



Evaluation Report

of the

Final evaluation of the Border Management in Northern Afghanistan's project (BOMNAF II) implemented by the UNDP

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List of Acronyms

ABP	Afghan Border Police
ACD	Afghan Customs Department
ADB	Asian Development Bank
AFG	Afghanistan
BCP	Border Crossing Point
BMSC	Border Management Staff College
BOMCA	Border Management in Central Asia
BOMNAF	Border Management in Northern Afghanistan's project
BP	Border Police
CA	Central Asia
CADAP	Central Asia Drug Action Programme
CAREC	Central Asia Regional Economic Cooperation
CARICC	Central Asian Regional Information and Coordination Centre for Combating Illicit Trafficking of Narcotic Drugs, Psychotropic Substances and their Precursors
DAC	Development Assistance Committee (OECD)
DG DEVCO	EU Commission's Directorate-General for International Cooperation and Development
DG HOME	EU Commission's Directorate-General for Migration and Home Affairs
DPs	Development Partners
EC	European Commission
EEAS	European External Action Service
EMCDDA	European Monitoring Centre for Drugs and Drug Addiction
EQ	Evaluation Question
EU	European Union
EUD	European Union Delegation
GAMM	Global Approach to Migration and Mobility
HLSD	High Level Security Dialogue
I	Indicator
IBM	Integrated Border Management
ICMPD	International Centre for Migration Policy Development
IOM	International Organisation for Migration
JC	Judgement Criteria
MFA	Ministry of Foreign Affairs
MIP	EC Multiannual Indicative Programme
MS	Member State
NGO	Non-Governmental Organization
OECD	Organisation for Economic Cooperation and Development
OSCE	Organisation for Security and Cooperation in Europe
PATRIIP	Foundation for Pakistan, Afghanistan and Tajikistan Regional Integration Program
RECCA	Regional Economic Cooperation Conference on Afghanistan
RG	Reference Group
ROM	Results-Oriented Monitoring
SBS	State Border Service
SDGs	Sustainable Development Goals
SRCP	Silk Route Countries Programme

TJ	Tajikistan
ToR	Terms of Reference
TM	Turkmenistan
KZ	Kazakhstan
KG	Kyrgyzstan
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	UN Refugee Agency
UNOCHA	UN Office for the Coordination of Humanitarian Aid
UNODC	United Nations Office on Drugs and Crime
USA	The United States of America
US	The United States
US INL	International Narcotics and Law Enforcement Bureau, US Department of State
USAID	US Agency for International Development
UZ	Uzbekistan
WB	World Bank
WCO	World Customs Organization
WTO	World Trade Organization

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Executive Summary

Background of the Evaluation

This evaluation report presents the findings of the evaluation of the project “Border Management in Northern Afghanistan” (Phase 2), funded by the European Union and implemented by the United Nations Development Programme between 8th June 2014 and 30th June 2019.

Methodology

The evaluation looked for evidence of why, whether, and how results were linked to the project and identified factors driving or hindering processes. The evaluation provided an understanding of the cause-and-effect links between inputs and activities as well as outputs, outcomes, and impacts. The evaluation developed six evaluation questions with associated judgement criteria and indicators, agreed upon and validated by the client – the EU Delegation to Afghanistan. During the evaluation, data and information were gathered during a desk research, two field visits in Tajikistan and Afghanistan and subsequent interviews. The evaluation covered the project’s activities implemented during the project life-span, between June 2014 and June 2019. During the field visits in Afghanistan and Tajikistan, interviews were held with the main national beneficiaries, UNDP, UNODC, UNHCR, IOM, INL, the client/donor, and other development partners.

Summary of the Evaluation Findings

Relevance

The project has been relevant to the changing national and regional security context and corresponded to global, regional, and national strategies. The project design corresponded to the beneficiaries’ needs and appropriately supported border management in northern Afghanistan by developing regional and local capability for integrated border management. The project has been closely linked with developments at the universal international level and has contributed to the achievement of the United Nations Sustainable Development Goals in Afghanistan and in a general context. Further to this, the project has been relevant for the implementation of various EU-Central Asia policy documents, setting out EU security, cooperation, and development challenges and priorities. From a global security perspective, Afghanistan remains strategically important particularly in terms of the fight against international terrorism, extremism and drug trafficking. Unfortunately, the border and internal security of Afghanistan continue to remain extremely fragile and significantly affected by internal unrest and conflicts. In spite of EU support provided by the project since June 2014 and the progress made in the border management area in northern Afghanistan, there still remains an immense need for improved border management in Afghanistan.

Effectiveness

The planned results have been achieved to a large extent and led to intended outcomes in line with the project’s Action Document. The project’s conceptual approach was geared at supporting mainly the local and regional border authorities (initially ABP, later ABP and Border Forces) at the tactical/operational level in northern Afghanistan. The hard component provided by the project was important and necessary for better border control. The constructed border facilities, donated equipment, and capacity-building activities have improved the beneficiaries’ capacities, raised awareness about border management, improved border control, and increased document security. Consequently, the activities, outputs, and outcomes have improved border management in Afghanistan, particularly at the technical-operational level in northern Afghanistan. The project provided several outstanding outputs that have brought tangible changes and significantly improved the beneficiaries’ capacities. As the most outstanding achievements the construction of the Training Centre in Mazar-e-Sharif and the fact that BOMNAF II trained 1590 (including 130 female) Afghan Border police and Customs officers (1536 ABP and 54 ACD officers including 3 females) can be highlighted. Though this evaluation report evaluates only BOMNAF II, it is worth mentioning that the EU projects BOMBAF, BOMNAF I and BOMNAF II trained together 2,435 Afghan Border Police officers, but also many others indirectly benefited by the BOMNAF trained AFG trainers through the *training of trainers* approach.

Efficiency

The project has not encountered overlaps with other international development partner initiatives and according to the Afghan Border Police, BOMNAF was the largest donor project related to border management in Afghanistan which the Afghan Border Police benefitted from. As the project has been implemented from Tajikistan due to security and logistical issues, it has ensured very successful bilateral

coordination and cooperation networking with other development partners that addressed the Afghan-Tajik border issues. Furthermore, the project has established a conducive environment for the implementation of other parallel and subsequent non-EU funded projects that subsequently increased neighbourly relations in various areas, particularly between Afghanistan and Tajikistan. The national stakeholders have ensured a good commitment and ownership of the project. However, the project encountered several delays in relation to the construction of the border crossing points - Khohon and Dehqonkhona. Due to the delays, which were mostly related to the hiring of the project technical staff, weather conditions and other administrative hindrances, the project was subject to three no-cost extensions and will be finished in June 2019.

Sustainability Prospects

Several of the project's outputs, particularly as regards the constructions, are self-sustained (e.g. built border crossing points, the Training Centre in Mazar-el-Sharif, etc.) and are likely to sustain themselves for several decades. The technical equipment provided by the project contributed to better sustainability of the project's results and successfully complemented and supported the capacity-building activities, such as training courses, workshops, etc. The project performed a number of training courses and, where possible, applied the Training of Trainers approach, which ensured sustainability of the project's outputs. Based on this, it can be concluded that a number of project outputs will remain self-sustainable after the end of the project. However, the beneficiaries' capacity to maintain the provided equipment remains very limited due to the lack of own financial resources.

Impact Prospects

The main beneficiary of the project was the Afghan Border Police. The project's activities have improved beneficiary capacities in various fields. Based on EU support, the Afghan Border Police has significantly improved its local and regional institutional and technical capacity in northern Afghanistan. Furthermore, a significant achievement in terms of preparedness for crisis situations in the border areas has been made. The project has brought together the Tajik and Afghan border agencies and community leaders and taught them how to act in crisis situations and increased the cooperation between border forces and local communities in border areas. This, in fact, has led to increased inter-agency cooperation and cooperation between the national authorities and civil society in borderland communities, as well as promoted and introduced certain EU IBM principles. The overall impact of the action can be seen in the enhanced capacity of the Afghan border police in northern Afghanistan and in improved local cross-border cooperation between Afghan and Tajik border villages. As confirmed by the national stakeholders, the project has made a significant and positive contribution to the modernisation of technical capacities, enhanced institutional and educational capacities, and strengthened cooperation relations. As the Afghan Border Police was subject to an institutional change in February 2018, border surveillance/border protection is no longer under the Afghan Border Police responsibility. Nonetheless, since March 2018 the Border Force of the Ministry of Defence has been benefiting from several projects' deliverables that had been previously delivered to the Afghan Border Police, which at that time was the main beneficiary responsible for border surveillance.

EU Visibility

The project implemented a set of activities to ensure EU visibility in accordance with the EU Communication and Visibility Manual ¹(e.g. media coverage of the BOMNAF conferences, project's webpage, different announcements and press releases, etc.). It can be concluded that the EU visibility of the BOMNAF project was one of the best compared to other similar EU funded projects.

EU Added Value

The project also provided EU added value in terms of the project's contribution to national, regional and global security, and promotion of international cooperation, respect of human rights, and gender equality. As the EU is among the largest development cooperation partners of Afghanistan, its support was even more relevant, important and coherent for addressing global security objectives. Based on the provided long-standing support, the EU has become recognised as a reliable and key border management donor in Afghanistan and in the region.

¹ https://ec.europa.eu/europeaid/sites/devco/files/communication_and_visibility_manual_en_0.pdf

Conclusions

The project was significant and relevant for border management in Afghanistan and supported the Afghan government in fulfilling its national tasks and international obligations. However, border and internal security in Afghanistan remains significantly affected by internal conflicts, terrorism, drug production, drug trafficking, and drug smuggling across borders.

The BOMNAF project contributed to enhanced cross-border security and cooperation by improvement of the capacity of the Afghanistan Border Police in northern Afghanistan. The project improved cross-border cooperation, the technical and institutional capacity, and supported local cross-border legal trade, travel, and commerce along the Afghan border, particularly at the border with Tajikistan. The project also contributed to build mutual trust, improved prevention and disaster risk management, contributed to enhanced human security, as well as indirectly contributed to the enhancement and expansion of the cross-border local economic development on both sides of the Afghan – Tajik border. This was achieved by capacity building and through the provision of infrastructure, training and equipment to the Afghan Border Police deployed on the Afghanistan's northern borders. However, the national stakeholders still lack appropriate infrastructure, equipment, adequate training, etc. which require further continued donor support to maintain national, regional and international security.

The project ensured an excellent cooperation with a parallel border management project implemented on the Tajik side by UNDP, financed by the government of Japan. In this regard, significant benefits have been achieved in terms of synergy, complementary, connectivity, coordination and cost-efficiency. This excellent approach is worthy of being considered and replicated in other EU funded initiatives. Unfortunately, cooperation with the EU-funded "sister" programme BOMCA 9 has not been at a sufficient level, mainly due to the lack of BOMCA's capacities. Moreover, the project has ensured good donor coordination and applied an appropriate mix aid approach, combining capacity-building activities with hard component support, which ensured better buy-in and the project's sustainability.

The BOMNAF project, over its 10 years of implementation, has had a multiplier impact and established a conducive environment for other cross-border projects, particularly at the Tajik-Afghan border. Based on the BOMNAF attained capital, UNDP for example launched additional projects under its wider portfolio in various fields².

BOMNAF undoubtedly significantly improved the capacities of the Afghan Border Police through training courses, and provided equipment and infrastructure. However, these efforts mainly led to the improved working conditions of the Afghan Border Police, no evidence exists that EU support would have anyhow led to increased drug confiscations in northern Afghanistan, particularly at the border between Afghanistan and Tajikistan. On the contrary, the statistical data of the confiscations remain very low and less than 1 % of approximately 100 tons of heroin annually smuggled through the Afghan-Tajik border is confiscated by Afghan (and Tajik) border authorities.³

Recommendations

Given the needs and challenges that AFG is affected by, it is recommended to provide continued EU support in order to strengthen border management and address cross-border security threats, challenges, and to stimulate cross-border trade, cooperation and regional integration.

As there will be two EU IBM funded programmes in place in Afghanistan from 2020, the new BOMCA 10 phase should focus its operational activities on northern Afghanistan as well as involve other border management authorities that have not been included in the BOMNAF project so far, including the Border Force of the Ministry of Defence which in February 2018 become responsible for border surveillance and border protection.

As concerns future support, it is recommended to provide an appropriate mix of capacity building and hard component support to border surveillance capacities, border crossing points and international airports, to further support development, update and implementation of a training curriculum as well as to deliver various advanced training courses, including training and supply of detector dogs (K9). As concerns the capacity building and training courses, it is recommended that more activities are performed in Afghanistan in order to avoid an operational vacuum in beneficiaries' daily work.

² e.g. Project Livelihoods Improvement in Tajik-Afghan Cross-Border Areas, Phase II - LITACA II.

³ According to UNODC, about 500 kg drugs was confiscated in 2018 by the Afghan authorities near border areas

Furthermore, it is recommended to increase the use of Central Asian training capacities as CA countries are willing to support, cooperate and more strongly engage with Afghanistan.

However, future EU support should also consider cost-efficiency and value of money of EU support, particularly as regards investment in hard components. As the BOMCA 10 programme budget envisaged for Afghanistan will be significantly lower than the BOMNAF II project's budget, it is recommended that potential works or supplies are sub-contracted to an international organisation present in the region in order to avoid high costs associated with constructions (procurement of armoured vehicles, hire of necessary technical staff, etc.). Last but not least, it is recommended that the two new EU border management programmes seek synergies with other donors to combine capacity building and hard component efforts as well to support advanced joint cross-border infrastructural needs and initiatives.

1. Introduction

1.1 Description of the Action

The specific objective of the BOMNAF II project was to support cross-border security and cooperation, by improving Integrated Border Management (IBM) in northern Afghanistan (AFG). The project's aim was to contribute to supporting the government of AFG in fostering economic and political relations with the countries in the region through the promotion of economic development and stability.

The strategic project's result was to improve the Afghan Border Police (ABP) capacity to control its border through training, enhanced internal coordination and enhanced cross-border collaboration. The project has had three main outputs:

- Increased efficiency and capacity of the ABP on the AFG northern border;
- Improved inter-agency and cross-border communication, cooperation and coordination between AF and the Central Asian (CA) neighbours;
- Assisted strengthening of confidence building between AFG and CA countries (e.g. Heart of Asia process);

The project had a budget of € 7,580,000⁴ and has been implemented by the United Nations Development Programme (UNDP) since 2014. The project will be finished in June 2019. The project's activities in northern AFG were concentrated on the AFG-TJ border, with limited training along the UZ border. Since 2014, BOMNAF II has increased actions on the AFG side of the UZ border and included actions along the TM border, as well as organised the training courses at the OSCE Centre in Ashgabat.

1.2 Country and Region Background

AFG is a mountainous and landlocked country located between the Middle East, CA and the Indian subcontinent. It is bordered by Iran, Pakistan, Tajikistan (TJ), Turkmenistan (TM) and Uzbekistan (UZ). It also has a short border in the Wakhan Corridor panhandle with Xinjiang, an autonomous region of China. With a surface area of 652,000 km², it has a population of about 35.5 million people.

AFG remains one of the poorest countries in the world. The Afghan Living Conditions Survey⁵ for 2016-2017 shows that 55% of the population live below the poverty line and the share of women in wage employment in the non-agricultural sector is only 11%.⁶ AFG has to cope with depressed trade, investment and incomes that have adversely affected local economies within borderland communities in AFG and CA. The current state of governance within the region remains generally poor. Capacity at all levels of government is weak and the drug economy is perverting normal private and public sector activities. Many factors contribute to this state of affairs – civil war (which led to the loss of professional skills), multiple natural disasters, the economic downturn, and others.

From a global security perspective, CA and AFG represent a strategic hub, which is also fundamental for international stability. Any increased risk or factor of instability in CA and AFG could lead to an escalation that might ultimately impact on the security and migration situation not only in CA and AFG, but also in Europe and in other regions.

1.3 Sector Background

1.3.1 Security Threats and Challenges

The security situation in AFG remains volatile. In August 2017, the United Nations (UN) Secretary General changed its assessment of AFG for the first time since the fall of the Taliban regime in 2001, from a country in a situation of "post-conflict" to "a country undergoing a conflict" that shows few signs of abating. Similarly, the UN Office for the Coordination of Humanitarian Aid (UNOCHA) stated in December 2017 that what was once a low intensity conflict has now escalated into a war. Following a series of high-profile attacks launched by anti-government elements in urban centres, the UN Secretary General in February 2018 stated that the security situation was "highly unstable". In 2018, AFG was ranked on almost the last place (162) among 163 countries on the Global Peace Index.⁷

⁴ The project's budget was increased with the contract addendum 4 (non cost extension no. 3) at the end of 2018 by 80.000 € which had been gained from interests of this grant that had grown on the UNDP's account. The total budget of the project was € 7.580.000 M.

⁵ https://cso-of-afghanistan.shinyapps.io/ALCS_Dashboard/

⁶ ibidem

⁷ <http://visionofhumanity.org/app/uploads/2018/06/Global-Peace-Index-2018-2.pdf>

According to the UN Assistance Mission in Afghanistan (UNAMA) 3,804 civilians were killed in 2018, the highest toll since it began compiling figures in 2009. Another 7,189 were wounded. The Taliban were responsible for 37%, ISIS for 20%, and other armed groups for 6% deaths and casualties. For example, and in relation to border management, in March 2019 Taliban attacked the Afghan National Security Forces (ANSF) in the north-western district of AFG where approximately 150 border guards fled their posts and tried to cross into neighbouring TM. Authorities in AFG confirmed that the Taliban captured 58 government forces during recent fighting in a north western district bordering TM.⁸ In north and north-eastern AFG the security situation and trends continue to be affected by armed conflicts between the Afghan National Security Forces and anti-government elements.

Factional disputes, as well as conflicts among local commanders and rival parties, also often trigger displacements of AFG people. A considerable number of anti-government elements are active in Kunduz and Badakhshan provinces and they often launch military attacks targeting ANSF, government employees and humanitarian workers, and practice harassment and intimidation of civilians. The security situation in the north and north-eastern regions of AFG has substantial cross-border impact and implications also for the neighbouring CA states – UZ, TM and TJ.

Approximately 300 kilometres of the AF-CA countries' borders (TM, TJ, UZ) are not controlled by the AFG Border Troops in the immediate vicinity of the border line due to security and other reasons. According to the TJ security forces, app. 78 kilometres of the AFG border with TJ on the AFG side are controlled by the Taliban, engaged in drug smuggling and terrorism. The deterioration of security along the TJ-AFG border is demonstrated also by an incident at the Shohon-Khohon border which took place in December 2018 when a TJ border commander was killed by the AFG drug smugglers on the TJ side of the AFG-TJ Border. In the light of the worsened security situation and presence of a security threat, the TJ authorities retain closed several cross-border local markets at the TJ-AFG border (e.g. Shohon/Khohon, etc.).

According to various sources, at present the Taliban control or contest nearly half of AFG, the most since US-led forces ousted it from power in 2001. Given the uncertainty of the outcome of the peace talks and the likelihood of the withdrawal of the USA military forces from AFG, concerns about potential conflict spill over to CA are growing.

AFG remains crucial for the fight against international terrorist and religious-extremist organizations, as well as against drug trafficking and weapons smuggling. ABP capability has not yet developed sufficiently to meet European and international standards. This applies particularly to the principles of transparency, trade development, border crossing point efficiency, infrastructure development and scales of equipment issued and training provided to field units. There is therefore a significant requirement to enhance security through Integrated Border Management (IBM) along the AFG-TJ and AFG-UZ borders (as well as frontiers with other neighbouring states) and to improve cooperation among local, national and international partners to address cross-border and regional issues.

1.3.2 Trade development

AFG has the potential to become a major transit route between CA, to the Gulf and the Arabian Sea. Both TJ and UZ clearly have a role in assisting the stabilization of AFG. As concerns UZ, its recent change of direction in UZ foreign and internal policies has led to major changes in the region, with a revamped interest in regional cooperation. More specifically, UZ has a strong interest in having an important role in the AFG peace process. AFG regional trade links with CA have also been strengthened in recent years, thereby enhancing its exports base and economic integration through trade. The recent development of trade routes and UZ commitment and willingness to more strongly engage with AFG are likely to generate earnings for AFG, and strengthen regional and economic cooperation. Therefore, the prospects for stimulating poverty-reducing growth through trade expansion between AFG and its neighbours and beyond have improved and significantly increased in the recent period.

Afghanistan's future lies in trade partnerships. Efficient systems within AFG will be an essential component in the development of effective and competitive CA transit routes, as part of a North-South Trade Corridor, and an East-West Trade Corridor. Nonetheless, long waiting times for customs clearance as well as the presence of red tape and corruption at borders still hamper regional connectivity and trade in CA. For example, the World Bank's (WB) Logistics Performance Index for 2014-2018 ranked AFG in almost last place (165) among 167 countries.⁹

⁸ <https://www.voanews.com/a/officials-confirm-taliban-captured-58-afghan-soldiers-/4836766.html>

⁹ <https://lpi.worldbank.org/international/aggregated-ranking>

Notwithstanding, in recent years AFG has undertaken important technical and political steps towards enhanced regional integration, including with the regional integration fora such as the Regional Economic Cooperation Conference on Afghanistan (RECCA) and the Heart of Asia-Istanbul Process. The EU, in particular, has been supporting issues such as quality and standards, World Trade Organisation (WTO)-related trade facilitation and trade policy formulation, including through a number of Public-Private Dialogues with UZ and Kazakhstan (KZ). Furthermore, AFG has experienced reductions in the time to prepare documentation following training programs or pilot tests when implementing the Automated System for Customs Data (ASYCUDA), a customs data management system developed by the United Nations Conference on Trade Development (UNCTAD).¹⁰ Last but not least, the Strategy on connecting Europe and Asia, which was adopted in September 2018, should be mentioned as well. The Strategy, among others, also includes AFG and CA countries. In 2016, AFG became a member of the WTO¹¹ and joined the Trade Facilitation Agreement (TFA)¹². ACD has the responsibility for implementation of most of the TFA provisions either alone or together with other Afghan governmental agencies. TFA implementation is an area in which ACD needs donors support. The AFG accession to WTO will contribute to further development and integration of AFG in the global market as well as facilitate cross-border trade, connectedness and cooperation with other countries globally.

1.4 Aim of the Evaluation

The overall objective of the evaluation, as outlined in the ToR (Terms of Reference), was to assess the achievements, the quality and results of actions, with a strong emphasis on results-oriented approaches. From this perspective, the evaluation looked for evidence on why, whether or how these results are linked to the EU intervention and seek to identify the factors driving or hindering progress. The evaluation provides an understanding of the cause and effect linkages between inputs, activities, outputs, outcomes, and impacts, and serves for accountability, decision making, learning and management purposes.

The main objectives of this evaluation provide the relevant actors of the European Union and interested stakeholders with:

- an overall independent assessment of the past performance of the BOMNAF II project, paying particular attention to its results measured against its expected objectives and the reasons underpinning such results;
- key lessons learned, conclusions and related recommendations in order to improve future Actions;
- a forward looking perspective;

¹⁰ World Doing Business Report 2018, page 48

¹¹ https://www.wto.org/english/thewto_e/whatis_e/tif_e/org6_e.htm

¹² https://www.wto.org/english/tratop_e/tradfa_e/tradfa_agreeacc_e.htm

2. Answered Questions / Findings

2.1 Evaluation Question no. 1

To what extent has EU support through the BOMNAF project contributed to the implementation of EU external policy objectives (EU-Asia, EU-CA and EU-Afghanistan regional and bilateral strategies)?

- EU support provided through BOMNAF has to a considerable extent contributed to the implementation of the EU-Asia, EU-CA and EU-Afghanistan regional and bilateral strategic policy documents in the field of border management, security, fight against drugs and corruption.
- BOMNAF support was important to and beneficial for the implementation of the universal policy objectives such as United Nations Sustainable Development Goals (UN SDGs), EU-CA bilateral and regional policies as well for the implementation of the AFG national policies in the field of security, border management, fight against drug trafficking, cross-border cooperation and trade. Though AFG doesn't have an IBM Strategy, the project complemented the AFG government's efforts in the implementation of the Mol Strategic Plan 2018-2021, the National Strategy for Combating Corruption (2017), particularly its part related to ending corruption in the security sector, as well the National Peace and Development Framework of Afghanistan (2017). (JC-11)
- The high level conference, Sustainable Trade as an Aspect of Regional Cooperation (Trade Facilitation Conference), supported and organised by BOMNAF, complemented the EU-CA-AFG high level policy dialogue in terms of cross-border cooperation, trade and development. Furthermore, BOMNAF also supported the integration and cooperation of AFG in the Central Asia Border Security Initiative Conference (CABSI), enabling the AFG participants jointly addressing the issues of foreign terrorist fighters, migration challenges and trade facilitation. EU support provided by supporting high level events as well as technical and capacity building support (e.g. training, equipment, infrastructure) have been relevant to the increased instability and border security challenges in AFG. EU support has had a positive impact on the overall regional stability and security. Based on this, the BOMAF project has also been relevant to and important for addressing the EU and regional needs, challenges and priorities in AFG. (JC-12)
- With the afore-mentioned activities, BOMNAF has created an EU added value in implementing strategic EU and UN objectives as well as established an important political capital. Last but not least, it has created a conducive environment for follow up support not only in the border management area, but also in other development areas. (JC-13)

JC 11	<i>EU support, channelled through BOMNAF, has provided a conducive environment for policy dialogue and facilitated the implementation of global UN and EU strategic objectives</i>
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I-111 EU support has contributed to the achievement of universal UN objectives (SDGs)

The project has been relevant to the changing national and regional security context and corresponded to global, regional, and national strategies. The project has been closely linked with the latest developments at the universal international level and has contributed to the achievement of the UN SDGs in AFG and in general. More specifically, the 2030 Agenda for Sustainable Development, Goal 16, recognises that reducing conflict, crime, violence, discrimination, and ensuring the rule of law, inclusion, and good governance, are the key elements of people's well-being and essential to securing sustainable development. In addition to this, the project was also relevant to the SGD' Goal no. 5 - Gender Equality, Goal no. 8 - Decent Work and Economic Growth, and Goal 10 - Reducing Inequalities.

