



**UNODC**

United Nations Office on Drugs and Crime

Independent Evaluation Section



# INDEPENDENT IN-DEPTH EVALUATION OF UNODC PROGRAMMING IN WEST AND CENTRAL ASIA



## COUNTRY PROGRAMME FOR AFGHANISTAN

INDEPENDENT IN-DEPTH EVALUATION OF :  
COUNTRY PROGRAMME FOR AFGHANISTAN

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## INTRODUCTION

According to its programme document<sup>1</sup>, the vision of the County Programme is to strengthen the capacity of the Government, assist with the policy framework and provide accurate data and information to counter the consequences of drugs and crime in the country, in line with the National Unity Government's *Realizing Self-Reliance* strategy. The programme aims to contribute to the stability and development of Afghanistan by strengthening the criminal justice system, counter-narcotics efforts and the capacity of the Government. The programme was developed through a series of consultations with the relevant ministries. UNODC has a strong presence in and a long history of partnership with the Government of Afghanistan in providing specialised expertise in law enforcement, criminal justice, drug demand reduction, HIV/AIDS among drug users and alternative livelihoods. Despite a recent decline in poppy cultivation (World Drug Report 2019), Afghanistan remains the largest producer of illicit opium and heroin, fuelling organised crime and drug consumption. In this context, UNODC through its Country Programme for Afghanistan aims to contribute to stability and development of Afghanistan by strengthening the criminal justice system, counter narcotics and drug demand reduction efforts and capacity building of the Government, including in research.

## PROGRAMME FRAMEWORK

# SUB-PROGRAMMES

### SP 1: LAW ENFORCEMENT (AFGZ87)

**OBJECTIVE:**The Government of the Islamic Republic of Afghanistan takes concerted action against drugs trafficking, transnational organized crime, human trafficking, smuggling of migrants, corruption involving government employees, money laundering and terrorist financing.

### SP 2: CRIMINAL JUSTICE (AFGZ88)

**OBJECTIVE:**Afghan society made more secure through strengthening the rule of law, and significantly reducing corruption and economic crime and recidivism.

### SP 3: ALTERNATIVE DEVELOPMENT (AFGZ89)

**OBJECTIVE:** Strengthen the institutional capacity of MAIL and MCN on AD policy formulation, programme design, implementation and impact assessment as per the national strategies of GIRoA

### SP 3: HEALTH (AFGZ97)

**OBJECTIVE:**To strengthen the effective, comprehensive Drug and HIV prevention treatment and care policies and Program based on scientific evidences

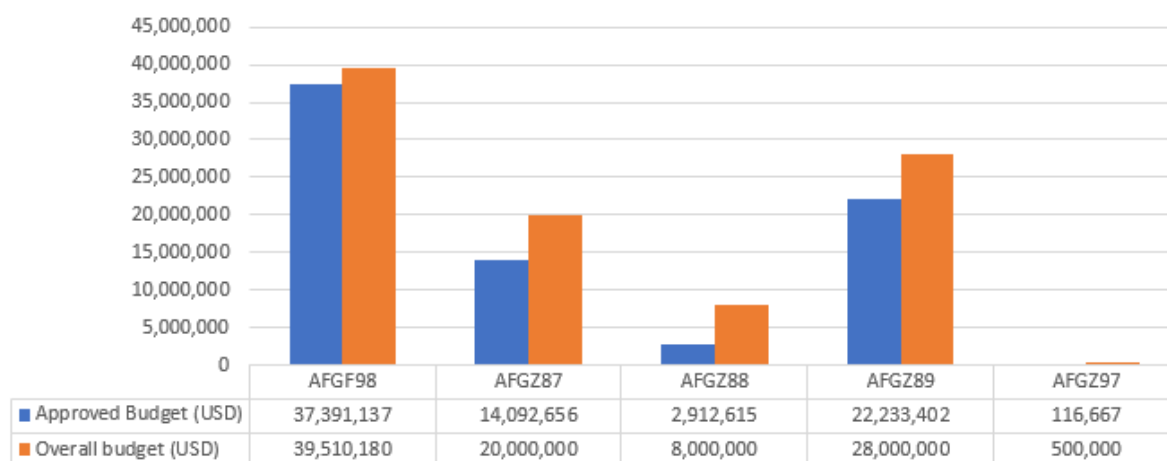
In the programme document a Sub-programme 4: Advocacy, Policy and Research is described but this is not subsequently reported on in programme reporting. There is however a project in Afghanistan that is run from the Research Branch in Vienna, not from the Country Office: Monitoring of Opium Production in Afghanistan (AFGF98) (Research Branch – not in Afghanistan). The project is reported on in programme reporting and fits the framework for research.

<sup>1</sup> Country Programme for Afghanistan 2016-2019. UNODC.

## PROGRAMME SUMMARY

Project/ Programme number	AFGF98, AFGZ87, AFGZ88, AFGZ89, AFGZ97
Project/ Programme title and duration	Country Programme for Afghanistan (2016-2021 <sup>2</sup> )

Approved vs overall budget per project



## DISBURSEMENT HISTORY (THROUGH 13 NOVEMBER 2020)

	Total Approved Budget	Expenditure	Exp. in %
CP Afghanistan (AFGF98, AFGZ87, AFGZ88, AFGZ89, AFGZ97)	\$81,014,209.15	\$71,087,077.48	88%

## FINDINGS

### RELEVANCE

While the programme document for the Country Programme<sup>3</sup> does not describe a programme theory of change, it does provide important context for the work of UNODC in Afghanistan. This context describes the preconditions for this work and addresses a range of underlying assumptions. The Country Programme was developed from previous programming, evidence, lessons learned and previous evaluations, and complemented by inputs and feedback from consultations with relevant Government Ministries. It intends to strengthen the capacity of the Government of Afghanistan, serve as a guiding strategy for the UNODC Country Office for Afghanistan (COAFG) in support of the Government of Afghanistan's efforts in the area of Drugs and Crime, to function as a reference for national counterparts and international partners and stakeholders and as a framework for partnerships and inform potential

<sup>2</sup> The Programme has been extended to the end of 2021.

<sup>3</sup> Country Programme for Afghanistan 2016 – 2020. UNODC and the Islamic Republic of Afghanistan.

donors of the vision, scope and potential of UNODC activities in Afghanistan in support of the Government efforts.

The programming context included the reform programme – ‘Realising Self-Reliance: Commitments to Reforms and Renewed Partnership’<sup>4</sup> which identifies strategic policy priorities for Afghanistan for the Transformation Decade, to

which the programme was committed to making important contributions. This process of self-reliance was undertaken in the context of the significant obstacles facing the reform process, including Afghanistan’s role in global production of illicit opium and heroin and the high level of drug use in the country, contributed to through the illegal importation of precursor chemicals for the conversion of opium to morphine and heroin and abetted by high levels of corruption, including money laundering, both in Afghanistan and its neighbouring countries, weakens governance in the region.

