

PROJECT EVALUATION REPORT (Phase 2)

Project number	AD/NIR/05/124
Project title	Upgrading of the Nigerian Drug Law Enforcement Agency Jos Training academy to a regional Law Enforcement Training Centre – Phase 2
Sector	Counter Narcotics Enforcement
Country	Nigeria

Report of the evaluators

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October 2007

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List of Acronyms

CEO	Chief Executive Officer
DEA	Drug Enforcement Administration (USA)
DO	Division for Operations
ECOWAS	Economic Community of West African States
EFCC	The Economic and Financial Crimes Commission
FRMS	Financial Resources Management Service
GoN	Government of Nigeria
IAPSO	Inter Agency Procurement Services Office
IPC	International Project Co-ordinator
LE	Law Enforcement
NAC	National Advisory Commission
NAPTIP	National Agency for the Prohibition of Trafficking in Persons
NGO's	Non Governmental Organisations
NDLEA	National Drug Law Enforcement Agency
NPC	National Project Coordinator
OIOS	Office of Internal Oversight Services
PR	Procurement Request
PROFI	Programme & Financial Information Management System
RAC	Regional Advisory Committee
UNDP	United Nations Development Programme

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EXECUTIVE SUMMARY

(a) Introduction

In recognition of the transnational nature of drug trafficking and the increasingly central role West African groups play in global trafficking, a project was designed to strengthen drug law enforcement efforts in the West African sub-region. In 2002, the Nigerian Government decided with the support of UNODC to turn the National Drug Law Enforcement Agency (NDLEA) Training Academy in Jos, Nigeria into a sustainable regional Training Academy, to serve all 15 ECOWAS countries and provided \$1.96 million to start the "Jos Project." There was an additional contribution of \$500,000 from the United States Government. **Project AD/NIR/03/G73: Upgrading of the NDLEA Jos Training Academy to a Regional Law Enforcement Training Centre** thus commenced its first phase in November 2003. Phase 2 of the project (the subject of this evaluation) commenced in September 2005 as Project **AD/NIR/05/I24 Upgrading of the NDLEA Jos Training Academy to a Regional Law Enforcement Training Centre, Phase II** and has the goal of further implementing the technical and physical upgrade of the Academy into a regional law enforcement Centre. The project is being executed by UNODC with NDLEA being designated as the associate executing agency, and has three main objectives:

Immediate objective 1: Further upgrading of buildings and logistics to accommodate national and international students.

Immediate objective 2: To develop a comprehensive regional curriculum for the Academy and to train instructors to effectively deliver training to a large national/regional training facility on drugs, organised crime and counter-terrorism.

Immediate objective 3: To re-organise the Project Management Board and Regional Advisory Committee to include representatives of different agencies so as to facilitate inter agency cooperation with a view to carrying out basic standard training to all law enforcement agents.

(b) Major findings of the evaluation

(i) Project concept and design

Although the clear intention behind this phase of the project was to develop a regional capability, with hindsight it can be seen that there was still significant development required to establish a fully functioning national facility. This development has not taken place, especially in respect of the essential and basic infrastructure requirements. If the academy had been brought up to an acceptable national standard, it was only at that stage that a regional establishment could be viable, albeit with the difficult challenge of providing bilingual training for the Anglophone and Francophone ECOWAS states. Additionally, the project concept assumed that the commitment of the NDLEA

and the volume of training conducted would continue at least at the level achieved in Phase 1. This has not proved to be the case. It therefore follows that the project concept and design was not necessarily unsound, but achievement was dependent on the shortcomings identified in the Phase 1 evaluation being addressed. It is clear that several recommendations contained within it were not followed up.

(ii) Implementation

This was a challenging and ambitious undertaking which demanded that a number of essential requirements were fulfilled, specifically:

- Commitment by all partners to maintain the impetus evident in Phase 1
- Close monitoring and supervision by appropriate UNODC and NDLEA personnel
- Efficient and timely procurement procedures
- A concerted effort by all partners to adhere to project timescales

Failures in any one of the above areas would inevitably lead to ineffective implementation, and consequent delay or failure of the project. Regrettably this evaluation has revealed major failings in all four categories, so that implementation has been extremely poor. Achievements during this phase of the project are most effectively measured by reference to the two principal elements (a) a continuing and sustained programme of training at national and regional level and (b) project support and the provision of equipment. This evaluation reveals that no meaningful training was conducted in 2006 and 2007, and that procurement via UNODC and UNDP has been an abject failure, with only two minor procurements successfully completed. However these failings appear not to have affected the levels of project funds spent over the relevant period, but it should be pointed out that the parlous state of this project was recognised in advance of the evaluation and appropriate mutual action by UNODC and NDLEA taken to halt certain activities. Despite this, the evaluators believe that the release of project funds should have made conditional upon continued infrastructure development and support by the NDLEA, at an early stage in Phase 2.

(iii) Project objectives, outputs, outcomes and impact

The overall drug control objective of this project was the creation of a leading regional training institution in drug law enforcement that was recognised internationally and attained certification and degree-granting status.

This evaluation clearly shows that there has been virtually no progress during Phase 2 of the project.

Immediate objective 1 required the further upgrading of buildings and logistics to accommodate national and international students. This has not been achieved, other than the creation of a dining hall.

Immediate objective 2 aimed at the development of a comprehensive regional curriculum for the Academy and to train instructors to effectively

deliver training to a large national/regional training facility on drugs, organised crime and counter terrorism. A rudimentary curriculum has been prepared but has not been transformed into training manuals and student handbooks. Accordingly this aspect has only been partially achieved. However there is no evidence to suggest that instructors have received the appropriate training. Consequently, overall this objective has not been achieved. (An agreement was reached in the summer of 2007 between UNODC and NDLEA to halt the production of these manuals and certain planned training activities, recognising the parlous state of the project.)

Immediate objective 3 aimed at reorganising the Project Management Board and Regional Advisory Committee to include representatives of different agencies so as to facilitate inter agency cooperation with a view to carrying out basic standard training to all law enforcement agents. This objective initially appeared to have been achieved in 2006, but there have been no meetings of these bodies in 2007. This objective should therefore be considered as only partially achieved.

The outputs for Immediate Objective 1 : There has been little activity.

The outputs for Immediate Objective 2 : There has been little activity.

The outputs for Immediate Objective 3 : Some activity at the outset of Phase 2, but no further activity since 2006.

In consequence of the minimal activities reported above, the outcome of Phase 2 falls far short of that envisaged in the Project Document, and therefore has had little impact on the intended objective.

(c) Project related findings

There have been multiple failures in communication throughout this Phase of the project. It was always going to be challenging to effectively manage a project based in three geographically remote locations, and success was dependent on clear communication lines and active project management. Unfortunately both these essential requirements were found to be lacking. This was compounded by internal upheaval in the UNODC Country Office accompanied by a change in NDLEA management at a critical point.

Although failures in implementation and training must have been evident for a considerable period, this was not reflected in progress reporting, either internally or to the wider donor community.

None of the above resulted in a significant reduction in expenditure of project funds. For example, in 2007, over 80% of the allocated budget has been subsumed by UNODC/UNDP administering and managing a failing project.

(d) Recommendations

Recommendation 1

There should be no further expenditure on this project, and a detailed analysis of funds remaining from all 3 phases of the project should be conducted. When that analysis is complete, UNODC, NDLEA together with the donor(s) should consider and agree the priorities of any future activity where the remaining funds could be utilised.

