

October 2005

TERMINAL EVALUATION REPORT

Project number **RAS/99/D91**

Project title **“Development of Cross-Border Law
Enforcement Cooperation in East Asia”**

Thematic area **Counter Narcotic Enforcement**

Sub Region – East Asia Pacific

Report of the Evaluator

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Vienna

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ACRONYMS USED IN THE REPORT

| | |
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| ACCORD | ASEAN and China Cooperative Operations in Response to Dangerous Drugs |
| ATS | Amphetamine Type Stimulants |
| BLO | Border Liaison Office |
| BPCC | Border Point Coordination Committee |
| DEA | U.S. Drug Enforcement Administration |
| D91 | Short form Reference to UNODC Project AD/RAS/99/D91 |
| MOU | Memorandum of Understanding |
| NPC | National Project Coordinator |
| SOC | Senior Official Committee |
| TOR | Terms of Reference |
| UNDCP | United Nations Drug Control Programme |
| UNDP | United Nations Development Programme |
| UNODC | United Nations Office on Drugs and Crime |
| UNOPS | United Nations Office for Project Services |

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Executive Summary

1. Project Description

Background

A Memorandum of Understanding (MOU) signed by China, Laos, Myanmar Thailand and the UNODC in 1993 created an agreement to cooperate on matters relating to narcotic drugs control. Two years later in 1995 Cambodia and Vietnam joined this agreement. This project, which commenced in 1999, is a key component in the UNODC's law enforcement programme for East Asia.

The eastern border areas of Myanmar have been recognized as one of the world's major heroin and methamphetamine production areas. More recently large seizures of crystal methamphetamine have been attributed to the same general location. This production area which borders China's Yunnan Province is extremely difficult for the government to control. The traditional cultivation of opium poppy and the production of heroin established a base for illicit drug trafficking that has since expanded to include the manufacture of tablet and crystal methamphetamine. Foreign chemists brought into the area by organized criminal gangs produce the illicit drugs. The gangs many of which are based in other parts of China, then arrange for the drugs to be moved through the region to the consumer markets in nearby countries and elsewhere in the world. The drugs are moved across a number of national borders and it is at these locations that enforcement agencies have an opportunity to detect and seize the drugs and arrest the traffickers.

2. Concept and Design

Prior to 1993 very little enforcement information was exchanged between law enforcement agencies operating in the common border areas of the six countries. It was evident that unless information was shared at the operational level, law enforcement would remain ineffective and limited to chance seizures. Transnational *crime*, by definition, requires transnational *enforcement* if it is to be combated and defeated. This project focuses on developing cooperation that will promote the exchange of operational information between border enforcement units of the six MOU countries.

The project is designed to create Border Liaison Offices (BLOs) at strategic border crossing locations. The BLOs have the responsibility and authority to exchange information directly with their cross border counterparts. This ability allows for the speedy sharing of information rather than the previous method of relying on national capitals to communicate with one another. A management structure in place at local and national levels seeks to monitor the BLO operation and address issues as they occur. The provision of specific training and selected equipment further supports the BLO by establishing a common level of expertise and a channel for communication. The key requirement to the project is the creation of trust between agencies and individual units. Trust and confidence building is essential to enable smooth cross border cooperation resulting from information sharing and combined enforcement operations.

3. Project Management and Implementation

The project is managed by a project office established in the UNODC Regional Center in Bangkok, Thailand. Each of the six cooperating nations has appointed a National Coordinator responsible for activities within their respective countries. In all cases the National Coordinator is a senior representative from the drug control authority of each country. The Regional Center is the coordinating force behind the project with additional support coming from the UNODC offices located in the six countries.

4. Findings

The activities intended to meet the objectives of the project have been implemented successfully. BLO staff and premises have been allocated with the offices receiving basic furnishings. Training has been provided by experts conducting workshops and more recently through the establishment of Computer Based Training, which has raised the knowledge levels of enforcement personnel stationed at border locations. Communications equipment to permit BLO officers to be in contact has been supplied to enable the speedy transfer of information. In general cooperation is taking place in all locations where BLOs have been established.

For a variety of reasons some BLO locations function at a higher level than others. UNODC has implemented cross border cooperation projects since the mid 1990s and as a consequence this project initially built on the work of the earlier projects. It is in these areas that the BLOs are the most effective. Not only do the officers interact more frequently but intelligence as opposed to information is freely exchanged. As an example informants from one country are allowed to operate in the other country with the ensuing information being shared by both countries. A number of these more successful offices not only meet professionally but have also established social gatherings to increase the level of cooperation.

In those BLOs that have been more recently established the level of cooperation is still quite limited. A positive aspect is that they do in fact meet and exchange information. Cooperation is based on trust and in these locations there has not been sufficient time for trust to develop. In the recent past, the borders of many of these countries were either closed or travel from one to another was strictly controlled. Contact with outsiders was not encouraged. Consequently the change to cooperation and sharing of sensitive information requires a major reversal of attitudes which is difficult to achieve in a short time.

UNODC's role in helping to change attitudes is a critical one. Due to Asian cultural values countries are reluctant to make suggestions or provide directions to other countries. Consequently it falls to an independent authority, UNODC, to fill the role of facilitator. Each of the countries feels equal in cooperating with UNODC. The Project Coordinator understands this situation and works within the context of the Asian culture to implement the project. The sustainability of the project's outputs is high in the successful areas whereas in the more recently established BLO locations more time and support from UNODC will be necessary.

5. Lessons learned

Despite the successful implementation it is evident that it has been easier to provide the technical support such as training, equipment, rather than to change attitudes. The concept and design have proven to work but in a number of areas more time is required.

In hierarchical organizations such as police and military the overt support of senior management is a great incentive and progress may have taken place at a greater rate had senior officers visited and voiced their support for the project. In those instances where this did occur the results are self evident.

6. Recommendations

1. UNODC should prepare a project to continue the development of cross border cooperation by law enforcement agencies within the MOU and ACCORD countries.

When drafting the project document the following suggestions should be considered:

- a) The project should not limit itself solely to drug related issues but should take into account other cross border crime such as human trafficking and money laundering.
- b) Consideration should be given to increasing the number of BLOs by establishing them in other high risk locations within the six MOU countries. Further expansion of the BLO concept should be considered for all of China's border areas that face drug and precursor chemical trafficking especially those abutting Central Asia, Russia and possible the Korean border area. The Myanmar/India border area should also be evaluated with respect to the need for the establishment of an additional BLO.. The Accord¹ nations all face drug control issues and would benefit from assessing the viability of introducing the BLO concept at selected common border locations. The waterways that lead from the ACCORD nations are being used to transport large quantities of illicit drugs and precursor chemicals. Consideration should be given to making a determination as to whether a BLO style liaison office responsible for investigations, intelligence gathering and information sharing would be of value.
- c) The project should include the provision of "hands on" training to develop a higher level of operational intelligence gleaned from investigations. This could involve a competent investigator meeting with BLO officers and other investigators to analyze and critique past investigations to develop best practices.
- d) That senior management should be encouraged to visit BLOs and support the concept of cross-border cooperation.
- e) Management should be encouraged to post BLO officers for a pre determined time period to ensure continuity of trust. Consideration should be given to newly appointed BLO officers spending time working from the other country's BLO.