The programme has adopted an integrated programme approach that aims at delivering outcomes and outputs through sub-programmes rather than through standalone projects and initiatives. The programme includes a specific focus on partnership, with civil society, international partners, the UN family (visible in the UN Development Assistance Framework for Afghanistan and the 2030 Agenda for Sustainable Development), and specifically notes partnership and strong links with the Regional Programme for Afghanistan and Neighbouring Countries 2016-19. Finally, in terms of partnership, the programme notes its links to UNODC’s Global Programmes, including GLOG80: the Container Control Programme, GLOR35: Strengthening the legal regime against terrorism, GLOG32: HIV/AIDS prevention, treatment, care and support for people who use drugs and people in prison settings, GLOJ71: Treating drug dependence and its health consequences and GLOK42: Prevention of illicit drug use and treatment of drug use disorders for children/adolescents at risk.

The programme’s design/ logical framework provides a clear programme framework and approach that provides internal coherence to design. This includes a visible responsiveness to engagement of civil society as a partner, as noted above, as well as a focus on international partners, particularly in evidence-sharing and AML.

However, a number of underlying priorities detailed in the programme document do not appear in the detail design of activities, outputs and outcomes.

- Engagement of the Country Office in UN Development Assistance Framework (UNDAF) and adherence to UNDAF frameworks is noted in the document but there is no other detail provided about how this works in practice nor about the specific contributions made by the Country Programme to the UNDAF.
- There is no reference to the SDGs in the result framework. The document states ‘All the activities under the Country Programme for Afghanistan (2016-2019) are fully aligned with the SDGs’ but no detail is provided on this alignment. More importantly, the programme document is not clear about any specific of activities, outputs and outcomes actually contributing to SDGs as part of the Country Programme.

<sup>4</sup> <https://www.afghanistan-un.org/wp-content/uploads/2014/12/REALIZING-FINAL-SELF-RELIANCE-25-November-2014.pdf>

- While there is an overarching narrative on links to the Regional Programme, the RP is not mentioned in the result framework.
- There is no mention of engagement in the Paris Pact in the result framework.
- There is no mention of Global Programmes in the result framework.

What is also not visible in the design document is the longer-term context of UNODC programming in Afghanistan. While the Country Programme is a clear extension of previous programming, no clear presentation of *change* is visible: there is no detailed discussion and representation of the impact vision for the programme, i.e. the ongoing nature of UNODC engagement over time, how the proposed inputs and outputs contribute to change over time and how this longer-term change is monitored and reported on. This later aspect is particularly important, as there is currently no reporting framework that addresses the accumulation of results/ change across programme cycles. With the Country Programme entering a third 5-year framework, a need for this longer-term view becomes more important.

The evaluation found Government Counterpart (GC) satisfaction with the programme, both in terms of its alignment with the needs and priorities of Afghanistan and in programme flexibility, an important consideration in the rapidly changing landscape of the country. Specifically noted aspects of this flexibility include a need for a greater focus outside of Kabul, a growing focus on capacity-building in investigations and work being undertaken on financial crimes (principally achieved via support from the Global Programme against Money Laundering – GPML). GCs also noted satisfaction with the quality of technical expertise and mentoring. This includes the field of alternative livelihoods, where the Country Office has developed a better understanding of both needs and good/ best practice, and where extensive consultations ensured the sub-programme’s alignment with national and community needs and priorities. The alternative livelihood initiative in Afghanistan represents the most developed and advanced programme of its type in the region.

## COHERENCE

The Country Programme works effectively with UN partners in a range of initiatives related to the UNDAF, although this is of low visibility in project design and reporting documentation. Under the One UN there are six thematic pillars – the Country Office has membership in four of these pillars and is the co-Chair of one. Country Programme design describes being in alignment with the UNDAF, and the Country Office made substantive contributions to UNDAF development. The Country Office is noted as a ‘good partner in the UNCT’ and has made it a priority to forge close working relationships with UN counterparts active in development and has, for example, worked effectively with UNAMA and UNDP in the anti-corruption field. Partner agencies in alternative development include UNDP (esp. on gender-related issues), ILO, UNFAO, UN Habitat, UNIDO, UNWFP, UNHCR and UN Women. Partner agencies in the health component of Sub-program 3 of the Country Programme on DDR and HIV include WHO, UNDP/ Global Fund, UNICEF and UNFPA under the One UN Health Framework. There is evidence from the field that supports the existence of both cooperation and competition with other UN agencies in both project focus and for donor resources, and there are noted risks of duplication of activities, particularly as UNODC’s footprint in Afghanistan continues to shrink and other agencies move into areas of traditional UNODC specialism, such as anti-corruption. Field research points to the importance of stronger and closer partnerships within the UN family.

The Country Office is a trusted, long-term partner of GC. Further, UNODC’s status as a global organisation is of critical importance as GC note that a regional and global approach is necessary in counter-narcotics and in the area of financial crimes. UNODC is considered an important bridge to the wider world, with opportunities for enhanced engagement. Relations with neighbouring countries, notably Pakistan and Iran, are cool and collaborative activities are only engaged in marginally. Specific reference is made to the Triangular Initiative, which has commitment from all three countries, but which struggles for significant engagement. A positive example of coherence within the region is CARICC, and

the current role of observer played by Afghanistan. There is some evidence that Afghanistan's full membership will be of value to the region, and outstanding issues may well be resolved in the near future. Further engagement will improve communication, information sharing and cross border cooperation going forward.

The evaluation found evidence from GCs, international organisations, donors and programme staff of the importance of the RP to this area of the work of the Country Programme. Regional case meetings, organised by the RP and attended by the Country Office and GC, provide value to GC in the neutral platform that allows countries to work on joint needs where otherwise this might not be possible. Building and maintaining effective partnerships at the bilateral, regional and international levels was described as key to addressing financial crimes such as money laundering and in the recovery of stolen assets. Given the nature of financial crimes, where theft and transfer of funds involves a cross-border element, the broader regional programme focus is strongly valued by GCs and further opportunities exist for synergies with the RP. The design of sub-programme 3 integrated a strong focus on regional dimensions and structures, taking into consideration the position of Afghanistan in illicit drug markets. Clear potential was identified and discussed for the exchange of good practice and in looking to the development of markets for agricultural products emanating from alternative livelihood projects. There are however varying perspectives on cohesion and alignment between the Country Programme and the RP. Generally, while coordination is seen as at a good level, stakeholders view programmatic cohesion as insufficient and waning. Relevant aspects to this finding include:

- There are clear indications from interlocutors that the current state of the regional approach is a factor in missed opportunities.
- Operational synergies between the Country Programme and the RP are not currently articulated effectively.
- There is evidence from stakeholders that the Country Programme in isolation cannot be as effective as a Country Programme within an overarching framework.
- Funding constraints in different aspects of the Country Programme detract from alignment with regional practice and directions, an example of which is within alternative livelihood initiatives where the regional structuring of the programme has not progressed significantly.
- Both donors and GC note some lack of clarity on alignment, seeing both the Country Programme and the RP as operating in parallel within the same bubble.

Internally to Afghanistan, the high quality of the Country Office's working relationships with GC were underlined, particularly its capacity for coordination and close working approaches with ministerial teams and staff. Under sub-programme 3 health, UNODC is a member of the Country Coordination Mechanism responsible for planning, development of a Concept Note and oversight of Global Fund grants on HIV/ AIDS, malaria and tuberculosis. The Country Coordination Mechanism includes representatives of all sectors, including academic institutions, civil society organisations, faith-based organisations, government, multilateral and bilateral agencies, nongovernmental organisations, people living with the diseases, the private sector and technical agencies. UNODC is also a member of and regularly participates in national coordination and technical taskforce meetings on HIV/AIDS organised by the national AIDS Control Programme of the Ministry of Public Health.

