

Mid-term independent project evaluation of a special  
segment of RER/Vo7

**Improving the Capacity of the National Police  
of Afghanistan and of Central Asian countries  
to tackle Drug Trafficking**

RER/Vo7 (segment)  
Afghanistan, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan,  
Uzbekistan

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# ABBREVIATIONS AND ACRONYMS

ABP	Afghan Border Police
BENATOC	Building Effective Networks Against Transnational Organized Crime
CARICC	Central Asian Regional Information and Coordination Centre
CNPA	Counter Narcotic Police Afghanistan
COAFG	Country Office Afghanistan
CP	Country Programme
DoD	Department of Defense (USA)
DSA	Daily Subsistence Allowance
FEEP	Framework for the Engagement of External Parties
IEU	Independent Evaluation Unit
IIU	Intelligence Investigative Unit
INL	Bureau of International Narcotics and Law Enforcement Affairs (USA)
MoFA	Ministry of Foreign Affairs
MHLW	Ministry of Health, Labour and Welfare (Japan)
Mol	Ministry of Interior
NATO	North Atlantic Treaty Organization
NIU	National Interdiction Unit
OSCE	Organization for Security and Cooperation in Europe
PORUS	Programme Office Russia
RP	Regional Programme
RSEWCA	Regional Section for Europe, West and Central Asia
SIU	Sensitive Investigations Unit
SIGAR	Special Inspector General for Afghanistan Reconstruction (USA)
TADOC	Turkish International Academy against Drugs and Organized Crime
UNODC	United Nations Office on Drugs and Crime
USA	United States of America

# EXECUTIVE SUMMARY

This report presents the key findings of the mid-term independent evaluation of the project segment ‘Improving the Capacity of the National Police of Afghanistan to Tackle Drug Trafficking’ (phase I) and ‘Improving the Capacity of the National Police of Afghanistan and of Central Asia Countries to Tackle Drug Trafficking (phase II) (hereinafter referred to as the project segment), which falls under subprogramme 1 on regional law enforcement cooperation (RER/V07) of UNODC’s Regional Programme (RP) on Afghanistan and Neighbouring Countries. The governments of Afghanistan and Central Asian countries, and the international community at large, have committed themselves to fight against the production of illicit drugs, drug trafficking and their use in countries of origin, transit and destination, and this project segment is one such effort to enhance capacity of police to counter drug trafficking.

For more than a decade, Afghanistan has been at the epicentre of the global illicit opiate trade, and the country remains the world’s largest opium producer, accounting for some 70 per cent of global opium production.<sup>1</sup> The illicit economy that results from this trade undermines security and the sustainable development of the legal economy as it fuels crime, including terrorism, corruption and social instability. At the same time, opium poppy cultivation is a pivotal lifeline for many Afghan families in the absence of alternative economic opportunities. In 2014, an estimate of the total value of the illicit opiate economy was \$2.8 billion, which is equivalent to 13 per cent of the country’s gross domestic product.<sup>2</sup> Drug trafficking is operated on three main routes from Afghanistan, namely the Balkan route via the Islamic Republic of Iran, Turkey and South-Eastern Europe, the Southern route via the Gulf region, South Asia and Africa, and the Northern route which is from Afghanistan to neighbouring States in Central Asia, and then onward to, among others, the Russian Federation.<sup>3</sup> The latter route has been resurging since 2013.<sup>4</sup> In 2014, the largest quantities of opiates were seized in South-West Asia, with the largest proportion seized by the Islamic Republic of Iran. Afghanistan was able to account for five per cent of all seizures.<sup>5</sup> Despite efforts to counter this trade, each year illicit drugs continues to claim tens of thousands of lives across the world, including in Afghanistan and Central Asian countries.,

The project segment supports the implementation of counter-narcotics training courses held at the All-Russian Advanced Training Institute (hereinafter the Domodedovo Training Institute) of the Ministry of Internal Affairs, which is located in Domodedovo in the Russian Federation. The project segment started in 2012, and during the first phase only Counter Narcotic Police Afghanistan (CNPA) were trained. The second phase also had a regional training, and the third phase, which is currently being implemented, continues with this regional focus. The project segment has been supported by the Government of the Russian Federation with in-kind contributions, and with funds and technical support provided by the Government of Japan. The total overall budget is USD 1,353,748. Japan allocated USD 300,000 in March 2016 for phase III.

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<sup>1</sup> UNODC, 2016b: 27

<sup>2</sup> UNODC, 2016b: xx

<sup>3</sup> UNODC, 2016b: 29n148

<sup>4</sup> UNODC, 2016b: xiii

<sup>5</sup> UNODC, 2016b: 29

The scope of this mid-term independent evaluation is the project segment from 01 February, 2012 until 30 September, 2016. The evaluation covers Afghanistan, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan. The main focus will however be on Afghanistan as only in phase II one of the two training courses included representatives from Central Asian countries. The following evaluation criteria have been considered during this evaluation: relevance, design, efficiency, partnerships and cooperation, effectiveness, impact, sustainability and human rights and gender. The evaluation also led to the identification of good practices and lessons learned, and offered recommendations to UNODC to enhance its work with respect to the design and implementation of this project segment.

The methodology of this mid-term independent project evaluation comprised a desk review, semi-structured interviews and observation. These methods were used to obtain data related to all evaluation criteria, and due regard has been given to collecting sex-disaggregated statistics and gender-related information to the extent possible. Three missions were conducted for this evaluation, namely to Vienna (1-3 September, 2016), Moscow, including Domodedovo (20-23 September, 2016) and Kabul (26-30 September, 2016). A staff member of UNODC's Independent Evaluation Unit (IEU) participated in the mission to Moscow to mitigate the limitation of only one evaluator. The different evaluation methods, the increase in size and technical expertise of the mission team to Moscow and the high number of sources to allow for adequate triangulation ensure the validity of findings. A total of 39 persons have shared information with the evaluator, of which 37 during interviews and two via emails. A total of 49 documents were consulted during the desk review.

## **Findings**

The design of sub-programme I of the RP Afghanistan and Neighbouring Countries and the development of the project segment have been undertaken in parallel, participatory processes with the involvement of key stakeholders, with several high-level meetings taking place to fine-tune their respective designs in 2011 and 2012. The link between the project segment and the RP Afghanistan and Neighbouring Countries has presumably been made by incorporating the segment by means of an RP project revision in 2012. However, as the first five training courses were for CNPA officers only, with four conducted under phase I, the project segment could initially have been better placed in the Country Programme Afghanistan 2011-2015. Furthermore, the hierarchy of results (outputs, outcomes and objective) given in the project segment concept notes is not fully aligned with the one given in subprogramme 1. Monitoring has been undertaken at the activity and output level, while more attention should also be given to the outcome level for accountability and learning purposes. This can further enhance results-based management, and potentially support further fine-tuning of the project segment.

The project segment of subprogramme I is relevant considering the need to more adequately respond to the transnational crime of drug trafficking, especially as Afghanistan is a country of origin and destination, and its neighbours transit and destination countries of drug trafficking. The project segment is to a large extent aligned with UNODC thematic, regional and national-level programmes, and corresponds with strategic priorities agreed on by governments in this region. Yet different views were expressed regarding the extent to which the project segment actually addresses the training needs of government counterparts. An ongoing challenge is that the capacity of each group of trainees is often heterogeneous. Additionally, the risk of duplication was apparent as different organizations supported training of CNPA, including at the Domodedovo Training Institute. Some participants were actually trained more than one time at the same level at this institute, and UNODC has successfully brought this issue to the attention of its counterparts in 2015.

This evaluation judges the project segment as highly efficient in the field of financial management and the coordination of logistics. The budget was never overspent, and the cost-efficient management of the training activities also led to surplus budget of Phase I and II. Some of these surplus funds were used for training another ten CNPA officers in 2014. Project segment management capacity received a boost with Russian funds for the creation of a position in the Regional Section for Europe, Central and West Asia (RSECWA) in UNODC headquarters to support the management of different Russian-supported project segments related to law enforcement. Management has been viewed as highly efficient in terms of coordinating the logistics and travel of the participants in close consultation with all stakeholders. The evaluation also found different views regarding the effectiveness of the current arrangement with RP management based in Tashkent while the focal point reported to the head of the regional section in Vienna. The introduction of a new financial management system in the UN Secretariat, including UNODC, called Umoja led to delays in payment of DSA to trainees in November, 2015, and March, 2016. These teething problems of the new system have now been resolved. Internal progress reporting has been done largely with a focus on outputs.

Partnerships have been maintained and further developed as a result of subprogramme I, including this project segment. The partnership between UNODC, Japan and the Russian Federation is highly valued, as has been symbolized in the launch and end-of-training ceremonies. These were publicized in different media. The partnership between the beneficiary and donor governments has also generally been appreciated. It is too early to assess the extent to which the project segment has contributed to improved coordination or rather cooperation between the States involved in the regional training as only one such training was delivered in 2016.

The project segment has been effective. During the first two phases six training courses were organized, one more than originally planned, with a total of 93 participants out of 110 nominations. Dropping out took most often place before the actual start of the course due to various reasons. The last course organized in the second phase included the participation of Afghan Border Police and representatives of four Central Asian countries. Japanese experts from the Narcotic Department of the Ministry of Health, Labour and Welfare gave half-day lectures at the Domodedovo Training Institute. The project segment has contributed to the objective ‘to improve the operational capacity of counter narcotic police’, but the extent and in which particular areas knowledge and/or skills have been strengthened could not be comprehensively assessed during this evaluation due to the limited availability of data.

This evaluation found that the project segment made an impact in different areas. Its positive impact on the trilateral relationship between the two donor countries and UNODC was highly valued and appreciated. The expected impact of the project segment was further considered in relation to the process of building trust between different parties, which is among others necessary for information -sharing, which requires a long-term perspective to give sufficient consideration to the ‘human factor’. Additionally, the unintended impact was that the experience had broadened the perspective of trainees as a result of their stay abroad, including being able to take part in excursions and to network with colleagues from their own as well as other countries. Additionally, the value of training was further highlighted by representatives from the Afghan Border Police by referring to Afghanistan’s history due to which many young people have not been able to complete their education, and any opportunity to further their knowledge and skills was highly appreciated. The extent to which the training has contributed to more effective CN operations could not be ascertained during this evaluation.

This evaluation confirms the keen interest of different stakeholders in the effectiveness of the training although the dearth of information in this area negatively impacts on such an assessment. Especially as training activities under other programmes can potentially provide support after training courses held at the Domodedovo Training Institute, sustainability is an area which could have received more attention in the RP Afghanistan and Neighbouring Countries, including subprogramme I on law enforcement. Thus, the assistance given to the CNPA training institute can be seen as supportive, although an explicit link with the project segment is missing. The dependence of the project segment on funds provided by only one donor can be seen as a potential risk for the project. This risk has however been mitigated to a large extent by the in-kind contribution provided by the Russian Federation and the continued interest of the two donors in this project segment. The contribution of the Russian Federation was increased for phase II of the project segment in response to the Framework for the Engagement of External Parties, which actually led to further increased sustainability in comparison with phase I.

Human rights and gender have to some degree been mainstreamed in the project segment. Gender has only been mainstreamed in the project segment by means of promoting the inclusion of female officers in the training given at the Domodedovo Training Institute. During the training course held in November 2015, twenty per cent of this all-Afghan group was female. The group leader was also one of the female officers. This can be viewed as an achievement in light of the limited proportion of female staff working with this particular police body. At the same time, the inclusion of female participants in training activities must only be done if they match other eligibility criteria.

## **Conclusion**

In conclusion, the alignment of the project segment with relevant international and national strategies, plans and policies confirms that the main focus, namely to support efforts to fight drug trafficking, is relevant and appropriate. The project segment is one of multiple efforts undertaken by UNODC to support this in practice, including by building confidence and trust between all parties to enhance regional cooperation. This is a long term process supported by the partnership between UNODC, the Russian Federation and Japan through this project segment, and its added value of providing a platform of cooperation to these partners has been highlighted throughout this evaluation. The effect of this component on subprogramme I with respect to supporting regional cooperation is less clear at this stage, as only one regional training took place. Nevertheless, the project segment's integration into this subprogramme has provided the framework to organize training at the regional level. The project has been managed efficiently, including with respect to arranging the logistics and administration of the training. However, more attention ought to be given to the design of activities, and the monitoring of training results, and the third phase of the project segment offers the opportunity to further enhance its effectiveness, impact and sustainability.

## **Recommendations**

In light of the value attached to the support this project segment provides to trilateral cooperation between the donor countries and UNODC, it is recommended to continue with this activity providing that it will be further adapted to the needs of the counterpart governments of Afghanistan and Central Asia. This evaluation therefore recommends UNODC to discuss with the two donors a possible shift and/or broadening of training options based on the earlier-mentioned needs assessments and in light of the overall vision of strengthening regional law enforcement cooperation of subprogramme I. The Office is also recommended to review the objectives of the training, and strengthen the coherence between the project segment concept notes and the RP Afghanistan and Neighbouring Countries. Furthermore, UNODC is recommended to further clarify the current management arrangement of this segment as part of the RP sub-programme to

ensure clear roles and responsibilities. Further recommendations can be found in the summary matrix of findings, evidence and recommendations on the next pages.

## SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings <sup>6</sup>	Evidence (sources that substantiate findings)	Recommendations <sup>7</sup>
<b>Key recommendations</b>		
A lot of value is attached to this project segment of RER/V07 as it supports trilateral relations between the two donor countries and UNODC, and is the only opportunity to support regional training at this point in time. Confidence building is key to this endeavour, which requires a long term perspective. The alignment of training needs and training substance could be further strengthened.	Desk review  Interviews	Continue with this project segment while adapting it further to be more responsive to the training needs of all counterparts.  UNODC RSEWCA (as segment owner), in close cooperation with ROCA and COAFG
The training has generally been given at the basis/intermediate level, whereas it was indicated that more levels can be taught. An ongoing challenge is that the group of trainees is often not homogeneous. Additionally, there has been a risk of duplication of efforts, and some actual duplication has taken place with the same participants taking part in training at the same level. Since mid 2015 a clear effort has been made to only include those that have not received such training yet.	Desk review  Interviews	Review training needs of CNP, and discuss and agree on the level of training, profile of participants, necessary training curricula etc., in close cooperation with police bodies with CN-related responsibilities in Afghanistan and Central Asia and with the Russian Federation and Japan.  UNODC RSEWCA (as segment owner), in close cooperation with ROCA and COAFG
Phase I of the training was mostly implemented in 2012 when the training capacity of the CNPA, including its own training institute, was still being developed. The target group has been broadened in phase II without a clear indication that this has been accompanied with a comprehensive training strategy which delineates the practical objectives of the training and the profile of trainees.	Desk review  Interviews	Discuss with the two donors about a possible shift and/or broadening of the training options given in the Russian Federation, including different levels of training, based on a comprehensive needs assessment undertaken within the overall framework of subprogramme I of the RP.  UNODC RSEWCA (as segment owner), in close cooperation with ROCA and COAFG
Since the RER/V07 project revision in 2013, the link between the sub-programme and the project segment has been made clearer by including it under	Desk review	Consider strengthening the alignment between the project segment and RER/V07 in terms of a) reviewing the placement of the project segment in the

<sup>6</sup> A finding uses evidence from data collection to allow for a factual statement.