¹ Brunei Darussalam, Cambodia, China, Indonesia, Lao PDR, Malaysia, Philippines, Singapore, Thailand and Vietnam

2 *That the CBT available at BLO sites be expanded to include money laundering and human trafficking modules.*

- a) The money laundering training be required for all law enforcement personnel in the border area as well as financial services personnel.
- b) The Human Trafficking training be undertaken by law enforcement and related agencies including immigration, posted to border locations.
- c) All enforcement agencies operating at the same border location should be allowed and encouraged to take the CBT training.

3 *The project should establish a mechanism to provide an expanded level of communication that will provide all BLOs with details of new trends etc.*

- a) This information should be limited to one page that is circulated by fax or where possible email. This recommendation will permit all BLOs to be aware of new developments elsewhere in the region.

4. *Consideration should be given to creating a multi language form that will assist the sharing of information between BLOs.*

- a) The form should be one page and contain sufficient information to convey the intent of any request and to generally advise some basic information that is being passed along to the opposite office. This is not intended to replace personnel contact merely to avoid any misunderstanding arising might arise from translation.

7. Conclusions

The project has been successfully implemented. This success is highlighted by the increased number of BLOs being created and proposed by MOU countries and the interest by the ACCORD nations in expanding the concept outside of the MOU circle. The success leading to sustainability is so far limited to those locations that have had the most time to develop a cooperative spirit. In other locations there is still a need for continued support from UNODC.

The concept is proven and the project results meet the objective. Cooperation is taking place between border enforcement units with increasing seizures of drugs and precursors and the arrests of persons trafficking in drugs.

1. Introduction

1.1 Background and Context.

The project is designed to increase cooperation between agencies responsible for enforcing drug control laws in the common border areas of Cambodia, China, Laos, Myanmar, Thailand and Vietnam. This area encompasses one of the world's major production areas for heroin and ATS. The drug trafficking routes from the production sites to the international consumer markets are varied and cross the borders of all six countries. The terrain is for the most part jungle with very steep hills and few roads. The Mekong River flows out of China and either borders or flows through the remaining five countries reaching its southern delta in Vietnam. The river is a major transportation route that is now being supplemented by the Asia Highway that parallels the river in many locations forming a Mekong transportation corridor.

A culture borne of history has allowed distrust, animosity and in some cases enmity to develop between these countries. A strong sense of sovereignty and internal controls has further contributed to the reluctance by government officials to cooperate across national borders. This attitude can be most evident in border areas where the nations are brought face to face with one another. Law enforcement agencies in this region traditionally did not cooperate or share information. Drug trafficking is an international crime and consequently requires an international response from law enforcement. Production of illicit drugs occurs in one country while the organizers who fund and profit live in different countries. The production areas are far from the consumer market and the illicit drugs must travel across a number of borders before reaching these markets. Law enforcement personnel based at border crossings are in a good position to detect illegal shipments of drugs and precursor chemicals. It is internationally recognized that cooperation between countries is a requirement to stem the flow of illicit drugs across national borders. In 1993 the four countries² joined with UNODC (formerly UNDCP) to sign a Memorandum of Understanding (MOU) agreeing to cooperate on matters related to illicit drugs. Cambodia and Vietnam signed the MOU in 1995 creating a more complete regional agreement to support drug control.

It was in this environment that in 1999 UNODC designed and planned the Cross-border Law Enforcement Cooperation Project (AD/RAS/99/D91) commonly referred to as 'D91' with a budget of US\$ 1,819,100. The project is intended to create a mechanism, namely the Border Liaison Office (BLO), for exchanging operational enforcement information in real time at border locations. Limited amounts of law enforcement related training plus some basic communication, transportation and training equipment are included in the project as support for this arrangement. The Border Liaison Office (BLO) concept staffed with officers responsible for exchanging information has been created in a number of locations. Initially the project established BLOs on the borders of China/Myanmar and Myanmar/Thailand. The selection of these sites built upon previous UNODC (formerly UNDCP) cross border cooperation projects that had been implemented in the early 1990s. It was evident from the earlier UNDCP projects that cooperation could be developed between law enforcement units working in border areas.

Although the change of attitudes was slow to occur at the field unit level the support from senior management managed to encourage cooperation resulting in joint agency

² China, Laos, Myanmar and Thailand.

investigations that yielded seizures and arrests not previously possible. Other positive examples of enforcement cooperation brought about by the BLO concept include the exchanging of wanted persons, drug samples and information from confidential informants.

The primary objective has been the creation of an increased level of cooperation at common border points of the six countries to more effectively control the trafficking of drugs and precursor chemicals. This was to be achieved by the creation of communication channels supported by training and basic equipment. It was expected that at the end of the project the spirit of cooperation would be sufficiently established and sustainable. Notwithstanding this expectation it was recognized that convincing law enforcement officers to share operational information is a difficult undertaking requiring the development of relationships and trust. The different language experience and skills levels of enforcement officers is an added impediment to increased cooperation. The D91 project activities were designed to encourage cooperation. Project reports, comments by representatives from the six countries, evaluation reports all indicate that the concept has achieved a degree of success and does promote cooperation. As a consequence of these positive comments the project was extended in 2003 and the number of BLO has now increased to 44 in 22 border locations of all six countries³. There are currently proposals from countries to further increase the number of BLOs. International interest has been generated by other regions of the world establishing that are considering similar mechanisms based upon the BLO concept developed under this project.

The evident success of the early cooperation projects led to other UNODC cooperation projects that became part of a Sub regional Action Plan (SAP). The SAP is an integrated approach that includes both demand and supply reduction activities. In addition a number of the six countries have entered into bilateral and trilateral agreements to further cooperate in matters relating to drug control. The agreements themselves demonstrate recognition of the value to be gained from cooperation.

Regional cooperation was further expanded and enhanced in 2000 with the creation of ACCORD, an eleven nation group committed to cooperating on drug control.

1.2 Purpose and Scope of the Evaluation

This evaluation is a planned feature of the project intended to provide a terminal assessment for Project D91 as the extended six year term reaches its conclusion in 2005⁴. The purpose of the evaluation is to assess the extent to which the project has achieved the stated objectives and specific outputs. A copy of the Terms of Reference (TOR) for the evaluation is attached as Appendix. 'A'.

More specifically the evaluation will address the following areas;

- a) The extent to which the project activities meets the needs of the beneficiary countries,

³ See Appendix 'G' for a map showing BLO locations

⁴ Note: There is a possibility the project will run for longer than the scheduled timeframe as the remaining budget allotment is still to be provided and planned project activities have been delayed pending the assignment of the remaining funds.

- b) An assessment of whether the strategy and implementing arrangements are appropriate,
- c) A determination regarding the efficient use of the project resources to produce sustainable outcomes and
- d) A comment on the value of the direct and indirect impact of the project to the overall project objective.

In addition to meeting the above requirements to assess the implementation and management of the project the evaluation report will be used to determine any future requirements for UNODC to support law enforcement cross-border cooperation after the conclusion of D91.

1.3. Evaluation Methodology

The evaluation was conducted during the period 1 October – 1 November, 2005 and gathered information from the following sources:

- a) A review of relevant project documents. A list of all documents provided to the evaluation is contained in Appendix 'B'.
- b) The responses to a questionnaire that had been completed by all available BLO officers in each country. (The questionnaire was provided to the BLO officers in their national language and the responses translated into English) A copy of the questionnaire is attached as Appendix 'C'.
- c) Interviews conducted with members of UNODC staff at the Regional Centre, Bangkok
- d) Interviews conducted during a two week field visit to selected BLO locations in each of the six MOU countries at which time the evaluator was able to meet with BLO field supervisors and front line officers. During the course of the field visit interviews were also conducted with senior representatives of the National Authority responsible for enforcing the drug laws. In many instances a representative of the National Authority accompanied the evaluator on the field visits. The field travel itinerary and persons meet during the evaluation are contained in the attached Appendices 'D' and 'E'.
- e) Discussions with a number of foreign police officers assigned to Bangkok and who provide law enforcement liaison on behalf of their respective countries were also contacted regarding the impact of the project and their assessment of it's activities.
- f) In addition the evaluator drew from his experience as a drug enforcement officer who had previously been engaged in developing law enforcement cooperation in this region prior to the commencement of the D91 project.