Both the Counter Narcotics Police of Afghanistan (CNPA) lab and the Airport Interdiction Unit (AIU) are successful in bringing together national agencies, developing cooperative and collaborative relationships, as well as strengthening relationships with donors and the international community. The role of UNODC as a facilitator of dialogue and coordinator of stakeholders across sectors is notable in sub-programme 3 and is perceived as critical following the dissolution of the Ministry for Counter-narcotics. The Country Programme enabled specialised NGOs to play a more significant role in the implementation of the alternative development component.



## EFFECTIVENESS

Generally speaking, those areas of the Country Programme receiving funding have proven effective in their implementation.

Two of the most effective projects within sub-programme 1 are the AIU and the CNPA lab. The lab benefitted from equipment, infrastructure and the training necessary for successful implementation. The AIU was able to bring domestic law enforcement agencies together in a collaborative framework and facilitated the recruitment of several female officers. The FIU has been particularly successful and extension of the approach to all international airports has become a priority. Despite lengthy delays due largely to procurement issues, the K9 centre is now under construction. GC recognise that a strong K9 programme brings tremendous added value in terms of efficiency and impact to counternarcotic strategies, with strong results anticipated.

Within sub-programme 2, programming is responsive to the dynamic processes of Afghanistan's progress through the UN Convention Against Corruption (UNCAC) and Financial Action Task Force (FATF) related processes and procedures, such as the FATF mutual evaluation cycles. Overall, GCs are very satisfied with the quality and effectiveness of assistance within the financial crimes area. The evaluation found evidence from a variety of sources that the programme has had significant achievements. These included increasing capacity and activity in financial crime investigation, prosecution and the development of partnerships and agreements with other countries and first steps in clinical legal work (and thus learning and capacity building) around mutual legal assistance. The presence and high effectiveness of legal mentoring was particularly noted by all respondents to this evaluation.

Sub-programme 3 has provided the bulk of its support on three fronts: i) strengthening capacity on alternative development policy, planning and monitoring, ii) implementing multifaceted alternative development projects with an active community-led component, and iii) providing final beneficiaries at the community level minimum means of subsistence and concrete opportunities of food security and income generation. Despite some inadequacies in the provision of some alternative crops, and some problems related to cultural adaptation in the targeted areas, the alternative livelihood interventions were largely successful, at least in the immediate to medium term. Implemented in 19 provinces across the country, the alternative livelihood interventions had notable success in terms of infrastructure building, community-level participation, rapid income generation and security, as well as some level of market and entrepreneurship opportunities, notably among women.

The preventive approach, i.e. selecting provinces and communities that are not necessarily involved in poppy cultivation, enabled the programme to develop more comprehensive and inclusive approaches to communities involved in the cultivation of plants used in the fabrication of illicit drugs, and to better align alternative development interventions to provincial and national development strategies. Among the facilitating factors noted: the careful scaling up of support with traditional knowledge and practices, the decisive role on NGOs as implementing partners able to work in synergies with different ministries, donors and UN agencies, as well as the constitution of an improved evidence-based pre-implementation that took into consideration socio-economic indicators beyond strict anti-narcotic matrices of observation and objectives. The complex security situation in the country remains a critical challenge for accessing territories that would benefit from alternative livelihood interventions, and for scaling them up throughout the country.

Across UN agencies, at Headquarters and within GCs there is a perception that effectiveness relative to potential is low, due to funding constraints that were noted to threaten not only immediate delivery but also the loss of longer-term effects of programming and difficult to replace staff, relationships and institutional memory. Some specific concerns were raised, including the Mobile Detection Teams which were underfunded and with a weakened effectiveness as a result, as well as interventions in the areas

of money laundering, DDR and HIV AIDS. Work in AML has required the support of the Global Programme against Money Laundering (GPML), detracting from its capacity to work in a standalone fashion. DDR and HIV AIDS interventions have also been dependent to a certain extent on global funding mechanisms, which allows some continuity in training (development of curriculums, training of trainers, and guidelines) and policy advising and technical assistance. UNODC has continued to support government counterparts and civil society in executing HIV prevention services, notably towards women who use/ inject drugs and women living in prisons, in strengthening their capacity to ensure access to comprehensive and quality HIV/AIDS prevention, treatment and care services notably through the development of HIV related policies, strategies and guidelines, and technical support to the Afghanistan National Program for Control of AIDS, STIs and Hepatitis.

## EFFICIENCY

Funding issues and donor fatigue have significant impact on programming - some key elements are completely un-funded. This creates a critical issue with the *structure* of the Country Programme, as the designed result framework does not necessarily link to actual funded programming. This impacts negatively on the intervention logic, as delivering a set of outputs and therefore contributing to achieving planned outcomes is fundamentally based on undertaking the activities. Higher level logic – achieving of outcomes – cannot be guaranteed if the design is not actually implemented. This places the ‘programmatic approach’ at risk - it can be questioned if it even exists if all components of the ‘programme’ are not funded and implemented. Funding issues draw technical staff away from substantive delivery and into activities related to funding, resulting in inefficiencies in programme delivery. The evaluation found potential for this to negatively impact on UNODC’s wider strategic role in Afghanistan and its place in the UN family there. Within the context of funding issues, GC note the Country Office’s ability to adjust and adapt.

Procurement issues for equipment are significant and vendors can be hard to find, having a very negative impact, delaying proposed timelines. Construction projects, for example, require significant time for approval, followed by a lengthy procurement process, and then to get contractors in place. Under the normal terms of supplementary funds this should be possible but in Afghanistan it can take between 12-18 months to begin construction. This leaves the Country Programme requiring no-cost extensions. Procurement has been a particular problem with the CNPA lab, which was significantly behind on procurement of equipment and supplies, as well as with a number of areas of the programme on alternative development, which has created additional administrative costs and diverted government engagement with and oversight of the programme.

The programme reports acceptable levels of implementation rates although funding shortfalls exist. The ‘programmatic approach’ is at risk - it can be questioned if it even exists if all components of the ‘programme’ are not funded and implemented. Funding issues have negative impacts on the programme’s wider strategic role and its place in the UN family.

The programme is well-structured in terms of logic, i.e., the programme document and its revision documentations include a clear structure of activity, output and objective, within sub-programme areas. Across the design documents of the programme, at the output to outcome level there is a reasonably consistent logic visible, i.e., it is possible to see that the designed outputs will make a strong contribution to achieving the intended outcomes and it is generally possible to see how a set of activities will deliver the intended output.

The efficiency of a programme will always in some part be determined by what is measured. The evaluation found evidence of burdensome reporting requirements *relative to levels of staffing*, but also evidence that current indicators are not focused on capturing longer term change and transformation,

i.e., to capture what the programme is actually being able to build, including its work as a soft influencer through dialogue building, sharing of expertise and policy guidance.