<sup>7</sup> Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project /programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

<p>outcome 2. Arguably, the project segment could however also be included under outcome 1 and the first five training sessions (phase I and part of phase II) could have been integrated into the Country Programme for Afghanistan.</p> <p>Training needs of CNPA and ABP appear to be different, which may require different types of training. The hierarchy of results of the project segment is only to some degree aligned with the one given under outcome 2. A monitoring system functions at the activity and output level of this project segment. Pre training tests during the selection process are not conducted by UNODC. Pre and post-training data about the level of knowledge and skills are available at the Domodedovo Training Institute, but have not been requested by UNODC. There is limited information of the application of knowledge and skills by trainees. A comprehensive overview of data of all participants to training of Afghanistan and Central Asia is being planned for as this could support monitoring the selection process more effectively.</p>	Interviews	<p>hierarchy of results; b) aligning the project segment hierarchy of results with the one given in RER/vo7; c) preparing an overview of all participants of all training courses in either excel and/or by means of a still to be developed regional database in a special software package in which all relevant data of participants are being registered, and d) strengthen the corresponding monitoring system, especially at the outcome level, with clearly delineated responsibilities. This includes examining the option to undertake pre- and/or post training tests prior to departure/upon return as part of the selection/follow-up process, and discussing the possibility to receive non-personal pre and post-training test results from the Domodedovo Training Institute.</p> <p>UNODC RSEWCA (as segment owner), in close cooperation with ROCA and COAFG</p>
<p>The project coordinator is based in RSECWA in UNODC HQ, and reports to the head of section. The project segment is under the responsibility of the section as part of its function as “representation” for the Russian Federation, which is one of the project segment’s donor countries. Any decision in this section is exclusively taken by the section after consultation with the RP team. At the same time, the project segment is part of sub-programme I of the RP Afghanistan and Neighbouring Countries, managed by UNODC ROCA in Tashkent, Uzbekistan.</p>		<p>Review the roles and responsibilities between the segment and the RP subprogramme to ensure the most efficient and effective arrangements.</p> <p>UNODC RSEWCA (as segment owner), in close cooperation with ROCA</p>
Important recommendations		
<p>Especially since the arrival of the project segment coordinator in RSECWA, coordination of the logistics and travel of participants was regarded as very efficient. The current contract of the project segment coordinator will come to an end in December 2016. The donor of this position, the Russian Federation, also provides in-kind contribution to the</p>	<p>Desk review Interviews</p>	<p>Discuss with the concerned donor the continued need for such a position in light of the end of contract of the focal point, and explore opportunities to broaden the donor base for this position.</p>

project segment.		UNODC RSEWCA
Because of different ‘trainee packages’ of phase I and II of the project segment, and in light of limited information about their upcoming stay at the Domodedovo Training Institute, trainees have had different expectations about their stay at the institute.	Desk review  Interviews	Provide further logistical support to participants of the training by means of providing them an information note to manage their expectations (translated into Dari/Pashtu).  UNODC RSEWCA (as segment owner), in close cooperation with ROCA and COAFG
Sustainability requires more attention. This evaluation confirms the keen interest of different stakeholders in the effectiveness of the training although the dearth of information in this area however negatively impacts on such an assessment. Although the dependence of the project segment on funds provided by only one donor can be seen as limiting its sustainability, this limitation was mitigated through in-kind contributions provided by the Russian Federation, and the continued interest of the two donor countries in supporting this project segment, may mitigate this risk.	Desk review  Interviews	Strengthen the sustainability angle of the project segment, including by means of planning for follow-up training and linking the training held at the Domodedovo Training Institute with other training/mentoring initiatives if available.  UNODC RSEWCA (as segment owner), in close cooperation with ROCA
The profile of trainees has changed over time, and since the design of the training material new developments have taken place in this field. Additionally, policy developments and the strengthened knowledge base on the role of women in the production and trafficking of drugs in recent years shows the need for the integration of a gender perspective into training curricula.	Desk review  Interviews	Discuss the option with the MoI of the Russian Federation and Narcotics Department of the MoHLW of the Government of Japan to review and update existing curricula/develop new training modules, including the recommendation to integrate a stronger gender perspective in the training material.  UNODC RSEWCA (as segment owner), in close cooperation with ROCA
Additionally, due to sustained efforts, one training course had four female participants from Afghanistan, which is a major achievement, especially considering the limited number of female police officers in the CNPA. Not all had however operational functions.		Continue with the promotion to include relevant female officers in training activities  UNODC RSEWCA (as segment owner), in close cooperation with ROCA and COAFG

# I. INTRODUCTION

## Background

For more than a decade, Afghanistan has been at the epicentre of the global illicit opiate trade, accounting for almost two thirds of the global area under illicit opium poppy cultivation, despite the decrease by 11 per cent from the previous year to approximately 281, 000 hectares in 2015.<sup>8</sup> Afghanistan remains the world's largest opium producer, accounting for some 70 per cent of global opium production<sup>9</sup> The illicit economy that results from this trade undermines the sustainable development of the legal economy, security and stability as it fuels crime, including terrorism, corruption and social instability. In 2014 an estimate of the total value of the illicit opiate economy was \$2.8 billion in 2014, which is equivalent to 13 per cent of the country's gross domestic product.<sup>10</sup> At the same time, opium poppy cultivation is a pivotal lifeline for many Afghan families in the absence of alternative economic opportunities.<sup>11</sup> In addition, Afghanistan is also one of the main producers of cannabis, while Europe, North Africa and the Near and Middle East remain the principle markets for this product.<sup>12</sup>

Drug trafficking is operated on three main routes from Afghanistan, namely the Southern route, the Balkan route and the Northern route.<sup>13</sup> The Southern route is southwards to the Gulf region, South Asia and Africa, and the Balkan route is via the Islamic Republic of Iran, Turkey and South-Eastern Europe. Opiate trafficking on the Northern route is from Afghanistan to neighbouring States in Central Asia, and then onward to, among others, the Russian Federation. This route has been resurging after the decline in the period 2008-2012.<sup>14</sup> Nowadays this route is also supplied by opium produced in Southern Afghanistan. In 2014, the largest quantities of opiates were seized in South-West Asia, with the largest proportion seized by Iran, followed by Europe. Afghanistan was able to account for five per cent of all seizures, and the Russian Federation for three per cent.<sup>15</sup> Despite ongoing efforts to stop this trade, illicit drugs continues to claim tens of thousands of lives across the world, including in Afghanistan and Central Asian countries.

The Counter Narcotic Police of Afghanistan (CNPA) is the lead agency in the fight against drug trafficking in Afghanistan, whereas the Ministry of Counter Narcotics has responsibility for policy and programme formulation and implementation, including coordination with line ministries.<sup>16</sup> The CNPA is responsible for intelligence collection and investigation, and is actively involved in detection, eradication and interdiction operations in order to arrest drug

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<sup>8</sup> UNODC, 2016b: xii

<sup>9</sup> UNODC, 2016b: 27

<sup>10</sup> UNODC, 2016b: xx

<sup>11</sup> See Felbab-Brown, 2016 about the complexities surrounding the response to opium poppy cultivation.

<sup>12</sup> UNODC, 2016b: xiv

<sup>13</sup> UNODC, 2016b: 29n148

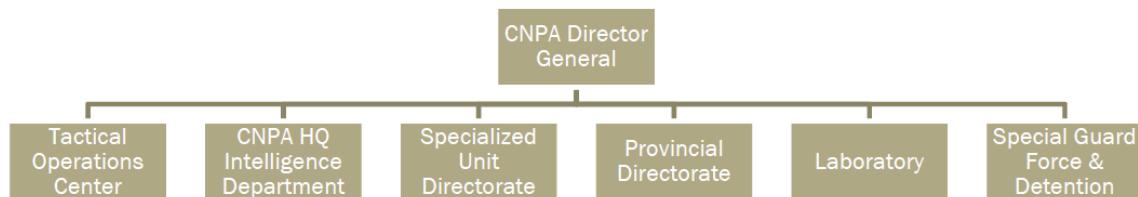
<sup>14</sup> UNODC, 2016b: xiii

<sup>15</sup> UNODC, 2016b: 29

<sup>16</sup> <http://mcn.gov.af/en/page/1835/5155>

traffickers and seize illicit drugs. The CNPA falls under the Deputy Minister for Counter Narcotics, who reports to the Minister of Interior. The CNPA has about 2800 staff, with approx. half based in Kabul, and half in the provinces.<sup>17</sup> The CNPA headquarters in Kabul include an administration directorate, a special unit direction a tactical operations centre, forensics laboratory, a training department, and an international relations unit. The special unit directorate comprises the Sensitive Investigations Unit (SIU), the National Interdiction Unit (NIU) and the Intelligence Investigative Unit (IIU). In the provinces, CNPA staff operates under the command of the provincial chief of police.<sup>18</sup> The CNPA received extensive donor support, with the SIU and NIU equipped and mentored by the USA, the IIU by the UK (until recently) and the training department by UNODC under the National Programme for Afghanistan (until 2015).<sup>19</sup>

Figure 1: CNPA Organizational Chart<sup>20</sup>



Source: SIGAR analysis of CNPA Development Unit-provided data

The Afghan Border Police (ABP) is another body involved in the interdiction of drug trafficking. The US Department of Defense (DoD) describes the main responsibilities of this police force as follows: ‘the ABP is strategically arrayed to secure and safeguard national borders, provide security at Afghanistan’s international airports, and maintain security in the border security zone – which extends 30 miles into the territory of Afghanistan – in order to deter terrorists, criminal groups, and smugglers. This includes securing and patrolling border and control entry ports, such as airports and border-crossing points, and guarding against the illegal entry of persons, weapons, narcotics, and other goods. ABP forces along the border are trained and equipped with rifles, light and heavy machine guns, rocket-propelled grenades, and 82mm mortars. The ABP current end strength is approximately 21,500 personnel out of an authorized strength of 23,315. The ABP headquarters is located in Kabul, and brigade-level units are assigned to six zones throughout the country that nest under the ANP zones’.<sup>21</sup>

The governments of Afghanistan and of Central Asian countries, and the international community at large, have committed themselves to fight against the production of illicit drugs, drugs

<sup>17</sup> This information was given in DoD ( 2016: 96). Earlier DoD reports and another source give other proportions with respect to the division headquarters-field. In 2015, the CNPA had approximately 2,870 personnel, with about 1,330 in Kabul and 1,530 in the field (DoD, 2015: 91) As of November 2013, the CNPA had 2,850 personnel, with 1,100 (39 percent) authorized for provincial units ( SIGAR, 2014: 2)

<sup>18</sup> DoD, 2015: 91

<sup>19</sup> See for further information about assistance provided to the CNPA, DoD, 2015: 91 and SIGAR, 2014: 2. The latter source notes that ‘CNPA provincial units have been neglected and that problems continue with their development and capabilities’

<sup>20</sup> SIGAR, 2014: 2

<sup>21</sup> DoD, 2015: 94

trafficking and their use in countries of origin, transit and destination. The project segment ‘Improving the capacity of the national police of Afghanistan to tackle drug trafficking’ (phase I)/‘Improving the capacity of the national police of Afghanistan and of Central Asian countries to tackle drug trafficking’ (phase II and III), which will hereinafter be referred to as the project segment, is one of multiple efforts to support Counter Narcotics Police (CNP) in these countries to strengthen their capacity. It supports the implementation of counter-narcotics training courses for CNP officers at the All-Russian Advanced Training Institute of the Ministry of Internal Affairs (hereinafter the Domodedovo Training Institute), which is located in Domodedovo in the Russian Federation. This training institute was created in 1972, and has a track record of counter-narcotics capacity building in the West and Central Asia region, especially since September 2006.<sup>22</sup> Under phase I three two-week training sessions were conducted in 2012 and one in 2014, and under phase II one in 2015 and one (the first regional one) in 2016. The first training under phase III is scheduled for 21 November to 5 December 2016, and the second training is expected to be conducted in the first quarter of 2017.

**Table 1: Overview start, duration, budget and target group per project segment phase**

Phase	Start	Duration	Budget	Target group
I	1 February 2012	11 months	USD 699,988	Afghanistan National Police (ANP) focusing on counter narcotics
II	July 2015	12 months	USD 437,271	Counter narcotic police of Afghanistan and Central Asian countries
III	April 2016	12 months	USD 300,000	Counter narcotic police of Afghanistan and counter narcotic police of all five Central Asian countries

This project is a segment of subprogramme 1 on regional law enforcement cooperation (RER/V07) of UNODC’s Regional Programme (RP) on Afghanistan and Neighbouring Countries 2011-2016.<sup>23</sup> The RP covers eight countries, namely Afghanistan, Islamic Republic of Iran, Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkmenistan and Uzbekistan. The project segment has been supported by the Government of the Russian Federation with in-kind contribution, and by the Government of Japan with funds and technical support. The total overall budget is USD 1,353,748. Japan allocated USD 300,000 in March 2016 for phase III. Discussions are underway for phase IV.

<sup>22</sup> UNODC, 2011a: 1

<sup>23</sup> The original duration of the RP was until the end of 2014, which was then extended until the end of 2015 (UNODC COAFG, 2014) and then until 31 December 2016 (UNODC COAFG, 2015). As the budget of the phases of the project segment considered here were included into this RP only, the new RP will not be considered here.

## Purpose and Scope of the evaluation

This mid-term evaluation was already envisaged in the project segment's first concept note in 2012. With the completion of the second phase of the project segment, with the implementation of the third phase underway, and in light of the shift towards a more explicit regional approach in capacity-building activities, an independent mid-term evaluation is timely to assess achievements thus far, identify possible challenges, and provide recommendations for the road ahead for this project segment.

The scope of this independent mid-term evaluation is the project segment 'Improving the capacity of the national police of Afghanistan to tackle drug trafficking' (phase I) / 'Improving the capacity of the national police of Afghanistan and of Central Asian countries to tackle drug trafficking' (phase II and III) from 01 February, 2012 until 30 September, 2016. The evaluation covers six countries (Afghanistan, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan), although the main focus will be on Afghanistan as only the last training course also included representatives of Central Asian countries. The following evaluation criteria have been considered during this evaluation: relevance, design, efficiency, partnerships and cooperation, effectiveness, impact, sustainability and human rights and gender. The evaluation has also identified several best practices and lessons learned, which have been included at the end of this report.

## Methodology

The methodology of this independent mid-term project segment evaluation comprised a desk review, semi-structured interviews and observations. These methods have been used to obtain data related to all evaluation criteria, and due regard has been given to collecting sex-disaggregated statistics and gender-related information. Data collection has further been based on different sources to allow for data triangulation during the analysis phase of this evaluation. The different evaluation methods used, the increase in size and technical expertise of the Moscow mission team and the high number of sources to allow for adequate triangulation ensure the validity of findings of this evaluation.