I-112 EU support has contributed to the implementation of the Afghan strategic policy document and EU regional and bilateral strategies

Effective border management has emerged at the forefront of AFG and the CA nations' domestic and foreign political agendas, partly as a result of the increasingly unstable security and political situation in AFG, which is moving through northern AFG. The EU has established both bilateral and regional mechanisms of cooperation with AFG and CA in order to ensure security, stability, prosperity, and

development by means of peaceful interaction. The EU - AFG - CA cooperation in the area of border management, migration, fight against crime and security has been framed by a number of EU global, regional and bilateral strategic policy documents:

- the EU's Central Asia Strategy of 2007¹³ (reviewed in 2015),
- the New EU Strategy on Central Asia (15 May, 2019)¹⁴
- the EU Strategy: Connecting Europe & Asia (September 2018)¹⁵
- the EC Multiannual Indicative Programme (MIP) for Central Asia 2014-2020¹⁶;
- the EC MIP for Asia 2014-2020¹⁷,
- the EU Strategy for Afghanistan (2017)¹⁸,
- the EU-Afghanistan Cooperation Agreement on Partnership and Development, (2017)¹⁹;
- Increasing the Impact of EU Development Policy: an Agenda for Change (October 2011);
- the 2016 Global Strategy for the European Union's Foreign And Security Policy²⁰;
- the EU Drug Strategy (2013-2020)²¹ and EU-Central Asia Action Plan on Drugs (2014-2020)²², and
- the Guidelines for IBM in EC External Cooperation (2010)²³.

The EU - CA strategy, which was last reviewed in 2015, aims to achieve stability and prosperity while promoting open societies, the rule of law and democratisation. A renewed EU - CA Strategy is under elaboration (planned for adoption in mid-2019) and will likely contain security and border management among its priorities²⁴. The EU Special Envoy for AFG was appointed at the European External Action Service (EEAS) in 2017 in order to advance the EU's contribution to delivering lasting peace and prosperity in AFG and in the region. MIP for Asia - the programming basis for the EU's regional action under which AFG is covered, sets regional integration, spurring trade, investment, peace and stability, support to confidence building activities under the Heart of Asia and RECCA processes as well as trade related assistance as priorities. In addition, the specific bilateral MIP for AFG, after its mid-term review, includes Peace, Stability and Democracy and Sustainable Growth and Jobs as the focal sectors for the EU's cooperation with AFG. The MIP pays attention to supporting the AFG MoI (Ministry of Interior), the 'mother' ministry of ABP.

The Multiannual Indicative Programme Regional Central Asia 2014-2020,²⁵ developed in-line with the Agenda for Change²⁶, adopted by the EU to increase the impact and effectiveness of EU development policy and revised so as to meet the objectives of the updated Strategy, identifies two focal points for assistance:

- Regional Sustainable Development (focusing on energy, environment/water and socio-economic development) and
- Regional Security for Development (focusing on integrated border management, fight against drugs and crime, regional security – rule of law).
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BOMNAF II has served as an implementing tool for the implementation of the aforementioned EU bilateral and regional policy documents, particularly in northern Afghanistan. Furthermore, BOMNAF also contributed to the implementation of the AFG national policy documents such as the Ministry of Interior Strategic Plan 2018-2021 (MISP 1379-1400) and the Afghanistan National Peace and Development Framework 2017-21 (ANPDF), setting out also security outlook and development²⁷. Though MISP was developed four years after the start of BOMNAF II, the project contributed to the enhancement of border security, being one of the main pillars of overall national security. The project

¹³ https://eeas.europa.eu/sites/eeas/files/st_10113_2007_init_en.pdf

¹⁴ https://eeas.europa.eu/headquarters/headquarters-homepage/62412/new-eu-strategy-central-asia_en

¹⁵ https://eeas.europa.eu/headquarters/headquarters-homepage/50699/connecting-europe-asia-eu-strategy_en

¹⁶ <https://ec.europa.eu/europeaid/sites/devco/files/mip-2014-2020-central-asia-regional-20140812-en.pdf>

¹⁷ https://eeas.europa.eu/headquarters/headquarters-homepage/7631/2014-2020-regional-multiannual-indicative-programme-asia_en

¹⁸ https://eeas.europa.eu/generic-warning-system-taxonomy/404_en/42940/EU%20Strategy%20on%20Afghanistan

¹⁹ <http://data.consilium.europa.eu/doc/document/ST-12966-2016-INIT/en/pdf>

²⁰ https://eeas.europa.eu/archives/docs/top_stories/pdf/eugs_review_web.pdf

²¹ https://www.consilium.europa.eu/media/30727/drugs-strategy-2013_content.pdf

²² <http://europeanmemoranda.cabinetoffice.gov.uk/files/2014/03/18020-132.pdf>

²³ <https://europa.eu/capacity4dev/file/21153/download?token=3IOSGDif>

²⁴ [http://www.europarl.europa.eu/RegData/etudes/BRIE/2019/633162/EPRS_BRI\(2019\)633162_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/BRIE/2019/633162/EPRS_BRI(2019)633162_EN.pdf)

²⁵ <https://ec.europa.eu/europeaid/sites/devco/files/mip-2014-2020-central-asia-regional-20140812-en.pdf>

²⁶ Increasing the Impact of EU Development Policy: an Agenda for Change, European Commission, 2011.

²⁷ <http://extwprlegs1.fao.org/docs/pdf/afg148215.pdf>

was consistent with the MISP Goals: i) strengthening public order and security, ii) providing law enforcement through detecting crime and countering criminal activity, iii) providing effective and transparent citizenship services and iv) strengthening the efficiency and effectiveness of Mol. EU support, channelled through the BOMNAF project, thus specifically contributed to better addressing border related security challenges and threats by providing technical and institutional capacity to ABP under Mol. More specifically, BOMNAF II project supported the following specific needs,²⁸ defined in MISP;

- behavioural change,
- gender and anti-corruption issues,
- improvement of working and living conditions.

Furthermore, BOMNAF II, through its activities, contributed to the implementation of the Afghan National Strategy for Combating Corruption (2017), particularly to the part related to ending corruption in the security sector, as well as to the National Peace and Development Framework of Afghanistan (2017), the part related to women and socio-economic development.

JC 12	<i>EU support has been relevant to Afghanistan given the current challenges and EU priorities</i>
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I-121 EU policy dialogue and support have strengthened confidence between CA countries and Afghanistan

In 2016, a sustained political and financial support to peace, state-building and development in AFG was confirmed by the international community at the Brussels Conference on Afghanistan, co-chaired by the EU and AFG. The EU and its Member States (MS) pledged EUR 5 billion (USD 5.6 billion) out of a total EUR 13.6 billion (USD 15.2 billion) in support for the period 2016-2020, which makes the EU as a whole the largest development cooperation partner of Afghanistan. The EU policy dialogue both with AFG and CA has thus contributed to strengthened confidence between CA and AFG, including at the technical cooperation level in border management. More specifically, the EU supported several cooperation initiatives and platforms, involving the AFG and CA representatives, such as CABS, BOMCA’s Issyk-Kul Conference and BOMNAF’ Trade Facilitation Conference, which all supported dialogue among involved high-level participants. Furthermore, the EU regional programme BOMCA and the BOMNAF project have strengthened and improved cross-border cooperation at the technical level and supported facilitated local cross-border trade, particularly at the AFG – TJ border. In parallel, AFG has undertaken important technical and political steps towards enhanced regional integration, including through the active participation in regional integration fora such as RECCA and the Heart of Asia-Istanbul Process.

Since 2013 the EU and CA introduced yearly High Level Security Dialogue (HLSD) meetings at the level of Deputy Ministers of Foreign Affairs, providing an opportunity to exchange views and intensify cooperation on a broad spectrum of regional developments in and around Central Asia, with a particular focus on security. The most recent (fifth) HLSD took place in TM in June 2018, reiterating joint EU-CA political will and commitment to address security issues. For the first time, AFG with BOMNAF support also took part in these discussions, thereby showing the relevance of including AFG within the CA’s security agenda. Furthermore, BOMNAF also supported AFG participation to the 12th and 13th²⁹ CABS Conference - a regional dialogue platform. CABS has been successful, especially for its role in networking and establishing contacts between representatives of CA border management agencies and

²⁸ Mol Strategic Plan, Section 2 – Strategic Direction, page 14

²⁹ On 4 October 2017, Vienna hosted the 13th Central Asia Border Security Initiative Conference (CABS), gathering over 100 international participants to discuss issues relating to transnational organised crime, migration challenges and responses, and trade facilitation issues. The conference was hosted by the Austrian Federal Ministry of the Interior and organised in cooperation with the European Commission, the BOMCA Programme and the Organisation for Security and Cooperation in Europe (OSCE). It gathered officials from Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan, Afghanistan, EU Member States and other countries playing an important role in the region, as well as key international actors in the field of migration.

AFG and provided opportunities for better donors' and states' mutual understanding of CA and AFG needs and challenges.

I-122 EU support provided through BOMNAF constituted EU added value and created political capital and leverage

BOMNAF has been an important key stakeholder in creation of EU political capital and leverage, not only in AFG, but also in the region. BOMNAF gained important political capital throughout its project life-span, also in TJ which significantly contributed to the facilitated implementation of the BOMNAF project activities in northern AFG (e.g. providing TJ government permission to construction workers' access to the construction sites on the AFG side through simplified visa/cross-border regime and passing through non-existing border crossing points) which otherwise would be more difficult or even impossible. Furthermore, EU support provided through the BOMNAF project was also important in terms of the perception of the EU. Namely, as confirmed by various interviewees, the EU has become recognised as a reliable and key border management donor, providing a coordinated border management assistance in northern AFG together with other important donors such as the USA, Japan, and others.

JC 13	<i>EU support has had a positive image and increased EU credibility in Afghanistan</i>
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I-131 EU support for Afghanistan was beneficial despite influence and financial support provided by other donors

The BOMNAF support was mainly provided in northern AFG and was beneficial despite the influence and financial support provided by other donors. Moreover, EU support provided through BOMNAF successfully complemented other donors' initiatives. At the Aqina Border Crossing Point (BCP) on the AFG -TM border, BOMNAF expanded the ABP facilities that had been previously built with the USA donor support (for more see I-231).

I-132 EU support has been positively perceived by the national stakeholders and beneficiaries

As confirmed by various interviewees during the evaluation and as evident from the media reports, EU support provided through BOMNAF has been very positively perceived, both by the main beneficiary as well as by the other stakeholders such as the borderland communities, etc. EU support has thus increased the EU credibility at the governmental level, particularly within the MoI and ABP as well as in the regional and local border areas in northern AFG. Nonetheless, the very positive EU image and credibility has not been attained exclusively during the BOMNAF 2 phase, but it has been gained throughout the implementation of the preceding EU funded projects BOMBAF, BOMNAF I, implemented since 2007.

It is important to note that EU support has not only been positively perceived by the national stakeholders in AFG, but also in TJ. Namely, TJ has been also committed to the cooperation between AFG and TJ, thus it strongly supported the joint BOMNAF activities over the BOMNAF project's life-span. Based on that, BOMNAF performed a number of joint activities which increased the AFG and TJ border management capacities and enhanced cross-border cooperation and mutual trust.

2.2 Evaluation Question no. 2

To what extent has the BOMNAF project improved border management in northern Afghanistan in line with EU objectives and stakeholder priorities?

- **BOMNAF has to a considerable extent improved border management in northern Afghanistan** through the provision of capacity building activities (training courses, workshops, raising awareness events, etc. as a soft component and delivery of equipment) and construction of border related facilities considered as a hard component type of support.
- Though the BOMNAF objective was to train at least 500 ABP officers, BOMNAF eventually trained 1590 officers from the ABP and Afghan Customs Department (ACD), including 130 women. In most of the training courses the participation of the TJ Border Guards was also ensured. The presence of the TJ Border Guards created an added value to the training courses and contributed to better operational exchange of experience, building trust and mutual understanding. Furthermore, BOMNAF II built several border management facilities such as the BCPs in Khohon and Dehqonkhona, an additional building at the BCP in Aqina, the Training Centre in Mazar-e-Sharif and completed the construction of the Headquarter Facilities for the AFG Battalion at Chashmai Tut, Khohon, which was initiated during the BOMNAF I Phase. These facilities have significantly improved the infrastructural capacity of ABP. (JC 21)
- The construction of the Training Centre in Mazar-e-Sharif has also significantly increased the training capacities of ABP. Though the Training Centre is now under the institutional responsibility of the Border Force under the Ministry of Defence (MoD) in charge of border surveillance and border protection, the Training Centre continues to train border guards/soldiers (previously border police officers). However, as the Training Centre does not belong anymore to ABP, the training courses for ABP in charge of border checks are not conducted anymore in this centre. BOMNAF has also introduced the ToT approach which ensures cascading the acquired skills for other staff. (JC 22)

JC 21	<i>EU support has contributed to increased capacity of Afghan border guards</i>
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I-211 Evidence for increased skills of border guards’ authorities

During the project’s life-span, BOMNAF delivered a number of training courses, such as training on narcotics and precursor interdiction, transparency, integrity and accountability, customs and trade facilitation, border security and travel documentation, community based management, migration management, gender integration, human trafficking and human rights, disaster risk management, use of technical means and specialist skills, driving training and all-terrain vehicle training, information and telecommunication (IT) skills, practical first aid, survival swimming training, etc. The project provided both low level skills trainings such as first-aid, navigation, computer literacy, and driving skills, as well as more advanced training courses.

BOMNAF also performed several specific border management awareness training courses, bringing together important elements of border security management and helped trainees to understand international standards, and use modern methods and technologies to prevent transnational crime. The topics included: management and control of borders; risk analysis models; intelligence information analysis; detection of fraudulent documents and impostors; anti-corruption techniques; combatting trafficking in humans, drugs, and weapons; preventing money laundering; leadership and management techniques; gender and human rights issues. The lessons of the courses addressed specific needs of women in border security and management. These courses were mainly provided for ABP at the OSCE Border Management Staff College (BMSC) in Dushanbe. It should be noted that the ACD representatives also took part in certain training courses. The project also ensured in-kind contribution by ABP who provided their own trainers for certain training courses in the Training Centre in Mazar-e-Sharif.

The BOMNAF objective in terms of training was to train at least 500 AFG beneficiaries in integrated border management and associated subjects. However, the project tripled the envisaged project’s objective as it trained 1590 officers from ABP and ACD, including 130 women.

I-212 Evidence for increased border check technical capacities (provision of equipment and construction of border control facilities).

Apart from the institutional capacity building activities, the project has also provided support in hard components, more specifically in soft (equipment) and hard infrastructure (construction of 3 border crossing points and renovation of the Training Centre in Mazar-e-Sharif). The construction of the BCPs has improved the working and living conditions of staff and improved the infrastructural capacity of these BCPs.

Border Crossing Point in Aqina (AFG - TM border)

In June 2017, BOMNAF completed the construction of a new facility for passport control, registration, customs inspection, and vehicle search at the Aqina BCP in north-west AFG, on the AFG-TM border. Before the BOMNAF construction, other living and working facilities had been built by another donor (USA), but that infrastructure did not provide appropriate facilities for passport control, passenger and vehicle search or registration purposes as the ABP building was placed approximately 100 metres from the main road. In order to carry out border checks near the main cross-border road, BOMNAF expanded this BCP through the construction of a new building at the main road for border checks, built public toilets and showers, a vehicle inspection pit next to the main road, and set up a chain-link fencing between the border zone and truck parking area. In addition to this, BOMNAF equipped the BCP with binoculars, cameras, GPS, etc. The technical capacity of the BCP, where approximately 70-80 trucks cross through the AFG - TM border daily, has been importantly enhanced with EU support as it enabled more efficient and effective border procedures.

Border Crossing Point in Khohon (AFG – TJ Border)

BOMNAF also constructed and handed over to the AFG authorities the border crossing point Khohon in November 2018. The new facility consists of an office space, accommodation, kitchen and dining room, toilets and wash rooms, meeting room and classroom etc. It is equipped with all necessary equipment to maintain and run an operational BCP, including laptop computers, office equipment, radio communication equipment, search and detection equipment, furniture, beds and bedding, kitchen equipment, etc. The facility is powered entirely by a solar power supply system and has its own independent drinking water source.

At this location there is already a Shohon BCP and cross-border market on the TJ side of the border, and a new bridge built over the Amy Darya bordering river. These facilities were funded by the Pakistan-Afghanistan-Tajikistan Regional Integration Program (PATRIP) and built by the Aga Khan Foundation. However, without a proper BCP facility on the AFG side of the border, funded by BOMNAF, the bridge and the cross-border market on the TJ side could not be used effectively.

Border Crossing Point Dehqonkhona (AFG – TJ Border)

BOMNAF has been constructing the BCP Dehqonkhona to provide a symmetric facility at the Langar-Dehqonkhona bridge in the Wakhan valley where there already exists a BCP facility on the TJ side of the border built with the Japan International Cooperation Agency (JICA) support and implemented through the UNDP Border Management Project. The BCP on the AFG side, funded by BOMNAF, has a similar structure as on the TJ side. At present, the construction works are completed to 75% and it is planned that the BCP will be completed and handed over to the AFG authorities by June 2019.

In addition to the above mentioned facilities built under BOMNAF II, the project also completed a renovation of the BCP Sheghnan, constructed under the previous BOMNAF phase.

I-213 Evidence for increased border surveillance technical capacities (provision of equipment and construction of border surveillance facilities).

BOMNAF II supplied specialised equipment aimed at enhancing the ABP surveillance capacities and mobility along the northern part of the state border. As regards increased ABP mobility, the project delivered and handed over all-terrain vehicle (ATV) Polaris quad bikes to ABP units in northern AFG. Prior to the delivery and handover of the ATVs, ABP personnel were trained on correct use and maintenance of the ATV's to ensure effective and sustainable use of the donated equipment. The project also supplied various types of equipment necessary for border patrolling at the green border for 160

persons, able to live in the field during operations and patrolling. The equipment included: i) camp equipment – tarpaulin tents, sleeping bags, lanterns, Jerri cans, buckets, ii) camp furniture and bedding - camp-cots, camp-chairs, camp-tables, etc., iii) camp tools - picks, shovels, tool-boxes, hand tools etc., iv) camp kitchen equipment - pots & pans, insulated containers, etc., vi), personal equipment - Leatherman hand-tools, flashlights, head-torches, safety hat, gloves and clothing, vi) field (camp) generators and field telephones and cabling.

In 2017, the project completed the construction of the **Headquarter Facilities for the ABP Battalion at Chashmai Tut, Khohon district, in northern AFG**. The building contains office & accommodation blocks for officers and soldiers, meeting space & classrooms, kitchen & dining facilities, toilet & washroom blocks, storages & security booth, etc. The facility is powered with renewable, eco-friendly and independent solar energy systems, built within the perimeter of the battalion HQ and operated by trained ABP officers. The new construction provides not only all necessary living and working conditions for ABP officers, but also ensures better security due to its location, placed away from the populated area. In addition to this, BOMNAF also provided specific equipment for border surveillance such as ATV Polaris, HF and VHF radio; office furniture and equipment such as laptop computers and printers; navigation equipment; detection equipment such as binoculars and telescope; camping equipment such as sleeping bags, tents, portable power generators, hand tools, cool boxes, torches, distance meters, folding tables and chairs, etc.

JC 22	<i>EU support has strengthened Afghan training institutions</i>
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I-221 Training Centre for Afghan Border Police in Mazar-e-Sharif constructed and operational

In July 2017, BOMNAF handed over the newly constructed and equipped Training Centre in Mazar-e-Sharif to ABP. The Training Centre is a two-story building consisting of classrooms, office space, accommodation, kitchen and dining room, toilet and wash rooms, etc., and is equipped with all necessary equipment including laptop computers, office equipment and furniture, beds in bedding, kitchen equipment, etc. The Training Centre was under the competency of ABP until February 2018 when came under the auspice of the Border Force of MoD in charge of border surveillance and protection of the state border.

As verified during the evaluation field visit in the Training Centre, the Border Force to whom the Training Centre now belongs continues with the training courses dedicated for border guards/soldiers engaged in border surveillance/border protection. During the visit of the Training Centre, the evaluators spotted two training courses in progress, a basic training course on literacy for the women and an IT training for the Border Force staff. As verified on the spot, all the equipment provided to the Training Centre is still in the Training Centre and is being effectively used. Furthermore, according to the beneficiaries, the Training Centre in Mazar-e-Sharif is the most modern and advanced Border Force Training Centre in AFG.

I-222 Training-of-Trainer system introduced and implemented

In June 2015, the project started to deliver training cycles in the Training Centre in Mazar-e-Sharif, which represented a significant part of the BOMNAF’s training investment in the ABP beneficiaries’ skills. The project introduced the ToT approach which ensures that capability can endure following any change of strategy or reallocation of donor resources and ensure a sustainable long-term training strategy. ABP was initially able to train approximately 60 trainees per cycle, but since the completion of the new Training Centre with the BOMNAF support, it is able to train approximately 100 trainees on the following subjects: First Aid (25 personnel); ICT (30 personnel); Navigation (20 personnel); Driving (20 personnel); and Knowledge & Data Management (5 personnel). During the project life-span, in total 14 training cycles were provided by project support in the Training Centre. In addition to the training courses, the project also developed and delivered the Handbook for ToT. After the completion of the BOMNAF II training activities, BOMNAF also continued to support OSCE in identifying adequate ABP participants to the OSCE-led training courses in TJ.

2.3 Evaluation Question no. 3

To what extent has the BOMNAF project improved inter-agency and cross-border communication, cooperation and coordination between Afghanistan and CA countries?

- **The BOMNAF project has to a certain extent contributed to the enhancement of inter-agency and cross-border communication, cooperation and coordination between AFG and TJ.**
- The cross-border cooperation between AFG and TJ border authorities has been introduced and framed by an inter-state cooperation agreement and subsequent additional protocols and workplans concluded by the AFG and TJ border authorities. For this reason BOMNAF did not support adoption of cross-border cooperation agreements or protocols between AFG and CA countries as these have been initiated and concluded by the state authorities without external donor support. (JC 32)
- Nonetheless, BOMNAF complemented the established institutionalised cooperation between AFG and TJ with the provision of joint AFG-TJ training activities where the participants shared best practices, built trust, etc. Moreover, BOMNAF also increased inter-agency cooperation by the organisation and co-funding of various high level conferences and cooperation platforms such as CABS, Issyk-Kul, and the Trade Facilitation Conferences that all contributed to the creation of a conducive environment for high-level networking and cooperation between AFG and CA countries. (JC 31, 32)

JC 31

EU support increased inter-agency cooperation

I-311 The Implementation Plan on Improving Inter-Agency and Cross-Border Cooperation for the Northern Border developed and implemented

With the BOMNAF support, the Implementation Plan on Improving Inter-Agency and Cross-Border Cooperation was developed in 2014. The Implementation Plan was incorporated in the BOMNAF Annual Work Plan³⁰. According to the plan several events between border agencies in the field were organized and supported by BOMNAF. Occasionally the planned activities were not implemented due to various reasons. For example, the attempt to organize and facilitate “*Operation Building Bridges*” for the border agencies during the second half of 2015 was postponed twice due to unavailability of the key ABP staff to take part in the event³¹. However, in 2016 BOMNAF organised and facilitated a one-week joint field mission - *Operation Building Bridges* - for the AFG and TJ border guards and other officials. The eighteen officers involved discussed issues of mutual concern, and shared ideas to improve cooperation.³²

I-312 Evidence for increased Inter-Agency cooperation among Afghan national stakeholders

As concerns inter-agency cooperation, it shall be mentioned that BOMNAF mainly dealt with the local ABP authorities in northern AFG, thus no top-down institutional changes have been introduced to increase overall inter-agency cooperation among the AFG national stakeholders. However, in northern AFG BOMNAF organised several training courses on disaster risk management at the TJ-AFG border where ABP and community leaders took part. Training courses covered several different aspects of disaster risk management and practical applications of this subject included plans for response and rescue of affected populations. These training courses increased cooperation between the community leaders and ABP. In addition to this, it can be also mention that BOMNAF conducted several Border Management Awareness (BMA) training courses in cooperation with the OSCE BMSC where ABP, ACD and TJ border authorities took part.

