

Independent project evaluation of the

**Anti-organized crime and counter-narcotics enforcement in Cape Verde Project (ANTRAF)**

CPV/S28  
Cape Verde

Independent Evaluation Unit

June 2012



This evaluation report was prepared by an evaluation team consisting of Marcio A. Carvalho and Francisco Rodrigues in cooperation with the Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC).

The Independent Evaluation Unit of the United Nations Office on Drugs and Crime can be contacted at:

United Nations Office on Drugs and Crime  
Vienna International Centre  
P.O. Box 500  
1400 Vienna, Austria  
Telephone: (+43-1) 26060-0  
Email: [ieu@unodc.org](mailto:ieu@unodc.org)  
Website: [www.unodc.org](http://www.unodc.org)

#### Disclaimer

Independent Project Evaluations are scheduled and managed by the project managers and conducted by external independent evaluators. The role of the Independent Evaluation Unit (IEU) in relation to independent project evaluations is one of quality assurance and support throughout the evaluation process, but IEU does not directly participate in or undertake independent project evaluations. It is, however, the responsibility of IEU to respond to the commitment of the United Nations Evaluation Group (UNEG) in professionalizing the evaluation function and promoting a culture of evaluation within UNODC for the purposes of accountability and continuous learning and improvement.

Due to the disbandment of the Independent Evaluation Unit (IEU) and the shortage of resources following its reinstatement, the IEU has been limited in its capacity to perform these functions for independent project evaluations to the degree anticipated. As a result, some independent evaluation reports posted may not be in full compliance with all IEU or UNEG guidelines. However, in order to support a transparent and learning environment, all evaluations received during this period have been posted and as an on-going process, IEU has begun re-implementing quality assurance processes and instituting guidelines for independent project evaluations as of January 2011.

© United Nations, June 2012. All rights reserved.

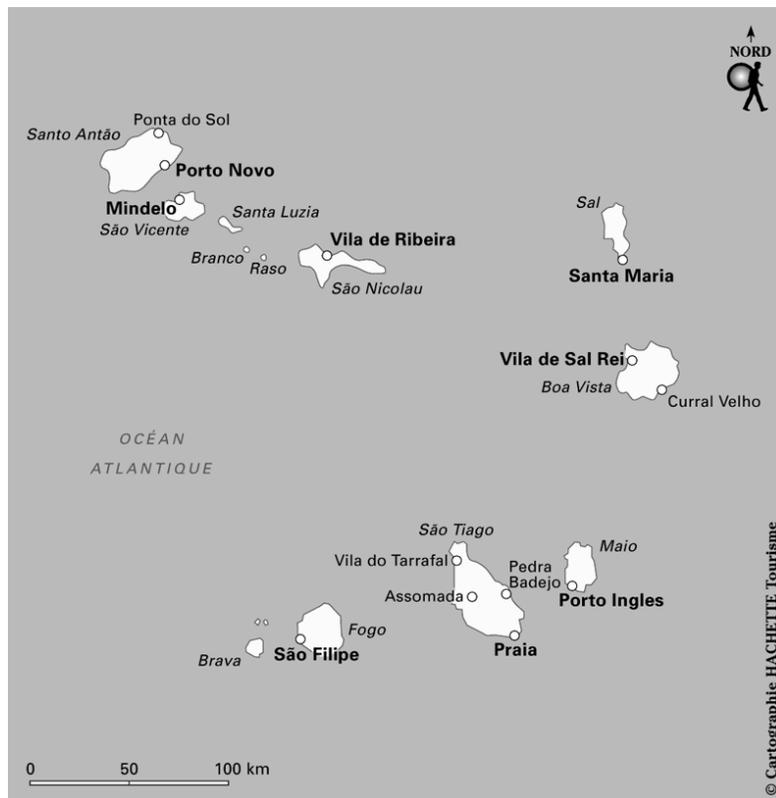
The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area, or of its authorities, or concerning the delimitation of its frontiers or boundaries.

This publication has not been formally edited.

# ACRONYMS AND ABBREVIATIONS

AFIS	Automated Fingerprint Identification System
CAAT / JAIT	Joint Airport interdiction Teams / <i>Célula Aeroportuária Anti-Tráfico no Aeroporto da Praia</i>
CAVE ANTRAF	Cape VEde ANti TRAFFicking Project
CAVE INTECRIN	CApe VERde INTegrated CRIME and Narcotic Programme
CAVE JIMLOC	Justice, Money-Laundering, and Organized Crime
CAVE PRESTAR	Prevention RESearch, Treatment And Rehabilitation
CBT	Computer-Based Training
CCAD / CCCD	Coordinating Commission Against Drugs / <i>Comissão de Coordenação de Combate às Drogas</i>
CPLP	Portuguese Speaking Country Community
CSMJ	Superior Council of Court Magistrates / <i>Conselho Superior da Magistratura Judicial</i>
DGSPRS	General Directorate for Penitentiary and Social Reintegration Services / <i>Direcção Geral dos Serviços Penitenciários e de Reinserção Social</i>
FIU	Financial Intelligence Unit / <i>Unidade de Informação Financeira</i>
GC	Coast Guard / <i>Guarda Costeira</i>
GCCP	Global Container Control Programme
IGF	Finance General Inspection / <i>Inspecção Geral das Finanças</i>
JAIT	Joint Airport Interdiction Teams of Praia Airport / <i>Célula Aeroportuária Anti-Tráfico no Aeroporto da Praia</i>
JPCU	Joint Port Control Units
NIP	National Integrated Programme
NPTC / CNFPN	National Police Training Centre / <i>Centro Nacional de Formação da Polícia Nacional</i>
OAG	Office of Attorney General / <i>Procuradoria Geral da República</i>
PJ	Judicial Police / <i>Polícia Judiciária</i>
PN	National Police / <i>Polícia Nacional</i>
RAID	Real-time Analytical Database
SPF	Strategic Programme Framework
STJ	Supreme Court of Justice / <i>Supremo Tribunal de Justiça</i>
TIS	Telephone Interception System

Figure 1: Cape Verde maps



# CONTENTS

Acronyms and abbreviations .....	vii
Executive summary .....	x
Summary matrix of Findings, Evidence and Recommendations.....	xiii
I.INTRODUCTION .....	1
1.1 Background and context .....	1
1.2 Evaluation Methodology .....	2
1.3 Limitations to the Evaluation.....	3
II.EVALUATION FINDINGS .....	4
Design.....	4
Relevance .....	6
Partnerships and Cooperation .....	10
Effectiveness.....	11
Impact.....	23
Sustainability .....	24
III.CONCLUSIONS .....	25
IV.RECOMMENDATIONS .....	26
V.LESSONS LEARNED .....	27
ANNEX I. TERMS OF REFERENCE OF THE EVALUATION.....	28
ANNEX II. LIST OF PERSONS CONTACTED DURING THE EVALUATION .....	43
ANNEX III. EVALUATION TOOLS: INTERVIEW GUIDES .....	44
ANNEX IV. EVALUATION MATRIX .....	45
ANNEX V. LOGICAL FRAMEWORK.....	49
ANNEX VI. PROJECT EXPENDITURES .....	57
ANNEX VII. DESK REVIEW LIST .....	59

# EXECUTIVE SUMMARY

Cape Verde is an archipelago consisting of 10 islands (being one uninhabited) located at 500 kilometres off the coast of Senegal. According to 2010 Census, the country is home to almost 492 thousand people, out of which 39% is less than 18 years old. Most of the population (62%) now lives in the urban centres.

In the early 2000s, Cape Verde was identified as a transit route for drug trafficking between Latin America and Europe. In the same period, internally, drug trafficking and abuse as well as all sorts of criminal behaviour were on the rise. In 2002, Cape Verde requested UNODC assistance to tackle drug trafficking and organized crime, which had turned into a real concern in the archipelago.

The CAVE INTECRIN Programme (Cape Verde Integrated Crime and Narcotic Programme) was signed in 2005, as the result of a constructive dialogue developed with the relevant national authorities in 2003 and 2004. The objectives have been set out with a view to meeting both the request for technical assistance of the Government of Cape Verde and the overall mandates of UNODC, particularly in relation to its three main areas of operations, viz. anti-trafficking, reduction of uncivil behaviours, and rule of law.

The ANTRAF project (CPV/S28) – subject of this evaluation – was part of the CAVE INTECRIN programme. The Government of Cape Verde and UNODC signed the CPV/S28 in September 2005, with an approved duration of 30 months (from January 2006 to March 2008) and a total budget of USD 5.8 million. As of 31 December 2011, the project had undergone to four revisions (one in 2009, two in 2010 and one in 2011), and it has been extended up to December 2014.

The overall purpose for this evaluation is to assess whether the implementation of the CAVE ANTRAF CPV/S28 project has been contributing to meet the project's objectives, outcomes and outputs, so that lessons can be drawn and recommendations made, which in turn will constitute the basis for making decisions regarding instituting improvements to project planning, implementation, design and management.

The evaluation used a mix of qualitative and quantitative approaches in order to analyse data, assess the status of outputs and outcomes, and triangulate evidence. The methods utilized in the evaluation were: desk review of relevant documents, interviews with key stakeholders, field visits, data analysis and focus group discussion.

The main constraints of the evaluation were related to the availability of data; the time available for conducting the evaluation; the geographical coverage for the field visits that were limited to the capital of the country; the lack of inputs to perform an outcome and impact evaluation; and the political constraints related to the project's thematic areas.

The main *findings* can be summarized as follows:

In terms of **design**, the project follows results-based principles, and the four revisions were necessary and well-documented. However, the changes in the project, mainly due to the need to adapt it to the One UN Programme being implemented in Cape Verde, altered the logical framework of the project, by adding two new outcomes to the project and their respective outputs. The additions were not directly associated to the original focus of the project, adding

area such as money-laundering, corruption, drug demand reduction and HIV/AIDS dissemination in prison settings. Most of the new outputs came straight from the One UN programme, and their language was not harmonized to the project. As consequence there was an expansion of the project focus, which could be evidenced by the logic matrix. Once the logic matrix is vast, and does not have appropriate results based components, the expectation for the project can be raised to levels at which the project cannot respond by itself, and where changes depend on other factors, creating risks to the expected results from the project. In terms of monitoring, the project does not have a baseline for most of the indicators. Also, most of the project indicators are highly dependent from the partners, which do not have good quality monitoring and/or reporting systems– as evidenced by the evaluation team.

Regarding **relevance**, the project is in line with UNODC global strategy and also matches the four sub-programmes at regional level, and its subtopics. In terms of relevance for the country, the evaluation shows that the four areas that the CPV/S28 project covers – (i) law enforcement against drug trafficking (original project); (ii) strengthening of the criminal justice system; (iii) money-laundering and corruption, and (iv) drug demand reduction and HIV/AIDS dissemination in prisons – are very relevant to the country situation.

In relation to **efficiency**, the project has been delivering its activities according to the planned schedule. The project has suffered some delays in terms of procurement of equipment for Cape Verde law enforcement agencies, but these delays are not related to the project management, rather to internal processes that are part of UNODC’s procedures.

The project has engaged into new **partnerships** over the years, both with national counterparts and the international community that work in the country. The engagement seems to be stronger with those law enforcement agencies that are historically working in the project such as the Judicial Police. At the same time, new partners seemed to see the results of this partnership and are committed to it – an example is the Office of Attorney General. There is space for improving the cooperation with those partners that entered the project after 2010. UNODC participates actively in the Thematic Mini Dublin Group of Cape Verde, and in the informal monthly liaison officials/UNODC meetings.

The project has been **effective** as it has been delivering and contributing to different results in the country, such as the increase of drugs seizures at Praia airport, and asset recovery from money-laundering cases that happened in the past recent years in the country. The effectiveness part of this report has analysed each of the 17 outputs of the project. Among those, the ones that had contributed the most to results are *outputs 1.3* and *1.4* (related to improving searching and seizing capabilities at the seaports and airports of Sal and Praia); and *outputs 1.5* and *1.7* (related to enhancing the judicial police investigative capacity). The evaluation has also shown that some outputs are still being implemented – therefore results are still not visible – and other outputs should be revised since they are not related only to the project’s achievement and, therefore, results cannot be attributed solely to them.

It is not possible at the current stage of the project to evaluate its **impact**; however, it is possible to notice the contribution that the project had to the results that the country has been achieving in the areas where it was implemented. One example was Cape Verde’s biggest drug seizure ever that took place in October 2011, when 1.5 tons of cocaine worth about US\$ 100 million, coming from South America to Europe was seized by law enforcement agencies in the country. The impact here is less related to the seizure itself, but more to the fact that law enforcement agencies of the country had absorbed the knowledge and used it successfully. The main difference between this seizure and others that happened in the region was that this one started and was carried out with in-country intelligence; meaning that the

investigation that led to the seizure, the seizure operation, and the whole process after the seizure, was done by the country itself.

In terms of **sustainability**, the evaluation team sees that the benefits generated through the project in terms of capacity building are sustainable, and these activities are contributing to concrete results. The informants had told the evaluation team that most of the training provided was necessary and after their completion they were allowed to better perform their duties. On the other hand, there are gaps in terms of sustainability of the results for the equipment delivered within the CPV/S28 project. From the list of the recent equipment purchased and donated by UNODC to law enforcement agencies in the country, most of them are not being used at their full capacity due to problems that are not related to UNODC.

Based on the evaluation, the following *recommendations* were made:

- UNODC in Cape Verde, with regional and global support, should revise the project in order to harmonize its expected results, outcomes, outputs and indicators; considering, if possible, splitting the CPV/S28 project into separate projects, including one specific for the magistrates and judges, and one related to money-laundering and corruption.
- UNODC in Cape Verde should work closely to its partners to collect better administrative data, and to strength national data systems related to the areas of the CPV/S28 project. A monitoring plan for each one of the partners involved in the project is highly recommended.
- UNODC should implement the third phase of both the International Crime Victims Survey (ICVS) and the Business Survey on Crime and Corruption in Cape Verde, before 2014, in order to gather data for the final evaluation of the project.
- UNODC and its partners should keep investing in improving the quality of the joint teams at the airport and seaport of Praia, as well as in the creation of similar structures at other international airports and seaports of Cape Verde.
- UNODC should better monitor the risk of the national party not complying with the required contribution/responsibilities, aiming at the full operation of the equipment purchased under the project. UNODC should seek to safeguard that, minimal terms and conditions are observed by the national party before purchasing/delivering the equipment.
- UNODC and the National Police should work together towards the mainstreaming of Human Rights as a cross-cutting theme into the training curricula of police officers in Cape Verde, and capacity building of n-the-job staff on this issue.
- UNODC should evaluate the initiatives related to output 4.1 in terms of their inter-relation with other areas, and their concrete results.

# SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings	Evidence	Recommendations
<p>The project needs a better use of Results Based framework mainly due to its adaptation to the One UN Programme in the country. This is reflected in the logical framework matrix outcomes and outputs, and, consequently, on the indicators. That could lead to higher expectations related to the results, which cannot be achieved only by this project.</p>	<p>Project Logical Framework (Annex V).</p>	<p>UNODC in Cape Verde, with regional and global support, should revise the project in order to harmonize its expected results, outcomes, outputs and indicators; consider, if possible, splitting the CPV/S28 project into separate projects, including one specific for the magistrates and judges, and one related to money-laundering and corruption.</p>
<p>Few indicators stated in the logical framework (Annex V) are available to monitor the project and could be used in the evaluation process. There is no baseline for most of the indicators listed in the project logical framework. Data related to the CPV/S28 programmatic areas is scarce.</p>	<p>Only one stakeholder provided reports with data to the evaluation team. All the other stakeholders involved in the project did not make data available, despite the fact that they mentioned that the data existed.</p>	<p>(1) UNODC in Cape Verde should work closely with its partners to collect better administrative data, and to strength national data systems related to the areas of the CPV/S28 project. A monitoring plan for each one of the partners involved in the project is highly recommended.</p> <p>(2) UNODC should implement the third phase of both the International Crime Victims Survey (ICVS) and the Business Survey on Crime and Corruption in Cape Verde, before 2014, in order to gather data for the final evaluation of the project.</p>
<p>The CAAT model adopted at Praia Airport proved to be much more effective than the other joint teams in the ports and airports of Cape Verde.</p>	<p>Drug seizure has increased at Praia airport on the past years. Other international airports and seaports are not being as effective as the airport of Praia in seizing drugs.</p>	<p>UNODC and its partners should keep investing in improving the quality of the joint teams at the airport and seaport of Praia, as well as in the creation of similar structures at the other</p>

		international airports and seaports of Cape Verde.
A number of key equipment delivered under the project is not fully operational.	Documents, interviews and the field visit showed that: (i) the Chromatograph for the Judicial Police Forensic Laboratory is not fully operational; (ii) the Automated Fingerprint Identification System (AFIS) faces technical problems; (iii) the Real-time Analytical Database (RAID) System is not being used; and (iv) the Telephone Interception System is not operational.	UNODC should better monitor the risk of the national party not complying with the required contribution / responsibilities, aiming at the full operation of the equipment purchased under the project. UNODC should seek to safeguard that, minimal terms and conditions are observed by the national party before purchasing/delivering the equipment.
There are international complaints about police violence and human rights abuse by the police in Cape Verde.	Desk review points out to the use of violence by the police. Also, data show that the number of complaints of police violence have been increasing over the years.	UNODC and the National Police should work together towards the mainstreaming of Human Rights as a cross-cutting theme into the training curricula of police officers in Cape Verde, and capacity building of current on-the-job staff on this issue.
There are not enough pieces of evidence related to the results of output 4.1. The results for this output (and consequently for its outcome) are embedded in the UN initiative and, therefore, its results should be seen in a more global perspective.	This output is making progress at activity level, but no concrete results could be evidenced. Also, results for this output should be seen in a larger scope since other UN agencies also contribute to this output. It would be important to understand the contribution of UNODC to the overall results of the One UN Programme.	UNODC should evaluate the initiatives related to output 4.1 in terms of their inter-relation with other areas, and their concrete results.

# I. INTRODUCTION

## 1.1 Background and context

Cape Verde is an archipelago consisting of 10 islands (being one uninhabited) located at 500 kilometres off the coast of Senegal. According to 2010 Census, the country is home to almost 492 thousand people, out of which 39% is less than 18 years old. Most of the population (62%) now lives in the urban centres, which represents a shift from 2000, when less than 49% of the population lived in the cities. One significant social characteristic of the country is the high number of its nationals who live abroad, and the importance of their remittances for the country's economy. The country has shown sustained growth in the health, education and economic sectors since its independence from Portugal in 1975 and was taken out of the list of least developed countries in 2007. The country's progress is illustrated by the fact that it has already achieved some of the Millennium Development Goals. On the political side, the country is a young, but stable democracy, with elections held within the planned schedule.