1.4 Executing Modality

A senior officials committee (SOC) formed to oversee the sub regional action plan (SAP) has the ultimate responsibility for monitoring the implementation of the project. All six countries and UNODC are represented on the SOC which meets annually. UNODC

Regional Centre Bangkok is the executing agency and is responsible for providing strategic direction and oversight to the project coordinator through the Regional Law Enforcement Adviser. UNODC country offices⁵ provide administrative and logistical support for project activities that take place within their areas of responsibility. UNOPS provided purchasing and staff engagement assistance while UNDP Bangkok assisted with personnel, financial and administrative services.

The national drug control authority in each country assumes the responsibility to oversee the implementation of the project within its boundaries and in this respect each appointed a National Project Coordinator (NPC). At the field level a Border Point Coordination Committee (BPCC) was established at each BLO location. The BPCC is the local supervisor and management authority responsible for the BLO. It is expected to meet on a regular basis and provide guidance and support to the BLO plus to resolve any issues that arise from the operation of the BLO.

The project provided for a Project Manager to be engaged for four months during each year of the project. The TOR for this position is attached as Appendix 'F'. This management arrangement changed during the start of the project with the engagement by UNODC of a full time project coordination.

2. Analysis and Major Findings

2.1 General drug situation

The current situation is similar to that described in the project document. The cultivation of opium and production of heroin in eastern Myanmar is reportedly decreasing although large multi kilogram seizures of heroin still occur. ATS production continues to increase in the same locations as the heroin production feeding the consumer nations of the Asia Pacific Region and elsewhere in the world. The most recent development has been the production of crystal methamphetamine in the same general location. Substantial seizures of crystal methamphetamine have taken place and intelligence indicates the production of this drug will increase. There are strong suggestions that this development indicates that organized crime groups are intent on entering the more expensive (crystal methamphetamine) markets that exists in developed countries.

Most countries of the region despite their varying degrees of economic development have large and in some cases increasing consumer populations. Heroin abuse seems to be limited to the above 30 age group while the use of methamphetamine appeals to younger people. The introduction of low quality methamphetamine (Yaba⁶) a number of years ago has spread dramatically throughout the MOU countries. The drug is used by those persons who need to work long hours. Students and other youth groups also favour the drug as a means of assisting with studies or increasing stamina for recreational activities. Methamphetamine use is considered a serious problem in Thailand, Japan, Australia, the Philippines and elsewhere in the region. The concomitant seizures of precursor chemicals and ephedrine also indicate the importance of this area in the production of ATS.

Trafficking routes continually change in response to law enforcement pressure. The traffickers adjust by moving to those locations where enforcement is the weakest. Currently

⁵ UNODC has offices in Cambodia, Laos, Myanmar and Vietnam.

⁶ Yaba – Thai language word accepted in the region as the term used to describe tablet form methamphetamine.

the Mekong River Corridor has developed into a major route for heroin and ATS leaving the production area of eastern Myanmar enroute to the consumer nations located within the Asia Pacific area and elsewhere. This route will become more prevalent with the completion of the Asia Highway during the coming year. Trafficking organizations use trails through the jungle, high speed boats on the waterways and cars and trucks on the major highways. The border areas favour the drug trafficker in that they are comprised of mostly uninhabited jungle terrain. Small walking pathways lead to unofficial border crossings or rivers that can be crossed in minutes. Access to expensive vehicles, throw away cell phones and non accountable funds provide the traffickers with a definite advantage. Local persons can cross the borders at numerous crossing points while international crossings are limited to a few locations. At these crossings the numbers of people, cars, commercial vehicles that cross each day number in the thousands. Without good information and cooperation law enforcement is limited in its ability to detect illicit drugs.

Law enforcement successes in the border areas where cooperation has been promoted over a longer time are helping to create this change in trafficking routes. The increased cooperation is leading to seizures and more importantly the arrests of traffickers. National enforcement programs strengthened through training and equipment are forcing traffickers to change not only the routes they use but also the methods of concealment and the size of their shipments. A response to the increased enforcement successes can be seen in the noted decrease in the size of individual shipments while the number of shipments is increasing. Another response is that concealment methods are becoming more ingenious, requiring trained personnel to detect them.

The ready access to international waterways of the ACCORD nations provides additional trafficking routes for the shipment of drugs and precursor chemicals. Large seizures of both commodities have been made in recent years however the information is sparse and does not appear to be addressed in a concerted fashion by law enforcement.

The disparity in economic development between the ACCORD nations also lends itself to illegal migration and trafficking of humans especially for the sex trade. This issue is only recently being addressed and despite some cooperative efforts law enforcement requires additional training to fully understand these transnational crimes.

The laundering of money derived from a multitude of international style crime, including corruption has received little attention from law enforcement. Large quantities of currency are not reported as most law enforcement officials are not aware of money laundering techniques. The proliferation of casinos in the border areas of a number of countries should be cause for concern as an easy location at which to launder large sums of money without being questioned. Some law enforcement officials are aware of this issue but require additional training and knowledge to fully understand the techniques used.

2.2 Law Enforcement Capacity

2.2.1 General comments:

Enforcement capability varies from country to country. Salaries and training are often low which results in only minimal attention being paid to the smuggling of illegal substances and items. The more economically developed countries in the region are able to improve the standard of policing through training and equipment. UNODC's contribution in these areas is widely acknowledged as being beneficial to each of the countries.

Cooperation between law enforcement agencies is a difficult achievement in most parts of the world. This is especially the case for this region where history and culture have created a level of distrust. Centralized government controls also acts to minimize cooperation as enforcement personnel are required to seek approval from national headquarters before releasing any information. A number of MOU countries with strong centralized control have accepted the need for cooperation to take place at a faster pace and are finding ways to adjust their policies by giving more authority to the field units. The exchange of operational information requires trust to be developed between individuals and this takes time. It is not reasonable to expect that an officer assigned to a BLO will automatically received information without first establishing a degree of trust with his counterparts.

2.2.2 Specific Findings

In areas where law enforcement personnel have been encouraged to cooperate over a long period of time the results of the cooperation are very positive. In these locations officers from each country cross the border without difficulty, they exchange information informally at times and share the use of confidential informants. The BLO officers are invited to question citizens of their own country when they are arrested on the other side of the border. These occurrences would be considered a major accomplishment in any country.

In those areas where BLOs have been created only recently and cooperation is not aggressively supported the situation is not the same. Contact between officers is limited with requirements to make appointments or exchange information only during regular monthly meetings. Intelligence information is seldom exchanged and requests for information are, on occasion, processed through a national office before being a reply is provided.

At many BLO locations one reason for a limited level of cooperation is cited as the continual changing of personnel that necessitates time to rebuild trust and confidence in the new officer. While career moves cannot be ignored but there should be consideration to maintaining continuity of BLO officers for a set period of time.

Some BLO officers are located a considerable distance from the border which is seen as an inhibiting factor to cooperation. While not all BLOs can be at the border it must be recognized that the closer they are to the border the likelihood of cooperation taking place is increased.