JC 32

EU support increased cross-border communication and coordination

³⁰ BOMNAF annual progress report 2014

³¹ BOMNAF annual progress report 2015

³² BOMNAF annual progress report 2016

I-321 EU supported high-level conferences provided an added value in cross-border cooperation

BOMNAF supported cross-border communication and coordination through the organization of different events such as high-level conferences and regular meetings at BCP level. One of the CA states' cooperation platforms was already mentioned - the CABSİ conference. Over the years, CABSİ has become a well-known regional coordination platform bringing together CA border-related agencies, international donors and neighbouring states (Russia, China, Afghanistan, etc.). CABSİ has developed into a dialogue mechanism on border management in the region. The 12th CABSİ Conference was held in April 2016 where the participating CA countries acknowledged the shared interest of CA and international stakeholders in enhancing border security and facilitating legitimate travel and trade across the borders. The 12th CABSİ Conference gathered more than 120 participants from 15 countries as well as 15 international organisations and donor programmes working in the field of border security, migration management and trade facilitation. The conference was organised in cooperation with BOMNAF II, OSCE, and the Austrian Federal Mol in order to discuss a modern IBM approach, strengthening border security, managing mixed migration and facilitating legitimate movement and trade.

In October 2017, the 13th CABSİ Conference was held which gathered over 100 international participants discussing issues related to transnational organised crime, migration challenges and responses, and trade facilitation. The conference was hosted by the Austrian Federal Ministry of the Interior and organised in cooperation with the European Commission, the BOMCA 9 Programme and OSCE. It gathered officials from KZ, Kyrgyzstan (KG), TJ, TM, UZ, and EU Member States, as well as key international actors in the fields of the Conference themes. BOMNAF facilitated the participation of representatives of the ABP and the Ministry of Foreign Affairs (MFA) of AFG.

BOMCA phases regularly supported the Issyk-Kul Conferences, which gather Heads of CA Border Guards Services. These meetings provided a forum for discussion of border management, regional and/or bilateral cross-border cooperation issues and exchange of general information in the CA countries, at the highest decision-making level and enhanced exchange of information between CA border agencies, and reduced tensions between the commanders of the CA border guard services, which otherwise might have not happened. In 2018, BOMCA organised the conference in KZ where a new concept was introduced, which includes the involvement of AFG, Iran, China, AFG, European Coast and Border Guards Agency FRONTEX and INTERPOL. BOMNAF funded and facilitated the participation of AFG delegates at the Issyk-Kul Conference in 2018 and the participation of AFG in the conference was highly commended by all participants.³³

BOMNAF thus supported the high-level conferences and provided an added value in cross-border cooperation and enabled AFG to become more actively included in the high-level regional platforms. The BOMNAF participation at the conferences also enabled the AFG participant to discuss technical issues at the side meetings held with bilateral partners from CA countries and others (e.g. international organisations, donors, development partners, etc.).

I-322 EU supported the adoption of cross-border protocols

BOMNAF did not support the adoption of cross-border protocols as AFG has concluded relevant cross-border agreements without external donor support. For example, a bilateral protocol between AFG and TJ border agencies was signed in March 2015 at the level of Commanders of Border Agencies of the two countries. In addition to this, customs cooperation (Customs-to-Customs) agreements have also been signed between AFG and its three neighbouring CA countries (TJ, UZ and TM). Among other measures to promote good neighbourhood and develop friendly cross-border relations, the protocol formalized border crossing procedures at two BCPs on the TJ-AFG borders. Furthermore, in June 2015, the TJ Prime Minister and Chief Executive Officer of AFG signed a joint statement³⁴ on prospects of cooperation between the two countries aimed at developing cross-border trade between TJ and AFG cargo, transit and customs cooperation. Nonetheless, BOMNAF organized different meetings and events involving border and customs officials aimed at promoting international cooperation among border agencies, supporting regional liaison, joint activities and information sharing.

³³ BOMCA RSG Report, November 2016, comments made by the representative of the Border Guards Service KZ, UZ and KG

³⁴ <https://www.asiaplustj.info/en/news/tajikistan/politics/20150608/joint-statement-prospects-tajikistan-afghanistan-cooperation-signed-dushanbe>

I-323 EU supported meetings between border officials of Afghanistan with their counterparts from CA were regularly held and self-sustainable

As indicated by the AFG and TJ Border and Customs authorities, the high-level meetings between these authorities are being regularly held without external donor support. However, the BOMNAF activities complemented the national efforts and contributed to building trust and networking among the participants with the provision of the afore-mentioned activities. Last but not least, the project also provided certain technical equipment aimed at facilitating cross-border communication and cooperation, such as telephones for TJ and AFG BCPs to discuss and coordinate daily activities on the common border.

During the regional conferences, organised and supported by BOMNAF, ABP was able to conduct several high-level side meetings and discussed issues of mutual interest and concern with AFG’s CA neighbours. In addition to this, through the implementation of various training courses, BOMNAF established a conducive environment for AFG, TJ, UZ and TM border counterparts that interacted at various training courses. For example, in May 2018, BOMNAF supported the participation of the AFG participants at the joint AFG-TJ-TM Regional Border Management Awareness (BMA) Course organized in Dushanbe.³⁵ 25 mid to senior-level officers from AFG, TJ and TM attended the BMA course, including ABP, the TJ and TM Border Guards. This activity promoted regional co-operation, information exchange and cross-dimensional border security dialogue in the region, including in AFG. The regional workshop covered a wide spectrum of topics, such as the importance of cross-border co-operation to ensure border security through enhanced co-ordination and transnational organized crime. With BOMNAF support, inter-agency and cross-border communication, cooperation, and coordination between AFG and CA has to a certain extent improved.

2.4 Evaluation Question no. 4

To what extent has the BOMNAF project contributed to the facilitation of secure trade links with South and Central Asia?

- **BOMNAF has to a limited extent contributed to the facilitation of secure trade links with South and Central Asia.**
- BOMNAF has been mostly focused on the provision of the technical and capacity building support to ABP and did not built additional local cross-border markets in AFG as 5 local cross-border markets along the TJ-AFG border had been built with the previous EU funded BOMCA programme, EU funded BOMBAF project (2007-2010 - with minor UK funding contribution), PATRIP and JICA support. Nonetheless, BOMNAF conducted awareness raising activities to help the AFG borderland communities understand how to take part in smooth and effective border proceedings, distributed promotional materials, and increased knowledge on legal trade and border control procedures. (JC 41)
- In order to promote cross-border trade and cooperation, BOMNAF also supported and organized the conference *Sustainable Trade as an Aspect of Regional Cooperation (Trade Facilitation Conference)* whose primary aim was to promote trade facilitation where 120 delegates discussed trade related issues which contributed to raised awareness on trade facilitation processes and economic integration, particularly between AFG and CA. Last but not least, BOMNAF also contributed to the implementation of the ACD Strategic Plan, though the plan was developed after the inception of BOMNAF. (JC 42)

JC 41	<i>EU support contributed to the establishment of local cross-border trade links in border areas</i>
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I-411 Established and implemented local-cross-border markets

Though the construction of local cross-border markets was specifically defined under the BOMNAF II output no. 3, BOMNAF II has not built any local market in AFG as there had already been built 5 local cross-border markets along the TJ-AFG border on the TJ side of the border with the previous EU BOMCA funded programme, EU funded BOMBAF project (2007-2010 with minor UK contribution), PATRIP and JICA support. Nonetheless, two local cross-border markets (in Ishkashim and Shohon)

³⁵ <https://www.osce.org/programme-office-in-dushanbe/379936>

have not been opened yet, whilst another three are used only occasionally, based on unilateral TJ Border Guards' decisions related to the security situation in the border areas.

I-412 Borderland communities perform faster transit of international commerce

TJ remains extremely important for the rather less developed AFG borderland rural communities near the TJ-AFG border. Many people in the northern AFG borderland communities depend on the local cross border trade with the TJ side due to limited AFG transport connections in northern Afghanistan and a number of Afghans buy basic necessities for life in TJ (food, fruits, vegetables, clothes, etc.), particularly at the local cross-border markets, which significantly contribute to improving living conditions for many Afghans in borderland communities. Construction of the bridges and associated BCPs on both sides of the TJ-AFG border thus gave AFG people an opportunity to travel and trade with neighbouring TJ. As the local people often don't have the knowledge and understanding of border crossing procedure as well as what is legal/illegal on the other side of the border, this resulted in delayed crossings of the border due to thorough border checks. BOMNAF undertook awareness raising activities to help the AFG borderland communities understand how take part in the smooth and effective border proceedings. BOMNAF thus conducted the awareness raising campaigns among the borderland communities/agencies, distributed promotional materials, increased knowledge on legal trade and border control procedures. Next to this, trade facilitation issues were also included in certain training courses organized by BOMNAF support. Specific sessions were devoted to trade facilitation, which included topics such as i), roles of other stakeholders at the border, ii) balancing trade vs security, iii) body and belongings concealment; iv) trade facilitation within the international concept.

In general, BOMNAF mostly raised awareness on border crossing procedures in local communities. However, no evidence has been found that the borderland communities would anyhow perform faster transit of international commerce, as was envisaged by the project Action Document.

JC 42	<i>EU support contributed to the introduction of WCO standards</i>
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I-421 Evidence of promoted trade facilitation and WCO standards

BOMNAF II has mostly provided the technical and capacity building support to the local ABP units in northern AFG and did not provide specific capacity building activities to ACD at the strategic level in terms of supporting the introduction of the WCO standards. Nonetheless, the ACD staff that took part in certain BOMNAF activities obtained additional knowledge about trade facilitation related international standards and best practices. More specifically, in 2017 BOMNAF supported and organized the conference *Sustainable Trade as an Aspect of Regional Cooperation* whose primary aim was to promote trade facilitation. At the conference, 120 delegates discussed trade related issues which contributed to raise awareness on trade facilitation processes and economic integration, particularly between AFG and CA.

I-422 Evidence of facilitated customs procedures at the border-crossing points or amended procedures in line with international standards

ACD has developed and adopted a 5-year Customs Strategic Plan³⁶, defining steps and actions to simplify customs procedures, introduce a one-stop-shop principle, Single Window concept, etc. As indicated above, no evidence exists that customs procedures at the border-crossing points would have been facilitated by BOMNAF support. Similarly to this, no evidence has been found that the AFG customs procedures would have been aligned with international standards particularly through BOMNAF support.

2.5 Evaluation Question no. 5

To what extent has the BOMNAF project contributed to better prevention and detection of drug trafficking, human trafficking and human smuggling?

³⁶ <https://customs.mof.gov.af/afghan-customs-strategic-plan/>

- **BOMNAF has to a certain extent contributed to the improvement of technical and institutional capacities to better prevent and detect drug trafficking, human trafficking and human smuggling, however, no data or evidence exist if more crimes are detected due to provided EU support.**
- Though BOMNAF II provided certain border checks and border surveillance equipment aimed at detecting illegal border crossings and associated cross-border crimes such as drug smuggling and others, no evidence exists that there would have been increased cases of seized drugs, detected irregular crossings of the border, filled criminal complaints, indictments or convictions, based on the provided EU support. In other words, though BOMNAF significantly increased the living and working conditions of ABP, there is no evidence that the improved living and working conditions would have led to more effective border policing that would result in increased confiscations or in increases of detected crimes. This is important to note as approximately 100 tons of heroin/opium is being smuggled every year out of AFG³⁷ (only through the northern route from AFG is annually smuggled approximately 42.5 to 74.5 tons annually)³⁸ and relatively modest confiscations of drugs were made by ANSF in the past. (JC 51)
- BOMNAF addressed anti-corruption issues within almost all capacity building activities. Next to the elaboration of the Sector Integrity and Vulnerability Assessment, BOMNAF also conducted various raising awareness activities on anti-corruption issues both within the AFG border communities and within border services, thus in this way contributed to the increased awareness on corruption. (JC 52)

JC 51

BOMNAF increased detection capacities, information and intelligence exchange

I-511 Training courses to locate, identify and test suspicious substances (narcotics and precursor interdiction) and revealing human trafficking and smuggling increased the national interdictions' capacities

A number of training courses that were provided by BOMNAF to ABP and ACD addressed identification and interdiction of suspicious substances such as precursors and illicit drugs, issues of human smuggling and human trafficking, etc. For example, BOMNAF with the UK Border Force in 2017 organized a training course for the ACD officers. During the training course, 54 Customs officers, including 3 female officers, obtained knowledge on detection of hidden compartments, aircraft searches, etc. Furthermore, 20 BMA courses were delivered in 2016-2017 in cooperation with BMSC for ABP and ACD beneficiaries, which contributed to the improved professional awareness of officers working in border security and management. The courses included specific subjects aimed at enhancing detection capacities such as risk analysis models, intelligence information analysis, detection of fraudulent documents and impostors, combatting trafficking in human beings, detection of drugs, and weapons, etc. In addition to this, BOMNAF also provided and delivered posters and pamphlets about border crossing proceedings, drug trafficking, etc., that were disseminated in borderland communities. Last but not least, BOMNAF II also provided certain border surveillance equipment aimed at better detection of illegal border crossings and associated cross-border crimes such as drug smuggling (e.g. 128 binoculars, ATVS, drug detection kits, precursor chemical detector kits, etc.).

It shall be noted that the BOMNAF action document did not foresee any indicator aimed at measuring the improvement of the beneficiaries' detection capacities (e.g. increased cases or quantities of seized illicit goods/drugs/arms smuggled across the borders or detection of forged, falsified travel documents), thus it is impossible to objectively determine to what extent exactly the BOMNAF support in fact contributed to increased detections. Though there is no doubt that the detection capacities have been increased by EU support (provided equipment and increased staff skills), no concrete evidence exists that EU support would have led to increased cases or quantities of intercepted and confiscated drugs smuggled through the AFG borders. Whilst the evaluators could not obtain the statistical data from ABP about the number of seized drugs, arrests, confiscated forged documents, etc., the evaluation team used the UNODC data about the quantity of seized drugs on or near the AFG borders. As mentioned by UNODC, the quantity and cases of detected and confiscated drugs remains very low in comparison to actual drug smuggling, particularly through the northern AFG border. More specifically, according to UNODC, approximately 100 tons of heroin/opium is being smuggled every year out of AFG and the

³⁷ Multiple internet sources and interview with UNODC Afghanistan, March, 2019

³⁸ https://www.unodc.org/documents/publications/NR_Report_21.06.18_low.pdf

ANSF managed to detect and confiscate approximately 500 kilograms of drugs near the AFG borders in 2018.

Nonetheless, AFG government officials suggest that the gradual reduction in international support in 2011-2016 and the corresponding deterioration in the security situation across AFG has accounted for the decline in seizures, as law enforcement units have been diverted from counter-narcotics efforts to more general security issues.³⁹

In general, BOMNAF did not support the exchange of information and intelligence at the operational level as there are also other regional programmes dealing with information and intelligence sharing between AFG and CA countries (e.g. UNODC Border Liaison Offices Programme, cooperation within the UNODC Central Asian Regional and Information Centre – CARICC, etc.)

I-512 Established regular interactions between local governmental structures and law enforcement agencies at the grass roots, aimed at information and intelligence exchange

BOMNAF II supported the interactions between the local governmental structures and ABP. However, these types of meetings were convened on an ad hoc basis mostly to discuss or arrange cross-border cooperation such as the treatment of ill or injured AFG border community members in TJ hospitals, delivery of military equipment through the territory of TJ to AFG border units, construction of the BCPs by BOMNAF, etc. No evidence has been found that the project would have contributed to improved border community policing aimed at obtaining information or intelligence from local border inhabitants or local communities as well as that there would have been established regular interactions between local governmental structures and law enforcement agencies.

JC 52	<i>BOMNAF contributed to anti-corruption efforts and better transparency, leading to decreased corruption risks</i>
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I-521 EU support enhanced ethical standards of Afghan border officials

BOMNAF activities contributed to the implementation of the Afghan National Strategy for Combatting Corruption, the Revised Arusha Declaration⁴⁰ as well as to the ABP and ACD sector policy objectives aimed at fighting corruption, ensuring better transparency and decreasing corruption risks. The Revised Arusha Declaration is important to fight against corruption as it the focal tool and central feature of a global and effective approach to preventing corruption and increasing the level of integrity in Customs. The BOMNAF activities such as the BMA training courses and the training course designated for the AFG female participants contained anti-corruption related subjects. In 2017, BOMNAF also conducted a Sector Integrity and Vulnerability Assessment (SIVA) on the TJ-AFG border and examined opportunities and risks for corruption at the border. SIVA identified the most prominent successes and failures of anti-corruption efforts in the past ten years and provided recommendations for future interventions.

I-522 EU support raised awareness on anti-corruption in Afghan border communities and within border services

In addition to the afore-mentioned activities, the project also delivered and disseminated posters and pamphlets aimed at raising awareness and increasing ethical standards of AFG border officials and to minimise corruption risks. The posters and pamphlets were also produced and delivered in the border communities in order to raise public awareness and decrease corruption.

2.6 Evaluation Question no. 6

To what extent has EU support provided through the BOMNAF project been effective and efficient?

³⁹ https://www.unodc.org/documents/publications/NR_Report_21.06.18_low.pdf p.29

⁴⁰ http://www.wcoomd.org/~media/wco/public/global/pdf/about-us/legalinstruments/declarations/revised_arusha_declaration_en.pdf?la=en

- **The EU support, implemented through the BOMNAF project, has to a great extent been effective and to a considerable extent cost-efficient.**
- In general, the project has been effective and efficient. However, the cost-efficiency related to the construction of the BCP Khohon and Dehkonkhona BCP is questionable as the BCPs have a very low turnover of passengers and cargo and a significant amount of funds was spent for the improvement of the living and working conditions of the ABP staff working at these two BCPs. The project also encountered several delays which resulted in three non-cost extensions. The project was monitored through EU results oriented monitoring (ROM) in 2016 and by the regular annual reporting through the progress reports drafted by the implementing partner UNDP. As regards the ROM recommendations, most of them were not implementable by the implementing partner, while the remaining were considered during the remaining project implementation period. (JC-61)
- One of the most significant advantages of the project was the complementary, coordination and synergies with the thematically same project implemented by the same implementing partner on the TJ side of the border (JICA funded Border Management Project in TJ) as well as with other international donors and international agencies (OSCE, UNODC, IOM, etc.). Unfortunately, BOMNAF II and BOMCA 9 failed to establish synergies, cooperation and complementarity except in very rare cases. BOMNAF has ensured very good visibility through various media campaigns and fully adhered to the EU visibility standards⁴¹ (JC 62)
- Whilst the BOMNAF investment in the construction of the border facilities (e.g. BCPs, border outposts, battalion headquarters, Training Centre) ensures durability and self-sustainability of these outcomes, the project's investment in the soft component (equipment) is much less sustained due to the lack of beneficiary resources for maintenance, up-keeping and repair. BOMNAF also appropriately addressed human rights issues which were included in all training activities as well as gender issues through the stimulation of women empowerment and through the delivery of dedicated training courses for women. Furthermore, the project to the extent possible also addressed environmental and climate change issues by the provision of environmentally friendly electric solar panels which ensured self-sustained electricity supply to the constructed border facilities.

JC 61

BOMNAF project has been effective and efficient

I-611 Evidence for project (in) efficiency and obstacles in achieving programme objectives

The BOMNAF II project document set three main objectives, sub-corresponding outputs and targets to be achieved by the project. While the targets/indicators for the first objective are measurable and clear, several targets under the second and third objective have not been achieved (e.g. conducting of regular interactions between the local government structures and law enforcement agencies at the grass roots level to share mutual concerns and explore mutual solutions and create cooperative networks for information and intelligence exchange, established cross-border markets, etc.). It is rather evident that some of these targets were not well-thought out enough during elaboration of the project Action Document and turned out as over ambitious given the security context and the deterioration of security in northern AFG. The project also encompassed a few vague activities with rather unclear objectives. For example, under the third objective – assisting in the development of confidence building measures - there were set a few unclear objectives such as “*providing opportunities for engagement and collaboration with ABP*”, “*continuing exchange of ideas through a conference*”, etc. In general, these targets/outputs were in essence activities rather than targets/outputs.

After the consultation held between the EU Delegation to Afghanistan and JICA, aimed at maximising efficiency and synergies between the two donors, it was decided that two separate projects, the BOMNAF project and the JICA funded border management project “Promoting Cross-border Cooperation through effective Management of Tajik Border with Afghanistan” will be implemented by the same implementing partner, UNDP, coherently, and managed by a joint project manager. The BOMNAF project was implemented from the BOMNAF implementing partner UNDP office in Dushanbe (TJ) which facilitated the project implementation and contributed to cost efficiency by avoiding higher costs that would otherwise occur in AFG due to security limitations. Furthermore, this also eased training, regular field missions, monitoring and evaluation of the activities. Such an implementing mode also facilitated the connections and links with other development partners, such as OSCE, IOM, etc.,

⁴¹ https://ec.europa.eu/europeaid/sites/devco/files/communication_and_visibility_manual_en_0.pdf

engaged in providing support on the AFG-TJ border. Considering the local situation, particularly as regards security and with this associated burdensome administrative issues, BOMNAF II was managed efficiently. However, the cost-effectiveness of some BCPs constructed during BOMANF II is questionable given the enforced visa regime and low passenger traffic between AFG and TJ. However, in case the security situation drastically improves in the future as well as if the cross-border traffic significantly increases (but it is unlikely that CA countries will soon abolish visas for AFG citizens), the EU investment support might not be considered as cost-inefficient as it is perceived at present.

The table below indicates the BOMNAF financial means spent for the construction and equipment of the BCPs. As evident from the table below, the project spent \$ 1,279,461.86 for the BCP Khohon and \$ 1,324,048.87 for the BCP Dehkonkhona. Given very low traffic through the Khohon BCP (Dehkonkhona not open yet⁴²), as well as taking into consideration that the traffic probably will not increase significantly soon given to the enforced visa regime, these costs seem relatively high. The funds spent also exceeds funds usually spent by other donors. As mentioned by a representative of INL, the USA donate between EUR 300,000 – 500,000 for construction of a BCP and require beneficiary co-financing.

#	Construction location	Construction amount	Equipment	Total
1	Aqina BCP (upgrade)	286,767.91 USD	51,740.78 USD	338,508.69 USD
2	Khohon BCP	852,903.87 USD	417,557.99 USD	1,270,461.86 USD
3	Dehkonkhona BCP	935,583.73 USD	388,465.14 USD	1,324,048.87 USD

Furthermore, the maintenance of the provided equipment remains questionable. Most of the Polaris ATVs handed over to beneficiaries during the BOMBAF and BOMNAF I phases got damaged by the ABP users, or were found in unserviceable condition.⁴³ To improve the situation, BOMNAF II conducted the maintenance and operator training on the ATVs for the ABP officers from the locations where the project had donated these vehicles. Practice has shown⁴⁴ that compared to the neighbouring CA counterparts, ABP give relatively little, or zero importance to maintenance, up-keeping and sustainable use of facilities and equipment, which for the most part are donations from different donor organisations. During the evaluation, several other interviewees also confirmed and pointed out that the AFG border authorities' social attitude/ownership to the donated equipment is inadequate. In many occasions the staff is simply unwilling to do minor reparations and use this to claim new and more equipment while the broken equipment remain unrepaired and thus unused. However, for other more technically demanding reparations, ABP has very limited capacity to maintain or look after donated equipment.

The project has been extended three times on a non-cost extension due to the encountered various delays during the project life-span. A lengthy recruitment process of an international engineering specialist between 2014 and 2015 was one of the main challenges which affected and delayed the entire construction component of the project for at least six months.⁴⁵ Furthermore, the delays also occurred as the workers were not allowed to enter on the AFG side at several occasions either by the TJ or AFG border authorities for various reasons (e.g. security alerts, arrival of new construction specialists, who were not part of the initial list, rotation of border officials at the site who were not familiar with the border crossing arrangement, etc.) Furthermore, the project also faced a significant delay with the launch of the construction works at the BCP Dehqonkhona due to unresolved issue with obtaining a border-crossing permit from the TJ government. Some delays also occurred due to the long administrative proceedings associated with issuing of visas, permits, etc., for the constructors involved in the construction of BCPs.

