rapid appraisal;

The following documentation related to the project will be provided as reference:

1. project document;
2. summary records of regional review meetings;
3. activities reports;
4. mission report
5. research reports.

5. Evaluation Team Composition

A single evaluator (or ideally a team comprising of two evaluators) would be able to enhance the outcomes rather than remain formal in terms of success of delivery rate. This is advocated by the necessity to merely build an understanding of the situation and parties, as well as phasing of the projects, in order to emphasise on corrective actions to be undertaken, if need be.

The evaluation delegation will be composed of

- A single independent evaluator

Specifically, the evaluator will have:

- Knowledge and familiarity with various aspects of capacity building (ideally within a law enforcement environment)
- A sound knowledge of project management in developing countries;
- Technical expertise in various evaluation methodologies and techniques;
- Fluency in English;
- Ability to conduct a field work;
- Experience and knowledge of the UNODC system.

6. Planning and Implementation Arrangements

The evaluation will produce the following:

- (a) A summary of evaluation plan to be submitted prior to field evaluation;
- (b) Presentations of findings as appropriate;
- (c) A draft project evaluation report with findings, lessons learned, with an emphasis on recommendations;
- (d) A briefing of UNODC Country representative and UNODC staff by the presentation of a draft summary of project evaluation
- (e) A final project evaluation report on the G73 project covering the project concept and design, implementation, outputs, outcome and impact of phase I, recommendations for phase II and beyond, and lessons learned.

N.B. Budget limit on bu-li 16-02 is 11800 US\$.

ANNEX 2

Organisations and places visited and persons met

28th January, 2005

Arrive in Lagos, met by International Project Co-ordinator then to hotel

29th January, 2005

Meeting at NDLEA Headquarters in Lagos – Persons present:-

Dr. Daniel S. Ismaila, Director – Finance and Administration

Dr. Lawrence U. Opara, Director – Technical services

Isah Likita Mohammed, Commandant, Jos Academy

Umaru D. Emmanuel, Director of Training

Mu'azu Umar, Assistant Director – International Relations

Dr. Wale Ige, Director of Intelligence

30th January, 2005

Travel to Abuja

31st January, 2005 – UNODC

Meeting with Jean-Louis Gaillard, International Project Coordinator and Mrs.

Kubra Abdullahi, National Project Coordinator

Meeting with Stephen Nwaoboli, F.O. Finance and Admin Assistant

Meeting with Cyriaque SOBTAFO, Deputy Representative

1st February, 2005

Travel to NDLEA Academy, Jos

Meeting with Isah Likita Mohammed, Commandant of Academy

Mu'azu Umar, Assistant Director, International Relations

Umaru D. Emmanuel, Director of Training

Josephine Obi, Deputy-Commandant (academics)

Followed by tour of site and inspection of facilities associated with project, discussions with staff

2nd February, 2005

Further visit to Academy at Jos and de-briefing session with Commandant Mohammed and Mu'azu Umar as above

Return to Abuja and preliminary work on evaluation report.

3rd February, 2005 – UNODC

Meeting with Ms. Adebisi ARIJE, F.O. Programme Officer

Work on evaluation report

Meeting in Sheraton Hotel with Pat O'SULLIVAN, UNODC consultant in financial investigation matters

4th February, 2005 – UNODC

Further work on evaluation report
De-briefing session with Mr. Paul Salay, UNODC Representative

5th February, 2005 – UNODC

Further work on evaluation report

6th February, 2005

Finalisation of evaluation report.

7th February, 2005

Depart for the United Kingdom.

ANNEX 3

Summary assessment questionnaire

EVALUATION ASSESSMENT QUESTIONNAIRE

Project Title : “Upgrading of the Nigerian Drug Law Enforcement Agency Jos Training academy into a regional Law Enforcement Training Centre”

Project number :NIR/AD/03/G73

A	Quality performance items	Ratings				
		1	2	3	4	5
1.	Project design (clarity, logic, coherence)				X	
2.	Appropriateness of overall strategy				X	
3	Achievements of objectives			X		
4.	Prerequisite fulfilment by government				X	
5.	Adherence to project duration			X		
6.	Adherence to budget			X		

B	Implementation	Ratings				
		1	2	3	4	5
7.	Quality and timeliness of UNODC inputs			X		
8.	Quality and timeliness of Government inputs			X		
9	Quality and timeliness of ECOWAS inputs		X			
10	UNODC HQ support (administration, management, backstopping)			X		
11	UNODC FO support (administration, management, backstopping)			X		
12	Executing agency support			X		

C	Results	Ratings				
		1	2	3	4	5
13	Achievements of results			X		
14	Timeliness and quality of results			X		
15	Attainment, timeliness and quality of outputs	Quality ranges at this stage				
16	Project impact	Cannot be calculated at present				
17	Sustainability of results/benefits	Can only be gauged at completion of phases 2 and 3				