One strength of programme reporting is the framing of the reports, based on UNODC templates, including their focus on risk definition and risk management strategies. This approach ensures that areas of priority in reporting are included and also ensures a standard approach that allows comparison across sub-programmes or programmes (sub-programme reporting is structured differently to country programme reporting). The report templates also create links between important components of programme design and reporting, such as the SDGs, UNDAFs and human rights/ gender, although these links are not direct - there is little on specific contributions to SDGs in reporting. There is not always a direct correlation between the SDGs defined at the design stage and what is reported on and reporting is not always detailed in how the sub-programme/ programme is actually contributing.

There is limited discussion on actual engagement in Delivering as One approaches or specific contributions to UNDAFs in country programme reports. UNDAF reporting is generally not visible in sub-programme reporting or is only discussed in very general terms. As noted above, the programmes make significant contributions to the One UN, but these are not well-covered in reporting.

There is a heavy emphasis on activity/ input reporting, rather than an analysis of how activities are actually delivering the planned results (outputs and outcomes), where emphasis needs to be on analysis, i.e., reflection on and description of the conversion of inputs (time and money) into results. This is of growing importance as the programme grows in length, as entering a third 5-year phase there is a real need for consideration of and reporting on higher level outcomes and impact, which is as yet not visible in reporting.

The global COVID-19 pandemic is impacting on programme efficiency, blocking normal and regular delivery approaches and having a negative impact on results. Donors and GCs have been very responsive to and understanding of impacts on programming. Donors noted the impact of COVID-19 on implementation processes while also noting the flexibility of the programmes during this period.

## IMPACT

The Country Programme has a significant focus on institution building and therefore on SDG-16, building strong institutions. The CNPA lab is the only one of its type in the region and is one example of this institution building. The lab allows the classification and identification of heroin and opium and provides chemical analysis of methamphetamines and new synthetic drugs that are beginning to proliferate across the region. This data can be converted into intelligence, which facilitates investigations and increases arrests. The identification of specific chemical compounds in these new drugs allows them to be identified as controlled substances or reclassified accordingly within the laws, easing prosecution challenges. Nationally this has the potential for significant impact, which, with increased focus on international cooperation, can make Afghanistan a key player in regional anti-narcotics strategies.

The Country Programme has worked closely and effectively with GCs on UNCAC implementation, the satisfaction of FATF requirements and in support of legislation including a new penal code and laws on asset recovery, anti-corruption and in the area of criminal procedure. While sustainability questions do exist, they may mask the significant technical achievements made in the country's early stages of legal and institutional reform. Development of appropriate manuals and procedures associated with the highly delicate and technical tasks of financial crime investigation and prosecution, the tracing and recovery of assets and allied matters lay the groundwork for impact. Similarly, the new Anti-Corruption Justice Centre and Office of Asset Recovery embed these within an institutional architecture. Without them, questions of impact and sustainability are moot, and in this technical domain the Country Programme has delivered clear results. In all of this, sub-programme 2 contributes to the 2030 Agenda.

In particular, the programme has advanced work on SDG 6.5 (reducing corruption and bribery) and SDG 16.6 (effective, transparent and accountable institutions) and to the UN's broad rule of law agenda.

Despite being too limited (in scope and geography) to anticipate longer-term influence on counter-narcotics efforts and sustainable economic growth for involved households, impact can be observed within the alternative development component of the Country Programme. It contributed to the implementation of the UN Guiding Principles on Alternative Development and had a positive impact at community and household levels. The programme contributed to strengthening and diversifying licit livelihoods of small and marginalised farmers, with increases in farmer productivity, income, food security and employment. There are also some examples of strengthened value chains in production, processing, quality control and market linkages. Through the participatory and community-led approach, knowledge, technical skills and the entrepreneurial capacity of both farmers and farm-based associations, including female members of these communities, has been enhanced. This work has brought about acknowledged contributions to the peace and security pillar of the Afghan national agenda, as reflected by the endorsing participation of several governors, such as the Governors of Helmand and Kandahar provinces.

## SUSTAINABILITY

Sustainability in Afghanistan requires a long-term strategy, presenting significant challenges to the Country Programme in a climate of chronic funding issues and donor fatigue. Given the security and political challenges facing Afghanistan and the early stage in which many reforms currently stand, sustainability was widely recognised as a challenge by those who spoke with the evaluation team. Afghanistan has stated, and UNODC clearly understands, that the insurgency and security issues will always take priority in terms of Afghanistan's own resources, and continued funding for counter-narcotics initiatives (on the security side, i.e., not necessarily in relation to alternative development) remains a high priority for the Government and for the international community.

Despite challenges, there are a number of areas where sustainability of impact is visible. With support from the Country Programme, CNPA capacity has been built over the years. While support/ mentoring is still required, CNPA works well on its own. The new counter-narcotics laws, into which UNODC has been codified, reflects the role that UNODC has had in driving counter-narcotic strategies in the country. In the area of financial crime there is clear evidence of member state ownership of reforms. This is evidenced, for example, through budget provision for the Anti-Corruption Justice Centre (ACJC) and protection of this new institution both financially (through ring fencing of the budget) and against malign influence (through direct reporting lines to the Attorney General). Training provided through the Country Programme has the potential to develop national capacity in financial crime investigation and prosecution. The transfer of alternative development responsibilities from the Ministry of Counter-narcotics (MCN) to the Ministry of Agriculture, Irrigation and Livestock (MAIL) created new opportunities to mainstream alternative development into longer-term national rural development strategies and infrastructural policies. Although these opportunities are still to be fully seized, it adds coherence to community-level messaging, opening space for coupling anti-narcotic and development discourses. As such governmental ownership could be strengthened, while its role of oversight and coordination could be emphasised. At the community level, the focus on community-led and participatory approaches and the delegation of responsibilities to international and local NGOs, known for their positive presence in the field, increased farmers engagement and trust in the process and project dynamics.

However, national budget provision is inadequate for all necessary activities of the Anti-Corruption Justice Centre (ACJC) and it is widely agreed that it will require ongoing technical and financial support into the medium term. GC in senior positions were well qualified and insightful with respect to the challenges they faced building sustainable national capacity and both UNODC and GC note that the

acquired knowledge and expertise fostered by the Country Programme is heavily impacted by the systemic staff turnover across all levels of government, preventing institutional memory from actualising. The evaluation found that the division of labour between GC, UNODC, donors and implementing partners may have hindered government ownership in the area of alternative livelihoods - while transfer of knowledge and services are attached to the presence of implementing partners, UNODC accountability towards its donors somehow places the government in a position of monitoring rather than fully leading these alternative livelihoods processes.

## LEAVING NO ONE BEHIND

Even within the cultural constraints of Afghanistan society, which includes a level of marginalisation of women and limitations on their economic engagement, women remain key actors in household stability and livelihoods. Human rights and gender priorities are present throughout all programming in Afghanistan, with significant gains made in terms of gender equality. The Country Programme adopted a proactive and tailored gender approach in the capacity development of Government officials on drug demand reduction (DDR) while directing particular attention to women within communities targeted by alternative development interventions. GCs recognise UNODC attention to gender matters. Stakeholders noted requests to encourage broader recruitment and participation of women but observed also the significant cultural barriers this faces in Afghanistan in general and in the area of financial crime investigation and prosecution in particular. It is now easier for the Country Programme to advocate for female staff, with less resistance and barriers from government than before. It can still be difficult to get women into law enforcement and have them fill a meaningful role. One exception, under SP1, is the Airport Interdiction Unit in Kabul that now has a 50% female staff ratio – a number of female candidates higher than expected. Outside of Kabul, gender equality has not been embraced in such a manner, notably due to a stronger attachment to traditional cultural norms.