I-612 Evidence for project's efforts to implement ROM's recommendations

The result oriented monitoring report, which was elaborated in April 2016 by an external monitor, provided the following recommendations; 1) training the trainers activities should be continued, 2) the Training Center in Mazar-e-Sharif should be promoted as much as possible, 3) attempts to integrate more UZ and TM counterparts should continue, 4) maintenance should be promoted to facilitate the

⁴² Probably not many passengers will cross the border due to the enforced visa regime

⁴³ BOMNAF Annual Project Report, January-December 2017, page 25

⁴⁴ A statement made by a BOMNAF representative

⁴⁵ 1st Annual Project Report , page 14

sustainability of infrastructure and equipment, 5) indicators could be developed focusing on gender issues to make sure that this issue is even better taken into account, 6) pursue with BOMNAF after 2017 as it shows tremendous and impressive results which are fully adapted to the local needs and, 7) as BOMNAF II is not able to cover all the needs in its original timespan, the project should be extended.

Among the above aforementioned recommendations, in fact only a few of them were implemented by the BOMNAF project. The project continued with the ToT as long there were available project funds for training. The Training Centre was promoted through the project web-site, media and at various project events (conferences, meetings, etc.). The project staff continued with efforts to engage the UZ and TM border authorities and some positive developments have been achieved in 2018. While the project made some efforts to ensure better maintenance of the provided equipment. This issue remains under the responsibility of the MoI/ABP and MoD. The project also provided certain gender disaggregated data in the project annual progress reports. As concerns the continuation of the project, the EU Commission took a decision in the second half of 2018 that future support in the border management area in AFG will be included in the new BOMCA 10 regional programme, where AFG will be also included.⁴⁶ In addition to this, the AFG border authorities will also benefit from the new EU funded regional initiative (with Iraq, Iran, Pakistan and Bangladesh), the IBM Silk Route Countries Programme (SRCP), which started in 2019 and is currently ending its inception phase.

JC 62	<i>EU support has ensured complementarity with other initiatives and ensured an added value of EU support</i>
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I-621 Evidence for coherence and complementarity with EU, EU MS and other donor initiatives

BOMNAF II established a very good cooperation with other donor initiatives, development partners and international organisations such IOM, UNODC, OSCE, UNCHR, etc. in TJ. This was confirmed by all interviewed international organisations during the interviews. BOMNAF cooperation was aimed at ensuring coherence, complementarity and preventing overlaps with the other international organisations working in the same area. Nonetheless, BOMNAF II and BOMCA 9, which are actually two “sister” EU funded projects, failed to establish more substantial cooperation. BOMCA 9 has to a very limited extent cooperated with BOMNAF (e.g. at the BOMCA Issyk-Kul conference in 2018). As mentioned by a BOMNAF representative, there were many areas and opportunities where EU funds could have much been better utilised. For example, BOMNAF II and BOMCA 9 could have used joint premises, vehicles, they could share office costs, etc. While the BOMCA 9 office in TJ has rented its own office, BOMNAF II could have hosted the BOMCA TJ office in its premises. Furthermore, the BOMCA 9 office in TJ does not have its own vehicle thus BOMNAF II could have supported BOMCA’s needs in this regard and also in many other areas as the BOMCA office in TJ has been significantly under-resourced in comparison with BOMNAF II. The lack of cooperation can be partly attributed to the lack of technical capacities and responsibilities of the BOMCA 9 national coordinator in the BOMCA TJ office who mostly acts as an administrator or liaison officer between BOMCA and the national beneficiaries. Furthermore, BOMCA 9 also lacks a more constant presence of the technical experts/component leaders in CA countries, including in TJ. This all negatively impacted on the limited cooperation between BOMCA 9 and BOMNAF II (but also between BOMCA and other international organisations throughout CA). However, BOMNAF II ensured a good cooperation with the TJ Border Guards who took part in several project activities together with the AFG counterparts.

As already shortly mentioned above (I-611), UNDP and the governments of TJ and Japan, as a part of a response to a request from the government of TJ, in March 2015 signed an agreement to launch a border management project to improve management of the southern border of TJ and enhance cross-border trade with AFG. The government of Japan funded the afore-mentioned border management project through JICA on the TJ side which included construction of a new BCP at Langar, in the Wakhan Corridor. It became evident that, without similar infrastructure on the opposite site of the border in AFG, the facility will not be used. BOMNAF thus discussed the plan with the government of AFG which requested BOMNAF to provide a similar structure on the AFG side of the border at Dehqonkhona, opposite to Langar, in the Wakhan valley. Engineers from both projects visited the sites and developed together a mirrored design of BCP facilities and conducted simultaneous construction works at Langar and Dehqonkhona sites – the BCP Dehqonkhona. Hence, BOMNAF has ensured an effective and fruitful cooperation with JICA's border management interventions.

⁴⁶ [http://www.europarl.europa.eu/RegData/etudes/BRIE/2019/633162/EPRS_BRI\(2019\)633162_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/BRIE/2019/633162/EPRS_BRI(2019)633162_EN.pdf)

The coordinated implementation enabled easier access to the construction sites for the construction companies and project staff. This was required mainly for access to the AFG side of the construction sites through the relatively good roads in TJ territory. Furthermore, simultaneous site assessment, design preparation, tendering, construction works execution, monitoring and evaluation visits ensured time and cost effectiveness. The shared implementation also resulted in the reduced administrative costs as both projects shared the same office space, which made for easier communication between staff, and ensured cost effectiveness of office rental, utility usage and service of security and cleaning staff. In addition to this, benefits have been attained in the joint procurement of similar equipment for the beneficiaries and by buying larger quantity of items. Wherever applicable, the two projects also joined efforts to train AFG and TJ border officers together and thus shared any incurred costs, such as instructor fees, interpretation, transportation expenses, etc. Because of exposure to border authorities in both countries, joint management of the two projects provided increased opportunities for liaison and cooperation.

The BOMNAF II project also made attempts to cooperate with the TM border authorities. Though during the first two years of the BOMNAF project implementation BOMNAF did not receive any answer from the TM authorities on the BOMNAF request for cooperation, the situation has changed over time and the BOMNAF project, in cooperation with the OSCE Centre in Ashgabat, conducted two courses for the ABP from the AFG-TM border in Ashgabat in 2018. BOMNAF II also tried to engage UZ in joint activities. Similarly as with TM, there was no response from the UZ side.⁴⁷ However, with the later political change in UZ, the UZ authorities have become more open to cooperation with the neighbouring countries, including with AFG. During the meetings with the UZ authorities in the framework of the BOMCA evaluation in 2018, the UZ authorities (MFA, Border Guards, Customs, etc.) clearly expressed their willingness and intent to become actively involved in cross-border cooperation with AFG in various areas. UZ has also started to play an active role in the AFG peace process.⁴⁸ After a conference in Tashkent in March 2018⁴⁹ in Afghanistan, it offered to host peace talks between the AFG government and the Taliban. Furthermore, the willingness of some other CA countries to more deeply engage with AFG was also expressed and confirmed at the Issyk-Kul Conference held in 2018.

The BOMNAF project in collaboration with the OSCE office in TJ has been involved in organising the monthly Border International Group (BIG) meetings in Dushanbe, attended by Embassies, international organisation and the TJ government bodies involved in the border management sector. In addition to this, the BOMNAF project manager organised and successfully led informal meetings every Friday in Dushanbe on the security situation, ongoing activities, etc., which also significantly contributed to coherence and complementarity with other donor initiatives.

I-622 Evidence for compliancy of the project activities with EU visibility standards

In order to improve the project's visibility, BOMNAF hired a UN volunteer to support the project by producing high quality photo and video materials and improving the project's website. With the support of the UN volunteer, a Facebook page⁵⁰ was created and the project webpage www.bomnaf.org was re-designed. The BOMNAF activities have been constantly updated on the project webpage.

In accordance with the EU visibility guidelines, the project events and activity results were communicated via press-releases and through media reports by the journalists invited to the project's events. The project also ensured visibility through the procurement and dissemination of various items such as T-shirts, hats, coffee mugs etc. with the visibility logo of the EU and the implementing partner. According to the evaluators' opinion, the BOMNAF project's webpage is one of the best in comparison with similar programmes and projects.⁵¹

⁴⁷ In February 2015, the BOMNAF project sent an official letter to the Ministry of Foreign Affairs of Uzbekistan with a request to meet with border authorities of Uzbekistan to introduce the EU-BOMNAF project and look for synergies and cross-border cooperation and collaboration on the Uzbek-Afghan border. In March of same year, the project received a written response declining the project's request due to the reason that 'Uzbekistan is not directly involved in EU-BOMNAF implementation.

⁴⁸ [http://www.europarl.europa.eu/RegData/etudes/BRIE/2019/633162/EPRS_BRI\(2019\)633162_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/BRIE/2019/633162/EPRS_BRI(2019)633162_EN.pdf)

⁴⁹ <https://www.rferl.org/a/uzbekistan-offers-host-talks-taliban-afghanistan/29127849.html>

⁵⁰ <https://www.facebook.com/pages/EU-BOMNAF-Project/396981603835704?fref=ts>

⁵¹ Comparison done with the webpages of BOMCA, IBM Lebanon, and other projects.

JC 63

EU support ensured limited sustainability of the programmes' outputs and to a limited extent addressed cross-cutting issues such as promotion of gender equality, human rights and climate change

I-631 Evidence for the self-sustainability of the project's outputs with particular emphasis on the effectiveness, importance and necessity of hard component support

The construction of the border facilities, including during the BOMBAF and BOMNAF I phases, has had a sustainable and long-term impact and will be sustained after the end of the project. As regards BOMNAF II, the project's construction of the BPCs and the Training Centre Mazar-e-Sahrif ensured long-term usability and thus sustainability of these project's deliverables, while it reached less sustainable results in terms of capacity building due to the immense staff turnover. Whilst the investments in the border facilities have a long-term and sustainable impact, some of the provided equipment provided during previous phases has already become outdated and worn out. The maintenance of the provided equipment remains questionable due to the limited financial resources of the beneficiaries, maintenance capacities and lack of ownership over the donated equipment (for more see I-611)

However, it shall be mentioned the institutional change that took place in February 2018 within the AFG government. Namely, the restructuring of AFG Security Forces has had an intermediate impact on the ABP and the facilities and equipment provided to ABP. As a result of the restructuring, the mandate and staff of ABP was greatly reduced. The ABP staff was reduced from 23,000 to approximately 4,300 staff. ABP is now responsible for managing the country's 17 land BCPs and seven airports while the green border is now protected by the newly established Border Force unit under MoD. Consequently, a large number of personnel, infrastructure, equipment, etc. was transferred from ABP/MoI, to the Border Force/MoD. For BOMNAF support that was provided to ABP, the restructuring has had the following intermediate implications:

- all Border Outposts and Battalion HQs, built and equipped by BOMNAF II for its primary beneficiary, ABP/MoI, have been transferred to the Border Force/MD;
- the Training Centre in Mazar-e-Sharif no longer belongs to ABP but to Border Force/MoD;
- BCP Dehqonkhona, where the construction by BOMNAF is in the final phase, is not an official border crossing point yet. It therefore falls under the MoD area of responsibility which makes it challenging to discuss and resolve practical issues which occur at the construction site;

Taking into consideration the afore-mentioned institutional change in terms of border protection and surveillance, future EU support will have to establish contacts and working relations with the AFG Border Force.

I-632 Evidence for inclusion of gender equality and human rights issues in the BOMNAF project action fiche and project implementation

War and instability in AFG left many AFG women illiterate and vulnerable in society. The 2004 Constitution of AFG enshrined women's equality in law, the right to education, and the right to work. However, the potential of women to contribute to economic development remains severely restricted by structural barriers, cultural norms, and insecurity. Relevant indicators for women are significantly worse than those for men. Seventeen percent of women are literate and just 15 percent of working age females are in paid employment.⁵² Enabling women to participate in the economy and society to a greater extent is a priority for AFG successful development.

The majority of BOMNAF training participants were male officers. This is primarily because there are very few female ABP officers in the project coverage area. Female officers in ABP work mainly in the HQs and there are almost no females serving in units stationed along the border. Furthermore, cultural norms of AFG also prevent almost all females travelling anywhere beyond the immediate vicinity of their family homes and AFG females have to be accompanied by a male relative when outside home. This situation presented seemingly insurmountable problems against training females, particularly during BOMNAF I. During BOMNAF II, the project successfully completed a two-week training course specifically designed for female officers from ABP (21 officers), ACD (2 officers) and TJ Border Guards (2 officers). The training was conducted in Dushanbe where the trainees received lessons in a range of subjects including anti-corruption and human trafficking, first aid, human rights, leadership and

⁵² Afghanistan National Peace and Development Framework 2017 to 2021, page 8

management, interviewing and self-defence techniques. The trainers who delivered the training courses were also women, which encouraged much free exchange of experiences between the students and experts. As regards human rights, this subject as a cross-cutting issue has been introduced in all other training courses.

Although BOMNAF did not have gender specific targets, the project paid attention to gender equality and women's empowerment through its training sessions delivered to the ABD and ACD officers as well as provided gender disaggregated project's annual progress reports.

I-633 Evidence for inclusion of environment and climate change issues in the BOMNAF project action fiche and during project implementation

Though BOMNAF II did not include environment and climate change issues in the project Action Document, it has anyway contributed to the reduction of negative impacts of global warming and environment and climate change. Environmental sustainability was thus addressed in infrastructure projects as well as for capacity building, where environmental and disaster management training aspects were part of the curriculum for BOMNAF II IBM training courses.

Furthermore, BOMNAF II equipped the newly constructed border crossing points Khohon and Dehqonkhona with a solar power supply system that ensures self-sustained and renewable energy supply and minimises costs for electrical energy.

3. Conclusions and Recommendations

3.1 Conclusions related to Recommendations

3.1.1 Conclusion 1: Relevance of EU support

Regional stability remains a high priority for the governments of AFG and CA as well as for the donor community, including the EU. There exists a need to further enhance the border management system in AFG. Successful implementation of BOMNAF and the achievements in strengthening of the ABP capacity provided a solid ground for continuity of EU support. The security situation in AFG has significantly deteriorated in the last period, particularly in 2018. This situation has an imminent negative impact on economic development, cross-border trade, movement of people across borders, etc. As the outcome of the peace negotiations is uncertain as well as the fact that many ISIS ousted terrorists are likely to seek “safe haven” in AFG after the liberation of ISIS held territories in Syria, it is necessary to provide continued EU support in order to strengthen border management and to address cross-border security threats and challenges.

3.1.2 Conclusion 2: BOMNAF support was mainly focused on ABP, and geographically limited to northern AFG

BOMNAF's outreach has been geographically limited to northern AFG and institutionally mainly supported ABP. BOMNAF has provided the capacity building and hard component support to the northern local and regional ABP units as well as supported the enhancement and expansion of economic development in rural, borderland areas. BOMNAF was thematically orientated in providing EU support mostly to the ABP which was the main beneficiary and did not include other border management services involved in IBM such as Veterinary, Phytosanitary, etc. Furthermore, no activities were foreseen and conducted in terms of enhancing the institutional capacity of the central authorities of ABP and ACD to ensure greater compliance and implementation of international standards. Nonetheless, such activities aimed at supporting the national authorities are now elaborated in the new Silk Route Countries IBM Programme (SRCP) as well as in the new BOMCA 10 programme document in order to address the needs of various national authorities engaged in border management in CA and AFG (Customs, Veterinary, Phytosanitary, etc.).

3.1.3 Conclusion 3: The project has been effective and efficient, however investment in the hard-component did not achieve value for money

In general, the project has been effective and efficient, BOMNAF built four border facilities on the AFG side of the AFG-TJ/TM border, the Khohon BCP, Dehqonkhona BCP, Aqina BCP and the Training Centre in Mazar-e-Sharif. Nonetheless, BOMNAF spent between EUR 1.2 M for the construction and equipment of the BCP Khohon and app. EUR 1.3 M for Dehqonkhona BCP. The cost-efficiency and value for money of these investments seems questionable as only 5-7 trucks cross the border at the BCP Khohon per month (delivering goods in transit from AFG through TJ and then re-entering in AFG) and hardly any passengers cross the border due to the enforced AFG-TJ visa regime. This might change over time but at present a relatively high, seemingly unproportionally amount of EU funds were spent for two BCPs where hardly any vehicles or people cross the border.

3.1.4 Conclusion 4: Performance of training capacities in AFG and in CA

In the past, BOMNAF conducted many training courses in the OSCE Border Management College in Dushanbe, however, the absence of trainees from their posts created an operational vacuum in the ABP daily activities. ABP, which is under the MoI, has available training capacities in different regions in AFG and is keen to have in the future more training activities in AFG which would also contribute to decrease of costs. ABP is particularly interested in further cooperation with the neighbouring CA countries, particularly with TM, UZ and TJ. All these countries also expressed readiness to support cooperate with AFG in the border management area during the Issyk-Kul conference in 2018 as well as during the BOMCA 10 formulation mission.

3.1.5 Conclusion 5: Transmission of border surveillance tasks from ABP to Border Force

Based on the institutional change from February 2018, ABP is no longer in charge for border surveillance/border protection. The BOMNAF technical support provided to ABP border surveillance has been transferred to the Border Force under MoD which has inherited the project outputs and deliverables (border outposts, equipment, the Training Centre, etc.). As the border surveillance/protection is now under the MoD and certain international organisations do not work with Border Force⁵³, MoD should be considered as a partner in future programmes.

3.1.6 Conclusion 6: Potential of increased benefits from peer-to-peer cooperation

In general, CA countries are more developed than AFG, however, there are some areas where certain CA countries could also benefit from AFG institutions. ACD seems to be more advanced in the technical aspect than certain neighbouring CA Customs institutions (e.g. TM, TJ) as the ACD has already introduced the ASYCUDA system while TM and TJ are still working to introduce it and ACD is ready to assist or share its own experience with these two countries.

3.1.7 Conclusion 7: Areas of further EU support

BOMNAF was among the largest, longest and the most important development project for ABP in the last decade. However, there still remain several areas that need further EU support as many border outposts (now under Border Force) are dispersed along the border line and most locations have underdeveloped infrastructure. Furthermore, the AFG strategic approach to strengthen economic ties, transport and transit, require (re)construction of several BCPs that are planned to be opened with the neighbouring countries. Next to the hard component needs, the AFG border authorities also need further support in building institutional capacities.

3.1.8 Conclusion 8: ACD willingness to introduce advanced border control proceedings

ACD is willing to introduce a one-stop principle with the neighbouring CA countries. However, this might not be feasible due to the security reservations of their own national or the neighbouring CA countries' security services (e.g. national Security committees, Border forces, etc.). Nonetheless, it seems that particularly AFG and UZ could make a significant step ahead and implement a one stop principle, and become a show-case model for the CA region.

⁵³ e.g. UNODC AFG does not cooperate with the Border Force due to donor policy of not engaging with military services

3.2 Recommendations

3.2.1 Recommendation 1: Necessity for further EU support

Recommendation deals with:	Further support to border management in Afghanistan
Recommendation is directed at:	EUD, Afghan Government

This recommendation is based on Conclusion 1

Statement of overall recommendation:

Given the needs and challenges that AFG is affected by, it is necessary to provide continued EU support in order to reinforce border management and to address cross-border security threats, challenges and to stimulate cross-border trade, cooperation and regional integration. Taking into consideration that the AFG authorities will benefit from two EU regional border management programmes in parallel in the near future (BOMCA 10 and SRCP, plus a regional Trade Facilitation programme), it is recommended that BOMCA 10 focus more on border management related trade facilitation (though not exclusively) and to the provision of soft (capacity building) and hard support (constructions, equipment), where relevant. The EUD and the new BOMCA phase should also seek synergies and complementary with the SCORED⁵⁴ support in terms of trade facilitation and with the JICA funded border management project⁵⁵, as well as with the Aga Khan, implementing the project "Accelerating Prosperity" in Tajikistan, Afghanistan (Badakshan), Pakistan and Kyrgyzstan

3.2.2 Recommendation 2: Inclusion of Afghan Central Border Management Authorities and other stakeholders in EU Programmes and Geographic Division of Activities

Recommendation deals with:	Implementation of two upcoming EU funded border management programmes and programme coordination
Recommendation is directed at:	EU Commission and EUD that will manage the programmes

This recommendation is based on Conclusion 2

Statement of overall recommendation:

The new BOMCA 10 phase should focus its activities on northern Afghanistan, as BOMCA 10 will geographically address AFG and CA countries on their borders. However, the new BOMCA 10 should also support the central border management authorities that were not involved in the BOMNAF project. Furthermore, the new BOMCA 10 phase should also to a much larger extent involve other AFG stakeholders, in particular the ACD in terms of trade facilitation Phyto-Sanitary and Veterinary Service as well as Civil Society and Non-governmental Organizations operating in border areas dealing with human rights issues, anti-corruption, gender equality and drug prevention. Given the implementation of two similar EU programmes on border management, a strong and regular technical cooperation will be necessary to prevent overlaps and to ensure synergies and complementarity. It is also recommended that the implementing partners of both EU funded projects seek support and complementarity with other donors, development partners or agencies to ensure complementarity and synergies (e.g. combinations of EU funded capacity building activities with other development partners willing to provide funds for the hard component that would complement EU capacity building).

3.2.3 Recommendation 3: Consideration of Cost-efficiency of EU support

Recommendation deals with:	Continuation of hard component and ensuring cost-efficiency
Recommendation is directed at:	EU Commission and EUD that will manage the programmes

⁵⁴ SCORED - Sustainable Coordination and Opportunities for Regional Economic Cooperation

⁵⁵ The JICA funded Project "Promoting Cross-border Cooperation through Effective Management of Tajikistan's Border with Afghanistan (BMP)"

This recommendation is based on Conclusion 3

Statement of overall recommendation:

EU support (BOMCA 10) should consider cost-efficiency of EU support. It is recommended that funds for construction and equipment per BCP not exceed 500,000 – 600,000 EUR. In order to ensure greater beneficiary ownership, it is also recommended to request beneficiary co-financing or in-kind contribution (e.g. in works, reduction of visa costs, etc.).⁵⁶⁵⁷ Synergies with other donors should be sought in order to enhance capacities on both side of borders in case of construction of BCPs. If BOMCA is to provide infrastructure on the AFG side of the border with TJ, TK or UZ, it is recommended to lead construction from the neighbouring countries due to security issues. In this case, the TJ, TK or UZ BOMCA 10 project offices, that will be neighbouring the construction site(s) in AFG, should be strengthened with additional necessary staff, responsible for engineering, procurement, construction, etc. Furthermore, more funds will be also needed for a BOMCA country office that will be in charge of the construction on the AFG side (e.g. armoured vehicles⁵⁸, etc.) which will be necessary to consider on elaboration of BOMCA's budget. Alternatively, BOMCA 10 could also delegate and sub-contract an international organisation for the implementation of some specific tasks or constructions as some international organisations already possess relevant experience, knowledge and institutional memory.

3.2.4 Recommendation 4: Use of AFG and CA Training Capacities

Recommendation deals with:	Training, Cost-efficiency
Recommendation is directed at:	EU Commission and EUD that will manage the programmes; Programme Implementing Partners

This recommendation is based on Conclusion 4

Statement of overall recommendation:

In order to reduce costs and to prevent vacuum in the daily work of the AFG beneficiaries, it is recommended that the future training activities are to a larger extent conducted in AFG and in neighbouring CA countries as there exists a strong mutual interest between AFG and CA countries. As almost all CA countries offered their facilities for training of AFG beneficiaries, it is recommended to utilise available CA national training facilities (e.g. the KZ Border Guards Academy, TJ Multi-Agency Dog Training Centre, UZ National Customs Dog Training Centre, UZ Education Centre in Termez on the border with AFG, etc.)

3.2.5 Recommendation 5: Involvement of the Border Force in the EU Programmes

Recommendation deals with:	Border Surveillance/Border Protection
Recommendation is directed at:	Implementing partner, EUD

This recommendation is based on Conclusion 5

Statement of overall recommendation:

As the Border Force has become responsible for border surveillance/protection since March 2018, the BOMCA 10 and SRCP programmes should establish cooperation with the Border Force, engaged in border surveillance/border protection and include this institution in certain future programme activities. As the Border Force now uses certain BOMNAF border surveillance equipment previously provided to ABP, it is also recommended to verify the use and maintenance of the donated equipment prior to a delivery of new or additional equipment.

⁵⁶ In an EU funded project in Lebanon, the beneficiaries provided works (e.g. the EU funded project provided construction material, while the beneficiary ensured works, etc.)

⁵⁷ BOMNAF II spent app. 14.000 EUR for Afghan visas for the construction workers and project staff.

⁵⁸ BOMNAF/UNDP used two armoured vehicles for travels in Afghan border areas (one UNDP vehicle and one BOMNAF vehicle). The BOMNAF vehicle has been recently donated to ABP. As per the UNDP security rules, usually 2 vehicles are needed for trip of one person inside the Afghan territory. If BOMCA is to build new border facilities inside Afghanistan and monitor the construction, it will need a new armoured vehicle. A new armoured vehicle costs approximately 270.000 EUR.