D	Recommendations	Ratings				
		1	2	3	4	5
18	Continue/extend no modifications	X				
19	Continue with modifications (minor, extensive)			X		
20	Complete project revision	X				
21	Terminate	X				

E	Comments
	<p>Most of the activities in Phase 1 relate to the building of an infrastructure capable of providing drug law enforcement training initially at national then later, regional level. Most of this has been achieved although there are still a number of minor issues that are in progress. Suggested modifications resulting from this evaluation, if adopted, will require amendments to Phase 2 planning and budgeting. Impact, sustainability and benefits are difficult to quantify as this time.</p>



NATIONAL DRUG LAW ENFORCEMENT AGENCY
4, SHAW ROAD, IKOYI
LAGOS, NIGERIA

EVALUATION OF PHASE 1 OF THE G.73 PROJECT

UPGRADING OF THE NDLEA ACADEMY, JOS INTO
A REGIONAL ACADEMY FOR DRUG CONTROL

A SUBMISSION BY

THE NATIONAL DRUG LAW ENFORCEMENT AGENCY
LAGOS, NIGERIA

PRESENTED TO

Derek Todd

(International Project Evaluator; Project G73, Phase I)

January 29, 2005

A. Introduction:

1. The NDLEA Academy commenced operations on a temporary site at Rikkos, Jos, Plateau State, in 1991. Prior to 1991, the Agency had trained its first set of officers at the Police Colleges (Ikeja) Lagos, Kaduna and Orji River Nigerian Army School of Signals and State Security Service Training School, Lagos.

2. Though a relatively young institution, the Academy has conducted eleven (11) Cadet Officers and thirteen (13) Agents Basic Courses and a number of Refresher courses for all cadres. Over three thousand cadets have been trained at the NDLEA Academy from 1991 to date.

3. The present site of the Academy at Katon Rikkos, Jos, used to be the Army Signal Barracks before it was handed over to the NDLEA by the Government of Nigeria (GoN). The GoN considered the prospects of hosting the Regional Training Centre for Drug Control in arriving at its decision. Since then, the GoN has continued to provide for its development.

B. Regional Training Centre

4. As far back as 1991, participants at the Heads of National Drug Law Enforcement Agencies in Africa (HONLEA-AFRICA) Conference held in Nairobi, Kenya, welcomed GoN's offer to host a Regional Training Centre for Drug Control in order to enhance drug law enforcement capacity in the region. The desired follow up to actualise this dream was not forthcoming until the incumbent Chairman/Chief Executive, Alhaji (Dr.) Bello Lafajji, OFR. (fwc), himself an expert in security training, saw it as a challenge and decided to take it up with the President, Chief Olusegun Obasanjo, GCFR. Dr. Lafajji pursued this objective with utmost zeal and commitment. The project was eventually endorsed at the 44th Session of the Commission for Narcotic Drugs (CND), at Vienna, Austria in April 2001. Sequel to this development, the erstwhile Executive Director of UNODC, Mr. Pino Alarcchi, gave official consent to the project and appointed two (2) experts on Law Enforcement Training to carry out a feasibility study. These actions finally culminated in the visit of the Executive Director to Nigeria during which he formally notified GoN of the Commission's decision and preparedness to support this all-important project.

5. Dr. Bello Lafajji went further to attract the attention of the President, Chief Olusegun Obasanjo (GCFR), the Vice-President Alhaji Atiku Abubakar (GCON), the legislature and the Honourable Attorney General of the Federation and Minister of Justice, the supervising Minister of the Agency on the significance of the project.

C. Project design:

6. When the project commenced, there were no lessons readily available to learn from. All the same, the Agency proceeded with caution and deliberately stretched the project to cover a five-year period. Other reasons that guided the Agency's decision:

- a. The magnitude (size) of the project.
- b. The need for adequate resource mobilization to support the project to completion;
- c. The need for effective and efficient implementation of each phase of the project; and
- d. The need to learn vital lessons in order to improve on subsequent phases.

D. Project Implementation:

7. The procedure for project implementation was clearly set out in the project document, though it is now clear

that some flaws exist in the ToR that should be revisited. A lot therefore, will need to be done to improve on the present method of implementation and monitoring of the remaining phases.