### Ministry of Women's Affairs

The Ministry of Women's Affairs (MoWA) is one of the coordinating ministries for alternative development initiatives and at least 25% of selected beneficiaries must be women, with alternative livelihood projects implemented by a gender-balanced implementing partner team. Several success stories relate to women entrepreneurship, increased access to land titling and economic opportunities and markets.

Human rights need to be interwoven in programming, as it is a cross cutting issue across all law enforcement and criminal justice. The Country Programme is sensitive to this and while there are no direct training programmes on human rights, elements of gender equality, human rights and legal aspects of police actions are included in all trainings. For example, the HIV/AIDS section in Afghanistan organised several training and capacity building interventions directed at policy makers, MoPH staff, CSOs, prison officials and NGO service providers to increase gender and human rights sensitivity and ensure access of women who use/ inject drugs and women living in prison to HIV prevention, treatment and care services. Despite the fact that most stakeholders recognise UNODC is lagging behind on the agenda compared with other UN agencies operating in the country, they also underline the Country Office's strong engagement in increasing women's empowerment and capacities through its alternative development strategy. And, while attention to human rights, gender and vulnerability issues in relation to financial crimes was described as a strategic gap in UN programming more widely, there was clear evidence of attention to these matters in practice. Recognising the risks faced by GC investigating and prosecuting financial crimes, the evaluation found dynamic and time sensitive responses in the provision of security protections. Such responses contribute significantly to GC safety, security and freedom from threats to life and family. UNODC staff were also aware of the dangers of misuse of financial crime

accusations as strategic devices, whether against political opponents or even civil society actors promoting human rights and gender values. Funding constraints have contributed to difficulties for the Country Programme in addressing human rights, gender and vulnerability concerns across all sub-programmes. It is particularly visible in the prisons area and with respect to matters such as prison conditions and the imprisonment of women and youth.

## CONCLUSIONS

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### RELEVANCE

Programme planning and detailed design would benefit from intentionally addressing the longer-term context of the programme. As the engagement of UNODC in Afghanistan enters into a third, 5-year strategic framework, and does so within what is described as a programmatic framework, it becomes more relevant to consider the longer-term implications, outputs and outcomes of this work, including specific attention on the higher-level outcomes and contributions to impact that result from the Country Programme. This is likely to include a discussion on and representation of the impact vision for the programme, i.e. the ongoing nature of UNODC engagement over time, how the proposed inputs and outputs contribute to change over time and how this longer-term change is monitored and reported on. This later aspect is particularly important as there is currently no reporting framework that addresses the accumulation of results/ change across programme cycles. With the Country Programme entering this third 5-year framework, a need for this longer-term view becomes more important. Such a design approach offers the possibility for addressing the finer details of strategic and structural relationships and interactions with the RP and the other programmes in the region.

### COHERENCE

It appears that coherent linkages and coordinated direction-setting with the RP have slipped – these should be re-established and given a new priority as the RP plays an important role for GC in their regional engagement and with regional initiatives such as the Strengthening Families Programme (SFP).

The Country Programme plays a strong, important role in the UNCT, a role that is encouraged and could be developed further, opening up possibilities for engagement with sister UN Agencies.

### EFFECTIVENESS

Ongoing support to and engagement in activities of the AIU and the CNPA lab (including potentially assistance in its replication) are indicated. This work contributes to important law enforcement directions in the country and, together with activities linked to the FIU and work on UNCAC and FATF related processes and procedures, it also contributes to an increase in collaboration among domestic law enforcement agencies.

Work in alternative development would benefit from a) increased involvement of GC, including particularly at provincial level where possible, and b) greater funding and if funded would in all likelihood contribute immediately to visible, measurable, important results. The work in this area, including the critical focus on both policy and planning and the focus on community-led processes have significant potential for longer term impact through concrete opportunities of food security and income generation.

### EFFICIENCY

Funding streams remain the critical aspect of all programming and careful planning and creativity in approach will be necessary for there to be any significant results in the foreseeable future. This may



include a closer strategising across the region, and/ or related consultation with donors. A critical consideration is a focus on resourcing all designed components of the programme.

Illustrating the conclusion that funding levels have reached critical levels, it is clear for example that while effectiveness in the financial crimes areas is good in relation to activity, sub-programme 2 funding is now negligible and the strong work done under this sub-programme is made possible only through support provided under the GPML. Under such circumstances, questions must be asked about not only about the efficiency but also the sustainability of a whole pillar of the Country Programme.

It is clear also that efficiency is undermined by a lack of coordination within different parts of the wider UNODC structure and significant delays within parts of it. Once funding is secured for part of the programme there are other very strict human resources rules that must be adhered to, followed then by the complexities of procurement. It can be concluded that better alignment of recruitment processes would increase the efficacy and coherence of programme activities. The programme indicates that Vienna has shown flexibility in respect to these challenges.

Matters of efficiency, or lack thereof, were not wholly within the control of UNODC. GCs recognised the issue of staff rotation as a problem in their own domain. Frequency of rotation was reported by one counterpart to be so high that an agency could lose all trained staff within a twelve-month period. A number of respondents made suggestions on how to address member state staff rotation, including forms of conditionality to keep staff in post (e.g. for two years post-training) and creation of incentive structures, such as qualifications and professionalisation and further exploration of these sorts of mechanisms would appear to be an important feature of future programming.

As the programme is entering the planning for a new 5-year phase, it is important to consider how the work of UNODC in Afghanistan is properly measured and reported on. This is important to ensure that the story of change and impact, brought about by significant inputs over a significant period, is told. It is important for this story to be told based on evidence, evidence that is presented against clearly delineated outcome and impact indicators. Clearly this is linked to the conclusion above on the longer-term context of the programme is the importance of addressing how the proposed inputs and outputs contribute to change over time and how this longer-term change is monitored and reported on. This later aspect is particularly important as there is currently no reporting framework that addresses the accumulation of results/ change across programme cycles. It is likely that without a focus on gathering and sharing evidence of change, an appreciation of what has occurred will be lost.

The evaluation concludes that a clear picture of what has been done and what has been achieved will, in all likelihood, provide a clearer and more detailed perspective on where programming should go in the future. Given that past, successful, programming has built a foundation for success, visible in the trust and quality of relationships visible with GCs, donors and with NGO implementing partners, it makes sense to build up from the most solid of those foundations. Understanding what these are requires analysis based on evidence. While this includes forward thinking, it is as important in ensuring the foundations laid and successes achieved over the past programming are not lost, neither in reporting nor in planning for future initiatives and making use of these foundations.

A closer correlation between the sub-programmes of the Country Programme and the UNODC strategic framework as defined in the UN *Biennial programme plan and priorities for the period 2018-2019* would offer significantly greater potential for the Country Programme and UNODC as an organisation to aggregate reporting on activities and results and to better tell the story of the importance of UNODC's work and its related successes.