Recommendation 2

It should be a prerequisite of any consideration of future development at Jos Academy that the basic infrastructure must first be enhanced to an acceptable standard which must as a minimum include the provision of adequate supplies of water and electricity.

Recommendation 3

In any future development of the Jos Academy that is funded through UNODC, the Government of Nigeria, through the NDLEA should first enter into a binding agreement to continue to maintain and support that development. In the event that the agreement was not fully met, UNODC funding should be withheld immediately.

Recommendation 4

In any future development of the Jos Academy, the UNODC should appoint an appropriate full time Project Manager. His or her Terms of Reference should include the requirement to maintain constant and direct contact with the academy, augmented by frequent visits to ensure that project activities are being carried out in accordance with the Project Workplan.

Recommendation 5

In any future development of the Jos Academy, the Project Manager must maintain frequent contact and face to face communication with the UNDP in respect of procurement. Any delays or shortcomings should be brought to the immediate attention of the UNODC Country Representative.

Recommendation 6

In any future development of the Jos Academy, the UNODC Country Representative must ensure that project documentation such as progress reports accurately reflect the actual progress achieved at that point.

Recommendation 7

Closer co-ordination of law enforcement training across UNODC projects within the country should be carried out in the future, in order to avoid unnecessary duplication and costs.

Recommendation 8

Should a decision be made not to embark upon future development at the Jos Academy, consideration should be given to the feasibility of NDLEA investigative and regional training being conducted under the auspices of the EFCC training establishment.

(e) Lessons to be learned

During the visit to the academy, the evaluators studied NDLEA documentary records and equipment inventories and physically checked them against items held in the secure storeroom and on site. These inventories were accurate and comprehensive, and a detailed examination of the contents of the storeroom revealed that much of the expensive equipment supplied at an early stage of the project was still stored in original packaging and had never been used. It follows that there had not been a pressing need for the supply of this equipment, and the UNODC appeared to be unaware of the scale of this problem.

It was also confirmed during the visit to the academy that the new Senior Management Team of the NDLEA in Lagos had prohibited direct contact between the Commandant and his staff with UNODC in Abuja, insisting that all communication was via NDLEA Lagos Headquarters. This has contributed to the lack of effective communication and coordination that is evident throughout this phase of the project, and is in stark contrast with the policy adopted by all bilateral donors consulted during the evaluation. They insist that direct contact must be maintained with the receiving sites. Deliveries of equipment are always followed up by regular visits to ensure that it is in use, and being used for the purpose intended. It also emerged from these consultations that the procurement and supply of equipment is far more effectively managed by bilateral donors than through the tortuous processes adopted by UNODC/UNDP.

Although ECOWAS was identified as a key partner in this project, their involvement appears to have been minimal, and almost exclusively confined to identifying students to attend courses at the academy when requested. It was confirmed by the evaluators during a visit to the ECOWAS secretariat that support for this project from ECOWAS was in words rather than actions.

During Phase 2, the UNODC Representative, the International Project Coordinator and latterly the National Project Coordinator all left office. These changes have had an impact on the project. The decision by the newly appointed UNODC Country Representative to halt all activity on the project until this evaluation had been completed was sound, and fully justified in view of the findings contained within this report. The evaluators have seen physical and documentary evidence that a more rigorous approach to management and supervision has been introduced, and it is their view that had such an approach been in place at an earlier stage, many of the reported failings could

have been identified far earlier, perhaps avoided, and prompt corrective action taken.

Given the scale of the failures reported, any future project should be managed by a competent Project Manager, preferably with a law enforcement background and an in depth knowledge of project management. Coupled with the stronger management regime within the UNODC Country Office identified above, such an appointment could ensure the success of a future project.

1. INTRODUCTION

1.1. Background

West Africa is geographically placed on a natural smuggling route of cocaine from South America to Europe, and with its long shoreline and numerous international seaports and airports, is especially vulnerable for use by drug trafficking rings smuggling drugs from Asia (heroin and psychotropic substances), Latin America (cocaine), North Africa (cannabis resin), and Europe (psychotropic substances). Organised crime groups have developed powerful networks in Nigeria and other countries in the region, with the large and worldwide diasporas of West Africans constituting an effective international trade and communication and link for both licit and illicit goods.

In recognition of the transnational nature of drug trafficking and the increasingly central role West African groups now play in global trafficking rings, project **AD/NIR/05/I24** was designed to strengthen drug law enforcement efforts in the West African sub-region. In 2002, the Nigerian Government decided with the support of UNODC to turn the national NDLEA Training Academy in Jos, Nigeria into a sustainable regional Training Academy, to serve all 15 ECOWAS countries and provided \$1.96 million to start the “Jos Project.” There was an additional contribution of \$500,000 from the United States Government. **Project AD/NIR/03/G73: Upgrading of the NDLEA Jos Training Academy to a Regional Law Enforcement Training Centre**, thus commenced its first phase in November, 2003.

This three-phase project providing UNODC support to NDLEA Training Academy, Jos, aims at strengthening the Nigerian Government in its efforts by developing the infrastructure of the training centre to accommodate large numbers of international students and by uplifting the teaching capacities of the centre for the benefit of the sub-region. Since the project commenced implementation in 2003, upgrading has been done through facility development, management training, training of instructors in specialized subjects, curriculum development, etc. The computer-based training system developed by UNODC in the Greater Mekong Region under another project, and already adapted for the TADOC training centre in Turkey, was reviewed and adapted for use in West Africa, and installed in the Academy. This introduction of computer-based training has made the cost-effective training of large numbers of officials possible.

The second phase of the project (the subject of this evaluation) commenced in September, 2005, and has the goal of further implementing the technical and physical upgrade of the Academy into a regional law enforcement Centre. Its overall objective is the creation of a leading regional training institution in drug law enforcement that is recognized internationally and attains certification and degree-granting status in the near future. Activities in this second phase include the development and implementation of a standard regional curriculum for 15 West African countries and the adaptation of a UNODC global Computer-Based Training module (installed during Phase 1) to West-African cultural and linguistic context.

Project **AD/NIR/05/I24 Upgrading of the NDLEA Jos Training Academy to a Regional Law Enforcement Training Centre, Phase II** which is being executed by UNODC with NDLEA designated as associated executing agency, and has three main objectives:

Immediate objective 1: Further upgrading of buildings and logistics to accommodate national and international students.

Immediate objective 2: To develop a comprehensive regional curriculum for the Academy and to train instructors to effectively deliver training to a large national/regional training facility on drugs, organised crime and counter-terrorism.

Immediate objective 3: To re-organise the Project Management Board and Regional Advisory Committee to include representatives of different agencies so as to facilitate inter agency cooperation with a view to carrying out basic standard training to all law enforcement agents.

1.2. Purpose of the evaluation

The purpose of the evaluation is to assess and establish if the project did effectively build the capacity of the NDLEA Training Academy Jos to a sub-regional law enforcement training centre operating to international standards. Beyond this, the evaluation is expected to identify any lapses, lessons learned, best practices and areas of improvement in the second phase, and offer recommendations for the future. The evaluation will analyse: a) project concept and design; b) project implementation; and c) the outputs, outcomes and impact of the project.