Due to its location (Figure 1), geographic conditions and lack of appropriate law enforcement resources, in the early 2000s Cape Verde was identified as a transit route for drug trafficking between Latin America and Europe,<sup>1</sup>. Besides, internally, drug trafficking and abuse as well as all sorts of criminal behaviour were on the rise. In 2002 Cape Verde requested UNODC assistance to tackle drug trafficking and organized crime, which had turned into a real concern in the archipelago.

The CAVE INTECRIN Programme (Cape Verde Integrated Crime and Narcotic Programme) was signed in 2005, as the result of a constructive dialogue developed with the relevant national authorities of Cape Verde in the years 2003 and 2004. The objectives have been set out with a view to meeting both the request for technical assistance of the Government of Cape Verde and the overall UNODC mandates, particularly in relation to its three main areas of intervention:, viz. anti-trafficking, reduction of uncivil behaviours, and rule of law.

Pursuant to the Strategic Programme Framework (SPF) for West Africa and the SPF for Cape Verde, and within the framework of CAVE INTECRIN Programme, each of the above mentioned areas of intervention have been undertaken through individual, self-sustainable programmes, namely CAVE ANTRAF (ANti TRAFFicking), CAVE PRESTAR (Prevention RESearch, Treatment And Rehabilitation), and CAVE JIMLOC (JustIce, Money-Laundering, and Organized Crime). The combination into an integrated programme of security, social, and economic-oriented objectives responds indeed to the assumption according to which security and rule of law are the basic requirements for any sustainable, long-lasting and balanced socio economic development.

The ANTRAF project was signed between the Government of Cape Verde and UNODC in September 2005, with an approved duration of 30 months (from January 2006 to March 2008) and a total budget of USD 5.8 million. The project long term objective - *To enhance the capacities of law enforcement to fight effectively the scourge of drugs and organized crime in the archipelago* – would be implemented through three areas of primary relevance in the fight against drug trafficking and organized crime in

---

<sup>1</sup> It is important to mention that these characteristics are not exclusive of Cape Verde; the entire West Africa Sub-region shares the same conditions.

the archipelago: (i) Improved control of borders through increased mobility, communication and intelligence capabilities; (ii) Improved preventive/reaction capabilities in maintaining law and order through upgraded patrolling and communication capabilities; and (iii) Improved detection and interdiction capabilities through updated training curricula delivered through Computer Based Training (CBT). The original project has gone through four revisions since its creation.

Therefore, the overall purpose for this work is to evaluate the CAVE ANTRAF<sup>2</sup> CPV/S28 (UNODC Cape Verde, 2005) project implementation, from 2006 to 2011, including the four revisions conducted in 2009, 2010 and 2011 (UNODC Cape Verde, 2009) (UNODC Cape Verde, 2010a) (UNODC Cape Verde, 2010b) (UNODC Cape Verde, 2011), in order to assess whether past activities have been contributing to meet the project's objectives, outcomes and outputs, so that lessons can be drawn and recommendations made, which in turn will constitute the basis for making decisions regarding instituting improvements to project planning, implementation, design and management.

## 1.2 Evaluation Methodology

The evaluation used a mix of qualitative and quantitative approaches in order to analyse data, assess the status of outputs and outcomes, and triangulate evidence. The following methods were used in the evaluation process:

**Desk review of relevant documents.** The evaluation team reviewed the original project document, the four project revisions, the annual project progress reports from 2006 to 2011, and a number of other documents related to CPV/S28 CAVE ANTRAF PROJECT to identify trends, patterns, issues and underlying themes. These were the basis for the interviews, and were used as data source to the analysis. A complete list of documents can be found in Annex VII.

**Interviews.** The evaluation team conducted 22 formal in-depth interviews at UNODC headquarters, UNODC Regional Office in Dakar, and in the field with UNODC staff in Cape Verde and stakeholders of the project, including immediate beneficiaries of the project - law enforcement staff – and high-level authorities in the country. A complete list persons interviewed can be found in Annex II.

**Field visits.** The evaluation team has visited (i) the joint teams' facilities at the Praia airport and seaport; (ii) the Computer-based Training Centre at the National Police Training Centre; and (iii) the Forensic Laboratory, the DNA Laboratory, the Telephone Interception System facilities and the AFIS room at the Judicial Police. The objective for the field visits was to formally interview some of stakeholders involved in the project, to inspect the equipment purchased by the project, and to talk to the staff involved in the operations carried by the law enforcement agencies.

**Data analysis.** Project implementation and law enforcement data provided by UNODC and Cape Verde's official sources, respectively, were used to assess the project's contribution to the results achieved.

**Focus group discussion.** One focus group discussion took place with representatives from four NGOs that work with drug prevention and violence in Praia, Cape Verde's capital. The NGOs that sent representatives were the *Cruz Vermelha* de Cabo Verde (Red Cross); *Caritas* (Catholic Church); *LAJUP - Liga das Associações Juvenis da Praia*; and *Dynamic Boys*.

The above data collection methods were combined with the evaluation matrix (Annex IV) to ensure that the team had a robust evaluation method, allowing the evaluation team to reach evidence-based conclusions. The **logical framework** used in this evaluation is the one presented in the second 2010

---

<sup>2</sup>Anti-organized crime and counter-narcotics enforcement in Cape Verde

project revision (November), herein attached as Annex V. This framework is the one that better depicts the overall idea of the project, including the revisions. The framework was validated with the project management team in Cape Verde.

### 1.3 Limitations to the Evaluation

The evaluation has found the following limitations in its data collection and analysis.

**Data Availability.** Cape Verde has a relatively good set of data. However, data on the drugs, corruption and crime are difficult to collect when compared to other fields of study such as health and education<sup>3</sup>. Internally to UNODC, the evaluation team had access to the project monitoring reports (UNODC Cape Verde, 2011) (UNODC Cape Verde, 2010) (UNODC Cape Verde, 2009) (UNODC Cape Verde, 2008) (UNODC, 2007) (UNODC Cape Verde, 2006), project revisions (UNODC, 2009, 2010a, 2010b, 2011), and some raw data from the project. Externally, the team had access to some reports and documents presented in Annex VI; it was noted that most of these external reports present lack of data and deficiencies in terms of data collection methodology, data trends and harmonization. Most of the indicators presented in the logic framework were not collected over the years, or were not made available by the stakeholders. Hence, the results presented in this report were framed by the data available.

**Time constraints:** The evaluation was constrained by the limited time available. As a routine practice, the inception report is done after a first assessment in the field, and a second field visit is generally taken to collect the data. The evaluation for the CPV/S28 CAVE ANTRAF PROJECT brought these two phases together to expedite the evaluation process. Therefore, the methodology for the evaluation was adapted in order to guarantee that enough evidence was collected without losing quality, and to guarantee that the evaluation team has enough time to analyse the evidence, triangulate the data, and respond to the evaluation questions.

**Geographical coverage:** The evaluation team did not have a chance to visit other islands, airports and port in Cape Verde that have joint-teams – or that should have them – and to collect different opinions on the project. The data collection was centred in the capital of the country, Praia.

**Impact evaluation:** In spite of being one of the evaluation criteria, at the current stage, the project's impact was not evaluated. The main reason is that many activities related to the project are still being implemented, and the impact that the project is expecting might not be fully possible. Nonetheless, the evaluation tried to identify whether the project was making a difference for the immediate beneficiaries, and tried to link the recent results in terms of drugs seizures and money-laundering developments with the interventions developed by the project.

**Outcome achievement:** Although the evaluation aimed to ascertain the Project contribution to the planned outcomes, it is presumed that outcome achievement is a result of multifaceted efforts from various partners and stakeholders, and cannot be therefore attributed to one single project. Also, as it is going to be described later in the *Design* and *Effectiveness* sections of this report, the project has been changing over the years – especially in 2010 when the project had to be adapted to the ONE UN Programme in the country – therefore, some outputs of the project are, in fact, outcomes. Hence, the focus of the evaluation was the outputs, and how they have been collaborating with other partners, how the activities are being implemented, and how these could have contributed to higher results.

---

<sup>3</sup> This issue is not exclusive of Cape Verde. Most of the countries do not have data sets related to these topics.

**Political constraints:** Drug trafficking, organized crime, money-laundering, and corruption are areas that are very sensitive to governments. As one of the core methods used in the evaluation were in-depth interviews, in some cases, the evaluation team noted a tendency to mitigate the real situation of the country related to the outputs and outcomes of the Project. In order to overcome this limitation, the evaluation team used triangulation methods to gather the evidence, analyse it, and answer the criteria questions through cross-referencing of data sources.

## II. EVALUATION FINDINGS

### Design

The CPV/S28 – Anti-organized crime and counter-narcotics enforcement in Cape Verde (CAVE ANTRAF) project was signed between the Government of Cape Verde and UNODC in September 2005, with an approved duration of 30 months (from January 2006 to March 2008) and a total budget of USD 5.8 million.

Since its beginning, **the project has undergone four revisions:** the first was conducted in February 2009 due to the delay on the implementation of the project, and necessary managerial adjustments related to the resignation of the first Project Coordinator. As a result the project was extended until 31 December 2010. The second and third revisions took place in 2010 aiming at consolidating the changes in the United Nations in the Country, harmonizing the project with the ONE UN Programme, and absorbing additional funding support. The project was also extended until 2011. The fourth revision took place in December 2011. It extended the project until December 2014, and commissioned this midterm independent project evaluation. The four revisions modified the project logical framework, and its budget has increased from its original US\$ 5.8 million to US\$8.4 million – current project budget after the 2011 revision.

As previously mentioned, the second and the third revisions adapted the project to the ONE UN structure that was being implemented in the country. The project was now part of the *Sub-Programme 2: Strengthening of Security* - within the Governance Axis and also part of *Sub-Programme 8: Reform of the Health Sector*, especially in the area of access to prevention, treatment, care and support services in the fight against HIV/AIDS with special attention to persons in vulnerable situations (United Nations in Cape Verde, 2008). In this sense, the Project ended up incorporating outputs from One UN programme in its original logical framework. This situation has conditioned the original project, extending it to other thematic areas that were not part of or reflected in the original project's objective.

The revision that took place in November 2010 mainly altered two aspects of the project related to: (i) changes in outcomes – two new outcomes were added, and one of the outcomes (outcome 3 in the original project) was transformed into an output (new output 2.5); and (ii) the outputs and indicators were adapted to the new One UN logical framework, with five new outputs and changes in some indicators for the original ones<sup>4</sup>.

Therefore, in order to properly evaluate the project, the framework used to assess failures and successes was the November 2010 framework (Annex V), not the original one. The main reason for that is that this framework encompasses the original framework and adapts it to the new reality that UNODC was facing in the country with the changes in the UN system (Figure 2).

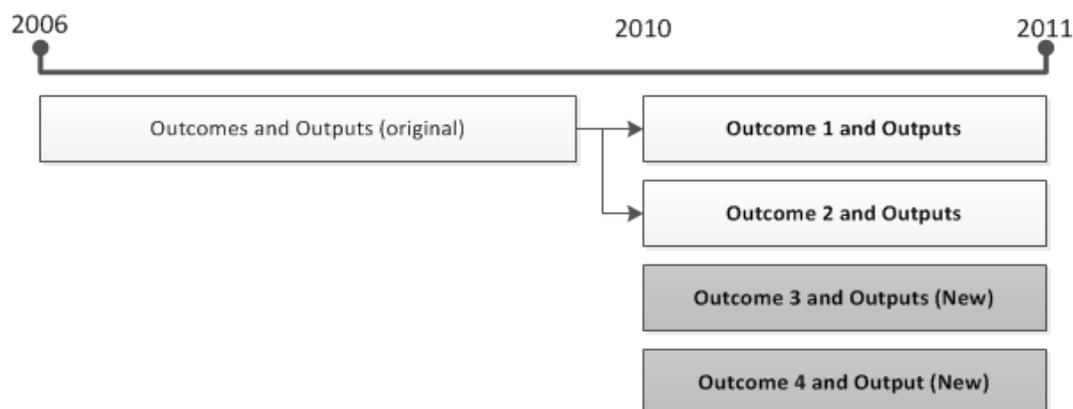
---

<sup>4</sup> A simple comparison matrix that is part of the logical framework used to analyse the outputs is being provided in a separate Excel file.

Table 1: Differences in terms of Outcomes

<i>Original Outcomes</i>	<i>New Outcomes post Nov 2010 Revision</i>
<p>Outcome 1: To Improve control of borders through increased mobility, communication and intelligence capabilities.</p> <p>Outcome 2: To improve preventive/reaction capabilities in maintaining law and order through upgraded patrolling and communication capabilities.</p> <p>Outcome 3: To improve the detection and interdiction capabilities of national law enforcement agencies through updated training curricula delivered by CBT. <i>(Changed into an output in 2010)</i></p>	<p>Outcome 1: Border control officials carry out their duties more effectively, through increased mobility, communication and intelligence capacities.</p> <p>Outcome 2: Coast Guard take effective action to maintain law and order through upgraded patrolling and communication capabilities.</p> <p>Outcome 3: National capacities combat drugs and organized crime and ensure public security more effectively (One UN).</p> <p>Outcome 4: National institutions ensure the implementation and monitoring of progress in the achievement of health services-related human rights (One UN).</p>

Figure 2: Changes in Project Framework



The four project revisions were necessary, and well-documented. However, especially after the third revision (November 2010), the project seemed losing its focus and encompassed areas that were not designed according to the original idea. Up to 2010, the focus seemed to be (i) law enforcement capacity and empowerment through training and capacity building exercises, and (ii) acquisitions of tools/technologies to improve efficiency and effectiveness of law enforcement agents in the country. The November 2010 revision added two new outcomes 3 and 4 (Table 1). New outcome 3 was already being implemented, but the new focus seemed to be on the magistrates and judges; also, that outcome

could be more related to a programme rather than a project<sup>5</sup>. Outcome 4 adds a new area of prevention related to HIV-AIDS and drug use.

One interviewee was very categorical on mentioning that the CPV/S28 project was not formulated according to the needs of magistrates and courts. The person mentioned that the project is very well-built in terms of law enforcement and it should still be like this; however, a new project should be developed to meet the needs of the judges and magistrates.

The changes in the project also altered the **Result-based logic of the project**. Some outputs, such as output 3.2 (*The economic and financial development of the country is supported by security investment against corruption, money-laundering, cyber crime and terrorist threats*) and output 3.3 (*Strengthening of the criminal justice system*) are not outputs, but outcomes – these are results that cannot be achieved by one single project, but instead by an entire programme. These new outcomes and outputs were adapted from the One UN logical framework for the country.

In terms of project indicators (Annex V), some are appropriate to the outputs and outcomes that they should monitor. However, they depend on information from the law enforcement agencies that are UNODC partners in the country, such as “*percentage of operations successfully fulfilled by the coast guard*” and “*number of operations of the inter-agency units*”. There is no baseline for most of the indicators, and the evaluation team could not have access to all the information and data that could help measuring changes.

Therefore, in terms of design, the project maintained the original design, which facilitates the measurement of results over time, and added new components that do not fit in terms of logical framework within the original project<sup>6</sup>. In that sense, the project lacks a better understating of Results Based framework, what is reflected in the logic matrix outcomes and outputs. Much of the problem seemed to be caused by the lack of proper harmonization of the changes that needed to be done between the One UN in the country and the project being implemented by UNODC. Once the logical matrix is vast, and does not have appropriate result-based components, the expectation for the project can be raised at levels where the project cannot respond by itself, and where changes depend on other factors (output 3.3 is a clear example). That could jeopardize the actual results of the project, and create an unnecessary risk of failure for it.

This evaluation concludes that the original CPV/S28 project document is in accordance with result-based management principles; however, it is strongly recommended that the project be reviewed in terms of creating a more concise structure that encompasses outcomes 3 and 4. One option could be splitting the project in two or three other projects, which together would shape the UNODC programme for Cape Verde.

## Relevance

Historical and recent data show that about a quarter to two-thirds of the cocaine that is on its way from South America to Europe passes through West African countries, specifically Cape Verde, Mali, Benin, Togo and Nigeria, Guinea-Bissau, and Ghana. At the same time, a 2012 study by the International Institute for Strategic Studies (IISS) in the United States (Inkster & Comolli, 2012) shows that cocaine that goes through Cape Verde finances international terrorist organizations. In this sense, drug trafficking and organized crime are still major issues for West Africa, in general, and Cape Verde, in particular. Part of the drug that passes through Cape Verde stays in the country and is used

---

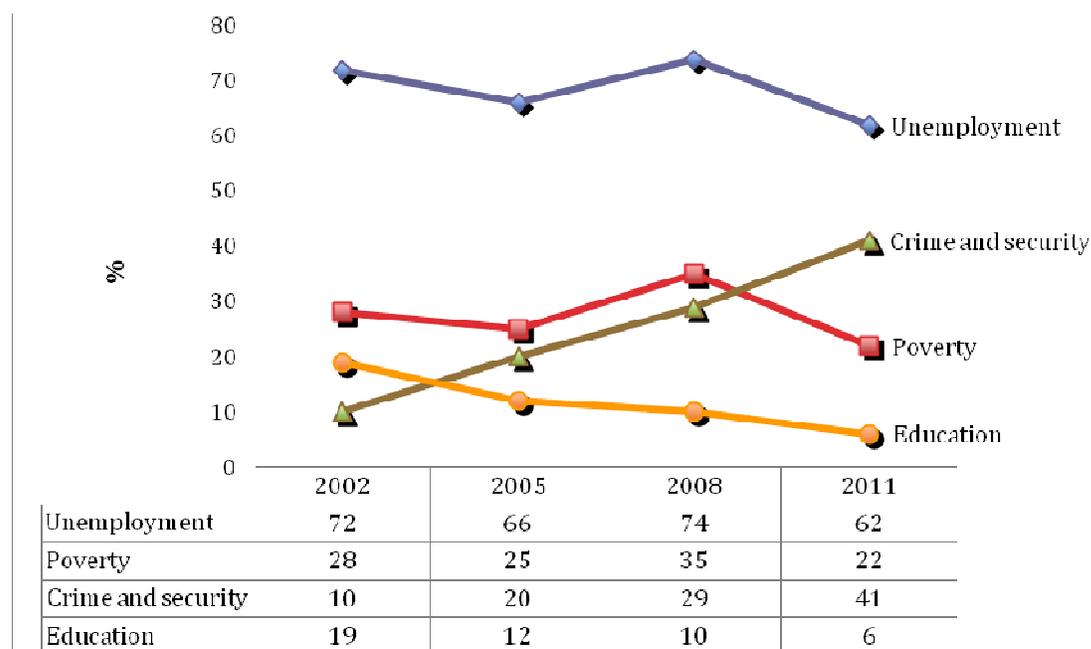
<sup>5</sup> It is important to mention that the evaluation followed the UN logic, where a programme is broader and encompass many projects. A project is part of a programme, and it has activities. This is important to understand the analysis done in terms of the design of the project.