## IMPACT

Considering how thin funding has been in many areas of the CP it is impressive to see the level of impact still achieved. The CNPA lab is an important development and significant capacity improvement. Much has been achieved in legislative support and in sub-programme 2 significant impacts are visible in relation to UNCAC implementation and the development of institutional structures to support the work countering financial crimes, the headline development being the ACJC and the mentoring of national expertise. In relation to the expertise and added value of UNODC in this area, there is significant potential for impact in any programme focus on DDR, in sub-programme 3, although this potential for impact is offset by a lack of focus on and resourcing from the Country Programme. Programming efforts would benefit significantly for attracting funding in this area, including dedicated staffing. In the context of Afghanistan's place in the region and the significant issues with drug use in the country, any efforts here are likely to bring visible and measurable returns.

## SUSTAINABILITY

For current programming to be sustainable, increased coverage, and most importantly sufficient integration into broader national development strategy are most needed. Many of the building blocks of sustainability have been put in place. The ACJC, for example, has its own budget provision, even if the quantum of that funding is not currently sufficient to cover all needs (such as training). Similarly, alternative development cannot, by itself, be a magic bullet, but it is demonstrably a critical entry point to sustainable efforts towards economic growth, social integration and community participation. Increased donor investment is required, and a focus on pursuing funding in this area is seen as vital to overall Country Programme success. Further, more significant engagement with other agencies of the UN Family working in Afghanistan can give significant support to Country Programme initiatives.

## LEAVING NO ONE BEHIND

UNODC attention to gender, including the promotion of GC women's participation and the importance of gender principles in identifying programme targets and the like, is visible across all sub-programmes. In some areas, unfunded programme elements directed attention to particularly vulnerable populations, such as those in custody, generally, and women in custody particularly. The clarity of human rights-based approaches in UNODC work is lower than in relation to gender and this reflects the lack of clear human rights guidance within the organisation as a whole. It is most visible in sub-programme 3. For example, there are clear overlaps between alternative development interventions and human rights-based approaches to development. People-centred, alternative development intervention aims at empowering marginalised communities and vulnerable populations, to drive them out of the illicit economic chain. The principle of 'do no harm' becomes critical when considered in the context of drug control and development. Alternative development activities demand a careful understanding of social, cultural, environmental, political and economic factors. All of this is critical when considering Country Programme initiatives related to and a potential focus on this area. As indicated in both impact and sustainability above, more emphasis is needed from the Country Programme in practical initiative that fit within sub-programme 3, both in terms of seeking funding and to then turn the funding into effective interventions.

## LIMITATIONS TO THE EVALUATION

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The Covid-19 global health crisis impacted significantly on the processes of the evaluation, notably in forcing all evaluation enquiry to be undertaken online. No face-to-face interviewing was possible, no site visits were undertaken and no observation of activities, as a field tool, was possible as the scheduling of programme activities was limited and none took place during the period of field research.



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The evaluation did not address questions/ enquiry to the general population nor to indirect beneficiaries – all enquiry is with key stakeholders, including project staff, implementing partners, donors and direct beneficiaries.

## EVALUATION MATRIX - COUNTRY PROGRAMME FOR AFGHANISTAN

Evaluation Criteria	Evaluation Question	Sub-Programme 1: Law Enforcement (AFGZ87)	Sub-Programme 2: Criminal Justice (AFGZ88)	Sub-Programme 3: Alternative Development (AFGZ89)
Relevance	1. Were the programmes designed based on evidence (research, lessons learned from past programming, evaluations)?	<p>Programme design was well research and based on experience with previous programming, evidence, lessons learned and previous evaluations.</p> <p>No structured needs assessment was done but the design process included inputs and feedback in negotiation with the Ministry of the Interior with counterparts.</p> <p>In sub-programme 1, design of the current Country Programme shifted from pure Counter Narcotics to cover all border activity, opening the scope of activities to greater focus on transnational organised crime, including money laundering and people smuggling.</p> <p>When few programme elements were funded and MS priorities changed, design flexibility allowed for cooperation between sub-programme 2 and the Global Programme against Money Laundering (GPML).</p> <p>Based on its long history of and experience with support and policy guidance in Afghanistan, notably in alternative livelihoods, the Country Office demonstrates a good understanding of best practices and needs in this field.</p> <p>Notwithstanding the extensive consultations carried out with relevant GC and other stakeholders, issues with programme funding has resulted in focusing sub-programme 3 largely in the direction of alternative livelihood components and objectives.</p>		
	2. To what extent does the defined structure of programmes in the region align with current regional practice and future directions?	<p>GC describe a good alignment of the Country Programme with their needs and flexibility from the Country Office in its ability to address changing circumstances.</p> <p>GC support an increase in regional programming and view it as a way to add value to programming. Indeed, GC value UNODC a global organisation that provides relevant support within Afghanistan but also in connecting Afghanistan more widely. Particular note is made of this in relation to counter narcotic strategies.</p> <p>The Country Programme’s design includes a strong focus on regional dimensions and structures, taking into significant consideration the position of Afghanistan in illicit drug markets.</p> <p>Participation in RP outreach platforms, bringing Afghanistan, Pakistan and Iran, and some of Central Asia to the same table, is seen as important.</p> <p>Within Alternative Livelihoods, clear potential exists, and is being discussed, for the exchange of good practice as well as for potential markets for agriculture products emanating from projects.</p>		

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Evaluation Criteria	Evaluation Question	Sub-Programme 1: Law Enforcement (AFGZ87)	Sub-Programme 2: Criminal Justice (AFGZ88)	Sub-Programme 3: Alternative Development (AFGZ89)
	3. To what extent are the objectives of the Programmes aligned with regional priorities and UNDAFs/ UNSDCFs/ SDGs?	<p>There is a clear and strong alignment of the Country Programme with SDG 16 - peace, justice and strong institutions. The narcotics trade and the insurgency in Afghanistan undermine institutions – the Country Programme is addressing these issues.</p> <p>Across the Country Programme’s sub-programmes there is also a specific alignment with SDGs 2 – eradication of hunger, 3 – health and well-being, 5 – gender equality, 8 – decent work and 12 – responsible production.</p> <p>The objectives of the Country Programme are fully aligned regionally, notably with relation to narcotics and related trafficking as these are clearly regional, even global, priorities.</p> <p>There is a view that the research and advocacy work associated with sub-programme 4 – research could grow in activity and influence in the region.</p>		
	4. To what extent do the programmes respond to the changing and emerging regional and national (Member State) priorities and needs?	<p>The evaluation found evidence from stakeholders that the Country Programme addresses real needs, at both country and regional levels and in full consultation and cooperation with GC.</p> <p>The evaluation also found that the Country Programme fits to need, is flexible and has a high level of quality in expertise.</p> <p>Specifically, it is noted that the Country Programme has built-in flexibility and the ability to respond to shifts in GC needs and priorities – the rapidly changing landscape is noted, as is the ability of the Programme to respond in this context.</p> <p>Specific evidence was provided on the growing regional focus on anti-money laundering and asset recovery.</p> <p>In relation to alternative development, the basis of programme design in sound assessments of need and pre-existing conditions in the fields of interventions and within targeted communities is noted as a particular contribution to programme relevance, contributing to quality selection of beneficiaries as well as programme effectiveness.</p> <p>Withdrawal of international actors has left a gap that Afghanistan is looking to UNODC to fill – GC consider UNODC to be a trusted, long-term partner of critical importance.</p> <p>The evaluation heard evidence of areas of improvement in design that would contribute to relevance, including:</p> <p>Greater alignment with the national priorities in investigations and intelligence training, and in the documentation needed for judicial purposes.</p> <p>A shift in priority on interventions and capacities in provinces and rural areas.</p> <p>Political sensitivities as well as a general fatigue among both the donor community and national counterparts to deal with anti-narcotic priorities was also noted, underlining the need for increased attention to developing future programming with more comprehensive rationales.</p>		