1.3. Scope of the evaluation

The four principal partners in this project are: UNODC, NDLEA (Lagos Headquarters), NDLEA (Jos Academy) and the Economic Community of West African States (ECOWAS), all of them contributed fully to this evaluation. The principal areas addressed are:

- The project concept, design, strategy, implementation, results, and outputs.
- Measure achievement of project objectives, performance outcomes, impact and sustainability of the benefits of the project phase.
- Efficiency of project planning and implementation (this will include organisational structures, managerial arrangements, co-ordination mechanisms, work plan, etc.) by all involved parties (UNODC, NDLEA, ECOWAS, national and regional project committees/groups).
- Assessment of coordination mechanism within the framework of implementation of this project (NDLEA Headquarters in Lagos, NDLEA Jos, UNODC, and ECOWAS Commission)
- Determine if the anticipated results have been fully achieved. If not, to establish what progress has been made, and the reasons for any failures.
- The project's contribution to human and institutional capacity development and whether this capacity is creating conditions for sustainability.
- Determine the sustainability of results and benefits beyond UNODC funding/support.
- The evaluation will also seek the views and feedback from the donor giving assistance.
- Assessment of regional participation in this project and limiting factors
- Project cooperation and inputs from ECOWAS Commission
- Degree of cooperation with NDLEA management (Jos and Lagos)

1.4. Evaluation Methodology

- Document review and analysis (see list at Annex 3)
- Interviews with key beneficiaries, including Nigerian Government/ECOWAS region officials, (through person-to-person interviews or by telephone)
- Field visits
- Participatory observation and appraisal
- Comparative analysis with similar projects implemented in other areas.

2. MAJOR FINDINGS

2.1. Project concept and design

At the time that Phase 1 of this project was evaluated (January/February 2005), substantial progress had been made towards the establishment of the Jos academy as the primary training institution for both induction and in-service training requirements for the NDLEA. The following quotation from that evaluation is particularly relevant, and is reproduced below:

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

It was against this background that Phase 2 envisaged further development towards a regional academy, as described in the original Project Document (AD/NIR/03/G73), the relevant section being reproduced below:

“The components foreseen under later phases of this project aim at gradually limiting the currently high dependency rate of countries in the region on international training in drug control and related matters. They also aim at developing a pool of regional training experts and a core of standard courses that can be provided within the region and integrated into existing national and regional training schemes. Phases 2 and 3 of this project also aim at developing a CD-ROM training programme for West Africa enabling Governments in the region to efficiently train a large number of officers in a cost-effective way.”

Although the clear intention behind this phase of the project was to develop a regional capability, with hindsight it can be seen that there was still significant development required to establish a fully functioning national facility. Much of this development has not taken place, especially in respect of the infrastructure requirements, and had these been carried out, the academy could have been brought up to an acceptable national standard. It was only at that stage that a regional establishment based at the academy could be viable, albeit with the difficult challenge of providing bilingual training for the Anglophone and Francophone ECOWAS states.

If the progress observed during the evaluation of Phase 1 of the project had been maintained, it is quite feasible that the aims and objectives of Phase 2 could have been achieved, but without implementation of the outstanding infrastructure requirements identified, a successful project outcome was unlikely. It therefore follows that the project concept and design was not

necessarily unsound, but achievement was dependent on the shortcomings identified in the Phase 1 evaluation being addressed. It is clear that several recommendations contained within it were not followed up.

Additionally, the project concept assumed that the commitment of the NDLEA and the volume of training would continue at least at the level achieved in Phase 1. This has not proved to be the case, which as can be seen further in this report has had a detrimental effect. This was recognised by the UNODC when preparing for this evaluation and the relevant caveat from the TOR is reproduced below:

“The project phase II implementation which covers the period of September 2005 to September 2007 is being carried out in close cooperation with the National Drug Law Enforcement Agency, NDLEA as the main national counterpart. However, this phase has not been implemented as effectively as the first, despite considerable efforts by UNODC, due to a major slowdown in activities at the Academy, following the change-over of the top executive late in 2005.”

2.2. Implementation

This was a challenging and ambitious undertaking which demanded that a number of essential requirements were fulfilled, specifically:

- Commitment by all partners to maintain the impetus evident in Phase 1
- Close monitoring and supervision by appropriate UNODC and NDLEA personnel
- Efficient and timely procurement procedures
- A concerted effort by all partners to adhere to project timescales

Failures in any one of the above areas would inevitably lead to ineffective implementation, and consequent delay or failure of the project. Regrettably this evaluation has revealed major failings in all four categories, so that implementation has been extremely poor. These failings are elaborated in detail in Section 3 of this evaluation report (Project related findings).

Achievements during this phase of the project are most effectively measured by reference to the two principal elements (a) a continuing and sustained programme of training at national and regional level and (b) project support and the provision of equipment.

(a) Training at National and Regional level

During the period covered by this evaluation it was envisaged that a full programme, incorporating national and regional students would be conducted at the academy, but the reality is that this has not been achieved, and there have been long periods of inactivity. This was brought about in part by an

NDLEA recruitment freeze introduced in 2005 following management changes at the head of the organisation, coupled with a general lack of support for the development of the academy in many quarters. The progress reported in the evaluation of Phase 1 of this project, has regrettably not been maintained, and there are clear signs of neglect on the academy.

It is clear that training continued at a steady pace until the latter part of 2005 but there was then a dramatic decrease in activity. Between 2006 and the present day, only four Computer Based Training (CBT) courses were carried out. This is unfortunate, as it is clear that in earlier periods (since late 2004) the CBT training had been continual, and was considered to have been extremely effective. During the lifetime of Phase 2, four “international courses” have been held, three in late 2005 and only one in 2006. Subjects covered were a) general law enforcement (two courses), b) airport interdiction and c) seaport interdiction. A limited number of students from various West African courses were in attendance.

Four courses were carried out on behalf of “sister agencies” during Phase 2. Three were carried out on behalf of the National Agency for the Prohibition of Trafficking in Persons (NAPTIP) – one in late 2005, one in early 2006 and the third in late 2006. The only other course in this category was carried out in late 2006 on the subject of Nigerian Copyright.

In essence, the foregoing is the only real training carried out. The training records held at Jos show further activities throughout 2006 and 2007 but in real terms, the training carried out consisted of monthly sessions for the 118 staff employed at the academy supplemented on occasions by local Plateau State NDLEA staff.

Due to the inactivity at the academy, senior staff members (in the main, the Deputy Commandant – Academics) were able to lecture to various institutions such as the Police Staff College and local Citizen and Leadership Training Centres.

It is clear that for long periods of time during Phase 2 of the project, senior staff including the trainers were effectively unemployed and frustrated by the lack of action. Indeed, during the site visit made by the evaluators to the academy, a number of trainers were seen simply sitting in the common room as they had nothing to do. A blackboard in one classroom still portrayed details of a course held on 26th July, 2005. The obvious inference to be drawn is that no activity had occurred in that particular room since that date.

During the evaluation, a number of documents including project progress reports, minutes of mini Dublin Group¹ meetings etc. make reference to the

¹ These mini-Dublin Groups (one per host country) consist of representatives from the Missions and Embassies of Dublin Group members in each host country. They usually meet twice a year at the initiative, and under the chairmanship, of the Mission whose country holds the regional chair. Often, their meetings are also attended (in part or entirely) by officials from the host country. The reports for these meetings, which are drawn up by the Chair, focus on three main areas of work: 1) the drug situation and policy initiatives in the host country; 2) review of the co-operation of Dublin Group members with the host country; and 3) analysis of priorities and recommendations for further cooperation. In addition to preparing these reports, these meetings are also used by their members for both coordinating their action in the host country and maintaining a dialogue with the drug authorities in that country.

preparation and completion of a regional training curriculum. The evaluators have seen this curriculum in its present form which consists of ten standard courses with a breakdown of what will be required in each. However, at this stage, it is simply stapled together as a few sheets of paper and falls far short of the Instructors Manuals and Students handbooks that would be required.