The project has provided training to BLO personnel as a means of improving the knowledge level of the officers. Computer based training (CBT) modules are available at all BLO offices. The BLO officers all undergo the training and in many cases this training is also provided to personnel from other enforcement agencies co-located at the border. Such an arrangement helps with interagency cooperation and is a positive step. In a few locations the CBT training is restricted to BLO personnel thereby limiting its effectiveness. The training should be made available to as wide a group of enforcement officers as is possible as the information has value beyond BLO officers.

The areas where the development of cooperation has been emphasized by the provision of training, equipment, workshops etc. exhibit a much higher degree of cooperation than those that have not received similar support. Success at some offices is at times offset by the fact that successful leaders are promoted and moved to other areas. Despite the sometime negative impact of these moves those areas where cooperation has been emphasized and supported over the passed ten years are still able to recover and remain ahead in terms of

their abilities. A higher level of operational intelligence/information is a key indicator of increased capacity lending support to the overall objective of sustainability

The BLOs in those locations where cooperation has not been emphasized for a long period of time have limited ability. The officers still rely on central direction and to seizures that have been made by others. They react to information provided to them rather than being proactive and seeking to independently develop information. This reduced level of operational intelligence/information characterizes those areas where law enforcement cooperation has been newly introduced and where strong centralized control is still exercised.

Some locations engage in the exchange of operational intelligence in a pro active approach which is indicative of a high level of cooperation that includes the exchange of wanted persons. For previously stated reasons this does not occur at all locations. All BLOs should be encouraged analyze and compare information gained from investigations, seizures and arrests.

An accurate understanding of information being exchanged is extremely important in law enforcement. Most BLO officers and managers assured the evaluator that language was not an issue. However, responses contained in the questionnaires regarding whether communications could be improved produced the suggestion that an electronic form in all languages would overcome misunderstandings that currently occur. Officers have a working knowledge of the other language however there are limitations and errors in understanding do take place. In addition BLO officers have other duties and the most competent person in terms of language may not always be present when required. The suggestion for a standard form that would provide basic information indicating the need and the urgency for cooperation was made in a number of locations and is supported by the evaluation.

2.3 Government Response

All six countries are aware of the drug control situation in their countries and the roles each plays in the region. All have signed agreement with each other, including UNODC, to cooperate on a number of projects that are designed to alleviate the problem. Differences in political philosophies, economic development and social organization cause the responses to differ. All governments have created a national authority to address the issue of drug control. These agencies have developed and are implementing multi year drug control plans that target supply and demand situations. Law enforcement units specializing in drug enforcement have been created in each country. Public awareness programmes using various media to alert and inform the general population of the dangers of drug abuse are in effect in all six countries.

All six MOU countries have ratified the three main international drug conventions. The other conventions concerning transnational crime, terrorism and corruption are in varying stages of accession.

2.4 Project Concept and Design

The idea behind the project is to encourage the sharing of law enforcement information that will lead to the arrest and conviction of persons involved with trafficking of illicit drugs. Prior to the project and its forerunners there was little sharing of information with the consequence that investigations were limited in their scope. Since the project's inception

there have been an increasing number of combined forces investigations some of which have resulted in the incarceration of major drug traffickers. The design is a basic undertaking to bring law enforcement personnel on either side of border locations together to share information. The one difficulty is that creating an atmosphere of trust that is necessary takes longer than the duration of the project.

2.5 Project Implementation

The project has been extremely well managed from the technical and administrative aspects. Two independent evaluation reports, one covering the Southeast Asia law enforcement programme of which D91 forms a part and the D91 mid term evaluation found the project to be well managed and meeting objectives. The project is found to be an integral part of the overall strategy for developing drug law enforcement in the region. The records for expenditures, locations of equipment are readily available. Equipment purchases and the provision of training were verified in the locations the evaluation visited. The resources assigned to the project have been used in accordance with the planned outputs. It is noted that the project coordinator has ensured that equipment and training has been provided to meet the needs of each BLO. The design and concept of the project are well suited to meeting the objective. The strategy is reasonably straight forward and provides a sound basis for applying the BLO concept. During the evaluation there were no adverse comments regarding the implementation of the project. Prior evaluations have all found the implementation to meet project expectations.

The management structure of the project within UNODC has at times been uncertain. The initial intention to have a project manager for a four month period is puzzling. There appears to be the expectation that the National Project Coordinators would independently implement national activities. This expectation is viewed as overly optimistic considering the acknowledged need to build capacity in a number of the countries. The engagement of a full time UNODC project coordinator indicates awareness on the part of UNODC that the project requires full time attention. Law enforcement support was sporadic due to the four month limitation although the Regional Law Enforcement Adviser was available for consultation.

Despite this degree of confusion the implementation of the project has not suffered. The current manager is well organized and activities are carried out in line with plans.

The area of “project effectiveness” is difficult to comment upon in that some of the BLOs are relatively recent creations and insufficient time has been allowed to make a valued assessment. Based upon the level of cooperation that is occurring in other areas there is every reason to suspect that given a similar time frame the newer offices will respond accordingly. The difficulty lies with the fact that too much is expected to be accomplished in a short time. In some areas this expectation has been met while in others more time is required to achieve the same level of capacity.

3. Outcomes, Impacts and Sustainability

3.1. Outcomes

As noted in previous paragraphs the achievements of the project have resulted in traffickers changing their routes and techniques. This success has not been equally met in all areas that the project has been implemented due to the phased approach and countries establishing

BLOs that were not initially anticipated. The enforcement statistics indicate that a higher level of seizures and arrests has taken place thus reducing the amount of illicit drugs that were previously reaching the expanding consumer markets.

3.2 Impacts

The intent of the project was to introduce the element of cooperation between national law enforcement agencies that was not present prior to the project commencing. To a large degree this has taken place. Even in those areas where the level of cooperation needs improving there is cooperation that was not present prior to the project. Examples of arrests and seizures arising from increased cooperation are well known in the border areas and traffickers are being forced to adjust their practices as a result of the increased enforcement threat.

The impact of the project has been to promote a better relationship between countries which has spread beyond the field of law enforcement. Numerous comments were received indicating that other areas of drug control or areas outside of this field were being addressed as a result of the establishment of the BLO mechanism. The BLO is recognized in many areas as a primary channel through which to communicate and work with those on the other side of the border. In this respect the impact is far more reaching than originally envisaged by the project design.

3.3 Sustainability

In those areas where cooperation has been promoted and emphasized for a longer period there is a definite expectation that the change in attitudes is permanent. Even with a major setback cooperation would still exist. There are examples of situations where tensions between countries have risen, yet cooperation respecting the exchange of drug related information has continued. In those areas where the concept of cooperation is new and where there has been little concerted emphasis, including support from senior management, it is doubtful that at this time a cooperative spirit would continue should UNODC's support cease. Cooperation in these areas has not become well enough entrenched to overcome the traditional animosities and suspicions. To establish an environment where cooperation is an accepted practice it will take more time along with increased activities to reinforce the values of working together and supporting one another.

4. Lessons Learned

4.1 Lessons

The provision of technical support i.e. training and equipment is relatively easy to accomplish. It is in the area of non technical or attitudinal changes that more time and attention is required. Cooperation cannot be mandated it must be fostered through interaction. More attention needs to be paid to the bringing together of enforcement officers to promote trust.

A demonstrated support for changing attitudes from senior management is essential if lower ranked officers are to support cooperation. It is not reasonable in a hierarchical organization

to expect less senior officers to put themselves at risk to criticism without the support of their seniors.