<sup>6</sup> Please notice that this is not a criticism to the programmatic part of the revisions that were, in fact, necessary and added components that are part of UNODC agenda worldwide.

for internal consumption, mainly among male youths<sup>7</sup> (Comité de Coordenação do Combate à SIDA, 2011). Most of the drugs consumed in Cape Verde are smoked (94% of users) and inhaled (cocaine and derivatives, 55% of users). The percentage of injecting drugs has decreased from 4% in 2007 (Ministério da Justiça and UNODC Cape Verde, 2008) to 1.7% in 2011.

In the same line, national survey made by Afrobarometer in 2011 (Figure 3) shows that Crime and Security” is perceived by the population as the second major problem that Cape Verde faces<sup>8</sup>. Crime has increased from the seventh problem of the country in 2002 to the second in 2011. By the time the ANTRAF Project was signed (2005), Crime was already the third major problem identified by the population in Cape Verde.

Figure 3: Population's perception of major problem faced by Cape Verde (2002-2011)



Source: (Afrobarometer/Afrosondagem, 2002); (Afrobarometer/Afrosondagem, 2005)(Afrobarometer/Afrosondagem, 2008)(Afrobarometer/Afrosondagem, 2011).

One characteristic in Cape Verde seems to be the relation between drug use and crimes. According to the second phase of the crime victim survey conducted by UNODC (2009), 96% of the police officers<sup>9</sup>, and 39% of the population mentioned drug use as one of the causes for crimes in Cape Verde<sup>10</sup>. Also, during the interviews conducted in Cape Verde for this evaluation, most of the

<sup>7</sup> The study from the Commission responsible for coordinating the country's response to HIV/AIDS shows that 66.1% of drug users are less than 30 years old, and almost 85% are male.

<sup>8</sup> The survey asked an open question about which were the main problems that Cape Verde faced in that specific year. Respondents could mention more than one problem.

<sup>9</sup> *Drug Use* ranked the highest cause of crimes among police officers. The other causes mentioned in the survey were: poverty (76%); unemployment (91%); family problems (81%); lack of education (85%); and not enough punishment (84%).

<sup>10</sup> In 2006, 97% of the police officers, and 38% of the population mentioned that drug use was one of the causes of crimes in the country.

interviewees affirmed that crimes and violence among youngsters are drug-related. It is important to note that this violence is, according to the perception of all that were interviewed, related to **drug use**, i.e., crimes are committed to get money and goods to buy and/or trade for drugs. The violence is not related to drug trafficking in disputing territories as happens in other countries such as Brazil or Mexico. The focal group with NGOs representatives also confirmed this perception. However, one of the representatives mentioned that she has noticed some groups - the so-called “thugs” - involved in the sale and smuggling of small quantities of drugs in particular areas in the capital of the country.

The 2011 data (Comité de Coordenação do Combate à SIDA, 2011) shows that almost 9% of prison inmates use drugs daily. The study also indicates that 1.7% of the inmate population that uses drugs has HIV/AIDS, the same number of 2007 (Ministério da Justiça and UNODC Cape Verde, 2008).

Drug users are also highly involved with prostitution. 20.5% of drug users admitted in the 2011 survey that they exchanged sex for drugs, money or goods to buy/exchange for drugs, posing a risk to get infected by STD and HIV. Among this group, almost 6% already has HIV/AIDS, against an average of 4% of drug users in general.

To respond to these (and other) problems, the country has developed a series of strategies along the years. Cape Verde has adopted since 2004 a strategy to help the country to fight poverty and boost its economic development. The most recent one (DECRP II) covers diverse areas and one is related to reinforcing the judiciary system towards strengthening the fight against drugs and organized crime (Ministério das Finanças e Administração Pública, 2008).

The **Cape Verdean National Strategy Against Drugs and Organized Crime**, developed in 2004, and still being used as framework, considers three priority areas: (i) Reduction of drug supply<sup>11</sup>; (ii) Investing in Drug Demand Reduction and Drug Use, and its association with HIV/AIDS; and (iii) improving the national capacity in the fight against organized crime, including corruption and money-laundering (Ministério da Justiça, 2004). UNODC has participated in the debate to develop this national strategy and it is contributing since mid-2011 in the discussions and preparation of the new Integrated Programme for the country.

The **II 2006-2010 National Strategic Plan to Fight HIV/AIDS in Cape Verde** (Comité de Coordenação do Combate à SIDA , 2006) points out that the prison inmates, guards and other workers are a risk population in terms of drug use, and HIV/AIDS transmission, demanding special treatment and increasing prevention.

Based on this rapid assessment, it is possible to see that the four areas that the UNODC CPV/S28 project covers – (i) law enforcement against drug trafficking (original project); (ii) strengthening of the criminal justice system; (iii) money-laundering and corruption, and (iv) drug demand reduction and HIV/AIDS dissemination in prison settings – are relevant to the country situation. The interviews with the informants have confirmed that the presence and the support of UNODC from the beginning of the project in 2005 towards 2011 are relevant to the country, and it is aligned with the needs of those involved in the project. The only exception was one member of the Court Magistrate that advocate a new configuration for the project – or the creation of another project – that could respond better to the demands of the Court Magistrate system<sup>12</sup>. This exception, however, does not disqualify the relevance of the project. The comment made was in terms of improving the relevance for a specific area, not saying that the project was not relevant.

---

<sup>11</sup> That would be accomplished by increasing the control capacity at seaports, airports and territorial waters; by improving technical investigation capacity; and by creating technical conditions (laboratory), among other actions.

<sup>12</sup> This was also mentioned in the Design part of this report.

In overall terms, all these areas are also aligned with UNODC global strategy (UNODC, 2008) that is based on three themes: (i) rule of law; (ii) policy and trend analysis; and (iii) prevention, treatment and reintegration, and alternative development at global and regional levels. The project also matches the four sub-programmes at regional level<sup>13</sup>, and its subtopics (UNODC, 2010).

Despite the problems in terms of design (as previously pointed out in this report) the change promoted in November 2010 was important to adjust the project to other needs the country has, and to encompass areas that are correlated to drug trafficking and were not originally part of the project. The changes created a more systematic approach in the project and in the UNODC position in the country.

Therefore, evaluation confirms the continuing relevance of CPV/S28 to all stakeholders of the project, and its alignment with global, regional and national priorities.

## Efficiency

The efficiency of the project has to be measured in two different periods: before and after November 2010. This distinction is important since that revision has changed the scope of the project and added new areas to be implemented.

The main sources of information for measuring the efficiency before November 2010 are the revisions and reports that UNODC in Cape Verde has provided to the evaluation team. In this period, the project seemed to have problems related to funding and implementation of activities. The 2006 annual report mentions that the schedule payment for the project was supposed to happen in July 2006 only took place in January 2007. The 2009 revision mentions that the project implementation was delayed because: (i) project activities started on February 2006 instead of January 2005, as initially scheduled; (ii) the Project Coordinator resigned from his position in September 2007; and (iii) the new project coordinator was recruited in June 2008.

In comparing the outputs of the project before November 2010<sup>14</sup> it is possible to see that they were all in some sense accomplished, with the exception of the outputs related to the Coast Guard (*please see more on this on the effectiveness part of this report*). However, these outputs cover two different “products”, one is related to capacity building and training; while the other is related to materials, tools and equipment that were purchased during the project. Those activities related to training were in general accomplished within their timeframe<sup>15</sup>. The procurement part of the outputs had suffered delays along the years. One of the informants in the interview had called the attention that some processes started in 2006 and 2007, and the materials were only delivered to Cape Verde in 2010. In this case, the evaluation team has determined that the delay in the procurement process cannot be attributed to the project, or its management, but to the process that this type of purchase has to go through within UNODC.

During the post-2010 period, most of the procurement that was initiated was finalized and the equipment timely delivered to UNODC counterparts in the country. The focus for this period was on capacity building and working with national partners in terms of strengthening their capacities in

---

<sup>13</sup> They are: (i) Combating Organized Crime, Illicit Trafficking and Terrorism; (ii) Building Justice and Integrity; (iii) Improving Drug Prevention and Health; and (iv) Promoting Awareness and Research.

<sup>14</sup> In this case, Outcomes 1 and 2 and their respective outputs in the logical framework used in this evaluation (Annex V)

<sup>15</sup> The evaluation team did not cross detail information between expected date of accomplishment of activities and the actual date the activity was implemented.

previously developed areas (drug-trafficking), and investing in new areas such as money-laundering, and drug use prevention. In that sense, from the 24 major activities planned for 2010 and 2011<sup>16</sup>, 15 started and are on-going (these are connected to training and support); 7 activities were finalized, and 2 were postponed to start in 2012.

The project has spent almost US\$ 4 millions in project implementation from 2006 to 2011; with 76% of the resources spent between 2006 and 2009. That might be explained due to a number of equipment that was procured in those years (details on Annex VI, Table 12).

In management terms, three new posts were created at the Regional Office in Dakar in 2009, 2010 and 2011 that were partially funded by the CPV/S28 project. One new position was also filled in UNODC Cape Verde in 2010. These management additions, plus the security of funds has contributed to improve the project efficiency.

## Partnerships and Cooperation

According to UNODC HQ in Vienna and the Regional Office in Dakar, the main differential of this project was its development process back in 2005. The project was a request from the Government of Cape Verde to UNODC, developed in close partnership with the local law enforcement agencies, according to very specific needs the country had at that time. The close cooperation between UNODC in Cape Verde and the national counterparts continued throughout the project implementation, and kept incorporating different stakeholders over the years.

Two types of mechanisms have been established aiming at strengthening strategic partnership and operational coordination with the different stakeholders in the country: (i) the formal thematic Dublin Group on counter-narcotics and organized crime; and (ii) the informal monthly liaison officials/UNODC meetings.

The **Thematic Mini Dublin Group of Cape Verde** is composed by Ambassadors and/or diplomatic representatives of multilateral and bilateral international partners/organizations based in Cape Verde (including the United Nations/UNODC, the European Union, and the of the USA, France, Spain, Portugal, Brazil and Luxembourg) as well as national representatives from relevant security and law enforcement agencies. The Group constitutes a formal mechanism for strategic partnership, cooperation and coordination in the fight against drugs and organized crime in the country. In this sense, the Mini Group holds regular meetings aiming at: (i) reviewing the situation of drugs and crime at international and regional level; (ii) updating on the specific situation of Cape Verde; (iii) analyzing the status quo of the implementation of both multilateral and bilateral cooperation programmes; and (iv) making recommendations and identifying priorities and needs in the fight against drugs and crime. In this sense, and as an example of the Mini Dublin Group's contribution to the CPVS28 project was the consensual identification of the Telephone Interception System as one of the top priorities in enhancing the country's criminal investigation capacity. UNODC has been playing a key role inside the group by sharing its evidence-based data and analysis, as well as national and regional situation and experiences.

The **informal monthly liaison officials/UNODC meetings** include representatives from Spain, France, Portugal, United States and Brazil. The group meets in a regular basis to plan their activities, share information on security and public safety, coordinate actions, and discuss common goals of their partnerships for the country. This group does not have a formal coordination,<sup>17</sup> but its activities are

---

<sup>16</sup> Activities listed in the November 2010 and December 2011 revisions. They were compared and a common list was created. The accomplishment or not of the activities was checked with the project manager in Cape Verde, and data was triangulated with interviews and monitoring reports.

<sup>17</sup> Each month one different member of this group is responsible for inviting, hosting and coordinating the meeting. The CCCD is the government focal point in charge of handling drug-related international cooperation. The CCCD

being expanded over the years. For example, some activities promoted by UNODC use the network established on these meetings to facilitate the identification of experts and technicians. In the same way, when other partners implement their activities, UNODC has a chance to influence their agenda, rationalize resources and contribute to the achievement of common goals. In this sense, the project has been exploring historical partnerships and pursuing new ones in order to enhance cooperation to a more effective project implementation, and more sustainable results in the country.

The interviews with the informants in Cape Verde (list of interviewees in Annex II) showed an almost unanimous appreciation of the work of UNODC has done with this and other projects in the country. According to the evaluation team perception, there is a variation in terms of stakeholders' engagement in the project planning and implementation, which is expected since the degree of engagement depends on their mandate and competence defined by law within the project's intervention area.

Most of the implementation of the project is done directly by UNODC. During the planning process of activities that are going to be implemented during the year, the project beneficiaries are consulted on their needs, and are presented with options. Most of the interviewees mentioned that this process fosters the partnership with UNODC.

As a conclusion, the project has engaged into new partnerships over the years, both with national counterparts and the international community that work in the country, and it has been working well with those that came from the very beginning of the project. The engagement seems to be stronger with those law enforcement agencies that are historically working in the project such as the Judicial Police. At the same time, new partners seem to see the results of this partnership and are committed to it, such as the Office of Attorney General. There is space for improving the cooperation with those partners that entered the project after 2010 (especially those related to the Court Magistrate); however, it should be analysed if one or more new projects would not be the best approach to work with them (as mentioned in the *Design* part of this report).

## Effectiveness

The activities of the project can be clearly classified into two groups: (i) procurement of equipment intended for law enforcement agencies in Cape Verde (Table 2); and (ii) capacity building of law enforcement officers and – more recently – civil society, judiciary staff, magistrate, judges, prison guards, etc. (Table 3). These two types of activities are spread over four outcomes and 17 outputs. In order to judge the effectiveness of the outcomes and outputs – and in some sense also work on the impact part – an evidence table was created. This table combines information from most of the sources that the evaluation team had access to, and it was used to triangulate data and information in order to maximize the evidence for the evaluation.

The focus on the effectiveness criteria is on the outputs – a more detailed analysis is presented in the following pages. Among the outputs of the project, output 2.1 and 3.1 were the ones with higher expenditure (details on Table 12, Annex VI). It is important to notice that output 2.1 spent 20% of the budget for the project from 2006 to 2008. Output 3.1 spent 24% of the budget between 2009 and 2011.

---

coordinates the national process but does not participate in the meetings, unless invited.

Table 2: Summary of Equipment Procurement (estimate)

Year	Summary of Equipment Procurement
2006	19 (nineteen) automobiles and 11 (eleven) motorcycles to the National Police and Judicial Police.
2007	Equipment for Joint Teams Unit (Ports and Airports) CBT Service
2008	Different supplies to the Forensic Laboratory (Chemicals; Gas Chromatograph and comparison microscope) for the Judicial Police totalling about US\$240,000 10 (ten) automobiles to the National Police (US\$ 213,720) <sup>18</sup> Office supplies for the CAAT - Joint Airport Team (airport of Praia) US\$ 10,500
2009	Computers and supplies for the Coast Guard (about US\$ 5,300) Office supplies for the National Police Training Centre - CBT (about US\$ 23,000)
2010	US\$ 452,000 in equipment for the Forensic Laboratory and the purchase of the Telephone Interception System (US\$430,000), both with the Judicial Police. US\$ 80,000 for equipment (office supplies and Video Vigilance System) Attorney General's Office (OAG) and US\$ 10,000 in 2 servers for the Financial Intelligence Unit (FIU)
2011	Security Vigilance System to the <i>Mindelo</i> Prison (about US\$ 134,000)

Source: UNODC Cape Verde

Table 3: People trained by UNODC Project in Cape Verde, per year, and per category (estimative)

Category	2006	2008	2009	2010	2011	Total
Health Professionals				51	57	108
Joint Teams		30	36	40	32	138
Journalists					35	35
Judges and Prosecutors			100	69	107	276
Law Enforcement	45	30	5	16		96
NGOs				219	89	308
Prison System				141	52	193
Teachers					99	99
UIF/Money-laundering			5	3		8
Public and private sector representatives (Corruption prevention)				31		31
<b>Total</b>	<b>45</b>	<b>60</b>	<b>146</b>	<b>541</b>	<b>459</b>	<b>1,251</b>

Source: UNODC Cape Verde

<sup>18</sup> The automobiles and motorcycles (total cost US\$ 779,570.74) were delivered in 2006, 2007 and 2008 to the Ministry of Justice for subsequent distribution among law enforcement agencies (Judicial Police, Guard Cost, National Police)

## Detailed analysis of the Outputs

Output 1.1: Boarding and vessel search in coastal waters carried out by 3 inter-agency units duly trained and equipped;

Output 1.2: Boarding and search of suspected vessels operated by the Coast Guards at sea (Exclusive Economic Zone).

The inter-agency unit is in place. The Coast Guard, the Maritime Police (a branch within the National Police) and the Judicial Police form the unit, but the former seems to be the responsible for the operations due to their characteristics (large patrols, usually in the exclusive economic zone). The Coast Guard did not provide the evaluation team a precise number of operations carried out by the inter-agency team over the past years. An estimative from the Coast Guard for 2012 mentioned 14 operations carried out since the beginning of the year, with seven ship boarding presenting some problems, mainly related to documentation – none-related to drugs.

The contribution of the Project in relation to Coast Guard has been limited when compared to the other outputs. The revisions and annual reports of the project do not mention any activities; major purchases or results related to outputs 1.1 and 1.2. The budgetary amount for both outputs represents 0.1% of the total budget spent for the project. There are two main reasons for that:

(1) The 2008 Mission Report (UNODC West Africa Regional Africa, 2008) suggested that the Coast Guard should entirely take over the activities listed in the first output. In relation to the second output, the same report mentions that the Head of the Coast Guard considered that the agency staff was well-trained to operate.

(2) Annually, and upon assessment with national stakeholders and consultation with international partners, CPVS28 project prioritizes its interventions according to the country's needs. In this context, the project's focus has been mainly on the inter-agency units that work in the coastal waters. As the inter-agency team is also formed by the judicial and maritime polices, the investment in terms of knowledge for these influence the results of the inter-agency unit. Besides that, other supporting countries such as the United States, Spain and Portugal have invested on strengthening the capacities for Coastal Guard in terms of maritime surveillance, by establishing, for example, the Maritime Operation Centre (COSMAR) in 2009. Spain has also supported the maritime police with speedboats to control the maritime coastline.