(b) Provision of equipment

In respect of procurement, it became apparent at an early stage in the evaluation that significant problems had been encountered, and the evaluators conducted a detailed analysis of records held by UNODC and the NDLEA at the academy in Jos, and consulted with UNDP representatives.

Four specific procurement requests were examined in detail as follows.

Supply of PABX equipment.

A Procurement Request (PR) was submitted to the UNDP by the National Project Co-Ordinator through the UNODC Country Representative on November 8th 2005. It was made clear that this was a priority and should be treated accordingly. The PR clearly stated that in addition to the PABX hardware and handsets, cabling or wireless connections would be required. UNDP selected a supplier for this equipment, and the company made a site visit. The (then) Commandant of the academy was present throughout that visit (although UNODC were not), and recalled that there were discussions with the supplier concerning cabling distances, and it appeared that the requirements were clearly understood by both parties. In August 2006, following advice from the potential supplier, the order was scaled down (from 100 to 35 units) in order to meet the constraints of the budget. There appears to be no further communication until May 2007, when the supplier informed UNODC that they wished to hand over the equipment. At this point it was discovered that the supplier had not budgeted for either wireless or cable connectivity, and was proposing to hand over just the hardware. The supplier maintained that the UNDP had not specified that cabling was required, and that they could not provide it within the budget. UNODC refused to accept delivery, and as a result at the time of the evaluation this issue has not been resolved, and the academy does not have the effective communications network envisaged within the project document.

Supply of Bus and Ambulance

A PR was submitted to UNDP on September 26th 2006, for a 35-40 seater air conditioned bus and an ambulance complete with medical fittings. On 17th October 2006, UNDP utilising the services of IAPSO provided a quotation from a Danish company (Autokjaer) for a petrol engine 26 seater bus. After consultation with NDLEA, UNODC informed UNDP that this had insufficient seating capacity and was therefore not acceptable. UNDP suggested a number of smaller buses, again rejected by NDLEA, as they did not meet the

requirement and added an additional financial element of extra drivers, fuel costs etc. No further quotations have been provided and the matter is now on hold.

The evaluators met with both the past and present Commandants of the academy at Jos, and tried to clarify the issue. According to them, at the time of the original procurement, it was difficult to obtain diesel fuel in the Jos area, due to government restrictions, and for this reason they wanted a petrol engined bus. (They appeared unaware that most manufacturers of large buses only produce diesel engined versions). Following the change of government, diesel is far more widely available, and both the past and present Commandants acknowledge that in the vicinity of Jos, both petrol and diesel are freely available – a view confirmed by personal observation by the evaluators. Although diesel is more expensive to purchase than petrol, this cost disadvantage is more than countered by the enhanced economy of diesel engined vehicles. The result of this tortuous tale is that no bus has been delivered. Although blame is not easy to apportion, better coordination by all parties may well have resulted in a more positive outcome. It is the evaluators belief that the UNODC should have been fully engaged in this process, preferably at Jos, and spent time with all parties in an attempt to resolve the issue.

In relation to the ambulance, the diesel/petrol issue again emerged. A diesel engined ambulance, procured through UNODC and UNDP had been provided through IAPSO, but was rejected and returned to the providers. Subsequently a petrol engined ambulance has been provided, and at the time of the evaluation was awaiting collection in Lagos.

Although regrettably ineffectual procurement procedures have been highlighted by these two cases, it should nevertheless be pointed out that the lack of training conducted at Jos over the last two years calls into question whether the bus or ambulance was needed at all.

Translation Equipment

A PR was submitted for “Moveable conference translation equipment” on September, 26th 2006, to UNDP. A full and detailed specification of requirements was provided. There has been as yet, no response to this request although during discussions with them, it became apparent that they were unclear exactly what was required and therefore could not find a suitable vendor. The evaluators learned that rental of the equipment had been offered but no company found prepared to supply. The equipment required was fairly basic simultaneous interpretation consoles, cabling and booths, which are readily available (at moderate cost) around the world. The evaluators independently established that there was at least one specialist company (based in Abuja) that advertises the sale of such equipment.

Again, equipment specified in the Project Document has not been supplied, but in view of reservations elaborated earlier in this report concerning the

feasibility in bi-lingual training at the academy, the need for such equipment should be reviewed.

In all of the above, the evaluators had the opportunity to examine the various PR's.

Overall, in Phase 2 the only procurements that have been successfully completed are in respect of walkie-talkie radios and a number of UNODC publications and manuals. These were seen during the visit to Jos, and are accurately recorded in the records held there.

2.3. Project objectives, outputs, outcomes and impact

The overall drug control objective of this project was the creation of a leading regional training institution in drug law enforcement that was recognised internationally and attained certification and degree-granting status.

This evaluation clearly shows that there has been virtually no progress during Phase 2 of the project.

Immediate objective 1 required the further upgrading of buildings and logistics to accommodate national and international students. This has not been achieved, other than the creation of a dining hall.

Immediate objective 2 aimed at the development of a comprehensive regional curriculum for the Academy and to train instructors to effectively deliver training to a large national/regional training facility on drugs, organised crime and counter terrorism. A rudimentary curriculum has been prepared but has not been transformed into training manuals and student handbooks. Accordingly this aspect has only been partially achieved. However there is no evidence to suggest that instructors have received the appropriate training. Consequently, overall this objective has not been achieved.

Immediate objective 3 aimed at reorganising the Project Management Board and Regional Advisory Committee to include representatives of different agencies so as to facilitate inter agency cooperation with a view to carrying out basic standard training to all law enforcement agents. This objective initially appeared to have been achieved in 2006, but there have been no meetings of these bodies in 2007. This objective should therefore be considered as only partially achieved.

The outputs for Immediate Objective 1 required an upgrading of buildings and roads at the academy, the provision of transport facilities, to achieve a full bilingual capacity and to enhance the internal communication system. As previously reported, a dining hall has been built. In addition some work on access roads has been carried out, and radio equipment has been provided. Otherwise there has been no activity.

The outputs for Immediate Objective 2 required the development of a comprehensive regional curriculum for the Academy and to train instructors to effectively deliver training to a large national/regional training facility on drugs, organised crime and counter terrorism. Amendments have been made to the

CBT software to reflect African rather than Asian scenarios, a rudimentary regional curriculum has been prepared. There has been no further activity.

The outputs for Immediate Objective 3 have been partially met in that both the Project Management Board (now the National Advisory Committee) and the Regional Advisory Committee have been created and met in 2006. Since then there has been no further activity.

In consequence of the minimal activities reported above, the outcome of Phase 2 falls far short of that envisaged in the Project Document, and therefore has had little impact on the intended objective.