Regional projects are necessary to meet the overall objectives especially when confronting issues that transcend national boundaries. One of the weaknesses of the regional approach is that despite a common objective each partner is only as strong as the weakest member of the group. It is often suggested that the stronger members encourage/influence the weaker ones to improve. In Asia this is a particularly sensitive issue as no country is prepared to dictate to another for fear of being accused of interfering. Due to historical and at times political differences some countries have difficulty accepting directions or suggestions from other countries. The United Nations occupies a unique position in that all countries feel comfortable meeting under the UN auspices to discuss and resolve what at times can be considered contentious issues. The UNODC can provide the common ground which allows countries to cooperate although it is necessary that the desire and will to cooperate is present in the first place.

4.2 Constraints

There are many strengths to the sub regional approach such as exists in Southeast Asia with respect to drug control. Similarly the same approach has a number of weaknesses in that not all countries are equal in their resources or ability to match the more advanced countries. On occasion one country will become frustrated with the slow response from their counterparts in a bordering country. This often leads to criticisms and complaints that can, if not addressed, damage the cooperate spirit. The introduction of cross border cooperation is a slow process that is not possible to rush. Political will and commitment also varies between countries. The visible lack of senior management support can minimize the speed and level to which cooperation can be introduced.

Changes in personnel usually lead to a decline in levels of cooperation and productivity. When the leader of a BLO is changed it has an adverse affect until the new management is established. A level of friendship and trust is needed before cooperation will take place, this means that the selection of the personnel who staff and supervise the BLOs is very important and once cooperation is taking place it is equally important to retain a person in that position. Changing personnel too frequently minimizes the effectiveness of the project. It is important that UNODC maintains a close relationship with the national counterpart agencies in order to address this issue.

The different legal systems and laws applying to drug control can lead to frustration on the part of those not familiar with the opposite country's judicial processes.

Technical developments such as networks to operate cell phones and the internet are not the same in all countries which can lead to equipment applicable in one country not working in another.

5. Recommendations

1. UNODC should prepare a project to continue the development of cross border cooperation by law enforcement agencies within the MOU and ACCORD countries.

When drafting the project document the following suggestions should be considered:

- a) The project should not limit itself solely to drug related issues but should take into account other cross border transnational crimes such as human trafficking and money laundering. Training in these specialized areas should be included in the BLO training package. Consideration needs also to be given to introducing crime prevention initiatives as part of the BLO mandate.
- b) Consideration should be given to increasing the number of BLOs by establishing them in other high risk locations within the six MOU countries. Further expansion of the BLO concept should be considered for the northwestern border areas of China with Central Asia and the Myanmar/India border area. The Accord⁷ nations all face drug control issues and would benefit from assessing the viability of introducing the BLO concept at selected common border locations. The waterways that lead from the ACCORD nations are being used to transport large quantities of illicit drugs and precursor chemicals. Consideration should be given to making a determination as to whether a BLO style liaison office responsible for investigations, intelligence gathering and information sharing would be of value.
- c) The project should include the provision of “hands on” training to develop a higher level of operational intelligence gleaned from investigations. This could involve a competent investigator meeting with BLO officers and other investigators to analyze and critique past investigations to develop best practices.
- d) That senior management should be encouraged to visit BLOs and support the concept of cross-border cooperation.
- e) Management should be encouraged to post BLO officers for a pre determined time period to ensure continuity of trust. Consideration should be given to newly appointed BLO officers spending time working from the other country’s BLO.

2 *That the CBT available at BLO sites be expanded to include money laundering and human trafficking modules.*

- a) The money laundering training be required for all law enforcement personnel in the border area as well as financial services personnel.
- b) The Human Trafficking training be undertaken by law enforcement and related agencies including immigration, posted to border locations.
- c) All enforcement agencies operating at the same border location should be allowed and encouraged to take the CBT training.

3 *The project should establish a mechanism to provide an expanded level of communication that will provide all BLOs with details of new trends etc.*

- a) This information should be limited to one page that is circulated by fax or where possible email. This recommendation will permit all BLOs to be aware of new developments elsewhere in the region.

⁷ Brunei Darussalam, Cambodia, China, Indonesia, Lao PDR, Malaysia, Philippines, Singapore, Thailand and Vietnam

4. *Consideration should be given to creating a multi language form that will assist the sharing of information between BLOs.*

- a) The form should be one page and contain sufficient information to convey the intent of any request and to generally advise some basic information that is being passed along to the opposite office. This is not intended to replace personnel contact merely to avoid any misunderstanding arising might arise from translation.

6. Conclusions

6.1 The project design and concept are both appropriate to the objective. The project is successful in a number of areas especially those places where cooperation has been emphasized for many years. In those locations where the idea of cooperating and the establishment of BLOs is a new initiative more time is required to entrench the concept of exchanging information. The success of the project can be seen in the fact that the evaluator despite not having a passport with him was invited across all of the borders without question. In addition the increasing numbers of BLO locations being established or proposed acknowledges the value of this project.

6.2 It is only in an environment of trust and friendship that information will be exchanged. Developing such an environment requires time and the opportunity to meet and interact on a frequent basis. Many managers have not grasped the need to have the BLO members interact frequently which inhibits cooperation. The successful offices often include meals and other social activities as a means of promoting cooperation.

6.3 This is a valuable approach to drug control and with increased cooperation and training countries will be able to develop investigations leading to the indictment of organized criminals rather than the lower level traffickers. The project promotes the value of cooperation and despite still needing continued attention in certain areas should be considered for implementation by other ACCORD countries. UNODC occupies a unique position regarding law enforcement projects in that it is trusted and consequently can resolve issues that continually arise when seeking cooperation between countries. UNODC assistance is necessary if the spread of cooperation resulting in increased enforcement is to continue.



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Terminal Evaluation of the Subregional Project

Development of Cross-Border Law Enforcement Cooperation in East Asia (AD/RAS/99/D91)

Terms of Reference

BACKGROUND

The subregion comprising Cambodia, China, Laos, Myanmar, Thailand and Vietnam contains one of the largest opium and heroin producing areas in the world - the "Golden Triangle". These governments have joined UNODC in a Memorandum of Understanding (MOU) on Drug Control and begun undertaking subregional responses to the drug production, trafficking and abuse problems. This project stems from the good experiences gained from the UNODC sponsored cross-border activities along the China/Myanmar and Myanmar/Thailand borders. Many countries of the region do not have formal or informal cooperation modalities in place with their neighbours whilst some of the bilateral cross-border arrangements that exist have proved to be more procedural and formal than productive. Cross-border cooperation is at times hampered by political and historical differences and considerations related to national integrity and security. Lack of trust and good personal relations sometimes deter productive and rapid intelligence exchange. Language differences, procedural discrepancies and equipment limitations also make cross-border cooperation difficult.

At the same time, drug traffickers are becoming more and more adept to changing their routes and exploiting new routes - and sometimes also countries - in their effort of getting the illegal drugs to the world markets or to secure their supply of precursors. Many East Asian countries are facing new flows of heroin and synthetic drugs and in many cases drug abuse spills over along the route to new and vulnerable groups. It has become clear that more cross-border cooperation is needed to tackle the international crime and that sharing of experiences on both sides of the mutual borders can be an effective tool to drug control.