A desk review of different types of documents has been conducted. This concerns the following reports: UNODC project segment documents phase I, II and III; RP Afghanistan and Neighbouring Countries 2011-2015 and 2016-2019; RP Central Asia 2015-2019, including its first segment RERV07 revisions and progress reports; the National Programme of Afghanistan a donor report, donor correspondence, the in-depth evaluation of the RP of Afghanistan and Neighbouring Countries 2011-2015; mission reports, and news articles (a full list of the desk review material can be found in Annex II).

Three missions have been undertaken for this evaluation, namely to Vienna (1-3 September, 2016), Moscow, including Domodedovo (20-23 September, 2016) and Kabul (26-30 September, 2016). A staff member of UNODC's Independent Evaluation Unit (IEU) participated in the mission to Moscow to support the evaluation, and to mitigate the limitation of only one evaluator.

Face-to-face semi-structured interviews were conducted during these field missions and/or via skype in order to collect project segment-related and contextual information. Representatives of

relevant stakeholders of the following entities have been interviewed for this evaluation: Counter Narcotic Police (CNP) and Border Police (BP) Agencies of Afghanistan, including senior managers and those that completed training, representatives of the MoFA and the Domodedovo Training Institute in the Russian Federation, UNODC country office in Afghanistan, UNODC's Regional Office Central Asia (ROCA), UNODC headquarters in Vienna and one bilateral agency in Kabul. At the request of the Japanese donor, evaluation questions were shared with the Japanese mission in Vienna and the Narcotics Control Department of the Ministry of Health, Labour and Welfare (MoHLW) in Tokyo, and responses to these questions were received by the evaluator. A total of 38 persons have shared information with the evaluator, with 37 during individual and/or group interviews<sup>24</sup>, and two via emails. Only five out of these 39 respondents were female staff at UNODC headquarters, the Domodedovo Training Institute and the CNPA.

The main evaluation criteria have given the overall direction to these interviews. Questions have further been tailored to the function and level of involvement of the different respondents. In addition, observation has been used during the site visits in Moscow/Domodedovo and Kabul.

Interpreters have been used at the Domodedovo Training Institute and in Kabul. At the training institute, one of the military officers offered interpretation. In Kabul, a UNODC national officer initially assisted with translation without receiving strong objections from the main interlocutors until an independent interpreter was found to take on this responsibility. In order to interview the female CNPA officer, an exception was made by requesting a female national staff member of UNODC working in a different section to assist with translation.

Qualitative and quantitative analysis of all collected data has been undertaken after the field missions. Triangulation of sources has been used to analyze qualitative data, and statistical analysis conducted for quantitative data, such as with respect to data of training courses completed during phase I and phase II of the project segment.

This evaluation encountered several challenges, which have become limitations of this evaluation. The expectation that an evaluation can provide further information on the effectiveness of the project segment, especially with respect to the usage of knowledge and skills of the trainees upon their return from Domodedovo, was not realistic considering the absence of relevant data, the limited time-frame of the evaluation, the fact that only some trainees could be consulted in a group meeting and the absence of a law enforcement expert in the evaluation team. Additionally, as the deputy head of mission/CP coordinator in Kabul and the RP subprogramme 1 coordinator in Tashkent were both not available for an interview during the evaluation – both were absent for personal reasons – only limited information could be obtained about this issue. Furthermore, as the first phase of the project segment was mostly managed by the UNODC Project Office in Russia (PORUS), which does not exist any longer and with staff having left the organization since then, only limited information could be obtained about that period. Interviews with other staff working in headquarters and the field, including at that time, have to some degree mitigated these limitations.

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<sup>24</sup> The hierarchical setting of the CNPA and the BP led to undertaking individual interviews in group settings, with the most senior officer taking first the floor. It was therefore not possible to undertake focus group discussions as this method requires a more egalitarian culture among participants.

## II. EVALUATION FINDINGS

### Design

The design of sub-programme I of the RP Afghanistan and Neighbouring Countries has been participatory, with several high-level meetings taking place to fine-tune the design in 2012. The link between the project segment and the RP Afghanistan and Neighbouring Countries has presumably been made by incorporating the project segment under outcome 2 of subprogramme I by means of a project revision in April 2012. Whereas the project segment is monitored in terms of the successful completion of the training activities, quality control of the extent to which the participants actually gained knowledge and skills, and the application of these in their day-to-day work is missing. This can provide information to manage the segment based on actual results, and potentially fine-tune and/or shift its focus.

The evaluation found that the development of the project segment and the development of the RP Afghanistan and Neighbouring Countries appeared to be two parallel participatory processes as both were developed in 2011 although by different parts of UNODC, and by means of involving different groups of stakeholders.<sup>25</sup> The RP was at that time designed and managed by UNODC's office in Afghanistan, and subprogramme I was developed in line with the results of the high level government meeting hosted by UNODC on December 7, 2011 and the first RP Steering Committee meeting on March 14, 2012 in which high-level government officials from all eight countries took part.<sup>26</sup> The project segment's design followed a different path. The first concept paper was prepared in close consultation with the two donors.<sup>27</sup> Although UNODC staff based in Afghanistan took part in the design of the first phase, available documentation only shows a focus on the logistics of the project segment, and the identification of training needs at the political level by the RP Steering Committee,<sup>28</sup>

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<sup>25</sup> The RP was developed in 2011. The first project revision was undertaken in 2012 to adjust Sub-programme 1 outcomes and outputs to reflect the consensus reached at the high level government meeting hosted by UNODC on December 7, 2011 and the first Steering Committee meeting on March 14, 2012. Additionally, in 2012 the first pilot Task Force Meeting on Sub Programme 1 was held in Almaty (8 February, 2012), serving as an initial gathering of related experts to identify priorities and needs for the region. This was followed by the second Sub-Programme 1 Task Force Meeting (28 September 2012), which provided an opportunity to translate the detailed discussion held among experts during the Ashgabat regional workshop into concrete guidance on priority actions to be conducted under the Regional Programme (UNODC COAFG, 2013a: 6). The 2013 sub-programme revision incorporated the recommendations of this Steering Committee meeting. Additionally, reported under outcome 2/output 2.3 the Regional Workshop on Strengthening the Coordination and Quality of Counter-Narcotics Training Programmes Across the Region took place on 27-28 September in Ashgabat involving all the eight RP member countries as well as regional training academies such as the Turkish International Academy Against Drugs and Crime (TADOC) and the Domodedovo Training Institute.(UNODC COAFG, 2013a: 7)

<sup>26</sup> UNODC COAFG, 2013a: 2; UNODC ROCA, 2014a: 2

<sup>27</sup> For instance, the 2012 mission report to Moscow notes that '[...] explained to colleagues that the project component had been drafted by UNODC on the basis of the proposal received by UNODC from the PM of Russia in September' (UNODC, 2012: 2). UNODC, 2011a, 2011b, 2012

<sup>28</sup> UNODC, 2012a

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The project segment has been integrated into subprogramme I (RER/V07), which covers law-enforcement, of the RP Afghanistan and Neighbouring Countries 2011-2016. The mid-term evaluation of the RP in 2015 pointed out the following:

‘While the concept of integrated programming is widely understood, delivery is inconsistent. [...] The RP set out, from the start, to deliver an integrated programme; it was never a collection of projects that metamorphosed into a programme.’<sup>29</sup>

The project segment integration process is however a different one. The project segment has presumably been integrated into the RP subprogramme 1 on the basis of a project revision in 2012, although no explicit reference has been made to the project segment in this document, including the more distant management arrangements of this project segment.<sup>30</sup> In a project revision in 2013 this segment could be linked to outcome 2 ‘Enhanced counter-narcotics enforcement capacity through better coordinated training across the region’; a clearer link with the Domodedovo training was established by explaining that ‘[t]he activity revision introduces a greater emphasis on training with the involvement of regional and international training institutions’ and that the subprogramme I aims to further build on the successful training conducted at the Domodedovo Training Institute..<sup>31</sup> A reference to the title of the project segment has not been given, and this reference may also refer to other project segments.

In light of the fact that the activity has only built capacity of CNPA staff in phase I of the project segment, it could in principle have been integrated into the Country Programme Afghanistan until the development of phase II. This was also recommended in 2011. The reason is apparently that the aim at that time was to let the project segment transform into a regional one, even though phase I was clearly focused on Afghanistan only..<sup>32</sup> The RP has a regional focus, whereas ‘[t]he foundation of UNODC’s work in the region is the programmatic activities with a country focus tailored to local needs, requirements and governance frameworks. Assistance designed and implemented at the country level has always been, and will remain, the cornerstone of UNODC work.<sup>33</sup> Only during the second phase the scope of the project segment was expanded, and also CNP from Central Asian countries were included in its design and implementation. This explains to some degree the gap in the programmatic architecture of the project segment, as the regional scope was only made visible in the design of the second phase, and during the implementation of the second half of this phase, in 2016. Reasons given for this situation were related to the envisaged regional focus of the project segment, and the complexity of liaising with all Central

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<sup>29</sup> UNODC, 2015c: 12

<sup>30</sup> The only reference to the project segment could be the following quote: 5) Restructuring CN training A meeting of the heads of the Counter Narcotics Training institutions for Afghanistan, Iran and Pakistan is in May 2012 in Islamabad, to review the facilities and training available in the sub-region as well as explore opportunities for future collaboration. In January, a UNODC mission to Moscow Domodedovo Training Centre has set the foundations for the training of Afghan Counter-Narcotics Policemen.’ (UNODC, 2012a: 3) And ‘activity 2.1.2: Develop and implement specific training courses for law enforcement officers of the region to be conducted by international experts and regional academies (i.e Domodadovo etc)’ (UNODC, 2012a:17).

<sup>31</sup> UNODC COAFG, 2013a: 8

<sup>32</sup> UNODC, 2011a

<sup>33</sup> UNODC COAFG, 2012: 6

Asian counterparts, which led to some delays in actually executing the regional angle of the project segment.

The actual integration of the project segment under outcome two of subprogramme I in 2013 was possibly the best available option considering the broad description of this outcome at that time. Arguably, the project segment could also be linked to outcome 1 ‘Counter-narcotics enforcement agencies are capacitated to coordinate their operations’, depending on how the regional coordination component is envisaged to take shape in this project segment.<sup>34</sup> Information collected during interviews did neither provide a clear explanation for the link with outcome 2 nor a rationale for not linking the project segment to outcome 1. It is therefore recommended to clarify the expected outcomes of this project segment in relation to the ones given in the RP.

The project segment concept notes seem to fulfil several functions, but are not part of the formal UNODC programmatic architecture and serve primarily as concept notes for the donor. The project segment concept notes note that the project segment falls under subprogramme I of the RP Afghanistan and Neighbouring Countries. The main purpose of these notes may also be the reason for not providing any detail on how the hierarchy of results at the project segment level is linked to the hierarchy of results of subprogramme I. The formulation of the outcomes in the concept notes is at the output level only. In other words, outcomes focus on the organization of training activities, and not the extent to which and how these have contributed to the improved capacity of beneficiaries in the field. It is recommended to align the outputs and outcomes given in the concept notes to the one given in the RP in order to set up coherent approach to expected results of this project segment.

Although the technical working group of the RP Afghanistan and Neighbouring Countries gives recommendations with respect to the overall rationale of the programme, the further fine-tuning of the project segment should be undertaken by UNODC in close consultation with all relevant stakeholders. This means that the perspectives of all stakeholders, ideally supported by factual information, must be considered in the design phase, and that results at different levels be measured in order to inform programmatic decisions. This has not sufficiently taken place with respect to this project segment level. For instance, the second outcome of subprogramme I has two indicators, namely ‘Counter-narcotics enforcement agencies participate in regional training sessions for improved coordination’ and ‘Percentage of responding trainees indicating application of training in their work’. The latter indicator has no baseline data, and has not been reported on in annual progress reports.<sup>35</sup> However, pre and post-training tests are conducted at the Domodedovo Training Institute, and it may be possible to get non-personalized data from the institute after each training. Additionally, the development and implementation of online surveys could be another method in order to get data on the application of knowledge and skills of participants upon their return home. In order to enhance the monitoring system to support results-based management, it is recommended to strengthen data collection and analysis, especially at the outcome level, in close cooperation with colleagues in the field and the Domodedovo Training Institute in order to agree on a division of responsibilities, and tools used to collect and analyse data.

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<sup>34</sup> UNODC COAFG, 2012a: 11

<sup>35</sup> UNODC COAFG, 2013a; 15

## Relevance

The project segment is relevant considering the need to more adequately respond to the transnational crime of drug trafficking. Afghanistan is a country of origin and destination, and its neighbours in Central Asia are countries of transit and destination of drugs trafficking. The segment is considered part of the RP Afghanistan and Neighbouring Countries, and to a large extent aligned with other UNODC thematic, regional and national-level programmes.<sup>36</sup> The relevance of sub-programme I is reflected in regional dialogue, and supported by a common feeling that cooperation is needed to tackle drugs trafficking along the so-called northern route. The RP Steering Committee meetings held in 2013 and 2015, for instance, supported regional training, including at the Domodedovo Training Institute, thereby confirming the high-level political support for training held at this institute.

Data show different views regarding the extent to which the project segment actually sufficiently addressed the training needs of government counterparts, and if the training addressed gaps in knowledge and skills of participating counter-narcotic and border police. The RP Afghanistan and Neighbouring Countries contained an overview of training capacity, but had limited detail with respect to actual training needs, and the extent to which the different countries are on par with each other in terms of CNP capacity. At the same time the RP acknowledges that “[...] many of the interventions required for regional level impact required coordinated action at the country levels. [...] Without bringing country level capacities on par with each other, country level entities will not be able to act regionally. It is the cross-border linkage between country level entities, each operating within its national sovereignty, which constitutes regional cooperation.”<sup>37</sup>

In addition to the absence of the further contextualization of this project segment, a clear description of the training needs of the CNPA, and in the second phase also the ABP of the MoI, and of similar bodies in the Central Asian countries, is not available. In light of the basic-level training provided to the CNPA by different actors, the work undertaken by UNODC to strengthen the CNPA’s training institute under the Country Programme Afghanistan 2011-2015, and the duplication of some of these activities, the needs of the Afghan counterpart could have been more adequately taken into consideration in the project segment.

More recently, during a mission undertaken by the project segment coordinator in 2015 as well as during the mission undertaken for this evaluation, the CNPA shared that more specialized and advanced training is actually needed, such as senior management training, as well as further support for the CNPA training institute at the intermediate and advanced level. The preference for longer courses was also noted in order to actually have a stronger impact on capacity.<sup>38</sup> The same concern may be expected from other stakeholders involved in the regional training, especially as their level of capacity is reportedly similar to or stronger than that of the CNPA. In contrast, ABP representatives noted that they would be interested in further training in this area, also at the basic

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<sup>36</sup> Subprogramme I of the RP Afghanistan and Neighbouring Countries is aligned with UN legal instruments, and UNODC policy and thematic programme. UNODC’s Thematic Programme on Action against Transnational Organized Crime and Illicit Trafficking, the UN Drug Control Conventions & UN Commission on Narcotics Drugs Resolution 52/2 (2009) and Resolution 53/5 (2010) and other relevant UN resolutions.

