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## **TERMINAL EVALUATION REPORT**

### **Project Number**

AD/GLO/06/193

### **Project Title**

**UNODC support to preparation of the International Ministerial Conference on the Afghan drug routes ("Paris 2 – Moscow 1"), Moscow, Russian Federation**

### **Thematic Area**

Advocacy

### **Countries Involved**

Russian Federation  
and other countries along drug trafficking routes from Afghanistan

### **Funding**

Russian Federation

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**ABBREVIATIONS USED**

UNODC	-	United Nations Office on Drugs and Crime
RORB	-	Regional Office for Russia and Belarus (Moscow, Russia)
EWCAS	-	Europe and West/Central Asia Section, UNODC
RAS	-	Research and Analysis Section, UNODC
EU	-	European Union
EC	-	European Commission
OSCE	-	Organisation for Security and Co-operation in Europe
CIS	-	Commonwealth of Independent States
CSTO	-	Collective Security Treaty Organization
SCO	-	Shanghai Cooperation Organization

**Disclaimer**

Independent Project Evaluations are scheduled and managed by the project managers and conducted by external independent evaluators. The role of the Independent Evaluation Unit (IEU) in relation to independent project evaluations is one of quality assurance and support throughout the evaluation process, but IEU does not directly participate in or undertake independent project evaluations. It is, however, the responsibility of IEU to respond to the commitment of the United Nations Evaluation Group (UNEG) in professionalizing the evaluation function and promoting a culture of evaluation within UNODC for the purposes of accountability and continuous learning and improvement.

Due to the disbandment of the Independent Evaluation Unit (IEU) and the shortage of resources following its reinstatement, the IEU has been limited in its capacity to perform these functions for independent project evaluations to the degree anticipated. As a result, some independent evaluation reports posted may not be in full compliance with all IEU or UNEG guidelines. However, in order to support a transparent and learning environment, all evaluations received during this period have been posted and as an on-going process, IEU has begun re-implementing quality assurance processes and instituting guidelines for independent project evaluations as of January 2011.

**EXECUTIVE SUMMARY**

- 3.1 The Afghan illicit opium production is widely recognized to pose a severe threat to both consumption and transit countries along the heroin trafficking routes to Western markets. In this context, the Government of the Russian Federation made a decision to organize an International Ministerial Conference on the Afghan Drug Routes in Moscow in June 2006. Russia targeted participation of approximately 400 representatives of Governments, international and regional organizations, with policy and decision-making responsibility for drugs control and crime prevention.

The Russian Government has requested UNODC to support this event by preparing in-depth reports and analysis, presenting results achieved and lessons learnt since the Ministerial Conference on the "Drug Routes from Central Asia to Europe" (Paris, France, May 2003), and proposing any components of a further course of action on the Paris Pact Initiative that was launched at the 2003 Paris Conference.

The preparatory assistance project AD/GLO/06/I93 "UNODC support to preparation of international Ministerial Conference on the Afghan drug routes ("Paris 2 – Moscow 1"), Moscow, Russian Federation" was designed with the following aims:

- to cover the analysis and research work for the production and presentation of an in-depth reports and analysis on the drug and crime situation in the region;
- to set a clear workplan and timetable for different activities in preparation for the Conference;
- to set provisions for UNODC staff and consultant travel to prepare for and participate in the Conference, and for moderate UNODC support to the Russian authorities in their preparatory work and Conference conduct.

It was understood that the AD/GLO/06/I93 project is a technical one and is not related to the Paris Pact Initiative (UNODC projects GLO/I05 and GLO/J33). Any outcomes of the Conference were not included in the AD/GLO/06/I93 project.

- 3.2 The identified overall objective of the project was:

to organize an International Ministerial Conference in Moscow in June 2006

- to review the results achieved since the Ministerial Conference in Paris in May 2003 and lessons learnt;
- to expand the Paris Pact Initiative first to ensure greater coherence of action among the participants, and second, to address the contextual factors that invite, fuel, and derive from drug trafficking, such as organized crime, corruption, money laundering, and the financing of terrorism.

Immediate objective 1: Preparatory work for the Conference.

Immediate objective 2: Organization of the Conference.

Immediate objective 3: Preparation of the report for the Conference.