3.2.6 Recommendation 6: EU Programmes to support Peer to Peer Cooperation between AFG and CA Countries

Recommendation deals with:	Cross-border peer to peer cooperation
Recommendation is directed at:	Implementing partner, EUD

This recommendation is based on Conclusion 6

Statement of overall recommendation:

EU programmes should support exchanges between the AFG and CA authorities as well as support exchanges of regional institutional knowledge and expertise. Certain AFG border institutions (e.g. ACD) are more advanced in specific technical fields and are ready to support CA countries (e.g. implementation of ASYCUDA in TM, TJ) thus it is recommended that the upcoming EU programmes also support this kind of cross-border cooperation by use of local expertise.

3.2.7 Recommendation 7: Further Provision of Hard Component and Capacity Building Support to all AFG Agencies involved in Border Management

Recommendation deals with:	Future donor support
Recommendation is directed at:	Implementing partner, EUD

This recommendation is based on Conclusion 7

Statement of overall recommendation:

AFG border authorities need additional support for the improvement of institutional capacity, border infrastructure and equipment. There is a need for provision of further technical and capacity building support to Border Force as well as to 17 BCPs, seven international airports (4 of them already supported by UNODC) and to the central border authorities. ABP also need support in the development, update and implementation of a training curriculum as well as further advanced training courses. In addition to this, support is also needed in the field of training and supply of detector dogs (K9).

3.2.8 Recommendation 8: Supporting Advanced Cross-border Initiatives

Recommendation deals with:	Advancement of border management
Recommendation is directed at:	Implementing partner, EUD

This recommendation is based on Conclusion 8

Statement of overall recommendation:

There exist different possibilities for addressing various AFG border infrastructural needs by hard component support. BOMCA 10 could support a construction of a new BCP Hairatan at the AFG-UZ border, which is also included in the UZ and AFG national institutions' plans, however, there exists also other needs and possibilities that can be further elaborated and defined during the BOMCA 10 inception phase or during the implementation of BOMCA 10. Nonetheless, it is recommended that the EU supports advanced infrastructure models that address cross-border issues such as joint border crossing point facilities or one stop shops principles.

3.3. Lessons Learned

a. EU credibility. BOMNAF, implemented by UNDP, has been present in the border management field in AFG for more than a decade. Within this period, BOMNAF established a strong networking capacity and successfully cooperated and engaged with different international organisations and development partners (e.g. national beneficiaries, OSCE, Japan BMP Project, BOMCA (to some extent) etc.). Based on the provided long-standing support, the EU has become recognised as a reliable and key border management donor in AFG and in the region.

b. Tajik's Government Support. The TJ government support was crucial for the success of the BOMNAF project, particularly as regards enabling access for the construction sites of BCPs from the TJ side through non-operational border crossing points.

c. Flexibility in Implementation. Although the project appropriately planned to best address the beneficiaries needs, it has often been the case that more 'needs' were raised during the implementation phase, which required changes in additional activities or in the adjustment of schedules of specific activities. Fostering all such needs required additional efforts and led to more delays to the overall completion of the project (e.g. three non-cost extensions).

d. Continuous Liaison and Collaboration. Promotion of inter-agency cooperation between border and law enforcement agencies required continuous efforts and regular liaison. The intermediation role of the project has proved to be instrumental in organising and conducting joint events which have increased and improved coordination and communication among AFG and TJ border staff.

e. Security Situation. The security situation in AFG, including in northern AFG, has significantly deteriorated in 2017 and particularly in 2018. During 2017, the project staff had to adapt trips in line with the security situation. The security situation may also significantly impact on the implementation of future support not only in the north, but across all of Afghanistan.

f. Increased Willingness for Cross-border Cooperation. CA countries' border agencies, particularly UZ, TJ and TM, have become interested in strengthened cooperation with AFG. Likewise, the AFG border agencies are also willing to more strongly engage with the CA border agencies. In fact, AFG perceives CA countries as friendly neighbours whilst the relations with Pakistan, Iran and China are more difficult and cooperation with these neighbouring countries might be more complicated or also even impossible due to the political and border disputes, particularly with Pakistan.

Annex 1: Evaluation Methodology

Methodological Approach to Evaluation

The evaluation was based on the methodological guidelines provided in the ToR and on the methodological guidelines developed by DG DEVCO Evaluation Unit.

The evaluation assessed the EU added value of the programme in terms of how the programme adds benefit to what would have resulted from only Member State interventions, as well as the coherence of the programme with the EU Strategy in Afghanistan and with other EU policies and EU MS actions, as well as other donor actions.

The evaluation team also considered whether the cross-cutting issues (gender, environment and climate change) had been mainstreamed; to what extent the relevant SDGs and their interlinkages were identified; to what extent the principle of Leave No-One Behind and the rights-based approach methodology was followed in the identification/formulation documents, as well as to what extent they have been reflected in the implementation of the Action, its governance and monitoring.

The evaluation provided recommendations on how to improve future actions tackling similar issues, in order to better achieve the expected objectives, taking into account challenges and opportunities. The evaluation findings also serve to encompass both forward and backward-looking perspectives.

The evaluation team applied a systematic approach that gradually provides an answer to the EQs and formulate key conclusions and associated recommendations. During the four main evaluation stages, the following steps were be undertaken;

- During the **inception phase** the evaluation team obtained an overview of the subject of the evaluation and conducted a preliminary interview with the implementing partner BOMNAF
- During the **field visits phase**, the evaluation team finalised the data collection, collected missing information on how outputs have been used, conduct interviews and validate hypotheses formulated in the inception report (evaluation questions, judgement criteria).
- The **synthesis phase** was devoted to constructing answers to the evaluation, formulating questions, key conclusions and associated recommendations based on data collected.
- The last phase will be a **video-conference meeting with the reference group** to present results, validate and discuss conclusions and recommendations.

Data Collection and Data Analysis

A series of tools were used for collecting, structuring, processing and analysing data during the corresponding phases of the evaluation. The main tools that were used were: document review, project reports, data analysis, interviews with relevant actors, cross-checking tables and ad hoc questionnaires. Data collection activities were carried out mainly during the desk phase and the field phase.

Different methods and techniques were used to collect the data necessary to assess each JC, thus the combination of data collection methods and techniques varied according to the different JCs. The evaluation team also combined the use of qualitative and quantitative data and rely on both primary and secondary data sources, where applicable. The evaluation team also combined methods and techniques to ensure a high level of data reliability and validity of conclusions.

Inception Phase

The inception phase constituted the consultation process between the clients and the consultants to gain a full understanding of the ToRs, expectations, and deliverables. The inception period involved the review of documents by the evaluation team to better understand the assignment as well as the deliverables. It also involved the preparation of the inception report and reaching an understanding among the parties. This phase included the following: i) Initial document/data collection and definition of methods of analysis; ii) Background analysis; iii) kick-off call held with the EU Delegation and the implementing partner; iv) Reconstruction of Intervention and description of Theory of Change including objectives, specific features and target beneficiaries. Furthermore, the evaluation team defined the evaluation tools that were used during the Field Phase, describing the preparatory steps already taken and those anticipated for its organisation. This included a list of relevant people to be interviewed, dates and itinerary of visits, and more precise attribution of tasks within the team.

Field Mission

The field mission was aimed at validating / changing preliminary hypothesis formulated in the EQs during the inception phase and delivering further information through primary research. The evaluation team held a briefing meeting with the EUD Task Manager, Program Manager of BOMNAF, BOMCA and other relevant stakeholders. During the field phase, the evaluation team ensured adequate contact and consultation with, and involvement of the different stakeholders with relevant government authorities and agencies.

The evaluation team visited the stakeholders in Tajikistan and Afghanistan in order to gather relevant and additional information needed for the evaluation. Furthermore, the evaluation team visited the BOMNAF-built infrastructure sites (Khohon, Deqhonhona, Aqina and Training Centre in Mazar) where the team checked the quality, sustainability and effectiveness of the performed works and outputs. The various meetings were used for interviews to cross-check and validate findings and to gather relevant inputs for the evaluation of the programme.

These interviews were instrumental in forming positions held by the evaluation team on issues including the relevance, effectiveness, efficiency, impact, sustainability and the integration of the programmes to EU development strategies.

Throughout the mission the evaluation team used the most reliable and appropriate sources of information, respected the rights of individuals to provide information in confidence, and was sensitive to diverse beliefs and customs of social and cultural environments. At the end of the field phase, the evaluation team summarised its findings, analyse the reliability and coverage of data collection, and presented the preliminary findings in a meeting with the EU Delegation.

During the field visits, the evaluation team envisaged the issue of sustainability of the outcomes the BOMNAF project. More specifically, the evaluation team looked for examples if and how the EU provided equipment and infrastructure is being used and to what extent EU visibility has been provided.

Synthesis Phase

The information collected during the previous phases (the inception phase and field mission phase) were analysed and used as basis for a draft Evaluation Report. Findings from the previous phases were used in providing conclusions and recommendations in a draft Final report. The Evaluation Report adheres to the EU methodology and guidelines for evaluations. Finally, at the end of this phase the Evaluation Report will be presented to the national beneficiaries.

Intervention Logic

In accordance with the Terms of Reference (ToR), the evaluation covered all project activities implemented from June 2014. The geographical scope will include activities performed by BOMNAF during the project life-span in Afghanistan, Tajikistan, Turkmenistan and with Uzbekistan.

The evaluation process seek evidences, established and confirmed if the capacity building activities have led to improved border management by provision of infrastructure, training and equipment to the Afghan Border Police deployed on Afghanistan's northern frontier. Furthermore, according to the project's intervention logic, the project's activities should have i) strengthened the existing border control capacities by the provision of infrastructure, training, and equipment on the border, ii) developed cross-border cooperation between Border and Law Enforcement Agencies in Afghanistan and their counterparts in Central Asia and iii) developed confidence building measures in line with the Istanbul Process Heart of Asia recommendations.

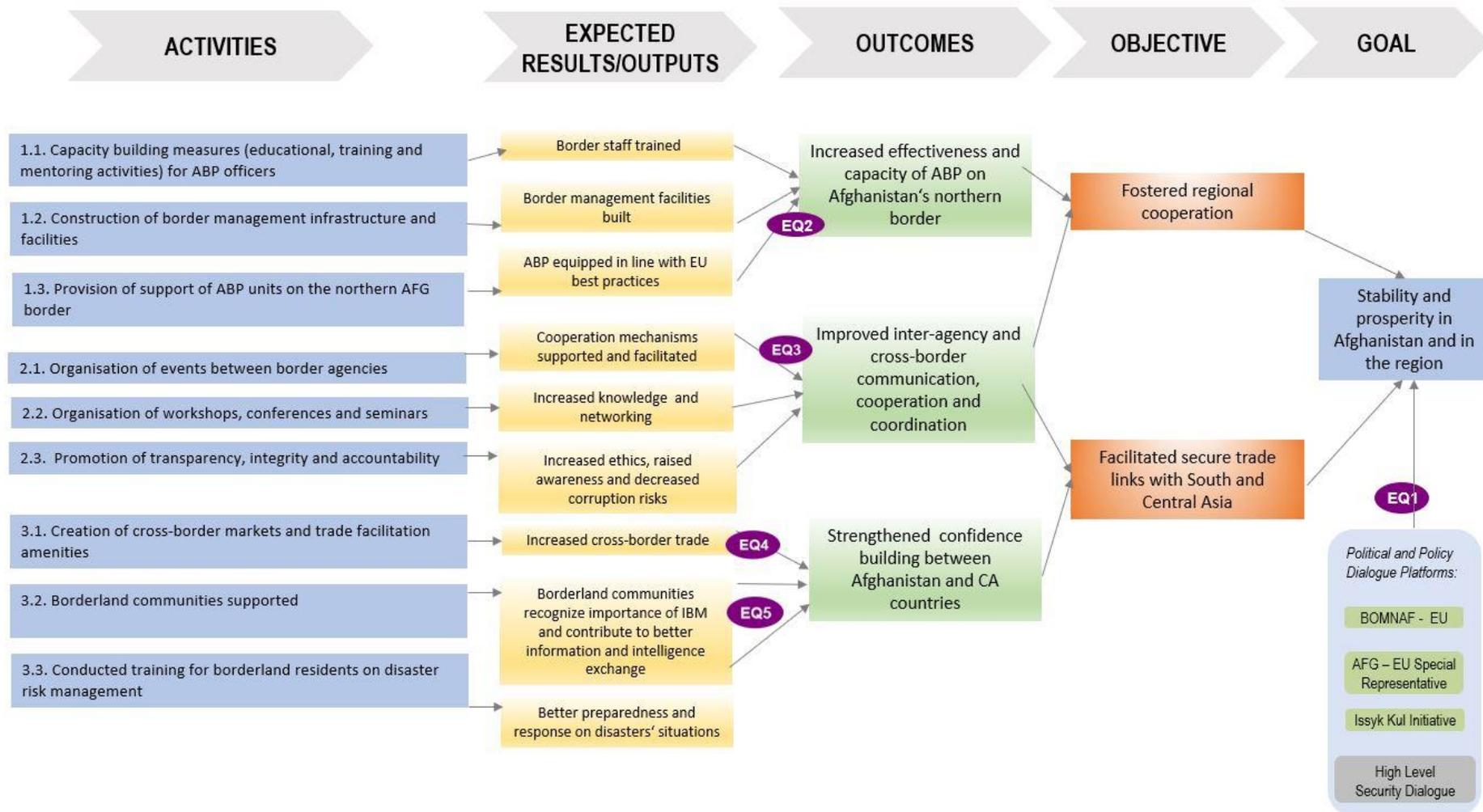
The validity of these assumptions were tested through the analysis of judgement criteria and the related indicators. The evaluation was to define the extent to which EU support improved border management and was in line with EU objectives. The methodology applied specifically examined the context and influencing external factors.

The diagram below represents the "logical reconstruction" of the project's intervention logic. It illustrates the linkages between the project activities, aimed at providing the expected results (trained staff, built border infrastructure, increased knowledge, increased cross-border trade, etc.), which all together have likely led to the envisaged outcomes of increased effectiveness and capacity of ABP on Afghanistan's northern border and increased cross-border cooperation with CA countries.

Key challenges and limitations

The evaluation process did not encounter major challenges and limitations. The present evaluation was not a monitoring or an audit of the actions of the programme, thus the value for money was assessed intermediately through effectiveness and efficiency of the project.

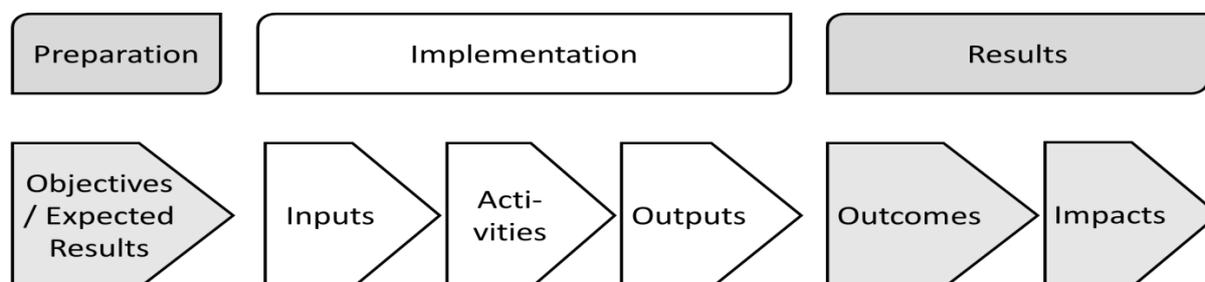
Figure 1: Intervention logic for the Border Management Project in Northern Afghanistan - BOMNAF II



Evaluation Methodology

In line with the ToR, the evaluation provided an answer to whether the project and its results have been relevant in the current context. The evaluation will also consider different bilateral relations in CA, EU interests and the level of the national stakeholders engaged in the project.

The focus of the evaluation was on the assessment of achievements, quality and results. The evaluation methodology looked for evidence of why, whether and how results were linked to the EU programme and I identified factors driving or hindering processes. The evaluation provides an understanding of the cause and effect links between inputs and activities as well as outputs, outcomes and impacts.



Alongside the assessment of the programme's impact, the evaluation applied an advisory oriented approach, providing an enlightened analysis of how the EU interests and interventions in the region can be consistent with the regional challenges and needs.

Evaluation Questions

The purpose of the evaluation was to verify to what extent the intended objectives have been achieved as originally foreseen. The framework of the evaluation is comprised of an intervention logic. It is possible to track the intervention logic in an evaluation context using the five DAC criteria (relevance, efficiency, effectiveness, impact and sustainability), as it takes the form of an ad hoc logical framework and allows for its systematic verification. Based on this, evaluation questions are proposed as an applicable and contextual approach to the evaluation.

The evaluation team developed six evaluation questions which take into consideration and integrate the evaluation question indicated in the evaluation ToR. The questions are linked to the five DAC evaluation criteria (relevance, efficiency, effectiveness, impact and sustainability) as well as coherence, EC added-value and cross cutting issues. Judgement Criteria and Indicators are identified within each question, and they have been formulated with the objective of covering several different aspects of the intervention logic, while simultaneously focusing more sharply on certain aspects over others. Their focus has been directed to aspects that will permit the provision of information and analytical material that became apparent from desk work during this stage, and will contribute to greater analysis of a number of key issues and priorities.

No.	Evaluation Question	Coverage
EQ 1	To what extent has EU support through the BOMNAF project contributed to the implementation of EU external policy objectives (EU-Asia, EU-CA, EU-Afghanistan regional and bilateral strategies)?	EU-CA Policy and Cooperation
EQ 2	To what extent has the BOMNAF project improved border management capacities in Northern Afghanistan in line with EU objectives and stakeholders' priorities?	Border Management
EQ 3	To what extent has the BOMNAF project improved inter-agency and cross-border communication, cooperation and coordination between Afghanistan and CA countries?	Border management

EQ 4	To what extent has the BOMNAF project contributed to the facilitation of secure trade links with South and Central Asia?	Trade facilitation
EQ 5	To what extent has BOMNAF contributed to better detection and prevention of drug trafficking human trafficking and human smuggling?	Drug Trafficking Human Smuggling and Human Trafficking
EQ 6	To what extent has EU support provided through the BOMNAF project been effective and efficient?	Effectiveness and Efficiency

The EQs will be linked to at least one of the five DAC evaluation criteria (relevance, effectiveness, efficiency, impact and sustainability), as identified in the ToR of this evaluation. These connections are illustrated in the following table, and further detailed in the individual EQs.

Evaluation Question	OECD DAC Evaluation criteria						
	Relevance	Effectiveness	Efficiency	Impact	Sustainability	EU Added value	Coherence
EQ 1	✓			✓		✓	✓
EQ 2	✓	✓		✓	✓		
EQ 3	✓	✓		✓	✓		
EQ 4	✓	✓		✓	✓		
EQ 5	✓	✓		✓	✓		
EQ 6		✓	✓		✓	✓	✓

Judgment criteria (sub-questions), indicators and sources

Judgment criteria, indicators, and an outline of sources are assigned to each of the above questions. Judgment criteria are of utmost importance as they determine the appropriate indicators and, more generally, the nature of the data collected and the type of analysis. To the highest degree possible, the indicators will allow cross checking and strengthening of the evidence used as the basis for answering the question.

Evaluation Question no. 1

To what extent has EU support through the BOMNAF project contributed to the implementation of EU external policy objectives (EU-Asia, EU-CA and EU-Afghanistan regional and bilateral strategies) ?

Evaluation Question no. 1	
Rationale of the Question	<p>Rationale:</p> <p>In recent years, the EU and Afghanistan have adopted several development policies defining common objectives and policies. In the meantime, the geopolitical dynamics and engagement of external powers as well has influenced policy development in Afghanistan.</p> <p>In general, Russia and China have, over the past ten years, increased their level of engagement in Central Asia, both through increased investments in local economies and through the establishment of new mechanisms for regional cooperation. In addition to this, a recent change in the leadership of Uzbekistan has led to a rather drastic change in the development priorities and approach to Uzbek foreign policy. In this context, it is important to mention the Uzbek willingness to strengthen cross-border cooperation with all neighbours, including with Afghanistan.</p>

	The EQ will concentrate on how the BOMNAF project has contributed to the realisation of EU regional and bilateral strategies in Afghanistan. Moreover, the EQ will explore if EU support contributed to the implementation of the UN Sustainable Development Goals as well as whether EU support created political capital and increased confidence between the EU and Afghanistan.
Evaluation criterion and link with the intervention logic	<p>Link with OECD/DAC evaluation criteria: The evaluation question assesses results of the EU's co-operation, touching on aspects of relevance, impact and coherency.</p> <p>Link with the intervention logic: The BOMNAF project contributed to increased security in the region.</p>
Judgement criteria and provisional indicators	
JC 11	<i>EU support, channelled through BOMNAF, has provided a conducive environment for policy dialogue and facilitated the implementation of global UN and EU strategic objectives</i>
I-111	EU support has contributed to the achievement of universal UN objectives (SDGs)
I-112	EU support has contributed to the implementation of the Afghan strategic policy document and EU regional and bilateral strategies
JC 12	<i>EU support has been relevant to Afghanistan given the current challenges and EU priorities</i>
I-121	EU policy dialogue and support have strengthened confidence between CA countries and Afghanistan
I-122	EU support provided through BOMNAF constituted EU added value and created political capital and leverage
JC 13	<i>EU support has had a positive image and increased EU credibility in Afghanistan</i>
I-131	EU support for Afghanistan despite influence and financial support provided by other donors
I-132	EU support has been positively perceived by the national stakeholders and beneficiaries
Information Sources	
Approach for JCs:	
<ul style="list-style-type: none"> - Policy documentation for Afghanistan and Central Asia; EU regional and bilateral policy documents, EU progress reports; national policy documents; - Programme/project documentation: project fiches, project descriptions, progress/completion reports, ROM reports, evaluations/reviews; Websites: BOMNAF, Afghan stakeholders and beneficiaries; - Interviews with regional sector partners and stakeholders: regional institutions, government, NGO's; - Interviews with international partners/programme implementers; - Interviews with EU entities: EUDs, DG HOME, EEAS, DEVCO; - Interviews with other development partners (DPs): international organisations (IOM, UNDP, UNODC, etc.) and regional institutions. 	
Methodological approach	
Gathering documentation	
<ul style="list-style-type: none"> - Follow-up with EUDs, DG HOME, EEAS, DEVCO, and implementing partners to ensure that all relevant programme/project documents are available, especially reviews and evaluations and knowledge products produced. This also entails collection of ROM reports/progress reports/PSC reports, etc. If necessary, further documentation will be gathered during the field visit. - Gather regional and national policy documentation through internet research and discussion with EUDs and implementing partners (UNDP). 	
Approach for JCs:	
<ol style="list-style-type: none"> 1. Identification of changes in the policy (internal and external) of Afghanistan (review AFG development strategies and policy priorities). Identification of regional initiatives supported by BOMNAF and assessment of changes resulting from them, such as improved coordination and enhanced dialogue at political and policy level. 	

Identification of bilateral / country specific initiatives supported by BOMNAF and changes resulting from them, such as enhanced dialogue at political and policy level.

2. Comparison of the timing of the changes and the mechanisms or points of interaction with the EU regional and bilateral support and dialogue. Test for convergence and consistency by use of the project and project documentation and national policy documents.

3. Examination of the influence of EU support in relation to the change identified. The focus of the evaluation will be on the relationship between EU support through the bilateral initiative and identified changes, and on whether changes in the Afghan national policy took place as a result of EU intervention.

4. Check for alternative explanations for introduced changes in order to assess if and to what extent other domestic or parallel donor initiatives have mutually contributed to the change in the sphere of JC21 (e.g. projects funded and implemented by other donors).

Evaluation Question no. 2

To what extent has the BOMNAF project improved border management in Northern Afghanistan in line with EU objectives and stakeholders' priorities?