Therefore, the outputs related to the Coast Guard should be revised to better fit the work that UNODC has been doing with that agency.

Output 1.3: Searching and seizing capability at the International Airports of Sal and Praia

In 2007, a Memorandum of Understanding was signed to establish the Joint Anti-trafficking Team in 3 international airports of Cape Verde. The members of these teams were appointed and received first training in 2008. In 2010, the Aircop Project took advantage of the already-established teams to create the Joint Airport interdiction Teams (CAAT<sup>19</sup>) to improve searching and seizing capacity in the Praia Airport. The facility at Praia Airport was adapted to the needs of the Joint Team, and it has received equipment that allows passenger and cargo profiling. The team is fully operational, and has been seizing drugs frequently (Table 4). One example was the seizure of 200 grams of cocaine from a woman coming from Brazil and going to the Netherlands that happened on 27 April 2012, during the

---

<sup>19</sup> CAAT: Célula Aeroportuária Anti-Tráfico no Aeroporto da Praia.

week that the evaluation team field mission in Cape Verde. The CAAT Team in Praia that did the seizure had profiled the passengers before the plane landed, and identified this woman as a suspect. Once she arrived, the CAAT used specific techniques to find the drugs, and to arrest the drug dealer.

Table 4: Drug Seizures at Praia Airport (2006-2011)

Year	Cocaine (g)	Heroin (g)	Cannabis (g)	TOTAL (g)
2006	21,221.30	0	0	21,221.30
2007	23,513.88	850.38	0	24,364.26
2008	13,910.88	0	0	13,910.88
2009	24,159.06	0	0	24,159.06
2010	30,439.57	0	0	30,439.57
2011	19,568.60	0	497,678	20,066.28
<b>TOTAL</b>	<b>132,813.29</b>	<b>850,382</b>	<b>497,678</b>	<b>134,161.35</b>

Source: Judicial Police

Table 5: Drug Seizures at Sal Airport (2006-2011)

Year	Cocaine (g)	Heroin (g)	Cannabis (g)	TOTAL (g)
2006	9,705.20	0.00	0.00	9,705.20
2007	7,060.00	0.00	0.00	7,060.00
2008	0.00	0.00	0.00	0.00
2009	9,515.00	0.00	0.00	9,515.00
2010	1,994.00	0.00	0.00	1,994.00
2011	0.00	0.00	0.00	0.00
<b>TOTAL</b>	<b>28,274.20</b>	<b>0</b>	<b>0</b>	<b>28,274.20</b>

Source: Judicial Police

Table 6: Drug seizures at S. Vicente Airport (2006-2011)

Year	Cocaine (g)	Heroin (g)	Cannabis (g)	TOTAL (g)
2006	0.00	0.00	0.00	0.00
2007	0.00	0.00	0.00	0.00
2008	0.00	0.00	0.00	0.00
2009	0.00	0.00	0.00	0.00
2010	4,163.20	0.00	0.00	4,163.20
2011	0.00	0.00	0.00	0.00
<b>TOTAL</b>	<b>4,163.20</b>	<b>0.00</b>	<b>0.00</b>	<b>4,163.20</b>

Source: Judicial Police

The same Joint Team (CAAT) has not been established yet at Sal airport. According to the 2011 report from the Judicial Police (Polícia Judiciária, 2011), there were no drug seizures at Sal airport in that year. From 2006 to 2011, 28kg of cocaine were seizure in the Sal airport (Table 5). In the same period, 132 kg were seized at Praia airport (Table 4). The same report mentions that the São Vicente Airport has seized 4kg of cocaine from 2006 to 2011 (Table 6).

UNODC has working directly with the Joint Anti-Trafficking Team at Praia airport. The Agency has (i) worked on the MoU that created the teams; (ii) provided equipment; and (iii) supported capacity building for participants. In budgetary terms, the amount spent on this output represents 0,3% of the total budget for the project, since part of the activities is financed by the AIRCOP initiative<sup>20</sup>.

<sup>20</sup> The AIRCOP overall objective is to build drug-interdiction capacities at 10 selected international airports in West Africa, Morocco and Brazil. In doing so, the project will establish Joint Airport Interdiction Task Forces (JAITF) and connect them to international law enforcement databases and communication networks to enable the

The output is being accomplished as the interview and the documentation show that the CAAT at Praia Airport is being very effective, and, according to some informants, the work that UNODC has done with the joint team is essential to assure the achievement of results. It is possible to see a strong commitment and engagement of the CAAT group with UNODC Programme Office.

Output 1.4: Container and cargo profiling in the Port of Praia completed by trained inter-agency teams

In 2007, an MoU was signed among UNODC-ROSEN, the Ministry of Justice, the National Coordination Commission Anti-Drugs (CCAD), the Central Directorate of the Judicial Police (PJ), the National Directorate of National Seaports, for the strengthening of cooperation in the Cape Verdean seaports. This MoU originated the Joint Port Control Units (JPCU) at the seaports of Praia, Palmeira, and Mindelo.

The seizures at the Seaport of Praia are not as frequent as in the airport. The 2010 annual report from the Judicial Police (Polícia Judiciária, 2011) mentions the seizure of 17.8 kg of cannabis 0.2 kg of cocaine, and some guns and ammunition (Table 7). However, these seizures are not mentioned in the report as a consequence of the JPCU. In the Port of São Vicente Island, in 2010, 25kg of cocaine were seized<sup>21</sup> (Table 8).

According to the interviews, the JPCU in Praia Port is established, but the law enforcement agencies that are part of it still work, most of the time, separately. The joint facility in the Port is available, but it is only used sporadically. Despite the fact that the JPCU and the CATT work under the same leadership, the JPCU is not as harmonized as the airport joint team. As explained by one interviewee the work at the airport is continuous and demand a rapid response – profiling happens in all the flights that arrive daily in the airport from different parts of the world, and the team does not have too much time to do the analysis and decide on those people that are going to be inspected; on the other hand, at the seaport, the profiling of large and small containers is done with much more time and the inspection does not to be as fast as in the airport.

Table 7: Drug seizures at Praia Seaport

Year	Cocaine (g)	Heroin (g)	Cannabis (g)	TOTAL (g)
2006	2.6	0.0	0.0	2,62
2007	508,000.0	0.0	0.0	508,000.00
2008	180,903.6	0.0	0.0	180,903.60
2009	0.0	0.0	0.0	0.00
2010	0.2	0.0	17,756.6	17,756.77
2011	0.0	0.0	0.0	0.00
<b>TOTAL</b>	<b>688,906.4</b>	<b>0.0</b>	<b>17,756.6</b>	<b>706,662.99</b>

Source: Judicial Police

---

transmission in real time to other international airports of operational information aimed at intercepting illicit shipments. The project will also promote intelligence and information sharing between services at national and international level as well as an intelligence-led approach to countering drug trafficking. (Source: <http://www.unodc.org/westandcentralafrica/en/aircop.html>)

<sup>21</sup> Inter-agency teams are present in three international ports in Cape Verde: Praia (the capital), Sao Vicente and Sal.

Table 8: Drug seizures at São Vicente Seaport

Year	Cocaine (g)	Heroin (g)	Cannabis (g)	TOTAL (g)
2006	0.0	0.0	0.0	0.00
2007	0.0	0.0	0.0	0.00
2008	2.1	0.0	10.1	12.20
2009	0.0	0.0	0.0	0.00
2010	25,126.0	0.0	17,767.4	42,893.40
2011	0.0	0.0	0.0	0.00
<b>TOTAL</b>	<b>25,128.1</b>	<b>0.0</b>	<b>17,777.5</b>	<b>42,905.60</b>

Source: Judicial Police

Table 9: Drug Seizures at Sal Seaport

ANO	Cocaine (g)	Heroin (g)	Cannabis (g)	TOTAL (g)
2006	1,226.60	0.00	0.111	1,226.71
2007	0.00	0.00	0.00	0.00
2008	0.00	0.00	0.00	0.00
2009	0.00	0.00	0.00	0.00
2010	0.00	0.00	8.0	8.00
2011	0.00	0.00	0.00	0.00
<b>TOTAL</b>	<b>1,226.60</b>	<b>0</b>	<b>8.111</b>	<b>1,234.71</b>

Source: Judicial Police

The activities of this output are gradually being integrated into UNODC's Container Control Programme (CCP - GLO/G80). The overall strategy of the CCP foresees to regularly assist JPCUs with general mentorship and training on specialised topics. The monitoring reports and other documents mention that 95 people were trained through courses organized by the UNODC-WCO Container Control Programme. Some equipment and office material was also provided by UNODC to the JPCU in Praia.

As a conclusion, this output has delivered the support, training and equipment necessary for the creation of the inter-agency teams at seaports in Praia, Sal and S. Vicente. The evaluation team did not have access to the number of full or small containers that are scanned at the seaport, or the number of joint activities; therefore it is not possible to analyse any changes in terms of effectiveness. The combination of this output with the Container Control Programme is very important in order to promote synergy of efforts, aiming at maximizing the results.

Output 1.5: Judicial Police endowed with the operational and analytical tools to perform in-depth investigations and prosecutions of transnational criminal networks.

At the beginning of the CPV/S28, the project – in close cooperation with national experts, designated in the framework of bilateral cooperation – trained what would be the first Surveillance Team in the history of the Cape Verdean Judicial Police (PJ). Also, under this output, the Automated Fingerprint Identification System (AFIS) was installed at the Judicial Police Headquarters in 2010, and three officers in charge of the administration of AFIS received appropriate training. Also in 2010, UNODC has purchased the Telephone Interception Monitoring System to help in the in-depth investigation in the country.

The interviews with key informants from different areas showed that the perception is that the Judicial Police is better prepared and equipped to carry their investigations in the areas of drug-trafficking, money-laundering, and related crimes. However, as it will be discussed in the *sustainability* part of this report, the equipment that the Judicial Police has received is not fully operational. For example, the evaluation team has evidenced that (i) the AFIS equipment needs a better Internet connection to

the database for better delivering results<sup>22</sup>; and (ii) the Telephone Interception Monitoring System is also not being used due to logistical problems with the telephone companies in the country.

This is a long-term output which results will be accumulative over the years. This output spent 10% of the budget available for the programmatic area of the project, mostly after 2009, and, in the view point of the evaluation team, the objectives are being accomplished.

Output 1.6: Establishment of a crime and intelligence database and well-trained officers of the Judicial Police at updating and analysing relevant data.

According to the 2008 field trip report (UNODC West Africa Regional Africa, 2008), UNODC in cooperation with ICPO Interpol has provided Real-time Analytical Database (RAID) software to Judicial Police, to the Office of Attorney General and FIU and has trained staff. UNODC has also provided hardware for the database. The RAID server is with Judicial Police.

The interviews and the field visit confirmed that the RAID database is not operational. There are other databases being used inside the Judicial Police but they, in the word of one informant “unrefined”, and are not integrated.

Output 1.7: Upgrading of the national forensic laboratory to meet international standards

The modernization of the Forensic Laboratory was initiated in 2007 with the identification of equipment and recruitment of recommended new staff. Following those preliminary steps, toxicology and ballistics equipment were delivered to the Forensic Laboratory – including a Gas chromatograph that would allow sounder drug analysis – and specialized related training was provided to the staff over the years. As shown in Table 10, while 100% of the drug tests requested to the Forensic Laboratory were completed in 2009, that number is reduced to 64% in 2010, maybe due to problems with the equipment. The tests not performed by the Laboratory were sent to Portugal. By the time the evaluation team visited the Forensic Laboratory, the gas chromatograph was not being used due to technical problems.

Table 10: Number of Tests performed by the Forensic Laboratory (2009 and 2010)

	2009	2010
Tests Requested to the Laboratory	342	319
Tests Completed	342	205
% Of Tests Completed	100%	64%
Sent to Portugal	0	114

Source: Judicial Police Report, 2011

In terms of contribution to the achievement of this output, UNODC has been contributing over the years with equipment and training. However, as evidenced by the field visit and by the interviews, the Laboratory is not fully operational due to constraints related to technical problems in the installation of the equipment. In that sense, the output has been achieved by UNODC, but there are restrictions related to the *sustainability of its results* in the future – as discussed further in this document.

<sup>22</sup>By the time this evaluation was carried out, other Islands could not access the database. The evaluation team has requested a demonstration of the system, and even inside the building where the database is located the AFIS was not respondent.

Output 2.1: Cape Verdean Public Order Police reaction and territorial control capabilities improved by enhanced mobility.

Output 2.2: Cape Verdean Public Order Police reaction and intervention's efficiency improved through enhanced communication and coordination capabilities.

At the beginning of the CPV/S28 project, a total of 19 vehicles and 11 motorcycles were delivered to the law enforcement authorities to reinforce the Judicial Police and the National Police capability in terms of mobility (Table 2). The National Police did not provide to the evaluation team data on the number of operations carried out over the years, and the reactive time from the time of call to the action. Hence, it is not possible to see if there are improvements in terms of the quality of the work. Key informants related to this output mentioned that the reaction time is still below the expected, but it has been improving over the years, and that the equipment that UNODC has donated to the law enforcement agencies has helped in that direction. The project has spent 20% of its budget on output 2.1, during 2006 and 2008. After that year there were no more expenses on this output.

In terms of communication equipment, the 2008 report made by the Law Enforcement Advisor for West Africa has suggested that this output and its activities should be considered finalized since the demands were met bilaterally by Spain, which had delivered complete radio communication equipment – that information was confirmed by the interviews. In that line, the project has not spent its budget on output 2.2.

Output 2.3: The Cape Verdean Public Order Police has the capacity to operate, investigate and deal with suspects, arrested persons and victims in full compliance with internationally recognized standards for the respect of Human Rights.

The 2010 Country Reports on Human Rights Practices (Bureau of Democracy, Human Rights, and Labour, 2011) mentions police abuse of detainees and police impunity as problems that were reported in Cape Verde and in most of the cases – the report continues – authorities took action against the abusers. Human Rights is not part of the Police Academy curriculum in Cape Verde; however, the UN System and other counterparts in the country constantly sponsor workshops and seminars on the topic. Data from National Police shows an increase of proceedings against the national police over the years (Table 11); however, without a further analysis, it is not possible to evidence if that increase happened due to the surge of violence related to the police, or if the population feels more secure to denounce cases of police violence.

Table 11: Processes against individuals of the National Police

	2008	2009	2010	2011
Number of proceedings against police officers from the National Police	14	88	143	140
Number of proceedings on trial against police officers from the National Police	0	2	12	1

Source: National Police

The UN System and UNODC have been working with the Ministry of Justice and other government offices to increase the compliance with international standards for the respect of Human Rights. Also, Human Rights is part of the curriculum for the CBT course sponsored by UNOCT.

Output 2.4: A concrete measurement of the achievements of the different interventions of the project as perceived by their main beneficiaries (law enforcement officers) and the general public thus facilitating both the final evaluation of the project and the policy/strategy decision-making process by the authorities of Cape Verde.

UNODC has supported different surveys and studies in Cape Verde, including (i) the first and second International Crime Victims Survey (ICVS); (ii) the study on drugs and HIV in Cape Verde; and (iii) the first and second study of crime and corruption, among others. UNODC has also supported legislations and strategic plans related to its mandate, such as the Money-laundering Law, and the Strategic Plan on Drugs, being currently updated.

Despite the efforts made by UNODC, the UN System, International Liaisons in the country and the law enforcement agencies, there is a clear gap of information and data related to the outputs of this project, and other areas related to crime and security. Most of the law enforcement agencies did not provide data or annual reports to the evaluation team<sup>23</sup>; hence, there are data gaps in terms of accomplishment or not of the proposed activities.

This output is partially being achieved. On one hand, the studies and surveys supported by UNODC have helped improving the quality and availability of data, and clearly influenced decision-making and public policies in the country. For example, the second International Crime Victims Survey (ICVS) (UNODC Cape Verde and Ministério da Justiça, 2009) is a very good tool to be used as a baseline for the final evaluation; on the other hand, the lack of administrative data that should be collected and made available by the law enforcement agencies and other beneficiaries of the project leave a gap regarding the availability of data for an appropriate final evaluation of the project.

Output 2.5: Improved detection and interdiction capabilities through updated training curricula delivered to at least 500 law enforcement officers via the use of Computer-Based Training Programme.

The Computer-Based Training Programme (CBTP) was finalized and its content validated by a test group consisted of 49 specialists in 2011. The programme has 59 modules covering practical and theoretical content. The main facility for the CBTP is the National Police Academy, which is equipped with a computer lab with 22 work stations that are going to be used for the training programme. The first group of police cadets is schedule to take the first CBTP modules in May 2012. The CBTP is also installed at the Judicial Police, and at the FIU, but limited to few computers. The training is not available through the Internet.

UNODC was the primary supporter of the Computer-Based Training Programme in terms of the content. Another partner in the country donated computers for the facility where the training is going to take place. The output is being achieved, and it is expected that the CBTP be fully operational starting in May/June 2012.

---

<sup>23</sup> Most of the interviewees said they have the data easily, but they have not provided reports or information on specific numbers related to the indicators listed in the logical matrix of the CPV/S28 project. There might be two reasons for that: first, the information might be considered secretive by the interviewees; or, the information is not collected in an organized manner.

Output 3.1: Capacities of national institutions in charge of the fight against transnational crime, human trafficking, drug and arms trafficking and responsible for the security of people and property are reinforced

In fact, this is not an output, but an outcome that should be obtained as the sum of all the activities and outputs of the CPV/S28 project, and other initiatives from UNODC and its national counterparts. Interviews in Cape Verde revealed that they had positive feedback about the benefits of the project, and basically all the informants mentioned an improvement of the national capacities over the years.

Maybe one of the most important contributions of UNODC to the achievement of this “output” is its technical assistance on the new National Integrated Programme (NIP) on the fight against drugs and crime in the archipelago - National Integrated Programme on Drugs and Crime (2012-2016), which has been happening upon request from the Government of Cape Verde. The Government of Cape Verde approved a Roadmap in 2011, four thematic groups were established, and preliminary inputs were delivered to the Coordination Team regarding the top priorities within the identified areas of intervention. The NIP’s thematic areas are in line with UNODC 2010-2014 Regional Programme, and include: 1) Prevention of drug use, research and data analysis; 2) Treatment and rehabilitation of drug addicts and related diseases including HIV/AIDS; 3) Combating illicit trafficking and organized crime; and 3) Justice and integrity.