3. PROJECT RELATED FINDINGS

Clear communication between partners in a project is always essential if aims and objectives are to be achieved, and timescales adhered to. There have been multiple failures in communication throughout this phase of the project, which have undoubtedly contributed to the overall failure reported here. Following the change of senior management in the NDLEA in late 2005, the Commandant and staff at the academy were instructed to direct all communications in respect of the project to NDLEA Headquarters in Lagos. Implementation was already challenging because of the different locations of the NDLEA HQ (Lagos), the UNODC Office (Abuja) and the Academy at Jos, but this decision made the situation far worse.

Although not strictly within the Evaluation Terms of Reference, mention must be made here of the problems that have been encountered within the UNODC Nigeria Country Office during the period covered by this evaluation. The International Project Coordinator (IPC) and the Country Representative left the UNODC in difficult circumstances, and the National Project Coordinator (NPC) left in May 2007 when her contract was not renewed. Details of these events are documented elsewhere. (The evaluators were made aware of an internal OIOS investigation that had been carried out in respect of the Nigeria Country Office, but after discussion with the current Country Representative, agreed to maintain a clear separation between that investigation and this evaluation). There is no doubt that the upheaval caused within the UNODC by these sudden departures has contributed to the overall failure of the project. With hindsight, the decision made by the former UNODC Country Representative not to proceed with the recruitment of a replacement IPC clearly had a detrimental effect on implementation.

There is however ample evidence that during the time that a full time Project Coordinator was in post, the project had started to drift significantly, but this was not reflected in (internal) progress reports which continued to convey positive messages. As late as November 2006, external partners will still be informed (through the mini Dublin group) of the continuing support of the Government of Nigeria (GoN) towards this project as follows:

“In addition, the GoN has continued to support the academy by making substantial annual budgetary provisions for further development of infrastructure and facilities”

Although this undoubtedly sent a positive message to the many countries represented, the reality was that at the time of the meeting, virtually all training at the academy had ceased almost a year before, and there was still no funding for the most basic requirements (e.g. a water supply) that had been identified by the Phase 1 evaluation in February 2005. The first documentary evidence of UNODC concerns seen by the evaluators is contained within a Mission Report submitted following a visit to NDLEA Headquarters in Lagos on February 13th 2007, by the (then) Acting Officer in Charge and the National Project Coordinator. During that mission five items were discussed with the NDLEA, one of which was the Jos project, but the UNODC was reassured that *“vigorous steps are being taken to address the academy issue”*. There was no evidence of this found during the visit to Jos by the evaluators.

Many of the objectives of this phase of the project have not been achieved, and the majority of the equipment has not been provided, but despite these failings expenditure has continued unabated. A particular concern is the proportion of funds that have been subsumed by the UNODC and UNDP. A striking example of this can be shown by reference to the accounts provided for 2007 (year to date) expenditure provided through PROFI on September 20th 2007 at the request of the evaluators.

For 2007, \$169,200 was allocated to the project, and \$153,403 has been spent. Of this amount, a total of \$30,459 has been allocated for the provision of equipment, consisting of approximately \$25,000 for the ambulance (awaiting collection from Lagos), and the remainder for the PABX system (not yet ordered).

The remaining balance has been spent (i.e. charged to project funds) as follows:

Payment (to UNDP) for Share of UN House, Abuja	\$32,007
Payment (to UNDP) for PSC	\$17,648
Payment for GS staff	\$25,219
Evaluation costs	\$11,947
Travel	\$7,100
Other personnel costs	\$5,792
National Project Coordinator (5 months salary)	\$13,922
Conferences/Meetings (inc. visits to NDLEA Lagos)	\$1,257
Expendable equipment (e.g. toner cartridges)	\$106
Operation and Maintenance (e.g. UNODC Project vehicle)	\$4,112
Sundries (e.g. stationery, telephones)	\$2,648
General operating expenses (e.g. office equipment)	\$1,181
Total	\$122,939

This analysis reveals that out of the total year to date expenditure, over 80% has been subsumed directly by the UNODC and UNDP in administering and

managing a failing project. From the perception of the donor community, this clearly does not represent value for money. The only procurement that has been (almost) completed during the year has been in respect of the ambulance for the comparatively modest sum of about \$25,000, but in the light of the virtual cessation of activity at the academy, the evaluators are not convinced that it is now needed there.

There appears to have been no correlation between the activities and progress actually occurring, and the expenditure of project funds on support costs. Represented graphically, training outputs and supplies of equipment have declined steadily, but overall expenditure has been at least maintained and during some periods increased. In particular, expenditure on 'travel' has remained consistently very high throughout the project, but unfortunately this does not appear to have resulted in a sufficient frequency of visits to Jos.

Given the high proportion of project funding that has been subsumed by the UNODC and UNDP, it is perhaps fortunate that the procurement process has been tortuous and ultimately ineffective, as insufficient funding now remains within the project to meet the requirements originally agreed. Although it is recognised that there is an obligation for cost sharing outlined in the Project Document (*"The UN House premises, equipment and facilities are shared under a pro-rata rule and costs reflected in the project budget."*) the 80+% figure quoted above appears excessive. Although the evaluators concentrated on the 2007 budget figures made available to them, it may be worthwhile for the UNODC to examine annual budgets from the commencement of the project, to establish whether this excessively high proportion had been maintained in previous years.

4. RECOMMENDATIONS

Each recommendation is followed by a brief commentary as appropriate.

Recommendation 1

There should be no further expenditure on this project, and a detailed analysis of funds remaining from all 3 phases of the project should be conducted. When that analysis is complete, UNODC, NDLEA together with the donor(s) should consider and agree the priorities of any future activity where the remaining funds could be utilised.

Given the multiplicity of failings identified in this report, this recommendation is self explanatory. It is the clear view of the evaluators that any future project funded activity at Jos should concentrate firstly on the creation of a sustainable national facility. Only then should consideration be given to expanding to a regional facility, servicing only the Anglophone West African countries. However any such activity must be conditional on the prior implementation of Recommendation 2.

Recommendation 2

It should be a prerequisite of any consideration of future development at Jos Academy that the basic infrastructure must first be enhanced to an acceptable standard which must as a minimum include the provision of adequate supplies of water and electricity.

Without appropriate infrastructure in place, the academy will never realise the potential envisaged at the start of Phase 1 of the project. Despite the strong recommendation in the Phase 1 Evaluation Report, there has been no progress to date. No future activities should be embarked upon until these basic requirements are in place.

Recommendation 3

In any future development of the Jos Academy that is funded through UNODC, the Government of Nigeria, through the NDLEA should first enter into a binding agreement to continue to maintain and support that development. In the event that the agreement was not fully met, UNODC funding should be withheld immediately.

During Phase 2 of the project, NDLEA Senior Management reassessed the structure of the organisation, which included activities at the academy, and virtually all significant training there ceased. However, UNODC continued to expend funds on the project, including attempted procurements for which there was no longer any justification.

Recommendation 4

In any future development of the Jos Academy, the UNODC should appoint an appropriate full time Project Manager. His or her Terms of Reference should include the requirement to maintain constant and direct contact with the academy, augmented by frequent visits to ensure that project activities are being carried out in accordance with the Project Workplan.

Closer continuous coordination and direct contact between the Project Manager and Jos officials would have identified the failings reported at a much earlier stage, and possibly corrective action could have been taken.

Recommendation 5

In any future development of the Jos Academy, the Project Manager must maintain frequent contact and face to face communication with the UNDP in respect of procurement. Any delays or shortcomings should be brought to the immediate attention of the UNODC Country Representative.