<sup>37</sup> UNODC, 2011: 34

<sup>38</sup> See also UNODC, 2015d

level, as it is not part of their regular police training. Data further confirm that reportedly different levels of training can be provided by the Domodedovo Training Institute, which can be taken into regard in future design which takes actual training needs as a starting point. It is therefore recommended to review training needs of CNP, and discuss and agree on the level of training, profile of participants, necessary training curricula etc., in close cooperation with police bodies with CN-related responsibilities in Afghanistan and Central Asia, and with the Russian Federation and Japan. A second, related recommendation is to discuss with the two donors about a possible shift and/or broadening of the training options given in the Russian Federation, including different levels of training, based on a comprehensive needs assessment undertaken within the overall framework of subprogramme I of the RP

Additionally, some reference to other CN training activities implemented by UNODC have been given in the RP and subprogramme I, but the project segment has not been integrated into these ongoing activities by providing an explanation how these different activities mutually support each other.<sup>39</sup> The latter is in particular relevant in light of the support given to the CNPA to develop and strengthen its Training Institute under the Country Programme for Afghanistan 2011-2015, the planned training activities under the current Country Programme, and the OSCE support to training of trainers activities of 23 law enforcement trainers of the MoI at the Domodedovo Training Institute in July and December 2015.<sup>40</sup> Similar training activities have also been supported at this Training Institute by UNODC and other organizations before the RP was developed.<sup>41</sup> Thus, while on the one hand, the project segment has continued to support only one type of training (basic to intermediate), the overall capacity, including the training capacity of the CNPA seems to have been strengthened over time. This has not been taken into regard in the planning documents, and been included into the rationale of the proposed activities.

## Efficiency

The project segment has been seen as highly efficient in some areas while some lessons were also noted during the desk review, and pointed out by different stakeholders during the course of this evaluation. Annual project segment expenditures were initially included in one covering all Japanese funds, and subsequently only with respect to subprogramme 1 of the RP Afghanistan and Neighbouring Countries. The Government of Japan however receives UNODC expenditure statements of the project segment, which is a requirement to release new funds. The funds provided by Japan were received in 2011. The start-up phase fell initially behind schedule

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<sup>39</sup> This concerns for instance the project UNODC-Russia Partnership on Counter-Narcotics Training for Central Asia, Afghanistan and Pakistan."The project UNODC-Russia Partnership was launched in 2015 but no training courses have been conducted yet due to the fact that the Federal Drug Control Service of Russia was abolished in April 2016 and UNODC/RSEWCA has not received the project workplan for this year.. Additionally, earlier activities in this field concern the XAC/I97 project, entitled "Project on counter-narcotics training of Central Asian, Afghan and Pakistani law enforcement personnel", which annually supported eight training sessions for Central Asian and Afghan officers (since 2009). (UNODC, 2011a: 1) . Further information about UNODC projects in this field can for instance be found in UNODC, 2010: 2.

<sup>40</sup> OSCE, 2015a; 2015b

<sup>41</sup> E.g. OSCE, 2010; UNODC, 2011: 44

pending the allocation of training dates, but the completion of three training sessions at the Domodedovo Training Institute made up for this initial delay.<sup>42</sup>

The first phase resulted in surplus funds, among others as not all training positions were used with a participation rate of 87 per cent, and also as the balance was a ‘reserve’, which would be made available after the budget had been spent. In 2013 no training activities were planned at the Domodedovo Training Institute, reportedly due to the pending approval of the Government of Japan concerning the use of the surplus funds.<sup>43</sup> In 2014 training for ten participants could consequently be organized with these funds. The remaining unspent balance of USD 83,511 of phase I was communicated mid 2015 to the Japanese donor. The same applies to the unspent balance of phase II, of which a decision is expected in early 2017 to UNODC.<sup>44</sup> However, in light of the change in profile of participants, and ongoing developments in the field of counter narcotics, it is recommended to discuss the option to review and update existing curricula/develop new ones with the two donors.

The evaluation found that project segment management has been regarded as highly efficient in coordinating the logistics of the selection and travel of participants for the training sessions. The project segment was initially managed from the UNODC Programme Office Russia (PORUS) in Moscow, which closed in 2014, after which it was transferred to the RSEWCA at UNODC headquarters where it was initially covered by a permanent staff member until the current project coordinator, who is the focal point for this project segment, came on board on a position funded by the Russian Federation. The views were unanimous that the logistics of each training exercise were coordinated efficiently, although the focal point did not have ‘classical’ project managers responsibilities as the RP coordinator and the subprogramme I manager are both based in Tashkent after the transfer of the UNODC regional function from Afghanistan to Uzbekistan in 2014.<sup>45</sup> As the current contract of the project segment coordinator will come to an end in December 2016, it is recommended to discuss the continued need for such a position with the concerned donor.

Data confirm different views about the current management arrangements of this segment in relation to the overall RP subprogramme. The location of the focal point at UNODC HQ in Vienna seems to facilitate the liaison with the partner countries, but coordination at logistical level with the recipient countries might benefit from being present in the region. Therefore, UNODC should review its current arrangement and decide on the best way forward. Although RP management is consulted, decision-making related to the project segment takes place in Vienna. Therefore, there might be some limitations on the identification of needs, monitoring its effectiveness of the project segment, and aligning it adequately with other initiatives. Another argument in favour of positioning the focal point in the region is to bring coordination closer to the main geographical area where the segment must be designed, executed and monitored. It is recommended that the roles and responsibilities in the structure of this segment in relation to the RP subprogramme are reviewed to strengthen the effectiveness of the arrangement.

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<sup>42</sup> UNODC, 2011b: 2, 6

<sup>43</sup> UNODC COAFG, 2014b: 9

<sup>44</sup> UNODC, 2015

<sup>45</sup> The focal point undertook missions to Kabul and Ashgabat late 2015 and early 2016.

From the gathered evidence it seems that coordinating the training logistics was time-consuming, and that the long planning period of approx. five to six months, from the time of getting training dates and selecting trainees, with the Russian Federation needing two months for clearance, can be considered to put more strain on the project management team. The clearance period was initially shorter with only 45 days. In phase II the clearance period was extended to up to 60 days. Arguably, once this long time-frame is known then these planning and implementation cycles can be integrated into the work schedule of the project segment team. Originally, the lists with selected participants were sent through the Permanent Mission of the Russian Federation in Vienna. Since last year a direct contact with the MoFA in Moscow has been initiated to share these lists directly, which has made this part of the logistical exercise more efficient.

The selection of trainees is done by the concerned government counterparts in Afghanistan and the Central Asian countries. Different stakeholders expressed their concern about the selection of trainees., pointing out that not all of them had the right profile to participate because they worked in non-operational (or not education-related) divisions, were illiterate and/or had already taken part in similar training held at the Domodedovo Training Institute.<sup>46</sup> UNODC made efforts to address this issue in 2015 by providing further information in official letters to the Government of Afghanistan about the required profile of the trainees, and to specifically request that only those would be selected who had not taken part in a similar course.<sup>47</sup> The concerned government counterparts noted that they had acted upon this request. The majority of the CNPA and Afghan BP officers trained in 2015 and 2016 worked in operations. A minority of the CNPA officers was female, and at least two officers worked in the provinces at that time. The planned regional database of trainees by UNODC is another way to keep track of the selection process, which could potentially strengthen the excel database which is apparently already used by ROCA to monitor the selection process. It is therefore recommended to consider further developing a regional database of trainees, which could, as currently considered, in first instance be prepared in Excel in order to proceed with developing this data overview rapidly.

The MoI of the Russian Federation provided in the first phase in-kind training and was compensated for other assistance it provided to the trainees. With the issuance of the UN Framework for the Engagement of External Parties (FEEP) in April 2014, the arrangement had to be revised to avoid having to go through a bidding process, and the MoI agreed to increase its in-kind contribution, and provide training and cover the costs of training material and accommodation. The DSA given to the participants by UNODC would then cover the meals and study tour costs. Medical insurance has been taken over by UNODC in 2015. The earlier arrangement led to expectations among some participants about their entitlements in phase II. In

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<sup>46</sup> ‘The basic training should be provided at the Counter Narcotics Training Academy (CNTA) in Afghanistan whereas the best and most motivated could then continue specializing itself through external training abroad such as Domodedovo.’(UNODC, 2012a: 3)

<sup>47</sup> The formal invitation letters sent to the MoFA provide some information about the profile of the trainees but no information about the level of the training (UNODC, 2015a; 2015b; 2015c). Other communication channels are to convey more detail about the profile of these participants, such as with respect to the inclusion of female participants and officers working in the provinces. For instance, mid 2015, UNODC requested in a letter to the MoFA for the ‘nomination of fifteen (15) counter narcotics officials from Counter Narcotics Training Academy (CNTA) and Counter Narcotics Police of Afghanistan (CNPA) who are currently involved in the administration, design and delivery of counter narcotics investigation training’ (UNODC, 2015a) while requesting in a subsequent letter to the MoI for the ‘nomination of the new counter narcotics officers who have not benefited from similar type of courses (UNODC, 2015b).

order to manage expectations, and communicate clearly the roles and responsibilities of trainees, it is recommended that UNODC provides an information note to the trainees about conditions and rules and regulations of the Domodedovo Training Institute to assist trainees with their preparations for their upcoming travel and stay.

Furthermore, for the training held in November 2015 and in March 2016, the DSA was transferred too late to participants, which led to complications as they were not always able to cover their food expenses at Domodedovo. The reason for this situation was the introduction of a new financial management system called Umoja, which led to delays in payment of the DSA to trainees in November, 2015, and March, 2016. These teething problems of the new system have now been resolved.

Internal project segment reporting has been undertaken as part of the reporting on subprogramme I of the RP Afghanistan and Neighbouring Countries. This reporting has not been done in all annual progress reports, not at all times in relation to the appropriate results and has referred to completed training sessions held at the Domodedovo Training Institute.<sup>48</sup> The following conclusion of the mid-term evaluation of the RP is therefore still valid: “Reporting should be based on approved measures of effect, which should be achievable, realistic and quantifiable. Currently, reporting is activity based and there is limited assessment of effect or impact.”<sup>49</sup> At the same time, more detail is necessary to monitor progress adequately at the project segment level in order to manage this component based on results, while at the same time a realistic assessment is needed of what is feasible in that regard in relation to available capacity. As the Domodedovo Training Institute conducts pre and post tests of trainees, it is recommended to discuss the option to get non-personalized data of these tests in order to get a better understanding about progress made. Additionally, it is recommended to consider developing an online questionnaire to be sent to all participants after a certain period to collect data about the use of their acquired knowledge and skills in their daily work.

## Partnerships and cooperation

Partnerships have been maintained and further developed as a result of this project segment, as these have been nurtured within the overall framework of the RP Afghanistan and Neighbouring Countries. The partnerships between Afghanistan, Central Asian states and UNODC, at least to the extent that this could be assessed during this mid-term evaluation, seemed therefore to be viewed in a positive light. The partnership between Japan and the Russian Federation has been highly valued, and the same concerns the cooperation between UNODC and these two Member States.

Since the very early design period, the value of the project segment in support of and in order to strengthen bilateral relations between Japan and the Russian Federation was noted, and interviews conducted during this evaluation reconfirmed this view.<sup>50</sup> The visibility events held at the launch of each project segment and at the end of each training sessions held at the Domodedovo Training

<sup>48</sup> See UNODC 2013c: 17-8; 2015e: 11; 2015e (9-10); 2016d 8-10

<sup>49</sup> UNODC, 2015c: xii

<sup>50</sup> UNODC, 2011b: 4

Institute, in which high-level government officials from the MoI, a representative of the Japanese Embassy and a representative of UNODC take part, are considered important activities.<sup>51</sup> The ceremonies are subsequently covered in local media and Japanese Press.<sup>52</sup>

The extent to which bilateral relations between the donors and Afghanistan and the five Central Asian countries have been supported by this project segment could not be fully assessed, although the overall aim of promoting and supporting regional cooperation was regularly highlighted by respondents. Both donor countries agreed with the inclusion of Central Asia in the project segment in order to strengthen regional cooperation and border control between these countries.<sup>53</sup>

The extent to which partnerships between the governments of Afghanistan and the Central Asian countries have been supported by the training given at the Domodedovo Training Institute could be further operationalized under this project segment. One regional training has been conducted thus far in 2016, but neither project segment documentation nor interviews did give more detailed information about this issue. This aspect should be in the focus of the next evaluation of this segment to provide solid evidence in this regard. This includes giving further analysis on how the interaction and networking of officers of different countries could a) facilitate cross-border cooperation in operation work; b) support high-level relationships between the different countries involved in this project segment.

UNODC's relationship with the two donor governments was viewed as positive during this evaluation. The emphasis placed on visibility by the Japanese donor has been adequately considered by UNODC, which includes the use of images of the Japanese flag, as well as flags of the other donor and recipient Member States, and reference to the funding government with respect to activities and/or outputs.<sup>54</sup> Also donor progress reports were shared on time. This project segment is however a relatively small component of the overall support provided by the Russian Federation and Japan, and only one of various vehicles driving their partnerships with UNODC. Both donors have supported the work of UNODC in respectively Afghanistan and Central Asia by means of providing extensive financial support. In Afghanistan UNODC's partnerships with other donor governments take place by means of regular bilateral meetings, as well as by participating in the monthly meeting with law enforcement officers working at Embassies in Kabul.