Output 3.2: The economic and financial development of the country is supported by security investment against corruption, money-laundering, cyber crime and terrorist threats

In terms of **Money-laundering**, the number of suspected transactions identified by the FIU in the financial system in Cape Verde has been increasing in the past years. According to the Financial Intelligence Unit (FIU) the number of transactions was 26, 55 and 67 in 2009, 2010 and 2011, respectively<sup>24</sup>.

Also, the first Cape Verde National Strategy in Combating Money-laundering and Terrorism Financing was developed and validated in the last quarter of 2010. In the same year, two servers intended for the Financial Intelligence Unit – responsible for investigating money-laundering in the country – were delivered by UNODC aiming at strengthening the Unit’s operational capacity. Also, with the support of UNODC, three Inspectors from the General Inspection of Finance participated in the 3rd Annual Conference of General Inspectors of Finance of the Portuguese Speaking Country Community (CPLP), held in Angola, which had as objective to review and discuss cooperation protocols on money-laundering, within the CPLP community.

In terms of corruption, UNODC has a very important tool to work as a baseline in terms of perception of corruption in Cape Verde. Its Business Survey on Crime and Corruption in Cape Verde (UNODC Cape Verde, 2009) shows that on average 62% of the interviewees (representatives of businesses in Cape Verde) considered national institutions quite / very honest, a drop of twelve percentage points, compared to 2007. However, the same survey pointed out that an upward trend was observed in some cases, namely, in clearing goods at Customs, in obtaining municipal and local authorizations, in obtaining licences and permits for the exercise of the activity and in obtaining the certificate of automobile inspection, among others (p. 3).

As planned in the ONE UN Work Plan, the project has promoted some activities in terms of corruption in Cape Verde. It has sponsored a Seminar on professional ethics in the public and private sector that took place in 2010 for representatives of public and private institutions, and in 2011, the CCCD,

---

<sup>24</sup> These numbers were mentioned in the interview. The figures were revised and validated by FIU when they had access to the first version of the evaluation report. The evaluation team did not receive any report to backup this information.

supported by UNODC, conducted an awareness-raising campaign on major radio stations, newspapers and TV channels.

The interviews showed that despite the investments in security, there are still major gaps in terms of cyber crime and terrorism in Cape Verde. The country does not have legislations against these crimes.

Output 3.3: Strengthening of the criminal justice system

This is also a case where an outcome is classified as an output, with results that are beyond the reach of the CPV/S28 project. In thesis, the criminal justice system is formed by the police, the legislative, the courts and judiciary system, and the corrections (jails, prisons, probation and parole). In a criminal justice system, these distinct agencies operate together both under the rule of law and as the principal means of maintaining the rule of law within society. Therefore, strengthening of the criminal justice system is the result of all the UNODC activities in the country. For the sake of simplicity, the analysis for this output is going to focus on the judicial system.

The qualitative assessment done through the interviews show that for all informants the Criminal Justice System as a whole has improved over the past years, and the Judicial System has followed in the same direction. However, the evaluation team did not have access to data related to the courts in Cape Verde. The main partner of UNODC in the Judicial System seems to be the Office of the Attorney General.

Starting in 2009, the CPV/S28 has been working closely to judges and magistrates in Cape Verde. Since that year, UNODC (i) has organized a National Seminar on the Bangalore Principles of Judicial Conduct; (ii) has supported a mission to Portugal comprised of 7 judges who participated in training in the fight against crime and corruption; (iii) has supported a study tour to members of the Office of the Attorney General, Judicial Police and National Police to Portugal and Holland, to participate in a theoretical and practical training on organized crime investigation (drug trafficking, human trafficking, money-laundering, youth criminality); (iv) has provided technical assistance to the Office of Attorney General; (v) has provided support to the Judicial Police (PJ) in conducting an Intelligence Security Audit at the PJ; and (vi) has conducted a needs assessment of the juvenile justice system in Cape Verde; among other activities. Also, under this output, UNODC has successful installation a video surveillance system in the Central Prison of Sao Vicente Island, and has trained the personnel on its use.

UNODC has been contributing to this output, but it is important to emphasize that a sustainable result for this “output” cannot be achieved solely by actions of UNODC. Besides, as mentioned in the partnership and cooperation part of this report, there is a clear demand from the judicial system to have a separate project developed with the National Council of Magistrates to cover a very specific agenda.

Output 3.4: Capacity development of the State and civil society for the prevention of drug abuse and antisocial behaviour

Starting in 2009, and in line with UNODC contribution to One UN Sub-Programme 2, there is a new focus on awareness campaigns and work with and within the community and the prisons. In 2010, some activities that happened under the umbrella of the CPV/S28 project were: 190 community leaders, of which 76 were women, participated in 6 training sessions delivered to ONGs and CBOs in municipalities with higher level of vulnerability factors to abuse drugs and alcohol (Fogo, Brava, São Vicente, Santo Antão, Sal, Santa Cruz and Santa Catarina). During the training, the participants produced draft community projects on drug abuse prevention and anti social behaviour.

In 2011, some activities were: (i) training of 46 community leaders in developing community prevention plans on incivility and violence related to alcohol abuse and other drugs; (ii) production of a Guideline on Drug Use Prevention for Community agents to facilitate NGO and community-based organizations' (CBOs) interventions in the field of drug use prevention; (iii) two advertisement campaigns (one radio and one TV show), as well as 5,000 brochures and flyers and 3,000 T-shirts, were produced and distributed by UNODC on the World Drug Day; (iv) training on how to prevent drug use, addiction and related health problems to primary and secondary teachers; and (v) capacity building of community responses to care and treatment of drug addicts, within the framework of the national treatment and rehabilitation Programme of Cape Verde; among others. The CCCD is UNODC's main partner on these activities.

As part of ONE UN Programme, the results of this output<sup>25</sup> cannot be fully correlated only to UNODC's work; however, the interviews and the documents show that there is a commitment of the institution and its partners in country in working with prevention, and UNODC in Cape Verde has been contributing to improving civil society and government capacity in fighting drugs, preventing them, and recovering drug users. 3% of the budget for the CPV/S28 project has been spent on this output.

Output 4.1: Access to prevention, treatment, care and support services for the fight against AIDS are improved, with special attention to persons in vulnerable situations (adolescents, women and people with risk behaviour)

This output comes from the One UN programme in the country (sub-programme 8) and of UNODC-WHO Treatnet II Programme. As mentioned in the *Relevance Part* of this report, 2011 data (Comité de Coordenação do Combate à SIDA, 2011) shows no change between 2007 and 2011 in terms of inmates that use drugs and have HIV/AIDS. There is no data on the number of inmates that contracted the virus inside the prisons. However, according to the government, all inmates that have HIV/AIDS receive the treatment<sup>26</sup>.

In terms of activities, UNODC has working closely with the inmate population (men and women), the prison guards, and health care staff (psychologists, nurses, clinicians, social workers, sociologists, psycho-pedagogue, and counsellors) to better prepare them in terms of drug dependency treatment and HIV/AIDS prevention. The training was based on UNODC training package developed under the framework of the Global Programme Treatnet II. Still within the scope of drug dependence interventions, three protocols were revised in 2010 between the therapeutic community of Granja and health, prison and judiciary services.

12% of the budget for the project is being spent towards this output. This output is advancing in terms of its activities, but no concrete results could be evidenced. Also, results for this output should be seen in a larger scope since other UN agencies contribute for this output.

---

**Overall**, the interviews in Cape Verde revealed that the CPV/S28 project had positive feedback about the benefits of the project. The project has contributed to improve control of the borders, improved preventive capabilities, and it has improved detection of drugs, especially in the airports and ports of Praia. All the capacity building that happened during the period of implementation of the project happened with instructors and or through field visits in other countries. The CBT was not operational,

---

<sup>25</sup> This output could also be considered an outcome.

<sup>26</sup> Data was asked to the Penitentiary Services and Social Reintegration on the number of inmates that received treatment. However, these numbers were not received by the evaluation team.

but it is expected that starting in May/June 2012, computer-based training be able to increase the knowledge of more law enforcement staff in Cape Verde.

The outputs are contributing to the outcomes; however, as mentioned in this section and in the *Design Part* of this report, some outputs are not “real outputs” but outcomes, or could actually be considered as the impact of a country programme, not of a project. This situation is partially explained in the framework of One UN Initiative in 2008, where 2008-2012 One UN programme outcomes and outputs were incorporated into CPVS28 project and to which UNODC (CPVS28) has been contributing to their achievement in partnership with other UN agencies. In the meantime, the fact that these outcomes and outputs had been incorporated and not mainstreamed (harmonized) caused an imbalance in terms of the original logical framework. In that sense, when this happens, the expected result of the project gets broader, and it might give the impression that the results are not being achieved.

In the same line, if one is going to evaluate the result of *output 3.3* without taking into consideration the problem of design of that output, it has clear not achieved its objectives. However, looking closely into the activities, and trying to read between the lines of the output, the actions being taken in *output 3.3* are actually contributing to the strengthening of the criminal justice system. Of course, these activities are part of a more complex mix of actions that involve a myriad of partners, institutions, governments and stakeholders, and at the end are going to result in changes in the criminal justice.

The interviews indicated to the evaluation team that most of the institutions are directly or indirectly benefiting from the project. Even those that are not so close to UNODC mentioned that their staff capacity has improved due to the CPV/S28 project. The annual revision of the project, the planning stage that happens at the beginning of the year, and the meetings with the partners in Cape Verde are opportunities to adjust the project to the national context, and are being used in this direction.

## Impact

It is not possible at the current stage of the project to evaluate its impact; however, it is possible to qualitatively assess the contribution that the project had to the results that the country has been achieving in the areas where it was implemented. This contribution is based on the perception of the evaluation team and, at this time, could not be validated quantitatively.

Cape Verde’s largest drug seizure ever took place in October 2011, when 1.5 tons of cocaine worth about US\$ 100 million was coming from South America to Europe was apprehended by law enforcement agencies in the country. There were no direct involvement of UNODC project in the investigation and the operation; however, during the interviews with Cape Verde Law Enforcement Agencies and members of the Judicial System, it was mentioned that much of the techniques used during the investigation/preparation phase that resulted the seizure were learned due to the investments made with the CPV/S28 project. The UNODC Law Enforcement Regional Advisor for Western Africa mentioned on his interview that the main difference between this seizure and others that happened in the region, was that this one started and was carried out with in-country intelligence; meaning that the investigation that led to the seizure, the seizure operation, and the whole process after the seizure, was done by the country itself. This is a case where the law enforcement agencies of the country had absorbed the knowledge and used successfully. It is important to mention that the seizure of the drug was only part of the operation, since it also involved a complex network of national and international businesses used for money-laundering<sup>27</sup>. Therefore, the cooperation between the Financial Intelligence Unit (UIF), the Attorney Generals Office (AGO), the Law Enforcement Agencies

---

<sup>27</sup> Newspapers of Cape Verde mention that the police seized weapons and ammunition, five luxury cards, and almost 150 thousand Euros.

(National Police and Judicial Police), and the Coast Guard is a good example to be followed in other countries in the world.

This result for the country was a combination of the efforts from different international agencies that work in Cape Verde, and UNODC's contribution in supporting the national authorities in terms of resources and knowledge played an important role in the final result from this operation.

The numbers of the National Police in the airport of Praia show that there is an increase in terms of flights being controlled in the country (194 arrivals in 2008, and 264 in 2009). In the same line, the quantities of drugs seizure in the airports and ports have increased over the years (Table 4). These are results from a better profiling technique that the joint-teams in the airport and the port have been using<sup>28</sup>. The profiling and the seizure are results that come from the training, resources and the coaching that has been constant components of the CPV/S28 project, and they have been contributing to a long-term impact in drugs seizure in the country.

Long-term impacts related to (i) reduce HIV/AIDS among drug users and in prisons; (ii) diminish drug use and (iii) reduce violence in Cape Verde are not possible to connect, at this moment, with the project. Most of the actions on these areas are still being implemented, and behavioural change – as it is needed in order to impact on these areas – take time and cannot be solely address by one initiative. Also, as these are part of the framework of the One UN Programme, the achievements should be counted along with the contributions from other agencies.

## Sustainability

In order to analyse its sustainability in terms of results, the project has to be seen into the two groups of activities (as described in the beginning of the *Effectiveness analysis* part of this report): capacity building and procurement. In terms of **sustainability for the results of the capacity building**, the evaluation team sees that the benefits generated through the project are sustainable, and these activities are contributing to concrete results (please refer to the *Effectiveness* and *Impact* parts of this report). The informants had told the evaluation team that most of the training provided was necessary and after their completion they were allowed to better perform their duties.

On the other hand, the evaluation team has some concerns with the **sustainability of the results for those materials** acquired within the CPV/S28 framework. From the list of the recent equipment purchased and donated by UNODC to the law enforcement agencies in the country, most of them are not being used on their full capacity due to problems that are not related to UNODC. If one is going to stop the analysis in terms of responsibility of delivering the tools that were required by Cape Verde, UNODC did its part. However, in terms of sustainability of results, a broader view should be used to confirm if the intended results are being accomplished. Some examples below:

- **Chromatograph for the Judicial Police Forensic Laboratory: Not operational.** UNODC has invested in the laboratory by acquiring very expensive materials (including a gas chromatograph equipment to test drugs) and supplies, and by providing training to the technicians. During the field visit that took place in May 2012 the laboratory was barely being used since the chromatograph was not operational due to problems related to its installation that happened back in 2009, and to the air generator equipment that is part of the Chromatograph. Also, it seems that the building where the laboratory is installed has problems related to electricity oscillation, posing risks to the use of this equipment;

---

<sup>28</sup> Informal conversations with the members of CAAT at Praia airport show that the level of self-confidence in how they should act in profiling, approaching the suspects, and apprehend the drugs is very high.

- **Ballistics Equipment: Operational with restrictions.** The ballistics equipment was purchased by UNODC and delivered to the Judicial Police. The equipment had not been operational for some time due to problems related to missing parts, and software licence used for analysis, which had expired. The equipment has been fixed and the software licence ordered by the Judicial Police;
- **Automated Fingerprint Identification System (AFIS): Operational with strong restrictions.** As mentioned before in this report, the AFIS is installed in the Judicial Police (PJ); however, due to a very slow Internet connection between the building of the PJ and the facilities in other islands, the on-line feature of the system is not being used. Also, according to the technician that works with the system, the computers are old, and the system is not as responsive as it was before.
- **The Real-time Analytical Database (RAID) System: not operational.** The database was delivered to the Judicial Police and, according to the interviews, it is not being used. Two reasons for that are the poor quality of the internal network in the building of the PJ, and the slow Internet connection.
- **Telephone Interception System: not operational.** This might be the biggest draw back in terms of sustainability of results. The system (server and software) was delivered to the Judicial Police, as well as the other computers that are part of the equipment. However, due to problems with the telephone companies in Cape Verde, the equipment is not being used. According to the Judicial Police, if the system was being functioning, the investigation of at least five crimes involving money-laundering and drugs would be finalized. In this sense, it seems there is a fear in Cape Verde related to the telephone interception system and its use to void people's privacy. During a debate in the National Assembly, one of the Members jocosely said that if the system was working many cases of extramarital affairs would be discovered in Cape Verde, and that would not be good for the society.

While it is not UNODC's responsibility to maintain and to guarantee these and other instruments purchased on the scope of this project are functioning well; UNODC in Cape Verde has two concerns: (i) if the use of the equipment is appropriate; and (ii) if the government can assure technical and human contributions for the appropriate operation of equipment. The Judicial Police is aware of the situation described here and, according to the interviews, is working towards fixing all the problems so the equipment can be fully operational as soon as possible.

### III. CONCLUSIONS

Most of the results that can be linked to the CPV/S28 project are in the area of Law Enforcement. The evaluation team sees two reasons for that: first, this component has been implemented since the beginning of the project; second, the results are more concrete and measurable. During the interviews with the members of the Judicial System they all pointed out that UNODC project cannot be linked to the strengthening of the criminal justice system, or even with improvements to the judicial system in the country, since UNODC is part of a more complex network that involves different stakeholders acting at the same time – this was also discussed in the effectiveness part of this report. However, all the interviewees mentioned that the study trips, the exchange with other countries, the workshops and the courses being supported by UNODC have positively influenced the judicial system, and they are contributing to long last results for the country.

In the same line of thought, the original project was centred in law enforcement agencies and their response on drug trafficking. The changes along the years, and specially the one in November 2010 changed the scope and the logic framework of the project, adding components that made it broad, with new modules related to money-laundering, corruption, and drug and HIV/AIDS prevention from ONE UN Initiative. While an anti drug trafficking strategy cannot be seen isolated from these other components, the idea of having all in the same document without reformulating the whole project creates a problem for the monitoring and the evaluation of the results. As shown, and due to the reasons previously mentioned some outputs of the project are, in fact, outcomes related to bigger results that cannot be connected solely to the results of the project. In that sense, the evaluation had to read between the lines and tried to identify the contribution of the project to the areas related to the outputs and outcomes. Once the evaluation team abstracted these design problems, it is possible to see that the CPV/S28 project has delivering most of the expected activities, contributing to higher results in terms of a drug trafficking, money-laundering and corruption.

Despite the importance of the drug prevention and HIV/AIDS components, the results are still not clear to the evaluation team. As mentioned throughout this report, these are areas that involve more than UNODC's mandate, and demand a change in behaviour that will only be achieved with strong integrated interventions. In this sense, the work with other UN agencies and other partners in the country are very important to consolidate these components.

The evaluation team was informed that the main distinguishing feature of this project was the way it was created, back in early 2000, when the government of Cape Verde requested UNODC's technical assistance in developing a coherent and consistent policy related to drug trafficking. As a result, the **Cape Verdean National Strategy against Drugs and Organized Crime** and the CPV/S28 project were developed. The partnership between the two agencies has evolved to a close partnership during the implementation of the project, and in the discussion of national and regional initiatives. Another advance was the establishment of the informal group formed by the agencies and embassies that have interest in the security area, and work with Cape Verde in strengthening its national capacity.

In this line, the project has engaged new partnerships over the years, both with national counterparts and international agencies that work in the country, and it has working well with those that came from the beginning of the project.

The evaluation confirms the continuing relevance of CPV/S28 to all stakeholders of the project, and its alignment with global, regional and national priorities. One important feature of this Project is its capacity to incorporate other UNODC initiatives, creating new interactions with other projects, and increasing its sustainability. Two examples are the case of AIRCOP project, which took advantage of the foundations established by CPVS28 to establish the CAAT at the airport of Praia, and the Global Container Control Programme, which has been strengthening the Joint Port Control Units since 2009.