There is ample evidence of confusion and poor coordination between all parties involved in the procurement process during Phase 2, and when

clarification was eventually achieved, the procurement was lengthy, tortuous and ultimately unsuccessful in most cases.

Recommendation 6

In any future development of the Jos Academy, the UNODC Country Representative must ensure that project documentation such as progress reports accurately reflect the actual progress achieved at that point.

Phase 2 progress reporting seen by the evaluators did not accurately reflect the true situation, until an extremely late stage (February 2007). Given the wide circulation of such reports amongst UNODC Headquarters and in some cases external partners, it is a vital management responsibility of the UNODC Country Representative to ensure that such reporting is always of the highest standard.

Recommendation 7

Closer co-ordination of law enforcement training across UNODC projects within the country should be carried out in the future, in order to avoid unnecessary duplication and costs.

During this evaluation, it emerged that a UNODC Project² in relation to the EFCC was also commissioning the preparation of training modules. The training expert recruited for that project informed the evaluators that a consultant was being employed to prepare a document similar to the rudimentary regional curriculum produced as part of this project, and referred to earlier in this report.

Recommendation 8

Should a decision be made not to embark upon future development at the Jos Academy, consideration should be given to the feasibility of NDLEA investigative and regional training being conducted under the auspices of the EFCC training establishment.

Commentary supporting Recommendation 7 applies. However it may be possible to establish training partnerships with other agencies (e.g. National Police or NAPTIP), especially where there would be benefit in sharing UNODC expertise in the field of CBT training.

5. LESSONS TO BE LEARNED

Many issues identified during the evaluation have been addressed in the body of this report and have resulted in specific recommendations. Nevertheless, other factors emerged that are worthy of comment, and therefore appear in this final section of the report.

² Project No. NGA-S08-Support to the Economic and Financial Crimes Commission

The majority of the failings identified within this report are in respect of the implementation of the project, and are not a consequence of a poor project concept or design. It therefore follows that more attention needs to be paid to the effective and timely monitoring of project implementation, so that corrective action can be taken at an earlier stage.

During the visit to the academy, the evaluators studied NDLEA documentary records held there. It was apparent from them that the previous Commandant had made a number of attempts to secure funding for the provision of a water supply and stable electricity, unfortunately without success. Equipment inventories were also inspected, and by physical checking against items held in the secure storeroom and on site, these inventories were accurate and comprehensive, and made readily available by the previous Commandant. However, a detailed examination of the contents of the storeroom revealed that much of the expensive equipment supplied at an early stage of the project was still stored in original packaging and had never been used. It follows that there had not been a pressing need for the supply of this equipment, and the UNODC appeared to be unaware of the scale of this problem.

Two examples serve to illustrate this failure to monitor the use of equipment supplied under the project. At an early stage in the project, safes, LCD projectors and CD Writers were provided, but these are still stored in the original shrink wrapping in the storeroom. Alongside them are several crates containing expensive and sophisticated equipment for balancing vehicle wheels and changing tyres. This equipment is of a type commonly found in large commercial tyre depots around the world, and would only be required if there was a large fleet of vehicles to service. This is not the case, and additionally the workshops that would be required to house this and other vehicle repair equipment that has been supplied have not been built. Regular visits by project staff should have identified the status of this equipment, and observed the general decline evident at Jos.

It was also confirmed during the visit to the academy that the new Senior Management Team of the NDLEA in Lagos had prohibited direct contact between the Commandant and his staff with UNODC in Abuja, insisting that all communication was via NDLEA Lagos Headquarters. This has undoubtedly contributed to the lack of effective communication and coordination that is evident throughout this phase of the project. This is in stark contrast with the policy adopted by all bilateral donors consulted during the evaluation, who insist that direct contact must be maintained with the receiving sites. Deliveries of equipment are always followed up by regular visits to ensure that it is in use, and being used for the purpose intended. It also emerged from these consultations that the procurement and supply of equipment is far more effectively managed than that adopted by UNODC/UNDP. (A specific example was the provision of body scanners to Nigerian airports by the United States, and the subsequent monitoring of their use.)

The evaluation of Phase 1 of this project accurately predicted the difficulties that would be encountered by the essential elements of the project being managed from three different locations, Jos, Abuja and Lagos. These difficulties have been exacerbated in Phase 2, in part by the management upheaval in the NDLEA and UNODC Country office during this period.

Although ECOWAS was identified as a key partner in this project, their involvement appears to have been minimal, and almost exclusively confined to identifying students to attend courses at the academy when requested. It was confirmed by the evaluators during a visit to the ECOWAS secretariat that support for this project from ECOWAS was in words rather than actions.

Another factor which might have helped to identify failings at an earlier stage would have been a greater degree of involvement by the UNODC Regional Law Enforcement Advisor. However it is understood that budgetary constraints made this very difficult. Inspection of the visit records at the academy conducted during this evaluation revealed that a visit had been made in 2006.

It was the universal view amongst bilateral law enforcement/liaison officers consulted that the NDLEA was competent and effective in the field of interdiction, and competent in facilitating controlled deliveries, but lacked knowledge, expertise and competence in the investigation field. Any future training at the academy should concentrate on this aspect, but it should be pointed out that this form of training will also be available at the well equipped EFCC training centre. Efforts must be taken to avoid duplication.

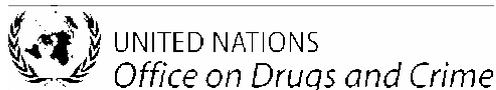
During Phase 2, the UNODC Representative, the International Project Coordinator and latterly the National Project Coordinator all left office. Reference has been made earlier in this report to the impact these changes may have had on the project. The decision by the newly appointed UNODC Representative to halt all activity on the project until this evaluation had been completed was sound, and fully justified in view of the findings contained within this report.

The evaluators have seen physical and documentary evidence that a more rigorous approach to management and supervision has been introduced, and it is their view that had such an approach been in place at an earlier stage, many of the reported failings could have been identified far earlier, perhaps avoided, and prompt corrective action taken.

The first recommendation in this report is for the immediate cessation of funding for this project. Should the decision be made to continue to support the development of the Jos academy, through a new project, there are several steps that must be taken if it is to have any chance of success. A thorough Needs Assessment would have to be conducted, including a definitive review of what has been provided, what would still be available, and the level of support from partners. The design and concept of any future project should be considered carefully against the support given to similar institutions within Nigeria.

Given the scale of the failures reported, any future project should be managed by a competent Project Manager, preferably with a law enforcement background and an in depth knowledge of project management. Coupled with the stronger management regime within the UNODC Country Office identified above, such an appointment could ensure the success of a future project.

ANNEX 1



PROJECT EVALUATION TERMS OF REFERENCE

1. Background

West Africa is geographically placed on a natural smuggling route of cocaine from South America to Europe, and with its long shoreline and numerous international seaports and airports, is especially vulnerable for use by drug trafficking rings smuggling drugs from Asia (heroin and psychotropic substances), Latin America (cocaine), North Africa (cannabis resin), and Europe (psychotropic substances). Organized crime groups have developed powerful networks in Nigeria and other countries in the region, with the large and worldwide Diasporas of West Africans constituting an effective international trade and communication and link for both licit and illicit goods.