## Effectiveness

The overall effectiveness of the project segment must be seen in light of the second outcome of sub-programme I of the RP Afghanistan and Neighbouring Countries 2011-2016, and in relation

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<sup>51</sup> See for instance 'Visibility event for the launch of Phase II of the project, co-hosted by UNODC Executive Director, Permanent Representatives of Russia and Japan to the United Nations in Vienna, was held in Vienna on 11 December 2015. The Luncheon included the Deputy Minister of Internal Affairs of Russia Mr. Savenkov and 6 Ambassadors (Afghanistan and Central Asia)' (UNODC, 2016d: 3)

<sup>52</sup> UNODC, 2016d: 2,3

<sup>53</sup> UNODC., 2011: 5-6

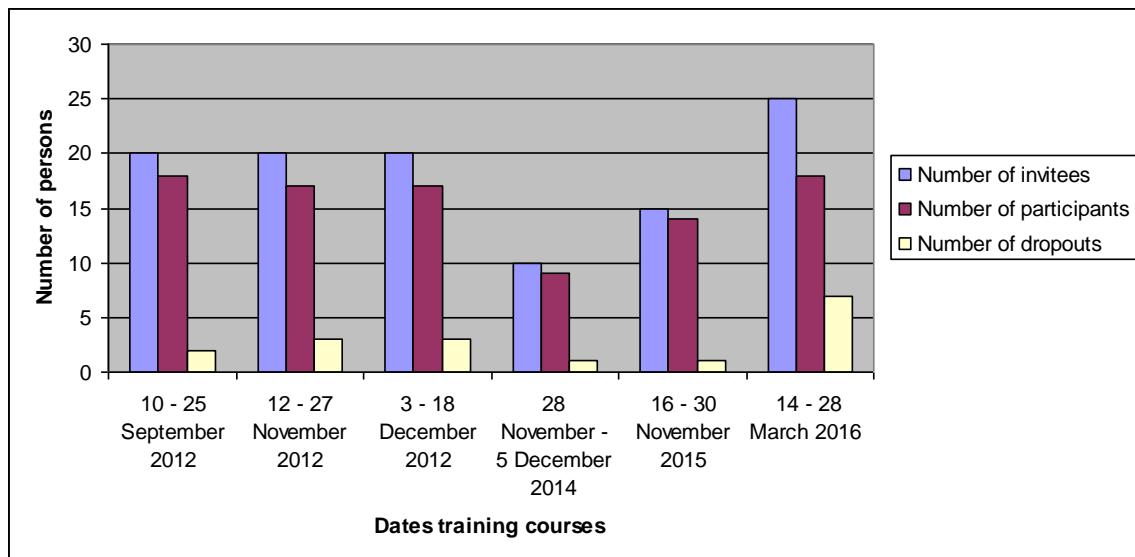
<sup>54</sup> UNODC, 2011b: 1, 3

to the results formulated in the first two concept notes. In relation to the second outcome ‘Enhanced counter-narcotics enforcement capacity through better coordinated training across the region’, it may be correct to conclude that the first regional training held in March 2016 has contributed to achieving this outcome, but evidence is not available to give a more comprehensive description about the areas in which capacity is enhanced.

The same conclusion can be drawn with respect to the project segment’s contribution to the overall objective of subprogramme 1 of the RP ‘Law Enforcement authorities increasingly cooperate and coordinate to identify, investigate and prosecute drug and precursor trafficking’.<sup>55</sup>

The project segment has been successful in achieving the results formulated in the project concept notes. During the first two phases, six training courses were organized, one more than originally planned. A total of 93 participants (out of 110 training positions) were able to complete their training, which is 85 per cent of the available training slots. Dropping out took mostly place prior to the start of the training course, and security-related, as a result of the vetting process, or for personal reasons.

**Table 1: Number of invitees, participants and drop-outs per training course held at the Domodedovo Training Institute**



When comparing the two project segment phases, it becomes apparent that the first phase has been more effective than the second phase in terms of the proportion of participants completing the training. During the first phase, one extra course was organized in 2014 with surplus funds, and 61 participants out of a total of 70 invitees completed the course. In the second phase, 32 participants out of 40 invitees, finished the training. This can however be explained by the fact that no officers of Turkmenistan took part due to the re-organization of the drug control entity in the MoI at that time. The focus of the first phase, and the first course of the second phase was on

<sup>55</sup> As formulated in the last project revision of this subprogramme in 2015. The wording ‘authorities’, which was given in the subprogramme document, has been made more specific, and changed into ‘law enforcement authorities’.

CNPA staff only. The training course held in 2016 was the first regional one, in which only Afghan BP and officers of four Central Asian countries took part.

The international expert component given in the project notes has also been met. This refers to the involvement of international expertise in the courses given at the Domodedovo Training Institute, and for phase II also the development of two new training modules.<sup>56</sup> Japanese experts from the Narcotic Department of the Ministry of Health, Labour and Welfare (MHLW) conducted half-day lectures in phase II. The interest to have more international experts sharing their expertise in these courses was recommended for the benefit of the course participants and the Domodedovo Training Institute, in particular as UNODC is seen as a knowledge hub in this field. For reasons explained earlier, it is not possible to assess if the project segment has sufficiently contributed to the objective “to improve the operational capacity [...] to tackle the drug trafficking threat [...].

## Impact

The intended and unintended impact has been described in different ways by stakeholders. The different perspectives give further evidence of the complexities of this project segment considering that impact was seen at the level of bilateral and regional relations which could potentially support high-level political relations and cross-border cooperation at the operational level. The long-term perspective needed for the process of building trust between different parties, which is among others necessary for intelligence-sharing, in order to give sufficient consideration to the ‘human factor’ was pointed out during this evaluation.

Several respondents pointed out that the training at the Domodedovo Training Institute was highly useful as it broadened the perspective of trainees as a result of their stay in another country, and taking part in practical study tours and activities, such as the staged search operation at a railway station in Moscow, a visit to the Domodedovo airport and the visit to one of their (district) courts. Especially these excursions seemed to have contributed to a positive learning experience.

The option to network with colleagues from within the CNPA and BP of Afghanistan, as well as with colleagues working in Central Asian countries, could potentially support regional cooperation in the longer term. Although the project segment may have contributed to improved knowledge and skills, it is not possible to directly attribute achievements in the field of counter narcotic operations, such as a possible increase in the detection of illicit drug trafficking, and the seizure of drugs, to this activity.

## Sustainability

The importance of the sustainability of the project segment has been raised during bilateral meetings since the very start of this activity. A sustainability perspective has however neither been included in the RP Afghanistan and Neighbouring Countries and sub-programme I nor been

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<sup>56</sup> Outcome 2 in the concept note of the first phase has been more elaborate, namely ‘develop and implement 4 training courses to be conducted by international experts.’ The training courses are to be conducted for 3 groups x 20 trainees; each training to last 1.5 hours a day, 5 days per group. Total number of trainees: 60. (phase I). It

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incorporated in the project segment concept notes, and it is therefore recommended to strengthen the sustainability angle in the RP, including subprogramme I and the project segment.

The in-kind contributions by the Russian Federation could limit the dependence of the project segment on funds provided by only one donor, because of a higher risk of a change in financing. This has been an improvement in comparison to the first phase of the project segment, as the Framework for the Engagement of External Parties (FEEP), issued in April 2014, resulted in an increase in in-kind contribution provided by the Russian Federation, which has led to a more balanced sharing of resources for the project segment. Additionally, the fact that the project coordination position is funded by the Russian Federation may also be seen as limiting in that regard. It is therefore recommended to explore funding opportunities to broaden the donor base for this position.

The interest in the usage and application of acquired knowledge and skills by participants of the training courses held at the Domodedovo Training Institute was clearly expressed by different stakeholders during this evaluation.<sup>57</sup> Nevertheless, limited information is available on the effects of the training on the level of acquired knowledge and skills, and their application in the daily work of the participants. This angle requires more attention in the design and implementation of the project segment. This is multi-faceted, and begins with identifying training needs at the level of the targeted institutions, the selection of participants with the right profile, the organization of the training course at the appropriate level and with the right thematic focus, and the necessary follow-up to assess the application and use of the newly acquired knowledge and skills, and by means of continuing to provide capacity-building opportunities, such as by means of on-the-job training. These areas have already been discussed in earlier sections of this report, and it is clear that a more sustained effort must be made to renegotiate the terms of the project segment to address the actual needs in-country and at the regional level, which in turn must correspond with available training capacity and UNODC capacity in the region.

The project segment's initial focus on Afghanistan warrants a closer look at the two groups of participants from this country. The UNODC Country Programme 2011-2015 supported the Training Academy of the CNPA during the past couple of years. The CNPA is now capable of providing different levels of training to its own staff, although their capacity to train at more advanced levels is apparently still limited. Current training needs are therefore different in comparison to those in 2012. Training needs should be revisited, and further discussed and matched with corresponding training within the framework of this project segment, especially considering that this remains one of the few opportunities in a context of dwindling donor funding in Afghanistan. The turnover of staff at the CNPA is not very high, especially when compared with other police entities, such as the ABP. This means that investment in their capacity is worthwhile, and sustainable.

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<sup>57</sup> ‘In order to ensure sustainability of the capacity building offered to Afghans (and others) the Training Institute, OSCE and UNODC agreed to request the respective national authorities to share feedback and information about trainees, deployment plans and training courses delivered (in their respective countries) where they acted as trainers. On the same vein, within the framework of the Regional Programme for Afghanistan and Neighbouring Countries, the Demodedovo Institute could play a key role in carrying out the training and curriculum building components of the Law Enforcement pillar. In particular, the output 1.1.3., “standardized training systems instituted for law enforcement agencies”, and its corresponding set of activities, including standardization of law enforcement training curricula, mentorship, and development of manuals for the conduct of law enforcement, would be well-served by the Domodedovo Institute.’(UNODC, 2011a: 2). Russian MoFA referred to need for ToT (UNODC, 2012a: 2).

The ABP however showed a keen interest in this type of training provided in Domodedovo, and respondents indicated that they had shared their knowledge with colleagues at Kabul Airport after their return from Domodedovo. This warrants further attention, as a possible interest in training their own staff may require ToTs in order to support this activity, possibly with the involvement of the CNPA Training Academy. It is therefore recommended to plan for follow up training of the ABP but also of other CN police, and linking the training held at the Domodedovo Training Institute with other training/mentoring activities, if available.

The shift towards a regional approach in this project segment warrants further discussion about sustainability, especially about the conditions that must be met in order to allow these training activities to support regional cooperation, either at the national or at the regional level, with respect to training-related activities and/or at the level of cross-border counter-narcotic operations. A theory of change could be developed in order to clarify how this level of networking is actually supported by means of these training activities, providing that the right profile of participants is selected, and how the different levels of regional cooperation can be mutually supportive or possibly limit cooperation.

## Human Rights and Gender

Human rights and gender have to some degree been mainstreamed in the project segment. The RP mid-term evaluation pointed out in that regard that “The RP has not fully integrated Human Rights & Gender perspectives within the Programme.”<sup>58</sup> Human rights have been considered in relation to different aspects of the project segment, including the consideration of human rights in training material. Gender has only been considered in relation to the inclusion of female participants in the training courses, whereas a more comprehensive gender perspective could be mainstreamed in its design and implementation.

Different stakeholders pointed out that human rights have been mainstreamed in the training sessions in the Domodedovo Training Institute, including in training material. As the training material is only available in Russian and Dari, this could not be further verified during the evaluation.

Gender has been mainstreamed in the project segment by means of promoting the inclusion of female officers in the training given at the Domodedovo Training Institute. During the last all Afghan training course held in November 2015, four out of twenty participants were female, which is twenty per cent of the group of trainees from the CNPA. This was the only time female participants took part. Despite the fact that it has thus far only been the case of one training, it can be viewed as an achievement in light of the limited proportion of female staff working with this particular body as part of ongoing efforts to promote gender equality in this policy body. The last training held in March 2016, which was the first training with participants from five different countries however had only male trainees. At the same time, only those female candidates must be selected that will be able to apply their acquired knowledge and skills in their day to day work,

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<sup>58</sup> UNODC, 2015

and their gender must not be overriding other eligibility put in place to guide the selection of trainees – this is applicable for all trainees.<sup>59</sup>

**Graph 3: Number of male and female participants per training course held at the Domodedovo Training Institute.**



The accommodation of a group of male and female trainees at the Domodedovo Training Institute seemed to have taken place with due regard for cultural norms. This did not lead to any particular concerns of any of the female trainees, at least to the degree that this could be assessed during the evaluation mission. The fact that they already work in a male-dominated environment may have contributed to this situation. The extent to which gender has been adequately mainstreamed in training material used at the Domodedovo Training Institute could also not be assessed during this evaluation because of language reasons. Considering that this material has been developed several years ago, and in light of UNODC's guidance note on gender mainstreaming (2013) and new UNODC research findings in the area of drug production and trafficking, the possible review of existing material and the development of new training material could present opportunities to strengthen this perspective in the training curriculum.<sup>60</sup> It is therefore recommended to review and update existing curricula/develop new curricula from a gender perspective.

<sup>59</sup> For instance, one of the female trainees worked in the forensic science laboratory at the CNPA.

<sup>60</sup> See for instance UNODC, 2016c: 24, in which key findings are presented of research undertaken by UNODC in 20015 about 'Women in opium poppy cultivation: attitudes, perceptions and practices'

### III. CONCLUSIONS

In light of the ongoing drug trafficking within and from Afghanistan, and to and through the five Central Asian States (Turkmenistan, Uzbekistan, Tajikistan, Kazakhstan, Kyrgyzstan) to the Russian Federation and other destinations, the project segment is without doubt relevant. Its alignment with relevant international and national strategies, plans and policies confirm that the main focus, namely to support efforts to fight this crime, is appropriate. The partnership between UNODC, the Russian Federation and Japan is one of multiple international responses to this situation; the added value of the platform this project segment provides, to them is that it further strengthens cooperation on various levels. The importance of this impact has been highlighted throughout the evaluation. The effect of the project segment in support of regional cooperation, including Central Asian countries, should be fully assessed at a later stage, as only one regional-level training has thus far been held.

The RP and the project segment appear to have been developed in parallel processes, and although key stakeholders participated in the design of both documents, neither the high-level commitment at the regional level nor the involvement of the CNPA in the early stages led to a profound needs analysis. Although the project segment presumably has been integrated into the RP in 2012, the hierarchy of results in the project concept notes could be more aligned with the one given in the RP in order to strengthen the focus on the outcome level in these documents. The monitoring system must be further adapted, and accompanied with a clear division of responsibilities.

The project segment has been managed efficiently to a large extent, among others when considering the challenges of working with different bureaucracies,. At the same time, the roles and responsibilities in regards to the segment owner and the RP subprogramme seem to be not always fully clear. This issue should be further discussed and solved in-house in order to strengthen integrated programming in practice.

This may also be one of the underlying reasons for the limited availability of evidence to measure the effectiveness of the project segment. It has not been possible to get a clear picture of the usefulness of this training for the CNPA with respect to their acquired knowledge and skills. In the absence of ABP training facilities, and limited training provided in the field of counter narcotics to BP officers, the receptiveness and relevance of the training provided at the Domodedovo Training Institute may be higher for staff of this entity. This is also an explanation for the views on impact shared during this evaluation, with the former group noting in particular the learning experience of being in another country with another rule of law system, and this opportunity given to broaden the perspective of these trainees cannot be underestimated.

At the same time, the fact that all six training activities have been held in a timely fashion, and that 85 per cent of all training positions were utilized, is also worth mentioning here. The focus on results at the activity and output level may also offer one explanation for the limited focus on the sustainability of the project segment. More attention ought to be given to the application of acquired knowledge and skills at this stage of subprogramme I.

The project segment could further benefit from a more explicit integration of human rights and gender into its design and implementation. The inclusion of female officers from Afghanistan in the last all-Afghan course clearly gives a signal, and is commendable, but working towards a better gender balance in courses, and collecting sex-disaggregated statistics, are only two ways to mainstream gender. Other options can be considered too, such as by mainstreaming a gender perspective in training curricula and by using female trainers as role models.