- 3.3 In setting the objectives, it was recognised that whilst the lead in conducting the Conference remains with the Russian Government, the Conference is very important for UNODC as the leading vehicle of the Paris Pact Initiative and that its outcomes will influence the Phase II of the Paris Pact Initiative.
- 3.4 The project was given a “Global” number in the UNODC project management system as it was not limited to the Russian Federation only and was applicable to the countries situated along drug trafficking routes from Afghanistan.
- 3.5 The specific aims of the project were to provide support to the Government of the Russian Federation through the UNODC specific knowledge of the drug trafficking trends and situation in the region and experience in working in counter-narcotics.
- 3.6 The project was launched in January 2006, effectively ended in September 2006 and was formally closed in December 2006.
- 3.7 Europe and West/Central Asia Section (EWCAS) at UNODC monitored the implementation of the project in line with existing provisions and standards. Given the project’s limited duration and budget, it was agreed to carry out a desk evaluation at the end of the project and to issue one final project report (the current document).
- 3.8 The overall conclusion of this report is that the project AD/GLO/06/I93 was a notable success. The objectives were met, namely the Conference went well and its outcomes were recognized by all participants as successful. The Conference supported the smooth start of the Phase II of the Paris Pact Initiative.

## SECTION 4

### INTRODUCTION

#### 4.1 Background and Context

- 4.1.1 At a Ministerial Conference held on 22<sup>nd</sup> May 2003 in Paris, France, on the “Drug Routes from Central Asia to Europe”, 55 countries affected by Afghan heroin trafficking committed themselves to increasing action against growing drug trafficking and related problems. More specifically, the Conference prepared the ground for the Paris Pact Initiative – the practical tool for expert consultations, in the Roundtable format, each focusing on the drug situation and counter-measures in a specific region (i.e. Iran, the Balkans, Central Asia, Russia, Pakistan, Turkey, etc.). It was agreed that UNODC will act as a “clearing house”. Subsequently, this Paris Pact idea, and the need for stronger partnership between all countries and parties and well coordinated programmes against heroin trafficking from Afghanistan were raised during the G-8 Evian Summit and the 17<sup>th</sup> June 2003 Special Session of the Security Council on Afghanistan.
- 4.1.2 By the time the project AD/GLO/06/I93 has started the following Roundtables and Consultative Policy Meetings were held under the umbrella of the Paris Pact Initiative:
  - Roundtable on the Balkan Route, September 2003, Brussels, Belgium;

- Roundtable on Iran, October 2003, WCO Brussels, Belgium;
- *Consultative Policy Meeting*, November 2003, Rome, Italy;
- Roundtable on the Central Asian region, April 2004, Tashkent, Uzbekistan;
- Roundtable on trafficking through Russia, June 2004, Moscow, Russia;
- *Consultative Policy Meeting*, December 2004, Vienna, Austria;
- Roundtable on trafficking through Pakistan, April 2005, Islamabad, Pakistan;
- Roundtable on Iran, September 2005, Tehran, Iran;
- Roundtable on South Eastern Europe, October 2005, Istanbul, Turkey;
- *Consultative Policy Meeting*, December 2005, Vienna, Austria.

4.1.3. In 2006, the following events took place under the umbrella of the Paris Pact Initiative:

- Roundtable on cross-border cooperation between Afghanistan and its neighbouring countries, April 2006, Dushanbe, Tajikistan;
- Roundtable for the States of the Gulf Cooperation Council, May 2006, Doha, Qatar;
- *Consultative Policy Group Meeting*, November 2006, Vienna, Austria.

4.1.4 The Paris Pact Initiative facilitates a consultative mechanism among all affected countries at expert and policy levels, and creates a supporting field-based computerized system (ADAM) for all donor assistance in the region, including detailed inventories of training and equipment provided and results achieved, so as to provide real-time information to all affected countries.

4.1.5 Given that the Russian Federation was the initiator of the 2<sup>nd</sup> Ministerial Conference which took stock of the progress achieved and lessons learnt since the Paris Conference 2003, the Russian Government funded the project AD/GLO/06/193.

## **4.2 Executing Modality / Management Arrangements**

4.2.1 UNODC implemented and executed this project and maintained close cooperation with the Russian authorities on delivering this project's contents. UNODC's section for Europe, West/ Central Asia in the Partnership in Development Branch handled the overall management of this project, with inputs and cooperation to come from the following UNODC units:

- Research and Analysis Section (RAS) at UNODC provided the technical supervision of the Study on drug trafficking routes from Afghanistan, which was prepared by two project consultants hired under this project. RAS services included the identification of suitable consultants and development of ToR and contract papers, together with EWCAS. An L-4 staff within RAS provided technical supervision over the consultants' work, including the clearance of the outline of the Study, and the technical approval of the final draft, prior to printing and publication. The supervision/inputs were provided throughout the consultancy period, for a total time equivalent to 1 w/m of the L-4, working under project GLO/H93 - Illicit Market Studies, amounting to cost of USD 14,100 (Project Support Costs included). To cover these costs, the equivalent portion of the Russian 2005 financial contribution to UNODC will be assigned to this GLO/H93 project. RAS provided its own standard reporting to donors on this project.
- two consultants were recruited and worked under the managerial and administrative supervision of EWCAS and the substantive supervision of RAS.
- other UNODC units from the Human Security Branch provided data, information and technical inputs for the conduct of the Study, and also provided documentation and inputs for other UNODC papers and presentations at the Conference.