In recognition of the transnational nature of drug trafficking and the increasingly central role West African groups now play in global trafficking rings, project **AD/NIR/05/I24** was designed to strengthen drug law enforcement efforts in the West African sub-region. In 2002, the Nigerian Government decided with the support of UNODC to turn the national NDLEA Training Academy in Jos, Nigeria into a sustainable regional Training Academy, to serve all 15 ECOWAS countries and provided \$1.96 million as seed money to start the "Jos Project." **Project AD/NIR/03/G73: Upgrading of the NDLEA Jos Training Academy to a Regional Law Enforcement Training Centre**, thus commenced its first phase in November, 2003.

This three-phase project providing UNODC support to NDLEA Training Academy, Jos, aims at strengthening the Nigerian Government in its efforts by developing the infrastructure of the training centre to accommodate large numbers of international students and by uplifting the teaching capacities of the centre for the benefit of the sub-region. Since the project commenced implementation in 2003, upgrading has been done through facility development, management training, training of instructors in specialized subjects, curriculum development, etc. The computer-based training system developed by UNODC in the Greater Mekong Region under another project, and already adapted for the TADOC training centre in Turkey, was reviewed and adapted for use in West Africa, and installed in the Academy. This introduction of computer-based training has made the cost-effective training of large numbers of officials possible.

The second phase of the project, which commenced in September, 2005, has the goal of further implementing the technical and physical upgrade of the Academy into a regional law enforcement Centre. Its overall objective is the

creation of a leading regional training institution in drug law enforcement that is recognized internationally and attains certification and degree-granting status in the near future. Activities in this second phase include the development and implementation of a standard regional curriculum for 15 West African countries and the adaptation of a UNODC global Computer-Based Training module (installed during Phase 1) to West-African cultural and linguistic context. By its conclusion, the project is to facilitate the development of a comprehensive research centre within the Jos Academy, which could attract national and foreign students, academics, researchers, and NGOs.

Project **AD/NIR/05/I24 Upgrading of the NDLEA Jos Training Academy to a Regional Law Enforcement Training Centre, Phase II** which is being executed by NDLEA with backstopping support from the UNODC Nigeria Country office, has three main objectives:

Immediate objective 1: Further upgrading of buildings and logistics to accommodate national and international students.

Immediate objective 2: To develop a comprehensive regional curriculum for the Academy and to train instructors to effectively deliver training to a large national/regional training facility on drugs, organised crime and counter-terrorism.

Immediate objective 3: To re-organise the Project Management Board and Regional Advisory Committee to include representatives of different agencies so as to facilitate inter agency cooperation with a view to carrying out basic standard training to all law enforcement agents.

The project phase II implementation which covers the period of September 2005 to September 2007 is being carried out in close cooperation with the National Drug Law Enforcement Agency, NDLEA as the main national counterpart. However, this phase has not been implemented as effectively as the first, despite considerable efforts by UNODC, due to a major slowdown in activities at the Academy, following the change-over of the top executive late in 2005.

2. Evaluation purpose

The purpose of the evaluation is to assess and establish if the project did effectively build the capacity of the NDLEA Training Academy Jos to a sub-regional law enforcement training centre operating at international standard. Beyond this, the evaluation is expected to identify any lapses, lessons learned, best practices and areas of improvement in the second phase, and offer recommendations for engendering the momentum garnered in the 1st phase.

The evaluation will in this process, analyze the: a) project concept and design; b) project implementation; and c) the outputs, outcomes and impact of the project.

3. Evaluation Scope

The evaluation will cover four of the beneficiary sites and address, among others the following:

- (i) The project concept (including the ways in which problems and priorities are determined), strategy, project design, implementation results, and outputs.
- (ii) Measure achievement of project objectives, performance outcomes, impact and sustainability of the benefits of the project phase, (bearing in mind the constraints experienced since the change-over of NDLEA leadership).
- (iii) Efficiency of project planning and implementation (this will include organizational structures, managerial arrangements, co-ordination mechanisms, work plan, etc.) by all involved parties (UNODC, NDLEA, ECOWAS, national and regional project committees/groups).
- (iv) Assessment of coordination mechanism within the framework of implementation of this project (NDLEA Headquarters in Lagos, NDLEA Jos, UNODC, and ECOWAS Commission)
- (v) Whether the results have been fully achieved, if not why. Determine if progress has been made towards their achievement.
- (vi) The project's contribution to human and institutional capacity development and whether this capacity is creating conditions for sustainability.
- (vii) Determine the sustainability of results and benefits beyond UNODC funding/support.
- (viii) The evaluation will also seek the views and feedback from the donor giving assistance.
- (ix) Assessment of regional participation in this project and limiting factors
- (x) Project cooperation and inputs from ECOWAS Commission
- (xi) Degree of cooperation with NDLEA management (Jos and Lagos)

4. Assignment

a) Project concept and design

The evaluation will help to analyze the project concept and design with a focus on project elements directly related to the improvement of the capacities of the Jos Training Academy for delivering effective drug law enforcement training, and for promoting cohesion in drug law enforcement in the sub-region. The evaluation should encompass an assessment of the appropriateness of objectives and of planned outputs, activities and inputs. An evaluation of the executing modality and managerial arrangements will also be included. The evaluation will also aim at assessing the appropriateness, quality and cost effectiveness of baseline studies and achievement indicators and review the work plan, planned duration of and budget for the project. Finally, an analysis of the clarity, logic and coherence of the project should also be provided for.

b) Implementation

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

c) Project objectives, outputs, outcomes and impact

The evaluation will assess the achievement of project objectives, outputs, outcomes and impact achieved or expected to be achieved by the project as well as the likely sustainability of project results. This should encompass an assessment of the achievement of the immediate objectives and the contribution to attaining the overall objective. The evaluation will also assess if the project has had significant unexpected effects, whether of beneficial or detrimental character.

d) Project Related Findings & Recommendations

The evaluation will present its findings on all aspects of the project. Based thereon, it will also include recommendations and proposals for concrete action that could be taken to improve the current or any future project activities. Recommendations may also be made in respect of issues related to the implementation or management of the project by the project parties.. The recommendations will be addressed to UNODC, project beneficiaries/participants, NDLEA or Government authorities, ECOWAS Commission, regional stakeholders and others, as appropriate.

e) Lessons learned

On a general level, the evaluation will seek to draw lessons and best practices that can be used to improve project design, management and setting up of new priorities that fully meet the needs of the beneficiary institutions and country. The stakeholders of this evaluation are UNODC, the beneficiary Agency and Institution, Nigeria, and the international community. The evaluation will also seek the view of the donor (in this case, the Federal Government of Nigeria, ECOWAS and where possible, the views of beneficiary institutions.

Documentation

The following documentation related to the project will be provided as reference documents: the project document, the annual and semi-annual progress reports, and various reports on the project.

5. Evaluation Methods

The evaluation methods will include the following (as per details of timetable in Item8):

- Documents review and analysis;
- Interview with key beneficiaries, including Nigerian Government/ECOWAS region officials, (through person-to-person interviews or by telephone) as well as persons undergoing training;
- Field visits;
- Participatory observation and rapid appraisal;
- Comparative analysis with similar projects implemented in other areas.

6. Output

The evaluation will produce the following:

- (a) A detailed project evaluation methodology and evaluation plan schedule (annex to final report);
- (b) Project evaluation report with findings, lessons learned, and recommendations for CONIG review (within 10 days after completion of the evaluation);
- (c) A final project evaluation report on the I24 project covering the project concept and design, implementation, outputs, outcome and impact of the project, recommendations, and lessons learned will be presented within 6 weeks after the evaluation.