The effect of this component on subprogramme I with respect to supporting regional cooperation is less clear at this stage, although the project segment's integration into this subprogramme has provided the framework to organize training at the regional level. Partially due to limited human resources for this segment, the divide between successfully arranging the logistics and administration of the training, and designing activities and assessing training results has been of consequence to the efficiency, the effectiveness, the impact and the sustainability of the project segment. A more coherent approach is therefore recommended for a successful third phase of the project segment, thereby promoting a better integration into subprogramme I of the RP Afghanistan and Neighbouring Countries and, above all, resulting in a stronger focus on institution-building in beneficiary countries.

## IV. RECOMMENDATIONS

The following recommendations in the field of relevance, design, efficiency, partnerships, effectiveness, sustainability and human rights and gender are made to UNODC. The first set of recommendations concerns key recommendations, and the second set important recommendations. The majority of these recommendations are made to UNODC ROCA, RSECWA and COAFG. The summary matrix of key findings, sources and recommendations given in the beginning of this report gives further information about the sections and/or of offices of UNODC that are expected to take these recommendations forward.

In light of the value of this project segment of subprogramme I of the RP Afghanistan and Neighbouring Countries for bilateral relations, it is recommended to continue with this project segment providing that it will be further adapted to adequately reflect the training needs of the Governments of Afghanistan and Central Asia.

UNODC is further recommended, in close cooperation with police bodies with CN-related responsibilities, to review training needs of CNP, and discuss and agree on the level of training, related profile of participants, necessary training curricula etc with concerned stakeholders in the Russian Federation, Afghanistan, and Central Asia countries. Additionally, the Office is recommended to discuss with the two donors the need for a possible shift and/or broadening of the training options given in the Russian Federation based on these training needs assessments,

Additionally, UNODC is recommended to strengthen the alignment between the project segment and RER/V07 in terms of a) reviewing the placement of the project segment in the hierarchy of results; b) aligning the project segment in the concept notes hierarchy of results with the one given in RER/vo7; c) preparing an overview of all participants of all training courses in either excel and/or by means of a still to be developed regional database in a special software package in which all relevant data of participants are being registered, and d). strengthen the corresponding monitoring system with clearly delineated responsibilities. This could include examining the option to undertake pre- and/or post training tests prior to departure to the training/upon return as part of the selection/follow-up process, and discussing the possibility to share non-personal pre and post-training test results of each group of trainees with the Domodedovo Training Institute.

Another key recommendation is that the roles and responsibilities between the segment and the RP subprogramme should be reviewed and agreed on to ensure the most efficient and effective arrangements.

Several important recommendations came also to the fore during this evaluation. UNODC is advised to discuss with the concerned donor the continued need for a project coordinator position in light of the upcoming end of contract of the current coordinator, explore opportunities to broaden the donor base of this position, and discuss with the MoI of the Russian Federation the possibility to review and update existing curricula/develop new training modules that could be used for UNODC trainings by the Domodedovo Training Institute, and discuss this also with the

Narcotics Department of the MoHLW of the Government of Japan, including the option to strengthen a gender perspective in the material.

UNODC is further recommended to provide more logistical support to participants of the training by preparing an information note (translated into Dari/Pashtu) to manage their expectations. The Office is also recommended to continue with the promotion of the inclusion of relevant female officers.

Additionally, the Office is also advised to strengthen the sustainability angle of the project segment, including by means of planning for follow-up training and linking the training held at the Domodedovo Training Institute with other training/mentoring initiatives if available.

## V. LESSONS LEARNED

The following best practices and lessons were identified during this mid-term evaluation:

A best practice is that synergies can emerge between different donors and counterparts, and such partnerships can be explored and capitalized on in other regions. This may require some thinking outside the box, especially when exploring different and novel types of contributions and donors on the basis of common interests in the field of combating transnational crime for instance.

Another best practice is that with concerted efforts of all parties concerned, and sufficient capacity to support the coordination of information flows, complex logistical operations can be executed effectively.

A lesson learned is that the needs of all stakeholders must be considered in the design phase, and that this phase must therefore be participatory in order to build ownership of the project segment, and to make sure that all agree about the activities, the results and the main objectives. This involves not only high level consultations but also meetings with more operational sections of counterparts, and if deemed necessary, needs assessments. Otherwise there is a risk that the project segment may not lead to the expected results.

Furthermore, the design needs to consider context/other programmatic activities undertaken by the same organization and other organizations in order to clearly identify existing needs, mitigate possible risks of duplication, and possibly establish links between different activities implemented under different project segments and/or by different organizations that may support and strengthen activities implemented under the project segment. This in turn could potentially inform a long-term perspective, including the sustainability of results.

Another, more general, lesson learned is that programme documents must provide more detailed information about the incorporation of new elements, such as a project segment, and the management structure of these elements. This is important in order to establish a clear history of such a programme, which is necessary in case of evaluations. This also contributes to organizational programming history and supports organizational transparency.

It is important to put in place a proper planning structure to enhance coordination of the design of the project segment, and from the first day onwards agree on who owns the segment in order to facilitate project planning and management. This is to ensure that possible frictions may not arise during implementation.

## **ANNEX I. TERMS OF REFERENCE OF THE EVALUATION**

UNITED NATIONS OFFICE ON DRUGS AND CRIME  
Vienna

### **TERMS OF REFERENCE OF THE**

### **MID – TERM INDEPENDENT PROJECT EVALUATION OF A SPECIAL SEGMENT OF RER/V07**

Sub-Programme 1 of the Regional Programme on Afghanistan and Neighbouring Countries - Regional Law Enforcement Cooperation

“Improving the capacity of the national police of Afghanistan and of Central Asian countries to tackle drug trafficking”

Afghanistan, Kazakhstan, Kyrgyzstan, Tajikistan,  
Turkmenistan, and Uzbekistan

**May 2016**



UNITED NATIONS  
New York, 2016

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# Background and Context

Project number:	RER/V07
Project title:	Sub-Programme 1 of the Regional Programme on Afghanistan and Neighbouring Countries - Regional Law Enforcement Cooperation – “Improving the capacity of the national police of Afghanistan and of Central Asian countries to tackle drug trafficking”
Duration:	February 2012 – April 2017
Location:	All-Russian Advanced Training Institute of the Ministry of Internal Affairs in Domodedovo, the Russian Federation
Linkages to Country, Regional and Thematic Programmes:	The special segment of RER/07 is a training component of the Sub-Programme 1 of the Regional Programme on Afghanistan and Neighbouring Countries - Regional Law Enforcement Cooperation
Executing Agency:	UNODC HQ Regional Section for Europe, West and Central Asia (RSEWCA),  UNODC Regional Office for Central Asia (ROCA),  UNODC Country Office in Afghanistan (COAFG)  UNODC Programme Office for Russia (for period 2012-2014. PORUS operationally closed since May 2014 )
Partner Organizations:	All-Russian Advanced Training Institute of the Ministry of Internal Affairs
Total Approved Budget:	\$1,053,748
Total Overall Budget	\$1,053,748
Donors:	Japan, the Russian Federation
Project Manager/Coordinator:	Mr. Jeremy Milsom / Ms. Aisser Al-Hafedh, Mr. Duishen Talasbaev
Type and time frame of evaluation: (Independent Project Evaluation/In-depth Evaluation/mid-term/final)	Mid-term evaluation

Timeframe of the project covered by the evaluation:	February 2012 – September 2016
Geographical coverage of the evaluation:	Afghanistan, Kazakhstan, Kyrgyzstan, Russia, Tajikistan, Turkmenistan and Uzbekistan
Budget for this evaluation:	\$35,000
Type and year of past evaluations (if any):	In-depth Mid-Term evaluation of the Regional Programme for Afghanistan and Neighbouring Countries 2011 – 2015 (March 2015)
Core Learning Partners <sup>61</sup> (entities):	<p>Japan:</p> <ul style="list-style-type: none"> <li>• Permanent Mission of Japan to the United Nations (Vienna)</li> <li>• Narcotics Control Department of the Ministry of Health, Labour and Welfare of Japan</li> </ul> <p>Russian Federation:</p> <ul style="list-style-type: none"> <li>• Permanent Mission of the Russian Federation to the United Nations (Vienna)</li> <li>• Ministry of Internal Affairs of the Russian Federation</li> </ul> <p>Afghanistan:</p> <ul style="list-style-type: none"> <li>• Ministry of Counter Narcotics;</li> <li>• Afghan Border Police</li> </ul> <p>Kazakhstan:</p> <ul style="list-style-type: none"> <li>• Ministry of Internal Affairs</li> </ul> <p>Kyrgyzstan:</p> <ul style="list-style-type: none"> <li>• The State Service on Drug Control under the Government of the Kyrgyz Republic</li> </ul> <p>Tajikistan:</p> <ul style="list-style-type: none"> <li>• Drug Control Agency under the President of the Republic of Tajikistan</li> </ul> <p>Turkmenistan:</p> <ul style="list-style-type: none"> <li>• Ministry of Internal Affairs</li> </ul> <p>Uzbekistan:</p> <ul style="list-style-type: none"> <li>• National Information-Analytical Centre on Drug Control under the Cabinet of Ministers of the Republic of Uzbekistan</li> </ul>

## Project overview and historical context

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<sup>61</sup> The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

For more than a decade, Afghanistan has been at the epicenter of the global illicit opiate trade, accounting for well over 80% of production.<sup>62</sup> The illicit economy that results from this trade undermines the sustainable development of the legal economy, it fuels corruption, crime and undermines security and stability. Each year, illicit drugs originating in Afghanistan claim tens of thousands of lives worldwide, spreading pain and misery to thousands more. Afghanistan itself suffers one of the highest rates of opiate consumption in the world with a current prevalence rate of 2.92 per cent.<sup>63</sup> There is also an emerging HIV epidemic concentrated among the country's injecting drug users. The Central Asian countries are affected by this phenomenon at both levels, consumption and trafficking.

Faced by the rising social problems that result from the trafficking and use of illicit drugs, the governments of the countries in the region have committed to engage in the fight against production of illicit drugs for the benefit of their people. The international community also seeks to play a role by increasing efforts to strengthen the capacity of the Government of Afghanistan and countries of Central Asia in the fight against illicit drugs. The responsibility of tackling drug production and trafficking rests primarily with the Counter Narcotics Police (CNP) officers of Afghanistan and the law enforcement agencies of the Central Asian countries

This special project segment supported the development and implementation of counter-narcotics training courses for the CNP officers mainly from Afghanistan and as of Phase II, expanded to include the Central Asian countries at the All-Russian Advanced Training Institute of the Ministry of Internal Affairs in Domodedovo (Domodedovo Training Institute), which has long experience in delivering training courses to Afghan and Central Asian police officers.

The special project segment consisting of Phase I and Phase II resulted in the training of 6 groups of Counter Narcotic Police (CNP) officers of Afghanistan (78 in total), Kazakhstan (4), Kyrgyzstan (4), Tajikistan (3) and Uzbekistan (4) in the Domodedovo Training Institute.

The last session of the series of trainings took place from 14 to 28 March 2016. All the training sessions included the participation of senior experts from the Narcotics Control Department of Japan. The training course was based on the modern international curriculum and focused on the legal aspects of drug control and drug trafficking, advanced investigative and search techniques, as well as the present drug situation and its trends. The training sessions were delivered by leading experts from the Domodedovo Training Institute, the Ministry of Internal Affairs, the Federal Drug Control Service, the Federal Customs Service of the Russian Federation with the participation of senior counter-narcotics experts from the Narcotics Control Department of the Ministry of Health, Labour and Welfare of Japan.

Upon completion of each training course, the participants were requested to complete a questionnaire about the training. Most of the participants who responded to the questionnaire were satisfied with the training. They believed that the skills acquired during the training course could be applied in their own work.

The special project segment enjoyed a wide-spectrum visibility. After each training, a web-story was published on the partners' web sites and covered by media, namely

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<sup>62</sup> World Drug Report 2015

<sup>63</sup> World Drug Report 2015

by the Domodedovo Training Centre on the web- page of the Russian Ministry of Internal Affairs website; the Japan Embassy in Russia, and UNODC also published similar stories available in English and Russian.<sup>64</sup>

The Domodedovo Training Centre has been visited by the UN Secretary General in May 2013 who commended the centre's capacity and for the role it is playing in supporting regional and international capacity building in the area of drug control and thus contributing to the strengthening of regional cooperation.

The Domodedovo Training Centre, established in 1972, is an Advanced Training Police Academy and operates under the framework of the Ministry of Interior of the Russian Federation. Over 6,000 police officers are trained annually at the Centre, which provides training on a number of topics, such as:

- International drug control
- Counter terrorism and extremism
- Transport security
- Interpol international trainings
- Peace-keeping
- Migration service
- Information technology

At the regional level, the Domodedovo Training Center serves as the main training venue for the Collective Security Treaty Organization (CSTO) in the field of drug control and counter-organized crime training.

The beginning of UNODC's cooperation with the Training Centre, mainly in the field of drug control and migration, dates back to 2002, when UNODC supported the inclusion in the Centre of a specialized drug control training component.

The project partners are considering extending the project so as to sustain what is seen by stakeholders as an effective training programme that seeks to strengthen regional cooperation and border control. The project segment has also taken into consideration the gender aspect and both men and women were included in the training sessions. More precisely, considering that in general the area of law enforcement is mainly composed of men, there has been an inclusion for women police in the training nominated by government counterparts. In one of the sessions in November 2015, 4 out of 14 trainees were women and the group was led by a woman, which was the first time when women were included. The process of extension has been launched and the first training course within Phase III may be scheduled for 21 November to 5 December 2016; once approved by all partners,

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<sup>64</sup> <http://www.unodc.org/russia/ru/news/unodc--japan-and-russia-welcome-new-phase-in-partnership-for-afghanistan-and-central-asia.html>  
<http://www.unodc.org/russia/ru/news/closing-ceremony-of-the-second-training-course-of-the-unodc-project-improving-the-capacity-of-the-national-police-of-afghanistan-and-of-central-asian-countries-to-tackle-drug-trafficking.html>  
<http://www.unodc.org/unodc/en/frontpage/2015/December/unodc--japan-and-russia-welcome-new-phase-in-partnership-for-afghanistan-and-central-asia.html>

with the same modality and a financial contribution from Japan and in-kind contribution form the Russian Federation.

The new proposal (Phase III) envisages the continuation of this training programme based on the facilities of the Domodedovo Training Institute in the similar format / modality and involving UNODC HQ Regional Section for Europe, West and Central Asia, Regional Office for Central Asia (ROCA), Country Office in Afghanistan (COAFC), Regional Programme for Afghanistan and Neighbouring Countries, national police of Afghanistan and the Central Asian countries, and the Russian Ministry of Internal Affairs.

### Main challenges during implementation

Overall, the project activities were implemented on time in terms of the set training dates. However, the process of preparation was very lengthy in order to fulfil all the rules and regulations imposed by the UN and the partners involved. For example, the clearance process and vetting of the participants, required 45 days in advance by the Russian Federation and in 2016 the timeframe for vetting was increased to 60 days. In addition, due diligence was required when reviewing the list of proposed candidates to ensure that not the same candidates are taking the training again.