- the UNODC Regional Office for Russia and Belarus (RORB) established liaison with the relevant Russian authorities and UNODC Vienna on the preparation of this Conference. At the final stage of the preparation for the Conference RORB has received an allotment for printing the hand out material for the Conference. RORB has managed to perform the activities with savings and the unspent funds were returned to HQ.
- 4.2.2. UNODC had to change the modality in the course of the implementation and instead of the initially planned travel of the consultant who was to prepare the Study for the Conference, to hire another consultant who travelled and participated in the Conference. This was appropriate for the following reasons:
- there were two consultants preparing the Study and both of them would have needed to travel, at the same time travelling of one person was more cost effective;
  - the consultant who was chosen to travel to the Conference was very familiar with the work of UNODC and with UNODC standards and was able not only to support the presentation of the Study but also to assist in the preparation of the final documents of the Conference.
- 4.2.3. The Government of the Russian Federation established liaison with both UNODC EWCAS and RORB on the preparation of the Conference, including the invitations, agenda, logistic arrangements, etc., that Russia has provided for this Conference. The Government of the Russian Federation made arrangements for and promote the Conference through the Ministry of Foreign Affairs and other relevant agencies which were involved in the overall preparation of the meetings held in the Russian Federation during the Chairmanship of the Russian Federation of the G-8. Additionally, Russian authorities arranged the Conference venue, full conference services (interpretation and translation into English and Russian), press coverage and assistance with protocol for VIPs.
- 4.2.4. The final documents of the Conference were prepared as below:
- the final report of the Conference “Observations and Recommendations” – by UNODC (in both English and Russian);
  - the Moscow Declaration – by the Government of the Russian Federation (in both English and Russian).

## SECTION 5

### **5. ANALYSIS AND MAJOR FINDINGS**

#### **5.1 Overall Performance Assessment**

5.1.1 The key objectives and were achieved.

5.1.2. The impact of activities and achievements towards realization of immediate objectives is as below:

- the project has been implemented in networking with external and internal partners in consultations with the relevant authorities of the Russian Federation. Focal points for ease of contacting with the Russian counterparts were nominated.
- as per the workplan, preliminary consultations with the Russian authorities has been first held in December 2005, the main outline of the preparations for the Conference were agreed upon, as well as the preliminary draft agenda. The project document was written and endorsed by the PPC in January 2006. Further consultations with the Russian authorities were held during the first half of 2006 as it was needed. The UNODC Moscow Office has established constant contact with the Russian Foreign Ministry and other counterparts, as well as participated in meetings of the G-8 coordination group in Moscow as part of the preparation of the Conference.
- UNODC supported Russian counterparts in formulating the provisional agenda of the Conference by providing substantial inputs. UNODC Substantive Units provided detailed advise and suggestions which became the basis for the discussions at the Conference and for the recommendations adopted.
- UNODC HQ prepared hand-out materials on all thematic areas of the Conference, translated them into Russian and supplied them to the Conference participants.

#### 5.1.3. Main Activities and Achievements of the Project:

- The first two days of the Conference were devoted to a high level expert segment, which considered measures related to border control, regional cooperation and demand reduction. Three working groups were held addressing each of these subjects. UNODC played an active role in organizing and facilitating each of them, giving several presentations including one relating to a UNODC Study entitled "Trafficking in Afghan Opiates: Impact on Transit Countries" (Work in Progress). Delegates expressed deep appreciation for this timely information. Several delegates provided comments and further information.
- The third day of the Conference related to the Ministerial segment. It was opened and chaired by the Minister for Foreign Affairs of the Russian Federation, Mr. Sergey Lavrov. During this session the Executive Director of UNODC, Mr. Antonio Maria Costa, delivered a speech, a copy of which is available on the UNODC website.
- Of particular significance during the Conference was the outstanding support for the UNODC Paris Pact Initiative. All delegations, while praising its merits and practical value, requested the Initiative be continued and further enhanced.
- Many expressions of support, including a strong endorsement on behalf of the Russian Federation by Mr. Lavrov, were also given to the UNODC initiative to establish a Central Asian Regional Information and Coordination Center (CARICC). A recommendation called upon the participating states to move swiftly ahead with the signing of the CARICC Agreement in order that UNODC could take the necessary action to renovate, equip and staff the premises so that it could become operational with a minimum of delay.
- With regard to demand reduction although several delegates felt that the Paris Pact Initiative should be expanded to include this issue, many delegates considered the need to retain the focus of the Initiative on border control, regional cooperation and assistance to law enforcement. Though agreement has not been reached on this matter, the Conference has successfully adopted several useful recommendations on health and social issues.

