



IN-DEPTH THEMATIC CLUSTER EVALUATION:

LAW ENFORCEMENT AND BORDER CONTROL IN CENTRAL ASIA

(Sub-programme XAC/Z60 and projects TAJ/E24, TAJ/H03, RER/H22, and XAC/K22)

December 2018

Countries: Kazakhstan, Tajikistan, Uzbekistan, Turkmenistan

Duration: XAC/Z60: May 2016 - December 2019;

TAJ/E24: June 1999 - December 2018;

TAJ/H03: 1 March 2003 - 31 December 2017;

RER/H22: October 2004 - 31 December 2017;

XAC/K22: October 2009 - 30 June 2018.

Budget: US\$ 62,175,639.

Donors: XAC/Z60: Japan, USA, Sweden, Germany, Russian Fed.;

TAJ/E24: USA, Russian Federation, Japan, UK, Czech Republic,

Canada, France, United Nations Development Programme;

TAJ/H03: USA, Norway, Germany, Finland, Italy, Tajikistan;

RER/H22: USA, Canada, Finland, Japan, Italy; Kazakhstan;

XAC/K22: Japan, Norway, USA.

Implementing agencies: UNODC's Regional Office for Central Asia and Programme Offices of Azerbaijan, Kazakhstan, Kyrgyzstan, Tajikistan, and Turkmenistan.

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FULL REPORT:

<https://tinyurl.com/LECluster-CentralAsia>

BACKGROUND AND CONTEXT

The **Programme for Central Asia (2015-2019)** represents the overarching strategic and programmatic framework under which UNODC provides technical assistance within the Central Asian States, building at the same time regional cooperation. The Programme describes UNODC's assistance to the region as it moves from implementing a series of stand-alone projects to a more substantial and coherent programme, focused on contributing towards defined strategic outcomes. It builds on previous UNODC assistance within the sub-region and aims to deliver in an integrated and comprehensive manner rather than as a series of standalone projects.

The **objective of the Programme** is 'Member States: more capable and proficient at responding to transnational organised crime, illicit trafficking and illicit drug trafficking at the normative and operational levels in accordance with relevant UN conventions; and criminal justice regimes are strengthened and more

capable at preventing and combating terrorism in accordance with the rule of law.' The Programme is coordinated via UNODC's Regional Office for Central Asia, in Tashkent, and technical assistance is delivered via the Programme Offices in Astana, Almaty, Bishkek, Dushanbe and Ashgabat. The Programme aims to enhance both national level capabilities within, and develop increasing sub-regional cooperation between, the Central Asian States.

MAIN FINDINGS

- **Design** - All projects that have been subsumed into the Sub-programme contributed to an effective response to transnational organised crime, and all related initiatives of the programme follow in this framework. However, there is not, currently, a funded focus on a number of the programme's intended outcomes (human trafficking, proceeds of crime and terrorism) – the focus is on the drug-related priorities of the projects subsumed into the Sub-programme.
- **Relevance** - There is significant relevance to counterparts (both beneficiary agencies/ countries and



donors) in the design and focus of all initiatives. The Sub-programme gives clear consideration to global and regional policy and priority frameworks and supports law enforcement agencies in Central Asia in a number of priority areas including drug control strategies, intelligence analysis, counter narcotics investigations, and border liaison and management. The Sub-programme works with these law enforcement agencies to build capacity and to develop a collective response by improving cooperation and coordination. Specific mention is made of efforts that address changes in legislation and policy.

• **Efficiency** - There is an issue with management in that the law enforcement expert position is not filled and has been vacant for some time. This vacancy is impacting on the Sub-programme through the absence of a strong, overall strategic perspective and a 'driver' for the Sub-programme regionally. Coordination is at a high level, but strategic management is lacking. Fundraising processes are also missing a 'driver'.

• **Effectiveness** - CARICC is symbolic of the integration of countries/ Member States and their commitment to working towards described goals in their mutual counter-narcotics strategies and their overall approach toward border security and law enforcement. CARICC is well placed to serve as a focal point for the region in this capacity but has yet to be utilised in such a comprehensive manner. As the BLOs, border posts, BCPs, IAMTs, the DCA of Tajikistan and CARICC further expand their knowledge base and expertise, it is imperative that efforts are made to encourage more open channels of communication, recognising that information and intelligence is the most valuable currency in the fight against organised crime.

• **Preliminary impact** - There are a range of areas where indicators of current impact exist. These areas include the database-based investigative processes; the use of technology at borders; the MoUs or similar agreements that facilitate the sharing of classified information, the cross-border collaboration and communication that has so far developed, and the legislative and policy changes that are visible. CARICC itself, and the regional processes it facilitates have already impacted positively on Member States. An international agreement on the sharing of intelligence would be of significant value to all Member States.

• **Sustainability** – Positive indicators of sustainability are the DCA in Tajikistan (which is likely to be self-sustaining and to keep contributing in positive ways to all priority areas of the programme for the foreseeable future) and the clear movement in a number of beneficiary agencies to take responsibility for the training of staff and the legislative and policy changes. There remains too much dependence on donor funding, and an exit strategy for CARICC is an area where a more clearly defined transfer from UNODC/ international dependence is needed.

• **Partnership** - Partnerships with national counterparts is a clear and strong aspect of the programme. A push to create a stronger BLO network, based on relationships and increases in technology, would take the work of BLOs to the next level, allowing for further information exchange on a regular basis. Stronger, more clearly defined relationships with the Regional Programme for Afghanistan and Neighbouring Countries would be of benefit, as would clear focus on and contributions to the UNDAFs.

• **Human rights and gender equality** - The evaluation did not see a focus in programme design reporting on either human rights or gender. No specific efforts were observed to address these issues in design and implementation.

RECOMMENDATIONS

• It is recommended that the Sub-programme give significant focus to consolidating and building on the change that has happened. Significant inroads have been made in a number of important areas, each of which has the potential for even greater impact within the framework of the regional Sub-programme.

• It is recommended that the current focus on international cooperation remain a focus and is strengthened, particularly through further developing and implementing MoUs or similar agreements.

• It is recommended that the Sub-programme looks strategically at its results framework and give particular attention to including a focus on Outcomes 3, 4 and 5 (human trafficking, terrorism and anti-money laundry).

• It is recommended that a more specific focus be given to partnerships with other UNODC initiatives and external partners, in particular with UNODC's Regional Programme for Afghanistan and Neighbouring Countries and with sister agencies within the UNDAFs.

• It is recommended that the question of Sub-programme management/ leadership be resolved immediately. Sub-programme strategy, including detailed planning of initiatives and the interactions of these initiatives with other programmes, will benefit from filling the Sub-programme Coordinator position to ensure the Sub-programme has its 'driver'.

• It is recommended that a more strategic focus on funding be developed within the Sub-programme.

• It is recommended that a formal exit strategy for UNODC's role in CARICC be given immediate and detailed consideration.

• It is recommended that the Sub-programme undertake a human rights and gender analysis of its focus and priorities with a view to ensuring a specific focus on human rights and gender mainstreaming in strategic planning, implementation, and reporting.

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