In addition to above, the main challenge encountered by the implementers, is the operational closure of the UNODC Programme Office (PORUS) in Moscow in May 2014. The PORUS was the main implementer of the project segment, and due to the closure, the PORUS was able to implement Phase I only. With the PORUS closure, all implementation and coordination was undertaken by the Regional Desk for Europe, West and Central Asia in UNODC HQ, Vienna, which at times, was cumbersome in terms of liaison with the different institutions involved on long distance basis and not being present on the ground.

### Project documents and revisions of the original project document

<b>Project document</b>	<b>Year</b>	<b>Please provide general information regarding the original project document.</b>
Improving the capacity of the Afghan National Police to tackle drug trafficking in Afghanistan (Phase I)	2012	The training segment, launch of which took place on 18 June in Vienna, envisaged improving the operational capacity of the Afghan National Police to tackle drug trafficking in Afghanistan.

<b>Project revision (please add further rows as needed)</b>	<b>Year</b>	<b>Reason &amp; purpose</b>	<b>Change in (please check)</b>
1. Improving the capacity of the national police of Afghanistan and of Central Asian countries to tackle drug trafficking (Phase	2014	Continuation of the training segment and expansion of the scope of the segment including Central Asian countries	<input checked="" type="checkbox"/> Budget <input checked="" type="checkbox"/> Timeframe <input checked="" type="checkbox"/> Logframe

II)			
2. Improving the capacity of the national police of Afghanistan and of Central Asian countries to tackle drug trafficking (Phase III)	2015	Continuation of the training segment	<input checked="" type="checkbox"/> Budget <input checked="" type="checkbox"/> Timeframe <input type="checkbox"/> Logframe

## Main objectives and outcomes

The special segment of RER/V07 is a training component of the Sub-Programme 1, outcome 2, of the Regional Programme on Afghanistan and Neighbouring Countries - Regional Law Enforcement Cooperation.

The objective of this segment is to implement a counter narcotics training programme for CNP officers based on the international training curriculum developed by the Domodedovo Training Institute. The programme is to be carried out at the facilities and by staff of the Domodedovo Training Institute in the Russian Federation using international best expertise and practices.

Outcome 1: A counter narcotics training programme for the CNP officers of Afghanistan and five Central Asian countries.

### Outputs:

1. Training Programme in 6 thematic areas developed by the Domodedovo Training Institute for CNP officers from Afghanistan and five Central Asian countries;
2. Training course in legal aspects of drug control and drug trafficking implemented;
3. Training course in drug situation and trends implemented;
4. Training course in managerial aspects of anti-drug units operation implemented;
5. Training course in investigation and search with regard to drug trafficking implemented;
6. Training course in tactics (special training) implemented;
7. Training course in psychological aspects implemented.

Outcome 2: Implement the international experts' component of the training programme.

### Outputs:

1. Training course in illicit drug trafficking and counter narcotics efforts at global level revised and implemented;
2. Training courses in illicit drug trafficking from international experts developed and implemented.

Contribution to UNODC's country, regional or thematic programme

The activities of the special segment are implemented under Sub-Programme 1 (RER/V07) of the Regional Programme for Afghanistan and Neighbouring Countries.

### Linkage to UNODC strategy context and Sustainable Development Goals

The special segment is in line with the UNODC Strategic Framework for the period 2016-2017 and is coordinated with other law enforcement initiatives in the region. It contributes to the UNODC so-called Interregional Drug Control Approach, in particular, to the "*LE TrainNet – Law Enforcement Training Network*" - promoting a network of law enforcement training and educational institutions for more systematised, sustainable and inclusive regional and inter-regional cooperation between law enforcement training institutions, allowing them to share best practices, training curricula, training materials, training methodologies and trainers as well as to work in cooperation with each other to develop new training tools as might be needed. This is part of the UNODC Global Programme - "Building Effective Networks Against Organised Crime - BENATOC", which includes also a "Networking the Networks" initiative.

In addition the special segment, also contributes to the UN Sustainable Development Goals (SDG) and especially SDG 16a to strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime.

## Disbursement History

<b>Time periods throughout the life time of the project (MMYYYY – MMYYYY) (add the number of rows needed)</b>	<b>Total Approved Budget</b>	<b>Expenditure</b>	<b>Expenditure in %</b>
02.2012-04.2016	1,053,748	800,526	76%

## Purpose of the Evaluation

This mid-term evaluation of the special segment of RER/07 was planned for in the project concept note. It will be carried out by an Independent Evaluation Consultant, with logistical arrangements provided by the Regional Section for Europe, West and Central Asia (RSEWCA), and with support of the Regional Office for Central Asia (ROCA), the Country Office in Afghanistan (COAFG) and the Independent Evaluation Unit (IEU).

The purpose of this mid-term evaluation is to assess the training segment achievements, lessons learned as well as areas requiring improvements identified during the implementation of the segment activities in Afghanistan, Kazakhstan, Kyrgyzstan, Russia, Tajikistan, Turkmenistan and Uzbekistan. Furthermore, the evaluation will assess the contribution of this segment to achieving the outcome 2 of Sub-Programme 1 of the Regional Programme for Afghanistan and Neighbouring Countries. This evaluation exercise is meant to ensure ownership, result-based orientation, cost-effectiveness and quality of UNODC services.

The results of this formative evaluation are intended for use by the project team to learn from and make desirable adjustments to ongoing implementation. It will also inform stakeholders (Drug Control Agencies of Afghanistan, and Central Asian countries), RSEWCA, ROCA, COAFG, Project Team and Donor Countries (Japan and the Russian Federation) of segment accomplishments and the success of this trilateral cooperation, as considered by the project partners.

The main stakeholders (Core Learning Partners CLPs) will get the possibility to provide comments on the Terms of Reference, take note of the selection of consultants; be interviewed and briefed as part of the evaluation process and shall receive the key findings. The CLPs will receive the final draft report for comments regarding factual errors for consideration by the evaluator. Their comments, opinions and ideas shall be reflected in the report where appropriate. Please see attached the list of the Core Learning Partners in Annex 3.

## Scope of the Evaluation

<b>Unit of analysis</b> (full project/programme/ parts of the project/programme; etc.)	The evaluation will cover Phase I and Phase II of the special segment
<b>Time period of the project/programme covered by the evaluation</b>	February 2012 – September 2016
<b>Geographical coverage of the evaluation</b>	Afghanistan, Kazakhstan, Kyrgyzstan, Russia, Tajikistan, Turkmenistan and Uzbekistan

## Key Evaluation Questions

### Evaluation Criteria

The evaluation will be conducted based on the following DAC criteria: relevance, efficiency, effectiveness, impact and sustainability, as well as partnerships and cooperation, gender and human rights and lesson learned. The questions will be further refined by the Evaluation Team.

<b><i>Relevance</i></b>
1. To what extent was the segment planned appropriately in advance?
2. To what extent do the objectives, outcomes and outputs from the new segment revisions respond to present circumstances and stakeholder expectations?
3. How relevant are the segment outputs to the recipient governments and agencies needs and priorities?
4. To what extent did this segment contribute to reaching the Regional Programme's Sub-Programme outcomes?
5. How relevant is the project to the current situation regarding drug trafficking in the involved region?
<b><i>Efficiency</i></b>
1. To what extent were phase 1 and 2 implemented in the most efficient and cost-effective way compared to alternatives?
2. To what extent was the structure and profile of the segment management team appropriate?
3. To what extent was segment reporting accurate, timely and satisfactory?
4. How could efficiency be further improved in the next years of implementation?
5. How could segment planning have been improved?
6. How could the delivery of training courses be made more efficient?
<b><i>Effectiveness</i></b>
1. To what degree were the segment's objective and outcomes achieved, or are anticipated to be achieved? What key factors were responsible for the achievement or failure of outcomes?
2. How could the effectiveness of the segment be further increased in the next years of implementation?
3. To what extent are the segment outputs and activities consistent with the expected outcomes and objectives?
<b><i>Impact</i></b>
1. What kind of impact could be identified as result of the project?
2. To what extent could the aims of the project be reached?
3. Have there been any positive or negative unintended results?
<b><i>Sustainability</i></b>
1. To what extend are segment interventions sustainable in the long term?
2. How could the sustainability of this segment be improved in the future?
<b><i>Partnerships and cooperation</i></b>
1. To what extent were stakeholders properly engaged and informed?
2. How was the segment conducive to the development of partnerships at the bilateral and multilateral level?
3. To what extent have partnerships been sought with national and international partners, including UN-agencies, UNODC-internally, private sector, etc.?
<b><i>Human rights</i></b>
1. To what extent were human rights considerations included in the segment development and implementation?
<b><i>Gender</i></b>
1. To what extent were gender considerations included in the segment development and implementation?
2. To what extent have efforts been made to include women as well as other marginalised

groups during the project implementation as well as issues of gender equality in the training content?

***Lessons learned and best practices***

1. What are the lessons learnt for future segment implementation?
2. What are best practices that could be applied in the future activities and similar projects?

## Sustainable Development Goals (SDGs)

The special segment contributes to the Sustainable Development Goals (SDG) and especially SDG 16a to strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime.

Therefore, the mid-term evaluation will also assess to what extent the project contributed to the fulfilment/ strengthening of SDG 16a in partner countries.

# Evaluation Methodology

The methods used to collect and analyse data will be gender-sensitive and comprise quantitative as well as qualitative data collection and analysis methods.

The evaluation will be undertaken through a triangulation exercise of data stemming from desk review, structured interviews, as well as other sources to be established by the evaluator. These could be primary data coming from questionnaires, surveys, or secondary data stemming from other entities.

1. A desk review of relevant documents (Please see Annex II for a proposed list). These documents will include but not limited to the following:

- the project document; all project revision documents; semi-annual and annual project progress reports;
- mission reports (a final list will be provided to the evaluator and further material can be requested by the evaluator at any time).

2. Field missions to Vienna (Austria), Kabul (Afghanistan), and Moscow as well as to Domodedovo (Russia), consisting of:

- Briefing and individual interviews with UNODC staff responsible for the implementation of the special segment in HQ in Vienna and the Country Office in Kabul (a final list will be provided by the evaluator);
- Individual interviews with officials of the project beneficiary agencies in Afghanistan: Ministry of Counter Narcotics, Afghan Border Police;
- Site visits to the Russian Ministry of Foreign Affairs (MFA), Ministry of Interior (Mol) in Moscow and discussions with officials and trainers at the Domodedovo Training Institute in Domodedovo city.

2. Telephone interviews
- Individual interviews with UNODC staff in ROCA;
  - Individual interviews with the senior counter-narcotics experts from the Narcotics Control Department of the Ministry of Health, Labour and Welfare of Japan.

The evaluator can request further interviews, as needed.

## Timeframe and Deliverables

<b>Duties</b>	<b>Time frame</b>	<b>Location</b>	<b>Deliverables</b>
Desk review and preparation of draft Inception Report	01.08.2016 – 05.08.2016 (5 working days)	Home base	Draft Inception report containing: preliminary findings of the desk review, refined evaluation questions, data collection instruments (including questionnaire and interview questions), sampling strategy, evaluation matrix and limitations to the evaluation
Review and subsequent clearance of draft Inception Report by IEU (can entail various rounds of comments)	08.08.2016 – 12.08.2016 (5 working days)		Revised draft Inception Report
<b>Deliverable A: Final Inception Report in line with UNODC evaluation norms, standards, guidelines and templates</b>	<b>By 19.08.2016 (10 overall working days)</b>		<b>Final Inception report to be cleared by IEU</b>

Interviews with staff at UNODC HQ/FO; Evaluation mission: briefing, interviews; presentation of preliminary findings	01.09.2016 – 15.09.2016 (10 working days)	UNODC/HQ : 01-02 September 2015  Afghanistan/ Kabul: 05-06 July 2016  Russia/Domo dedovo and Moscow: 12-13 September 2016	Presentation of preliminary findings
Drafting of the evaluation report; submission to Project Management for review of factual errors and to IEU for review and comments;	16.09.2016 – 27.09.2016 (8working days)	Home base	Draft evaluation report
Consideration of comments from the project manager and incorporation of comments from IEU (can entail various rounds of comments)	10.10.2016 – 14.10.2016 (5 working days)	Home base	Revised draft evaluation report
<b>Deliverable B: Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates</b>	<b>By 20.10.2016 (23 overall working days)</b>		<b>Draft evaluation report, to be cleared by IEU</b>
IEU to share draft evaluation report with Core Learning Partners for comments	20.10.2016 – 31.10.2016		
Consideration of comments from Core Learning Partners	01.11.2016 – 03.11.2016 (3 working days)	Home base	Revised draft evaluation report

Final review by IEU; incorporation of comments and finalization of report	08.11.2016 – 10.11.2016 (3 working days)	Home base	Revised draft evaluation report
<b>Deliverable C: Final evaluation report incl. Management response (if needed); presentation of evaluation results</b>	<b>By 18.11.2016 (6 overall working days)</b>		<b>Final evaluation report; Presentation of evaluation results. All to be cleared by IEU</b>
<b>Project Management:</b> Finalise Evaluation Follow-up Plan in ProFi	By 25.11.2016		Final Evaluation Follow-up Plan to be cleared by IEU
<b>Project Management:</b> Disseminate final evaluation report	30.11.2016		Final evaluation report disseminated

## Evaluation Team Composition

The mid-term evaluation of the segment will be carried out by one International Independent Evaluation Expert identified by UNODC through a competitive selection process and supported by the Project staff. The Evaluation Expert will be an expert in criminal justice/law enforcement area, and have experience of evaluating technical assistance projects. Costs associated with the evaluator will be borne by the project. The expert Evaluator shall act independently, in line with UNODC evaluation policy, handbook and guidelines and UNEG Ethical Guidelines and in his individual capacity and not as a representative of any government or organisation that may present a conflict of interest. In his individual capacity and not as representative of the government or organization which appointed them. She/he will have no previous experience of working with the Regional Programme on Afghanistan and Neighbouring Countries (except as independent evaluator) or of working in any capacity linked with it.

The Evaluator shall act independently in his/her individual capacity and must not have been involved in the development, implementation or monitoring of the segment neither will be not be rendering any service to UNODC in the near future, to avoid conflicts of interests. He/she should adhere to the independence and impartiality of the evaluation process discussed in the UN Evaluation Group's Norms and Standards.

### The role of the Evaluator

Carry out the desk review; develop the inception report, including sample size and sampling technique; draft and finalize the inception report and evaluation methodology, incorporating relevant comments, in line with the guidelines and template on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>; lead and coordinate the evaluation process; implement quantitative as well as qualitative tools and analyse data; triangulate data and test rival explanations; ensure that all aspects of the terms of reference are fulfilled; draft an evaluation report in line with UNODC evaluation policy and the guidelines and template on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>; finalize the

evaluation report on the basis of comments received; include a management response in the final report; present the final evaluation findings and recommendations to stakeholders.

More details will be provided in the respective job descriptions in Annex I.

## Absence of Conflict of Interest

According to UNODC rules, the evaluator must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project or theme under evaluation.