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Evaluation Criteria	Evaluation Question	Sub-Programme 1: Law Enforcement (AFGZ87)	Sub-Programme 2: Criminal Justice (AFGZ88)	Sub-Programme 3: Alternative Development (AFGZ89)
Coherence	5. To what extent did the programmes develop or strengthen existing and new partnerships at bilateral, regional and international levels?	<p>There are varying perspectives on cohesion and alignment between the Country Programme and the RP – generally, while coordination is seen as at a good level, perspectives are that programmatic cohesion is insufficient and waning. Relevant aspects to this finding include:</p> <p>The Country Programme in isolation cannot be as effective as a Country Programme within an overarching framework.</p> <p>Operational synergies between the Country Programme and the RP are not currently articulated effectively.</p> <p>Funding constraints in different aspects of the Country Programme detract from alignment with regional practice and directions.</p> <p>Both donors and GC note some lack of clarity on alignment, seeing both the Country Programme and the RP as to operating within the same bubble.</p> <p>There has been significantly increased cooperation between national agencies/ ministries through the establishment of the Airport Interdiction Unit and the Counter Narcotics Police lab.</p> <p>The UNODC role as a dialogue facilitator and coordinator across sectors and types of stakeholders was confirmed in responses from sub-programme 3 stakeholders in Afghanistan.</p> <p>While GC find support at the country and regional level to be very good, political priorities impact negatively on cross-border partnership development.</p> <p>Afghanistan is still not a full member of CARICC, an organisation viewed by GC in Afghanistan critical to counternarcotic strategies.</p>		
	6. To what extent do the programmes contribute to the One UN, UNDAF, and other UN system-wide coordination mechanisms (e.g. participation in UN Country Team) and the extent to which UNODC participation in UN activities influences its performance?	<p>The Country Programme works effectively with UN partners in a range of initiatives related to the UNDAF. Indeed, the Country Office is noted as a ‘good partner in the UNCT’, notably in relation to the work being done on support to peace processes with neighbouring countries and through regional economic development processes.</p> <p>Under the One UN there are six thematic pillars – the Country Office has membership in four of these pillars and is the co-Chair of one. Country Programme design describes being in alignment with the UNDAF, and the Country Office made substantive contributions to UNDAF development. Having said this, the Country Programme document only references the UNDAF in a contextual or framing sense – there is no detail in outputs and outcomes that specifically describe contributions to the UNDAF.</p> <p>While the Country Office has made it a priority to forge close working relationships with UN counterparts active in development, field work data supports the existence of both cooperation and competition with other UN agencies in both project focus and for donor resources.</p>		

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Evaluation Criteria	Evaluation Question	Sub-Programme 1: Law Enforcement (AFGZ87)	Sub-Programme 2: Criminal Justice (AFGZ88)	Sub-Programme 3: Alternative Development (AFGZ89)
		The Country Office points to a number of UNODC HQ units as contributing to coherence and effectiveness, including the gender desk and the strategy unit.		
Effectiveness	7. To what extent were the objectives and outcomes stated in programme documents achieved?	<p>Particular note is made of the forensics lab and the Airport Interdiction Unit as examples of Country Programme effectiveness. These have been established and personnel trained to run them effectively. Ongoing mentorship will be required for the foreseeable future.</p> <p>GC recognise the value of both infrastructure contributions (viewed as the Programme’s greatest success) and ongoing shift to capacity and expertise development.</p> <p>Chronic funding shortfalls and reliance upon the GPML limit the success of sub-programme 2 as a stand-alone sub-programme. Within the financial crimes area, significant achievements have been made relative to funding and changing GC and donor priorities.</p> <p>Sub-programme 3 has:</p> <p>Contributed support in strengthening capacity on policies in alternative development, as well as in planning and monitoring.</p> <p>Implemented multifaceted alternative development project with an active community-led component.</p> <p>Provided beneficiaries at the community level with means of subsistence and concrete opportunities for food security and income generation.</p> <p>The DDR component of sub-programme is hampered by funding shortfalls – it is being supported in implementation by global programmes.</p>		
	8. How effectively did the programmes address national and regional needs and priorities?	<p>There are increasing concerns that funding gaps will impact on results and long-term impact. This is true across all sub-programmes.</p> <p>Support from global programmes in contributing significantly to Country Programme effectiveness.</p> <p>In sub-programme 1, operational incidents with border police in remote areas are, at times, supported from Tajikistan, which is indicative of both the funding difficulties and the importance of joint cooperation mechanisms with neighbouring countries.</p> <p>Activities in the area of financial crimes is recognised as an area of high effectiveness, and with the potential for greater impact.</p> <p>The preventive approach i.e. selecting provinces and communities that are not necessarily involved in poppy cultivation, enabled the programme to develop more comprehensive and inclusive approaches to communities involved in the cultivation of plants</p>		

INDEPENDENT IN-DEPTH EVALUATION OF :  
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Evaluation Criteria	Evaluation Question	Sub-Programme 1: Law Enforcement (AFGZ87)	Sub-Programme 2: Criminal Justice (AFGZ88)	Sub-Programme 3: Alternative Development (AFGZ89)
		used in the fabrication of illicit drugs, and to better align alternative development interventions to provincial and national development strategies.		
	9. To what extent are the programmes effective in strengthening and promoting cross-border cooperation and collaboration with regional entities?	<p>Stakeholders, GC in particular, note that with counternarcotic strategies in particular require regional approaches to be successful.</p> <p>The considerable work being done within the Country Programme, in a complex and political environment, is noted, as are early gains in a long-term process. Specific mention is made of BLO work, the Joint Planning Cell and the Triangular Initiative, all of which remain a focus in a difficult political environment.</p> <p>Cross-border partnership is impacted by political sensitivities across the region and insurgency conflicts. The Triangular Initiative is specifically mentioned as not facilitating the anticipated level of cooperation and coordination. GC recognise that this is one of the only platforms to engage the three signatory countries in desired collaboration, but political and funding issues present considerable challenges.</p> <p>Some missed opportunities were noted in the creation of profitable regional markets for products from alternative development projects.</p>		
Efficiency	10. Were the resources and inputs converted to outputs and outcomes in a timely and cost-effective manner?	<p>As noted elsewhere, funding shortfalls impact significantly on the Country Programme’s ability in deliver planned results, with technical and strategic risks being specifically mentioned. This is noted by all stakeholders, including donors, GC, international organisations and other UN agencies.</p> <p>In sub-programme 2, the crisis in funding and complete reliance upon the GPML threatens its existence as a stand-alone sub-programme.</p> <p>Four Global Programmes operate in Afghanistan, with their work contributing to delivery of the Country Programme although at varying levels.</p> <p>Complex and time-consuming internal UNODC processes were pointed to by a range of stakeholders as impacting negatively on the Programme. These include the lengthy and complex procurement requirements, recruitment procedures that can significantly delay program implementation, and, in turn, the connection with GC. The connection with GC, particularly at higher levels, is also mentioned in the context of Programme leadership, with GC pointing to the need for a national staff resource at a level high enough to negotiate with government in the absence of international Country Director.</p> <p>Concerns were expressed about the indicators in the result framework and in particular a lack of framing in relation to longer-term change and change processes.</p>		