7. Evaluation Team Composition

Independent evaluators who have had no prior involvement with the project during its design and implementation phases will carry out the evaluation. The proposed evaluators will be international consultants with the following key qualifications:

- Knowledge and familiarity with various aspects of drug law enforcement training, including training centre management, and support to law enforcement agencies;
- Familiarity with UN technical cooperation and programme management processes
- Technical expertise in various evaluation methodologies and techniques;
- Fluency in English - working knowledge of French an advantage
- Experience in field work and operations, preferably also in Africa
- Experience and knowledge of the UN system.

8. Planning and Implementation Arrangements

The evaluation of the I24 project will be carried out within the framework of UNODC project evaluations, and should be completed by end third quarter, 2007. CONIG, IEU and other relevant UNODC offices will be involved in the evaluation's conduct.

The evaluation team will have access to all relevant documents and available officers who have worked on the project. Provisions exist for regional consultations with project counterparts out of Nigeria.

The provisional schedule of evaluation, prior to evaluator's own arrangements, is below:

Day 1	Arrival in Abuja
day 2	Briefings and meeting with UNODC Team in Abuja
Day 2 - 7	Travel to NDLEA Academy, Jos
Day 8 - 10	Travel to NDLEA office, Lagos
Day 11-12	Meetings with Donors in Abuja
Day 13-14	Debriefing UNODC Representative/Draft Report
Day 15	Departure from Abuja
5 October 2007	Presentation of Draft Report to Representative for

	CONIG, IEU and/or other UNODC offices for comments
By 3 November 2007	Final Report submission to CONIG

ANNEX 2

Organisations and places visited and persons met.

9th September, 2007

Arrive at Abuja and conveyed to Transcorp Hilton Hotel
Preliminary meeting with Mrs. Dagmar THOMAS, UNODC Representative for Nigeria

10th September, 2007

Meeting in UNODC Office with Ms. Helen AGBAJE, Secretary/Admin Assistant and Mr. Ayi OTU, Admin/Finance Assistant. Also brief meetings with Mrs. Dagmar THOMAS

11th September, 2007

Meetings in UNODC office with Mr. Ayi OTU and Mrs. Dagmar THOMAS.

Meeting in UNDP office accompanied by Mr. Ayi OTI, Mr. Stephen NWAOBOLI, F.O. Finance and Admin Assistant, Ms. Adenike AKOH, Procurement Analyst and Mr. Aniefiok UKUT, Procurement Associate, both UNDP

12th September, 2007

Meetings and preparations in UNODC office prior to departure to Lagos
Arrival in Lagos and to hotel

13th September, 2007

Meetings in NDLEA Headquarters with staff of Directorate of Training and Manpower Development:-

Mrs. Florence OSIH – Director Training and Manpower Development

Mr. Ben IKANI – Assistant Director – Manpower Development

Mrs. Koleosho MOTUNDE, Assistant Director, Training

Mrs. BASSEY, PSO, Manpower Development

Mr. Mahunta JOHN, PSO Training

Meetings as above with staff of Directorate of Administration and Finance

Dr. Daniel ISMAILA, Director

Dr. L.U. OPARA, Director Operations – General Investigation

Mr. Abiodun ADESOLA. Director, Scientific and Technical Services

Mr. Olugbenga MABO, Assistant Director, Pensions and Insurance.

Mr. Aliyu YAHAYA, Assistant Director, Finance

Mr. Monday FADA, PSO, Other Charges Mr.

Mitchell OFOYEJU, PSO Public Affairs Mr.

Ahmed FATAI, PSO International Affairs

13th September continued

Meeting with Mr. Eric LANE, First Secretary, British Embassy, Lagos

Meeting with Mr. Sam GAYES, Country Attache, DEA, United States Embassy, Lagos

14th September, 2007

Further meetings in NDLEA Headquarters, Lagos, in the presence of the NDLEA Chief Executive/Chairman, Mr. Ahmadu GIADA and Mrs. Dagmar THOMAS, UNODC Country Representative. Others present were:-

Dr. Daniel ISMAILA

Mrs. Florence OSIH

Mr. Abiodun ADESOLA

Mr. Alhaji ZUNGERU, Director DDR

Mr. Sunday JOSEPH, Director, Assets and Financial Investigation

Mr. Ben IKANI

Mrs. H. H. MALGWI, Assistant Director, Inspectorate

Mrs. Koleoso MOTUNDE

Mr. Mu'azu UMARU, Special Assistant

Mr. Pius GAMDE, Assistant Director, Legal

Mr. Alfred ADEWUMI, Assistant Director, Financial/Miscellaneous Investigations

Mr. Julius PARAH, Assistant Director, Physical Security

Mr. Funsho SALAMI, Assistant Director, Banking and Investigation

Mr. Olugbenga MABO

Mr. Akingbade DELE, Assistant Director, Operations

Mr. Sani I. SANI, Assistant Director, Investigation

Mr. Ahmed FATAI

Mr. Funmilayo AKINLEYE, PSO, CCO

Mr. Mirtchell OFOYEJU

Returned to Abuja

15th September, 2007

Working on project papers and preparation of report.

16th September, 2007

Working on project papers, preparation of report and meeting with Mrs. Dagmar THOMAS

17th September, 2007.

Travelled to Jos Training Academy in the company of Mrs. THOMAS

Introductory meeting with Mr. Ohanyere Anthony NKEM, Commandant and Mr. Isah Likita MOHAMMED, former Commandant and Ms. Josephine OBI, Deputy Commandant, Academics.

Then tour of academy premises and inspection of equipment followed by full meeting with Mr. NKEM and Mr. MOHAMMED

18th September, 2007

Short meeting with Messrs. NKEM and MOHAMMED and Ms. OBI.

Then full inspection of store records and equipment with Stores Officer.

Then return by road to Abuja.

19th September, 2007

Meeting with Mr. Yves RAMARE, Liaison Officer, French Embassy

Meeting with Mr. Robert Emmett DOWNEY, Attache, Law Enforcement Assistance, Embassy of United States

Meeting with Mr. Mamadou GUEYE, Co-ordinator of Education, Culture and Drug Control Unit, ECOWAS

Work on evaluation report

20th September, 2007

Meeting with Mr. Peter JACOBS, Liaison Officer, Netherlands Embassy

Meeting with Mr. James McLAUGHLIN, 2nd Secretary (Political), British High Commission

Meeting with Mr. Tony BUCKINGAM, UNODC Project Officer, EFCC and Mr. Peter FAULHABER, UNODC Training Expert, EFCC

Meeting with Mr. Cyriaque SOBTAFO, Project Management Officer

21st September, 2007.

Series of clarification meetings with UNODC staff and work on evaluation report.

22nd September, 2007

Work on final evaluation report. De-briefing session with Mrs. Dagmar THOMAS

23rd September, 2007.

Depart Abuja airport for United Kingdom.

ANNEX 3

List of documents provided to the evaluators

In advance of the evaluation

Project Document No. AD/NIR/05/124
Project Workplan
Budget overview
Budget segmentation
Execution Modalities checklist
Project logical framework
Annual progress reports

During the evaluation

Various Mission Reports
Report from French Embassy for use in mini Dublin Group
Lists of equipment supplied through the project
Training reports
PROFI printouts
Lists of training activities
Copy of proposed curriculum
Valedictory report by outgoing National Project Coordinator