A proper impact evaluation study in the coming years is possible, but it would demand more investments in terms of better adjust outputs and outcomes, as well as a higher investment in monitoring the indicators selected to the project, and in helping the country to better construct indicators in the areas of the CPV/S28. If the plan is to have a final evaluation for the CPV/S28, the preparation should start as soon as possible.

## IV. RECOMMENDATIONS

Based on the analysis made the following are the recommendations for the CPV/S28 project:

- UNODC in Cape Verde, with regional and global support, should revise the project in order to harmonize its expected results, outcomes, outputs and indicators; considering, if possible, splitting the CPV/S28 project into separate projects, including one specific for the magistrates and judges, and one related to money-laundering and corruption.
- UNODC in Cape Verde should work closely to its partners to collect better administrative data, and to strength national data systems related to the areas of the CPV/S28 project. A monitoring plan for each one of the partners involved in the project is highly recommended.
- UNODC should implement the third phase of the both International Crime Victims Survey (ICVS) and the Business Survey on Crime and Corruption in Cape Verde, before 2014, in order to gather data for the final evaluation of the project.
- UNODC and its partners should keep investing in improving the quality of the joint teams at the airport and seaport of Praia, as well as to invest in the creation of similar structures at the other international airports and ports of Cape Verde.
- UNODC should better monitor the risk of the national party not complying with the required contribution/responsibilities, aiming at the full operation of the equipment purchased under the project. UNODC should seek to safeguard that, minimal terms and conditions are observed by the national party before purchasing/delivering the equipment.
- UNODC and the National Police should work together towards the mainstreaming of Human Rights as a cross-cutting theme into the training curricula of police officers in Cape Verde, and capacity building of current on-the-job staff on this issue.
- UNODC should evaluate the initiatives related to output 4.1 in terms of their inter-relation with other areas, and their concrete results.

## V. LESSONS LEARNED

Close implementation with partners was vital to identify the immediate needs and the necessary adjustments that the project needed in order to better deliver results. Also, the coordination of different efforts, made possible through the regular meetings with other donors in the country, is a good practice to reduce duplicated practices, and to maximize results in times where resources are scarce.

In that sense, human factor is important to guarantee the continuity of the work and the correct implementation of the project. Adding the correct and committed staff and minimizing the changes in personnel were important features in enabling the project to contribute to the results.

There is a close cooperation between UNODC and the Government of Cape Verde; however, this does not mean that UNODC settles with all the demands or positions from the country in those topics related to the agency's mandate. The balance between independence and commitment has been clear over the years, and it is an important factor to preserve UNODC's autonomy.

# ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

## TERMS OF REFERENCE FOR THE MID-TERM INDEPENDENT EVALUATION OF CPV/S28 CAVE ANTRAF PROJECT

### 1. BACKGROUND AND CONTEXT

Project number	CPV/S28
Project Title	Anti-organized crime and counter-narcotics enforcement in Cape Verde (CAVE ANTRAF)
Duration	9 February 2006 – 31 <sup>st</sup> December 2014 (107 months)
Location:	Cape Verde
Linkages to Country Programme	CAVE INTERCRIN Programme & One Un Programme
Linkage to Thematic Programme	Rule of law Criminal justice systems: more accessible, accountable and effective
Executing Agency	UNODC
Partner Organizations	National Anti-Drug Coordinating Commission (CCAD)
Total Approved Budget:	US\$ 8,396,838
Donors	Cape Verde Government, Luxemburg , One UN- Cape Verde
Project Manager/Coordinator	Cyriaque Sobtafo – ROSEN Cristina Andrade – UNODC Programme Office Cape Verde

Type of Evaluation (midterm or final)	Midi-term external evaluation
Time period covered by the evaluation:	From 2006 up to the date of the evaluation.
Geographical coverage of the evaluation	National
Core Learning Partners	Government of Cape Verde and UNODC

In 2002 Cape Verde requested UNODC assistance to tackle drug trafficking and organized crime, which had turned into a real concern in the archipelago. Drug trafficking and abuse as well as all sorts of criminal behavior were on the rise, and law enforcement and justice responses were weak due to a lack of resources. The geographic conditions of the islands and the very location of the country made it difficult to control its borders.

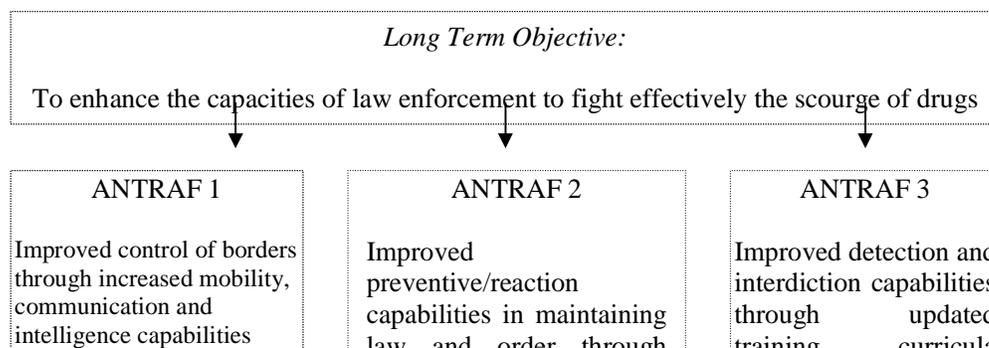
The outcome of UNODC dialogue with the Government was the development of CAVE INTERCRIN – Cape Verde Integrated Crime and anti-Narcotic programme –, of which CPV/S28 – Anti-organized crime and counter-narcotics enforcement in Cape Verde (CAVE ANTRAF) is the project devoted to the thematic area of Anti-trafficking and organized crime. The project Document was signed between UNDOC and the Government of Cape Verde in September 2005 with an approved duration of 30 months (from 1 January 2006 to 31 March 2008) and a total budget of USD 5,870,000.

To date, the project has undergone four revisions: the first revision was conducted on 11 February 2009 due to the delay on the project execution, as activities only started in April

2006 instead of 1<sup>st</sup> January 2006 as initially scheduled, as well as to the resignation of the first Project Coordinator. As a result the project was extended until 31 December 2010; the project went through two revisions in 2010, on 15 March and 10 November respectively, extending the project until 31 December 2011. Eventually, the project was revised for the fourth time on 20 December 2011, aiming at enabling an extension until 31 December 2014 in order to consolidate the gains achieved so far and compensate delays in project implementation in 2011. Delays due to external and internal factors, notably, legislative and presidential elections held in 2011 and late allocation of funds for the implementation of 2011 Annual Work Plan, in the framework of One UN programme.

However, the very purpose of this present midterm evaluation is to assess whether past activities contributed to reaching the project’s objective: To reduce the possibility of utilizing the territory of Cape Verde for trafficking operations by improving the logistical, analytical and operational capability of Cape Verdean law enforcement institutions to control borders, detect illicit consignments, and enforce law and order, in addition to combating corruption and money-laundering.

In order to achieve the mentioned objectives, the programme provided for three operationally independent but converging sets of interventions aimed at enhancing the capabilities of national law enforcement in controlling their borders (patrolling and intervention capability, searching and detection techniques), enforcing the law (mobility, communication, investigation techniques), and improving their agents’ anti trafficking operational know-how (training curricula).



The improved control of both borders and the territory resulting from enhanced mobility, communication and operational skills would also operate as an effective deterrent to criminal and uncivil misbehaviours.

In order to generate and feed the required synergies among the different law enforcement operators involved in the different components of the project, the Government of Cape Verde was to identify and establish joint law enforcement teams (consisting of officers from the relevant law enforcement agencies such as Judicial Police, Public Order Police, Customs, the Fiscal Guard, the Coast Guard and the Maritime Police). This would ensure the required operational coordination, exchange of information, with due respect of each individual agency’s operational mandate and prerogatives. For these initiatives a Memorandum of Understanding (MoU) would be signed between the agencies involved.

The inputs provided under the present project included provisions for software (training) and hardware (equipment). Training would be delivered in order to enhance national counterparts' basic investigation techniques as well as their capability to maximize the benefits deriving from the use of the equipment provided under the project. As far as the hardware component (equipment), it was meant to give law enforcement officials the ability to reach and to work in remote coastal areas, to intervene promptly, to gather and to exchange information, and finally to handle evidence professionally.

*By the end of the project it is expected that:*

Border control officials carry out their duties more effectively through increased mobility, communication and intelligence capacities. It is expected that the Government of Cape Verde would have set up a highly-efficient and effective Public Order Police as a consequence of enhanced mobility, communication and expertise. Such effectiveness of the Public Order Police, as well as the rest of the law enforcement agencies in the archipelago should be coupled with a reduced rate of impunity and downward crime trends.

The Public Order Police and staff of other law enforcement agencies would have been endowed with the capacity to operate, investigate and deal with suspects, arrested persons and victims in full compliance with internationally recognized standards for the respect of Human Rights. Additionally, the Cape Verdean citizenship would have gained confidence on the capacity of the Government in Praia (and its agencies) to provide security and maintain law and order.

The border control capacities would have been improved especially in coastal waters and international airports through daily operations carried out by five inter-agency units trained and equipped to patrol, search and enforce law in the coastal waters of Cape Verde and at its two international airports. Coast Guards would have been trained and equipped to search boats in the Exclusive Economic Zone (EEZ).

The cargos and container profiling and search would have been greatly improved by the establishment, training and equipping of one inter-agency unit in the Port of Praia.

The Judicial Police would have been duly trained and equipped to perform in-depth investigation and prosecution of transnational crime networks. A crime intelligence database would have been created and Judicial Police officers would then be able to analyse and update critical data. Along the same lines, the national Cape Verdean forensic laboratory would also meet international standards

## 2. DIBURSEMENT HISTORY

<b>Overall Budget</b> (time period)	<b>Total Approved Budget</b> (Time Period)	<b>Expenditure</b> (time period)	<b>Expenditure in %</b> (time period)
5,870,000 (prior 2010)	6,337,034 (prior 2010)	3,771,881 (prior 2010)	
7,494,739 (2010)	6,530,498 (2010)	538,343 (2010)	97%
8,396,838 (2014)	6,749,245 (2011)	1,069,316 (2011)	96%

### **3. PURPOSE OF THE EVALUATION**

UNODC ROSEN and the Government of Cape Verde, as the project participating parties and evaluation managers, have started this midterm external evaluation, in close consultation with the Independent Evaluation Unit (IEU), and in line with the provisions set forth in Section 7 of the project document and within the framework of the UN Reform – Delivering as One since 2008.

The overall purpose for this midterm external evaluation is to learn from the CVP/S28 project implementation so that lessons can be drawn and recommendations made, which in turn will constitute the basis for making decisions regarding instituting improvements to project planning, implementation, design and management. The purpose of evaluation is to measure project's achievements, outcomes and impacts both positive and negative since 2006.

The evaluation is expected to follow participatory and consultative approach ensuring close engagement with the government counterparts, the members of project team, the implementing agencies and direct beneficiaries.

The Immediate beneficiaries of the project are the Government of Cape Verde and the staff of law enforcement agencies of Cape Verde, viz. the Judicial Police, the National Police (Public Order Police, Maritime Police and Fiscal Guard) and Coast Guard, as well as the National Anti Drug Coordinating Commission. The ultimate beneficiaries of the project will be the citizens of Cape Verde.

### **4 SCOPE OF THE EVALUATION**

The evaluation team will evaluate the CAVE ANTRAF CPV/S28 project covering its original 2006-2008 implementation period in Cape Verde, as well as revisions made to the project until 2011, in the framework of One UN Sub-programme started in 2008.

Taking into account the relevance of the components of the CPV/S28 Project - Rule of Law – of UNODC Programme for Cape Verde, the present evaluation will undertake a comprehensive review of the project over the period from February 2006 up to the date of the evaluation.

The geographical coverage of the evaluation will be national (Cape Verde).

### **5. EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS**

Special emphasis will be put on the assessment of the outputs/outcomes/impact of the project.

The thematic coverage of the evaluation will focus on Rule of Law, with special focus on Law Enforcement.

The Evaluation will make recommendations regarding Lessons Learned and Best Practices to be incorporated or reinforced over the remaining period of project implementation and highlight deficiencies and challenges to be anticipated.

The evaluation team should be able to answer the following questions related to quality criteria that UNODC's programmes and projects are expected to fulfil, notably:

#### Relevance

- To what extent is the project aligned with national and regional policies, strategies and programmes? Does the project address identified needs of Cape Verde in fighting against drug trafficking and organized crime, including:
  - Improve control of borders through increased mobility, communication and intelligence capabilities;
  - Improve preventive/reaction capabilities in maintaining law and order through upgraded patrolling and communication capabilities;
  - Improve detection and interdiction capabilities of national law enforcement agencies through updated training curricula delivered by CBT.
- Is the project objective still relevant? Is the issue of drug and crime still a major problem in Cape Verde?
- What is the value-added of the project in relation to other priority needs and efforts made to solve them, in particular under UNODC projects?
- Are the project outputs and activities consistent with the expected outcomes and objectives?
- How well was the project planned in advance? Were the project revisions relevant and necessary?
- How have the project revisions developed the original project objectives? Have they incorporated the need for an integrated approach to fight drugs and crime, including prevention, treatment and social reintegration?

#### Efficiency

- Has the budget been allocated and spent as planned? If not, for what reasons?
- Has the project been delivering its outputs on time? If not, for what reasons?
- Has the staff been selected and recruited in a timely manner? If not, for what reasons?
- Compared with alternative approaches to accomplishing the same objectives, has progress been made at an acceptable cost?
- Could more have been achieved with the same input?
- Could the same have been achieved with less input? Would alternative approaches accomplish the same results at a lower cost?
- What measures have been taken during planning and implantation to ensure that resources were efficiently used?
- To what extent are the organizational structures of UNODC, the managerial support provided to the project, and the coordination mechanisms used by UNODC, both at Field and HQ level, supporting the project?

#### Partnerships and cooperation

- Are stakeholders properly engaged and informed? To what extent does the project implement activities and/or establish mechanisms that foster partnership and cooperation among project stakeholders or beneficiaries?
- To what extent have partnership been sought and established (including UN agencies) and synergies been created in the delivery assistance? Has the project explored strategic partnerships among stakeholders as a way to enhance cooperation in project's effective implementation?

#### Effectiveness

- Has the project been achieving its expected impact, objectives, outcomes and outputs? If not, has some progress been made towards their achievement?

- What are the reasons for the achievement, progress status or non-achievement of the project objective, outcomes and outputs?
- To what extent are the achievements reached and progress made so far the result of the project rather than external factors?
- What are the major challenges, opportunities and obstacles encountered by the project as a whole?
- Have the project stakeholders and beneficiaries been fully involved in the project implementation?
- What can be done to make the project implementation more effective?
- How could project planning be improved?
- Was a training needs analysis conducted? If so, is the training delivery appropriate in the light of the end result?
- Are training inputs delivered effectively and adjusted to the national context?
- How could the procurement of equipment and the delivery of training be made more effective? Is the equipment delivered under the project being used for their intended purposes? If not, how can be ensured that the equipment delivered are used appropriately?

#### Impact

- Has the project pursued the possibility of assessing impact? Which provisions were made, or could have been made, at the planning and implementation stage to assess change?
- What difference has the project made to beneficiaries?
- How this impact is being reflected in terms of:
  - Reduction of drug trafficking through Cape Verde,
  - More efficient border control through increased mobility, communication, and intelligence capability
  - Improved territorial, operational, and investigation capacities
  - Effective coastal water control
- What are the intended or unintended positive and negative long-term effects on individuals and institutions?
- Have the measures been put in place to create positive impact in the future?
- What external factors are impacting on project delivery? Are they being properly addressed? Have they addressed any regional or global trend?
- What is the anticipated long term impact of this project? Is the project likely to achieve that impact?
- Are there any additional needs or requirements within the law enforcement agencies of Cape Verde or among the staff of law enforcement agencies of Cape Verde that have not already been addressed?

#### Sustainability

- To what extent will the benefits generated through the project be sustained after the end of the project? After the end of donor funding?
- Have the beneficiaries taken ownership of the project objectives? Are they committed to continue working towards these objectives once the project has ended?
- Is their engagement to reduce the possibility of Cape Verde being used for drug trafficking to continue, to be scaled up, replicated or further institutionalized after the project ends?
- If not, what is needed to ensure this engagement in the future?

- What measures are in place to ensure skills are retained within the target group?
- What measures are in place to ensure future maintenance and repair of any equipment provided?

Lessons learned/ best practices

- What lessons have been learned so far during the implementation of this project and has any best practices been identified?
- Have any lessons learned or best practices been incorporated into the project? If so, how?

## 6. EVALUATION METHODOLOGY

The evaluation should be based on a stakeholder approach, where all groups and individuals, who affect and/or are affected by the achievement of the project objectives, are involved in the analysis. Moreover, the evaluation will take into consideration the institutional, structural and economic context, which affects the overall performance of the project.

The approach of the evaluation shall be participatory, that is, be flexible in design and implementation, ensure stakeholder participation and ownership, and facilitate learning and feedback.

The consultants will make the best use of the existing documents and conduct individual interviews/group meetings with relevant stakeholders. Thus, both primary and secondary data will be utilized.

In the process of finding information sources, collecting information and analysing data during the evaluation period, the evaluation team may include, but not limited to, the following methods:

- Desk review of relevant documents. For a list of desk review documents, refer to Annex 1
- Interviews
- Field visits
- Questionnaires
- Observation and other participatory techniques such as focus groups etc.
- Participation of partners and stakeholders
- Benchmarking

In this sense, the evaluation team should provide a detailed description of evaluation methods to be used in data collection and analysis prior to the field mission.

## 7. TIMEFRAME AND DELIVERABLES

### **Timeframe for the evaluation process**

<b>Tentative Dates</b>	<b>International Consultant</b>	<b>National Consultant</b>	<b>Task</b>	<b>Where (location)</b>
16-20 April 2012 (5 days)	X (5)	X (5)	Desk study	Home Base
23 April (1 day)	X(1)		Briefing of evaluators Presentation of	HQ - Vienna

			Inception Report	
25 April (1 day)	X(1)		Field mission/visit	Dakar, Senegal
26 April – 04 May (7 days)	X(7)	X(7)	Field mission/visit	Cape Verde
07 May (1 day)	X (1)		Debriefing session	Dakar
9 May (1 days)	X (1)		Debriefing session	HQ - Vienna
10-18 May (7 days)	X(7)	X(7)	Preparation of the draft report	Home
21- 25 May (5 days)			Round of comments among relevant stakeholders	
28 May – 01 June (5 days)	X (5)		Preparation of the final report	Home
04 - 08 June (5 days)			Round of comments among relevant stakeholders	
11-13 June (3 days)	X(3)		Finalization of the final report	Home
14-19 June (4 days)			Review and clearance by IEU	
<b>Total working days</b>	<b>31</b>	<b>19</b>		

### **Expected Deliverables**

The evaluation team is expected to submit all the evaluation deliverables, including but not limited to: inception report (including a finalized design matrix), a draft evaluation report, presentations, workshops and the final evaluation report.