E. Government funding:

8. The GoN has remained faithful in meeting its financial obligation to the project. It has redeemed its Two Million Dollar (US\$2million) counterpart fund pledge to the project. In addition, GoN has continued both physical and infrastructural development of the Academy to ensure that the desired standard is met. In 2004 alone, the sum of One Hundred Million Naira (N100m) was earmarked and released for a number of projects in the Academy in keeping with Nigeria's part of the obligation; and a similar amount has been recommended for the 2005 budget for projects of the Academy. We believe that this gesture is quite commendable and worthy of appreciation through reciprocation by other parties involved in the project. On-going projects for 2004 are in the following specific areas

S/N	Project	Cost	Cost
		N	\$
1	Roofing/Drainage/Tiling of Library and Chalets	8,999,730	53,844
2	Extension of Administrative Block Phase I	8,864,930	68,192
3	Extension of Administrative Block Phase II	7,655,580	58,890
4	Perimeter Fencing (phase II) East Wing	9,919,960	76,307
5	Perimeter Fencing (phase III) West Wing	8,259,860	63,537
6	Rehab of Access Road to Senior Officer's Mess (I)	9,973,920	76,722
7	Rehab of Access Road to Snr and Jnr Officer's Quarters (II)	4,859,960	37,384
8	Conversion of One Male Hostel to International Standards	8,869,510	68,227
9	Conversion of One Female Hostel to Int. Standards	8,869,510	68,227
10	Rehabilitation of Play Grounds	4,900,390	37,695
11	Rehabilitation of Two Classroom Blocks	2,166,480	16,048
12	Drilling of additional Borehole	5,810,666	46,048
13	Extension of Store	5,333,260	40,794
		92,453,756	681,915

F. Projects under Phase 1

9. The following equipment and services were billed for implementation under the first phase:

SN	PROJECT	BUDGET	UTILIZED
		(JSS)	(US\$)
01	Air Conditioners	100,000	000
02	Equipment for laundry service	7,000	000
03	Equipment for kitchen & catering	50,000	50,000
04	Vehicles	156,000	76,000
05	Library Equipment	53,500	000
06	Training Equipment	34,000	34,000
07	Office equipment & Furniture/Academy	80,000	80,000
08	Safe Power Supply	100,000	100,000
09	Safe Water Supply	30,000	30,000
10	Provision of technical security	105,000	55,000
TOTALS		715,500	425,000

10. However, while some of the projects could not be completed, some projects scheduled for implementation under Phase II were moved to the first phase and implemented. Funds meant for some other projects were moved to other subheads and utilized. I believe the National Project Coordinator and the International Project Coordinator are ready with details of these implementation arrangements and would brief the evaluation meeting accordingly.

G. UNODC counter-part funding:

11. The GoN is getting really concerned that up till date, the UNODC has not been able to secure contributory funding from any donor for the project. This development is at total variance with the initial expectation that the GoN had for the project. The Academy that was formally commissioned in August of 2001; had the GoN release \$2million in 2002 with very high expectations for early commencement and completion of the project cannot but be worried that the project is yet to have any firm commitment from any donor in terms of additional funding. This development has had very significant implications in terms of:

- a. Timely completion of the project; and
- b. The ability of the Agency (NDLEA) to sustain the confidence of GoN in future projects to be jointly funded and/or implemented with the UNODC.

H. Sustainability:

12. The sustainability of the project objective is very high on Nigeria's agenda. For sustainability to be assured a number of elements or factors are very important. Some of these considerations include:

- a. The political will of the GoN at all levels;
- b. The willingness of the GoN to continue to support the Academy financially;
- c. The Academy site is dedicated facility for the Training Centre which would not attract any rents now or in the future;
- d. Personnel of the Centre are employees of the Agency. Emoluments of such personnel shall be borne by the GoN in its annual recurrent budget. It is envisaged that this will continue;
- e. There are over 1000 potential instructors and/or resource persons for the Academy, who are currently engaged in field operations as drug law enforcement officers;
- f. Existing and likely future needs in almost all the West African countries for drug law enforcement training due to current shortage of expertise;
- g. The willingness of many friendly countries to support drug law enforcement efforts e.g. the US Government and the European Union especially under the umbrella of the Mini-Dublin group;
- h. Timely completion of the project;
- i. Unwavering commitment of project partners to ensure that standards are met.

I. Gaps:

13. There are existing gaps that need to be filled. Some of these gaps are:
- a. Developing sources of revenue generation

- b Developing a strong bilingual base;
- c Financial commitment from benefiting countries:

J. Final Comments:

- 14 The GoN and NDLEA welcome the evaluation process and look forward to its outcome with great expectations. We view the first phase of the project as a learning phase and we are determined, together with our partners, to continue the implementation of the remaining Phases until we achieve the end goal – ***Establishing a Regional Centre for Drug Control that provides highly valued training opportunities not only for drug law enforcement but also in other related areas for Nigeria and other African countries with such training needs.*** It is important to state here that the Management Training that took our managers to Turkey in 2004 brought with it a lot of lessons. There a number of actions critical for effective development of the Nigerian Academy which we would have taken had we visited TADOC before the commencement of the project implementation. We believe this is a valuable experience even for the UNODC and its future programs in this line. Today, we think differently about the project, its implementation, goals and final outcomes.

**Alhaji (Dr.) Bello Lafiaji, OFR (fwc)
Chairman/Chief Executive**