This phased project will progressively develop and expand in order of priorities the operational effectiveness of law enforcement agencies across and along the borders of countries which are party to the Memorandum of Understanding (MOU) and the Subregional Action Plan on Drug Control. The project will be implemented in two phases with the China-Laos, China-Myanmar and China-Vietnam borders to be covered by the first phase. The second phase will address identified needs at the Cambodia-Thailand, Cambodia-Vietnam, Laos-Thailand, Laos-Vietnam, Myanmar-Laos and Myanmar-Thailand borders. This will mainly entail building national and regional cooperation and enabling cross-border personnel to work as a team. The key components will be workshops and specialized training to develop skills and knowledge of drug control, initiatives to engender trust and confidence, and structures which favour close liaison. Enforcement activities conducive to trust building, practical and daily collaboration will be identified and encouraged.

Immediate Objectives:

To improve cross border cooperation and drug enforcement performance in targeted and prioritized border areas of Southeast Asia by:

1. Strengthening and promoting cross-border cooperation through setting up of liaison structures for regular and continuous operational cooperation
2. Enhancing capacity of law enforcement officers at identified border zones to:
 - a. Use of risk assessment, profiling and selectivity techniques for control of road vehicles, river crafts and foot travellers,
 - b. Detect illicit drugs and suspect consignments of money and precursors concealed in cargo, road vehicles, river craft and foot travellers

Main activities of the project

1. National Commander Seminars: Commander Seminars will be organized nationally in all 6 MOU countries. The participants will include commanders, senior officers and team leaders of drug law enforcement agencies situated in the selected high risk border areas. At the end of the seminars the delegates will:
 - Aware of the background and objectives of the project
 - Aware of the need to improve both national and cross-border cooperation
 - Able to identify ways of improving existing cross-border cooperation
 - Aware of the need to improve current skills and knowledge in the areas of risk assessment, profiling and selection of people, vehicles and cargo
2. Initial Needs Analysis: Initial needs analysis will be conducted. All targeted high risk border areas and all drug law enforcement agencies at the selected border areas will be visited by UNODC National Programme Officer. The analysis will be based on extensive fact finding before, during and following the trips. The process will include study related documents, on sites

observations, group meeting and interviews, one to one interview, official statistical analysis, unsolicited information, feedback from previous Commander Seminar. The outputs of the activity will include:

- All border crossings and key inland checkpoints in identified high risk areas visited and all officers concerned familiarised
 - More understanding, support and cooperation from drug law agencies staff towards the project gained.
 - Existing situation and structure of border liaison explored and presented.
 - Information of drug trends and drug seizures verified and presented.
 - Overall results of the analysis will be important inputs in forming major part of Sub-regional workshop curriculum.
3. Sub-regional Workshop: The project will organize two sub-regional workshops (one phase each) of National Project Coordinators, senior staff/managers involved in Border Liaison work from all 6 MOU countries. The workshops will examine the structures of the law enforcement units at the borders, to establish basic principles of national and international cooperation and to identify practical opportunities for along and cross-border cooperation.
 4. National Workshops: National workshops will be organized in each MOU countries for participants to clarify and intensify methods of gaining support for better cooperation in drug law enforcement among and within agencies along and across-borders. Participants will agree on their mutual workplan, and suggested cooperation working structure. Each country will establish a system of Border Liaison Offices/Officers (BLOs) to promote national and international cooperation. The project to some extent provide the BLOs with necessary transportation and communication equipment in order for them to fulfill their duties.
 5. Joint International Workshops: The project will promote joint international workshops for neighbouring countries in the selected high risk areas to voice their problems and how to mutually fulfill their expectations.
 6. Technical Training: In order to improve effectiveness of cross-border law enforcement cooperation, Computer-Based-Training (CBT) will be provided to all drug law enforcement front line staff in selected high risk areas. Training series of CBT will be divided and selected to meet specific needs for cross-border cooperation situation i.e. risk assessment, profiling and selection for cross-border and inland checkpoint, searching and etc.

EVALUATION OBJECTIVES:

The objectives of this evaluation are: -

- a) To assess what the project has achieved and if it has attained its objectives
- b) To assess the extend to which the project is meeting the needs of the beneficiary countries
- c) To assess whether the strategy and implementation arrangements are appropriate and approach relevant to the needs of beneficiary countries
- d) To determine whether resources are utilized efficiently to produce sustainable outcomes
- e) To assess both direct and indirect impact in relation to the explicit or implicit objective(s) of the project

- f) To utilize the information and results of project evaluation to serve as the basis for a new project idea

TANGIBLE AND MESURABLE OUTPUTS AND PERFORMANCE INDICATORS:

The expected outputs:

The expected outputs are: -

- a) Terminal Evaluation Report of a format and quality acceptable to the UNODC Regional Centre:

The report will contain findings, conclusions and recommendations as well as a recording of the lessons learned during the project implementation.

The evaluator will make the following recommendations: -

- How can we ensure sustainability of BLO mechanism after the project life?
- What roles do the member countries and UNODC need to take in order to achieve above expectation?
- Are there possibilities to enhance the role of BLO mechanism to cover other transnational organized crimes? How?
- The evaluator should make other recommendations as he/she deems necessary. The evaluator should also identify lessons learned of both technical and strategic nature of importance to international drug control. Finally, the evaluator should provide recommendations on how to strengthen monitoring and evaluation systems at the project levels in the context of a results-based management approach.

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

The final report should be submitted to UNODC no later than 4 weeks upon completion of the mission. The report should not be longer than 25 pages, excluding annexes and the executive summary. The report will be distributed by UNODC as required to the 6 MOU governmental authorities and respective donors.

- b) The evaluator has to fill out and submit the summary assessment questionnaire and the list of people met and interviewed.
- c) A briefing of UNODC Representative and UNODC Staff by the presentation of a draft summary of project evaluation.
- d) Based on the evaluation findings, the evaluator needs to formulate a Project Document of “Consolidation and Enhancement of the Border Liaison Office Mechanism (BLO) in East Asia”.

Performance Indicators:

- The evaluator will have prepared an evaluation methodology, questions and tools before going to the field that are acceptable to D91 Project Coordinator and UNODC Regional Center
- The evaluator will have produced a draft and final report in English of a quality

acceptable to the UNODC Regional Centre and within the stipulated time frames and in accordance with provided report outline.

- The evaluator will have produced a draft and final Project Document of “Consolidation and Enhancement of the Border Liaison Office Mechanism (BLO)”

ACTIVITIES/ RESPONSIBILITIES:

The evaluation will be based on the following:

1. A study of relevant documents
2. Initial briefing by responsible UNODC staff at the Regional Center for East Asia and the Pacific in Bangkok
3. Project sites visits and interviews in the six countries with national officials, experts and other knowledgeable parties.

Following the completion of the fact-finding and analysis phase, a draft evaluation report will be prepared and presented to UNODC. Inputs from UNODC should be recorded and taken into account by the evaluation as relevant and appropriate.