- The final report of the Conference "Observations and Recommendations", drafted by the UNODC staff containing all details of the discussions and conclusions/recommendations made, was adopted by the Ministerial segment. Also, the "Moscow Declaration" initiated by the Russian Government adopted by the Chair of the G-8.

### **5.3 Implementation**

- 5.3.1. EWCAS at UNODC has taken an extremely active role in the implementation of this Project. The cooperation with the UNODC RORB, RAS and the units of the Human Security Branch was very well organized and successful. The UNODC HQ and Field Office worked in a well coordinated team.

## SECTION 6

### **6. OUTCOMES, IMPACT AND SUSTAINABILITY**

#### **6.1 Outcomes**

- 6.1.1 The outcome of the project, in terms of the tangible results which have been achieved and specific objectives of the project, are best described by the Observations and Recommendations of the Conference (Please see Attachment 1).
- 6.1.2. The recommendations adopted by the Conference are an important instrument for enhancing counter-narcotics cooperation in the Paris Pact region.
- 6.1.3. As part of the follow up, UNODC consulted closely with Paris Pact partners with regard to the formulation of the second phase of Paris Pact Initiative project. Outcome: Phase II of the Paris Pact Initiative has been approved in January 2007.
- 6.1.4. With regard to CARICC, UNODC pursued and agree with the Kazakh authorities measures and time-table for the signature of the CARICC Agreement and hand-over of premises for renovation. Outcome: by the time of the preparation of the current report, five of the seven CARICC countries have signed it.
- 6.1.5. Further implementation of the recommendation will be an ongoing process for the years to come.

#### **6.2 Impact**

- 6.2.1 Better cooperation of UNODC with the regional organizations such as CIS Secretariat, CSTO and SCO is ensured and these organizations are brought on board of the Paris Pact Initiative.
- 6.2.2 Better cooperation with OSCE in ADAM related matters is achieved.
- 6.2.3 Better understanding of the Paris Pact Initiative by the EU partners has been achieved and EC has provided funding for the Phase II of the Paris Pact Initiative.

### **6.3 Sustainability**

- 6.3.1 Though the Paris Pact Initiative is a separate undertaking the project AD/GLO/06/193 has contributed to its sustainability and development. The Moscow Conference was the second and it was mentioned in the discussions in the Conference that the third such Conference could possibly take place in Kabul in approximately three years time.
- 6.3.2 In general, there is a tangible will in the region, within law enforcement and demand reduction authorities and in particular its senior management, to continue with and build upon the activities which are being carried out by the Paris Pact Initiative. This will be supported by ongoing and future project work and assistance.
- 6.3.3 Finally, while important steps have been taken towards greater co-operation and exchange of intelligence between the national law enforcement agencies in the region, there is much work still to be done on this. Integrity issues are recognised, but should not prevent this co-operation.

## SECTION 7

### **7. LESSONS LEARNED AND BEST PRACTICES**

#### **7.1 Lessons**

- 7.1.1 It was essential to establish focal persons in UNODC EWCAS and RORB and the Russian authorities for simplified and non-bureaucratic liaison.
- 7.1.2 It was very useful to have the check-lists of all needed activities, papers, print outs, documents to be translated and assess the follow-up on a weekly basis.

#### **7.2 Best Practice**

- 7.2.1 That there is merit in the appointment of focal persons in participating countries in the case of regional projects.
- 7.2.2. That close liaison with other national and international organisations involved in capacity building activities is beneficial to all parties.

#### **7.3 Constraints**

- 7.3.1. Even where there is commitment from law enforcement, political factors can cause delays in the implementation of project objectives and dilution of impact due to reassignment of senior staff and unhelpful rivalry between law enforcement agencies.

## SECTION 8

### **8. RECOMMENDATIONS**

Please see Attachment 1.

**9. OVERALL CONCLUSIONS**

- 9.1 The Project has been a significant success. The main results and objectives have been achieved.
- 9.2 The Project has had significant impacts in terms of promoting regional anti-narcotics cooperation. Substantial inroads have been made into improving the co-operation between law enforcement agencies both within the participating countries across national borders. The Project has directly or indirectly led the way to further capacity building activities in the field of fighting against illicit drug trafficking from Afghanistan.
- 9.3 The project was implemented within budget and there were savings. The budget revision should be done to accommodate the unspent funding.
- 9.4 Project management and the personnel and structures put in place to coordinate the activities were particularly effective.