INDEPENDENT IN-DEPTH EVALUATION OF :  
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Evaluation Criteria	Evaluation Question	Sub-Programme 1: Law Enforcement (AFGZ87)	Sub-Programme 2: Criminal Justice (AFGZ88)	Sub-Programme 3: Alternative Development (AFGZ89)
Impact	11. To what extent did the programmes contribute to Member State implementation of relevant international Conventions and other instruments?	<p>UNODC is now codified in Afghanistan’s counter-narcotics legislation.</p> <p>The Country Programme works closely with GC on UNCAC implementation and on satisfaction of FATF requirements.</p> <p>Assistance has been provided through the Country Programme on a range of legislation including the penal code, anti-corruption and asset recovery laws.</p> <p>Alternative Development interventions have adopted a more comprehensive and inclusive approach than in past programming periods, notably in following the International Guiding Principles on Alternative Development.</p>		
	12. To what extent can long-term sustainable results be expected for all stakeholders from current programme implementation?	<p>The Counternarcotic Police of Afghanistan (CNPA) are sustainable although within a context of ongoing support and mentoring. The CNPA forensics lab is considered a ‘crown jewel’ of the Country Programme.</p> <p>The Airport Interdiction Unit (AIU) is also indicative of sustainability of results and is now been considered for expansion beyond Kabul.</p> <p>Alternative Development projects were found to have a positive impact at the community and household levels, notably in terms of food security and income generation.</p> <p>All stakeholders however note the challenges presented in Afghanistan related to programme sustainability, including the political fragility, the insurgency and the underlying challenges of the drug situation. These issues may mask the significant technical achievements made in what is an early stage of a long-term change process.</p> <p>Some initiatives, such as the work in alternative development, remain small in scope and impact and insufficient for ensuring sustainable transition for communities away from the illicit economy.</p>		
	13. To what extent did the programmes contribute to the Sustainable Development Goals?	<p>Sub-programme 1 contributes to SDG 16. The connection between the drug money and the insurgency is substantial and the Country Programme is providing support in building a strong institution in the CNPA. In relation to SDG 5 – there is less resistance generally with regards gender equality, particularly within the CNPA, but it remains challenging to establish women in meaningful roles in law enforcement.</p> <p>Sub-programme 2 contributes to SDG 6.5 (reducing corruption and bribery) and SDG 16.6 (effective, accountable and transparent institutions).</p> <p>Sub-programme 3 contributes to SDGs 2, 3, 5, 8, 12 and 16, as well as to the peace and security pillars of the Afghanistan agenda through Alternative Development components.</p>		

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Evaluation Criteria	Evaluation Question	Sub-Programme 1: Law Enforcement (AFGZ87)	Sub-Programme 2: Criminal Justice (AFGZ88)	Sub-Programme 3: Alternative Development (AFGZ89)
Sustainability	14. Has national ownership of the programmes been generated? In what ways? What factors have hindered or facilitated this ownership?	<p>Across the international community and with GC, while the early stage of achievements was recognised, dependence on continuing donor and technical support was noted. The Afghanistan Government is almost 100% funded by the international community with a significant challenge in maintaining long term donor funding in a climate of donor fatigue.</p> <p>There are chronic issues with staff turnover, including senior management at the Ministry level. This turnover impedes success, degrades established units and institutional memory is lost.</p> <p>Afghanistan is in state of war - insurgency and security issues take first priority with GC in terms of their own available funding.</p> <p>There is clear evidence of GC ownership in the financial crimes area, through budget provision for the ACJC, and both financial (ring fenced) protection and protection against malign influence (reporting structures).</p> <p>The transfer of Alternative Development responsibilities from the Ministry of Counter Narcotics to the Ministry of Agriculture, Irrigation and Livestock (MAIL) created new opportunities to mainstream alternative development into national rural development strategies and infrastructure policies, and to strengthen coherence and ownership of alternative development efforts.</p> <p>However, the division of labour between GC, the Country Programme, donors and implementing partners may hinder government ownership. While the transfer of knowledge and services is attached to implementing partners, UNODC accountability towards donors is somewhat placing the government in a position of monitoring, rather than leading, alternative livelihood processes.</p>		
	15. How have the programmes developed national capacity to support sustainability of effort and benefit?	<p>Stakeholders note the importance of the Programme’s capacity-building components including both infrastructure and knowledge transfer components, but also acknowledge that systematic staff turnover across all levels of government detracts from the sustainability of national capacity.</p> <p>There is specific evidence of capacity development visible in the ACJC, an asset recovery office and Afghanistan’s cash control regime.</p> <p>Within initiatives on alternative development, while community empowerment efforts are noted it is also apparent that interventions lack sufficient vision, resources and coverage for sustainable benefits to be anticipated.</p>		
Leaving no one behind	16. To what extent have human rights and gender priorities and principles, including the needs of vulnerable groups, guided	<p>While the Country Programme does not have a developed mainstreaming strategy comparable to other UN agencies operating in the country, clear efforts have been made to adopt a gender-sensitive design approach.</p> <p>Greater levels of sensitivity to human rights issues are noted, although it is recognised that the establishment of human rights priorities across law enforcement has not yet happened.</p>		



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Evaluation Criteria	Evaluation Question	Sub-Programme 1: Law Enforcement (AFGZ87)	Sub-Programme 2: Criminal Justice (AFGZ88)	Sub-Programme 3: Alternative Development (AFGZ89)
	programme design (reference framework, planning structure)?	<p>The ongoing issues with funding of programming has impacted on the ability of the Country Programme to address human rights, gender and vulnerable population issues in the criminal justice sphere, for example in relation so prison conditions and women’s imprisonment.</p> <p>There is little consideration of these cross-cutting areas in the Programme’s work in the financial crimes area.</p> <p>HRGV programming in the financial crimes area recognised by UN agencies to be a strategic gap</p> <p>Placing communities at the centre, alternative development interventions directly target vulnerable populations. The selection of cultivating and non-cultivating provinces enhanced the inclusion of communities marginalised twice because of their economic situation and their participation in the illicit drug economy.</p>		
	17. To what extent have specific measures been taken to address the needs and priorities of human rights, gender and vulnerable groups during implementation of the programmes?	<p>Some progress in gender-sensitive staffing is visible with GC agencies, particularly in Kabul.</p> <p>Programming demonstrates a human rights perspective across all its aspects and notably in the training content. Acceptance of this focus is growing with GC and other stakeholders.</p> <p>Funded work on anti-corruption and financial crimes addresses the human rights of GC to safety, security and freedom from threat to life and family.</p> <p>There are clear efforts and progress within the Country Programme to engage and focus more on women (women entrepreneurship and role in the community/family).</p> <p>There is considerable overlap between human rights-based approaches and alternative development implementation in poor and marginalised communities.</p> <p>A strategic approach to gender mainstreaming, from programme design to implementation, is not visible in the Country Programme.</p>		