All deliverables will be the responsibility of the Evaluators:

- Inception report:

This report should include: who should be interviewed and why, pre-prepared interview questions and a detailed description of proposed evaluation methods, evaluation work plan and finalized design matrix.

- Oral interim debriefing:

This interim debrief will allow the clarification of any misunderstandings or misconceptions and to answer any points of confusion or ambiguity.

- Draft evaluation report:

This report should be a complete draft document reflecting the evaluation and initial findings. It should be submitted electronically to Evaluation Manager, Coordinator of Project office in Cape Verde, ROSEN and IEU for comment and suggested amendment.

- Final evaluation report:

This should include a review of the original project design, the way in which it was implemented, the impact on the drug and crime situation in Cape Verde and whether there are recommendations or lessons to be learned for the future.

The UNODC standard format and guidelines for evaluation reports is attached.

## **8. EVALUATION TEAM COMPOSITION**

The evaluation team will be composed by two independent evaluators: an international and a national consultant working in close consultation with the Independent Evaluation Unit, UNODC and the Government of Cape Verde. The international consultant will act as the principal evaluator and the national consultant as the other team member. For the consultant Professional Requirements and Job Description, please refer to Annex 2.

The evaluators will not act as representatives of any party and must remain independent and impartial.

All stakeholders should be aware of terms of reference of evaluation: UNODC Programme Office, UN Cape Verde, the major national beneficiaries: the National Anti Drug Coordinating Commission and all implementing partners.

## **9. MANAGEMENT OF EVALUATION PROCESS**

### **Management arrangements**

The evaluation will be managed by UNODC ROSEN/Programme Office in Cape Verde and the Government of Cape Verde, and in consultation with the Independent evaluation Unit. The IEU will clear the final selection of the consultants, the draft report and final report. The Core Learning Partners (please, refer to Annex 3) will comment on the draft and final report. As soon as the final report has been cleared by the IEU and commented on by the CLP, it will be posted on the IEU website.

### **Logistical support**

The international consultant will be required to travel to Cape Verde and join the national consultant to conduct Field mission and visits. The Programme Office in Cape Verde will provide all the logistical support to the evaluation team, including office space and materials and transportation.

### **Detailed Budget – Budget is attached in a separate document**

As set forth in Section 7 of the project document, provisions have been made for this midterm independent evaluation. The project is also expected to have an external end-term evaluation.

## **10. PAYMENT MODALITIES**

The consultants will be issued a consultancy contract and paid in accordance with United Nations rules and procedures. The consultants' fees will be established based on their experience and expertise paid in three installments:

- The first payment will be made upon signature of the contract (travel expenses plus 75 per cent of the daily subsistence allowance);

- The second payment (50 per cent of the consultancy fee and 25 per cent of the daily subsistence allowance) will be made upon receipt of the draft report by the relevant units and sections at headquarters or field offices and by the Independent Evaluation Unit;
- The third and final payment (50 per cent of the consultancy fee, i.e. the Remainder of the fee) will be made only after completion of the respective tasks and receipt of the final report and its clearance by the Independent Evaluation Unit.

## **11. ANNEXES**

1. List of background documents for Desk Review
2. Job description of evaluators
3. List of Core Learning Partners
4. UNODC standard format and guidelines for evaluation reports 2

## ANNEX 1. List of Background Documents for the Desk Review

<b>Document Description</b>
Project Document CPVS28 - 2005 Project revisions (2009, 2010 and 2011)
Annual and Semi-Annual Project Progress Report (APPR)
Monthly and Quarterly Reports
Logical frameworks
Evaluation Guidelines- Final UNODC
National Integrated Programme
National Strategy on Drugs and Crime
Minutes (meetings Steering groups)
Initial surveys conducted in the countries
Monitoring surveys
One UN programme document (2008-2011)
One UN Reports (SP2 and SP8 reports)
Protocol of Agreements
Activity and Financial Reports
Tripartite Review Meeting Reports
Project work plans

## ANNEX 2: Job Descriptions of Evaluators

### Independent Project Evaluation Consultant of UNODC CPVS28 Project:

#### A. Job description for the International Evaluation Consultant

Post title	International Evaluation Consultant and Team Leader
Estimated duration	31 working days over a period of 2 months
Starting date required	16 April 2012
Duty station	Home base; missions to Austria, Vienna; Senegal, Dakar; and Cape Verde, Praia

#### Duties of the International Evaluation Consultant:

The International Evaluation Consultant will lead the Independent Evaluation of UNODC CPV/S28 Project, in close collaboration with the National Evaluation Consultant. On the basis of the Terms of Reference s/he will carry the following duties:

Duties	Duration (working days)	Location	Results
Desk Study	5	Home base	List of evaluation questions Evaluation tools Draft inception report including work plan
Interviews with staff at UNODC HQ	1	UNODC HQ	Inception report
Evaluation mission: briefings, interviews and presentations of preliminary findings	9	Senegal, Dakar Cape Verde, Praia	Notes
Presentation of Preliminary findings at UNODC HQ	1	UNODC HQ	Notes
Drafting the evaluation report; submission to stakeholders for comments	7	Home base	Draft Report
Preparation of final report	5	Home base	Draft final Report
Finalization of report	3	Home base	Final Report
<b>Total</b>	<b>31 days</b>		

#### Required Qualifications:

The international consultant should have/demonstrate:

- Postgraduate degree in Political Science, Public Administration, law, Development Studies, or any relevant social science field;
- At least ten (10) years of professional experience in project design, implementation, appraisal and evaluation;
- Project evaluation experience related to Rule of Law, Anti-trafficking/Organized Crime, Law Enforcement, Justice, etc.;

- d. knowledge of the project's thematic area by credible publications, work experience or training;
- e. report writing competencies.

**Languages:**

Fluency in English and French; research reports that will be evaluated as well as other related documentation are in English. Knowledge of Portuguese is considered an asset

**Absence of interest:**

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

**Ethics**

The evaluator shall respect the UNEG Ethical Guidelines.

**B. Job description for the National Evaluation Consultant**

Post title	National Evaluation Consultant
Estimated duration	19 working days over a period of 2 months
Starting date required	16 April 2012
Duty station	Cape Verde - Home base

**Duties of the International Evaluation Consultant:**

The National Evaluation Consultant will collaborate with and assist the International Evaluation Consultant in the Independent Evaluation of UNODC CPVS28 Project; on the basis of the Terms of Reference s/he will carry the following duties:

Duties	Duration (working days)	Location	Results
Desk Study	5	Home base	List of evaluation questions Evaluation tools Draft inception report including work plan
Evaluation mission: briefings, interviews and presentations of preliminary findings	7	Cape Verde, Praia	Notes
Drafting chapters of the evaluation report in collaboration with the international consultant	7	Home base	Draft Report
<b>Total</b>	<b>19 days</b>		

**Required Qualifications:**

The national consultant should have/demonstrate:

- University degree in Political Science, Public Administration, law, Development Studies, or any relevant social science field;
- At least five years of professional experience in project design, implementation, appraisal and evaluation;
- Project evaluation experience; experience in the field of Rule of Law, Anti-trafficking/Organized Crime, Law Enforcement, Justice, etc. is considered an asset;
- Demonstrable knowledge of the project's thematic area by work experience or training;
- Demonstrable report writing competencies;

**Languages:**

The Candidate must be fluent in Portuguese and English and/or French. Research reports that will be evaluated as well as other related documentation are in English.

**Absence of interest:**

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

**Ethics**

The evaluator shall respect the UNEG Ethical Guidelines.

### ANNEX 3. List of Core Learning Partners (5)

<b>UNODC (4)</b>	
<b>Head Quarters (1)</b>	<b>Field Offices (3)</b>
Ms. Aisser Al-Hafedh, HQ Focal Person, DO/IPB/RSAME	Cyriaque Sobtafo, Deputy-Regional Representative until 20 January 2012
	Mr. Flemming Quist, Senior Law Enforcement Adviser
	Ms. Cristina Andrade, Senior national Coordinator, ROSEN, Programme Office in Cape Verde

<b>GOVERNMENT (1)</b>
<b>National Counterpart</b>
Ms. Fernanda Marques, Executive Secretary of the Coordinating Commission Against Drugs, MJ

<b>Other Government Stakeholders</b>
Attorney General of the Republic Coast Guard Commander National Director of the Judicial Police Director of the National Police General Director of Prison and Social Reintegration Services General Director of Customs

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

1. Ms. Aisser Al-Hafedh – Desk Officer for West and Central Africa (UNODC HQ CLP)
2. Ms. Karen Cadondon – UNODC Independent Evaluation Unit
3. Mr. Flemming Quist – UNODC Regional Law Enforcement Adviser (UNODC ROSEN CLP)
4. Ms. Cristina Andrade – ONUDC CPVS28 Project National Coordinator
5. Mr. Arlindo Medina – President of the Supreme Court of Justice
6. Ms. Teresa Évora – President of the Superior Council of Court Magistrates
7. Mr. Júlio Martins – Attorney General of the Republic of Cape Verde
8. Mr. José Carlos Correia – Minister of Justice
9. Ms. Fernanda Marques – Executive Secretary of CCCD
10. Mr. Carlos Reis – National Director of the Judicial Police
11. Ms. Kátia Tavares – Coordinator of Joint Airport Interdiction Team (CAAT) in Cape Verde
12. Mr. Fidel Tavares – General Director of Penitentiary and Social Reintegration Services
13. Ms. Marisa Morais – Minister of Internal Administration (Interior)
14. Mr. João Domingos de Pina – Deputy-Director of the National Police
15. Mr. Manuel Alves – Director of National Training Centre of the National Police
16. Mr. António Duarte Monteiro – Coast Guard Commander
17. Mr. Marino Andrade – General Director of Customs
18. Ms. Edelfrides Almeida – Finance General Inspections
19. Mr. Antonio Varela – National Coordinator of FIU

# ANNEX III. EVALUATION TOOLS: INTERVIEW GUIDES

## Relevance / Project alignment:

Is the Anti-organized crime and counter-narcotics enforcement in Cape Verde (CAVE ANTRAF) project aligned with national/regional/global goals and strategies?

## Relevance / Changes in the project:

The ONE UN in Cape Verde has changed the original project adding outputs related to:

- Prevention of drug abuse and antisocial behavior
- Health promotion, prevention and control of transmissible and non transmissible diseases
- Access to prevention, treatment, care and support services for the fight against AIDS

How did these modifications change the strategy of the project?

Are these changes aligned with the Strategic Programme Framework for West Africa/Cape Verde?

## Effectiveness / Project design:

The project was originally designed in terms of training and equipment. Is the design the right approach to meet the needs of stakeholders or to have a greater impact? Why or not? What could have been done differently?

Has the project been implemented within deadline and cost estimates?

## Efficiency / Interaction UNODC HQ and Project Implementation

How is the interaction between the UNODC HQ and the implementation of the project in Cape Verde?

## Efficiency / Results:

Are there results for this project? What factors have positively or negatively affected the achievement of outcomes?

Are there other similar projects being implemented in the region? Are they producing good results?

Is there regional (or global) data that could be used to compare the results of Cape Verde with other countries?

What is the evidence of success or failure for this project (or similar projects)?

Do you have examples of similar projects that had a positive impact in another country (countries)?

*(Impact)* What difference has the project made to beneficiaries?

## Sustainability

Are there indications that the beneficiaries and other partners will continue to support, or even upscale, this or similar initiatives? Do you have examples of other countries?

## ANNEX IV. EVALUATION MATRIX

KEY QUESTIONS	WHAT TO LOOK FOR	DATA SOURCE / DATA COLLECTION METHODS
<b>Relevance</b>		
<p>To what extent is the project aligned with UNODC global and regional strategies and programmes?</p> <p>Was the project aligned with Cape Verde needs in fighting against drug trafficking and organized crime? Is the project still aligned?</p>	<p>What are the UNODC main global and regional strategies that cope with the project?</p> <p>How is the project scope reflected in the national plans of Cape Verde?</p> <p>Is the project objective still relevant? Is the issue of drug and crime still a major problem in Cape Verde?</p> <p>Did the changes in the project incorporate the need for an integrated approach to fight drugs and crime, including prevention, treatment and social reintegration?</p>	<ul style="list-style-type: none"> <li>• Desk reviews of secondary data (monitoring reports, project updates, studies, national/regional/global reports, etc.)</li> <li>• Interviews with partners/beneficiaries</li> <li>• Focal Group with NGOs partners (Cape Verde needs)</li> <li>• Interviews with UNODC in Vienna and Dakar</li> <li>• Interviews with UNODC staff in Cape Verde</li> </ul>
<b>Efficiency</b>		
<p>Has the program been implemented within deadline and cost estimates?</p> <p>To what extent are the organizational structures of UNODC, the managerial support provided to the project, and the coordination mechanisms used by UNODC, both at Field and HQ level, are supporting</p>	<p>Has the budget been allocated and spent as planned? If not, for what reasons?</p> <p>Has the project been delivering its outputs on time? If not, for what reasons?</p> <p>What measures have been taken during implantation to ensure that resources were efficiently used?</p>	<ul style="list-style-type: none"> <li>• Desk reviews of secondary data (monitoring reports, project updates, studies, national/regional/global reports, etc.)</li> <li>• Interviews with partners/beneficiaries</li> <li>• Interviews with UNODC in Vienna and Dakar</li> <li>• Interviews with UNODC staff in Cape Verde</li> </ul>

KEY QUESTIONS	WHAT TO LOOK FOR	DATA SOURCE / DATA COLLECTION METHODS
the project?		
<b>Effectiveness</b>		
<p>Has the project been achieving its expected objectives, outcomes and outputs? If not, has some progress been made towards their achievement?</p> <p>Have the project stakeholders and beneficiaries been fully involved in the project implementation?</p> <p>To what extent have outputs contributed to achieving the outcomes?</p> <p>Has UNDOC been flexible to meet the outcomes?</p> <p>What external factors are impacting on project delivery? Are they being properly addressed? Have they addressed any regional or global trend?</p>	<p>Has the project:</p> <ul style="list-style-type: none"> <li>- Improved control of borders through increased mobility, communication and intelligence capabilities?</li> <li>- Improved preventive / reaction capabilities in maintaining law and order through upgraded patrolling and communication capabilities?</li> <li>- Improved detection and interdiction capabilities of national law enforcement agencies through updated training curricula delivered by CBT?</li> </ul> <p>What are the reasons for the achievement, progress status or non-achievement of the project objective, outcomes and outputs?</p> <p>Are the outputs being delivered according to the planned?</p> <p>Have the targeted institutions benefitted from the outputs?</p> <p>Are training inputs delivered effectively and adjusted to the national context?</p> <p>Is the equipment for the project being used for their intended purposes?</p>	<ul style="list-style-type: none"> <li>• Desk reviews of secondary data (monitoring reports, project updates, studies, national/regional/global reports, etc.)</li> <li>• Interviews with partners/beneficiaries</li> <li>• Focal Group with NGOs partners (results in terms of violence in the peri urban areas)</li> <li>• Interviews with UNODC in Vienna and Dakar</li> <li>• Interviews with UNODC staff in Cape Verde</li> </ul>
<b>Sustainability</b>		

KEY QUESTIONS	WHAT TO LOOK FOR	DATA SOURCE / DATA COLLECTION METHODS
<p>Can the program results be sustained after its completion?</p>	<p>Has regional/national capacity been developed to allow UNODC to realistically plan progressive disengagement?</p> <p>To what extent will the benefits generated through the project be sustained after the end of the project? After the end of donor funding?</p> <p>Have the beneficiaries taken ownership of the project objectives? Are they committed to continue working towards these objectives once the project has ended?</p> <p>What measures are in place to ensure future maintenance and repair of any equipment provided?</p>	<ul style="list-style-type: none"> <li>• Desk reviews of secondary data (monitoring reports, project updates, studies, national/regional/global reports, etc.)</li> <li>• Interviews with partners/beneficiaries</li> <li>• Interviews with UNODC in Vienna and Dakar</li> <li>• Interviews with UNODC staff in Cape Verde</li> </ul>
<b>Partnerships and cooperation</b>		
<p>Are stakeholders properly engaged in the project?</p>	<p>To what extent does the project implement activities and/or establish mechanisms that foster partnership and cooperation among project stakeholders or beneficiaries?</p> <p>To what extent have partnership been sought and established (including UN agencies) and synergies been created in the delivery assistance?</p> <p>Has the project explored strategic partnerships among stakeholders as a way to enhance cooperation in project's effective implementation?</p>	<ul style="list-style-type: none"> <li>• Desk reviews of secondary data (monitoring reports, project updates, studies, national/regional/global reports, etc.)</li> <li>• Interviews with partners/beneficiaries</li> <li>• Interviews with UNODC in Vienna and Dakar</li> <li>• Interviews with UNODC staff in Cape Verde</li> </ul>
<b>Impact</b>		

KEY QUESTIONS	WHAT TO LOOK FOR	DATA SOURCE / DATA COLLECTION METHODS
<p>Has the project contributed or is likely to contribute to long-term positive changes for the country?</p> <p>What difference has the project made to beneficiaries?</p> <p>What is the anticipated long-term impact of this project?</p>	<p>How this impact is being reflected in terms of:</p> <ul style="list-style-type: none"> <li>- Reduction of drug trafficking through Cape Verde;</li> <li>- More efficient border control through increased mobility, communication, and intelligence capability</li> <li>- Improved territorial, operational, and investigation capacities</li> <li>- Effective coastal water control</li> </ul> <p>Which provisions were made, or could have been made, at the planning and implementation stage to assess change?</p> <p>Can the project be connected to the changes in terms of changing the levels/perception of violence in the country?</p> <p>Does the project have a Control group, Baseline and proper Indicators?</p>	<ul style="list-style-type: none"> <li>• Desk reviews of secondary data (monitoring reports, project updates, studies, national/regional/global reports, etc.)</li> <li>• Interviews with partners/beneficiaries</li> <li>• Focal Group with NGOs partners</li> <li>• Interviews with UNODC in Vienna and Dakar</li> <li>• Interviews with UNODC staff in Cape Verde</li> </ul>

## ANNEX V. LOGICAL FRAMEWORK

**Project Objective:**

The project's main objective is to reduce the possibility of utilizing the territory of Cape Verde for trafficking operations by improving the logistic, analytical and operational capabilities of Cape Verdean law enforcement institutions in controlling its frontiers, detecting illicit consignments, and enforcing law and order.