Evaluation Question no.2	
Rationale of the Question	<p>Rationale:</p> <p>The BOMNAF project is the EU's flagship border management programme in Afghanistan. The evaluation question is focused on border management, as the primary aim of EU support was to contribute toward the reduction of illicit movements of goods and people and help increase security in the region.</p> <p>The main focus of this evaluation question will be therefore on the improvement of border management in Afghanistan. It will build upon the findings of ROMs, programme inception reports, and project progress reports in order to provide guidance regarding future strategic opportunities and challenges for the improvement of EU support to Afghanistan.</p> <p>The EQ will also identify the added value of the EU support on border management, impact on regional border security, and will identify potential weakness of the provided support to border management. Recommendations will be provided with the aim of identifying challenges and risks which could be addressed by further EU support, thus contributing to the decision-making process regarding future EU cooperation and support to CA.</p>
Evaluation criterion and link with the intervention logic	<p>Link with OECD/DAC evaluation criteria: The evaluation question assesses results of the EU's-cooperation, touching on aspects of impact, sustainability, effectiveness and efficiency.</p> <p>Link with the intervention logic: The improvement of border management in northern Afghanistan contributed to enhancement of the regional border security and global safety.</p>
Judgement criteria and proposed indicators	
JC 21	<i>EU support has contributed to increased capacity of Afghan border guards</i>
I-211	Evidence for increased skills of border guard authorities
I-212	Evidence for increased border check technical capacities (provision of equipment and construction of border control facilities).
I-213	Evidence for increased border surveillance technical capacities (provision of equipment and construction of border surveillance facilities).
JC 22	<i>EU support has strengthened Afghan training institutions</i>
I-221	Training Centre for Afghan Border Police in Mazar El Sharif constructed and operational
I-222	Training-of-Trainer system introduced and implemented
Information Sources	
<ul style="list-style-type: none"> - Policy documentation for CA countries: Regional agreements, national policy documents, EU Progress Reports; - Regional dialogue documentation: Minutes/dialogue reports (policy dialogues, platforms, meetings), policy papers/statements; - Programme/project documentation: Project fiches, project descriptions, progress/completion reports, ROM reports, evaluations/reviews; - Websites: BOMNAF, CA government (e.g. ministries of interior), UN (e.g. UNDP, UNODC, OSCE Border Colleague) - Interviews with regional sector partners and stakeholders: regional institutions, government (interviews and surveys at the border crossing points); - Interviews with international partners/programme implementers: UNHCR, ICMPD; - Interviews with EU entities: EUDs, DEVCO, DG HOME, EEAS; - Interviews with other development partners (DPs): international organisations (IOM, UNDP, UNODC, etc.) 	
Methodological approach	

Gathering documentation

- Follow-up with EUDs, DEVCO, DG HOME, and implementing partners to ensure that all relevant project documents are available, especially reviews and evaluations and knowledge products produced. This also entails collection of ROM reports/progress and/or reports/final reports for BOMNAF. During the field visit further documentation will be gathered as needed.
- Gather regional and national policy documentation through internet search and discussion with EUDs and implementing partner
- Identify key regional stakeholders to interview, in collaboration with EUDs

Approach for JCs:

1. Identification of changes in terms of improved border management in Afghanistan (review reports on performed training activities, analysis of improved training curricula – if any, review of provided recommendations – if any, review of amended working procedures – if any, etc.)
2. Comparison of the timing of the changes and the mechanisms or points of interaction with EU support and dialogue, and test for convergence and consistency by use of the project documentation and interviews with the stakeholders.
3. Examination of the influence of EU support in relation to the change identified in improved border management (better profiling, exchange of information, improved document security, improved detection capacities, amended working procedures, etc.). The focus of the evaluation will be on the relationship between the EU support and identified changes.
4. Check for alternative explanations for introduced changes in order to assess if and to what extent other domestic or parallel donor initiatives have mutually contributed to the change (e.g. programmes and/or projects funded and implemented by other donors).

Evaluation Question no. 3

To what extent has the BOMNAF project improved inter-agency and cross-border communication, cooperation and coordination between Afghanistan and CA countries?

Evaluation Question no. 3	
Rationale of the Question	<p>Rationale:</p> <p>One of BOMNAF objectives was to improve inter-agency and cross-border communication between Afghan and CA countries, which is crucial for ensuring more effective and efficient cross-border collaboration and information exchange in response to security threats and challenges.</p> <p>The main focus of this evaluation question will be on the improvement of inter-agency cooperation among the Afghan law enforcement agencies as well as on the improvement of the cross-border information exchange with other CA countries, particularly with neighbouring Tajikistan, Uzbekistan and Turkmenistan.</p> <p>The EQ will identify to what extent BOMNAF has contributed to better information exchange and to what extent were cross-border agreements made with EU support. Last but not least, the EQ will identify to what extent the established cross-border cooperation is self-sustainable after the end of BOMNAF.</p>
Evaluation criterion and link with the intervention logic	<p>Link with OECD/DAC evaluation criteria: The evaluation question assesses the results of the EU's co-operation, especially its impact, sustainability, effectiveness and efficiency.</p> <p>Link with the intervention logic: The EQ3 will evaluate to what extent has improved cross-border cooperation and information exchange (regional and otherwise) contributed to better overall security.</p>
Judgement criteria and provisional indicators	
JC 31	<i>EU support increased inter-agency cooperation</i>
I -311	The Implementation Plan on Improving Inter-Agency and Cross-Border Cooperation for the Northern Border developed and implemented
I -312	Evidence for increased inter-agency cooperation among Afghan national stakeholders
JC 32	<i>EU support increased cross-border communication and coordination</i>
I -321	EU supported high-level conferences provided an added value in cross-border cooperation
I -322	EU supported the adoption of cross-border protocols
I -323	EU supported meetings between border officials of Afghanistan with their counterparts from CA regularly held and self-sustainable
Information Sources	
<ul style="list-style-type: none"> - Policy documentation for Afghanistan and CA countries: Regional and bilateral cross-border cooperation agreements, national policy documents, EU Progress Reports - Programme/project documentation: Project fiches, project descriptions, progress/completion reports, ROM reports, evaluations/reviews - Interviews with regional sector partners and stakeholders: regional institutions, government (interviews and surveys at the border crossing points), - Interviews with international partners/programme implementers: UNDP - Interviews with EU entities: EUDs, DEVCO, DG HOME, EEAS 	
Methodological approach	
Gathering documentation	
<ul style="list-style-type: none"> • Regional and Bilateral cross-border agreements, EU Progress Reports; • Regional dialogue documentation: Minutes/dialogue reports (policy dialogues, platforms, meeting reports), policy papers/statements; • Programme/project documentation: progress/completion reports, ROM reports, evaluations/reviews; 	

- Websites: BOMNAF, CA government (e.g. ministries of interior), UN (e.g. UNDP, UNODC)
- Interviews with regional sector partners and stakeholders: regional institutions, government
- Interviews with international partners/project implementers: UNDP
- Interviews with other development partners (DPs): international organisations (IOM, OSCE, UNODC, etc.)

Approach for JC:

1. Identification of changes in terms of facilitated cross-border cooperation between Afghanistan and CA countries.
2. Comparison of the timing of the changes and the mechanisms or points of interaction with the EU support and dialogue, and test for convergence and consistency by use of the project and project documentation and interviews with the stakeholders.
3. Examination of the influence of EU support in relation to the cross-border cooperation and cross-border exchange (better understanding, exchange of information, etc.). The focus of the evaluation will be on the relationship between the EU support and identified changes.
4. Check for alternative explanations for introduced changes in order to assess if and to what extent other domestic or parallel donor initiatives have mutually contributed to the change (e.g. programmes and/or projects funded and implemented by other donors).

Evaluation Question no. 4

To what extent has the BOMNAF project contributed to the facilitation of secure trade links with South and Central Asia?

Evaluation Question no. 4	
Rationale of the Question	<p>Rationale:</p> <p>Trade Facilitation is one of the main goals of the EU Integrated Border Management (IBM) concept: “secure, but open borders.” This part refers to legitimate travel and trade, which makes up a vast majority of the total cross-border traffic. Inefficient, duplicative and complicated border check procedures – especially Customs checks – represent a burden (hidden tax) on legitimate companies and reduce the competitiveness of CA economies.</p> <p>This EQ will focus on the trade facilitation of EU support as a part of the BOMNAF project’s overall objective. It will be done by assessing the specific trade facilitation activities completed under BOMNAF and evaluating the results achieved.</p> <p>External indicators, such as the OECD Trade Facilitation Index, will be used to evaluate dynamic development of Trade Facilitation in Afghanistan. Through interviews and other sources, the evaluation team will seek evidence to determine to what extent the progress could be attributed to BOMNAF activities.</p>
Evaluation criterion and link with the intervention logic	<p>Link with OECD/DAC evaluation criteria: The evaluation question assesses results of the EU’s co-operation, touching on aspects of impact, sustainability, effectiveness and efficiency.</p> <p>Link with the intervention logic:</p> <p>The EQ3 will evaluate to what extent have improved Customs procedures, better equipment and training of Customs officials contributed to the facilitation of trade (regional and otherwise).</p>
Judgement criteria and indicators	
JC 41	<i>EU support contributed to the establishment of local cross-border trade links in border areas</i>
I-411	Established and implemented local-cross-border markets
I-412	Borderland communities perform faster transit of international commerce
JC 42	<i>EU support contributed to the introduction of WCO standards</i>
I-421	Evidence of promoted trade facilitation and WCO standards
I-422	Evidence of facilitated customs procedures at the border-crossing points or amended procedures in line with international standards
Information Sources	
<ul style="list-style-type: none"> - Policy documentation for CA countries: Regional agreements, national policy documents, EU Progress Reports - WCO Time Release Studies - OECD Trade Facilitation Indicators - International and EU Reports on Phytosanitary and Veterinary Agencies - Programme/project documentation: Project fiches, project descriptions, progress/completion reports, ROM reports, evaluations/reviews - Interviews with regional sector partners and stakeholders: regional institutions, government (interviews and surveys at the border crossing points), - Interviews with international partners/programme implementers: UNDP - Interviews with EU entities: EUDs, DEVCO, DG HOME, EEAS - Interviews with other development partners (DPs): international organisations (ADB - CAREC, UNODC, USAID) - Websites: BOMNAF, CA governments (Customs), ADB-CAREC, USAID, World Bank, Transparency International 	
Methodological approach	
Gathering documentation	
<ul style="list-style-type: none"> • Follow-up with EUDs, DEVCO, DG HOME, and implementing partners to ensure that all relevant programme/project documents are available, especially reviews and evaluations and knowledge products produced. This also entails collection of ROM reports/progress and/or reports/Final reports for BOMNAF. During the field visit further documentation will be gathered as needed. 	

- Gather regional and national policy documentation through internet search and discussion with EUDs and implementing partners.
- Validate and refine the selection of cases in dialogue with the Reference Group/EUDs.
- Identify in collaboration with EUDs key regional stakeholders to interview.

Approach for JC:

1. Identification of changes in terms of facilitated trade between Afghanistan and CA countries.
2. Comparison of the timing of the changes and the mechanisms or points of interaction with the EU support and dialogue, and test for convergence and consistency by use of the programme and project documentation and interviews with the stakeholders.
3. Examination of the influence of EU support in relation to the change identified in improved trade facilitation and cross-border exchange (better understanding, exchange of information, drafted drug policy papers, improved national capacities, amended working procedures, etc.). The focus of the evaluation will be on the relationship between the EU support and identified changes.
4. Check for alternative explanations for introduced changes in order to assess if and to what extent other domestic or parallel donor initiatives have mutually contributed to the change (e.g. programmes and/or projects funded and implemented by other donors).

Evaluation Question no. 5

To what extent has the BOMNAF project contributed to better prevention and detection of drug trafficking, human trafficking and human smuggling?

Evaluation Question no. 5	
Rationale of the Question	<p><u>Rationale:</u></p> <p>The evaluation question is focused on drug phenomenon and human trafficking and human smuggling since the aim of EU support was to improve prevention and detection capacities and thus to contribute to the reduction of drug trafficking human trafficking and smuggling related problems, and strengthen the capacity to respond to the drug trafficking , human trafficking and human smuggling related challenges.</p> <p>The main focus of this evaluation question will therefore be on enhancing national capacities to locate identify and test suspicious substances, interactions between law enforcement agencies and local communities in obtaining intelligence and prevent drug trafficking and human smuggling. Furthermore, this EQ will look for evidence of whether EU support enhanced the ethics standards, accountability and transparency which also are likely to decrease corruption/smuggling risks.</p> <p>The EQ will also identify the added value of the EU support on the improvement of detection capacities and identify potential weakness of the provided support. Recommendations will be provided with the aim to identify challenges and risks which are to be addressed with potential further EU support, thus contributing to the decision-making process regarding future EU cooperation and support to CA.</p>
Evaluation criterion and link with the intervention logic	<p>Link with OECD/DAC evaluation criteria: The evaluation question assesses results of the EU's co-operation, touching on aspects of relevance, effectiveness, efficiency and progress towards impact.</p> <p>Link with the intervention logic: Both, raising awareness activities on anti-corruption minimising corruption risks within border services as well as increased detection capacities contribute to increased effectiveness and reduced drug trafficking , human smuggling and trafficking.</p>
Judgement criteria and indicators	
JC 51	<i>BOMNAF increased detection capacities, information and intelligence exchange</i>
I-511	Training courses to locate, identify and test suspicious substances (narcotics and pre-cursor interdiction) and revealing human trafficking and smuggling increased the national interdictions' capacities
I-512	Established regular interactions between local governmental structures and law enforcement agencies at the grass roots, aimed at information and intelligence exchange
JC 52	<i>BOMNAF contributed to anti-corruption efforts and better transparency leading to decreased corruption risks</i>
I-521	EU support enhanced ethical standards of Afghan border officials
I-522	EU support raised awareness on anti-corruption in Afghan border communities and within border services
Information Sources	
<ul style="list-style-type: none"> - Policy documentation: national policy documents, EU Progress Reports - Regional dialogue documentation: Minutes/dialogue reports (policy dialogues, platforms, meetings), policy papers/statements, baseline studies, survey reports - - National Drug Strategies and Action Plans - Drug situation annual reports - Trafficking in Persons reports⁵⁹ 	

⁵⁹ <https://www.state.gov/j/tip/rls/tiprpt>

- Programme/project documentation: Project fiches, project descriptions, progress/completion reports, ROM reports, evaluations/reviews
- Websites: EMCDDA, Afghan government, UN (e.g. UNDP, UNODC), CARICC
- Interviews with EU entities: EUDs, DEVCO, DG HOME, EEAS, EU member state embassies
- Interviews with other development partners (DPs): international organisations (USAID, UNDP, UNODC, etc.)

Methodological approach

Gathering documentation

- Follow-up with EUDs, DEVCO, DG HOME, and implementing partners to ensure that all relevant programme/project documents are available, especially reviews and evaluations and knowledge products produced. This also entails collection of ROM reports/progress and/or reports/. During the field visit further additional documentation will be gathered if needed.
- Gather regional and national policy documentation through internet search and discussion with EUDs and implementing partners.

Approach for JC:

1. Identification of changes in terms of improved drug trafficking, human trafficking and smuggling detection capacities and decreased corruption risks (review reports on performed training activities, analysis of study tours, review of provided recommendations, review of amended working procedures, etc.).
2. Comparison of the timing of the changes and the mechanisms or points of interaction with the EU regional support and dialogue, and test for convergence and consistency by use of the programme and project documentation and interviews with the stakeholders.
3. Examination of the influence of EU support in relation to the change identified in improved drug trafficking, human trafficking and smuggling detection capacities (better detection, exchange of intelligence, improved national capacities, amended working procedures, etc.). The focus of the evaluation will be on the relationship between the EU support and identified changes.
4. Check for alternative explanations for introduced changes in order to assess if and to what extent other domestic or parallel donor initiatives have mutually contributed to the change (e.g. programmes and/or projects funded and implemented by other donors).

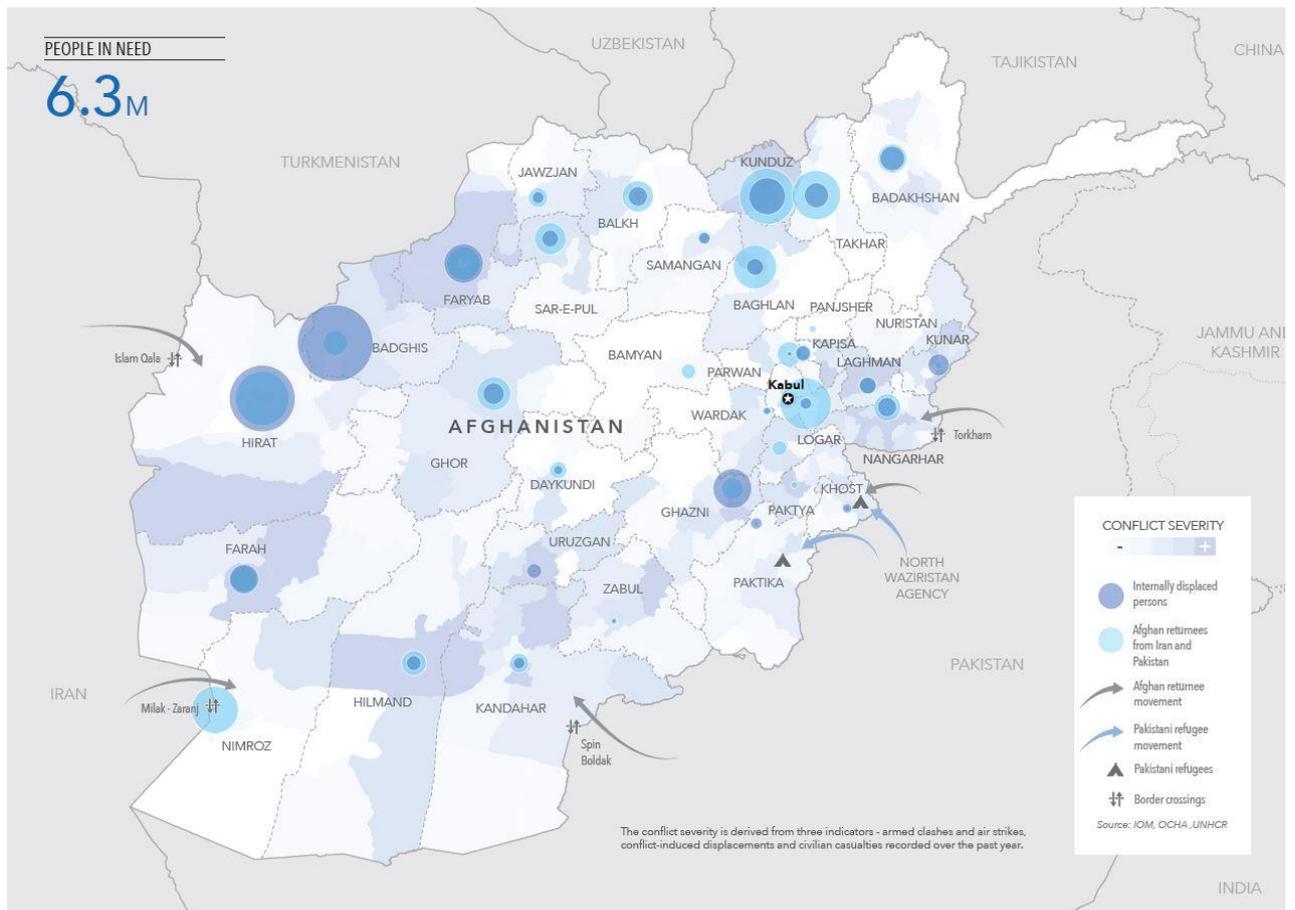
Evaluation Question no. 6

To what extent has EU support provided through the BOMNAF project been effective and efficient?

Evaluation Question no. 6	
Rationale of the Question	<p>Rationale:</p> <p>Value for money is one of the key elements of EU donor support. In other words, it is important to find the methods which produce the same outputs and outcomes at the least possible financial cost</p> <p>The EQ will thus assess whether or not BOMNAF has been implemented successfully and if it overlapped with comparable initiatives led by other donors which might have overshadowed EU support. The EQ will provide an answer to how effectively the coordination between other donors and IOs – such as IOM, USAID, UNHCR, UNODC etc. has been carried out and how their coordination can be improved.</p> <p>The EQ will also assess if a results-oriented approach has been applied and if the programme achieved any tangible and sustainable outcomes. Additionally, also it will address the issue of EU added value and complementarity with other EU, EU MS and other donor initiatives as well as added value of the EU approach.</p> <p>This EQ will also provide recommendations on how Afghanistan should be included in the new BOMCA10 programme. This evaluation question will thus provide recommendations as to what the most appropriate modalities would be for the next phases, given very different development, security and contextual challenges of each CA country.</p>
Evaluation criterion and link with the intervention logic	<p>Link with OECD/DAC evaluation criteria: The evaluation question assesses results of the EU's co-cooperation, touching on aspects of impact, sustainability, effectiveness and efficiency.</p> <p>Link with the intervention logic: Successful implementation of EU support contributed to increased security.</p>
Judgement criteria and proposed indicators	
JC 61	<i>BOMNAF project has been effective and efficient</i>
I-611	Evidence for project's (in)efficiency and obstacles in achieving programmes' objectives
I-612	Evidence for project's efforts to implement ROM's recommendations
JC 62	<i>EU support has ensured complementarity with other initiatives and ensured an added value of EU support</i>
I-621	Evidence for coherence and complementarity with EU, EU MS and other donor initiatives
I-622	Evidence for compliancy of the project activities with EU visibility standards
JC 63	<i>EU support ensured limited sustainability of the programmes' outputs and to limited extent addressed cross-cutting issues such as promotion gender equality, human rights and climate change</i>
I-631	Evidence for the self-sustainability of the project's outputs with particular emphasis on the effectiveness, importance and necessity of hard component support
I-632	Evidence for inclusion of gender equality and human rights issues in the BOMNAF project action fiche and project implementation
I-633	Evidence for inclusion of environment and climate change issues the BOMNAF project action fiche and project implementation
Information Sources	
<ul style="list-style-type: none"> - National and regional Project Steering Committees - Programme/project documentation: Project fiches, project descriptions, progress/completion reports, ROM reports, evaluations/reviews 	

<ul style="list-style-type: none"> - Websites: BOMNAF, Afghan government (e.g. ministries of interior), UN (e.g. UNDP, UNODC) - Interviews with regional sector partners and stakeholders: regional institutions, government (interviews and surveys at the border crossing points), - Interviews with international partners/programme implementers: UNDP - Interviews with EU entities: EUDs - Interviews with other development partners (DPs): international organisations (IOM, UNDP, UNODC, etc.)
Methodological approach
Gathering documentation
<ul style="list-style-type: none"> • Follow-up with EUDs and implementing partners to ensure that all relevant programme/project documents are available, especially reviews and evaluations and knowledge products produced. This also entails collection of ROM reports/progress and/or reports/final reports for BOMNAF • During the field visit further documentation will be gathered, if needed.
<p>Approach for JCs:</p> <ol style="list-style-type: none"> 1. Identification of changes in the visibility strategy and in the modalities of implementation (implementing organisation; type of approach, i.e. focus on the provision of hard equipment or trainings/soft skills development) of the BOMNAF project throughout their different phases. Identification of changes in the level of awareness of the BOMNAF project among stakeholders and in their perception (positive/negative) of the programmes. 2. Comparison of the timing of the changes and the mechanisms or points of interaction with changes in the modalities of project implementation and visibility strategies of the EU programmes. 3. Examination of the influence of EU support in relation to the change identified. The focus of the evaluation will be on the relationship between changes in the implementation modalities and in the visibility/PR strategies and identified changes in stakeholders' awareness and perception of efficiency and effectiveness of BOMNAF. 4. Check for alternative explanations for changes in order to assess if and to what extent other parallel initiatives and changes in the regional context (i.e. increased engagement of other donors, changes in the internal, external policies) mutually contributed to the significant change.