# Management of the Evaluation Process

## Roles and responsibilities of the Project Manager

The Project Manager is responsible for:

- managing the evaluation,
- drafting and finalizing the ToR,
- selecting Core Learning Partners (representing a balance of men, women and other marginalised groups) and informing them of their role,
- recruiting evaluators following clearance by IEU,
- providing desk review materials (including data and information on women, men and other marginalised groups) to the evaluation team including the full TOR,
- reviewing the inception report as well as the evaluation methodology,
- liaising with the Core Learning Partners,
- reviewing the draft report for factual errors,
- developing an implementation plan for the evaluation recommendations as well as follow-up action (to be updated once per year),
- disseminate the final evaluation report and facilitate the presentation of evaluation results;

The Project Manager will be in charge of **providing logistical support** to the evaluation team including arranging the field missions of the evaluation team, including but not limited to:

- All logistical arrangements for the travel of the consultants (including travel details; DSA-payments; transportation; etc.),
- All logistical arrangement (including translator/interpreter if needed; set-up of meetings; arrangement of ad-hoc meetings as requested by the evaluation team; transportation from/to the interview venues; scheduling sufficient time for the interviews (around 45 minutes); ensuring that members of the evaluation team and the respective interviewees are present during the interviews; etc.) for the meetings/interviews/focus groups/etc.,

- 
- ensuring interview partners adequately represent men, women and other marginalised groups,
  - All logistical arrangements for the presentation of the evaluation results,
  - Ensure timely payment of all fees/DSA/etc. (payments for the evaluators need to be released within 5 working days after the respective deliverable is cleared by IEU).

For the field missions, the evaluation team liaises with the UNODC Regional/Field Offices and mentors as appropriate

## Roles and responsibilities of the evaluation stakeholders

Members of the Core Learning Partnership (CLP) are selected by the project managers. The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

## Roles and responsibilities of the Independent Evaluation Unit

The Independent Evaluation Unit (IEU) provides mandatory normative tools, guidelines and templates to be used in the evaluation process. Please find the respective tools on the IEU web site <http://www.unodc.org/unodc/en/evaluation/evaluation.html>.

IEU reviews and clears all steps and deliverables during the evaluation process: Terms of Reference; Selection of evaluator(s); Inception Report; Draft Evaluation Report; Final Evaluation Report; Evaluation Follow-up Plan.

# Payment Modalities

The evaluator(s) will be issued consultancy contracts and paid in accordance with UNODC rules and regulations. The contract is a legally binding document in which the evaluator agrees to complete the deliverables by the set deadlines. Payment is correlated to deliverables and three instalments are typically foreseen:

- The first payment upon clearance of the Inception Report (in line with UNODC evaluation norms, standards, guidelines and templates) by IEU;
- The second payment upon clearance of the Draft Evaluation Report (in line with UNODC norms, standards, evaluation guidelines and templates) by IEU;
- The third and final payment, i.e. the remainder of the fee only after completion of the respective tasks, receipt of the final report (in line with UNODC evaluation norms, standards,

guidelines and templates) and clearance by IEU, as well as presentation of final evaluation findings and recommendations.

75 percent of the daily subsistence allowance and terminals is paid in advance before travelling. The balance is paid after the travel has taken place, upon presentation of boarding passes and the completed travel claim forms.

## *ANNEX I. Terms of Reference for Evaluators*

<b>Title:</b>	Independent Evaluator
<b>Organisational Section/Unit:</b>	Regional Section for Europe, West and Central Asia, Division for Operations United Nations Office on Drugs and Crime (UNODC)
<b>Name and title of Supervisor:</b>	Mr. Alexandre Schmidt, Chief, Regional Section for Europe, West and Central Asia, Division for Operations, UNODC, Vienna
<b>Duty Station or home-based:</b>	Duty station/Home-based/with travels to Vienna/Austria, Kabul/Afghanistan and Moscow and Domodedovo/Russia
<b>Proposed period:</b>	[from August – to November 2016]
<b>Actual work time:</b>	[39 days]
<b>Fee Range:</b>	C

### **1. Background of the assignment:**

The Regional Section for Europe, West and Central Asia in close coordination with the UNODC Independent Evaluation Unit (IEU) will undertake an independent mid-term project evaluation of a special segment of RER/V07 only, which is entitled “Improving the capacity of the national police of Afghanistan and of Central Asian countries to tackle drug trafficking”.

The evaluation scope will cover the segment activities under Phase I and Phase II in the region during February 2012 – September 2016. The overall aim of this evaluation is to ensure ownership, result-based orientation, cost-effectiveness and quality of UNODC services. The evaluation will also assess the extent to which the segment contributes to the Regional Programme for Afghanistan and Neighbouring Countries. Further details can be found in the full Evaluation Terms of Reference.

### **2. Specific tasks to be performed by the evaluator:**

Under the guidance of the Independent Evaluation Unit, the key responsibilities of the evaluator include (i) development of the evaluation design with detailed methods, tools and techniques that are gender-inclusive and gender-sensitive, generating information from and about men, women and other marginalised groups as well as about key gender and human rights issues, (ii) ensuring adherence to the UNEG Norms and Standards, UNODC evaluation norms, standards, guidelines and templates and the evaluation TOR, and (iii) ensuring that all deliverables are submitted in a timely and satisfactory manner and in line with the quality criteria checklist.

### **3. Expected tangible and measurable output(s)/deliverable(s):**

*Tangible and measurable outputs, objectives and targets of the work assignment, as well as specific activities to achieve the required outputs and targets. As per ST/AI/2013/4, Section 3.2 (a)*

The evaluator will be responsible for the quality and timely submission of his/her specific deliverables, as specified below. All products should be well written, inclusive and have a clear analysis process.

- Draft inception report, containing a refined work plan, methodology and evaluation tools; in line with UNODC evaluation norms, standards, guidelines and templates.
- Presentation of preliminary evaluation findings and recommendations to internal and external key stakeholders (if applicable).
- Draft evaluation report in line with UNODC evaluation norms, standards, guidelines and templates, including an analysis of the performance of the project to adequately address gender as well as human rights issues, with concrete findings and conclusions, and specific recommendations on how to improve, if applicable.
- Revised draft report based on comments received from the various consultative processes (IEU, internal and external).
- Final evaluation report, in line with UNODC evaluation norms, standards, guidelines and templates
- Final presentation of evaluation results to stakeholders.

According to UNODC rules, the evaluator must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project or theme under evaluation.

The evaluator shall respect the UNEG Ethical Guidelines.

#### 4. Dates and details of deliverables/payments:

<b><i>Deliverable</i></b>	<b><i>Output</i></b>	<b><i>Working Days</i></b>	<b><i>To be accomplished by (date)</i></b>
A.	<b>Inception Report</b>	10	19 August 2016
B.	<b>Draft Evaluation Report</b>	23	20 October 2016
C.	<b>Final Evaluation Report</b>	6	18 November 2016

Payments will be made upon satisfactory completion and/or submission of outputs/deliverables.

#### 5. Indicators to evaluate the evaluator's performance:

Timely, satisfactory and high-quality delivery of the above mentioned outputs as assessed by IEU (in line with UNODC norms, standards, guidelines and templates as well as UNEG Standards and Norms).

#### 7. Qualifications/expertise sought (required educational background, years of relevant work experience, other special skills or knowledge required):

The Evaluation Expert/Evaluator should have the following qualifications and experience:

- An academic degree in project management, business administration or international development and/or graduation from a recognised criminal justice/law enforcement academy both with at least 10 years professional experience;
- Substantial experience in evaluating & monitoring technical assistance projects;
- Experience in evaluating the design and implementation of organisational structures at a senior level, preferably in a criminal justice/law enforcement/training context;
- Previous experience of criminal justice/law enforcement in an operational capacity is highly desirable.
- At least 7 years' experience in conducting evaluations of projects and programmes in international development and preferably regarding training/law enforcement;
- Experience of having applied recognised quality management and assessment methodologies (such as the Balanced Scorecard or the Business Excellence Model of the EFQM) is desirable;
- Recognised project management training and/or accreditation skills. Membership of a professional body related to project management will be an advantage;
- Familiarity with the criminal justice/law enforcement/training situation in the region will be an asset;
- Expertise in human rights and gender issues;
- Fluency in spoken and written English required, with proven drafting skills, working knowledge of Russian is an asset.

The evaluator will be responsible for drafting the evaluation report, ensuring the report meets the necessary standards and for submitting the drafts as described in a timely manner.

## *ANNEX II. List of background documents for the desk review;*

- Project Document;
- Project revisions;
- Progress reports;
- UNODC organigram;
- UNODC mandate;
- Donor reports;
- Project log frame;
- Publications on the UNODC website about conducted training courses;
- Training Programme developed by the Domodedovo Training Institute;
- In-depth Mid-Term evaluation of the Regional Programme for Afghanistan and Neighbouring Countries 2011 – 2015;
- Regional Programme for Afghanistan and Neighbouring Countries 2016-2021;
- UNODC Programme for Central Asia;
- Mission Reports;
- Pledge letters;
- UNODC Global Programme Document - "Building Effective Networks Against Organised Crime – BENATOC
- Documentation on the Interregional Drug Control Approach;

- UNODC Position Paper on Human Rights (2011)<sup>65</sup>;
- Guidance Note on Gender Mainstreaming in UNODC (2013)<sup>66</sup>;
- UNODC evaluation guidelines, templates, handbook, policy<sup>67</sup>;
- UNODC Inception Report Guidelines and Template<sup>68</sup>;
- UNODC Evaluation Report Guidelines and Template<sup>69</sup>;
- UNEG: Integrating human rights and gender equality in evaluation<sup>70</sup>.

### *ANNEX III. List of stakeholders*

Type <sup>71</sup>	CLP <sup>72</sup> (mark with <b>X</b> )	Organisation <sup>73</sup>	Name	Designation <sup>74</sup>	Location
Partner (service provider and donor)	X	Permanent Mission of Japan in Vienna	Mr. Okubo Takayuki	First Secretary	Vienna
Partner (service provider and in-kind donor)	X	Permanent Mission of the Russian Federation in Vienna	Mr. Oleg Gavrilov Ms. Anna Nazarova	Second Secretary Second Secretary	Vienna
UNODC HQ	X	UNODC Co-financing and Partnership Section	Mr. Igor Kondratyev	External Relations Officer	Vienna
UNODC FO Afghanistan	X	UNODC Country Office, Kabul	Mr. Andrey Avetisyan	UNODC Regional Representative for Afghanistan	Kabul

65 [http://www.unodc.org/documents/justice-and-prison-reform/UNODC\\_Human\\_rights\\_position\\_paper\\_2012.pdf](http://www.unodc.org/documents/justice-and-prison-reform/UNODC_Human_rights_position_paper_2012.pdf)

66 <http://www.un.org/womenwatch/directory/docs/UNODC-GuidanceNote-GenderMainstreaming.pdf>

67 <http://www.unodc.org/unodc/en/evaluation/normative-tools.html>

68 <http://www.unodc.org/unodc/en/evaluation/independent-project-evaluations-step-by-step.html#Undertaking>

69 <http://www.unodc.org/unodc/en/evaluation/independent-project-evaluations-step-by-step.html#Undertaking>

70 <http://www.uneval.rgdetail/980>

71 Please include the information, if this person is e.g. an implementing partner, donor, recipient, UNODC HQ, UNODC field, UN agency, etc.

72 The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

73 Please include the name of the organisation the person is working for.

74 Please include the designation/job title of the person.

				and Neighbouring Countries	
UNODC FO ROCA	X	UNODC Regional Office for Central Asia	Mr. Jeremy Milsom	Senior Programme Coordinator	Tashkent
UNODC FO ROCA	X	UNODC Regional Office for Central Asia	Ms. Ashita Mittal	UNODC Regional Representative for Central Asia	Tashkent
UNODC FO Afghanistan	X	UNODC COAFG	Waheed Akrami	Programme Officer (Law Enforcement)	Kabul
UNODC FO Afghanistan	X	UNODC COAFG	Mark Colhoun	Senior Law Enforcement Adviser	Kabul
Recipient		Counter Narcotics Police of Afghanistan	Col. Gul Nabi Talash	Head of Training and Education Department	Kabul
Recipient		Afghan Border Police	Col. Nasir Khan	Head of Training and Education Department	Kabul
Partner/recipient		Ministry of Foreign Affairs of Tajikistan	Kalandarov Idibek Hafizovich	Head of International Organizations Department	33 Sheroz str., Dushanbe 734001, Republic of Tajikistan
Partner/recipient		Drug Control Agency under the President of Tajikistan	Major Ahmadzoda Muzaffar Bahrom	Head of Human Recourses Department	PO 734000, Karabaeva str. 52, Dushanbe, Tajikistan
Partner/recipient		Ministry of Interior of Tajikistan	Colonel Rakhimzoda Abdurakhim Abdurakhmon	Head of Human Recourses Department	PO 734025, Ikromi str. 29, Dushanbe, Tajikistan
Partner/recipient		State Committee for National Security of	Colonel Shafoatov Mahmadali	Head of International Relations	PO 734025, Ikromi str. 8,

		Tajikistan	Saydulloevich	Department	Dushanbe, Tajikistan
Partner/recipient		Customs Service under the Government of the republic of Tajikistan	Mr. Jurabekov Eraj Tojiddinovich	Head of International Customs Cooperation Department	PO 734025, Bukhoro str. 50/1, Dushanbe, Tajikistan
Partner/recipient		State service on drug control under the Government of the Kyrgyz Republic	Almaz Temishov	International department	80, Toktogul str., Bishkek, Kyrgyz Republic
Partner/recipient		Drug Control Department, Ministry of Interior, Kazakhstan	Ms. Natalya Khroni	Senior inspector, Department of human resource work	Astana, Kazakhstan
Partner/recipient		National Information Analytical Centre on Drug Control under the Cabinet of Ministers of the Republic of Uzbekistan	n/a	n/a	5, Mustakillik square, 100000, Tashkent, Uzbekistan

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*Number of documents review: 49*

### ANNEX III. LIST OF PERSONS CONTACTED DURING THE EVALUATION

<i>Number of interviewees</i>	<i>Organisation</i>	<i>Sex disaggregated data</i>	<i>Country</i>
5	UNODC	Male: 5 Female: 1	Austria
3	UNODC	Male: 3 Female: 0	Afghanistan
3	UNODC	Male: 2 Female: 1	Uzbekistan
2	Mission of Japan to the UN	Male: 2 Female: 0	Austria
1	Ministry of Health, Labour and Welfare	Male: 3 Female: 0	Japan
2	Ministry of Foreign Affairs	Male: 2 Female: 0	Russian Federation
6	Ministry of Interior/Domodedovo Training Institute	Male: 4 Female: 2	Russian Federation
5	Border Police	Male: 5 Female: 0	Afghanistan
1	Ministry of Interior	Male: 1 Female: 0	Afghanistan
9	Counter Narcotic Police	Male: 8 Female: 1	Afghanistan
1	INL	Male: 1 Female: 0	Afghanistan
Total: 39		Male: 34 Female: 5	