DURATION OF CONSULTANCY AND NUMBER OF WORKING DAYS:

The duration of consultancy will be 30 working days starting from 1 to 30 October 2005. (Detail of work plan attached)

QUALIFICATION OF EVALUATOR:

The evaluator should have a minimum first degree or equivalent qualification and expertise in at least one of the following fields:

- Training in international relations; international law, international cooperation
- Law Enforcement
- 3-5 years working experience in Southeast Asia

In addition the following criteria should apply:

- extensive international relations expertise
- experience in conducting independent evaluations
- familiarity with drug control issues and legislation in Southeast Asia is an advantage
- knowledge of bilateral/multilateral technical cooperation, particularly in institution building in the field of legislation and drug control policies
- extensive knowledge in implementation of international cooperation projects in fighting against drugs and other transnational organized crime related matters
- fluent in the English language and excellent writing skills
- knowledge of national language of 6 MOU countries is an advantage
- no direct involvement in the design, appraisal or implementation of the project

DOCUMENTS REVIEWED

- Project summary report -1999
- Project summary report 2004
- Project document
- Project revision document
- Annual progress reports 2000 -20005
- Mid-term evaluation report
- Brainstorming Workshop on the Cross Border Cooperation Mechanism (BLO) Post - 2005 report
- Law Enforcement Programme evaluation report
- Country Progress Report 2004
- Ecstasy and Methamphetamines – A Global Survey 2003 (UNODC)
- Operational Experiences of BLOs working together (UNODC)
- Combating Human Trafficking in Asia (ESCAP 2003)

QUESTIONNAIRE

DEVELOPMENT OF CROSS BORDER LAW ENFORCEMENT COOPERATION IN
SOUTHEAST ASIA (AD/RAS/D91)

TERMINAL EVALUATION

Background:

This UNODC project that supports cross border cooperation related to drug enforcement is reaching its final stage. An evaluation is being conducted to determine how well the project has met its goals and to identify and activities that should be supported for the future.

Drug trafficking is an international crime that does stop at national borders. It is important that enforcement agencies, such as yours, which are trying to stop drug trafficking can also work easily across borders.

Your country plus five neighbouring countries all agreed to make the exchange of drug related enforcement information easier for investigators at their borders. Your answers to the following questions will help us to determine what future support can be provided to reduce the movement of illegal drugs across your country’s borders. Thank you for taking the time to complete this questionnaire.

1. Are you familiar with this project?
2. How long have you been stationed at the border?
3. How do you think that cooperating with other countries can lead to better drug investigations?
4. How often do you meet with enforcement people from across the border?
Daily (), Weekly (), Once a month (),
Please check only one answer
5. Have you ever exchanged information with the agency across the border?
6. How often do you exchange information across the border?
Daily (), Weekly (), Once a month () **Please check only one answer**
7. What were the results of passing information to the other agency?

8. Have you received information from the officers on the other side of the border?
9. What type of information have you received from the officers on the other side of the border?
10. How helpful is this information to you?
11. What type of training have you received to help you carry out your duties at the border?
12. In what way has this training been helpful?
13. Do you have the proper equipment to conduct drug trafficking investigations at the border?

please explain
14. Describe the process for passing information to the officers on the other side of the border?
15. In what way could this process be made easier?
16. Do you meet to discuss general information or only when there is a specific inquiry?

17. Are you able to exchange background information on suspected traffickers with the agency on the other side of your border?
18. What suggestions do you have for making the investigation of drug trafficking easier at border locations?
19. When trying to gather evidence against the higher level traffickers is it possible to allow drugs to cross the border with the agreement of the other country.
20. How does this cooperation take place?
.
21. Describe any difficulties you have with passing or receiving enforcement information with your counterparts on the other side of the border.
22. What could be done to improve the cooperation between your post and the officers on the other side of the border?

Name of Border location:..... Date.....

Thank you for taking the time to answer these questions.

Field Visit Programme

PROGRAMME FOR Mr. Richard Dickins

**Terminal Evaluation and Project Formulation for RAS/D91
1 October-1 November 2005**

| | | |
|------------|-----------|--|
| Sat | 1 Oct | Bangkok |
| Sun | 2 Oct | Bangkok |
| Mon3-Tues, | 4 Oct | Review related documents, meeting and discussion with Project Coordinator at UNODC Regional Centre |
| Tuesday, | 4 Oct | PM: 18.20-19.40 Travel from BKK-Chiang Rai |
| Wednesday | 5 Oct | Visit: - Cross Border Coordination Center (CBCC)/Office of Narcotics Control Board (ONCB), Chiang Rai - Mae Sai to meet with a) Mae Sai BLO b) Tachileik BLO (Separate meetings) |
| Thursday, | 6 Oct | Travel to Chiang Khong to meet with: a) Chiang Khong BLO b) Houay Xay BLO (Lao PDR) (Separate meeting) |
| Friday, | 7 Oct | 10.30-11.45 AM, travel from Chiang Rai to BKK by (TG) PM: Prepare report/review document in BKK Office |
| Sat-Sun, | 8-9 Oct | Preparation of Report and review document in BKK |
| Sunday, | 9 Oct | 18.00-18.45 (TG) travel from BKK to Yangon |
| Monday, | 10 Oct | Meeting with Office of Central Committee for Drug Abuse Control (CCDAC) and UNODC Myanmar 15.30-17.30 travel from Yangon-Mandalay |
| Tue-Wed | 11-12 Oct | Travel from Mandalay to Lashio and Chin Shwe Haw BLO (Myanmar) to meet with Myanmar and Chinese BLO staff. (Separated meetings) Travel back from Chin Shwe Haw to Mandalay |

Appendix “E”

Persons Interviewed

Cambodia

| Name | Title |
|-------------------------|--|
| 1. Lt. Gen. Teng Savong | Secretary General, NACD, Phnom Penh |
| 2. Lt. Gen. Lour Ramin | Deputy Secretary General, NACD, National Project Coordinator for D91 Project |
| 3. Mr.Chhrun Sophal | Director, Law Enforcement Department, NACD |
| 4. Mr. Hun Sothy | Director, Finance and Admin., NACD |
| 5. Mr. Phorn Boramy | Director, International Cooperation, NACD |
| 6. Mr. Huort Sophally | Deputy Director, International Cooperation, NACD |
| 7. Pol. Sok Neang | Chief BLO, Bavet |
| 8. Mr. Chea Sophal | Deputy BLO, Bavet |
| 9. Mr. Prak Cham | Deputy BLO, Bavet |
| 10. Mr. Khoy Sokha | Deputy Governor, Svey Rieng Provincial Office |
| 11. Mr. Chhouk Bandith | District Governor, Bavet, Svay Rieng Province |
| 12. Maj. Koeng Cham | Chief, Border Army, Svay Rieng Province |
| 13. Lt. Col.Kong Phally | Chief, Military Police, Svey Rieng Provincial |

China

| Name | Title |
|--------------------|---|
| 1. Mr. Wu Shiyin | Liaison Officer of International Cooperation Division, Yunnan Provincial Narcotics Control Commission |
| 2. Mr. Yang Wengui | Staff Officer, Lincang Prefectural Narcotics Control Police Contingent |
| 3. Mr. Lu Hongbin | Staff Officer, Lincang Prefectural Narcotics Control Police Contingent |
| 4. Mr. Xu Wenhui | Deputy Director of Gengma Public Security Bureau, Chief of Qingsuihe Border Liaison Office |
| 5. Mr. Lu Qidong | Chief of Narcotics Squad of Gengma Public Security Bureau |
| 6. Mr .Li Yong | Chief of Qingshuihe Check Point |

Laos

| Name | Title |
|-----------------------------------|--|
| 1. Pol.Lt. Col. Vantha Thammasit | Deputy of Drug Control Department, Vientiane Capital |
| 2. Pol.Capt. Bounphet Phoumsavanh | Chief of Houeyxai BLO |
| 3. Pol.Capt. Houmpheng Sayachak | Chief of Houeyxai Immigration |
| 4. Pol.Lt. Xomphou Souksavat | BLO Officer |
| 5. Pol.Sec.Lt. Norkeo Phannhaseng | Deputy of Counter Narcotic Unit (CNU), Bokeo |