Annex 2: Geographic Map with the Level of Conflict Severity



Source: United Nations Office for the Coordination of Humanitarian Affairs – OCHA ;Humanitarian Needs Overview 2019

Annex 3: List of persons/Organisations Consulted

BOMNAF		
TIME, INSTITUTION	Names of persons met	Position
TAJIKISTAN		
14 March, 2019		
10.00 EU Delegation to Tajikistan		Attaché, Operations Section
11.30 British Embassy in Tajikistan		Deputy Head of Mission
13:30 UNDP Tajikistan		Resident Representative
15.30 Ministry of Foreign Affairs of Tajikistan		The Second Secretary; EU Desk Officer Specialist of Division of Border & Territorial Settlement
14.00 Khohon BCP (Afghanistan)		Deputy Commander of Khohon BCP
09:30 State Border Service of the National Security State Committee of Tajikistan		Deputy Commander of State Border Service; Senior officer, State Border Service; Officer of the Unit of International relations; Specialist of Ministry of Foreign Affairs
11.00 State Customs Service of Tajikistan		First Deputy Chief of Customs Service; Officer of International Cooperation Unit; Head of IT Unit; Head of Legal Unit; Head of anti-contraband Unit
13.00 Food Security Agency of Tajikistan		Deputy Head of Sanitary-Veterinary surveillance unit at borders; Head of Phyto-Sanitary surveillance Unit.
15.00 OSCE Border Management Staff College		Director of College; Chief of Training and Education
15.30 Drug Control Agency of Tajikistan		Deputy Chief of staff; Senior Officer, DCA; Senior Officer, DCA Officer of the Unit of International relations; Senior Officer
11.00 Ministry of Internal Affairs of Tajikistan		Senior Officer; Officer from international cooperation unit

15.30 IOM Mission in Tajikistan	[REDACTED]	Chief of IOM Mission; Project Manager
09.30 US Embassy in Tajikistan		INL Senior Law Enforcement Advisor
11.00 UNODC Tajikistan		UNODC Country Director in Tajikistan
15.30 UNHCR Tajikistan		Refugee Affairs Officer
AFGHANISTAN		
24 March, 2019		
12.00 Training Centre in Mazar-e-Sharif, Border Forces, Ministry of Defence of Afghanistan	[REDACTED]	Head of Military Base; Head of Education
25 March, 2019		
11.00 EU Delegation to Afghanistan	[REDACTED]	Attaché, International Aid and Cooperation Officer, Sustainable Growth and Jobs Section; Programme Manager for Monitoring and Aid Coordination, Sustainable Growth and Jobs Section
14.00 Ministry of Foreign Affairs of Afghanistan		Director General, Security Cooperation & Border Affairs; Desk Officer for Central Asia and China; DDG of Regional Cooperation Dept Desk Officer, Heart of Asia process
26 March, 2019		
13:30 Afghan Border Police, Ministry of Internal Affairs of Afghanistan	[REDACTED]	Deputy Head of the Afghan Border Police; ABP Head of Operations; Advisor to ABP Head Quarters; Director General of Foreign Relations at Ministry of Internal Affairs
27 March, 2019		
09:30 Afghan Customs Department, Ministry of Finance of Afghanistan	[REDACTED]	Director General of Afghan Customs Department; Legal Adviser; Director for Support and Development
11:30 Animal Health Directorate and Planning and Program Directorate, Ministry of Agriculture and Livestock of Afghanistan		Animal Health Directorate; Planning and Program Directorate
13:30 UNODC Regional Office for Afghanistan and Neighbouring Countries		UNODC Regional Representative for Afghanistan and Neighbouring Countries
11.00 EU Delegation to Afghanistan		Attaché, International Aid and Cooperation Officer, Sustainable Growth and Jobs Section; Programme Manager for Monitoring and Aid Coordination, Sustainable Growth and Jobs Section

Annex 4: Literature and Documentation Consulted

- Description of the Action BOMNAF II
- Project Annual Progress Reports
- Project Steering Committee Reports
- Project Financial Reports
- Afghanistan National Strategy for Combating Corruption 2017
- Afghanistan National Peace and Development Framework 2017 to 2021
- EASO Country of Origin Information Report, Afghanistan Security Situation – Update 2018, European Asylum Support Office
- Humanitarian Needs Overview – Afghanistan 2019
- Back to Office Reports (activity reports)
- Result Monitoring Report
- Several other internet sources as indicated in the footnotes in the Evaluation Report



SPECIFIC TERMS OF REFERENCE

**Final evaluation of the Border Management in Northern Afghanistan's project
(BOMNAF II) implemented by the UNDP**

FWC SIEA 2018 - Lot 2: Infrastructure, sustainable growth and jobs

EuropeAid/138778/DH/SER/multi

DCI-ASIE/2014/343-229

Contracting Authority: the European Union Delegation to Afghanistan

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1.1 BACKGROUND

1.1 Relevant country background

The Islamic Republic of Afghanistan (Afghanistan) is a mountainous and landlocked country, which is strategically located between the Middle East, Central Asia and the Indian subcontinent. It is bordered by Iran, Pakistan, Tajikistan, Turkmenistan and Uzbekistan. It also has a short border in the Wakhan Corridor panhandle with Xinjiang, an autonomous region of China. With a surface area of 652,000 km², which makes the country somewhat larger than the Iberian Peninsula, it has a population of about 35,5 million people.

Afghanistan is one of the poorest countries in the world. Central Statistics Organisation survey shows that almost 54% of the population live below the poverty line. In view of Afghanistan's rapid population growth (around 2.8 percent) and current slowdown of GDP growth, it is estimated that it will take a generation to double current per-capita income (2013 GNI per capita USD 690). Current drivers of growth, i.e., agriculture and mining, are insufficient. Diversification will be required to provide income for the increasing number of young people joining the labour force (400 000-500 000 per year) and lift the existing large number of poor out of poverty⁶⁰.

⁶⁰ 'Afghanistan to 2030. Priorities for Economic Development under fragility' World Bank Group, 2018

Furthermore Afghanistan has to cope with depressed trade, investment and incomes that for more than ten years have adversely affected local economies within borderlands communities in Afghanistan and Central Asia. The situation is a driver of social issues and is likely to be exacerbated by increasingly instability moving through northern Afghanistan and approaching Central Asia. Afghanistan faces difficult in-country security situation, which is caused by several factors that include migration flows and illegal attempts of border crossing for both people and commodities, international terrorist and insurgent groups movements across borders in the area and uneasy economic situation. Afghanistan's northern border remains the frontline against international terrorist and religious-extremist organizations, as well as against narcotics trafficking and weapons smuggling. As such, in the past years till nowadays there has been a clear requirement to expand legal trans-frontier trade and address common problems such as cross-border and regional issues. As studies show, questions of security and development are inextricably linked, where improving security is vital for improved development outcomes. This is particularly of extreme importance in a fragile, land locked country as Afghanistan, with porous borders that face people's and commodities (often illegal) movements. In this context, ensuring proper border management is inextricably linked to questions not only security- and also economic growth-related.

Border Security

Effective border management has emerged at the forefront of Afghanistan and the Central Asian countries' domestic and foreign political agendas, partly as a result of the increasingly unstable security and political situation in Afghanistan, which is also affecting the borders with Tajikistan Uzbekistan and Turkmenistan. However, the present state of border management is inadequate to address such issues and insufficient to meet the challenges of the future. Afghan Border Police capability has not yet developed sufficiently to meet European and international standards. This applies particularly to the principles of transparency, trade development, border crossing point's efficiency, infrastructure development and scales of equipment issued and training provided to field units. There is therefore a significant requirement to enhance security through integrated border management along the Afghan-Tajik, Afghan-Uzbek and Afghan-Turkmen borders and to improve cooperation among local, national and international partners to address cross-border and regional issues, including risks posed from international terrorist and religious-extremist organizations, narcotics trafficking, weapons smuggling and illegal migration.

Because new bridges across the Pandj River continue to be built and Central Asian infrastructure continues to develop, the links between Central Asia and northern Afghanistan can be expected to grow in the coming years. This will have important implications for international borders in the region - both among the Central Asian countries and between Central Asia and Afghanistan, which will continue to see increasing movements of people, goods, and legal trade, but also narcotics. Cross-border engagement, if implemented through District Development Authorities, could also strengthen government processes in local development management. The current state of governance within the region is generally poor. Capacity at all levels of government is weak and the drug economy is perverting normal private and public sector activities. Many factors contribute to this state of affairs – the collapse of the Soviet Union, civil war, which led to the loss of professional skills, multiple natural disasters, the economic downturn and others.

Until the Afghan border police becomes more independent, more logistically self-contained and more professional and effective, its operational performance on the northern border will not be fully effective to minimize drug traffickers, criminals and terrorists. UNODC figures clearly show increasing and significant amounts of contraband narcotics trafficked through Central Asia.

The nexus of transnational organized crime and terrorism, including drug trafficking, is a concern for the Central Asian states. On the one hand, drug trafficking and illicit financial flows emanating out of Afghanistan, which has seen an exponential increase of opium poppy cultivation in 2017, resulting in 328,000 hectares of land being used for cultivation with over 9000 metric tons of opium production, poses increased challenges for the region. On the other hand, the emergence of new psychoactive substances remains a formidable challenge and presents a potential threat to the security and development of the Central Asian region and the Caucasus⁶¹.

⁶¹ United Nations Office on Drugs and Crime (UNODC), ROCA (Regional Office for Central Asia) Report 2017: https://www.unodc.org/documents/centralasia/2018/ROCA_Annual_Report_EN_2017.pdf, page 6

Despite this, a corresponding increase in seizures by Afghan border police officers stationed on the Central Asian borders was not been observed at a time the BOMNAF II was being designed (2013-14). Multiple factors give rise to this situation, including shortfalls in training and equipment, but it should also be noted that officers stationed at locations which have not been modernised spend a substantial part of their time (up to five hours/day) in tasks that are not directly related to their duties such as collecting firewood for heating and cooking and then preparing food for themselves. This situation has a clear impact on their duties since it distracts them from their core responsibility of interdicting illegal activities within their areas of operations.

1.2 The Action to be evaluated⁶²

Title of the Action to be evaluated • BOMNAF II – Border Management in Northern Afghanistan II

Budget of the Action to be evaluated • 7,500,000€

CRIS number of the Action to be evaluated • DCI-ASIE/2014/343-229

Dates of the Action to be evaluated • Start: 08/06/2014
• End: 31/12/2018

The Border Management in Northern Afghanistan (BOMNAF II) project reinforces border management capacity and trans-border cooperation in Northern Afghanistan since 2014, building on a predecessor project which started in 2010 (BOMNAF). Implementing partner is the United Nations Development Programme (UNDP). Field activities cover four areas in support of capacity building of the Afghan Border Police (ABP): construction of infrastructure (border crossing points – BCPs); procurement of equipment; training and staff capacity building, and confidence building measures between Afghanistan and Central Asian neighbours. Project purpose is the facilitation of legal trade and travel facilitation along Afghanistan's borders with Tajikistan, Uzbekistan and Turkmenistan. The EU's overall objective for this action as well is to foster regional cooperation between Afghanistan and its Central Asia neighbours Tajikista, Uzbekistan and Turkmenistan. BOMNAF II scope's difference in comparison with its previous phase: BOMNAF (I), is the expansion westwards, covering activities on Uzbek and Turken borders of Afghanistan (BOMNAF I had only a limited activity along Uzbek border).

The specific objective of the project is to continue to support cross-border security and cooperation, by improving integrated border management in northern Afghanistan. This will contribute to supporting the Government of Afghanistan (GoA) in strengthening governance and improving revenue collection while fostering economic and political relations with the countries in the region through the promotion of economic development and stability.

Interventions in the Central Asia and northern Afghanistan region are increasingly interlinked. Developing cross-border cooperation between Afghanistan and the Central Asia Republics, contributing to regional development and integration, enhancing human security and supporting the expansion of economic development in border areas require regional capacity development and trust building activities, including joint cross-border interventions (multilateral or bilateral) in the context of an integrated border management.

Inter-agency and cross-border cooperation between border management agencies of the region, maintenance of integrated border management across both sides of the international frontier, including expansion of local development processes through a cross-border participatory approach, remains essential to ensure that trans-frontier and regional issues are properly managed through comprehensive communication, cooperation, coordination and collaboration between local, national and international partners.

Promotion of stronger regional and cross-border cooperation

⁶² The term 'Action' is used throughout the report as a synonym of 'project and programme'.

Expansion westward

BOMNAF I activities in Northern Afghanistan concentrated on the Afghanistan-Tajikistan border with limited training along the Uzbekistan border. In addition to and building on these activities, from end 2014, BOMNAF II was supposed to increase actions on the Afghanistan side of the Uzbekistan border and include actions along the Turkmenistan border, e.g. through seeking coordination with other partners such as OSCE Centre in Ashgabat and synergies with BOMCA as a precondition for stronger expansion towards western areas.

Expected Results (ERs)⁶³:

The chief priorities of this follow-on project are based upon stability, progress and regional activities.

- **ER 1.** *Efficiency and capacity of ABP on Afghanistan's northern border is increased.*
- **ER 2.** *Inter-agency and cross-border communication, cooperation, and coordination between Afghanistan and its Central Asian neighbours are improved.*
- **ER 3.** *Strengthening confidence building between Afghanistan and the Central Asian countries is assisted. (e.g. Heart of Asia process).*

Activities

The project's field activities focus around the following activity areas to support capacity development of the Afghan Border Police on Afghanistan's northern border.

1. Conducting capacity building measures (educational, training & mentoring activities) for ABP officers;
2. Construction and support to border management infrastructure and facilities;
3. Equipment provision and support to operations of ABP units on the northern border;
4. Events organisation for border agencies in the field;
5. Organisation of workshops, conferences and seminars;
6. Promoting Transparency, Integrity and Accountability (TIA) on the northern border;
7. Cross-border market(s) and trade facilitation support amenities are created;
8. Support to borderlands communities for effective CBM activities and the smooth transit of international commerce;
9. Training for borderlands residents on subjects associated with DRM.

The table in Annex VI contains a list of the expected outputs of these activities (Output targets).

1.3 Stakeholders of the Action

The main stakeholder for the support of regional integrated border management programme on the northern border with Tajikistan and Uzbekistan is the Afghan border police (ABP), managed under the authority of the Afghan Ministry of Interior (MoI). The ABP is responsible for immigration control as well as interdicting illicit trade and narcotics smuggling.

In addition to the European Union, the other main international stakeholder of the BOMNAF Project is the UNDP, who implements this project as a follow-up to their successful border management interventions since 2005. As part of the project's ongoing cooperative efforts, BOMNAF II was supposed to refresh communications with Border Management Task Force (BMTF), EU Police Programme (EUPOL), UN Office on Drugs & Crime (UNODC), Aga Khan Development Network (AKDN), Gesellschaft für Internationale Zusammenarbeit (GIZ), (German Foreign Office Society for International Cooperation), The Foundation for Pakistan Afghanistan Tajikistan Regional Integration Program (PATRIP), Organization for Security & Cooperation in Europe (OSCE) and other agencies working within

⁶³ The term "Output" is used in the DoA (and in Annex VI) to designate the three components of BOMNAF II and the term "Expected Results (Outcomes) – Ers" is used instead in this ToR to ensure comprehension

the borderlands region, to increase cooperation, coordinate activities and support collaboration. The project would also complement other development programmes and projects and potential partners such as UNDP LITACA and USAID border management projects.

UNDP works in partnership with the Governments of Tajikistan and Afghanistan, as well as with local authorities and other partners in provinces on both sides of the international border. As part of BOMNAF II implementation modality, the Project has been ought to establish liaison and collaborative links together with many organisations and individual players in this region, including:

- EU Delegations in Dushanbe and Kabul
- Principal Embassies in Kabul and Dushanbe
- OSCE Border Management Staff College
- USA Border Management Task Force, Kabul
- Local and District authorities
- Tajik and Afghan Customs Services
- Tajik and Afghan Drug Control Agencies
- UN Office on Drugs and Crime (UNODC)
- National governments in the Project's region. Including Ministries of Interior, Finance, and Foreign Affairs
- International Centre for Migration Policy Development (ICMPD)
- International Organization for Migration (IOM)
- Tajik Border Force
- Afghan Border Police

- Local NGOs

UNDP Tajikistan was ought to cooperate closely with UNDP Afghanistan in the implementation of the project while at the same time UNDP would continue to develop existing links with other agencies operating within the border and regional development sectors, as well as encourage further participation and responsibility from the Governments of Afghanistan and Tajikistan and activities involving local authorities.

Synergies and cooperation were to be sought between the different EU projects and other programmes in support of cooperation within the region, such as BOMCA, CAREC and UNODC's regional programme.

Last but not least, implementers of BOMCA project, managed from the EU Delegation to Kyrgyzstan, may be considered as indirect stakeholders, since both projects work in the area of border management in Central Asia. In addition, both projects have organised common trainings and seminars, such as e.g. the Issyk-Kul one in July 2018.

1.4 Other available information

- Description of the Action and its annexes, including Results and Resources Framework (Annex B) – Annex VI;
- Progress Reports, e.g. the last one January – August 2018; and previous ones;
- ROM (Result-Oriented Monitoring) Report - Annex VII;
- Project Steering Committee meetings minutes;

DESCRIPTION OF THE EVALUATION ASSIGNMENT

Type of evaluation	Final
Coverage	the Action in its entirety
Geographic scope	Afghanistan and Tajikistan, with some activities at Uzbek and Tajik borders of Afghanistan, in areas of BOMNAF II intervention
Period to be evaluated	08/06/2014 – to date

2.1 Objectives of the evaluation

Systematic and timely evaluation of its programmes and activities is an established priority⁶⁴ of the European Commission⁶⁵. The focus of evaluations is on the assessment of achievements, the **quality** and the **results**⁶⁶ of Actions in the context of an evolving cooperation policy with an increasing emphasis on **result-oriented approaches and the contribution towards the implementation of the SDGs**.⁶⁷

From this perspective, evaluations should **look for evidence of why, whether or how these results are linked to the EU intervention** and seek **to identify the factors driving or hindering progress**.

Evaluations should provide an understanding of the **cause and effect links** between: inputs and activities, and outputs, outcomes and impacts. Evaluations should serve accountability, decision making, learning and management purposes.

The main objectives of this evaluation are to provide the relevant services of the European Union, the interested stakeholders with:

- an overall independent assessment of the past performance of the BOMNAF II, paying particular attention to its results measured against its expected objectives; and the reasons underpinning such results;
- key lessons learned, conclusions and related recommendations in order to improve future Actions;
- A forward looking perspective, i.e. if Afghanistan should be involved in a project involving more countries in border management actions (such as in case of BOMCA). What would be the potential gains and if any losses stemming from an action of a bigger geographical scope.

In particular, this evaluation will serve to provide recommendations on how to improve future actions tackling similar issues, in order to better achieve the expected objectives, taking into account challenges and opportunities. It will also serve to encompass both forward and backward-looking perspectives.

The main users of this evaluation will be the implementing organisation (the UNDP), the EU Delegations to Afghanistan and Tajikistan, the European Commission DG DEVCO (International Co-operation and Development), Afghan Border Police and the Ministry of Interior, Ministry of Foreign Affairs of Afghanistan and eventually other stakeholders still to be identified.

2.2 Requested services

2.2.1 Scope of the evaluation

⁶⁴ COM(2013) 686 final "Strengthening the foundations of Smart Regulation – improving evaluation" - http://ec.europa.eu/smart-regulation/docs/com_2013_686_en.pdf; EU Financial regulation (art 27); Regulation (EC) No 1905/2006; Regulation (EC) No 1889/2006; Regulation (EC) No 1638/2006; Regulation (EC) No 1717/2006; Council Regulation (EC) No 215/2008

⁶⁵ SEC (2007)213 "Responding to Strategic Needs: Reinforcing the use of evaluation", http://ec.europa.eu/smart-regulation/evaluation/docs/eval_comm_sec_2007_213_en.pdf; SWD (2015)111 "Better Regulation Guidelines", http://ec.europa.eu/smart-regulation/guidelines/docs/swd_br_guidelines_en.pdf; COM(2017) 651 final 'Completing the Better Regulation Agenda: Better solutions for better results', https://ec.europa.eu/info/sites/info/files/completing-the-better-regulation-agenda-better-solutions-for-better-results_en.pdf

⁶⁶ Reference is made to the entire results chain, covering outputs, outcomes and impacts. Cfr. Regulation (EU) No 236/2014 "Laying down common rules and procedures for the implementation of the Union's instruments for financing external action" - https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/financial_assistance/ipa/2014/236-2014_cir.pdf.

⁶⁷ The New European Consensus on Development 'Our World, Our Dignity, Our Future', Official Journal 30th of June 2017. <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=OJ:C:2017:210:TOC>

The evaluation will assess the Action using the five standard DAC evaluation criteria, namely: relevance, effectiveness, efficiency, sustainability and impact. In addition, the evaluation will assess two EU specific evaluation criteria:

- the EU added value (the extent to which the Action brings additional benefits to what would have resulted from Member States' interventions only);
- the coherence of the Action itself, with the EU strategy in Afghanistan and with other EU policies and Member State Actions, other donors' actions, and with the EU's funded assistance to border management in Central Asia, under the BOMCA and CADAP projects.

The evaluation team shall furthermore consider whether gender, environment and climate change were mainstreamed; the relevant SDGs and their interlinkages were identified; the principle of Leave No-One Behind and the rights-based approach methodology was followed in the identification/formulation documents and the extent to which they have been reflected in the implementation of the Action, its governance and monitoring.

2.2.2 Issues to be addressed

The specific Issues to be addressed as formulated below are indicative. Based on the latter and following initial consultations and document analysis, the evaluation team will discuss them with the Evaluation Manager⁶⁸ and propose in their Inception Report a complete and finalise a set of Issues to be addressed with indication of specific Judgement Criteria and Indicators, as well as the relevant data collection sources and tools.

Once agreed through the approval of the Inception Report, the Issues to be addressed, transformed by experts into Evaluation Questions, will become contractually binding.

1. To what extent has BOMNAF contributed to:
 - a) support Afghanistan in the areas of regional cooperation and security, border management, trade facilitation and smoother movement of people?
 - b) the implementation of the EU bilateral and regional strategies?
 - c) facilitate the functioning of IBM strategy in Afghanistan? In addition, it shall be assessed the relevance of EU support to IBM considering the current regional challenges and the EU priorities.
 - d) strengthening confidence building between Afghanistan and Central Asian countries, especially in relation to border crossing procedures and anti-trafficking?
 - e) increased efficiency and capacity of ABP on Afghanistan's northern border?
2. To what extent BOMNAF hard component support has been effective and necessary? Assess the relevance of the hard component taking into consideration the current national needs.
3. How do stakeholders perceive the EU support through BOMNAF?
4. How does the project bring EU added value and coherence? Assess the impact of the programme on the image and credibility of the EU as a partner and its political capital (leverage).
5. To what extent were the recommendations of the ROM considered, implemented and with what results?
6. How have the programme and the implementer been complying with the EU visibility standards.
7. Sustainability of results: would a third phase be needed, or the results achieved can be considered as self-sustainable?
8. If a continuation of support to border management would be recommended, what would be the recommended geographical scope? The same or broadened (e.g. to include BOMCA countries) and why? Pros and cons of a broadened geo scope of a project. Deliberation upon a forward-looking perspective.

2.3 Phases of the evaluation and required outputs

The evaluation process will be carried out in three phases: an Inception Phase, , a Field Phase and a Synthesis Phase.

⁶⁸ The Evaluation Manager is the staff of the Contracting Authority managing the evaluation contract. In most cases this person will be the Operational manager of the Action(s) under evaluation.

The outputs of each phase are to be submitted at the end of the corresponding phases as specified in the synoptic table in section 2.3.1.

2.3.1 Synoptic table

The following table presents an overview of the key activities to be conducted within each phase and lists the outputs to be produced by the team as well as the key meetings with the Contracting Authority and the Reference Group. The main content of each output is described in Chapter 0.

Phases of the evaluation	Key activities	Outputs and meetings
<u>Inception Phase</u>	<ul style="list-style-type: none"> Initial document/data collection and definition of methods of analysis Background analysis Stakeholder analysis Reconstruction of the Intervention Logic Methodological design of the evaluation (Evaluation Questions with judgement criteria, indicators and methods of data collection and analysis) and evaluation matrix Document analysis (focused on the Evaluation Questions) Identification of information gaps and of hypotheses to be tested in the field phase Methodological design of the Field Phase 	<ul style="list-style-type: none"> VC Kick-off meeting with the Contracting Authority and the Reference Group Inception Report Slide presentation of key findings of the document analysis VC presentation to EUD (tbc)
<u>Field Phase</u>	<ul style="list-style-type: none"> Gathering of primary evidence with the use of interviews with key stakeholders, focus groups and other appropriate techniques, as presented and agreed in the methodological note. Data collection and analysis (linked to the hypotheses to be tested in the field and in view of filling the gaps, as defined during the inception phase) 	<ul style="list-style-type: none"> Methodological note of the Field Phase Initial meetings at country level with as many beneficiaries as possible, Afghan and Tajik Border Police and Customs officials in particular (but not limited to). Slide Presentation of key findings of the field phase Debriefing session with EUD in Kabul (tbc, probably by electronic means).
<u>Synthesis phase</u>	<ul style="list-style-type: none"> Final analysis of findings (with focus on the Evaluation Questions) Formulation of the overall assessment, conclusions and recommendations Reporting 	<ul style="list-style-type: none"> Draft Final Report Executive Summary according to the standard template published in the EVAL module Final Report Slide presentation with key findings VC meeting with Reference Group (tbc)

2.3.2 Inception Phase

This phase aims at structuring the evaluation and clarifying the key issues to be addressed.

The phase will start with a kick-off session by a videoconference between the EU Delegation to Afghanistan, EU Delegation to Tajikistan (if possible), the EC DG DEVCO Desk Officer for Afghanistan (if possible), and the Evaluator. The meeting aims at arriving at a clear and shared understanding of the scope of the evaluation, its limitations and feasibility. It also serves to clarify expectations regarding evaluation outputs, the methodology to be used and, where necessary, to pass on additional or latest relevant information.

In the Inception phase, the relevant documents will be reviewed (see annex II) and the Intervention Logic of the Action to be evaluated will be reconstructed.

Furthermore, based on the Intervention Logic, the evaluator will develop a narrative explanation of the logic of the Action that describes how change is expected to happen within the Action, all along its results chain, i.e. Theory of Change. This explanation includes an assessment of the evidence underpinning this logic (especially between outputs and outcomes, and between outcomes and impact), and articulates the assumptions that must hold for the Action to work, as well as identification of the factors most likely to inhibit the change from happening.

Based on the Intervention Logic and the Theory of Change the evaluator will finalise i) the Evaluation Questions with the definition of judgement criteria and indicators, the selection of data collection tools and sources, ii) the evaluation methodology, and iii) the planning of the following phases.