Outcomes / Outputs	Indicators
<p>Outcome(s):</p> <p><i>Outcome 1:</i> Border control officials carry out their duties more effectively, through increased mobility, communication and intelligence capacities</p> <p><i>Outcome 2:</i> <i>Coast Guard</i> take effective action to maintain law and order through upgraded patrolling and communication capabilities</p>	<ul style="list-style-type: none"> <li>• At the beginning of the project, an upwards trend of drug or contraband seizures as well as trafficked persons and illegal immigrants stopped is expected</li> <li>• At the end of the project, a downwards trend or stabilized lower prevalence is expected</li> <li>• Upward trends in the prices of narcotics on local illicit markets</li>   <li>• Percentage of operations successfully fulfilled</li> </ul>

Outcomes / Outputs	Indicators
<p><i>Outcome 3:</i> National capacities combat drugs and organized crime and ensure public security more effectively (One UN)</p> <p><i>Outcome 4:</i> National institutions ensure the implementation and monitoring of progress in the achievement of health services-related human rights (One UN)</p>	<p>(Being formulated by the M&amp;E Cell – Cape VerdeOne UN )</p> <p>Being formulated by the M&amp;E Cell – Cape VerdeOne UN )</p>
<p>Outputs:</p> <p>1.1 Boarding and vessel search in coastal waters carried out by 3 inter-agency units duly trained and equipped;</p> <p>1.2. Boarding and search of suspected vessels operated by the Coast Guards at sea (Exclusive Economic Zone).</p>	<p>1.1.1 Three interagency team units in place;</p> <p>1.1.2. Officers trained and equipped with relevant operational tools;</p> <p>1. 1.3. Number and results of operations</p> <p>1.1.4. Judicial cases handed over to criminal courts;</p> <p>1.1.5. Intelligence generated and analytical know-how on trafficking trends to and from Cape Verde in place (qualitative and quantitative);</p> <p>1.2.1. Coast Guard officials trained and equipped;</p> <p>1.2.2. Operations carried out and reflected by number of successful operations completed;</p> <p>1.2.3. Arrest and seizures operated(qualitative and quantitative);</p>

Outcomes / Outputs	Indicators
<p>1.3. Searching and seizing capability at the International Airports of Sal and Praia</p>	<p>1.2.4. Operational cooperation developed with inter-agency units as reflected by both operational procedures developed and joint operations carried out;</p> <p>1.3.1 Two inter-agency units in place.</p> <p>1.3.2 Officers trained and equipped.</p> <p>1.3.3 Arrests and seizures operated (qualitative and quantitative).</p> <p>1.3.4 Intelligence generated and analytical know-how on trafficking trends to and from Cape Verde in place (qualitative and quantitative).</p>
<p>1.4. Container and cargo profiling in the Port of Praia completed by trained inter-agency teams</p>	<p>1.4.1 Inter agency unit in place.</p> <p>1.4.2 Officers duly trained and equipped.</p> <p>1.4.3 Profiling and search of containers (qualitative and quantitative).</p> <p>1.4.4 Flow of intelligence data and analysis generated (qualitative and quantitative).</p>
<p>1.5 Judicial Police endowed with the operational and analytical tools to perform in-depth investigations and prosecutions of transnational criminal networks.</p>	<p>1.5.1 Training curricula developed;</p> <p>1.5.2 Officers trained and duly equipped;</p> <p>1.5.3. Operations carried out (qualitative and quantitative);</p> <p>1.5.4 Operational use of telephone interception and surveillance equipment by Judicial Police;</p> <p>1.5.5 Number of cases started by Judicial Police concerning organized</p>

Outcomes / Outputs	Indicators
<p>1.6. Establishment of a crime and intelligence database and well trained officers of the Judicial Police at updating and analyzing relevant data.</p> <p>1.7. Upgrading of the national forensic laboratory to meet international standards.</p> <p>2.1. Cape Verdean Public Order Police reaction</p>	<p>crime groups;</p> <p>1.5.6 Number of cases brought to court by Judicial Police on organized crime groups;</p> <p>1.5.7 Rate of conviction on cases brought to court;</p> <p>1.6.1 Officers duly trained and equipped.</p> <p>1.6.2 Operational database established at Judicial Police Headquarters.</p> <p>1.6.3 Quality and quantity of intelligence stored in database.</p> <p>1.6.4 Rate of access to database by Judicial Police officers in the country.</p> <p>1.6.5 Information gathered, processed and analysed.</p> <p>1.6.6 Flow of information and operational cooperation with foreign homologues (qualitative and quantitative);</p> <p>1.7.1 Equipment delivered and number of trained personnel.</p> <p>1.7.2 Operational drug laboratory established.</p> <p>1.7.3 Number of leads investigated at the forensic laboratory (qualitative and quantitative).</p> <p>1.7.4 Number of cases dealt by forensics proves to be valuable in criminal investigations (qualitative and quantitative).</p> <p>2.1.1 Increased number of operations carried out.</p> <p>2.1.2 Time reactive capacity from time of call reduced.</p>

Outcomes / Outputs	Indicators
<p>and territorial control capabilities improved by enhanced mobility.</p> <p>2.2. Cape Verdean Public Order Police reaction and intervention's efficiency improved through enhanced communication and coordination capabilities.</p> <p>2.3. The Cape Verdean Public Order Police has the capacity to operate, investigate and deal with suspects, arrested persons and victims in full compliance with internationally recognized standards for the respect of Human Rights.</p> <p>2. 4. A concrete measurement of the achievements of the different interventions of the project as perceived by their main beneficiaries (law enforcement officers) and the general public thus facilitating both the final evaluation of the project</p>	<p>2.1.3 Increase in number of arrests operated</p> <p>2.2.1 Number of operations carried out increased by 70% as a result of enhanced communication and coordination capacities.</p> <p>2.2.2 Reaction chain increased by 100% as a result of inter-connected operational teams.</p> <p>2.2.3 Operational cooperation among Public Order Police outposts and patrols.</p> <p>2.2.4 Time reactive capacity from time of call reduced between 7 and 10 minutes maximum.</p> <p>2.3.1 Number of measures (legal, technical and logistical) to ensure full and effective use of operational capacities in operations, investigations, and arrest procedures with due regards to internationally recognized Human Rights standards.</p> <p>2.4.1 Availability of a baseline data.</p> <p>2.4.2 Tested methodology.</p> <p>Final report including a comparative analysis based on the data collected before and after the implementation of the different components of the project.</p>

Outcomes / Outputs	Indicators
<p>and the policy/strategy decision-making process by the authorities of Cape Verde.</p> <p>2.5 Improved detection and interdiction capabilities through updated training curricula delivered to at least 500 law enforcement officers via the use of Computer-Based Training Programme.</p> <p>Output 3.1: Capacities of national institutions in charge of the fight against transnational crime, human trafficking, drug and arms trafficking and responsible for the security of people and property are reinforced</p> <p>Output 3.2: the economic and financial</p>	<p>2.5.1 Quality and efficiency of training facilities.</p> <p>2. 5.2 Effectiveness and responsiveness of training curricula to operational needs.</p> <p>2. 5.3 Training exercises implemented.</p> <p>2.5.4 Number of trained officers.</p> <p>3.1.1. Number of law enforcement officers (police officers, magistrates, customs officer) that participated in a specialized training;</p> <p>3.1.2 Number of coordination meetings of the CCAD agents for the fight against drug;</p> <p>3.1.3 Number of equipment and other resources installed for strengthening the national institutions in charge of the fight against organized crime, and trafficking of drugs, humans and arms and goods;</p> <p>3.1.4 Number of technical assistance for the fight against organized crime and trafficking of drugs, humans and arms and goods;</p> <p>3.1.5 Percentage of cases investigated by the judicial police and sent to the court for prosecution;</p> <p>3.1.6 Number of technical assistance aiming at improving the coordination in the fight against drug and crime;</p> <p>3.2.1 Number of technical assistance for prevention, supervision and investigation of corruption, money-laundering and terrorism funding</p>

Outcomes / Outputs	Indicators
<p>development of the country is supported by security investment against corruption, money-laundering, cyber crime and terrorist threats</p> <p>Output 3.3 Strengthening of the criminal justice system</p> <p>Output 3.4 Capacity development of the State and civil society for the prevention of drug abuse and antisocial behaviour</p>	<p>(ML/TF);</p> <p>3.2.2 Number of equipment and other resources installed for strengthening national institutions in charge of prevention, supervision and investigation of corruption, money-laundering and terrorism funding (ML/TF);</p> <p>3.2.3 The international tools against corruption, ML/TF ratified and established;</p> <p>3.2.4 Number of law enforcement officers (police officers, magistrates, customs officer) that participated in a specialized training;</p> <p>3.3.1 Tools and measures for protection of victims, especially women, established;</p> <p>3.3.2 Number of equipment and other resources installed for improving prison services;</p> <p>3.3.3 Number of magistrates, justice officials, law enforcement officers (police officers, magistrates, customs officer) that participated in a specialized training;</p> <p>3.3.4 Number of technical assistance aiming at improving the house of justice and the rehabilitation services in the prison system;</p> <p>3.4.1 Number of technical assistance and training provided on prevention of drug abuse and incivilities, enhancing the decentralization and participation of NGOs and CBOs in prevention actions;</p>

Outcomes / Outputs	Indicators
<p>Output 4.1 Access to prevention, treatment, care and support services for the fight against AIDS are improved, with special attention to persons in vulnerable situations (adolescents, women and people with risk behaviour)</p>	<p>3.4.2 Number of prevention programmes with vulnerable groups established with the participation of youth;</p> <p>3.4.3 Number and type of IEC materials developed and distributed;</p> <p>4.1.1 Number of medical and paramedical personnel trained in drug addiction, treatment, and counselling;</p> <p>4.1.2 Number of personnel of prison settings trained on basic aspect of drug addiction.</p> <p>4.1.3 Number of services available to drug users;</p> <p>4.1.4 Number of treatment and rehabilitation services available to drug users in a selected prison.</p> <p>4.1.5 Number of HIV/AIDS tests given at prisons</p> <p>4.1.6 Number of Academic institutions providing training on drug treatment</p> <p>4.1.7 translated training packages</p>

# ANNEX VI. PROJECT EXPENDITURES

Table 12: Project Expenditure By Year, per Output

Outputs	2006	2007	2008	2009	2010	2011	TOTAL US\$	% Total
1.1 Boarding and vessel search in coastal waters carried out by 3 inter-agency units duly trained and equipped;							0	0%
1.2. Boarding and search of suspected vessels operated by the Coast Guards at sea (Exclusive Economic Zone).				5,286			5,286	0%
1.3. Searching and seizing capability at the International Airports of Sal and Praia			12,323		AIRCOP	AIRCOP	12,323	0%
1.4. Container and cargo profiling in the Port of Praia completed by trained inter-agency teams		10,514	20,383	31,824	22,980	1,030	86,732	2%
1.5 Judicial Police endowed with the operational and analytical tools to perform in-depth investigations and prosecutions of transnational criminal networks.	7,148			250,000	155,000		412,148	10%
1.6. Establishment of a crime and intelligence database and well trained officers of the Judicial Police at updating and analyzing relevant data.							0	0%
1.7. Upgrading of the national forensic laboratory to meet international standards.		908	240,000				240,908	6%
2.1. Cape Verdean Public Order Police reaction and territorial control capabilities improved by enhanced mobility.	387,602	189,105	213,720				790,427	20%
2.2. Cape Verdean Public Order Police reaction and intervention's efficiency improved through enhanced communication and coordination capabilities.							0	0%

Outputs	2006	2007	2008	2009	2010	2011	TOTAL US\$	% Total
2.3. The Cape Verdean Public Order Police has the capacity to operate, investigate and deal with suspects, arrested persons and victims in full compliance with internationally recognized standards for the respect of Human Rights.							0	0%
2. 4. A concrete measurement of the achievements of the different interventions of the project as perceived by their main beneficiaries (law enforcement officers) and the general public thus facilitating both the final evaluation of the project and the policy/strategy decision-making process by the authorities of Cape Verde.		54,954	36,304				91,258	2%
2.5 Improved detection and interdiction capabilities through updated training curricula delivered to at least 500 law enforcement officers via the use of Computer-Based Training Programme.		107,685	114,500	23,000	7,000	3,000	255,185	6%
3.1: Capacities of national institutions in charge of the fight against transnational crime, human trafficking, drug and arms trafficking and responsible for the security of people and property are reinforced - <b>ONE UN</b>				756,210	134,790	59,905	950,905	24%
3.2: the economic and financial development of the country is supported by security investment against corruption, money-laundering, cyber crime and terrorist threats - <b>ONE UN</b>				221,230	10,000	10,000	241,230	6%
3.3 Strengthening of the criminal justice system - <b>ONE UN</b>				71,000	16,475	205,846	293,321	7%
3.4 Capacity development of the State and civil society for the prevention of drug abuse and antisocial behavior - <b>ONE UN</b>				34,200	45,000	26,644	105,844	3%
4.1 Access to prevention, treatment, care and support services for the fight against AIDS are improved, with special attention to persons in vulnerable situations (adolescents, women and people with risk behavior) - <b>ONE UN</b>				243,832	141,869	97,749	483,450	12%
Total	394,750	363,165	637,229	1,636,582	533,114	404,174	3,969,014	100%

Source: UNODC Cape Verde

## ANNEX VII. DESK REVIEW LIST

- Afrobarometer/Afrosondagem. (2002). *Survey on Democracy, Civil Society and Market Reform*. Praia.
- Afrobarometer/Afrosondagem. (2005). *The quality of Democracy in Cape Verde*. Praia.
- Afrobarometer/Afrosondagem. (2008). *The quality of Democracy in Cape Verde*. Praia.
- Afrobarometer/Afrosondagem. (2011). *The quality of Democracy in Cape Verde*. Praia.
- Bureau of Democracy, Human Rights, and Labour. (2011). *2010 Country Reports on Human Rights Practices*.
- Comité de Coordenação do Combate à SIDA . (2006). *II Plano Estratégico Nacional de Luta contra o VIH-SIDA em Cabo Verde (2006-2010)*. Praia.
- Comité de Coordenação do Combate à SIDA. (2011). *Estudo Socio-comportamental e de Seroprevalência do VIH/Sida nos Usuários de Drogas*. Praia.
- Inkster, N., & Comolli, V. (2012). *Drugs, Insecurity and Failed States: the Problems of Prohibition (The Adelphi series)*. International Institute for Strategic Studies.
- Ministério da Justiça and UNODC Cape Verde. (2008). *Estudo sobre a situação das Drogas e sua Relação com o VIH/SIDA* . Praia.
- Ministério da Justiça. (2004). *Estratégia Nacional de Luta Contra a Droga e o Crime Conexo*. Praia.
- Ministério das Finanças e Administração Pública. (2008). *Documento de Estratégia de Crescimento e Redução da Pobreza II - DECRP II - 2008-2011*. Direcção Geral do Planeamento, Praia.
- Polícia Judiciária. (2011). *Relatório de Atividades de 2010*. Praia.
- UNICEF in Cape Verde. (2011). *Análise de Situação de Crianças e Adolescentes em Cabo Verde 2011*. Praia.
- United Nations in Cape Verde. (2008). *The One Programme in Cape Verde 2008-2010*. Praia.
- UNODC . (2011). *The Paris Pact Initiative Evaluating the achievements: From Partnership to Policy, to Action* .
- UNODC Cape Verde and Ministério da Justiça. (2009). *Estudo sobre a criminalidade ICVS-INQUÉRITO INTERNACIONAL SOBRE VÍTIMAS DO CRIME- II FASE*. Praia.
- UNODC Cape Verde. (2009). *Business survey on crime and corruption in Cape Verde*. Praia.
- UNODC Cape Verde. (2011). *CPV/S28 – Anti-organized crime and counter-narcotics enforcement in Cape Verde (CAVE ANTRAF) Revision December 2011*. Praia.
- UNODC Cape Verde. (2009). *CPV/S28 – Anti-organized crime and counter-narcotics enforcement in Cape Verde (CAVE ANTRAF) Revision February 2009*. Praia.

- UNODC Cape Verde. (2010a). *CPV/S28 – Anti-organized crime and counter-narcotics enforcement in Cape Verde (CAVE ANTRAF) Revision March 2010*. Praia.
- UNODC Cape Verde. (2010b). *CPV/S28 – Anti-organized crime and counter-narcotics enforcement in Cape Verde (CAVE ANTRAF) Revision November 2010*. Praia.
- UNODC Cape Verde. (2005). *CPVS28 - Anti-organized crime and counter-narcotics enforcement in Cape Verde - CAVE ANTRAF - Original Project*. Praia.
- UNODC Cape Verde. (2006). *CPVS28 - Anti-organized crime and counter-narcotics enforcement in Cape Verde 2006 Annual Project Progress Report*. Praia.
- UNODC Cape Verde. (2008). *CPVS28 - Anti-organized crime and counter-narcotics enforcement in Cape Verde 2008 Annual Project Progress Report*. Praia.
- UNODC Cape Verde. (2009). *CPVS28 - Anti-organized crime and counter-narcotics enforcement in Cape Verde 2009 Annual Project Progress Report*. Praia.
- UNODC Cape Verde. (2010). *CPVS28 - Anti-organized crime and counter-narcotics enforcement in Cape Verde 2010 Annual Project Progress Report*. Praia.
- UNODC Cape Verde. (2011). *CPVS28 - Anti-organized crime and counter-narcotics enforcement in Cape Verde 2011 Annual Project Progress Report*. Praia.
- UNODC Cape Verde. (2009). *Phase II Crime Victim Survey*. Praia.
- UNODC. (2007). *CPVS28 - Anti-organized crime and counter-narcotics enforcement in Cape Verde 2007 Annual Project Progress Report*. Praia.
- UNODC. (2010). *Regional Programme for West Africa 2010-2014*. New York.
- UNODC. (2008). *Towards security and justice for all: making the world safer from crime, drugs and terrorism - UNODC STRATEGY 2008-2011*. New York.
- UNODC West Africa Regional Africa. (2008). *Mission Report Law enforcement Adviser for Africa*.