- | | |
|--------------------------------------|--------------------|
| 6. Pol.Sec.Lt. Viengxay Phongsouvanh | BLO Officer |
| 7. Pol.Sec.Lt. Soukan Chanthanomh | CNU Officer, Bokeo |

Myanmar

- | Name | Title |
|------------------------------|---|
| 1. Pol.Col. Tin Maung Htay | Director of Law Enforcement Department, CCDAC, Yangon, National Project Coordinator for D91 Project |
| 2. Lt. Col. San Yu | Column Commander LIR (125)) Chin Shwe Haw |
| 3. Capt. Aung Kyaw Min | Chairman of Township, Peace and Development Council |
| 4. Pol. Maj. Myint Thein | Supervisor, Lashio , Anti-Narcotics Task Force(ANTF), Chief of Chin Shwe Haw BLO |
| 5. Pol.Lt. Aye Cho | Township Police Officer, Chin Shwe Haw |
| 6. Pol.Lt. Hla Thein | Staff Officer, CCDAC, Yangon |
| 7. Pol.2nd Lt. Tin Zaw Min | Sub-Section Commander Chin Shwe Haw, Special Branch |
| 8. Pol.Capt. Mying Aung | Supervisor, Mandalay ANTF |
| 9. Pol.Capt. Khaing Soe | Supervisor, Mandalay ANTF (South) |
| 10. Pol.Capt. Kyaw Zaw Myint | Supervisor, Mandalay ANTF (Airport) |
| 11. Pol.Lt. Tun Aung | Team Leader Mandalay ANTF |
| 12. Pol. Maj. Kyaw Sann | Manager, Tachileik BLO |
| 13. Pol.Lt. Tun Aye | BLO Officer, Tachileik BLO |
| 14. Pol.Lt. Sai Kham Lu | BLO Officer, Tachileik BLO |
| 15. Pol. Cpl. Aung Zaw Oo | Tachileik ANTF |

Thailand

- | Name | Title |
|--------------------------------|---|
| 1. Mr. Chalermwut Raktiwong | Deputy Chief of Mai Sai District Office |
| 2. Pol.Lt.Col. Sornram Kerdman | Deputy Superintendent, Mae Sai District Police Station |
| 3. Pol.Lt. Col.Pisit Homsin | Deputy Superintendent, Koh Chang Sub District Police Station |
| 4. Pol.Lt. Somnuek Pedkrua | Coodination Center for Myanmar-Thailand Border Area 1, Mae Sai |
| 5. Mr. Chamnan Sanpalikit | Deputy Chief, Security Section, Mae Sai District Office |
| 6. Pol. L/C Warong Tibphrom | Police Officer, Mae Sai District Police Office |
| 7. Pol.Const. Banyat Temeesak | Police Officer, Mae Sai District Police Office |
| 8. Mr. Saman Polnok | Senior Staff Official, Ex- National Project Coordinator for D91 Project, ONCB |
| 9. Mr. Thavorn Niamnum | Staff Officer, Officer-in-Charge of National Project Coordinator for D91 Project ONCB, Chiang Rai |

10. Mr. Somsak Anuthongsrivilai
Staff Officer, CBCC, ONCB, Chiang Rai

Viet Nam

- | Name | Title |
|------------------------|--|
| 1. Mr. Pham Van Cao | Deputy Director, Tay Ninh Provincial Police |
| 2. Mr. Phan Van Khai | Chief of Moc Bai Police, Deputy Head of BLO |
| 3. Mr. Luu Cong Bang | Head of Counter Narcotics Provincial Police, Moc Bai |
| 4. Mr. Doan Van Long | Member of Drug Control Steering Board of Tay Ninh Province |
| 5. Mr. Nguyen Van Lang | BLO officer |
| 6. Mr. Tan Van Lan | BLO officer |
| 7. Mr. Tran Viet Trung | National Project Coordinator, SODC, Hanoi |

UNODC Regional Centre - Bangkok

- | Name | Title |
|------------------------------------|--|
| 1. Mr. Akira Fujino | Representative, UNODC Regional Centre for East Asia and the Pacific |
| 2. Mr. Burkhard Dammann | Senior Management Programme Officer, UNODC Regional Centre for East Asia and the Pacific |
| 3. Mr. Songsatit Kittikhunwatchana | Project Coordinator (RASD91)/Project of Development of Cross-Border Law Enforcement Cooperation in East Asia |
| 4. Mr. John Irvin | Project Coordinator (GLOH17)/ Project of A Global Approach to Computer-Based Training (CBT) to Counter Illicit Drug Trafficking and Cross-Border Organized Crime |
| 5. Mr. John Doyle | Project Coordinator (RAS73)Project of Regional Cooperative Mechanism to Monitor & Execute the ACCORD Plan of Action |

Others:

- | Name | Title |
|------------------------------|---|
| 1. Mr. Chartchai Suthiklom | Deputy Secretary General, ONCB, Bangkok |
| 2. Ms. Ratchanikorn Sarasiri | Director, Foreign Affairs Division, ONCB, Bangkok |
| 3. Mr. Norathep Putthipesat | Director, Strategic Intelligence Division, ONCB, Bangkok |
| 4. Mr. Andrew J. Malanga | Special Agent, Bangkok Country Office, Drug Enforcement Administration, United States Department of Justice |

Appendix “F”

Terms of Reference for the Project Manager.

Post title and level: Project Manager, L 4

Duty Station: UNDCP Regional Centre, Bangkok

Duration: 16 months (4 months each year during the life of the project)

Under the strategic guidance of the Senior officials Committee and the direct supervision of the UNDCP Regional Centre's Law Enforcement Adviser, the Project Manager will be responsible for the overall management, coordination and implementation of project activities. The field of action will be the entire subregion and implementation of the activities will involve significant time for travelling.

Responsibilities:

1. To manage the implementation of the subregional law enforcement project entitled "Development of Cross-border Law Enforcement Cooperation in East Asia".
2. Initially, to take responsibility for the implementation of the project by working with the National Project Coordinators to develop meeting and workshop agendas, arrange for experts to make presentations during and participate in the meetings and workshops.
3. Advise, coach and assist participating countries through the National Project Coordinators with any follow-up activities resulting from the meetings and workshops.
4. Conduct needs analysis for train the trainers courses in all six countries.
5. Coordinate and take part in the design and delivery of the train the trainers course in cooperation with external experts.
6. Organize regular cross border meetings for law enforcement officers along all borders.
7. Report to the UNDCP Law Enforcement Adviser on a regular basis regarding the progress of the project, problems encountered in the implementation, action taken to resolve the problem and the utilisation of project inputs.
8. Prepare the semi-annual and annual project progress reports as stipulated in the project document to ensure their timely submission to the relevant offices..
9. To organize and participate in project reviews, planning meetings and evaluation activities as appropriate.
10. To undertake such other tasks as requested by the UNDCP Regional Centre.

Qualifications:

Advanced degree in criminology, law, related discipline or equivalent practical education from a recognized national police, customs or other staff training institute with specialization in criminal justice, crime prevention, law enforcement and serious crime investigation. Proven planning and management skills. Fluency in English is essential.

Minimum requirement of ten years of law enforcement experience with a nationally accredited law enforcement agency including a substantial period of drug law enforcement duties at the operational level. The Project Manager should have interpersonal skills and experience of negotiations as well as experience of cross border cooperation and training including:

- Project management
- Training consultancy
- Running workshops
- Communication techniques and methodologies
- Coaching

Appendix G