The methodological approach will be represented in an Evaluation Design Matrix⁶⁹, which will be included in the Inception Report. The methodology of the evaluation should be gender sensitive, contemplate the use of sex- and age-disaggregated data and demonstrate how actions have contributed to progress on gender equality.

The limitations faced or to be faced during the evaluation exercise will be discussed and mitigation measures described in the Inception report. Finally, the work plan for the overall evaluation process will be presented and agreed in this phase; this work plan shall be in line with that proposed in the present ToR. Any modifications shall be justified and agreed with the Evaluation Manager.

The activities to be conducted during this phase should also allow for the provision of preliminary responses to each evaluation question, stating the information already gathered and its limitations. They will also identify the issues still to be covered and the preliminary hypotheses to be tested.

On the basis of the information collected, the evaluator should prepare an **Inception report**, whose content is described in Chapter 0, to be presented to and validated by the Reference Group .

During this phase the Evaluator shall fine-tune the evaluation tools to be used during the Field Phase and describe the preparatory steps already taken and those to be taken for its organisation, including the list of people to be interviewed and fix dates and itinerary of visits.

2.3.3 Field Phase

The Field Phase starts after approval of the Inception report by the Evaluation Manager.

If any significant deviation from the agreed work plan or schedule is perceived as creating a risk for the quality of the evaluation or not respecting the end of the validity of the specific contract, these elements are to be immediately discussed with the Evaluation Manager and, regarding the validity of the contract, corrective measures undertaken.

In the first days of the field phase, the Evaluator shall hold a briefing meeting (which may involve the Inception Report presentation) with the project management (UNDP office in Dushanbe) and the EU Delegations to Afghanistan and/or Tajikistan, local authorities and other relevant stakeholders.

During the field phase, the evaluator shall ensure adequate contact and consultation with, and involvement of the different stakeholders; with the relevant government authorities and agencies. Throughout the mission the evaluator will use the most reliable and appropriate sources of information, respect the rights of individuals to provide information in confidence, and be sensitive to the beliefs and customs of local social and cultural environments.

At the end of the field phase, evaluator will summarise its work, analyse the reliability and coverage of data collection, and present preliminary findings in a (VC) meeting with the EUD, or eventually in writing by electronic means (tbc).

At the end of the Field Phase a Slide Presentation will be prepared. Its content is described in Chapter 0.

⁶⁹ The Evaluation Matrix is a tool to structure the evaluation analysis (by defining judgement criteria and indicators for each evaluation question). It helps also to consider the most appropriate and feasible data collection method for each of the questions,

2.3.4 Synthesis Phase

This phase is devoted to the preparation by the contractor of **two distinct documents**: the **Executive Summary** and the **Final Report**, whose structures are described in the Annex III; it entails the analysis of the data collected during the desk and field phases to answer the Evaluation Questions and preparation of the overall assessment, conclusions and recommendations of the evaluation.

The evaluation team will present, in a single Report with Annexes, their findings, conclusions and recommendations in accordance with the structure in Annex III; a separate Executive Summary will be produced as well, following the compulsory format given in the EVAL module (see Annex III).

The evaluation team will make sure that:

- Their assessments are objective and balanced, statements are accurate and evidence-based, and recommendations realistic and clearly targeted.
- When drafting the report, they will acknowledge clearly where changes in the desired direction are known to be already taking place.
- The wording, inclusive of the abbreviations used, takes into account the audience as identified in art. 2.1 above.

The Evaluator will deliver and then present the **Draft Final Report** to the Reference Group to discuss the draft findings, conclusions and recommendations by a videoconference.

The Evaluation Manager consolidates the comments expressed by the Reference Group members and sends them to the evaluation team for the report revision, together with a first version of the Quality Assessment Grid (QAG) assessing the quality of the Draft Final Report. The content of the QAG will be discussed with the evaluation team to verify if further improvements are required, and the evaluation team will be invited to comment on the conclusions formulated in the QAG (through the EVAL Module).

The evaluation team will then finalise the **Final Report** and the **Executive Summary** by addressing the relevant comments. While potential quality issues, factual errors or methodological problems should be corrected, comments linked to diverging judgements may be either accepted or rejected. In the latter instance, the evaluation team must explain the reasons in writing. After approval of the final report, the QAG will be updated and sent to the evaluators via EVAL Module.

2.4 Specific Contract Organisation and Methodology (Technical offer)

The invited Framework Contractors will submit their specific Contract Organisation and Methodology by using the standard SIEA template B-VII-d-i and its annexes 1 and 2 (B-VII-d-ii).

The evaluation methodology proposed to undertake the assignment will be described in the Chapter 3 (Strategy and timetable of work) of the template B-VII-d-i. Contractors will describe how their proposed methodology will address the cross-cutting issues mentioned in these Terms of Reference and notably gender equality and the empowerment of women. This will include (if applicable) the communication action messages, materials and management structures.

By derogation of what is specified in the standard SIEA template B-VII-d-i, the maximum length of the specific Contract Organisation and Methodology is 7 pages, written in Times New Roman 12 or Arial size 11, single interline, excluding the framework contractor's own annexes (maximum length of such annexes: 3 pages), additional to the Annexes foreseen as part of the present Specific ToRs. The timetable is not accounted and may be presented on an A3 page.

2.5 Management and Steering of the evaluation

2.5.1 At the EU level

The evaluation is managed by the Evaluation Manager of the EUD to Afghanistan. The progress of the evaluation will be followed closely with the assistance of a Reference Group consisting of members of EU Services: the EU Delegation to Afghanistan, the EU Delegation to Tajikistan, Afghan Ministry of Interior and Afghan Border Police and (if possible)

Ministry of Foreign Affairs of Afghanistan. DG DEVCO Desk Officer for Afghanistan may be an ad hoc Reference Group member.

The main functions of the Reference Group are:

- To define and validate the Evaluation Questions.
- To facilitate contacts between the Evaluator and the EU services and external stakeholders.
- To ensure that the Evaluator has access to and has consulted all relevant information sources and documents related to the Action.
- To discuss and comment on notes and reports delivered by the Evaluator. Comments by individual group members are compiled into a single document by the Evaluation Manager and subsequently transmitted to the Evaluator.
- To assist in feedback on the findings, conclusions, lessons and recommendations from the evaluation.
- To support the development of a proper follow-up action plan after completion of the evaluation.

2.5.2 At the Contractor level

Further to the Requirements set in the art. 6 of the Global Terms of Reference and in the Global Organisation and Methodology, respectively annexes II and III of the Framework contract SIEA 2018, the contractor is responsible for the quality of: the process; the evaluation design; the inputs and the outputs of the evaluation. In particular, it will:

- Support the Team Leader in its role, mainly from a team management perspective. In this regard, the contractor should make sure that, for each evaluation phase, specific tasks and outputs for each team member are clearly defined and understood.
- Provide backstopping and quality control of the evaluation team’s work throughout the assignment.
- Ensure that the evaluators are adequately resourced to perform all required tasks within the time framework of the contract.

Language of the Specific contract

The language of the specific contract is to be English.

3 EXPERTISE REQUIRED

3.1 Number of experts and of working days per category

The table below indicates the minimum number of evaluators and the minimum number of working days (overall and in the field), per category of experts to be foreseen by the Contractor.

Category of experts	Minimum number of evaluators	Total minimum number of working days (total)	(Out of which) minimum number of working days on mission
Cat I	1	45	20
Cat II			
Cat III	1	30	15

In particular, the evaluator is expected to be a Cat I expert, possess a demonstrable senior evaluation expertise coherent with the requirements of this assignment and not provide less than 45 working days, out of which 20 in the field.

3.2 Expertise required

Expert 1 – Cat. 1 minimum requirements:

- Advanced university degree in economics, social sciences, international relations, international trade, business administration, development studies, or other related areas.

- Minimum of 12 years of relevant experience in border management policies, trade/customs facilitation, migration policies, counter-narcotics and knowledge of EU policies and EU Strategies in those sectors;
- Minimum 10 years of post-graduate professional experience in the areas relevant to the assignment, acquired in public or private institutions;
- Proven knowledge of quantitative and qualitative evaluation methods;
- Due to the complexity of the task: the reconstruction of the Logic of Intervention, based on a Logframe that is entirely outputs-based, with no proper outcome indicators; Cat I expert is requested to have conducted at least 12 evaluations, out of which at least 5 in fragile, war-torn countries;
- Strong communication and interpersonal skills, with the ability to communicate clearly and diplomatically with stakeholders from different backgrounds;
- Ability to be flexible and responsive to changes and demands, and open to feedback;
- Having worked and having expertise in LDC and fragile, war-torn countries
- Experience of having worked as a TL of evaluations

Expert 2 – Cat.3 minimum requirements:

- Master's Degree Academic level, or a bachelor's degree in European/International studies.
- 3 years working experience with EU funded projects
- Proven working experience in Central and/or South Asia
- Proven working experience as analyst, advisor, consultant and able to write reports.
- Working experience in Afghanistan or a fragile country
- Previous experience in conducting interviews is an asset

Language skills of the evaluators:

- At least level C1 expertise in English for both evaluating experts;

Note: Due to the remoteness of some of the areas visited, interviews with some local officials may require the assistance of a local translator.

Languages levels are defined for understanding, speaking and writing skills by the Common European Framework of Reference for Languages available at <https://europass.cedefop.europa.eu/en/resources/european-language-levels-cefr> and shall be demonstrated by certificates or by past relevant experience.

The European Union pursues an equal opportunities policy. Gender balance in the proposed team, at all levels, is highly recommended.

3.3 Presence of management team for briefing and/or debriefing

The presence of member(s) of the management team is not required for briefing or debriefing purposes.

4 LOCATION AND DURATION

4.1 Starting period

Provisional start of the assignment is mid to end of November.

4.2 Foreseen duration of the assignment in calendar days

Maximum duration of the assignment: 180 calendar days.

This overall duration includes working days, week-ends, periods foreseen for comments, for review of draft versions and debriefing sessions.

4.3 Planning, including the period for notification for placement of the staff⁷⁰

As part of the technical offer, the framework contractor must fill in the timetable in the Annex IV (to be finalised in the Inception Report). The ‘Indicative dates’ are not to be formulated as fixed dates but rather as days (or weeks, or months) from the beginning of the assignment (to be referenced as ‘0’).

Sufficient forward planning is to be taken into account in order to ensure the active participation and consultation with government representatives, national / local or other stakeholders.

4.4 Location(s) of assignment

The assignment will be homebased with one with field visit to Tajikistan (Dushanbe and to Afghan-Tajik border inspection, at e.g. Khohon Border Crossing Point) and another field visit to Afghanistan-Turkmenistan Border (Border crossing point at Aqina visit, entering from Turkmenistan) or to Afghanistan (visit to Mazar-e-Shariff Training Center); for minimum 20 working days for the Cat 1 Evaluator, and minimum of 15 working days for the Cat 3 Evaluator.

5 REPORTING

5.1 Content, timing and submission

The outputs must match quality standards. The text of the reports should be illustrated, as appropriate, with maps, graphs and tables; a map of the area(s) of Action is required (to be attached as Annex).

List of outputs:

	Number of Pages (excluding annexes)	Main Content	Timing for submission
Inception report	15-20 pages	<ul style="list-style-type: none"> • Intervention logic • Stakeholder map • Methodology for the evaluation, incl.: <ul style="list-style-type: none"> ○ Evaluation Matrix: Evaluation Questions, with judgement criteria and indicators, and data analysis and collection methods ○ Consultation strategy ○ Field visit approach • Analysis of risks related to the evaluation methodology and mitigation measures • Work plan 	End of Inception Phase
Draft Final Report	20-30 pages	<ul style="list-style-type: none"> • <u>Cf. detailed structure in Annex III</u> 	End of Synthesis Phase
Draft Executive Summary – by using the EVAL online template	N/A	<ul style="list-style-type: none"> • <u>Cf. detailed structure in Annex III</u> 	End of Synthesis Phase
Final report	40-60 pages	<ul style="list-style-type: none"> • Same specifications as of the Draft Final Report, incorporating any comments received from the concerned parties on the draft report that have been accepted 	10 calendar days after having received comments to

⁷⁰ As per art 16.4 a) of the General Conditions of the Framework Contract SIEA

	Number of Pages (excluding annexes)	Main Content	Timing for submission
			the Draft Final Report.
Executive Summary – by using the EVAL online template	N/A	<ul style="list-style-type: none"> • Same specifications as for the Draft Executive Summary, incorporating any comments received from the concerned parties on the draft report that have been accepted 	Together with the final version of the Final Report

5.2 Use of the EVAL module by the evaluators

It is strongly recommended that the **submission of deliverables** by the selected contractor **be performed through their uploading in the EVAL Module**, an evaluation process management tool and repository of the European Commission. The selected contractor will receive access to online and offline guidance in order to operate with the module during the related Specific contract validity.

5.3 Comments on the outputs

For each report, the Evaluation Manager will send to the Contractor consolidated comments received from the Reference Group or the approval of the report within 10 calendar days. The revised reports addressing the comments shall be submitted within 10 calendar days from the date of receipt of the comments. The evaluation team should provide a separate document explaining how and where comments have been integrated or the reason for not integrating certain comments, if this is the case.

5.4 Assessment of the quality of the Final Report and of the Executive Summary

The quality of the draft versions of the Final Report and of the Executive Summary will be assessed by the Evaluation Manager using the online Quality Assessment Grid (QAG) in the EVAL Module (text provided in Annex V). The Contractor is given – through the EVAL module - the possibility to comment on the assessments formulated by the Evaluation Manager. The QAG will then be reviewed following the submission of the final version of the Final Report and of the Executive Summary.

The compilation of the QAG will support/inform the compilation by the Evaluation Manager of the FWC SIEA's Specific Contract Performance Evaluation.

5.5 Language

All reports shall be submitted in English.

5.6 Number of report copies

Apart from their submission -preferably via the EVAL Module-, the approved version of the Final Report will be also be provided in 3 paper copies and in electronic version in both pdf and word format at no extra cost.

5.7 Formatting of reports

All reports will be produced using Font Arial or Times New Roman minimum letter size 11 and 12 respectively, single spacing, double sided. They will be sent in Word and PDF formats.

ANNEX I: SPECIFIC TECHNICAL EVALUATION CRITERIA

SPECIFIC TECHNICAL EVALUATION CRITERIA

[Request for Services no. 401748]

FWC SIEA 2018 - Lot 2: Infrastructure, sustainable growth and jobs

EuropeAid/138778/DH/SER/multi

DCI-ASIE/2014/343-229

1. TECHNICAL EVALUATION CRITERIA

The Contracting Authority selects the offer with the best value for money using an 80/20 weighting between technical quality and price⁷¹.

Technical quality is evaluated on the basis of the following grid:

Criteria	Maximum
<i>Total score for Organisation and Methodology</i>	50
<ul style="list-style-type: none">• Understanding of ToR and the aim of the services to be provided	10
<ul style="list-style-type: none">• Overall methodological approach, quality control approach, appropriate mix of tools and estimate of difficulties and challenges	25
<ul style="list-style-type: none">• Technical added value, backstopping and role of the involved members of the consortium	5
<ul style="list-style-type: none">• Organisation of tasks including timetable	10
<i>Score for the expertise of the proposed team</i>	50
<i>OVERALL TOTAL SCORE</i>	100

2. TECHNICAL THRESHOLD

Any offer falling short of the technical threshold of 75 out of 100 points, is automatically rejected.

3. INTERVIEWS DURING THE EVALUATION OF THE OFFERS

During the evaluation process of the offers received the Contracting Authority reserves the right to interview by phone or VC one or several members of the proposed evaluation teams.

ANNEX II: INFORMATION THAT WILL BE PROVIDED TO THE EVALUATION TEAM

⁷¹ For more details about the 80/20 rule, please see the PRAG, chapter 3.3.10.5 - https://ec.europa.eu/europeaid/funding/about-funding-and-procedures/procedures-and-practical-guide-prag_en

- Legal texts and political commitments pertaining to the Action(s) to be evaluated
- Country Strategy Paper for Afghanistan and Indicative Programmes (and equivalent) for the periods covered
- Relevant national / sector policies and plans from National and Local partners and other donors
- Action identification studies
- Action feasibility / formulation studies
- Action financing agreement and addenda
- Action's quarterly and annual progress reports, and technical reports
- European Commission's Result Oriented Monitoring (ROM) Reports, and other external and internal monitoring reports of the Action
- Action's mid-term evaluation report and other relevant evaluations, audit, reports
- Relevant documentation from National/Local partners and other donors
- Guidance for Gender sensitive evaluations
- Calendar and minutes of all the meeting of the Steering Committee of the Action(s)
- Any other relevant document

Note: The evaluation team has to identify and obtain any other document worth analysing, through independent research and during interviews with relevant informed parties and stakeholders of the Action.

ANNEX III: STRUCTURE OF THE FINAL REPORT AND OF THE EXECUTIVE SUMMARY

The contractor will deliver – **preferably through their uploading in the EVAL Module - two distinct documents:** the **Final Report** and the **Executive Summary**. They must be consistent, concise and clear and free of linguistic errors both in the original version and in their translation – if foreseen.

The Final Report should not be longer than the number of pages indicated in Chapter 6. Additional information on the overall context of the Action, description of methodology and analysis of findings should be reported in an Annex to the main text.

The presentation must be properly spaced and the use of clear graphs, tables and short paragraphs is strongly recommended.

The cover page of the Final Report shall carry the following text:

“This evaluation is supported and guided by the European Commission and presented by [name of consulting firm]. The report does not necessarily reflect the views and opinions of the European Commission”.

Executive Summary

A short, tightly-drafted, to-the-point and free-standing Executive Summary. It should focus on the key purpose or issues of the evaluation, outline the main analytical points, and clearly indicate the main conclusions, lessons to be learned and specific recommendations. It is to be prepared by using the specific format foreseen in the EVAL Module.

The main sections of the evaluation report shall be as follows:

1. Introduction

A description of the Action, of the relevant country/region/sector background and of the evaluation, providing the reader with sufficient methodological explanations to gauge the credibility of the conclusions and to acknowledge limitations or weaknesses, where relevant.

2. Answered questions / Findings

A chapter presenting the answers to the Evaluation Questions, supported by evidence and reasoning.

3. Overall assessment (optional)

A chapter synthesising all answers to Evaluation Questions into an overall assessment of the Action. The detailed structure of the overall assessment should be refined during the evaluation process. The relevant chapter has to articulate all the findings, conclusions and lessons in a way that reflects their importance and facilitates the reading. The structure should not follow the Evaluation Questions, the logical framework or the evaluation criteria.

4. Conclusions and Recommendations

4.3 Lessons learnt

Lessons learnt generalise findings and translate past experience into relevant knowledge that should support decision making, improve performance and promote the achievement of better results. Ideally, they should support the work of both the relevant European and partner institutions.

4.1 Conclusions

This chapter contains the conclusions of the evaluation, organised per evaluation criterion.

In order to allow better communication of the evaluation messages that are addressed to the Commission, a table organising the conclusions by order of importance can be presented, or a paragraph or sub-chapter emphasizing the 3 or 4 major conclusions organised by order of importance, while avoiding being repetitive.

4.2 Recommendations

They are intended to improve or reform the Action in the framework of the cycle under way, or to prepare the design of a new Action for the next cycle.

Recommendations must be clustered and prioritised, and carefully targeted to the appropriate audiences at all levels, especially within the Commission structure.

5. Annexes to the report

The report should include the following annexes:

- The Terms of Reference of the evaluation
- The names of the evaluators (CVs can be shown, but summarised and limited to one page per person)
- Detailed evaluation methodology including: options taken, difficulties encountered and limitations; detail of tools and analyses.
- Evaluation Matrix
- Intervention logic / Logical Framework matrices (planned/real and improved/updated)
- Relevant geographic map(s) where the Action took place
- List of persons/organisations consulted
- Literature and documentation consulted
- Other technical annexes (e.g. statistical analyses, tables of contents and figures, matrix of evidence, databases) as relevant
- Detailed answer to the Evaluation Questions, judgement criteria and indicators

ANNEX IV: PLANNING SCHEDULE

This annex must be included by Framework Contractors in their Specific Contract Organisation and Methodology and forms an integral part of it. Framework Contractors can add as many rows and columns as needed.

The phases of the evaluation shall reflect those indicated in the present Terms of Reference.

		Indicative Duration in working days ⁷²		
Activity	Location	Team Leader	Evaluator ...	Indicative Dates
Inception phase: total days				
•				
•				
Field phase: total days				
•				
•				
Synthesis phase: total days				
•				
•				
TOTAL working days (maximum)				

⁷² Add one column per each evaluator

ANNEX V: QUALITY ASSESSMENT GRID

The quality of the Final Report will be assessed by the Evaluation Manager (since the submission of the draft Report and Executive Summary) using the following quality assessment grid, which is included **in the EVAL Module**; the grid will be shared with the evaluation team, which will have the possibility to include their comments.

Action (Project/Programme) evaluation – Quality Assessment Grid Final Report

Evaluation data			
Evaluation title			
Evaluation managed by		Type of evaluation	
CRIS ref. of the evaluation contract		EVAL ref.	
Evaluation budget			
EUD/Unit in charge		Evaluation Manager	
Evaluation dates	Start:		End:
Date of draft final report		Date of Response of the Services	
Comments			
Project data			
Main project evaluated			
CRIS # of evaluated project(s)			
DAC Sector			
Contractor's details			
Evaluation Team Leader		Evaluation Contractor	
Evaluation expert(s)			

Legend: scores and their meaning

Very satisfactory: criterion entirely fulfilled in a clear and appropriate way

Satisfactory: criterion fulfilled

Unsatisfactory: criterion partly fulfilled

Very unsatisfactory: criterion mostly not fulfilled or absent

The evaluation report is assessed as follows

1. Clarity of the report

This criterion analyses the extent to which both the Executive Summary and the Final Report:

- Are easily readable, understandable and accessible to the relevant target readers
- Highlight the key messages
- The length of the various chapters and annexes of the Report are well balanced
- Contain relevant graphs, tables and charts facilitating understanding
- Contain a list of acronyms (only the Report)
- Avoid unnecessary duplications
- Have been language checked for unclear formulations, misspelling and grammar errors
- The Executive Summary is an appropriate summary of the full report and is a free-standing document



Strengths

Weaknesses

Score

Contractor's comments

Contractor's comments

2. Reliability of data and robustness of evidence

This criterion analyses the extent to which:

- Data/evidence was gathered as defined in the methodology
- The report considers, when relevant, evidence from EU and/or other partners' relevant studies, monitoring reports and/or evaluations
- The report contains a clear description of the limitations of the evidence, the risks of bias and the mitigating measures



Strengths

Weaknesses

Score

Contractor's comments

Contractor's comments

3. Validity of Findings

This criterion analyses the extent to which:

- Findings derive from the evidence gathered
- Findings address all selected evaluation criteria
- Findings result from an appropriate triangulation of different, clearly identified sources
- When assessing the effect of the EU intervention, the findings describe and explain the most relevant cause/effect links between outputs, outcomes and impacts
- The analysis of evidence is comprehensive and takes into consideration contextual and external factors



Strengths

Weaknesses

Score

Contractor's comments

Contractor's comments

4. Validity of conclusions

This criterion analyses the extent to which:

- Conclusions are logically linked to the findings, and go beyond them to provide a comprehensive analysis
- Conclusions appropriately address the selected evaluation criteria and all the evaluation questions, including the relevant cross-cutting dimensions
- Conclusions take into consideration the various stakeholder groups of the evaluation
- Conclusions are coherent and balanced (i.e. they present a credible picture of both strengths and weaknesses), and are free of personal or partisan considerations
- (If relevant) whether the report indicates when there are not sufficient findings to conclude on specific issues



Strengths

Weaknesses

Score

Contractor's comments

Contractor's comments

5. Usefulness of recommendations

This criterion analyses the extent to which the recommendations:

- Are clearly linked to and derive from the conclusions
- Are concrete, achievable and realistic



- Are targeted to specific addressees
- Are clustered (if relevant), prioritised, and possibly time-bound
- (If relevant) provide advice for the Action's exit strategy, post-Action sustainability or for adjusting Action's design or plans

Strengths	Weaknesses	Score
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Contractor's comments	Contractor's comments	
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6. Appropriateness of lessons learnt analysis (if requested by the ToR or included by the evaluators)

This criterion is to be assessed only when requested by the ToR or included by evaluators and is not to be scored. It analyses the extent to which:

- Lessons are identified
- When relevant, they are generalised in terms of wider relevance for the institution(s)



Strengths	Weaknesses	
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Contractor's comments	Contractor's comments	
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Final comments on the overall quality of the report

Overall score

ANNEX VI: RESULTS AND RESOURCES FRAMEWORK OF THE EVALUATED ACTION(S) [THIS ACTION LACKS A PROPOER LOGFRAME WITH OUTCOME INDICATORS – TO BE RECONSTRUCTED BY THE EVALUATORS]

[Please include here the Logframe(s) of the Actions to be evaluated]

It will be shared with the DoA.